142798

NATIONAL INSTITUTION OF JUSTICE

NATIONAL CRIMINAL REFERENCE SERVICE

(NIJ/NCJRS)

Abstract

EFFECTING FUTURE ETHICAL CONDUCT

IN MID-SIZED LAW ENFORCEMENT ORGANIZATIONS:

A PROACTIVE APPROACH TO AN AGELESS DILEMMA

AGELESS DILEMMA

by

WILLIAM M. BLASKA

COMMAND COLLEGE CLASS XV

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

January, 1993

15-0292

142798

EFFECTING FUTURE ETHICAL CONDUCT

IN MID-SIZED LAW ENFORCEMENT ORGANIZATIONS:

A PROACTIVE APPROACH TO AN AGELESS DILEMMA

JOURNAL REPORT

by

WILLIAM M. BLASKA

COMMAND COLLEGE CLASS XV

COMMISSION ON PEACE OFFICER STANDARDS AND

TRAINING (POST)

SACRAMENTO, CALIFORNIA

JANUARY 1993

Order Number   15-0292

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

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

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

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

Effecting Future Ethical Conduct in Mid-Sized Law Enforcement Organizations: A proactive approach to an ageless dilemma.

Abstract

This study deals with changing organizational behavior to effect acceptable standards of ethical conduct ten years down the line. The major issue which focuses this study is "What ethical standards will be required of police personnel in mid-sized police agencies by the year 2002?" It is comprised of four sections; a futures study which paints an overall picture of the driving trends and possible future events effecting the future of ethics in mid-sized law enforcement organizations, a model strategy for future application, a transitional management plan, and conclusions/recommendations. Six trends will increase in the next decade; Ethical Standards Training; Incidence of Violent Crime; Changing Work Force and Life Styles; Community Policing; and Concern For The Actions of P lice. Future impacting events are: Mandates in community policing, licensing of police, mandatory drug testing, the regionalization of local agencies, and supreme court intervention in asset seizure laws. The model strategic plan includes details and policy recommendations. Transition management details coping with and making future change occur. Conclusions and recommendations end the paper. Appendixes include: support data, graphs, endnotes and bibliography, and supporting documentation for the study.

INTRODUCTION

Maintaining high ethical standards of behavior in a law enforcement organization has always been a critical component of a successful agency. Although seldom discussed, the excellent organizations all seem to have that ideal in common. There is no question that there are hundreds, even thousands, of these high quality agencies in America today, however there are distinct indications that the standard may be slipping.

Recently, the event that has evoked the most debate on this issue, and drawn international attention, has been the video taped beating of "Rodney King" in Los Angeles California by Officers of the Los Angeles Police Department on March 3, 1991.[1] The pummeling of this man, in the presence of a supervisor, and no less than twenty fellow officers, caused international debate about police behavior, brutality in general, and police management ability to control its personnel. Though some practitioners claim that this was an isolated incident which didn't deserve the attention it received, police misconduct, nationwide, continues to rise dramatically.[2]

However law enforcement is not the only government institution grappling with the problem of aberrant behavior. The Clarence Thomas hearings[3], the recent tail hook and sexual harassment incidents in the US Military earlier this year[4], The Iraq terrorist and arms scandal[5], and revived interest in the Iran Contra debate[6], demonstrate that institutions in all levels of government are suffering similar problems of unacceptable behavior by their personnel.

What is happening in our society? Why are these unethical and embarrassing events becoming such a common occurrence in our daily lives, both publicly and privately? The fact is our society is changing so dramatically and continually that our family and value systems,

1

both critical in the development of personal ethical standards, are in a time of continuous turbulence and flux. Alternative lifestyles, changes in demographics, cultural diversity, the changing nature of work, and trends such as downshifting (shorter work weeks and early retirement) and cashing out (main streamers moving from urban environs), to mention just a few, are skewing our value systems, cultural beliefs, and the make up of our American way of life.[7]

Because the family, value development, and cultural norms have such an impact on the evolution of acceptable ethical behavior in the individual, institutions such as law enforcement can no longer expect that static ethical standards will be adhered to and embraced by present day and future employees. Therefore organizations, must take an active role in creating and maintaining their own standards of acceptable behavior.

Over the last two years the author has been involved in research into the area of ethics in law enforcement organizations[8]. The particular emphasis of the study has been on the dynamic nature of ethical standards in mid-sized local law enforcement organizations, and how societal forces and the community will serve to impact them in the future. The results of the study, clearly show, that social forces such as; values and value systems, demographics, alternative lifestyles, and violent crime, will surely alter employee's perceptions of and future standards of behavior in law enforcement. In addition, the changing work ethic, the diverse nature of the future labor pool, and the communities expectations, will serve as catalysts for change.

The following pages will highlight contemporary ethical standards, emerging trends which should be considered, and provide a prescription for effecting change in this area.

DEFINING ACCEPTABLE ETHICAL STANDARDS

Ethics is a branch of philosophy concerned with moral duties and how persons should behave. Based on adherence to the universal moral principals of honesty, ethics is; integrity, promise keeping, loyalty, fairness, caring and respect for others, law abidingness, and the pursuit of excellence and accountability[9]. It is defined as what is right or wrong, with moral duty or obligation, with codes or standards of conduct, it is also standards of behavior in an organization or group.[10]

Although some agencies in law enforcement have developed their own version of a "Code of Ethics", most embrace the canon which is reflected in the Commission on Peace Officer Standards and Training (POST) administrative manual as follows;

"As A LAW ENFORCEMENT OFFICER, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the constitutional right of all men to liberty, equality and justice.

I WILL keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restrain; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the law of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I WILL never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I RECOGNIZE the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before god to my chosen profession... law enforcement"[11].

To put the definition of acceptable ethical behavior in a law enforcement organization into an operational context one must study works such as Moral Issues in Police Work by Elliston and Feldberg[12]. Through excellent essays by authors such as Skolnick, Bittner, and Feldberg, the use of deadly force, gratuities, double standards, and discretion, are examined in a practical light.

Law enforcements standards of ethical conduct are meaningful, on point, and set the ideal for agencies to live up to. The question is how can agencies effect or impact behavior in their employees, (and particularly future employees) to adhere to those "Ideals". For generations organizations have assumed that employees would live up to these standards, and taken little, if any, positive steps, to "Teach" and "Mold" that ideal.

SOCIAL FORCES WHICH WILL REQUIRE FUTURE CHANGE

Changing Values

Values are defined as something (such as a principle, quality, or entity) intrinsically valuable or desirable, while value systems are systems of established values, norms, or goals existing in a society[13]. They are transmitted through a socialization process in a given setting. To insure social order within a group, new members (such as a new employee) are taught the normative behavior to insure conformity and cohesiveness of the working environment. Adolescent, or primary values, are usually considered general in nature, however it is believed that they are stabilized during this period in an individuals life.

4

From an organizational perspective, values have a dramatic impact on ethical behavior in an organization. In a past research paper, their impact was summed up as follows;

"One of the most compelling instances of personal change and development in adult life in our society is to be found in the typical growth of an occupational personality (viewed in the context of values) in the young adult male who as he matures takes over an image of himself as the holder of a particular specialized position in a division of labor".[14]

The evolution of both personal and organizational ethical standards has a direct relationship with the values and value systems of the individual and society. Social behavior, social reinforcement, and social stimulus in positive (or negative) interactions, serve to mold values in our young people, and in individuals entering institutions; such as schools, the work environment, military service, and through family life[15]. Clearly, managing future standards of behavior will be a challenging and difficult task for police managers. However by analyzing societal patterns, and the dynamic nature of value systems, one may receive distinct cues as to what the future may bring. In our society strong forces are at work which will serve to mold the employee of future years. The family plays an important role in establishing future personal value and ethical standards.

With that in mind consider that The American family was replaced by the Nuclear family at least a decade ago, and all indications are that family life as we know it today will change even more dramatically in the next decade. Consider these transformations; alternative lifestyles such as gay men and women marrying, single parent adoptions, and the increase in those never marrying, is now becoming commonplace. Other examples include the number of families with both parents working, day care, and the shared responsibilities of parents in today's society[16]. All of these trends will continue to shape the personal values of the future work force, and also the behavioral standards of an organization.

Changing Demographics

Statistics from the 1990 U.S. census[17] tell us that dramatic changes in our society, and particularly in California, have occurred. Nationwide our country experienced a 9.8% population increase in the last ten years. Hispanics showed major increases in number (Up 53 %) nationally and increased to 7.7 million, up 3.1 million from a decade ago in California, (mostly in urban areas). Asians and Pacific islanders, although much smaller in sheer number have increased 107% in the last decade. By contrast the caucasian population grew less than two-thirds the U.S. rate because of lower fertility rates, low immigration and higher death rates. Latins and Asians now make up two-thirds of all immigrants into this country.[18] Projections show that by the year 2000, 30% of all Americans will be minorities, up 10% in the next decade, and 80% of new workers will be minorities or women. By the year 2015, Hispanics are projected to be the United States biggest minority. Also More than half of all Asians will live in the west, most in California.[19] These factors will have a major impact on the future work force.

The Future Work Force

In a 1985 study, the Bureau of Labor Statistics established that 47% of the nation's work force was white, native born males. By the year 2000, that number will diminish to 15%, and 65% percent of the entrants will be females. Todays work force is also distinctly Anglo with minorities making up only 15 % of the work force nationally. By the turn of the century, minorities will be 43% of the number, and are projected to be significantly higher in urban areas such as Los Angeles.[20]

The work force of the next decade, based solely on its gender and ethnic make-up, will bring together a diverse group of individuals, whose personal value systems, cultural beliefs, and ethos, will be as dramatically different as their numbers reflect. By the next decade, managers will not only be faced with traditional challenges of discipline, staffing, funding and new technology, they will also be faced with molding this diverse groups personal values and standards of behavior into a consistent standard for their organizations.[21]

What Will the Future Bring?

Through a "Futures Forecasting" process, the following information was revealed. Forces which will have an impact on the area of molding behavior consistent with future ethical standards in law enforcement are broad and far reaching. Violent crime is projected to increase over the next decade, the public continues to scrutinize the actions of law enforcement and is demanding change, our work force is projected to change even more dramatically in future years, and our changing lifestyles and non career orientation, will have an impact on our personal values and the value systems of police organizations of the future. Although indications are that formal ethics classes in our universities and organizations will increase, much work will need to be done to shape the employees mind set to conform to the norms of the organization, while at the same time stay in tune with the communities expectations.

Several programs, which are making inroads in local law enforcements way of providing their services to their constituents, will help to reflect the communities values and culture in these organizations. They may also help to insure their futures. Community policing, and cultural awareness programs, both of which will increase over the next decade, will shape the perceptions and personal values of the employees and their organization's value systems. These

are critical changes in the philosophy of how agencies will provide their services, and hopefully they will serve to assist in support for local law enforcement, in the financial arena. Given the current and tenuous future state of funding local law enforcement, support from the community will be critical if they (local law enforcers) are to survive to function as independent entities through the next decade.

POLICIES FOR CHANGE

This is a critical period for law enforcement and their leaders. Change must occur at an ever accelerated pace over the next decade if agencies are to keep abreast of the dynamic changes occurring in our society. This is true with ethical standards which must reflect the standards of society, and particularly the uniqueness of the community and region the agency serves. Maintaining the status quo, and a business as usual posture, will not help to effect the changes needed for the next decade. Considering the diverse cultural nature of the future applicant pool, changing life styles, and their obvious impact on the value systems of the individual and the organization, managers must take a proactive approach in creating a future standard of acceptable behavior.

Model policies must be developed which will act as a catalyst for changing behavior in local law enforcement. Although the tenets of the "Law Enforcement Code of Ethics"[22] embrace the ideals which an agency should adhere to, <u>a mandatory ethical standard should be adopted which will reflect its communities unique ethnic make-up, its cultural heritage, and its diverse value system make-up.</u>

Therefore the development and evolution of these policies must include the community in their inception and formulation. Internally, they should include a formalized program,

(Which should part of an agency's phase training), for personnel coming out of the academy setting, and also an in-service program for tenured personnel. A mentor program should also be developed, utilizing people, both sworn and non-sworn, who have been identified as highly ethical people of standing in the organization.

Finally, all agencies should embrace a standard of community policing, and cultural awareness/diversity, that will expose personnel to the uniqueness and cultural variables of their community and region. These programs should also include sharing of the diversity, and unique value systems of personnel internal to the organization as well.

A MODEL PLAN FOR CHANGE

There are several mediums for effecting behavioral change in an agency. One program that was used by the author in his research, was the "Strategic Plan"[23]. This process is a logical step by step approach which allows the organization an opportunity to plan for, and hopefully impact, the envisioned future.

An important part of the plan is establishing mission statements which are two fold in nature; 1) a macro-mission statement which establishes ideals and direction for the organization, and 2) a micro-mission statement which is issue specific to the objective. For the purposes of the authors study the following micro-mission statement was used;

> Recognizing that the department and its community is made-up of a diverse and dynamic populous, the South Gate police department is committed to creating its own high standard of ethical excellence. With the Law Enforcement Code of Ethics as its tenet, active input from its community, and ongoing participation from all levels of the organization, this ideal can be achieved.

Analyzing the environments

Using these statements, a situational and organizational analysis documenting both the

9

external and internal environs of the agency and its community was conducted. Opportunities and threats, such as fiscal challenges, civil unrest, and incidence of violent crime, (negatives) and community support, community policing, and cultural awareness, (positives), in the external environment were identified, catalogued and compared with internal strengths (high morale, responsive management, etc,) and weaknesses, (personnel turnover, contract disputes, to name two examples), within the agency itself. Could the objectives of the mission be achieved based on the findings was the key objective of this phase. Once this was accomplished, key stakeholders were identified to assist in the plan.

The human factor

Stakeholders are basically individuals, groups, or organizations which will have an impact, or can be impacted by the implementation of a specific plan. In this case an ethical standards plan. Individuals which fit into this group could be the chief of police, city manager, personnel officer, city council members, service groups or factions in the community, police associations and key members, supervisors, and key training personnel who would be critical to the implementation of an ethical standards program. Once identified, certain assumptions about this group's attitudes were clarified and records maintained on their perceived positions.

As the program started to take shape, this group was scanned further for critical mass individuals who would have the most impact on the success or failure of the program. Strategies to impact their positions on the program itself were plotted to actually gain their respective support when possible. In the ethical standards program under discussion, the chief of police, city manager (or CAO), police association president, police supervisors, key senior personnel, and the project director, (who would be the driving force individual involved in the new

10

concept), were identified as critical mass personnel.

By taking this approach, the leaders of the new program could take a proactive approach in shaping the attitudes of the individuals involved, and help insure the programs chances for success.

<u>Key strategies for the ethical standards plan</u>

The implementation plan developed by the author considered buy-in by the rank and file, and key (Critical mass) employee groups, as important dimensions to its success (or failure). In addition, it was felt that the community must be represented through the process. It would also be important that the project manager (driving force), must be well respected by both the organization and the community. During group formulation (via the use of a modified dephi process involving eight individuals) of strategies, these thoughts were kept in the minds of panel members. Hybrid strategies which emerged included;

Research involving the concept of ethics, and past efforts by agencies or organizations to effect behavioral change in this area.

a committee involving selected members of the community and the agency established to cull out information which is relevant and on point; both in regards to the study topic, but also the community variables discussed.

A marketing strategy developed to gain acceptance for the plan, both internally, and also by the community.

A implementation plan created to cover training dimensions for new personnel, and also an ongoing formal mentor program.

A reinforcement program to keep the significance of embracing the standards of the organization, it values and culture, and its mission statements in the minds of its employee's.

And a review and recommendation program, with specific time limits to refine and improve on the basic plan.

In addition, the plan would be committed to long term success, and patience by management personnel. In essence, generational change, rather than an incremental step by step process.

Also there must be a commitment by management to utilize in house personnel; such as training officers, senior personnel, and mentors, to be the nucleus of the program. By taking this approach, (rather than contracting with outside sources for training) costs could be kept at a minimum, and there would be a sense of ownership with critical personnel.

Negotiating acceptance

The essence of the ethical standards plan was found to be that the creation of the ethical standard must be agency specific yet reflect the community the agency serves. Buy-in by the organizations personnel, as well as the community, was critical. Unfortunately, much like the individual's own personal perception of ethics, the concept is in the eye of the beholder. Therefore it was critical to prepare for debate and posturing, front end, and control the process, rather than letting it control its creator.

By analyzing the various groups and stakeholders perceived positions on the critical portions of the plan, and establishing negotiating parameters, (Acceptable and non-negotiable), the project director, and authors of the program, would be placed in a position to control its destiny. Particular attention was placed on areas dealing with possible punitive issues; such as changes in the manual of rules, or the enforcement of acts which would be in conflict with the intent of the program.

Emphasis was also placed on the type and methods of negotiating strategies which would

be most appropriate, based on the individual or group involved. Techniques, such as; rational leverage, psychological influence, and other persuasive strategies, were discussed and applied to the individuals and their perceived positions[24]. Again, by planning front end, obstacles can be averted and the program can run its course with a minimum of acute challenges.

MANAGING THE TRANSITION

Managing the transitional aspect of the strategic plan includes identification of the critical mass, (Key Stakeholders who can have a significant impact on the program), as discussed earlier, and creating a management structure to handle the program itself.

The management structure to achieve the success of this program would include key personnel such as the "Project Manager", representatives from administration who would be involved in the technical writing aspect of a program of this nature, key training staff in control of phase and in-service training programs, and line personnel who would actually train, or be mentors. Lines of authority and responsibility would be established, and communication networks created for feedback systems.

Finally, the technologies available to make the transition period palatable, should be clarified. Responsibility charting can help to articulate each persons role in the transition to avoid duplication of effort and frustration by staff. Role modeling is of critical importance to the management team, particularly top managers involved in the program. Participative problem solving, and brainstorming, can both be effective tools to ward of glitches in the new program as it evolves. And rewards and milestone recognition will help to perpetuate the programs success, and improvement.

CONCLUSIONS/RECOMMENDATIONS

The author's research in the area of future social and societal change, (Portions of which were discussed at the outset), will impact future standards of behavior in law enforcement dramatically. The data is conclusive and overwhelming. Demographics, the altered make-up of family and personal lifestyles, our diverse values and value systems of organizations, (both current and particularly over the next decade), dictate that immediate change is necessary and critical to establish future standards of behavior for law enforcement. The research also infers that failure to act now, may result in future organizations of a regional or state run nature, which will provide a minimum level of service inconsistent with societies and law enforcement expectations for the future.

The age old problem of effecting change in law enforcement will be the acid test. Can organizations open up and be more flexible? Will community policing, and cultural awareness programs be embraced by the rank and file?. Law enforcement managers don't have the time to posture, and take a wait and see attitude. They must act now to effect change for the future. Ethical standards are the foundation of law enforcement and provide the basis for providing their services to the public. The perception of ethical standards in policing are already in a tenuous state, based on the "King Incidents" so prevalent in American society today. Unfortunately the media provides no relief. Therefore managers must take the lead in effecting behavior change in the current labor force, and preparing those of the future.

The capsule "Strategic Management Plan" which has been documented throughout the course of this paper provides food for thought and a chance to take an active role in managing future standards of behavior. It is a generational concept to effect change which, over a decade,

14

can quiet the critics and provide an optimist outlook for managers of future generations of law enforcers. Will we let them down?. Lets hope not!

FUTURE STUDY IMPLICATIONS

Through the course of this research, several issues worthy of future study in this area emerged;

What future technologies will be available to law enforcement managers to effect and monitor ethical conduct in policing?

Community Policing's impact on Future Ethical Standards. (More Open interactive contact with the community).

Future impact of emerging political minority groups on the evolution of ethical standards in inner city law enforcement.

How and what impact will future punitive sanctions have on adherence to organizational ethical standards?

What will be the impact of school based police programs on the future police applicant pool?

Although difficult, developing future behavior in police employees consistent with societies expectations, can be accomplished. If proactive steps are taken today, law enforcement managers of the future will be able to deal with police issues, rather than constant litigation, scrutiny by the public, and an overzealous news media.

ENDNOTES

1. Lance Morrow, "Rough Justice". Time Magazine, April 1, 1991: 16

2. Richard La Cayo, "Law and Disorder", Time Magazine, April 1, 1991: 18

3. Melissa Healy and Edwin Chen, "Witnesses Praise, Assail Both Sides; Thomas Accused by Fired Employee". Los Angeles Times, October 14, 1991: Section A - 1

4. Melissa Healy, "Pentagon's Tail hook Report Expected to Detail Obstruction, Cover-Up". Los Angeles Times, September 16, 1992, Section A- P. 14

5. Douglas Frantz, "Baker Knew of Terrorist, Iraq Ties, Records Show". Los Angeles Times, September 22, 1992, Section A - p. 1

6. Doyle Mc Manus, "Iran-Contra Issue Haunts GOP Ticket". Los Angeles Times, September 11, 1992, Section A - p. 1

7. Deirdre Fanning, "An Ethos for the 90's: Work's Out, Plays In". New York Times, January 13, 1991, Section A - p. 1

8. William Blaska, "Effecting Future Ethical Conduct in Mid-Sized Law Enforcement Agencies: Futures Approach to an Ageless Dilemma", Command College Paper: January, 1992

9. Michael Josephson, "More Than a Set of Rules"; Establishing an Environment that Fosters Ethical Conduct", Western Cities Magazine, March 1989: p. 3

10. Gordon Shea, Practical Ethics, New York: AMA Publications, 1988, p. 17

11. POST Administrative Commission Manual. Commission on Peace Officer Standards and Training, Sacramento, California. January, 1992: p. C-3

12. Frederick Ellison and Michael Feldberg, Moral Issues in Police Work.

13. Websters Third New International Unabridged Dictionary, (Massachusetts, Springfield: G.C. Meriam Co. Inc., 1971): 2531

14. Herman Becker and John Carper, "The elements of Identification with an occupation". American Sociology Review, Volume 21, 1956: p. 341-347

15. B. F. Skinner, Science and Human Behavior, (New York, NY: Mac Millan Publishing Co. Inc., 1965), p. 297-322

16. Diedre Fanning, "An Ethos for the 90's: Works Out Plays In, <u>New York Times</u>,: p. 1

17. Unattributed, "1990 United States Census Reports". <u>United States Government Printing Offices</u>, 1991

18. Dunn, William, "Rapid Growth builds Minorities Power Potential", <u>USA Today</u>, March 11, 1991: 13

19. Tim, Bovee, "Hispanics Prospered in 80's, But Many Remain Poor", <u>The Orange County Register</u>, November 8, 1991: A-12

20. Bock, Walter and Michael Meyers, "Law Enforcement in the year 2000", <u>California Peace Officer</u>, September 1989: 77

21. Josephson, Michael, "More Than a Set of Rules; Establishing an Environment that Fosters Ethical Conduct, Western Cities Magazine, March, 1989: 3

22. Ibid.

23. George A. Steiner, <u>Strategic Planning</u>, New York: The Free Press, 1987

24. Roger Fisher and William Ury, <u>Getting to Yes: Negotiating Agreement Without Giving In</u>, New York: Penguin Books, 1983

BIBLIOGRAPHY

Arnold, David S., <u>Local Government Police Management</u>, Maryland: International City Management Association, 1982

Baron, Robert A., and Byrne, Donn, <u>Social Psychology: Understanding Human Interaction</u>, Massachusetts: Allyn and Bacon, Inc., August 1977

Becker, Herman, and Carper, J., "The Elements of Identification with an Occupation", <u>American Sociology Review</u>, Volume 21, Number 1, January 1956

Block, Shermin and Preimsberger, Duane T., "Values, Standards and Integrity in Law Enforcement: And Emphasis on Job Survival", <u>The Journal of California Law Enforcement</u>, Volume 20, Number 1, 1986, 10-12

Bock, Walter, and Meyers, Michael, "Law Enforcement in the year 2000, <u>California Peace Officer</u>, September, 1989, 77

Bovee, Tim, "Hispanics Prospered in 80's, But Many Remain Poor", <u>The Orange County Register</u>, November 8, 1991, A-12

Braunstein, Susan, and Tyre Michael, "Building a More Ethical Police Department", <u>The Police Chief</u>, January 1992, 30

Cockerham, Bruce, "Value Diversity in Entry Level Officers: The Impact on California Law Enforcement by the Year 2000", <u>POST Command College Paper</u>, 1990

Delattre, Edwin, <u>Character and Cops: Ethics in Policing</u>, Maryland: Free Press of America, 1989

Dunn, William, "Rapid Growth Builds Minorities Power Potential", <u>USA Today</u>, March 11, 1991, 13

Ellison, Fredrick A. and Feldberg, Michael, <u>Moral Issues in Police Work</u>, Maryland: Roman & Littlefield Publishers Inc., 1985

Emerson, Richard, "Managing Organizational Values and Culture in a Mid-Sized Police Department", <u>POST Command College Paper</u>, 1989

Fanning, Deirde, "An Ethos for the 90's: Work's Out, Plays In", <u>New York Times</u>, January 13, 1991, A-1

Fisher, Roger and Ury, William, <u>Getting to Yes</u>, New York: Penguin Books, 1983.

Frantz, Douglas, "Baker Knew of Terrorist Iraq Ties, Records Show", <u>Los Angeles Times</u>,
September 3, 1992, A-1

Healy, Melissa, "Pentagons Tailhook Report Expected to Detail Obstruction, Cover-Up", <u>Los
Angeles Times</u>, September 16, 1992, A-1

Healy, Melissa, and Chen Edwin, "Witnesses Praise, Assail Both Sides: Thomas Accused by
Fired Employee", <u>Los Angeles Times</u>, October 14, 1991, A1

Josephson, Michael, "More Than a Set of Rules: Establishing an Enviornment that Fosters
Ethical Conduct", <u>Western Cities Magazine</u>, March 1989, 3

La Cayo, Richard, "Law and Disorder", <u>Time Magazine</u>, April 1, 1991, 21-26

Meriam, G. C., <u>Websters Third International Unabridged Dictionary</u>, Massachuestics: Meriam,
G & C Publishers Inc., 1971: 2531

Morrow, Lance, "Rough Justice", <u>Time Magazine</u>, April 1, 1991, 16-20

Naisbitt, John, <u>Megatrends</u>, New York: Warner Books, February, 1984

Norman, Robert, "Organizational Values: Foster City's Vision   Becomes Reality", <u>California
Peace Officer</u>, Volume 12, Number 2, June, 1992, 29-31

Peters, Thomas and Robert Waterman, <u>In Search of Excellence</u>, New York: Warner Books,
1984

Putti, Joseph, and Aryee, Samuel, and Kang, Tan, "Personal Values of Recruits and Officers
in a Law Enforcement Agency", <u>Journal of Police Science an Administration</u>, December,
1988, 249-254

Shea, Gordon F., <u>Practical Ethics</u>, New York: AMA Publications, 1988

Skinner, B. F., <u>Science and Human Behavior</u>, New York: Mac Millian Publishing Inc., 1965

Skolnick, Jerome and David Bayley, <u>Community Policing: Issues and Practices Around the
World</u>, Washington DC: U.S. Department of Justice Office of Justice Programs, 1988

Solomon, Robert, <u>Business Ethics: Profiles in Civic Virtue</u>, Colorado, Golden: Fulcrum
Publishing, 1984

Steiner, George, <u>Strategic Planning</u>, New York: The Free Press, 1987

Unattributed, <u>James Kolts Report on the Los Angeles Sheriffs Department</u>, July 1992

Unattributed, <u>Warren Christopher Report on the Los Angeles Police Department</u>, 1992

Unattributed, <u>POST Administrative Commission Procedure Manual</u>, January 1992, C-3

Unattributed, "1990 Census of the United States of America", <u>U.S. Government Printing Office</u>, 1991

Zugami, Drea, "The Power of Ethical Management", (Tapes Availiable), <u>League of California Cities Convention</u>, 1988

EFFECTING FUTURE ETHICAL CONDUCT

IN MID-SIZED LAW ENFORCEMENT ORGANIZATIONS:

A PROACTIVE APPROACH TO AN AGELESS DILEMMA

by

WILLIAM M. BLASKA

COMMAND COLLEGE CLASS XV

COMMISSION ON PEACE OFFICER STANDARDS AND

TRAINING (POST)

SACRAMENTO, CALIFORNIA

JANUARY 1993

Order Number 15-0292

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

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

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

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

EPIGRAPH

"An individuals first duty is to live his life as his priniciples demand"

--Henry David Thoreau

TABLE OF CONTENTS

SECTION II: STRATEGIC PLANNING

SECTION III: TRANSITION MANAGEMENT

APPENDIXES

v

TABLES AND GRAPHS

INTRODUCTION

Maintaining high ethical standards of behavior in a law enforcement organization has always been a critical component of a successful agency. Although seldom discussed, the good organizations all seem to have that ideal in common. There is no question that there are hundreds, even thousands, of these successful agencies in America today, however in the last decade there appears to be a challenge developing in this area.

Without question, the event that has evoked the most debate on this issue, and drawn international attention, has been the video taped beating of "Rodney King" in Los Angeles California by officers of the Los Angeles Police Department on March 3, 1991.[1] The pummeling of this man, in the presence of a supervisor, and no less than twenty fellow officers, has caused international debate about police behavior, brutality in general, and police managements ability to control its personnel. Some practitioners have said that this was an isolated incident which didn't deserve the attention it received. However police misconduct in New York City, Memphis, Plainfield New Jersey, Miami Florida, and the greater Los Angeles area, for various indiscretions; including money laundering, brutality, perjury, drug use and sales, and civil rights violations, tell the reader that there seems to have been "A lot of Isolated Incidents" in policing in the last decade.[2]

However law enforcement is not the only government institution grappling with the problem of unethical behavior. The Clarence Thomas hearings[3], the recent "Tail hook" and sexual harassment incidents in the US Military earlier this year[4], The Iraq terrorist and arms scandal[5], and revived interest in the Iran Contra debate[6], demonstrate that institutions in all levels of government are suffering similar problems of abhorrent behavior by their personnel.

What is happening in society? Why are these unethical and embarrassing events

becoming such a common occurrence in our daily lives, both publicly and privately? The fact of the matter is we as a society are changing so dramatically and continually that our family and value systems, both critical in the development of personal ethical standards, are in a time of continuous turbulence and flux. Alternative lifestyles, changes in demographics, cultural diversity, the changing nature of work, and trends such as downshifting (shorter work weeks and early retirement) and cashing out (main streamers moving from urban environs), to mention just a few, are skewing our value systems, cultural beliefs, and the make up of our American way of life.[7]

Because the family, value development, and cultural norms have such an impact on the evolution of acceptable ethical behavior in the individual, institutions such as law enforcement can no longer expect that static ethical standards will be adhered to and embraced by present day and future employees. Therefore organizations, must take an active role in creating and maintaining their own standards of acceptable behavior.

HISTORICAL PERSPECTIVE

Acts of corruption and questionable ethical behavior is not a new phenomena in policing. Dating from the early 1600's, research abounds with documented events of police corruption and unethical behavior. In this century, Los Angeles, New York, Chicago, and Boston, (to mention just a few) have all been rocked by corruption and scandal. Even though commissions at all levels of government have addressed the issue, the problem seems to continuously outlive these sanctions and recommendations. Recently, two commissions in Los Angeles, The Warren Christopher report[8], on the Los Angeles Police department, and the James G. Kolts report[9] on the Los Angeles Sheriff's department, have examined in detail, problems of employee behavior,

3

brutality, racism, and management ability to deal internally with their agencies. Hopefully, these reports will not fall on deaf ears, and recommendations can lead to change.

Some would say that the increase in exposure, with technological advances such as the home video camera, has actually painted a distorted picture of questionable acts of misconduct, unfortunately the last decade has been seeded with an untold number of events which indicate a need for change.

DEFINING ETHICS

Ethics is a branch of philosophy concerned with moral duties and how persons should behave. Ethics is based on adherence to the universal moral principals of honesty, integrity, promise keeping, loyalty, fairness, caring and respect for others, law abidingness, and the pursuit of excellence and accountability[10]. It is defined as what is right or wrong, with moral duty or obligation, with codes or standards of conduct, it is also standards of behavior in an organization or group.[11]

Although some agencies in law enforcement have developed their own version of a "Code of Ethics", most embrace the canon which is reflected in the Commission on Peace Officer Standards and Training (POST) administrative manual as follows;

"As A LAW ENFORCEMENT OFFICER, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the constitutional right of all men to liberty, equality and justice.
I WILL keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restrain and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the law of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty. I WILL never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing the

4

unnecessary force or violence and never accepting gratuities. I RECOGNIZE the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before god to my chosen profession... law enforcement"[12].

To put the definition of acceptable ethical behavior in a law enforcement organization into an operational context one must study works such as Moral Issues in Police Work by Elliston and Feldberg[13]. Through excellent essays by authors such as Skolnick, Bittner, and Feldberg, the use of deadly force, gratuities, double standards, and discretion, are examined in a practical light.

SCOPE OF THE STUDY

This study is intended to target the dynamic nature of ethical standards in mid- sized local law enforcement organizations, and how societal forces and the community will serve to impact them in the future. It is not intended to be an all encompassing study of the philosophy of ethics or interpretation of an ideal ethical standard for law enforcement organizations. On the contrary, it is a future look into the area of societal change and other factors which will help to mold a future standard for the individual law enforcement organization. The premise here is that no one standard should be applied, as each community and its law enforcement organization, are unique on to themselves. There is no question that there is a common standard that should be adhered to in the law enforcement community; however the community and its constituents, must have a role and input in the evolution of ethical standards for the future.

FORMAT

This study is made up of an introduction, a futures study, a strategic plan, transition management planning, and a conclusions/recommendations segment. It is designed to be a road map for the future to a mid-sized local law enforcement agency manager interested in future change for his or her organization.

Introduction:

This section provides a background for the study. It is designed to enlighten the reader about recent and past situations which demonstrate a need for this study. It also helps to define the topic, and provide continuity for the study. Key definitions to terms and trends are also offered.

Futures Study:

The Futures section identifies the primary issue in the study and helps to prove focus with the use of selected sub issues. Trends, and selected events are used to paint a picture of the future for the area under study. Relevant graphs and a cross matrix are also provided for the reader. Future scenarios provide a more refined look at the future, and are used as the basis for strategic planing.

Strategic Planning:

From the futures study a desired scenario is utilized as the basis for strategic planning. A selected study setting is identified, and macro and micro mission statements are brought forth. Strengths and weaknesses, of the study setting are identified, and policy and plans developed.

Transition management:

Transition management is the prescription for managing the change. It prepares the manager with techniques and suggestions to make a fluid transition through the change process. Critical mass employees are identified, a proposed management structure is provided, and implementation technologies are discussed.

Conclusion and future recommendations:

In this area the research is directed to the issue and sub issue questions which will be answered in this section. Thoughts which may lead to future studies are brought forth, and future questions suggested.

SECTION I:

FUTURE FORECASTING

IDENTIFYING THE ISSUE

Based on the introductory section, which was intended to enlighten the reader as to the need to study the issue of managing future ethical standards, there is no question that this is an evolving and dynamic topic which deserves the attention and concern of law enforcement managers nationwide. Through the process of futures forecasting the issue will be clarified through a logical process of issue and sub-issue identification. The issue which has now emerged, is phrased in the form of a question;

ISSUE:

WHAT ETHICAL STANDARDS WILL BE REQUIRED OF POLICE PERSONNEL IN MID-SIZED MUNICIPAL POLICE AGENCIES BY THE YEAR 2002?

Through interviews with knowledgeable colleagues, and a review of critical material on the topic of ethics, a "Futures Wheel" was developed by the author to highlight the issues which would have a direct or indirect impact on the topic in question. This futures wheel is depicted on the following page.

FUTURES WHEEL

Changing Work Force
Ethnic Diversity
Women in Law Enforcement
Affirmative Action
Americans With Disabilities

Canon of Ethics
National Accreditation
P.O.S.T. Sanctions
Drug Testing
Licensing of Police

Federal Deficit
State Budget Crisis
Asset Seizure
National Recession
Workmans Compensation Reform

Crisis in Schools
Quality of Primary &
Secondary Education
Funding Challenges
D.A.R.E./Adopt A School
Ethics Classes
    University Level
    High Schools
E.S.L. classes

Demographics
Family
Religion
Cultural Diversity
Alternative Life Styles
Single Parent households
Cashing Out
Down Shifting
Family Leave Legislation
Recent Political Hype

MANDATES

PERSONNEL HIRING

FUTURE FUNDING

FUTURE ETHICAL STANDARDS

EDUCATION

VALUES

COMMUNITY

TRAINING MEDIUMS

VIOLENT CRIME

INTERNAL CULTURE

Hispanic Political Movement
Community Policing Impacts
Cultural Awareness Programs
Civilian Review
Churches
Business Community

Technology Advances
    Video
    Audio
In-Service
Phase Training
Mentoring
P.O.S.T. Ethics programs

Fear of
Desensitization
Distress
High Turnover

Generation Gap
Hiring Standards
P.O.R.A.C.
Code of Silence

9
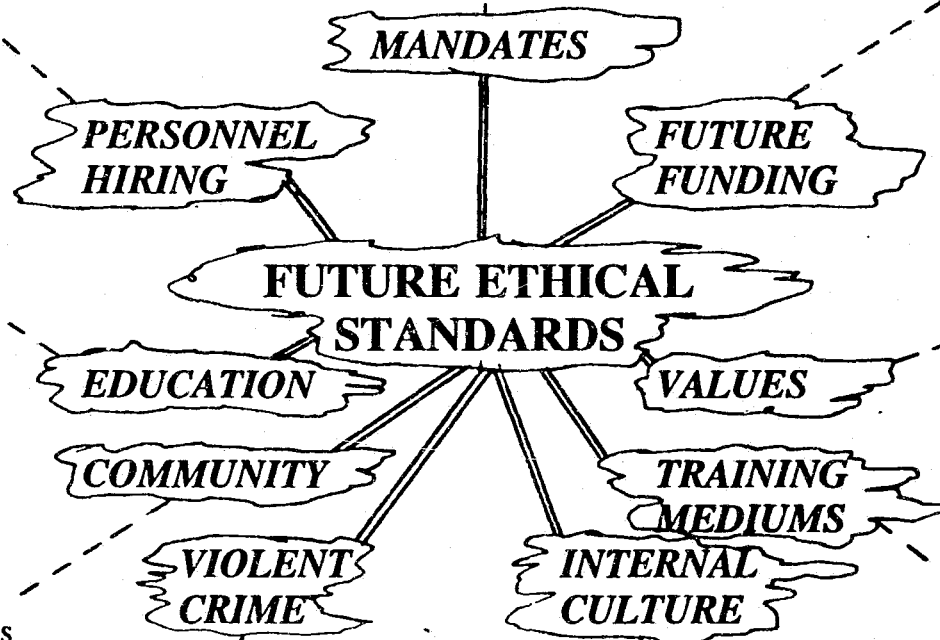
Through the futures wheel process the following sub-issues critical to the main issue emerged;

SUB-ISSUES:

What social/societal factors should be considered in attempting to influence ethical change in law enforcement organizations?

How should law enforcement agencies establish and maintain their ethical standards?

What training will be required to educate police personnel in ethical standards consistent with community expectations?

LITERATURE REVIEW

During the spring of 1991, (which has continued through the duration of the project) the author began a scanning process to identify, collect, and collate data which would be relevant to the issue. Through the use of a filing process termed S.T.E.E.P. (for Social, Technological, Economic, Education, or Political) various articles were sorted for review and possible inclusion in the research document. Sources that were used included several national newspapers, magazines, trade journals and periodicals (related to both the public and private sector). Special attention was given to emerging trends and selected events which would serve to provide a picture of what the future may bring in the area of ethical standards. These articles were retained in a "Futures File" for further reference.

Research was also conducted through manual, as well as automated, scanning for relevant articles and information on the topic of ethics in law enforcement, values and value systems (Due to their distinct impact on the formulation of personal ethical standards), relevant demographic trends, mentoring programs, police corruption or acts of abhorrent behavior, and any articles on the community and its relationship to ethics.

10

The results were broad and far reaching. Frankly, the data was overwhelming. By culling out historical references dated by more recent data, and writings on philosophical or religious theory, a good number of interesting and timely articles and texts relating to the following subjects were located;

Ethics

Several writings document efforts in the development of ethical standards training and recommendations, based on a particular program; such as pilot study in the Los Angeles County Sheriffs Department[14], while others could be generic to an organization, as in the program documented in <u>Police Chief Magazine</u> January 1992, "Building a More Ethical Police Department" by co-authors in Florida[15]. In the Florida article administrative policy, hiring considerations, as well as initial and in-service training recommendations were highlighted.

Authors and writings on the broad issue of ethics in law enforcement are rich, and diverse. Two renowned authors (from a contemporary standard) in this area are Edwin Delattre, and Jerome Skolnick. Delattre's book, <u>"Character and Cops: Ethics in Policing"</u>[16], has become standard reading text in many police management circles, while Dr. Skolnick has been a prolific contributor to commissions, writings, as well as authoring several books in the area of ethical policing. Both, although critical of the individual involved in the transgression, feel that the organization and its standards of conduct contribute to the incidence and gravity of the offense.

11

Values and value systems

Due to the wealth of information on values and their relationship to ethical standards, an expanded search was conducted. Following are the definitions, and pertinent material, related to values.

Values are defined as something (such as a principle, quality, or entity) intrinsically valuable or desirable, while value systems are systems of established values, norms, or goals existing in a society.[17] Dr. Drea Zigami, an expert in the field of values and value systems, in a speech to the California League of Cities Convention on the "Power of Ethical Management", further clarified the definition of values by describing them as "An enduring belief that a particular means or end is more socially or individually preferable, than another means or End".[18]

Values are transmitted through a socialization process in a given setting. To insure social order within a group, new members (such as a new employee) are taught the normative behavior to insure conformity and cohesiveness of the group or organization. Adolescent, or primary values, are usually considered general in nature; however it is believed that they are stabilized during this period in an individuals life. "However, the probability of shifts occurring in the intensity of these values is contingent on the potency of the assimilation process in a group an individual joins".[19] Clearly the genesis of ethical behavior in the individual, lies in the development and adherence to these personal values. From an organizational perspective, values have a dramatic impact on a police organization. In a past research paper, their impact was summed up as follows;

"One of the most compelling instances of personal change and development in adult life in our society is to be found in the typical growth of an Occupational Personality (Viewed in the context of values) in the young adult male who as he matures takes over an image of himself as the holder of a particular specialized position in a division of Labor".[20]

Social values have always had a distinct impact on the service of policing. This has been particularly true in the area of ethics. In the book <u>Local Government Police Management</u> the authors stated succinctly, what the impact of "Social Values" have on the business of policing;

"Todays police administrator stands in the middle of an uncomfortable but time-honored debate and tradition concerning what values this society will uphold and what mechanisms, liberties, and constraints are necessary to their protection and preservation"[21].

The evolution of both personal and organizational ethical standards has a direct relationship with the values and value systems of the individual and society. Social behavior, social reinforcement, and social stimulus in positive (or negative) interactions, serve to mold values in our young children, and in individuals entering institutions, such as schools, the work environment, military service, and through family life[22]. Clearly, managing future standards of behavior will be a challenging and difficult task for police managers. However by analyzing societal patterns, and the dynamic nature of value systems, one may receive distinct cues as to what the future may bring. In our society, strong forces are at work which will serve to mold the employee of future years. The family plays an important role in establishing future personal value and ethical standards.

With that in mind consider that The American Family has been replaced by the Nuclear Family at least a decade ago, and all indications are that family life as we know it today will change even more dramatically in the next decade. Consider these transformations; alternative lifestyles such as gay men and women marrying, single parent adoptions, and the increase in those never marrying, is now becoming common place. Also, consider the number of families

with both parents working, day care, and the shared responsibilities of parents in today's society[23]. All of these trends will continue to shape the personal values of the future work force, and also the behavioral standards of an organization.

Papers on value diversity done by a prior Command College student[24], and an article in the Journal of Police Science and Administration[25], accurately depict the dilemma of value diversity and its impact on the future as well as current officers. Issues such as organizational values and their relationship to the police sub-culture, as well as their relationship (inferred by the dimensions cited) to the ethical standards of the organization, are addressed and analyzed by the authors. Consensus, in both articles, was that the dynamic nature of our contemporary society, would serve to mold and influence the personal values in our personnel and in turn effect law enforcement organizations of the future, due to their diverse upbringing.

Value Statements for law enforcement organizations, a contemporary topic, with a direct link to creating acceptable behavioral standards, are also important and on point to the issue under study. The Foster City program of developing their organizational values program is well documented in a recent article in the California Peace Officer[26] magazine. Another Command College paper on the topic was a writing on managing organizational values and culture in mid-sized police agencies completed in 1989, by Richard Emerson[27].

Demographics and the Future Work Force

Statistics from the 1990 U.S. census[28] tell us that dramatic changes in society, and particularly in California, have occurred. Nationwide our country experienced a 9.8% increase in population over the last ten years. Hispanics showed major increases in number (Up 53 %) nationally and increased to 7.7 million, up 3.1 million from a decade ago in California, (mostly

in urban areas). Asians and Pacific islanders, although much smaller in sheer number have increased 107% in the last decade. By contrast, the Caucasian population grew less than two-thirds the U.S. rate because of lower fertility rates, low immigration and higher death rates. Latins and Asians now make up two-thirds of all immigrants into this country.[29] Projections show that by the year 2000, 30% of all Americans will be minorities, up 10% in the next decade, and 80% of new workers will be minorities or women. By the year 2015, Hispanics are projected to be the United States largest minority. Also More than half of all Asians will live in the west, most in California.[30] These factors will have a major impact on the future work force.

In a 1985 study, the Bureau of Labor Statistics established that 47% of the nation's work force was white, native born males. By the year 2000, that number will diminish to 15%, and 65% percent of all entrants will be female. Today's work force is also distinctly Anglo with minorities making up only 15 % of the work force nationally. By the turn of the century, minorities will be 43% of the number, and are projected to be significantly higher in urban areas such as Los Angeles.[31]

The work force of the next decade, based solely on its gender and ethnic make-up, will bring together a diverse group of individuals whose personal value systems, cultural beliefs, and ethos will be as dramatically different as their numbers reflect. By the next decade, managers will not only be faced with traditional challenges of discipline, staffing, funding and new technology, but they will also be faced with molding this diverse group's personal values and standards of behavior into a consistent standard for their organizations.[32]

Mentoring

Mentoring, a tool which will be addressed later in the paper, was another topic which was scanned. Several law enforcement references were found, however none were located with a direct tie to ethics. Articles which articulate the role and significance of a mentor in a law enforcement organization could certainly be applied to a behavior modification program.[33]

NOMINAL GROUP TECHNIQUE (NGT)

To examine the issue in a future context, a panel was assembled to identify important trends and possible future events which would have an impact on the future of managing ethical standards. The Nominal Group Panel technique was chosen to be used in this process.

Convened on November 6, 1991 at 1300 hours, the panel was made up of the following individuals; nine members consisting of a diverse cultural (3 Hispanics, 1 Oriental, 5 Caucasian), gender (6 men, 3 women)and occupational base; a municipal court judge, a chief of police, a dean of students at a local high school, a vice principal of a local junior high school, a minister, a senior probation officer, a civilian police administrator, a newspaper reporter, and a police recruit. Panel members also represented two counties (Orange and Los Angeles). (See appendix "A" for further identification).

After a rigorous four hour process, involving the usual (six) step NGT process, meaningful trends and events were developed. (see Appendix B). Through a ranking process from the original group, the following trends, and possible future events emerged. In rank order, they are as follows;

TRENDS

1. The impact of the incidence of violent crime in America: The incidence of violent crime continues to rise, the ratio of violent crime to other offenses is also increasing.

2. Public concern about the actions of law enforcement personnel: The publics interest and inquiry into controversial events involving law enforcement agencies and personnel.

3. The changing work force in law enforcement: From a gender, ethnic, and cultural perspective, trends show applicants are changing From 90% white native born male two decades ago, to a future of 65% female, with a majority minority.

4. The impact of "Ethical Standards" training in institutions: Ethics classes emerging in the public and private sector, and also educational institutions.

5. Community Policing in mid-sized law enforcement agencies: Departments changing their philosophy from "Crime Fighting to a "Community Oriented" approach.

6. The impact of changing life styles/values from a career perspective: Non career orientation, "Cashing-Out", more leisure time, "Down-Shifting".

EVENTS

1. U.S. Supreme Court rules "Asset Seizure Law" unconstitutional: Causing a reduction in operating expenses for local law enforcement.

2. California passes "Licensing of Police" law: Law enforcement personnel would be required to meet certain educational (4 year degree) and training standards, much like teachers, and other professionals.

3. POST mandates "Community Policing Standard": Law enforcement agencies required to adopt a standard of service consistent with community needs. Service a priority, over traditional crime fighting measures.

4. Four mid-sized police agencies, in Los Angeles County, regionalize their departments: Agencies combining for cost effectiveness, rather than being absorbed by county law enforcement.

5. California passes "Mandatory Drug Testing" for public safety employees: Drug testing for police, fire, and other safety occupations.

Phase Two

The panel discussed the developed trends and future events, and felt each was relevant and worth merit. There was some question on trend number #6, life styles. The issue of downshifting, and cashing out, two examples of this trend, were explained and clarified and consensus was reached. The findings were unanimous, and the group moved on to phase number #3. Figure A which follows, depicts results of the panels trend screening;

Figure A: Trend Screening Table

Candidate Trends	For purposes of strategic planning how valuable would it be to have a really good long range forecast of the trend?				
	Price-less	Very helpful	helpful	not very helpful	worth-less
The incidence of violent crime (T-1).	6	2	1		
Public concern about actions of police (T-2).	5	2	2		
Changing work force in law enforcement (T-3).	7	2			
Ethical standards training (T-4).	6	2	1		
Community policing in law enforcement (T-5).	6	3			
Changing life styles career perspective (T-6).	5	3	1		

The trend evaluation portion of the NGT began with an explanation of the process, and the need to rank and establish the importance of each trend at three specific points in time (with today being considered as 100),; five years ago, and five and ten years in the future. Normative and nominal forecasts were requested for each future time frame. Normative forecasts refer to the desired future (will be), while nominal forecasts (should be) infer a most likely future. Figure "B", depicted below, shows the respective trends and their levels;

Figure B Trend Evaluation

Trend Statement Trend#		Level of the Trend** (Today = 100)			
		5 yrs ago	Today	5 yrs from now*	10 yrs from now*
1	Incidence of violent crime	70	100	140/50	140/50
2	Concern about actions of law enforcement personnel	50	100	110/75	100/85
3	The changing work force in law enforcement	70	100	150/150	200/200
4	The impact of ethical standards training	75	100	150/150	175/175
5	Community policing in mid-sized law enforcement orgs.	50	100	140/150	150/175
6	Changing life styles from a career perspective	70	100	150/120	180/125

**Panel Medians N=9

*5 years from now "will be/should be"

*10 years from now "will be/should be"

Synopsis of Trend Forecasts

The six trends forecast by the group were all considered to be lower five years ago, than today. Generally speaking, the trends were all on the rise, excluding public concern about the actions of police (T-2), which appeared to be an acute issue which would taper off at five years. Ironically, this trend has been the impetus for much of the interest, and the classes developing in the area of ethics. The changing work force (T-3), changing life styles (T-6), and ethical standards training (T-4), were clearly the most significant emerging trends. For the most part, normative and nominal projections were close to one another, except in violent crime (T-1) which would be expected. On the following pages each trend is explained in detail followed by graphs which provide the reader with a visual presentation of their results. Each graph shows three time line projections; 5 years ago, today (which is equal to 100), five years down line, and 10 years into the future.

Trend 1:   Incidence of Violent Crime

Results for the panel projected a mean of 140 at five years, and also at 10 years. The group obviously felt that a ceiling would be reached in the area of violent crime. Normative estimates, were much lower, but consistent at 50 in both future forecasts. This area was not without controversy, with two educators (people currently working with students which are to become our future work force), who had estimates much higher than the median, debated the future of this trend with law enforcement and probation panelists, who had the trend almost straight line, or going down slightly.

20

Figure C: Incidence of Violent Crime

TREND#1
INCIDENCE OF VIOLENT CRIME

(Graph with y-axis labeled MAGNITUDE, ranging from 0 to 350; x-axis labeled TIME PERIOD with values T-5, TODAY, T+5, T+10. Legend: — WILL BE — SHOULD BE — HIGHEST — LOWEST. N=9)
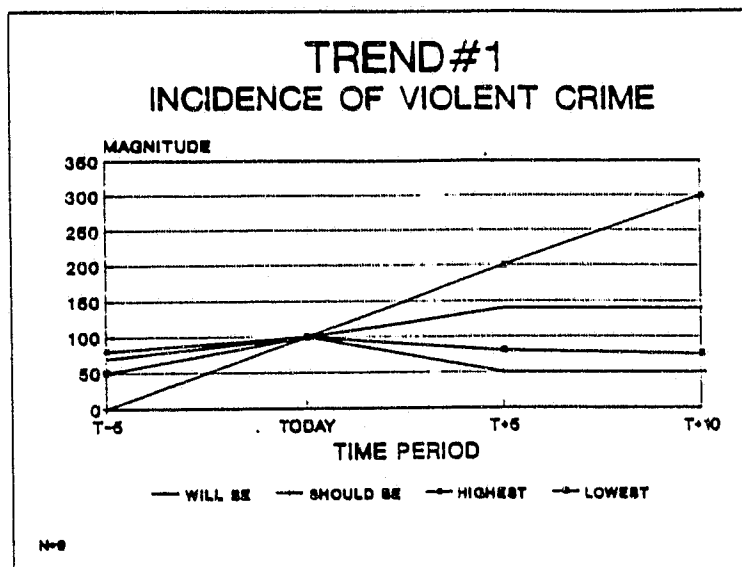
Trend 2:   **Concern about the actions of law enforcement**

According to the panel, this trend has doubled in the last five years. There will be a slight increase, in the next five years (A median of 110), and then the trend will come back down to the level it is today. Panelists were quick to emphasize that the dramatic increase over the past five years, still makes this a viable area for study. Excluding one high projection (150 at 5 years, 300 at 10 years in nominal), The panel was generally in agreement on this trend, with a narrow range in both nominal and normative estimates.

21

Figure D: Concern About Actions of Police

TREND #2
CONCERN ABOUT ACTIONS OF L.E.

MAGNITUDE

— WILL BE   — SHOULD BE   → HIGHEST   → LOWEST

T=Today=100
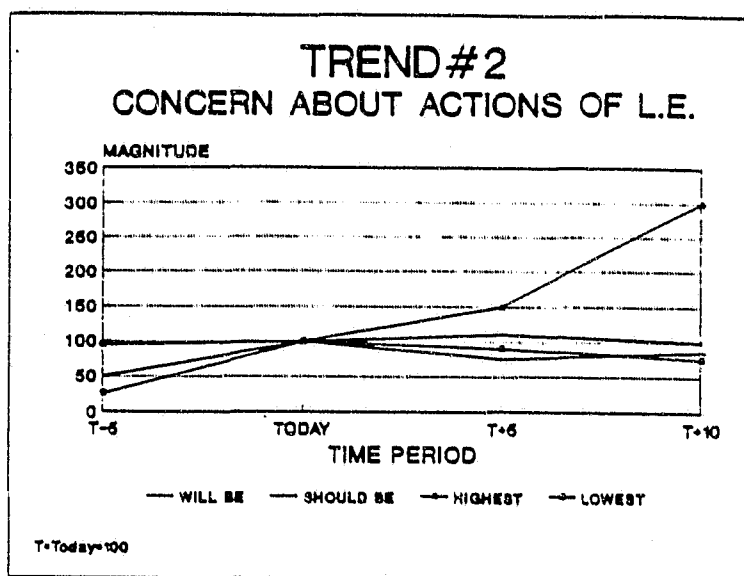
Trend 3:   **Changing work force in law enforcement**

The panel felt, through their projections, that this trend is increasing consistently from a median of 70 five years ago, to 150 at five years, to doubling (200) in ten years. There were some high end extremes (400 & 350) in this area, though both participants chose not to change their estimates. One panelist, who took this position, was a naturalized citizen from a middle Pacific rim Country. his perspective on the changes occurring in the southern Pacific Rim, and possibility of future immigration from this area, was both enlightening and important to consider. An interesting observation, with this trend, is that there was consensus with both nominal and normative means at 5 and 10 year estimates. (150 at 5, and 200 at 10 years)

TREND #3
CHANGING WORK FORCE

MAGNITUDE

[Line graph with y-axis labeled MAGNITUDE ranging from 0 to 350 (marks at 50, 100, 150, 200, 250, 300, 350) and x-axis labeled TIME PERIOD with points T-5, TODAY, T+5, T+10]

TIME PERIOD

— WILL BE   — SHOULD BE   —•— HIGHEST   —•— LOWEST

N=8
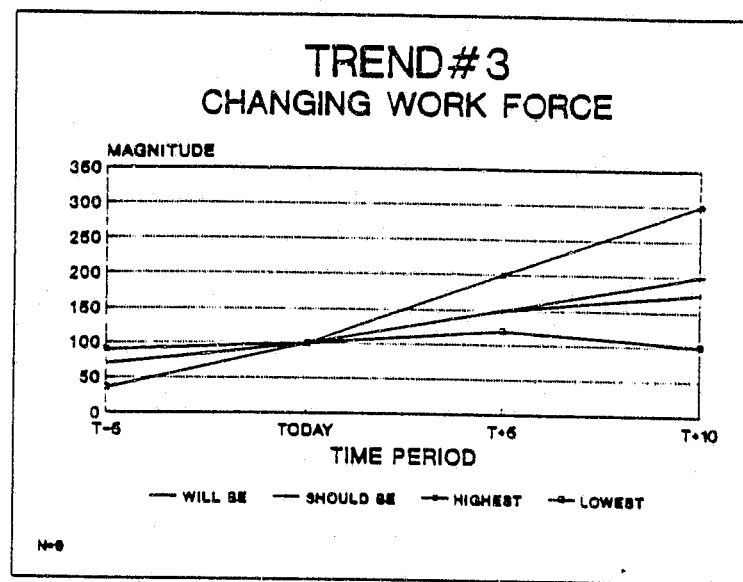
Trend 4:   The impact of ethical standards training

Most panelists were in agreement that this trend was increasing and that it would double in five years, and increase an additional 25% in 10 years. The range was relatively close in all projections. This trend ranked third as to overall increase, when compared to the other six projected. The range of responses in this trend were somewhat broader at ten years (75-275), but were close in the past estimate (40-90), and 5 years in the future (110-200). The variance seen in the responses, in all probability, deals with the diverse professional background of the participants, some of which are not exposed to training or formal educational institutions on a regular basis.

TREND #4
IMPACT OF ETHIC TRAINING
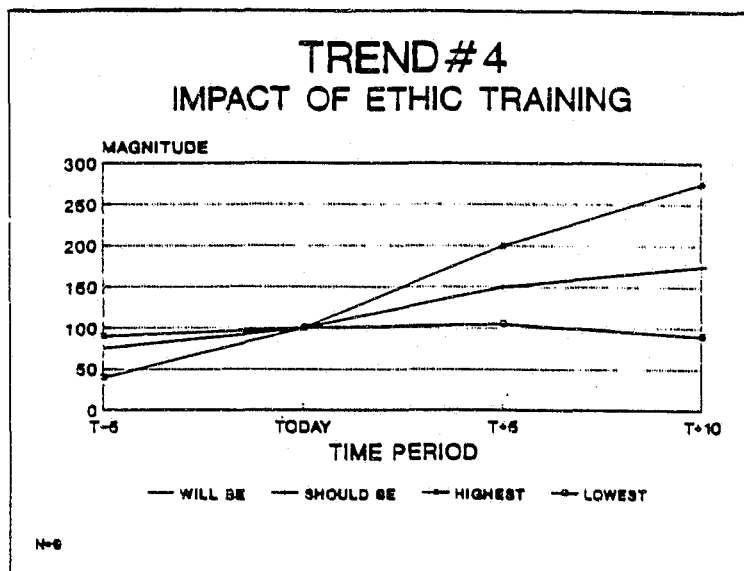
Trend 5: Community policing in mid-sized police agencies

Initially, the panel was confused about the significance of this trend. This was probably due to the broad background of the panelists. Once the philosophy and intent of the concept were explained, the panel found it easy to identify the increases reflected in the results of this poll. Ranges were noted to be, generally speaking, narrow (excluding one participant) and both nominal and normative scores were close in +5 and +10 year areas. The results show that the movement towards community policing has actually doubled in the last five years, will increase another 40% in five years and will start to level out at that point, with an additional 10% increase in ten years.

TREND#5
COMMUNITY POLICING
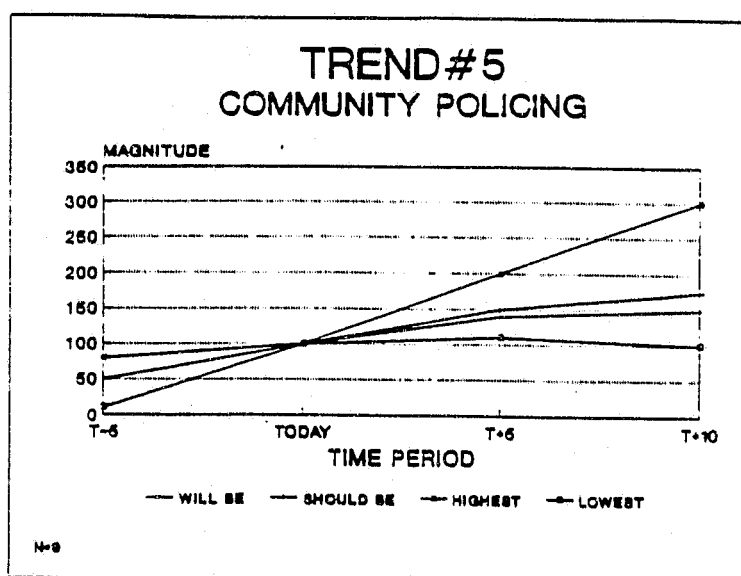
Trend 6:   Changing lifestyles from a career perspective

The panel rated this trend as increasing past to present, from 70 to 100, and continuing

to increase (Nominal) 50% in five years and another 30% by ten years, for a total 80% increase

in ten years. With the exception of one high respondent, the range was relatively narrow at both

future estimates, and this overall increase places it in the higher group of forecasts. Nominal

and Normative means were also, relatively close, 150-120 at 5 years, and 180-125 at 10 years.

Figure H: Changing Lifestyles from a Career Perspective

TREND #6
CHANGING LIFE STYLES

MAGNITUDE

Y-axis (MAGNITUDE): 350, 300, 250, 200, 150, 100, 50, 0

X-axis (TIME PERIOD): T-5, TODAY, T+5, T+10

— WILL BE   — SHOULD BE   → HIGHEST   → LOWEST

N=9
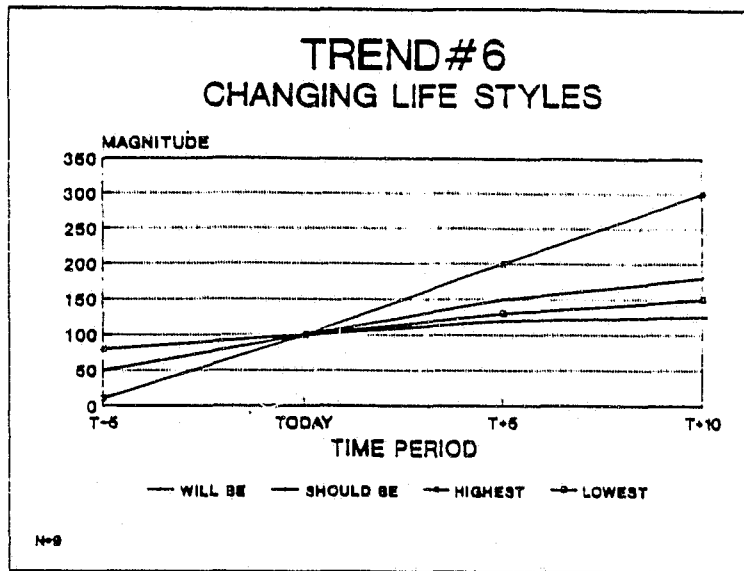
Synopsis of Event Forecasts

Five events were forecasted by the panel. Four, (Licensing of Police E-2, Community Policing E-3, Agencies merging E-4, and Mandatory Drug Testing E-5), were considered to have a positive impact on the issues, and one, (Asset Seizure Laws Ruled Unconstitutional E-1), was felt to have a negative impact on the issue of managing ethics. The panel was in agreement that positive forces are at work to change what is perceived as a major challenge in improving ethical standards in law enforcement. The events reflected as positives, in this study, particularly in the way policing is provided to the stakeholder, (As in the Community Policing Area E-3), reflect the consensus of the panel in this respect. Asset Seizure concerns (E-1) appeared to reflect a fear of less operating capital to provide services to the public, and also the inability to provide classes and training for both the public and law enforcement on issues that would have an impact on the Ethical Standards of an agency and its employees. Figure I below,

26

represents the event evaluation table which depicts the panels findings in graphic form. A synopsis of each event is also listed, followed by graphs for the events in question.

Figure I: Event Evaluation Table

	Event Statement	*Years until prob. first exceeds zero	*Probability		Impact on the issue area if the event occ'd	
			Five years from now (0-100 %)	Ten years from now (0-100 %)	*Positive (0-10 scale)	*Negative (0-10 scale)
1	Asset seizure ruled unconstitutional	4	20	75		8
2	Licensing of police law passed	6	0	75	6	
3	POST mandates community policing	4	50	75	9	
4	Agencies merge their resources	4	10	60	3	
5	Mandatory drug testing law passed	3	75	100	10	

Panel Medians N=9

Event 1: Asset seizure laws ruled unconstitutional

These laws were created to provide additional capital, (over and above the general fund), for agencies to attack drug related problems in their communities. The panel felt that if these laws were overturned, funds would be limited, or non existent to provide training and classes for the age groups coming on line as the potential applicant pool. In addition, some of these monies have been used for increased training within the agency, and for special enforcement

situations. Considering the lack of monetary resources in all levels of government, and the recent crisis with California's fiscal dilemma, there is no question as to what would happen to those programs. The panel Felt that the possibility of this event occurring would arise in approximately four years, a 20% probability at five years, and a 75% probability in ten years. If the event were to occur, it have the only negative impact of the group of events, and it would be at a level "8".

Figure J: Asset Seizure Laws Overturned

EVENT FORECAST #1
ASSET SEIZURE OVERTURNED

PROBABILITY
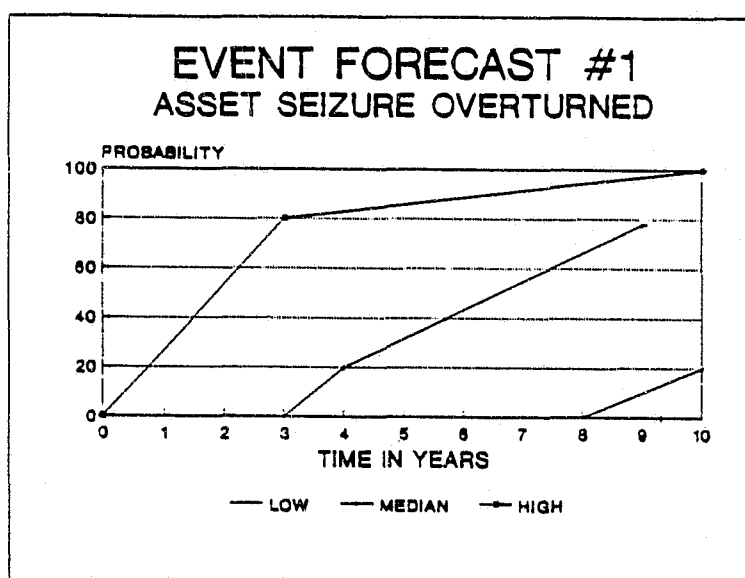
Event 2:   Licensing of Police

Like other professional organizations, the panel felt policing in California was destined to be licensed at the State level. Although there are minimum standards established at this time, the panel felt that mandatory requirements such as four year degree's, internship, and certain tenure requirements would occur in the future. The possibility of occurrence was set at 6 years, with a 75% probability of occurrence at 10 years.

EVENT FORECAST #2
LICENSING OF POLICE

PROBABILITY

```
100
 80
 60
 40
 20
  0
    0   1   2   3   4   5   6   7   8   9   10
```

TIME IN YEARS

— LOW   — MEDIAN   —•— HIGH
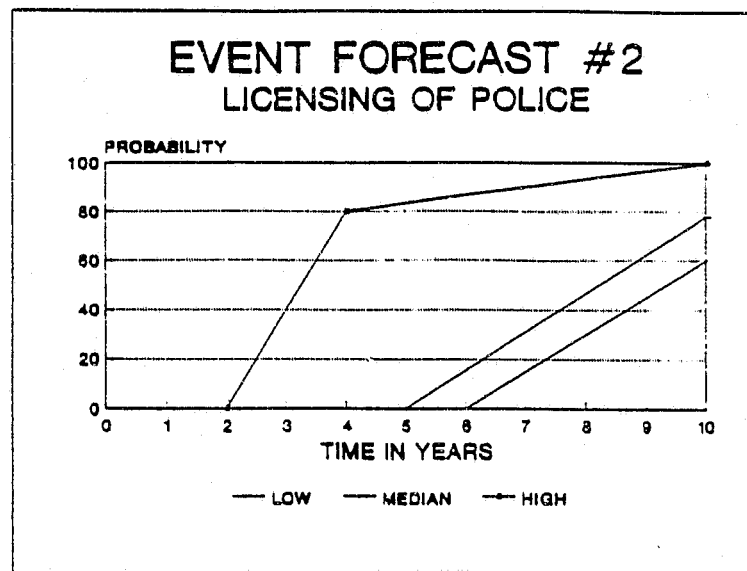
Event 3:   Community Policing Mandated

Due to the diverse nature of the panel, this event received the most debate. Both as to what "Community Policing" was, and how it would impact the management of Ethical Standards. When taken in the context of the philosophy of service over traditional crime fighting, with a more personal approach, and less emphasis on quantity versus quality, the panel agreed that this would have a significant impact on the issue. The panel felt that this would have a +9 impact on the issue, a chance of occurring in 4 years, a 50% chance of occurring in five years and a 75% chance of coming to fruition in ten years. Although the prospect of mandating a community policing standard would be difficult, due to its varied definition, the panel felt a model program would be mandated (or at least recommended) at the state level.

EVENT FORECAST #3
COMMUNITY POLICING MANDATE

PROBABILITY

(chart with values 100, 80, 60, 40, 20, 0 on Y-axis; TIME IN YEARS 0-10 on X-axis; legend: — LOW — MEDIAN —— HIGH)
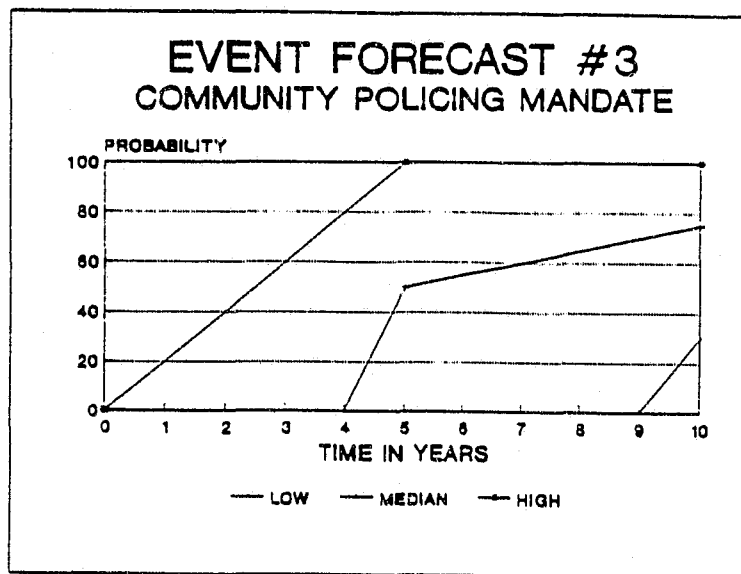
Event 4: **Agencies merging**

For purposes of discussion, the merging of four (4) mid sized agencies in the Los Angeles area was used by the panel as a trend based event which could impact the issue. It was felt by the panel that if this event would occur, more agencies would begin to explore this possibility for cost savings and improved specialized services. It was felt that, after a moderate adjustment period, the event would have a somewhat positive impact on the issue. At five years the panel mean for probability of occurrence was 10%, increasing to 60% in ten years.

30

Figure M: Four Local Police Agencies Merge

EVENT FORECAST #4
LOCAL AGENCYS MERGE

PROBABILITY vs TIME IN YEARS

— MEDIAN   —•— HIGH

LOW NOT EXPECTED TO OCCUR
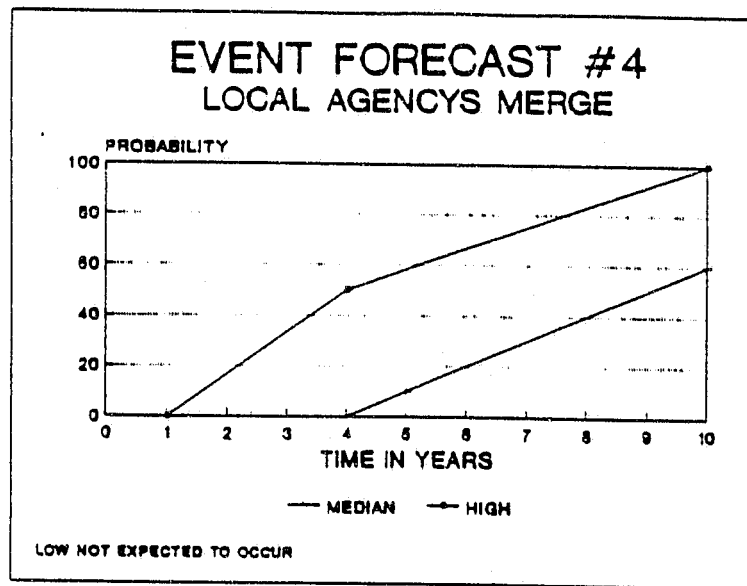
Event 5:   Mandatory "Drug Testing"

The panel felt that drugs have had a significant impact on society and also on safety employees. Although covert, drug usage, has increased in the public sector, and it has certainly had an impact on violent crime, crimes of opportunity, white collar crime, and by doing so has caused increases in calls for service, drains on financial resources, and additional pressures on safety employees, and touches many areas of service by law enforcement. The panels median on probability of occurrence was 3 years, a 75% chance of occurrence at 5 years, and a 100% chance of occurrence in a decade.

31

EVENT FORECAST #5
MANDATORY DRUG TESTING

PROBABILITY

(graph with vertical axis labeled 100, 80, 60, 40, 20, 0 and horizontal axis "TIME IN YEARS" marked 0 1 2 3 4 5 6 7 8 9 10)

—— LOW —— MEDIAN —•— HIGH
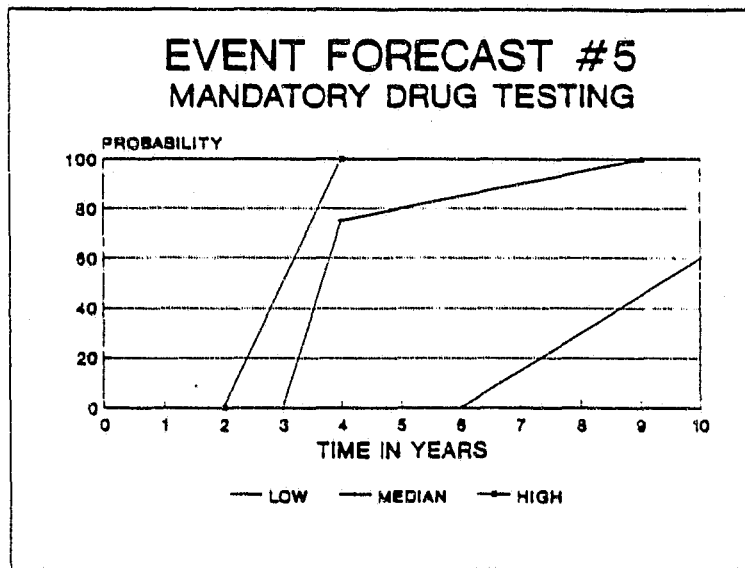
CROSS IMPACT ANALYSIS

Based on the forecasting panels findings, a "Cross Impact Analysis" chart was prepared. (Figure O Below) Cross impact analysis provides for an assessment of how the trends and events effect one another, and their positive or negative impact. The author utilized Captain George Troxcil, and Lieutenant Russell Beecher, two associates within the host agency, to develop median estimates for the study, based on the data. A summary of the findings follows the impact chart.

FIGURE O: CROSS IMPACT EVALUATION
MATRIX

Max. Impact % change +-
Yrs. to Max.

**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	T6	Total Impacts
E1			-20 / 1.0	+40 / 3.0		-25 / 5.0	+20 / 4.0			-20 / 2.5	-05 / 3.5	E1 6
E2			+15 / 8.0	-10 / .5	+40 / 1.5	-10 / 6.0	-30 / 2.0	-25 / 4.0	+40 / .5	+30 / 1.5	___ / .5	E2 8
E3		+20 / 1.0		-10 / .1	+10 / 1.0	-30 / 3.0	-40 / 2.0	+20 / 2.0		+100 / 3.0	-20 / 4.0	E3 8
E4						+10 / 4.0	+20 / 3.0			-25 / 4.0		E4 3
E5		+5 / 1.0	+10 / 2.5			-5 / 6.0	-15 / 2.5			-10 / 2.5		E5 5

"IMPACTED TOTALS"

	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	T6
		2	3	3	2	5	5	2	1	5	3

**Legend

E1	Asset Seizure Overturned	T1	Incidence of Violent Crime
E2	Licensing of Police	T2	Concern on actions of Police
E3	Community Policing	T3	Changing Work Force
E4	Agencies Regionalize	T4	Ethical Standards Training
E5	Mandatory Drug Testing	T5	Community Policing
		T6	Changing Life Styles

Consensus Panel N=3

Cross Impact Summary

1. If asset seizure laws are overturned two events and four trends may be impacted. The chance for a community policing mandate (E-3) would decrease slightly in approximately one year. Due to the loss in funds, the chance of agencies merging (E-4) would increase 40% in three years. Violent crime (T-1) would also increase, reaching a maximum impact in five years. Concern over the actions of police (T-2) should also increase, 20% at 4 years. Community policing (down 20% in 2.5 years) and changing life styles (down 5% in 3.5 years) should both show slight down turns.

2. Licensing of police, Event #2, would impact eight trends or events. Most significant of these would be ethical standards training, and community policing, both which would be viewed in the positive. Concern over actions of the police was also expected to have a downturn with maximum impact occurring in two years. The likelihood of community policing, agencies merging, and mandatory drug testing, occurring would also be impacted by this event.

3. Community policing being mandated, could have the most significant impact of all the events. Concern over actions of police (T-2) would drop 40% in 2 years, and violent crime should drop over time. The chances of licensing of police would increase 20% in a year, and the chance of mandatory drug testing would increase slightly.

4. Event 4, merging of police agencies, was thought to have a minimal impact on the group. The community policing trend would probably drop somewhat, due to the larger size of the agency and less personal approach to the stakeholders. There may be more concern about accountability, by the public.

34

5.   Mandatory drug testing of safety employees by the State of California would impact five
     areas of study, however the total impact of the Event appears to have a minimal
     consequence.

FUTURE SCENARIOS

In order to plan for the future, one must have a vision. Through the writing of scenarios, a visual picture can be created in the mind of the planner. Through the use of the research data coupled with the trend and event forecasts, and extrapolations through the cross impact analyzes, three scenarios were developed for study. One is based on a "Most Likely Future" (Nominal), the second is termed the "Desired" or normative future, while the third scenario paints a picture of gloom (The hypothetical) based on the worst case scenario.

Scenario 1- Most Likely Future (Nominal)

The decade of the nineties was certainly an interesting challenge for law enforcement. Violent crime continued to rise moderately, the civil unrest in southeast Los Angeles in May 1992, and several sexual harassment scandals in local law enforcement agencies, caused a major credibility gap with the community at large. It also caused increased stress and disillusionment among the rank and file of law enforcement. In 1995, however, violent crime reached a ceiling and relations with the public began to improve. Most experts feel that this was caused by a heightened awareness of Community Policing, and mandates created through the passage of POST's Community Policing Standard of 1994. Now in 2002, the service oriented style has become the norm in local law enforcement.

Law enforcers of today reflect our societies ethnic and gender make-up probably better than at any time in the last decade. Some feel this has helped the agencies become more in tune

with their communities, and more sensitive to their unique problems. Also, with the gradual increase in ethical standards, and the Licensing of Police Law which was passed in 1996, law enforcement, although still plagued from time to time with concern from the public, is now managing ethical standards far better than in past decades.

Unfortunately, when Federal Asset Seizure laws were overturned by the U. S. Supreme Court in 1994, primarily due to overzealous county task forces working major cocaine and money launderers, agencies have been hard pressed with declining budgets, to provide levels of service and supplemental training programs (Such as D.A.R.E.) for the community. Coupled with continued fiscal problems at the state level, This has brought about another controversial shift to agencies merging for cost savings measures. Not particularly happy with county sheriffs policing options, particularly considering their own financial dilemma caused by cutbacks at the state level, and lack of local control with sheriff's departments, several communities have followed the standard set by four agencies in Southeast Los Angeles in 1995 by merging their organizations.

The law enforcement organizations that continue to survive and function effectively, do so with creativity and internal training programs that are cost effective and on point. Although limited in funding, some improvements are being noted in the area of improved ethical behavior, cultural awareness, and gender diversity in the agencies, that won't lay down to mergers with the county, or joining forces with other locals.

Scenario Two- The Desired Future (Normative)

With the advent of new laws, a more diverse employee base, and major reductions in violent crime, law enforcement is once again a sought after profession in 2002. Although

36

experts concur, High Ethical Standards, brought about by management's ability to manage them better, have once again brought respect and pride to the profession, the Licensing of Police Bill in 1995, Mandatory Drug Testing in 1993, and a Community Policing Standard approved in 1994, have certainly been the benchmark for change.

Although some feel the change is reflective of societies' less materialistic posture, and more ethical standards classes and training in educational institutions, law enforcement historians point to the Rodney King debacle of March, 1991 in Los Angeles, California, as the turning point for many law enforcement organizations. Managers, particularly after the published "Christopher Commission Report" later that year, began to question their apathy and lack of action in the areas of cultural awareness, ethical standards, and value systems training, and took an active role in forcing change.

Since that time the "crime fighter" mentality, "the code of silence", and racial and gender bias, eluded to in the report, has been eroded away by a "high ethical standard" created from within.

Law enforcement managers, realizing that these problems stemmed from years of reactive thinking, and a lack of vision regarding challenges caused by the diverse cultural and gender influx of new employees, and the dramatic changes in society with respect to the family and work ethic, began taking a much needed, "Active" approach to establishing their own "Ethical Standards.

Targeting new employees through Phase Training programs as the officers came out of the academies, and with meaningful classes in ethical standards of the organizations, cultural awareness training, and an aggressive "no nonsense" approach to racial and sexual harassment

problems, law enforcement has created its own standard of excellence.

Probably the best indicator of this metamorphism is the cohesiveness of these organizations. Even though long term careers are uncommon, (caused by the cashing out and down shifting lifestyles of today), and the work force has settled into a predominately female (60%) to male (40%) ratio, with a majority of employees being made up of ethnic minorities, these organizations suffer very few scandals similar to the early 1990's.

Considering the loss of asset seizure funds in the mid-nineties, and the merging of smaller local agencies for cost effectiveness, the standards of high ethics and societies support in policing, is a refreshing change from past decades.

Scenario Three- Hypothetical (doom & gloom)

The last decade has not been a pleasant time for local law enforcement in Southern California. Early on, the problem should have been obvious. The civil unrest, caused by the not guilty verdicts in the Rodney King case in spring of 1992, race riots over turf and welfare funds between inner city minorities in 1993, and severe budget deficits brought about by the recession of 1992-93, and cutbacks from the state level, should have been a clue of what the future would bring.

These agencies have now become a rare commodity. This was caused by those severe funding deficits, but more importantly an adversary relationship with the Hispanic and Asian factions who now are its elected leaders and officials.

Law enforcement had little control over the recession, however overzealous investigators from regional task forces, virtually sealed the sunset clause for state asset seizure laws which were overturned in January 1994. Federal seizure laws have also been made more restrictive,

due to unfavorable rulings by the Federal Supreme Court. Coupled with the deficits, local police departments were unable to provide anything but limited service levels to the community, and meaningful community based programs, such as D.A.R.E., and Blockwatch, became almost non-existent.

The adversary relationship with the community could have been overcome. With it could have come political support and increased funding for local law enforcement. Unfortunately leadership was lacking, and programs to improve ethical standards, meaningful community policing efforts, (Even though mandated in 1995 by the state), and cultural awareness programs; all which would have enhanced the image of law enforcement, and served to bridge the cultures, went by the wayside.

What is now left is an entrenched code of silence, and severe shortages of manpower, even after the merging of many local agencies in the late 90's. Today, middle and upper levels of management in policing, are but a mere skeleton of the early nineties. They are now overwhelmed with corrupt, self-interested, insensitive employees, who have decimated a once proud, and meaningful institution. If administrators had taken an active role in developing organizational value models, and worked to mold new employees attitudes in the area of ethical standards, the work force of the early 90's, (with their varied personal value systems, and different perspectives on the work ethic), these challenges could have been managed more effectively.

POLICY CONSIDERATIONS

Working with scenario #2, the desired future, several meaningful policy changes should be recommended. Critical to the majority of these recommendations, is the role managers in

law enforcement must play to alter the "Ethical Standards" of their departments. This is an active approach to "Creating" a new standard, rather than assuming acceptable behavior will evolve on its own in organizations as it has in past generations. Considering the diverse cultural nature of the future applicant pool, changing life styles, and their obvious impact on the value systems of the individual and the organization, managers must take a proactive approach to creating a future standard of acceptable behavior.

Policies

1. **A mandatory Ethical Standard, which is unique and agency specific, will be developed.**
   Rationale: Each community and agency is unique in its ethnic and value system make up. The new work force (T-3), and its broad cultural make up, will require the agency to develop its own set of standards.

2. **There will be a formalized mentor system for all in coming employees.**
   Rationale: Paramount in this program will be the teaching of a "High Ethical Standard". Employees selected for this program will be those who have demonstrated an understanding of the agencies standards, its history, organizational values, and its culture.

3. **Ethics training will be made a formalized process in the agencies Phase Training program for new personnel.**
   Rationale: This program will work in concert with policy number two, and serve as reinforcement for the new employees understanding of the host agencies Ethical Standard, its unique culture, and its history. (T-3, T-6).

4. **In service training, for personnel at all levels, dealing with "Ethical Standards", the diverse nature of the agencies employees, cultural awareness, and other related topics, will be made a part of yearly training.**
   Rationale: These programs will serve to enhance and clarify the importance of understanding "Ethics" from the human perspective and how it relates to the aforementioned areas.

5. **A "Community Policing Standard" will be developed for the agency.**
   Rationale: Relationships with the community are an integral part of developing an "Ethical Standard" which is consistent with the agencies and communities (T-5).

SECTION II:

STRATEGIC PLANNING

STRATEGIC PLANNING ELEMENT

Strategic planning is a critical element in planning for the future state. Through careful scanning of the current environment, looking at projections drawn from phase one of the research, and using scenario number two (the desired future), a law enforcement manager can utilize the "Tools" in this chapter to plan for, and manipulate the future state of "Ethical Standards" in a local mid-sized police agency.

THE STUDY SETTING

For the purposes of this study, the City of South Gate and the South Gate Police Department will be used as a model. Generally speaking though, the plan is intended to be as generic as possible, and could be used as a model for most urban, mid-sized policing agencies.

The City of South Gate is located 10 miles south east of metropolitan Los Angeles and is 7.5 square miles in size. It has a population of approximately 86,000 residents, 83% of which are Hispanic, 14% Caucasian, and 3% other. It is primarily a blue-collar community with a good balance of residential and business mix. It has a council/ manager form of government, and was voted "All America City" in 1990 by the National League of Cities. Most agree the award was for the cities' efforts with its youth and its responsiveness to its ethnically diverse population.

42

The South Gate Police Department is made up of 96 sworn and 38 non-sworn employees. It is an active agency with a moderately high violent crime rate, auto theft problems, and a good share of typical inner city gang activity. Even with its share of problems, it is highly regarded by its community, and by surrounding law enforcement agencies, and well thought of by its council and city manager. As with the majority of governmental agencies, as well as local law enforcement, it is suffering fiscal challenges, which have been further exacerbated with the passage of Governor Wilson's austere state budget in September of this year.

THE STRATEGIC PLAN

Macro and micro mission Statements

Critical to strategic plan development is a vision and direction for the organization and its employees. This insures that all members of the department are in synchronization, and working together for a common ideal. The "Macro" mission statement provides general direction, and purpose while the "Micro" mission statement focuses the specific objective of this ideal. The thrust of this project is that the key to future acceptable ethical standards may be achieved by interaction with the community, the organization, and also its key stakeholders. By taking an active role in managing this group, a future standard of acceptable ethical ehavior can be created. These dimensions provide focus for that ideal.

Beginning in March 1992, and completed in September of this year, through input from employees representing a diagonal slice of the organization, (representing Sworn, Non-Sworn and volunteer personnel), and with input from the community, a macro and micro mission statement has been created;

<u>Macro Mission (Broad Based)</u>
The South Gate Police Department takes pride in its role as a partner with the community. We will work together while striving to insure a positive work environment. Together we will identify and address community needs and concerns through a commitment to honest, ethical, and professional police service.
<u>Micro Mission (Issue Specific)</u>
Recognizing that the department and its community is made up of a diverse and dynamic populous, the South Gate Police department is committed to creating its own high standard of ethical excellence. With the "Law Enforcement Code Of Ethics" as its tenet, active input from its community, and ongoing participation from all levels of the organization, this ideal can be achieved.

SITUATIONAL ANALYSIS

Defining and creating Ethical Standards of the future is a difficult and challenging endeavor. The dynamic nature of the human element, diversity, cultural variables, the changing make-up of the work force, and the current recession (which will have an impact on the organizations ability to fund training programs) effecting both the federal and state levels, will create enormous challenges for police managers working in this area. To provide a foundation with which to work from, a situational analysis of the study environment, is now provided.

The tool that is used is referred to as a WOTS-UP analysis (Weaknesses, Opportunities, Threats and Strengths, that Underlay Planning). By examining opportunities and threats external to the organization, and strengths and weaknesses which are internal, an organization can approach these challenges in a logical manner.

Conducted with the assistance of the two managers that assisted with the cross impact analysis, both familiar with the South Gate police department, and active in its community, the following data was provided;

44

Opportunities

Although beset by increases in violent crime, public scrutiny surrounding the King incident and the recent civil unrest spurred by the verdicts in that matter, the future is not totally dim and uninviting. Learning from the recent past, many law enforcement agencies are making mid-stream course corrections in their agencies. This is particularly true with the emergence of "Community Policing" and also "Cultural Awareness" programs both intended to allow the officers to become more sensitive and in tune with their communities. By embracing these contemporary programs, personnel and law enforcement managers will develop a better rapport with their constituents and have an better understanding of their beliefs, mores, and diverse value systems. If programs such as these are supported and encouraged in the community, a future support base will develop.

The department has also taken an active role in bridging the culture of the community with the police department. This has been done through the hiring of a part-time Hispanic Affairs officer, and involvement in primary and secondary schools in the city through D.A.R.E., and Adopt a School programs. Officers have been asked to take a special interest in minority students, and their parents through these mediums which helps to build trust and cohesiveness between the community and the agency. In addition, the department sponsored Commission on South Gate Youth, has created a positive support base for the residents and also local business leaders who have been involved in this valuable program. The department also chairs a war on graffiti (WOG) program, a total volunteer effort involving both city employees and residents, which keeps the neighborhood presentable and builds support for the city in general.

A recent turnover in personnel, (Approximately 18%), in the last 30 months, has allowed

the department an opportunity to instill fresh ideas for change, and this group appears to be ready for new and fresh ideas from management. This could be an ideal time to implement a program of this nature.

Threats

Critical fiscal challenges at both the State and Federal level caused by the ongoing recession, and recent passage of California's austere budget will create major problems for local law enforcement. The ability to provide basic services, and also to maintain staffing levels, is currently at question for most law enforcement agencies, particularly mid and smaller local law enforcement agencies. Also there is sure to be increased costs for county services, such as for criminalistics and investigative support which have also suffered through the deficits. With that in mind, funding for training programs (such as ethics) which are perceived as fringe may be non-existent in the near future.

The future demographic picture shows a continuing increase in minorities, and future immigration figures tell us that the influx of Hispanics and also Asians, will continue to increase dramatically in California over the next decade. This will continue to change the make-up of our communities and further diversify their families and value systems. Due to language barriers, and lack of trust these groups have caused by ineffective and corrupt policing in some third world countries, with the Criminal Justice System, local law enforcement will have further challenges in providing their services to the community, and in being accepted by their constituents.

These factors will also have a direct impact on the work force entering law enforcement. Already grappling with the generation gaps created by the "New Generation"

employee, law enforcement managers will be further tested with the labor force of 2002.

The Southeast area of Los Angeles County is also in political turmoil. South Gate is in the middle of this area, and has been relatively free from controversy in the past. This is not the case this year with the election of two additional Hispanics to the city council. Although in the long term, this may be an opportunity, recent unrest Caused by what some perceived as bias, a gambling initiative, supported by the prior council (of which two Anglos were up for reelection), has caused short term upheaval in local politics. Inspired by this issue and the recall of four Caucasian council members in an adjoining (heavily Hispanic district), grass-root Hispanic groups have made considerable political gains in the region. This turbulence is viewed with considerable skepticism and it may have an adverse impact on decisions with respect to matters dealing with the police department, and other city departments in the area of clear future direction, funding, cohesiveness amongst the Hispanic community and city government. The ability to fund meaningful programs in all areas of the city; Ethics training, cultural awareness, employee team building and the like will all suffer if the city is perceived in a poor light through this period.

Internal Environment

Strengths

Probably the South Gate Police departments best assets are its people and their tradition. It is a close group which encourages its employees to succeed. Opportunities for horizontal movement, promotion, the chance to work with the community, such as in programs as "Adopt a School", D.A.R.E., and The Commission on South Gate Youth, provide the employee a sense of ownership and commitment to the organization. This promotes positive environment for

47

a School", D.A.R.E., and The Commission on South Gate Youth, provide the employee a sense of ownership and commitment to the organization. This promotes positive environment for change and creates an ideal opportunity to implement a new idea such as an "Ethical Standards" program.

The top executive and his management staff are all highly ethical individuals, and provide an excellent foundation for future role modeling. They are also very receptive to new ideas, and are committed to developing the organization with the future in mind. Although funding sources have been limited, the use of creative scheduling, and volunteer support has allowed the agency to continue with innovative training and support programs.

Weaknesses

Political turmoil, and funding challenges will create an uncertain future for the department. Already reduced to a level just above providing minimum services, management is braced for the impacts caused by the passage of Governor Wilson's budget package during the first week of September.

Prompted by uncertainty, turn-over in the past fiscal year has been high (18%), and in addition, two senior supervisors, left for new positions created with the opening of the Murietta Police Department in San Bernardino County. This will cause a period of transition over the next eighteen months, and could have the potential to cause strain in attempting to embark on a future ethical standards program.

Strained relations between the Police Officers Association and the City Council, over lack of a memorandum of understanding which has been ongoing since July 1992 has placed top police managers in a tenuous position. This has caused morale to slip in recent months, and could have an impact on incoming revenues into fiscal year 1993 if productivity is affected.

These issues, coupled with a hiring freeze on non-sworn personnel and shortages of sworn personnel, make for a somewhat stressful working environment for all levels of the agency. If allowed to run into the next fiscal year these issues could impact the level of volunteerism in the agency, and create tensions between the community and the department, as stress and tension levels increase.

ORGANIZATIONAL CAPABILITY

Through this phase the City of South Gate Police Department was analyzed in terms of its ability to achieve its mission. The strengths and weaknesses were identified by the author and two colleagues from the agency. This group represented a top manager, a middle manager, and a line level officer, to provide a perspective from different levels in the organization. The results of this work is reflected as follows;

Strengths:

1. Open and supportive management team.
2. Organization committed to training and improvement.
3. Very good phase training program for new personnel.
4. Audio-visual training capabilities.
5. Open, ongoing dialogue with police officers association.
6. Department personnel active in the community;
   Through Service Clubs
   Adopt a School programs
   D.A.R.E.
   South Gate Commission on Youth
   Block watch Programs

7. Educational reimbursement program for formal education and technical classes.
8. Strong line level supervisors.
9. Very good follow-up program (audio and visual support) for supervisory follow-up on all use of force, internal, and complaint situations where liability could be incurred.

Weaknesses:
1. Major funding crisis.
2. Increased reliance on federal asset seizure funds.
3. Personnel constantly exposed to violent crime events.
4. High activity levels.
5. Personnel turn-over, (18% in 2 years).
6. Generation gaps.
7. Lack of ethnic, and gender diversity. (96 sworn; 2 females, 21 Hispanics, 2 black).
8. No ethnic or gender diversity above the rank of training officer.
9. Increasing unrest with minority personnel.
10. Less than 5% of personnel live within the community, most commuting considerable distances to work.
11. No formal mission or value statements.
12. No formal ethics training, or policy in place.

After considerable discussion, the group felt that the ability to implement a department wide Ethical standards program was feasible. It was also the consensus that the change process would be difficult and challenging. There were two major hurdles to overcome; the human dimension, and the ability of the agency (city) to fund basic service levels, and needed training for such an endeavor. The human dimension referred to deals with the diverse ethnic and cultural values of the current employees, future employees, and the phenomena of changing life styles, and less emphasis on career paths, all trends which lead to a very diverse and inconsistent perception of personal ethical standards. The fiscal challenge, even though the agency, to a large degree, has little control over it, may in fact be easier to manage with the use of in-house personnel for training and mentoring.

STAKEHOLDER ANALYSIS

Stakeholder's are basically individuals, groups, or organizations which will have an impact, or will be impacted by the implementation of a program, plan, or decision. In this case, the identification of the various stakeholders, due to the ambiguous nature of the topic, managing ethics, was not an easy task. So too is the identification of perceived assumptions, of those stakeholder's. Following, is the stakeholder group, and their assumptions;

Stakeholder's

1.   Chief of Police - Support

     Assumptions:
     A. Will view the implementation of an ethical
         standards program as worthwhile and important.
     P. Will see the program as politically critical for
         himself and the department, particularly with the community.

2.   City Chief Administrative Officer - Support
     Assumptions:
     A. Should generally support the concept and its
         merit.
     B. May be reluctant to support budget requests
         for formal training programs.

3.   City Personnel Officer - Tentative Support
     Assumptions:
     A. Will align himself with the chief
         Administrative Officer.
     B. Could voice concerns regarding problems in
         enforcement of CUBO violations, and changes to
         Manual of Rules.

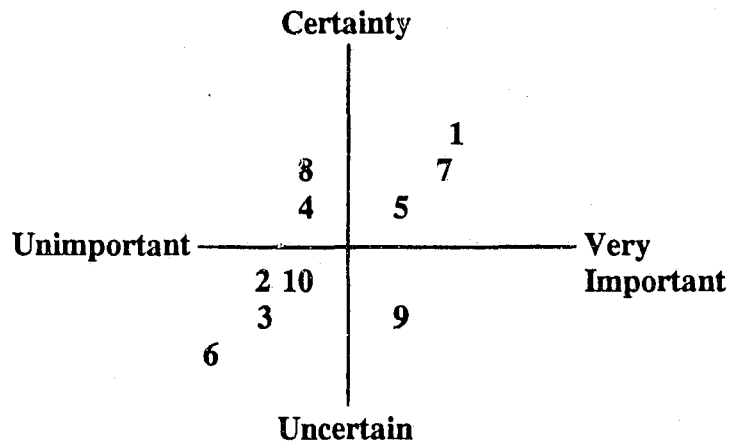4.   South Gate City Council - Support
     Assumptions:
     A. Will support an ethical management program.
     B. Will view it as a political opportunity also.

5.   South Gate Police Officers Association - Tentative Support
     Assumptions:
     A. Will support the concept, but will demand an
         active voice in any committees, and decisions
         dealing with the program.
     B. Could be resistant to punitive aspects of an
         enforcement effort.

6.   Police Officers Research Organization (PORAC) - Oppose
     Assumptions:
     A. Could take the position that an enforcement
         program would be detrimental to the rank and
         file. Would support training effort only.
     B. Legal Aid attorneys could be major hurdle to a
         precedent setting ethics management program.

7.   POST - Support
     Assumptions:
     A. Would support any meaningful training or
         management program dealing with Ethics.
     B. May want some standard maintained, possibility
         of some conflict with proposed state wide
         program in the future.

8.   City Employee Association - Oppose
     Assumptions:
     A. Would feel further isolated from the agency,
         and perceive funding of formal programs as wasted
         funds.
     B. Could align with Police Officers Association
         on punitive sanctions attached to such a program.

9.   Line level Supervisors - Tentative Support
     Assumptions:
     A. Would generally support the concept, with
         reservations. In service and formal training needs of personnel
         would take time away from members of their teams or squads.

10. Senior Police Personnel - Oppose/Support - Snail Darters
     Assumptions:
     A. Must be handled with their support and input.
     B. Could seriously undermine the program if not
         handled correctly.

C. Should look to some of this group as possible
   mentors.

The various stakeholders are now plotted via the use of a Strategic Assumption Mapping technique (SAST). Criteria used in this process are; 1) The importance of the stakeholder to the issue, 2) the level of certainty that the assigned assumption is correct.

STRATEGIC ASSUMPTION MAP (SAST)

```
                        Certainty
                            |
                            |
                            |        1
                     8      |    7
                     4      |  5
      Unimportant ---------------------------- Very
                     2 10   |              Important
                     3      |  9
                6           |
                            |
                            |
                        Uncertain
```

Note; Numbers above coincide with stakeholders listed in the stakeholder analysis.

ALTERNATIVE STRATEGIES

Alternative strategies were developed via the use of the Modified Policy Delphi technique. A panel of eight individuals, (See Appendix C) made up of both sworn and non-sworn personnel representing a cross section of the agency, were brought together to "Brainstorm" the issue in question. Two of the group had worked on the organizational capability analysis prior. They were brought up to speed on the Issue, Sub-Issues, and the Trends and Events identified through the NGT and forecasting phase of the research.

The panel developed several different strategies, all of which were discussed, and rated through a rank-ordered voting process. The criteria that was used to rank the strategies included

feasibility, strategy management, costs involved, stakeholder support, and would it assist in the implementation of the strategic plan. Each member rated with a scoring system involving a three point range from one (low) to 3 (high). Through this process three significant strategies, emerged;

Strategy One: **The "Ethical Standards and Management" plan should evolve through the input and commitment of all levels of the agency.**

Advantages

Ensure input from the people that will have to live up to the standards, and thereby gain their support for it. In essence, a partnership for the plan. Stakeholder's within the rank and file, the police officers association, and senior police personnel (snail darters) would be more apt to support the program if they were made to feel a sense of ownership by being involved with it.

Disadvantages

Management may not have adequate control over the various punitive sanctions that may need to be enacted. There is no input from external sources. (The community, other city departments). The city administrative officer, and city personnel officer, and city council stakeholders may feel alienated if not included.

Strategy Two;   **The plan should evolve through input from the community, its interest groups, and stakeholders, as it is their department and they should help set the standards for it.**

Advantages

The plan would reflect representative sections of the community. Ethnic, cultural, and value systems, indigenous to the community would be reflected. Help to eliminate misperceptions of the police and their role in the community. A better rapport, and support for the agency.

Disadvantages

Lack of understanding of the internal working of the agency. Lack of representation from first generation hispanics, apathy from some factions of the community, lack of

understanding of civil service mandates and case law which will serve to guide the process necessary to implement a "Sanctions" phase of the proposed program. Snail Darters (Senior Personnel) will perceive this as a threat, and in general could feel alienated from the proposed plan. Lack of control for costs, imposed in possible suggested training mediums.

Strategy Three: An Ethical Standards Program should be a generic program which would include all employees of the agency (Sworn and Non-Sworn).

Advantages

This strategy would make all employees feel a part of the "Team". Considering the move towards civilianization in law enforcement the ratio of sworn versus non sworn employees in agencies will cause non-sworn personnel to handle sensitive matters traditionally handled by officers. With this in mind, non-sworn employees will be included in the standard setting and implementation of the plan and will be held to a consistent standard. This would help with the civilian employees association, personnel officer, and certainly the city manager stake holders.

Disadvantages

The program would have to be too broad and sanctions would be difficult to develop. POST and PORAC stakeholders may be hesitant to fund and support a generic program. Costs would increase in training.

Which Strategy to Follow?

With the changing social environment, influx of minorities and women into law enforcement, the changing life styles and lack of career perspective in the "New" work force, and the various generational gaps in the current work force, it is clear that agencies must take the initiative in developing their own standard of ethics and the accompanying sanctions to maintain it. With that thought in mind, each of the strategies above, can help to develop an acceptable and worthwhile program to accomplish that future ideal. By blending a portion of each strategy; taking the approach of input from the community, involving all personnel, (sworn and non-sworn) at the front end, and creating a standard that is broad enough to cover all employee's yet specific enough to be achievable.

IMPLEMENTATION PLAN

The implementation plan is developed here with the thought that buy in by the rank and file, and key employee groups, are critical dimensions to the programs success. In addition, it is felt that the community must be represented throughout the process, so as to reflect its values, and unique characteristics. In addition, under the direction of the top administrator, a command level officer would be selected to "Manage" the development of the Strategic Plan. The plan would follow a specific format which would include the following components:

1) **Research involving the concept of ethics, and past efforts by agencies or organizations (both public and private sector) to effect behavioral change in this area.**

2) **A committee involving selected members of the community and the agency established to cull out information which is relevant and on point; both in regards to the study topic, but also the community variables discussed.**

3) **A marketing strategy developed to gain acceptance for the plan, both internally, and by the community.**

4) **An implementation plan created to cover training dimensions for new personnel, in-service employees, and also a formal mentor program.**

5) **A review and recommendation program, with specific time lines to refine and improve the basic plan as needed.**

6) **And an ongoing program to keep the significance of embracing the standards of the organization, its values and culture, and its micro mission in this area, on the minds of its personnel.**

Research should be conducted by a select group of individuals who are interested in the program, and will explore ethics with an objective attitude. Marketing of the plan, with a positive overtone, will serve to insure its success in the future.

The committee phase would include stakeholders from various groups internal and external to the organization, with representation from all levels, including sworn and civilian

employees. Selected members would define the parameters of the program, create policy, develop procedures, and provide follow-up support as needed. Key to this will be bringing the group together in a team environment. The manager who is selected to lead the program must be highly ethical and perceived as such in the organization and community. The individual must also be sensitive, have solid rapport with the committee members, and a strong eye for the future needs of the program.

Implementation would be conducted with a commitment to long term success, and patience on managements part; change will be slow, and hard to define and measure.

Review and analysis of the success of the ethics plan should be conducted on a least a semi-annual basis, with selected members of the initial committee and implementation groups actively involved in monitoring the program.

Costs for the program would be assessed by the project manager. By using in-house personnel, such as field training officers, and selected senior personnel (snail darters) as mentors, costs could be kept at a manageable level.

NEGOTIATING ACCEPTANCE

As stated, a hybrid of the three strategies which emerged, would be used to research, market, develop, and implement an ethical standards plan. The thesis which is emerging, is that the development of such a plan lies in the creation of an ethical standard which is unique to the city and agency for which it serves. With that in mind, acceptance of the various strategies, and in fact the ethical mission statement, must evolve as a team effort from all the stakeholder's involved. Therefore an adversary approach seems inappropriate to examine the issue of "Acceptance".

Project director's (author's) position

Non -negotiable:

- The development and creation of the mission statement and accompanying plan must include input from the community at large.
- All levels, generations, ethnic and gender groups, must be represented in the formulation phase of the program.
- Management must have adequate input in sanctions dealing with policy, procedure, and particularly enforcement measures of the plan.
- Training costs must be held to a minimum, with In-House programs preferred.
- Management will reserve the right to select personnel for training and mentoring positions.

Negotiable:

- Who will be involved in the research and committee phases.
- Wording of the ethics mission statement.
- Timing in implementation and evaluation of the program.
- Make-up of ethical standards enforcement committee.

Stakeholder's Positions

The Chief of Police, Chief Administrative Officer, South Gate Police Officers Association, Line Level Supervisors, and Senior Police Personnel, were selected as critical stake holders for study. An analysis of their views follows;

Stakeholder	Posture	Position
Chief of Police	Negotiable	Selection of committee members, timing.
	Non-Negotiable	Will support authors position, may have reservations on wording and make-up of committees.

Rationale:

The Chief of Police will want a ethical standards program and will actively support its inception, now and for the future. He will want to reserve the right to have input on management related issues through a meet and confer mandate.

City Chief Admin. Officer	Negotiable	Will align himself with Chief of Police.
	Non-Negotiable	Costs of program, will want direct involvement in sanctions phase.

Rationale:

In all probability he/she will support the chief's decisions, and see the program as having an advantage to the city. He and the City Personnel Officer will want control over sanctions which will effect the manual of rules, any civil service sanctions, and certainly the costs of implementing a program of this nature.

South Gate Police Officers Association	Negotiable	Will support all negotiable issues Want input on external committee members,
	Non-Negotiable	major challenge in sanctions and policy phases, also enforcement committee make-up.

Rationale:

Will recognize the need for such a program, but will be concerned about the employees rights, and the program costs which would detract from salaries for future negotiations. Also as to training hours needed and how the staffing would be effected.

Line level supervisors	Negotiable	Will generally support the wishes of the Chief of Police and the program administrator.
	Non-Negotiable	Could align themselves with senior personnel if the program is not

59

developed with their concerns and
input in mind.

Rationale:

This is a critical group which must be considered if the program is to be successful. Supervisors will see the need for the program, but will have reservations about staffing during training periods, who will be considered for the program, who sits on the various committees (Particularly people external to the organization) and as to how sanctions/enforcement program would be developed and implemented.

| Senior Personnel (Snail Darters) | Negotiable | The design, input by mgmt. on sanctions, right to select (Internal) personnel for committees, selection of personnel for training & mentor assignments. |
| | Non-Negotiable | Want input on (External) committee members, timing and evaluation, policy and sanctions. |

Rationale:

Senior personnel, some of which may be supervisors, are considered by many younger officers and employees as role models. This group must be involved as much as possible from the beginning to feel a sense of ownership for the concept, its needs, and how it is developed. Failure to accomplish this could have an adverse impact, as this group could become negative snail darters. They may also be resistent to citizens from the community sitting on committees, and prefer to have internal members, who in their eyes, are less threatening.

NEGOTIATING STRATEGIES

It is believed that acceptance of the concept, and development of an "Ethical Standards" program will be well received by the community, city officials, and for the most part, the stakeholder's identified in this study. Rationality as leverage, and psychological influence, seem to be key strategies for use in gaining acceptance of the plan. These types of techniques are explained in an excellent text on the subject of negotiation in "Getting to Yes, Negotiating Agreement without Giving In", by Roger Fisher and William Ury. Stakeholder's, and strategies for acceptance are now offered for analysis;

60

Chief of Police

The chief of police will be brought in at the beginning of the research phase. The Chief is a man who has been very innovative, and supportive of new programs over the years, and prides himself on his own Ideal of high ethical standards. With that in mind a direct "Rational Approach", playing on his desire to create new and innovative programs, and "Psychological Influence" used towards his own high standards, the objective should be accomplished. By virtue of his position, and the visible benefits of such a program; with the community, and city government, he should be excited, and totally supportive of the program. He then can become the catalyst agent with the majority of the stakeholder's, and be used to garner support for the program with the next stakeholder, the Chief Administrator.

City Chief Administrative Officer

Negotiating leverage can be gained with this individual by using rational arguments dealing with the worth of the program, and how it would look to city council members, community, and media sources where the program would be outlined. Costs, and technical details dealing with enforcement guidelines, could be negotiated by the chief of police and program manager, through weighing the merits of the program, and its obvious advantages to the city, and its image. To some degree power (from a political point of view) could be used to persuade this individual, if done tactfully.

Police Officers Association

The Police Officers Association is a very "Politically" sophisticated organization. It has ties with elected officials, and several influential people and service organizations. "Power" would be the appropriate approach for this group, that is power from a political perspective, on their part. The benefit of support for such a program, by their group, with their support group in the city, would be used as the leverage portion of the negotiations. Rationality would be used to convince the association to support creation of an enforcement committee, "For the good of the program", and the need for "Improved Ethical Standards" for the agency.

Line Level Supervisors

Hopefully this group will be supportive of the effort, once the Chief of Police and Police Officers Association have agreed to work towards the development strategy. "Participation" would be the important aspect of dealing with this group. If they feel empowered by involving selected members of their group they should be inclined to support the program.

Senior Police Personnel

Participation will be key to the acceptance needed for this group. If they are involved at the onset, and their opinions respected and valued where appropriate, they will be inclined to support the program with vigor. They will also see it as a chance for involvement, possibly in a "Mentor" role, and a chance to improve what some of them perceive as a "Slipping Standard" from when they hired on.

COST ANALYSIS

The proposed plan can be implemented with a minimal amount of cost. Committees, and initial research can be structured with current staff and volunteer community support, given current workload and resources. Training and mentoring can be handled by in-house training officers, and personnel training conducted during normal working hours. Administrative staff time, and clerical support, although challenging, should be absorbed and handled by prioritization of workload requirements, by the Administrative Captain and supervising administrative staff. Due to these reasons, and the unique needs of each agency interested in implementing such a program, there will be no formal cost benefit analysis done on this concept.

SECTION III:

TRANSITION MANAGEMENT

"Transition Management", is designed to take the agency through a long and sometimes tenuous journey; from its present state to the desired future. It will deal with "Managing the Turbulence of Change" through a logical and effective process which will ease the anxiety and discomfort everyone experiences in implementing a new program. The desired future state is attainable if the transition period is "Managed Effectively". The following plan will create the environment for that to occur.

<div align="center">

COMMITMENT PLAN

</div>

CRITICAL MASS

In the last section a key list of "Stakeholders" was developed. These are people who must be considered as their impact, positive or negative, could have a dramatic impact on the success or failure of the future program. From the original list of ten stakeholders, several were identified who had the most impact on the plan. This group is critical to the success or failure or the program, and must be influenced if it is to be successful. These "Actors" are considered to have the most impact on the plan, and are called the critical mass.

- **Chief of Police**

- **City Manager**

- **Police Officers Association Board**

- **Police Supervisors**

- **Senior Patrol Officers**

The current and future state of the "Critical Mass" is plotted in the following graph shown below;

Figure P: Critical Mass   TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Chief of Police			O———————	—————————X
City Manager		X———	———————O	
SGPOA		XO		
Police Supervisors		X———	———————O	
Senior Personnel		XO		
Project Director (Driving Force)				XO

X = Current Level of Commitment
O = -Level of Commitment Needed

Chief of Police

Certainly the chief will play a major role in the success of an ethical standards program for the agency. He will have influence with the city manager and city council, and top and middle management within the agency. He will be responsible for appointing the project manager and working with him through the duration of the project. He can also provide a link to administrative support for creation of policy and procedures dealing with the program itself, and will have the authority for committee selection and design, budget approval, and must support the implementation, training, and mentoring phases of the program. He will also be a major role model for other personnel, as he Is the ranking symbolic authority figure in the internal organization.

When plotted on the critical mass chart the chief, based on the prior research in the strategic planning phase, should be considered in the help change occur category. He would currently support the program and believes in the need for creation of such a program. He sees the dramatic changes that are occurring in society and the diverse nature of the new applicant pool. With his strong influence, and status in the organization, he will be the key player in the transition management plan. He must take an active role, but temper it in such a way, as to involve All critical mass personnel so they feel a part of the program.

City Manager

The city manager should currently be considered in the neutral, or let change happen category. Although he will demand a say in the financial need such a new program will create, he will look at the program as a positive, from a political and public relations perspective, as worthwhile. He must be moved to a help mode as he will have a direct influence on the city council and have authority for the various phases of the program. He can also act as a conduit to other departments and also to the community. The chief of police will play a critical role in making this change occur, and must have a positive dialogue with the city manager through the course of the programs initial phases. One strategy that could be developed with him would be that the ethical standards program could be used as a model for departments throughout the city, and "He", the city manager, could be the catalyst for the program.

Police Association Board Members

The police officers association board is believed to be in the let change happen position. They will be concerned with policies and procedures which will have an impact on their members and must be kept informed through policy formulation and appointment phases, as well as support the project manager selection. Actually they should be made a part of the steering committee, and should have a good amount of input in the planning and preliminary implementation stages. It should be noted that they can have a considerable amount of influence on senior patrol personnel, another critical mass group, and if properly presented, have a calming effect on those individuals. The POA president is very influential in the association, and has an excellent working relationship with the proposed project manager. Together, with proper support, they can influence many of the critical mass individuals who will be necessary to make the change occur.

Police Supervisors (senior)

In any organization, and particularly law enforcement, supervisors play a critical role in the acceptance or rejection of new polices or procedures. They are another Key group which must be supportive of the ethical standards program. They must provide leadership for the in-service and phase training aspects of the program, and also the mentors which will eventually be selected. They should be considered in the let change occur category, and must be moved to at least the help change occur area. Lobbying efforts by middle managers, and the chief of police, for this group to take an active role in support of the program, would be a wise idea. The senior sergeant in this group should be approached by the project director who has rapport and influence with him, and he should support the selection of key committee members. This will help to expedite this shift. Key informal leaders at that level should also be asked to take a role in steering groups, and policy development, they will feel a sense of ownership and in turn would be more inclined to support and sell the program. The supervisors would also have a direct impact on training officers who would be applying portions of the program to new trainee's.

Senior Police Personnel

This group was identified as snail darters in phase two of the research. They could be in a position to seriously undermine the program, if they found it too abstract or its goals

lacking. Traditionally this group opposes change due to its more traditional value systems and the generation gap that is prevalent in most organizations. In this case, with the somewhat abstract and long range nature of the program, they may be very uncomfortable through the transition. Informal leaders in this group should be asked to participate in the program, front end. This should be the direct responsibility of the project manager due to his tenure, and also his rapport with the older employees. Their experience and tenure should be respected and considered, and their skills used in selling the program. If this group is kept out of the communication group, they could be a very dangerous adversary.

One phase of the ethical standards program, which is envisioned, is a mentoring phase which could use members of this group, Again making them feel part of the program, rather than estranged, will help to ensure its success.

Project Director (driving force individual)

The project director will be key to the success of the program. After his appointment by the chief of police, he will be responsible for committee selection, and policy formulation, program research (with supporting staff), development of budget, and creation of key training courses in support of the program. In this agency the project director will be the administrative captain. By virtue of his position he will have the power and influence to drive the program in its initial stages. In addition he has direct access to the chief of police, (a critical player), and authority over administrative staff who will create and develop the plans and procedural guidelines which will serve to move the program through the various stages.

The project director should also be known and respected in the community. He should use this leverage to promote and sell the concept of the ethical standards program. He should also play a major role in selection of community members, (who truly reflect the ethnic and cultural make-up of the community), to work with department employees during the initial committee phases.

MANAGEMENT STRUCTURE

In considering an appropriate structure to effectively manage the transition state it is critical to understand that creation of the ethical standard is in the hands of the agency and the people it serves. The chief of police should appoint a project manager to steer the program in the early stages, and to manage the transition. As stated, the administrative captain would be the most appropriate person to serve in this capacity for several reasons; 1) He has direct access to the chief of police and his links to the city manager, 2) his division responsibilities include crime prevention and cultural awareness personnel who out-reach the community through various presentations, and contacts on a daily basis, 3) his division will ultimately be responsible for the

development of the policy and accompanying procedures which will serve to guide the ethical standards program. It is obvious that he would be in the best position to manage the change.

A diagonal slice of the agency and also the community would be used to build the steering committee and allow input from all levels of the department. As discussed in phase two, input and empowerment to create the program standard, will be critical for its success. This structure must include critical mass players from the police officers association, senior personnel, and key line level supervisors. Future mentors, if already identified, (and are not included in the critical mass), should also be brought into this loop.

The chief and the project manager must also take steps to ensure buy in from other top and middle management employees. These people must not be overlooked, as they will be asked to support and manage the desired elements of the program. This group could also seriously undermine the success of the program, if not involved, or at least included.

Finally training personnel, both sworn and non-sworn, must be made to feel a part of this slice as they will be asked to conduct the necessary training, and must understand the elements of the envisioned ethical standard, and apply the hands on work to see that the new standard is created.

Teamwork and joint effort from the diagonal slice structure will provide good feedback and communication throughout the organization, and make those involved feel a sense of ownership for the entire program.

EVALUATION AND FEEDBACK SYSTEMS

The following recommendations, when coupled with the change agents discussed through both the strategic planning and transition management phases of this report, will bring agencies

68

closer to their communities, and at the same time provide a pro active approach to improving ethical standards and behavior in law enforcement organizations. The following four step mechanism should be used as a blueprint guideline for feedback and evaluation to decision making staff involved;

Assessment/Preplanning phase; (90 days)

Support must be gained through the chief executive, and a project manager appointed. Assessment of the internal and external environment should be initiated, and a marketing strategy for accepting the concept of altering behavioral standards implemented. Key stakeholders should be identified, and their support elicited. A committee, involving both sworn and non-sworn personnel, as well as selected members of the community, should be appointed. They will assist in analysis, and research other examples of similar behavior programs, as well as talking with selected members of the community who can express its values, its unique make-up, and cultural diversity. Through this process a vision of the desired future standard can be developed and policies to achieve that vision, created. A micro mission statement, which involves input from the top administrator and steered by the project director, selected members of the community and internal personnel (particularly perceived critical stakeholders) should be developed.

Shaping the "Ethical Standards Program"; (60 Days)

Through this process the strategic plan is formed, stakeholder and critical mass personnel formally identified, and a commitment strategy developed for them. Training strategies will identified, training techniques in phase training, mentoring, and in service programs will be identified and developed. Resources, such as audio video, technical support from local academies, and also external mediums such as cable TV should be made available.
(This program must be shared with the community at large and local cable provides an outstanding chance to reach third world non english speaking residents who feel much more comfortable with verbal rather than written communication). Costs must also be considered, and funding sources exposed. preferably in-house training programs should be utilized, given the future funding (or lack there of) outlook for local law enforcement agencies.

Implementation and the change process; (120 Days)

Communication through this period is critical. Policies and procedures should be adjusted and finalized. There must be a ongoing dialogue with key personnel involved, who can help to sell the program. Resistance should be expected. Techniques discussed throughout the transition phase of this report will provide excellent tools to lessen the discomfort most personnel will feel. Line level supervisors, and senior personnel, must be brought on line, and

made to feel that their behavior and own personal high standards of conduct, can serve as models for new and future personnel. Media exposure, if available and approached in a positive manner, can serve to get the message to the community, and also legitimize the efforts of the agency to effect change in this critical area. If done properly, and reinforced over time, concern for the actions of law enforcement, a driving trend described in the futures phase of this report, could be lessened.

Evaluation and Mid-Course correction; (Every 120 days for first year)

Any program of behavioral change will take time and patience. Change will agonizingly slow and hard to measure. Although indicators, such as the number and type of personnel complaints and law suits may be valuable indicators long term, the proposed program must be "tuned" on a routine basis. This should involve interviews and surveys with personnel in tune with the informal organization of the agency, Professionals that interact with personnel; such as district attorneys, physicians in emergency rooms, and others who can provide objective feedback on the attitude and behavior displayed by line level personnel. Certain selected individuals in the community should also be polled; particularly people who reflect the diversity and flavor of the community, for their perceptions of how the departments personnel are providing their services. Written documentation, prepared under the direction of the project manager, should chronicle the feedback, and information for modifications directed to appropriate training or staff personnel. Although recognition and rewards for highly ethical behavior are not part of the evaluation process, by timing them with the evaluation phase, the issue of attempting to improve ethical standards will be kept in the forefront. As indicated for the first year the program should be evaluated on a quarterly basis, and then semi annually.

IMPLEMENTATION TECHNOLOGIES

There are several implementation techniques which can be applied to the initial implementation and the transition period to lessen anxiety, and to provide structure to the process. Initially **research** sources should be utilized to better understand the concept of ethical standards, and how they have been applied in business and public sector organizations. **communication** techniques and mid stream **evaluation** processes, will provide an understanding of the program, its objectives, and help to define and modify the overall goals of the ethical standards management program.

Within that framework, several options are available to accomplish the long term goals of the program. Some options which could be considered are;

70

Vision and Mission Statements

Recently, through a **team building workshop**, the issue of ethical standards was discussed with key members of the management and supervisory staff. Several of the members in attendance were perceived as a part of the critical mass group. The issue in question was shared with them during the formulation of a department **mission statement"** and key portions of the authors **vision** were incorporated in the draft version (which has now been finalized and published in the agency). This exchange of ideas and information has proved to be an excellent basis for the introduction of the ethical standards program, and provides a sense of **ownership** for several of the critical mass employees in the organization.

Responsibility Charting (RASI)

As the vision and mission evolves, charting of certain roles and responsibilities in the development of the program will provide a sense of structure for participants. This process will prove helpful in the committee stage and also through the transition. If there are snags, the charting will also allow the project director to get a better feel of what area needs his attention. The sample RASI chart (Figure Q) below, when utilized with the critical mass discussions earlier in this chapter, allows the director a map to identify roles and responsibilities of the people involved, and where changes may be needed.

Decision or Act	Actors								
	CAO	COP	Per. Ofr.	Proj Dir.	Ad/ Trng Sgt.	Trng Lt.	POA Pres.	Field Trng Ofrs.	Snr. Sgts
Appoint P. Manager	A	R	I	I	I	I	I	I	I
Select committee	A	A		R	R	S	S	S	S
Program Design	A	A	S	R	S	I	I	I	
Budget Considerations	A	A	A	R	R	I	I		
Implement- ation	S	R		R	R	R	I	I	I
Provide Training	S	A		R	S	I	I	I	R
Mentoring	S	A		R	S	I	I		R
Monitoring	S	A		R	S	I	I		I
Formulate Policy	A	A	S	R	S	I	I	I	I

** Legend

Blank = Irrelevant to action

R   =   Responsibility for action (Not necessarily Authority)

A   =   Approval (Has veto power)

S   =   Support (Must provide resources)

I   =   Must be informed (No veto power)

Role Modeling

The chief of police and project director will play key roles in the acceptance and success

of the program. They both must have an overt positive attitude, be open and communicative as

to the program, and its goals, and display an air of patience as the program moves through it various stages. Critical mass employees, particularly middle managers and line level supervisors, must also be cognizant of the importance of a patient, positive attitude, and how it can create a calming effect through the sometimes turbulent transition period. Role modeling should also be discussed in the context of ethics. Personnel will be looking to these people as to their own personal behavior, and as to the individuals own ethical standards. Therefore their actions and handling of events must be correct and appropriate, given the situation and setting involved.

Participative Problem Solving

Critical mass employee's should be involved with the project manager, and other personnel who have working responsibilities for the program to identify glitches or new challenges with the program. An approach that involves these people will help to solve problems, serve as a team builder, and give the personnel involved a sense of ownership for the program. Key critical mass personnel should always be kept in the loop with inclusion and feedback on the programs progress.

Rumor Control Clear Lines of Communication

Dialogue and ongoing communication is a must in a new project. This is particularly true with a long range program which will take years to come to fruition. Therefore the project manager should share as much information as possible in the department newsletter about the program, have meetings with key personnel regularly, and make sure to keep middle managers and supervisory personnel in the communication loop. By taking this approach, and involving as many people possible in the communication link, rumors will be thwarted early, and issues

for change or discussion will be identified.

Rewards/Milestone Recognition

Milestones should be established, and publicity about the program communicated throughout the agency and also within the community. The initial implementation should be announced with a press conference. Local media should be invited, (both English and Spanish speaking) and the program outlined for the public. Local officials as well as the chief of police and city manager should be the focal point of the conference.

The program should also be announced internally at staff meetings, and to the rank and file, through video taping mediums or personal presentations by the project director.

Once the program is established, highly ethical behavior, and successes should be celebrated with appropriate recognition through awards and publicity for the participants. This will provide incentives for change, and a positive atmosphere during the transition process. When shared with the community, (In public forums and through press releases), and other city departments, the program will gain respect and honor, and will assist in creating an environment for further behavioral change in the agency. Proper records on rewards and recognition should also be archived, and the history of the program and its honoree's will eventually become a living history of the program in the future.

The history of the program on its anniversary date should also be celebrated. At one, five, and ten year increments, the achievements should be recognized, and shared with the community, and also other law enforcement organizations. This could be documented through trade journals where appropriate.

SECTION IV:

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The management of Future Ethical Standards in law enforcement organizations will be a complex and demanding task. It is a critical issue which must receive attention from both police practitioners, and academicians alike. Scanning of recent literature, interviews, and relevant readings, paint an embarrassing pattern of abuse and amoral behavior nationwide. Future projections would seem to indicate that this pattern will continue unless active steps are taken to change this alarming pattern of abuse. This study provides an opportunity for a police manager to impact employee behavior now, which may in fact alter future behavior in the organization. Behavior that will not only be acceptable to the institution of law enforcement, but more importantly, the community it serves. Following is the primary issue restated and supporting sub-issues, with documented responses;

Issue question restated;

What Ethical Standards will be required of Police Personnel in Mid-Sized Municipal Police Agencies by the year 2002?

Sub-issue questions and corresponding responses;

1) **What social/societal factors should be considered in attempting to influence ethical change in law enforcement organizations?**

Clearly values of the individual entering law enforcement will be impacted by the continuing changes in society; continued marked changes in the family, the integration of diverse cultures entering mainstream society and institutions, and a different perception of career paths and the nature of work. Managers who take an active role in managing the values of their organizations can help to mold the individuals values and personal standards (ethics) to conform to the acceptable norms of the organization. Further by integrating the organization with the

76

community it serves; through programs in the schools, churches, cultural events, and through programs like community policing, the communities values, (its unique make-up ethnically and socially), will be reflected in the organization. With their relationship to evolving ethical standards, societal and social issues such as these, will serve to form the standards of the future.

2)   How should law enforcement agencies establish and maintain their ethical standards?

Ethical standards should evolve through active participation of all levels, (sworn and non-sworn) of the organization working in concert with the community to create standards consistent with the law enforcement code of ethics, but with a distinctive flavor that will represent the values and beliefs of the community the agency serves. Those standards will be taught and reinforced through training programs, mentors, and formal discussion sessions. Maintenance of those standards will occur naturally through the informal organization, and peer pressure, if the organization embraces a meaningful and workable mission an value statement consistent with the beliefs and ideals of the community and society in general. Punitive sanctions should be imposed, based on standards agreed upon in the organization, and rules and regulations of the city.

3)   What training will be required to educate police personnel in ethical standards consistent with the communities expectations?

Training programs should entail several different approaches. Classes in ethics at formal institutions should be encouraged, and educational reimbursement monies funded for interested personnel. In-service programs should include round table discussions, situational scenarios, visual presentations, and mentor support. New personnel phase training programs should be modified to include a formal ethics block, and training officers should be provided formal

training in ethics, the tradition of the agency, and an experiential process of working with the community. Mentors should be selected, based on their personal high standards, tenure, and standing with the organization. Middle managers and above, should all receive formal ethics training from accredited institutions, such as the Josepheson institute in Long Beach, California. Finally, as an adjunct, personnel at all levels should receive cultural awareness training which would be tailored towards the community it serves.

RECOMMENDATIONS

This study has exposed an alarming pattern of police behavior which is inconsistent with law enforcement ideals. However from a historical perspective, this is not a new phenomena. Unfortunately, this pattern of abuse will continue unless agencies take an active role in changing behavior rather than adhering to a static standard and business as usual.

Future implications, as posed through the futures forecasting phase of this paper indicate an upcoming decade of continued radical change in our society, particularly in urban areas, in cultural diversity, altered lifestyles, changing family standards, and a drastically changed future labor pool. In addition, the changing perception of the nature of work; non-career paths, job sharing, trends such as downshifting and cashing out, will further challenge law enforcement managers attempting to pull together this diverse, and complex group of individuals.

Traditionally law enforcement has clung to a closed system within its ranks. A separation between its self and its constituents which it is sworn to serve. Static ethical standards are a good example of this. Contemporary managers in policing, through programs such as community policing, cultural awareness, and educational programs such as D.A.R.E., and Adopt a School, are changing that system. Change, however, must be accelerated if law

enforcement is expected to keep pace with the dynamic nature of our society and its communities, and so too ethical standards which are consistent with their expectations.

FUTURE STUDY IMPLICATIONS

Through the course of this research, several issues worthy of future study in this area emerged;

What future technologies will be available to law enforcement managers to effect and monitor ethical conduct in policing?

Community Policing's impact on Future Ethical Standards. (More Open interactive contact with the community).

Future impact of emerging political minority groups on the evolution of ethical standards in inner city law enforcement.

How and what impact will future punitive sanctions have on adherence to organizational ethical standards?

What will be the impact of school based police programs on the future police applicant pool?

Although difficult, developing future behavior in police employees consistent with societies expectations, can be accomplished. If steps, such as the program discussed through this research document, are taken today, law enforcement managers of the future will be able to deal with police issues, rather than constant litigation, and personnel matters.

APPENDICES

NOMINAL GROUP PARTICIPANTS

Nominal Group members comprised a broad and diverse group of individuals from various areas of the private, and public sectors. Working together, although challenging due to their broad areas of expertise, they provided an insightful look into future trends and events which could have an impact on the issue and sub-issues involved in the research.

1.   Reverend Charles N. Brady. Pastor of Lutheran Church and Elementary School. Active in community affairs. 25+ years in clergy. Anglo Male.

2.   Richard Devey. Probation Officer for Los Angeles County. Executive Board member in local Youth Commission. 20+ years experience. Anglo male.

3.   Bert Eljera. Staff Writer for syndicated newspaper. 15 years experience in U.S. and Philippines. Filipino male.

4.   Rosalyn Franks. Civilian Bureau Commander for an Orange County Police Department. 20+ years experience working for several law enforcement agencies. Anglo female.

5.   Ronald P. George. Chief of Police mid sized police department. 25 years experience. Anglo male.

6.   Charlene Hirotsu. Dean of Students at local Los Angeles Junior High School. 20 years experience. Oriental female.

7.   Daniel Lopez. Municipal Court Judge Los Angeles County. Jurist and attorney with 15+ years experience. Hispanic Male.

8.   Denise Mc Kenzie, Educator in Los Angeles City Elementary School. 22 years experience. Anglo Female.

9.   Ignacio Patino. Police Recruit. Raised in inner City, attended local Schools. Hispanic Male.

Breakdown of panel participants;

Six men and three woman were represented. Three hispanics, one Oriental, and five Anglo's demonstrate the ethnic diversity of the panel. Also two counties of residence, and employment were represented; Los Angeles and Orange County.

LIST OF PRELIMINARY TRENDS

1. Video Recording of Law Enforcement activities.
2. Accreditation of Law Enforcement agencies.
3. Decline in the quality of primary education.
4. **Impact of the incidence of violent crime in America.**
5. School overcrowding.
6. **Public Concern about the Actions of Law Enforcement Personnel.**
7. The changing Family unit.
8. The demographic change in inner cities.
9. Impact of changing values in inner city environs.
10. Funding in primary and secondary educational institutions in California.
11. **The changing Work Force in Law Enforcement.**
12. State funding for Public Schools.
13. State regulations dealing with abhorrent behavior in Public Schools.
14. **The impact of Ethical Standards training in institutions.**
15. Dependence on Asset Seizure funds by local Municipal Governments.
16. Level of regional police task forces in local law enforcement.
17. Level of overall standards in regional Police Academies.
18. **Community Policing in mid-sized law enforcement agencies.**
19. Level of regulations dealing with Workmans Compensation cases.
20. Level of funding for Commission on Police Officer Standards and Training (POST).
21. **Impact of changing lifestyles/values from a career perspective.**
22. Level of participation by families in religious institutions.

LIST OF PRELIMINARY EVENTS

1. **U.S. Supreme Court rules "Asset Seizure Laws" unconstitutional.**
2. Accreditation of California Law Enforcement agencies mandated.
3. California Department of Justice (DOJ) ceases investigative support for local law enforcement.
4. Proposition 13 overturned by U.S. Supreme Court.
5. CHP retirement plan dropped for police officers by major city in Southern California.
6. **California Passes "Mandatory Drug Testing" for public safety employees.**
7. County Sheriffs department drops investigative support for locals.
8. "Right to Choose" Bill signed by Governor. Parents can now choose the school of they want their child to attend
9. **California Passes "Licensing of Police Law".**
10. Four year degree for Police Officers required for POST certification.
11. State reduces funding to local schools.

12. Workmans Compensation bill signed by governor. Caps placed on maximum pay-offs.
13. Citizen Review boards mandated.
14. POST mandates "Ethics Training" for Law Enforcement.
15. Recession judged a depression by business experts.
16. Unemployment reaches 15% in Southern California.
17. Video Taping of Police Conduct ruled unconstitutional.
18. Immigration Laws revised. "No new immigrants", unless for Political asylum, says President.
19. **POST mandates "Community Policing Standard" for California law enforcement.**
20. **Budget constraints cause four mid-sized Police Agencies in Los Angeles County to regionalize their departments.**
21. Ethics classes tested in Los Angeles City Schools.
22. Recession causes 8% Pay Cuts for most local public safety employees.

Note; Trends and events that were advanced for forecasting are **highlighted in bold print.**

APPENDIX "C"

ALTERNATIVE STRATEGIES PANEL

This group of individuals was selected from both sworn and non-sworn employees in the agency. Great care was taken to consider ethnicity, and gender, as well as rank (or standing) in the organization.

1) Avila, Vincent. Operations Sergeant, 13 years experience, Police Officer Association President. Filipino/Mexican decent, Riverside county resident.

2) Beecher, Russell Davison. Operations Lieutenant, 13 years experience. Local service club activist. Anglo decent, Orange county resident.

3) Cristales, Alvaro. Part time Hispanic Affairs officer (non-sworn), 2 years experience. Local resident and small business owner. Nicaraguan decent, Los Angeles county resident.

4) Hernandez, Maria. Records Clerk (non-sworn), 14 years experience. Local resident, Mexican decent. Los Angeles county resident.

5) Orta, Orestes. Civilian Custody Officer, 2 years experience. Local resident, Cuban decent. Los Angeles county resident.

6) Richert, William. Administrative Investigator, 10 years experience. Anglo decent, San Bernardino resident.

7) Ventura, Toni. Records Clerk (non-sworn), 11 years experience. Local resident, South American background. Los Angeles county resident.

8) Troxcil, George. Police Captain, 23 years experience. Local service club activist, Anglo decent, Orange county resident.

ENDNOTES

1. Lance Morrow, "Rough Justice". Time Magazine, April 1, 1991: 16

2. Richard La Cayo, "Law and Disorder", Time Magazine, April 1, 1991: 18

3. Melissa Healy and Edwin Chen, "Witnesses Praise, Assail Both Sides; Thomas Accused by Fired Employee". Los Angeles Times, October 14, 1991: Section A - 1

4. Melissa Healy, "Pentagon's Tail hook Report Expected to Detail Obstruction, Cover-Up". Los Angeles Times, September 16, 1992, Section A- P. 14

5. Douglas Frantz, "Baker Knew of Terrorist, Iraq Ties, Records Show". Los Angeles Times, September 22, 1992, Section A - p. 1

6. Doyle Mc Manus, "Iran-Contra Issue Haunts GOP Ticket". Los Angeles Times, September 11, 1992, Section A - p. 1

7. Deirdre Fanning, "An Ethos for the 90's: Work's Out, Plays In". New York Times, January 13, 1991, Section A - p. 1

8. Unattributed, Warren Christopher Commission Report, Los Angeles, California, 1991

9. James Kolts, "Report on The Los Angles County Sheriffs Department". July 1992

10. Michael Josephson, "More Than a Set of Rules"; Establishing an Environment that Fosters Ethical Conduct", Western Cities Magazine, March 1989: p. 3

11. Gordon Shea, Practical Ethics, New York: AMA Publications, 1988, p. 17

12. POST Administrative Commission Manual. Commission on Peace Officer Standards and Training, Sacramento, California. January, 1992: p. C-3

13. Frederick Ellison and Michael Feldberg, Moral Issues in Police Work.

14. Sherman Block and Duanne Preimsberger, "Values, Standards and Integrity in Law Enforcement: an Emphasis on Job Survival", Journal of California Law Enforcement, Volume 20 Number 4, 1986

15. Susan Braunstein and Michael Tyre, "Building a More Ethical Police Department", The Police Chief, January 1992: 30

16. Edwin Delattre, Character and Cops: Ethics in Policing, (Maryland, Lanhan: University Free Press of America Inc. 1989)

17. Websters Third New International Unabridged Dictionary, (Massachusetts, Springfield: G.C. Meriam Co. Inc., 1971): 2531

18. Drea Zugami, "The Power of Ethical Management", California League of Cities Convention: 1987 Speech

19. Joseph Putti Samuel Aryee and Tan Kang, "Personal Values of Recruits and Officers in a Law Enforcement Agency: An Exploratory Study", Journal of Police Science and Administration, Vol 16 Number 4, 1988: 249

20. Herman Becker and John Carper, "The elements of Identification with an occupation". American Sociology Review, Volume 21, 1956: p. 341-347

21. David Arnold, Local Government Police Management, Washington D.C.: International City Management Association, 1982

22. B. F. Skinner, Science and Human Behavior, (New York, NY: Mac Millan Publishing Co. Inc., 1965), p. 297-322

23. Diedre Fanning, "An Ethos for the 90's: Works Out Plays In, New York Times,: p. 1

24. Bruce Cockerham, "Value Diversity in Entry Level Officers: The Impact on California Law Enforcement by the Year 2000", Command College Paper: June, 1990

25. Joseph Putti, "Personal Values of Recruits and Officers in a Law Enforcement Agency", p. 250

26. Robert Norman, "Organizational Values; Foster City's Vision Becomes Reality". California Peace Officer, Volume 12 Number, 2 June, 1992: p. 29-31

27. Richard Emerson, "Managing Organizational Values and Culture in a Mid-Sized Police Department". Command College Paper, January 1989

28. Unattributed, "1990 United States Census Reports". United States Government Printing Offices, 1991

29. Dunn, William, "Rapid Growth builds Minorities Power Potential", USA Today, March 11, 1991: 13

30. Tim, Bovee, "Hispanics Prospered in 80's, But Many Remain Poor", The Orange County Register, November 8, 1991: A-12

31. Bock, Walter and Michael Meyers, "Law Enforcement in the year 2000", California Peace Officer, September 1989: 77

32. Josephson, Michael, "More Than a Set of Rules; Establishing an Environment that Fosters Ethical Conduct, Western Cities Magazine, March, 1989: 3

33. John Lawrie, "How to establish a mentoring program." Training and Development Journal, Volume 41 Number 3, March 1987: p. 25-27

BIBLIOGRAPHY

Arnold, David S., Local Government Police Management, Maryland: International City Management Association, 1982

Baron, Robert A., and Byrne, Donn, Social Psychology: Understanding Human Interaction, Massachusetts: Allyn and Bacon, Inc., August 1977

Becker, Herman, and Carper, J., "The Elements of Identification with an Occupation", American Sociology Review, Volume 21, Number 1, January 1956

Block, Shermin and Preimsberger, Duane T., "Values, Standards and Integrity in Law Enforcement: And Emphasis on Job Survival", The Journal of California Law Enforcement, Volume 20, Number 1, 1986, 10-12

Bock, Walter, and Meyers, Michael, "Law Enforcement in the year 2000, California Peace Officer, September, 1989, 77

Bovee, Tim, "Hispanics Prospered in 80's, But Many Remain Poor", The Orange County Register, November 8, 1991, A-12

Braunstein, Susan, and Tyre Michael, "Building a More Ethical Police Department", The Police Chief, January 1992, 30

Cockerham, Bruce, "Value Diversity in Entry Level Officers: The Impact on California Law Enforcement by the Year 2000", POST Command College Paper, 1990

Delattre, Edwin, Character and Cops: Ethics in Policing, Maryland: Free Press of America, 1989

Dunn, William, "Rapid Growth Builds Minorities Power Potential", USA Today, March 11, 1991, 13

Ellison, Fredrick A. and Feldberg, Michael, Moral Issues in Police Work, Maryland: Roman & Littlefield Publishers Inc., 1985

Emerson, Richard, "Managing Organizational Values and Culture in a Mid-Sized Police Department", POST Command College Paper, 1989

Fanning, Deirde, "An Ethos for the 90's: Work's Out, Plays In", New York Times, January 13, 1991, A-1

Fisher, Roger and Ury, William, Getting to Yes, New York: Penguin Books, 1983.

Frantz, Douglas, "Baker Knew of Terrorist Iraq Ties, Records Show", Los Angeles Times, September 3, 1992, A-1

Healy, Melissa, "Pentagons Tailhook Report Expected to Detail Obstruction, Cover-Up", Los Angeles Times, September 16, 1992, A-1

Healy, Melissa, and Chen Edwin, "Witnesses Praise, Assail Both Sides: Thomas Accused by Fired Employee", Los Angeles Times, October 14, 1991, A1

Josephson, Michael, "More Than a Set of Rules: Establishing an Enviornment that Fosters Ethical Conduct", Western Cities Magazine, March 1989, 3

La Cayo, Richard, "Law and Disorder", Time Magazine, April 1, 1991, 21-26

Meriam, G. C., Websters Third International Unabridged Dictionary, Massachuestics: Meriam, G & C Publishers Inc., 1971: 2531

Morrow, Lance, "Rough Justice", Time Magazine, April 1, 1991, 16-20

Naisbitt, John, Megatrends, New York: Warner Books, February, 1984

Norman, Robert, "Organizational Values: Foster City's Vision   Becomes Reality", California Peace Officer, Volume 12, Number 2, June, 1992, 29-31

Peters, Thomas and Robert Waterman, In Search of Excellence, New York: Warner Books, 1984

Putti, Joseph, and Aryee, Samuel, and Kang, Tan, "Personal Values of Recruits and Officers in a Law Enforcement Agency", Journal of Police Science an Administration, December, 1988, 249-254

Shea, Gordon F., Practical Ethics, New York: AMA Publications, 1988

Skinner, B. F., Science and Human Behavior, New York: Mac Millian Publishing Inc., 1965

Skolnick, Jerome and David Bayley, Community Policing: Issues and Practices Around the World, Washington DC: U.S. Department of Justice Office of Justice Programs, 1988

Solomon, Robert, Business Ethics: Profiles in Civic Virtue, Colorado, Golden: Fulcrum Publishing, 1984

Steiner, George, Strategic Planning, New York: The Free Press, 1987

Unattributed, James Kolts Report on the Los Angeles Sheriffs Department, July 1992

Unattributed, <u>Warren Christopher Report on the Los Angeles Police Department</u>, 1992

Unattributed, <u>POST Administrative Commission Procedure Manual</u>, January 1992, C-3

Unattributed, "1990 Census of the United States of America", <u>U.S. Government Printing Office</u>, 1991

Zugami, Drea, "The Power of Ethical Management", (Tapes Availiable), <u>League of California Cities Convention</u>, 1988