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THE FUTURE OF POLICE CHIEF CAPABILITIES

by

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COMMAND COLLEGE CLASS XV

PEACE OFFICER STANDARDS AND TRAINING
(POST)

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

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INTRODUCTION

A review of key factors that will influence required police chief capabilities in the future and why this is of importance to law enforcement.

SECTION I: FORECASTING THE FUTURE

What will be status of required police chief capabilities of mid-sized police agencies by the year 2002?

SECTION II: MANAGING THE FUTURE

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

SECTION III: CREATING THE FUTURE

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

APPENDIXES

Includes endnotes, bibliography, interviews, and other supporting documentation regarding the text.

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"LEADERSHIP IS THE MOST IMPORTANT SINGLE FACTOR IN THE SUCCESS OR FAILURE OF POLICE OPERATIONS. INVARIABLY IN OBSERVING A SUCCESSFUL POLICE ORGANIZATION ONE FINDS A STRONG EXECUTIVE WHO HAS BEEN THE DRIVING FORCE IN ELEVATING THE LEVEL OF PERFORMANCE. CONVERSELY, WHERE MEDIOCRITY OR FAILURE CHARACTERIZES THE WORK OF A POLICE ORGANIZATION, IT GENERALLY CAN BE TRACED TO INCOMPETENCE IN MANAGEMENT. ***THE FUNDAMENTAL BASIS FOR THE SUCCESS OF A POLICE ENTERPRISE IS TO BE FOUND IN THE IDEAS AND EFFORTS OF THE POLICE CHIEF EXECUTIVE."***

- V. A. LEONARD and Harry W. MORE
POLICE ORGANIZATION AND MANAGEMENT

INTRODUCTION

A REVIEW OF KEY FACTORS THAT WILL INFLUENCE REQUIRED POLICE CHIEF CAPABILITIES IN THE FUTURE AND WHY THIS IS OF IMPORTANCE TO LAW ENFORCEMENT

". . . The police department is the department of the city government with which citizens come into most intimate contact. The character of the city government as a whole is judged by the character of the police administration."

- Leonard F. Fuld[1]

The peace keeping or law and order function has consistently been recognized as ". . . one of the most important duties that has been entrusted to governmental officials under virtually all forms of government since antiquity."[2] Few would argue that American law enforcement today must deal with a myriad of significant management-related problems. Issues concerning budget reductions, lawsuits, social problems (i.e. the homeless, illegal immigration, abortion), and other forms of organizational change have placed more challenge, opportunity, and stress upon the police chief of today than perhaps in any other era of history.[3]

Superintendent Chris Braiden of the Edmonton Police Service, Alberta, Canada, has described today's police chiefs' dilemma as stemming from the fact they ". . . took over organizations deeply entrenched in the para-military, law enforcement way of doing things. Many are striving to find a way out of it. But police organizations are very difficult ships to turn around. The fact remains, however, that our current chiefs happen to be the steersmen at perhaps the most turbulent period in the history of modern policing."[4] This, then, should focus concern on the critical question of whether sufficient attention is being, and has been, paid to the external forces that shape the identification, selection, and development of the police chief position.

HISTORICAL PERSPECTIVE

Noted police educator, lecturer, and futurist, Dr. William L. Tafoya, FBI Special Agent, has described the historical role of law enforcement and its leadership as maintainers of the status quo.[5] He goes on to say, ". . . this does not mean that this is what ***should be*** in the future. Reliance on current practices will not prepare law enforcement for the future." [6]

A scan of the literature on law enforcement leadership reveals there has long been recognition of the inadequacies of police executives as they attempt to perform their critical responsibilities. Donald C. Witham cites the following sources from his book, *The American Law Enforcement Chief Executive: A Management Profile.*[7]

First, Raymond Fosdick's classic work, *American Policing*, first published in 1920, was critical of the performance of police executives even then, over 70 years ago.

> Far more than to any other factor, the irrational development of American police organization is due to inadequate leadership.To the lack of trained and intelligent administrators, obtaining and holding office on favorable conditions, much of the confusion and maladjustment of our police machinery is ascribable.[8]

Second, in 1931, The *Wickersham Commission Reports* were published. August Vollmer was the principal author of its report on police (*Volume #14)*. Regarding police executives, Witham notes Vollmer argued that:

> The original purposes of the police organizations were difficult enough, but, superimposed upon these difficulties are these modern problems which aggravate the situation and complicate it enormously. All other governmental activities are dwarfed in comparison. . .
>
> Executive capacity of the very highest degree should be demanded and universities should vie with each other in turning out from their institutions men adequately trained to serve their country as efficient police leaders.[9]

Last, Witham states that the need for executive development training for police administrators was "powerfully" addressed by A. C. Germann in his book, *Police Executive Development*, which was published in 1962. Germann stated:

> The police administrator of today is faced with an ever increasing complexity of responsibilities. Society is making demands upon him unheard of twenty-five years ago - demands of complex technology, of increased services, of more effective operations. If the police administrator is to meet the challenge, he must be prepared by adequate training.[10]

Witham concludes with this sobering observation. "Despite the awareness of the complexity of the law enforcement chief executive's position and the awareness of the inadequacies of law enforcement leadership, and furthermore, despite the substantial efforts of the last two decades to upgrade American law enforcement, there has been practically no comprehensive research on this subject."[11] While Edmund Burke warned that "you can never plan the future by the past," the past is a barometer of change.[12] Thus far, in law enforcement, that change has been resisted or ignored.

CHANGES IN LAW ENFORCEMENT LEADERSHIP

The phenomenon of change has generated an extensive body of research and study over the years.[13] As a result, the need for change in the delivery of law enforcement services in America has long been recognized and advocated.[14] Some periods of change are considered more intense than others.[15] The period we are now in is widely accepted as one of those intense times of change.[16] This paradigm also applies to the requirements for today's police chiefs.

Dr. Tafoya succinctly summarizes the status of the police chiefs' unwillingness to accept the challenges of change in his article, *The Future of Policing*[17]:

> Even though positive, meaningful innovation is taking place, many police administrators are unwilling to "rock the boat."
>
> . . . a 1983 study revealed that a surprising number of police officers have begun to voice strong objections to the rigid organizational structure and autocratic management styles that typify so much of law enforcement. In effect, the study concluded that "the traditional managerial methods are not serving to motivate officers." One reason for this phenomenon may be traced to a decline of unquestioned obedience to authority. Until about 15 years ago, most police recruits were men who had served in the Armed Forces. These men were accustomed to unquestioned response to command. Today, however, few of the young men and women entering law enforcement have such experience. They often ask questions that are unsettling to traditionalist managers, who often believe that people need to be coerced, controlled, and threatened.

In a 1986 unpublished doctoral dissertation study, conducted by Dr. Tafoya, a panel of law enforcement management experts was utilized to discuss the future of law enforcement.[18] At that time, one issue raised dealt with leadership styles and the phenomenon of resistance to change. One participant, a police chief, stated, "The general perception is that things have worked well as they are and that there is no need to change." Another panelist, who is a criminal justice scholar, admitted that "police executives are not risk takers and police departments are getting more, not less, defensive."[19]

There exists sufficient evidence today to suggest that the lack of "people skills" in leadership styles at the police chief level is cause for concern. "The good ole days may best serve as memories, not models for future personnel practices."[20] Between now and

the turn of the century, police chiefs will be constantly reminded that the organizational and managerial methods of the past - even though enlightened for their time - may no longer work.

IMPLICATIONS

The review of the literature demonstrates that a number of issues related to improving police leadership in the United States are closely interconnected. Issues such as: 1) policy-making aspects of the police chief in partnership with the community he or she serves 2) impacts of a changing work force and 3) necessary characteristics, education, skills, attitudes, and behaviors of the police chief, are important factors to consider in efforts to design executive development programs within law enforcement. Although these issues have been thoroughly described in the literature for many years, there has been little apparent impact on the law enforcement community.

The consequences of today's police chiefs' inability to gage or grasp the impacts of social change are both immediate and long term. The number of police chiefs leaving the law enforcement profession under less than desirable conditions can, and does, shake public confidence in the ability of the police to protect the community.[21] The most notable example of this is former Police Chief Daryl F. Gates of the Los Angeles Police Department. The aftermath of the Rodney King incident, including the forced retirement of Chief Gates, the Los Angeles riots, and the passage of Charter Amendment F to the L.A. City Charter, raises serious warning signals that community needs cannot be minimized or ignored. However, equally important is the awareness that unmanaged change can, and does, have long-term negative impacts.

Dr. Tafoya notes that, "The discontinuity of social norms and values, which began more than two decades ago, is still evident today. And, the trend will continue over the next 20 years and beyond."[22] This serves as warning that the Los Angeles riots will not be an isolated event. "Only by 'puncturing the myths and slaughtering the sacred cows' will we advance the substance of policing. This has not always been easy for law enforcement."[23]

OPERATIONAL DEFINITIONS

For purposes of this study, the following definitions are provided to establish a mutual basis of understanding:

CAPABILITY: The quality or state of being capable; a feature or faculty capable of development: Potentiality.[24]

Having attributes required for performance or accomplishment. Having general efficiency and ability.[25]

The skills, traits, experience, behaviors and attitudes necessary to enhance the potential for success in the organization.

CHANGING WORK FORCE: Demographics and values of employees by the year 2002.

MID-SIZED POLICE AGENCY: 75 to 500 full-time personnel.[26]

MODEL POLICE AGENCY

Although there are over eleven thousand law enforcement agencies in this country, the vast majority are relatively small. Of the eleven thousand organizations, fewer than eleven hundred in the nation employ seventy-five or more full-time personnel.[27] Yet, according to Whitman, with increased urbanization and suburbanization during the last century, these eleven hundred agencies have borne primary responsibility for discharging the law enforcement function to a majority of the American people.[28] Following Witham's logic, efforts to improve law enforcement should begin with these larger agencies. Additionally, the problems of crime and dissatisfaction with police are most critical in our cities and metropolitan areas. Consequently, this study will focus upon those police chief capabilities needed for departments with seventy-five or more full-time personnel.

The model agency for this project is a mid-sized Southern California police department serving a community encompassing 23.6 square miles, with a growth potential of 55 square miles in its sphere of influence. The current expanding population of 114,300 is predominantly white (68%) with a rapidly growing Hispanic community (23%). Projections have anticipated a total population of 125,000 by the year 2002.[29]

The department is currently in transition from a "letter of the law" to a "spirit of the law" operational philosophy. Community Oriented Policing is being discussed, but has not been organizationally implemented. The total authorized sworn complement of 144 officers is down 10 positions from levels one year ago. This is the result of a citywide hiring freeze initiated nine months ago to address shortfalls in the budget. Further reductions in the Department budget are anticipated which would result in demotions and/or lay-offs.

The Department has experienced five police chiefs within the last ten years. This high turnover rate has negatively impacted any attempt at consistency in goal setting or development of a common mission. The varying management styles also hamper movement toward dynamic leadership. The Department is currently led by an Interim Police Chief selected for his law enforcement experience and familiarity with the agency. The opportunity to seek and select leadership traits for this Department can assume major importance because the Interim Police Chief will vacate his position in four months.

The community remains divided over the feeding of homeless persons in public parks and the growing influx of Hispanic immigrants in high density housing areas, raising sensitive "quality of life" issues. Past city government reaction to social problems has been to initiate City ordinances, coupled with heavy reliance on police enforcement.

SELECTION OF THE ISSUE QUESTION

The selection of the *issue question*, and associated sub-issues, was based on three criteria: first, that the issue will have a direct impact on mid-sized police departments; second, that the issue is, or could be, influenced by forces outside the organization; and third, that the issue is one from which a mid-sized department could establish policies to positively impact the future course of the organization.

With that criteria established, informal contacts were made with fellow Command College students and graduates, as well as selected police command and executive level managers to discuss the potential issues for consideration. Additionally, using a **Futures Wheel** (refer to Appendix A), the *issue question* was identified- ***"What Will be the Status of Required Police Chief Capabilities of Mid-Sized Police Agencies by***

the Year 2002? " Three sub-issues were also identified to better focus the direction of the study:

1. What impact will a changing work force have on the capabilities needed by a police chief by the year 2002?

2. What impact will the varying perspectives available through continuing education have on the requirements for a police chief by the year 2002?

3. What impact will community involvement have on the management responsiveness of the police chief by the year 2002?

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

SECTION 1: FORECASTING THE FUTURE

WHAT WILL BE THE STATUS OF POLICE CHIEF CAPABILITIES OF MID-SIZED POLICE AGENCIES BY THE YEAR 2002?

INTRODUCTION

As law enforcement leaders enter the decade of the nineties and beyond, significant challenges and opportunities will test their capabilities to manage change. Leaders with vision will look to the future in order to anticipate the changing needs of their communities and organizations. Futurists commonly examine these issues of concern in terms of societal changes, technological advancements, environmental issues, economic factors, and political impacts.

One area of critical interest to law enforcement today is the impact these issues have on shaping the future capabilities required of a successful police chief. Leaders and leadership styles have been the topic of formal research studies for many years. Authors such as Bennis, Blanchard, MacKay, and Iacocca, (to name but a few) have attempted to "define" the ideal leader or leadership style. The goal to identify and nurture the model traits, skills, attitudes, behavior, values, and educational standards needed to insure success as a police chief, however, remains elusive.

As a part of the strategic planning process, this section examines how trends and events relevant to the position of chief of police might impact the capabilities which will be required for the successful leadership of police departments by the year 2002. For purposes of the study, as previously noted, the model agency is a mid-sized department. Also noted, the working definition of a mid-sized police department is an agency with 75 to 500 full-time personnel.

The project methodology utilized a panel of nine members, each having managing and policy-making experience in law enforcement, city government, or the private sector. Additionally, the group represented diverse cultures (7 White, 1 Hispanic, 1 Indian) and both genders (5 men, 4 women). A nominal group technique (NGT) process was used to identify trends and events relevant to the issue.

The group was selected for their experience in working with, or for, executive police management. The panel was comprised of representatives from law enforcement, city government, and the community. The law enforcement managers present represented large, medium, and small police agencies. The specific members present included Police Chief Mannie Ortega (Placentia Police Department), Police Captain Dan McCoy (Santa Ana Police Department), Police Captain Alicia Powers (San Clemente Police Department), Lieutenant Ed Tunstall (Orange Police Department), Sergeant Barry

Weinstein (Orange Police Department), Councilwoman Joanne Coontz (City of Orange), Senior Assistant to the City Manager Scott Morgan (City of Orange), Personnel Analyst Jane Felker (City of Orange), and Jennifer Rhynes, Director of the Orange YMCA.

Three of the group members then conducted a forecasting phase and explored how the events would impact each other, and the trends, were they to occur. The information generated by the group process was used to identify three alternative futures. A scenario was developed to represent each of the futures identified by the group. A single future was then selected for which policy decisions could be made to assist in managing the issue to the mutual benefit of the agency and the city.

METHODOLOGY

PHASE I

Identification of Trends and Events:

The nine panel members were contacted by phone and invited to participate in a nominal group technique (NGT) and futures forecasting process for this study. All agreed to participate and were sent a letter explaining the purpose of the meeting, their responsibilities as group members, and defining terms to help them prepare for the process (Refer to Appendix A). The date, time, and location for the meeting was included as a reminder.

The meeting began with an overview of the process to be followed. Each member was given a packet containing an agenda, a statement of the issue and sub-issues on which the group was to focus, and a number of forms to be completed by the group. The NGT phase was begun by having each member compile an individual list of trends felt to be presently, or potentially, an impactor of the issue. To start the flow of ideas, a prepared list of ten trends was distributed for group consideration.

Each member's individual trends were then shared with the group in a "round robin" fashion. Each trend was written on flip charts which were posted about the room so all trends suggested could be seen by the entire group. The trends were discussed to ensure everyone had a clear understanding of their meaning and that each trend was phrased in a non-directional manner.

Next, the panel members were asked to individually rank the top five trends according to their personal perception of how the trends impact the issue question. Their individual rankings were then transposed into a numerical voting system and added to the flip charts, thus identifying which trends were valued highest and, therefore, given the most significance by the group.

During the process of identifying and selecting the most significant trends, group discussion resulted in the combining of several trends that were originally stated separately. The group ultimately identified a total of 33 trends (Appendix B). This list shows each trend as originally suggested with notations identifying those eventually omitted or combined with another trend on the list. The same process was then followed by the group to identify and rank events as they might impact the issue and sub-issue questions.

While discussing the listed events, the group again combined those they felt were similar in scope and intent as they had done with the trends. After the first vote, discussion continued to further clarify and pare down the list. The group did express concern not to combine like events that might express subtle, but significant issue impact potential. One member of the panel pointed out that the phrasing of the event statements was too specific in nature consistently referring to the City of Orange as the focus of the occurring event. This was immediately remedied and a reminder was given to the group to conceptualize the future events happening to any mid-sized police agency. After reaching general consensus on the events to combine, a second vote was taken to select the top five events. A total of 23 events was identified by the group (Appendix C). Again, notations indicate which events were combined and restated, or omitted, as a result of the discussion phase of the process.

PHASE II

Selection of Trends and Events:

During each step of the NGT process, panelists were reminded that items needed to be relevant to the topic issue. As a result, the process was essentially self-screening. Phase II of the process significantly reduced the overall list of trends and events to a manageable forecasting size. The panel was asked to consider the higher ranking trends and events from the perspective of how important each would be for forecasting in

terms of their impact on the issue and sub-issues. The panel's review of its previous ranking and voting efforts played a major part in the process. Although the group was given a new consideration for forecasting, it ultimately selected the same top five trends and events as previously identified during the voting sessions. The considerable attention given by the group to the earlier portions of the NGT process was validated.

Selection of Trends for Forecasting:

The panel was asked to consider the top 12 trends identified through the ranking and voting process to determine which were most valuable for long-range forecasting as a part of strategic planning. Table 1 reflects the Trend-Screening phase. The group consensus was that the top five trends from the voting process were also the most valuable for forecasting.

Trends selected for forecasting were:

T1. Changing leadership style: Impact of a proactive, participative, visionary leadership style on the organization. If law enforcement is to meet the challenges of the social, technical, economic, environmental, and political changes that are projected for the future, will new management and leadership styles be required?

T2. Ethnic minority community input: Impact of cultural diversity in the community and the police chief's responsibility and level of receptiveness, including the impact of Community Oriented Policing and Problem Oriented Policing as an organizational philosophy and service delivery system on the required degree of police chief commitment and support.

T3. Standardized term, selection, and qualifications of a chief of police: Impact of standardized term, selection, and qualifications of police chiefs on their motivation to seek higher levels of education and continuous professional training, community and department expectations.

T4. The impact of cultural diversity: The degree of acceptance and integration of cultural diversity (i.e. age, sex, economic status), both internally and externally to the organization. The impact of a changing work force on required levels of flexibility, sensitivity, and understanding on the part of the chief.

TABLE 1. Trend Screening Form

CANDIDATE TREND	FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?				
	PRICELESS	VERY HELPFUL	HELPFUL	NOT VERY HELPFUL	WORTHLESS
Changing leadership style: Impact of a proactive, participative, leadership style on the organization.	7	2			
Ethnic minority community input: Impact of cultural diversity in the community and chief's responsibility.	1	7	1		
Standardized term, selection, and qualifications of a chief of police.	1	6	2		
The impact of cultural diversity: The impact of age, sex, etc., both internally and externally to department.	2	5	2		
Retrenchment management: Managing the organization with dwindling resources, but, maintaining. service level	3	3	2	1	
The impact of technological advances on the capabilities and knowledge required by the C.O.P..	1	5	2	1	
Changing values and ethics of the C.O.P. and the impact on the organization.	2	4	3		
The impact of special interest groups on the C.O.P..	1	2	5	1	
Managing complexity: Capabilities required to manage level of choices/diff. with police work.		5	4		
Regionalization of police services.		2	4	2	1
Labor unions impact on the capabilities required by the C.O.P..		3	4	2	
Status of police misconduct and role of the police chief: Extent of respons. of C.O.P. for the actions others.		4	3	1	1

T5. **Retrenchment management**: Managing the organization with dwindling resources or reduction in funding and maintaining or increasing levels of service. Traditional sources of funding limited or non-existent while community demand for effectiveness and accountability for results (i.e., measurable improvement in "quality of life" issues) increases. Degree to which police chief will be required to be innovative and creative.

Selection of Events for Forecasting:

The panel was asked to review the events as it had ranked them during the voting and discussion process. Panel members were asked to select the top five events on the basis of those they felt were most likely to occur and/or which would have the most impact on the issue question if it did occur. The panel discussed its list of events and collectively agreed on the top five events identified during their voting sessions as fitting this criteria.

The five events selected by the group were:

E1. State legislation mandates police chief candidates must have as a minimum educational requirement a master's degree.

E2. State law mandates annual recertification of college degrees.

E3. State sales tax revenue declines by 25%.

E4. State legislation passes mandating POST Command College graduation as a requirement for a C.O.P. position.

E5. City enacts ordinance to limit the term of office of the police chief to five (5) years.

PHASE III

Trend Forecasting:

The panel was next asked to forecast its selected trends using a ratio scale. The value for trends at their current or present level was set at 100. Using 100 as the present value, panel members could project their estimates of change in terms of direction (up

or down) from the level existing today. The group was asked to estimate what it would consider the level of individual trends to have been five years in the past, and to forecast what it expects the level of each trend to be five, and then ten years, into the future. A normative or "desired" futures' forecast was also developed for each trend.

In all cases, the panel median indicated that the level of each trend was less five years ago than it is today. The median also indicated that the level would be higher five years from now and would continue to increase in ten years. The normative median generally indicated the trends should be close (within fifty points) to where they "ought to be", with the exception of "Changing Leadership Style". All trends except "Standardized Term, Selection, and Qualifications of a Chief of Police" and "Retrenchment Management" were expected to be the same or lower than they "ought to be". The individual trend analysis is depicted in Table 2.

TABLE 2. Trend Evaluation

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Years Ago	Today	*Five years from now	*Ten years from now
1.	Changing leadership style: Impact of a proactive, participative, and visionary leadership style on the organization.	80	100	125 / 175	150 / 225
2.	Ethnic minority community input: Impact of cultural diversity in the community and the police chief's responsibility.	70	100	150 / 150	200 / 200
3.	Standardized term, selection, and qualifications of a chief of police.	50	100	140 / 125	150 / 135
4.	The impact of cultural diversity: The impact of cultural diversity (i.e. age, sex), both internally and externally, to the dept.	60	100	150 / 150	200 / 200
5.	Retrenchment management: Managing the organization with dwindling resources and maintaining or increasing service level.	50	100	175 / 150	200 / 150

**Panel Medians
N= 9

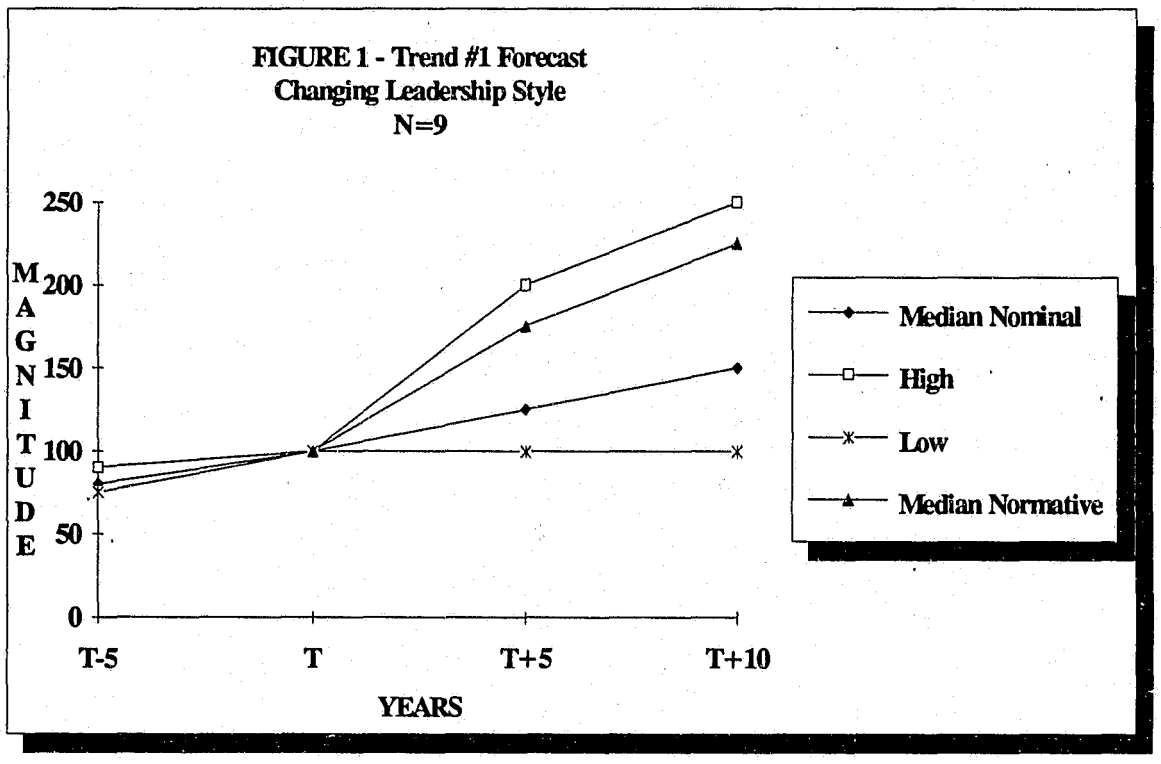
* Five years from now "will be" / "should be"

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

Graphs in Figures 1 thru 5 (preceded by Table 2), show the group's forecasting in greater detail. The graphs depict the panel's estimates for each trend including the nominal high, low and median and the normative median as forecasted by the group.

Discussion of the Range of Estimates:

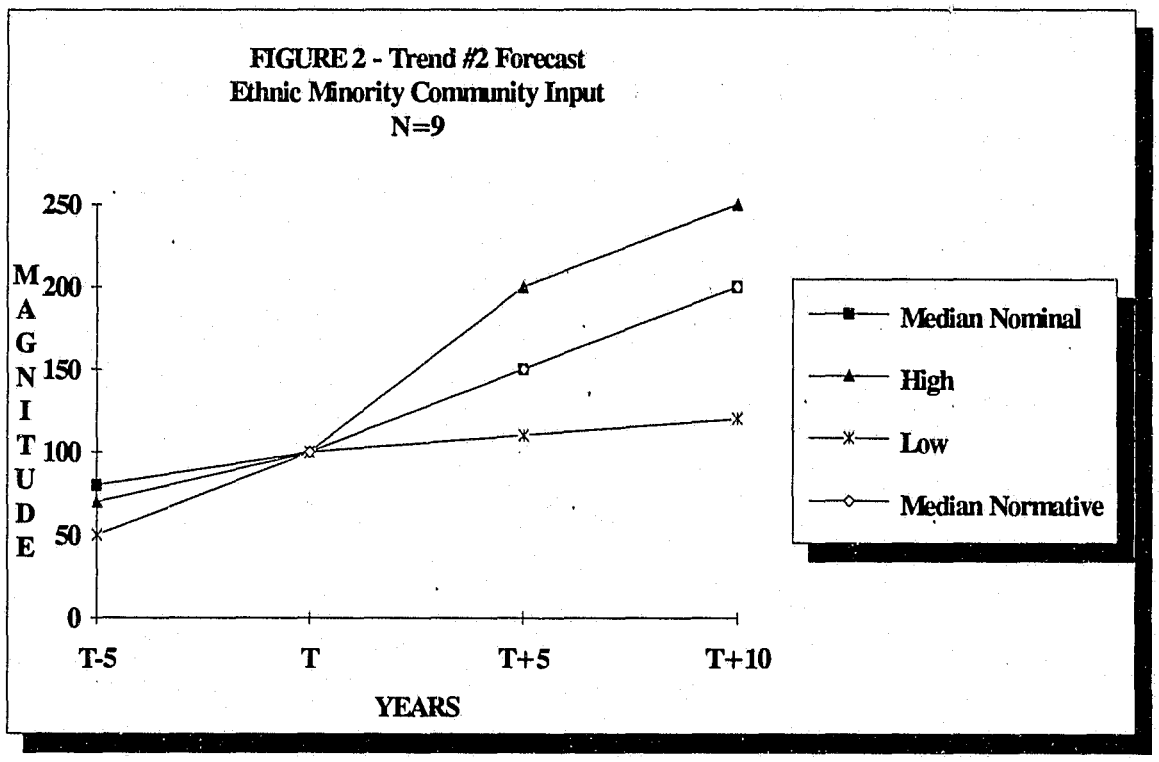
Following the forecasting of trends, graphs were prepared and presented to the group to show the range of forecasts compiled thus far.



T-1: Changing Leadership Style

The panel results of this item indicate there will be some increase in the trend, but, below where it "should be". The medians for the nominal and normative forecasts were 125 and 175 respectively, or an estimate that there "will be" a 25% greater demand for a change in the traditional autocratic, task-oriented leadership style in five years than now, but, still 50 points from where it "should be".

At ten years, the estimates again reflect increasing awareness that police leadership styles will be required to change. The disparity between the nominal and normative trends (150-225), however, indicates police chiefs will resist changing from their traditional role of paramilitary task masters and defenders of the status quo. (Figure 1).



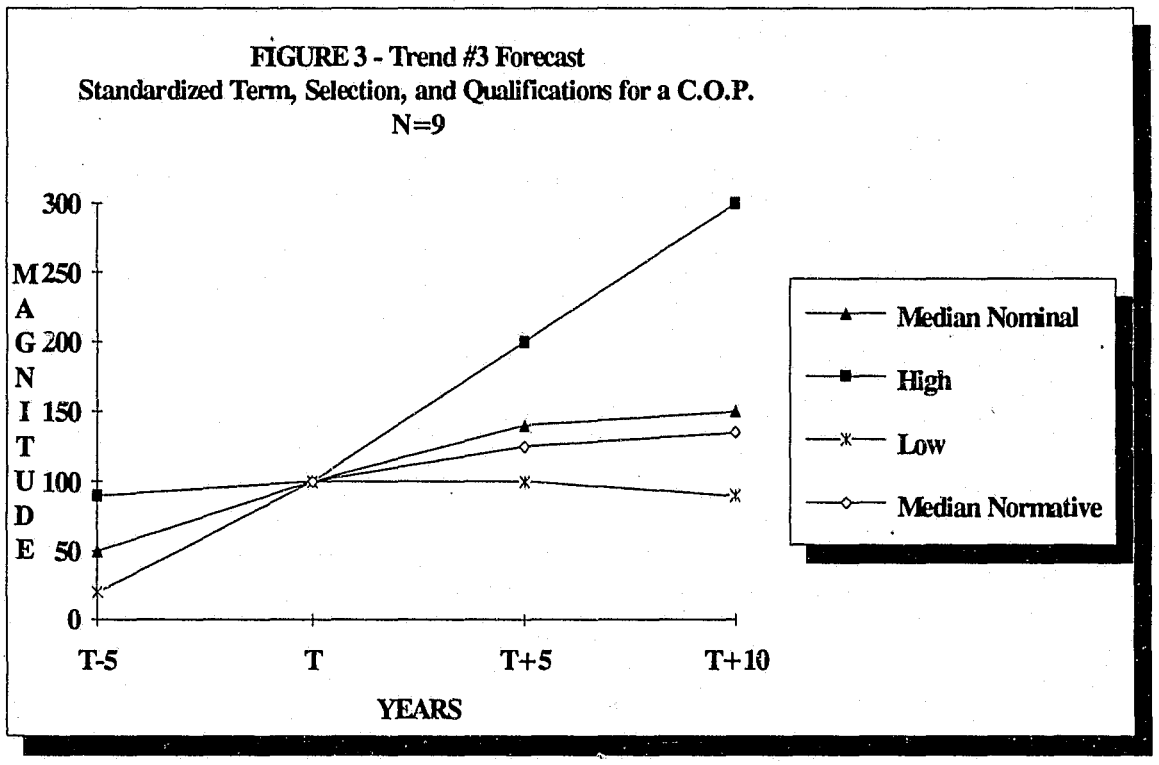
T-2: Ethnic Minority Community Input

The panel results for this item again indicate that there will be significant increase in the nominal trend and that it will be on target with where it "should be" for both the five and ten year normative forecasts (150-200). The panel expects minority community involvement with the police chief to double in ten years. The group was confident that the success and growth of the community oriented policing philosophy would continue to offer the minority community significant access to impact law enforcement priorities. (see Figure 2).

T-3: Standardized Term, Selection, and Qualifications of a C.O.P.

Once again, with the exception of one fairly high forecast, the estimates for this trend indicate agreement among the panelists. While the panel believe demands for continuity and standardization of qualifications for the police chief position will increase by 40% in the next five years, only a slight increase of 10% is expected between five and ten years. This is fairly consistent with the panel's belief of what the levels "should be" (125 and 135 respectively).

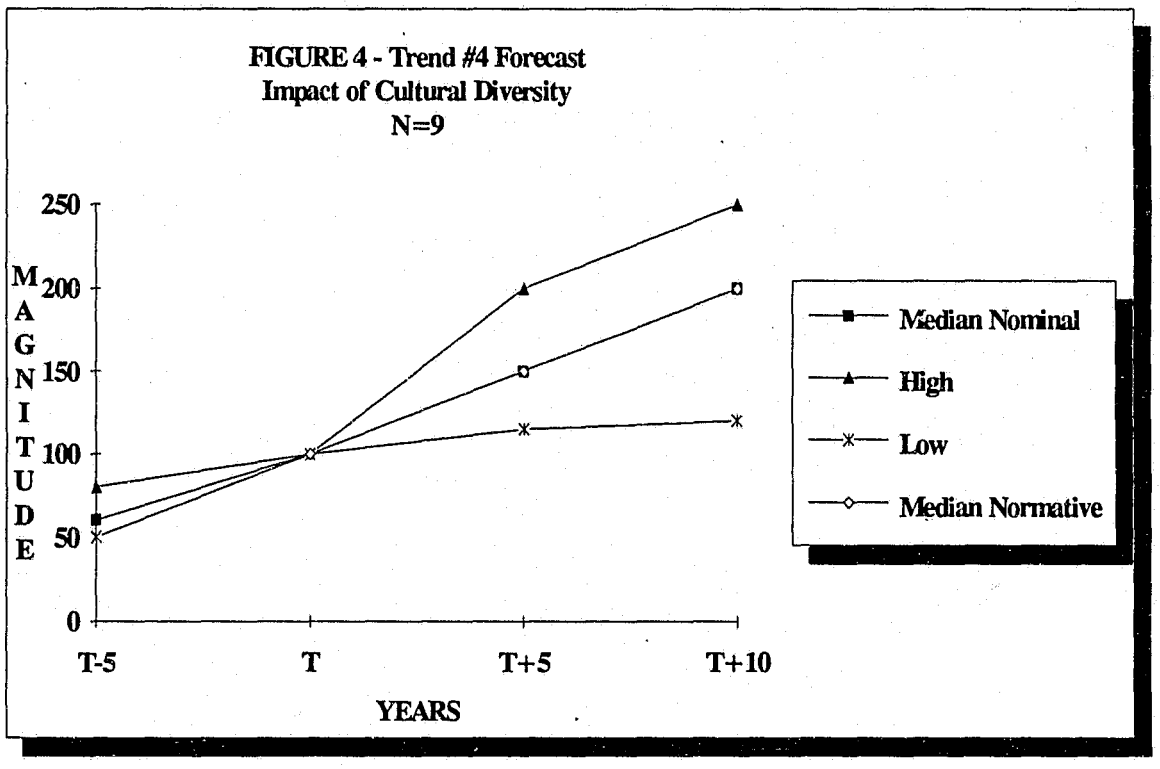
The range of data continued to show disparity between individual members. One panelist estimated significantly higher levels in the five year and ten year normative forecasts (200 and 300 respectively). Prior to the Rodney King incident and resulting Christopher Commission Report recommendations, this panelist felt there was little concern, or interest, outside law enforcement for the position of police chief. Group discussion revealed a moderate degree of confusion as expressed by this panelist, over the process. Clarification was provided. This member, however, opted to express a strong conjecture that increasing popularity will be placed on limiting the term of a chief, thus expanding his or her accountability.



T-4: Impact of Cultural Diversity

The panel medians for this trend indicate that changing demographics will continue to increase and impact both the work place and the community over the next five to ten years. This will be consistent with what the levels "should be". The maturing of the working population will continue and the number of females in the work place will most likely increase. Additionally, the mandated employment of the physically challenged will create new employment opportunities. In order to be prepared for significant cultural changes in the law enforcement work place, as projected by the panel, police chiefs must begin now to review options and initiate cultural sensitivity training strategies.

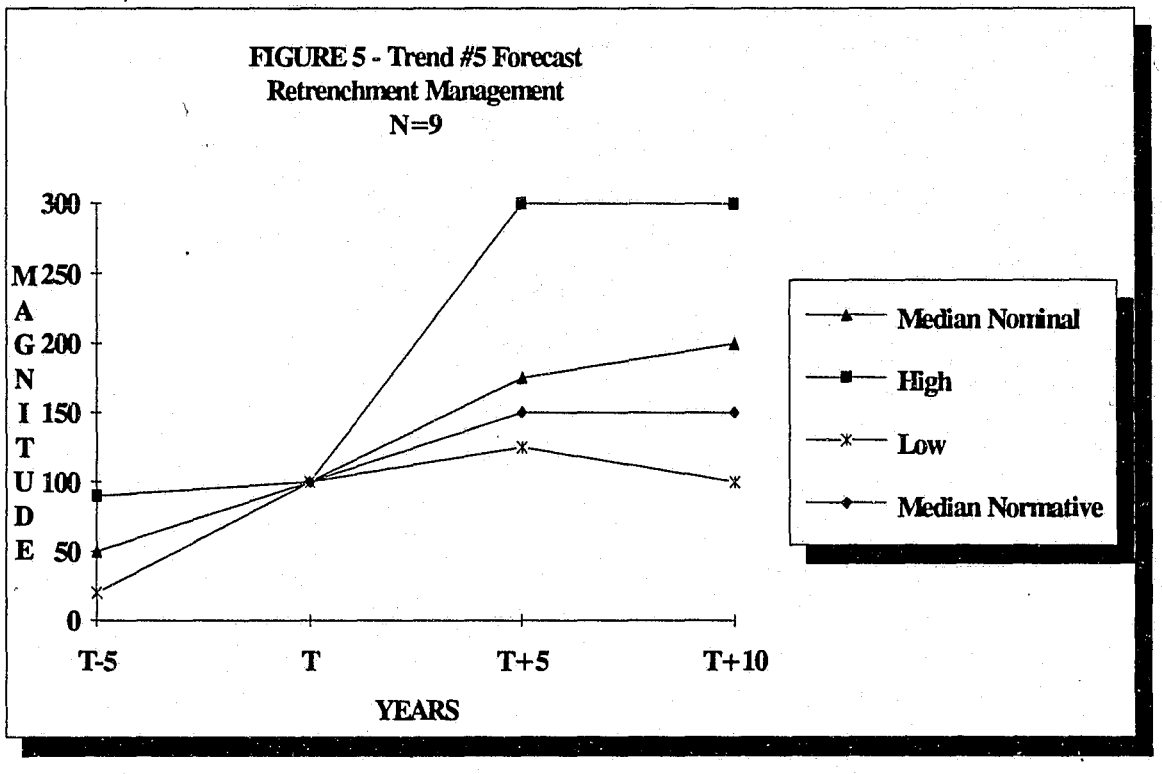
Once again, with the exception of one fairly high and one fairly low forecast, the range estimates for this normative trend indicate general agreement among the panelists. The range also indicates greater panel agreement with the nominal five and ten year forecasts (Figure 4).



T-5: Impact of Retrenchment Management

The panel's nominal ("will be") median for this trend indicates the current recession will last and actually worsen by 75% over the next five years. On a positive note, however, the panel's nominal median for the ten year forecast indicates the trend will only increase by 25% (200) over the five year forecast (175), a conclusion that indicates law enforcement leaders will eventually begin to manage their resources better in the future. The panel believes money will continue to be scarce after a brief up-swing in the economy. This direction supports "flattening" of the organization's costly management staff, empowerment of employees and increased civilianization.

As noted, there was one panelist who seemed to rate significantly higher or lower than the remaining members on almost all data. This resulted in a larger range than otherwise might have been noted, although the range was still within reason. The data also indicates that the forecasts might have been enhanced by greater discussion following the initial evaluations. Time constraints, however, negated this possibility.



Event Forecasting:

Panel members were next asked to forecast the future of the five top events selected during earlier phases of the process. They were asked to identify the number of years until the probability of the event occurring first exceeds zero, and were instructed to use decimals to represent periods of less than a full year. The panel was asked to estimate the probability of the event occurring five and ten years from now, using a percentage scale of 0 to 100. With this scale, 0 represents that the event will probably not happen within the given time frame and 100 represents the event will probably occur within the time frame.

In addition to estimating the probability of each event occurring by 5 or 10 years, each member also estimated the degree of impact the events would have on the issue question should they occur. This was estimated from the perspective of having a positive and/or a negative impact using a 1-10 scale as a gauge. Refer to Table 3 which shows the results of these forecasts, listing the median responses of the panel in each category.

TABLE 3. Event Evaluation

Event #	EVENT STATEMENT	*YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	*PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
1.	State legislation mandates police chief candidates must have a Master's Degree.	4	50	85	5	2
2.	State law mandates annual recertification of college degrees.	5	50	60	8	2
3.	State sales tax revenue declines by 25%.	1	50	60	2	8
4.	State legislation passes mandating POST Command College graduation as a requirement for a C.O.P..	3	40	75	7	2
5.	City enacts ordinance to limit the term of office of the police chief to five (5) years.	5	3	50	4	5

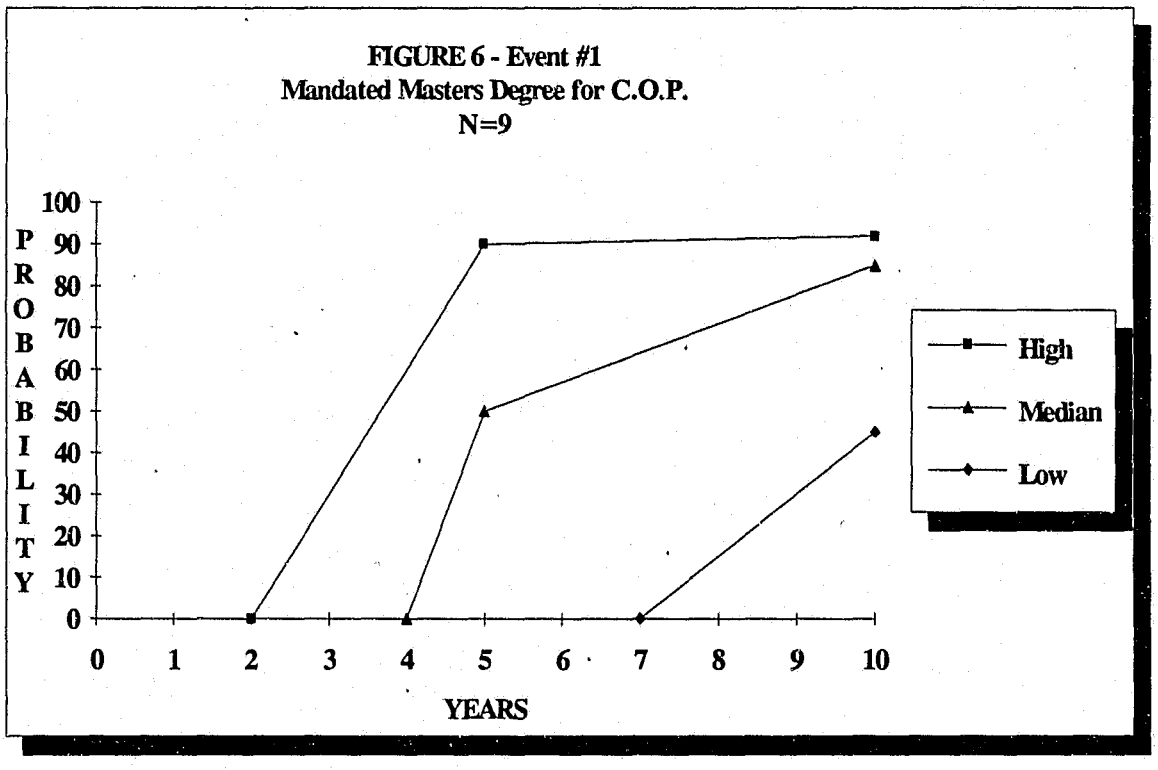
*** Panel Medians**
N= 9

In sum, the first, second, and third events showed a 50/50 probability to occur in the first five years. The first, second, third, and fourth events all showed a strong probability to occur in the ten year time frame. The panel was in agreement that the chief of police would be required to have a graduate degree and graduation from the Command College within the next ten years. Conjecture by the panel indicated that new information and knowledge are coming at us at such a rate of speed that the police chiefs' mental data banks require constant updating to keep abreast, if they are to provide the leadership, vision, and values the organization requires to be effective.

All the events, should they occur, were determined to have both positive and negative impacts on the issue (see Table 3). Discussion on individual events follows.

Discussion of the Range of Estimates:

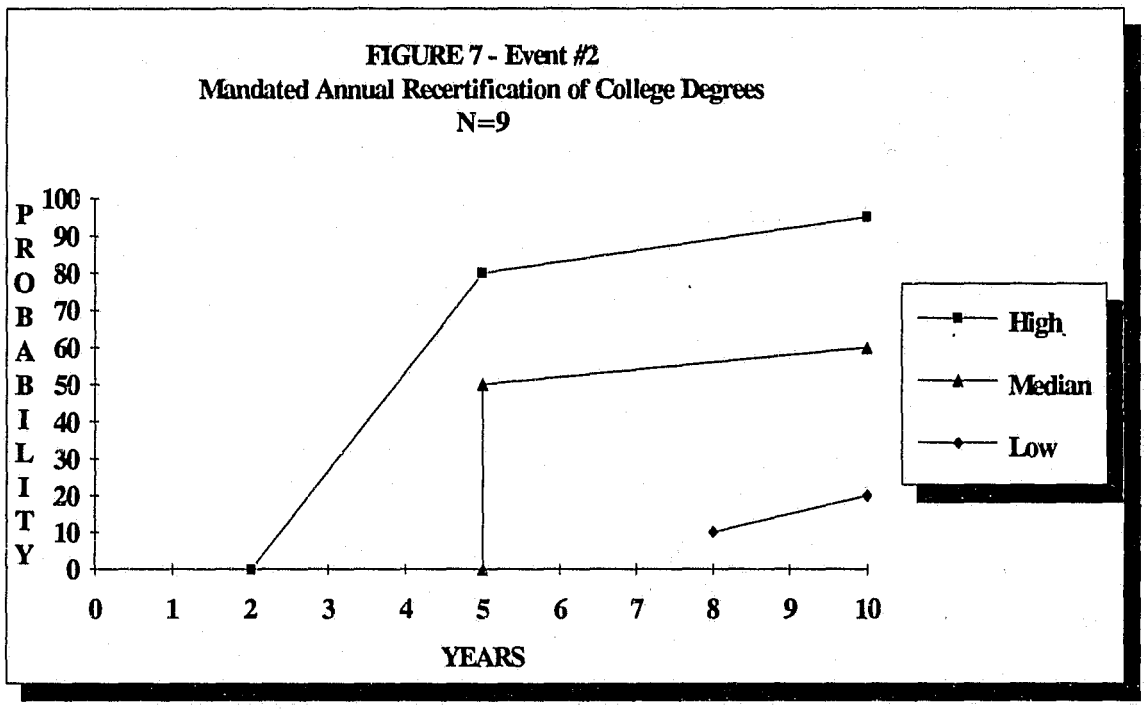
Following the forecasting of events, graphs were prepared and presented to the group to show the range of forecasts and clarify data.



E-1: Mandated Master's Degree for Chief of Police

The panel median indicates the likelihood of mandated Master's Degree requirement for police chief positions could first occur after four years. The group feels a 50/50

probability of this event occurring in the first five years and an 85% probability within the next ten years (Figure 6). Exposure to graduate level education would expand the police chief's perspective and ability to deal with increasingly educated employees. Additionally, the panel felt the chief would experience increased levels of mental flexibility, through student interaction, unavailable in specialized vocational training.



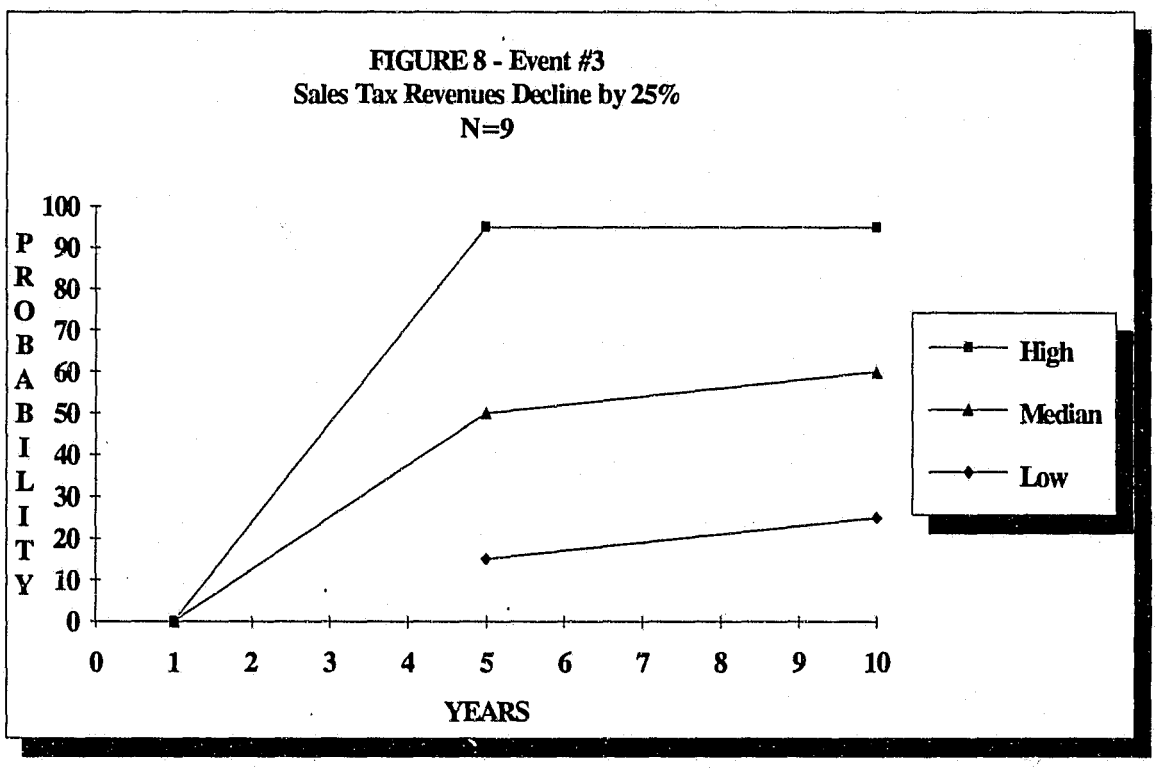
E-2: State Mandates Annual Recertification of College Degrees

The panel agreed, with one exception, that this event has a 50/50 probability of occurrence within the five year time frame and 60% probability in ten years. Only one panelist gave it a less than 50/50 probability of occurrence within five or ten years (Figure 7). This individual expressed concern over the State's ability or willingness to confront employee unions who were viewed as non-supportive of this event.

The group did feel that the days of receiving college degrees to mark the culmination of the end of the formal learning process are vanishing. A regular schedule of recertification of degrees program ensures the chief remains at the "cutting edge" of current concepts and research in the law enforcement field - a process currently required by a number of professions (i.e., lawyers, doctors, teachers).

E-3: State Sales Tax Revenue Declines by 25%

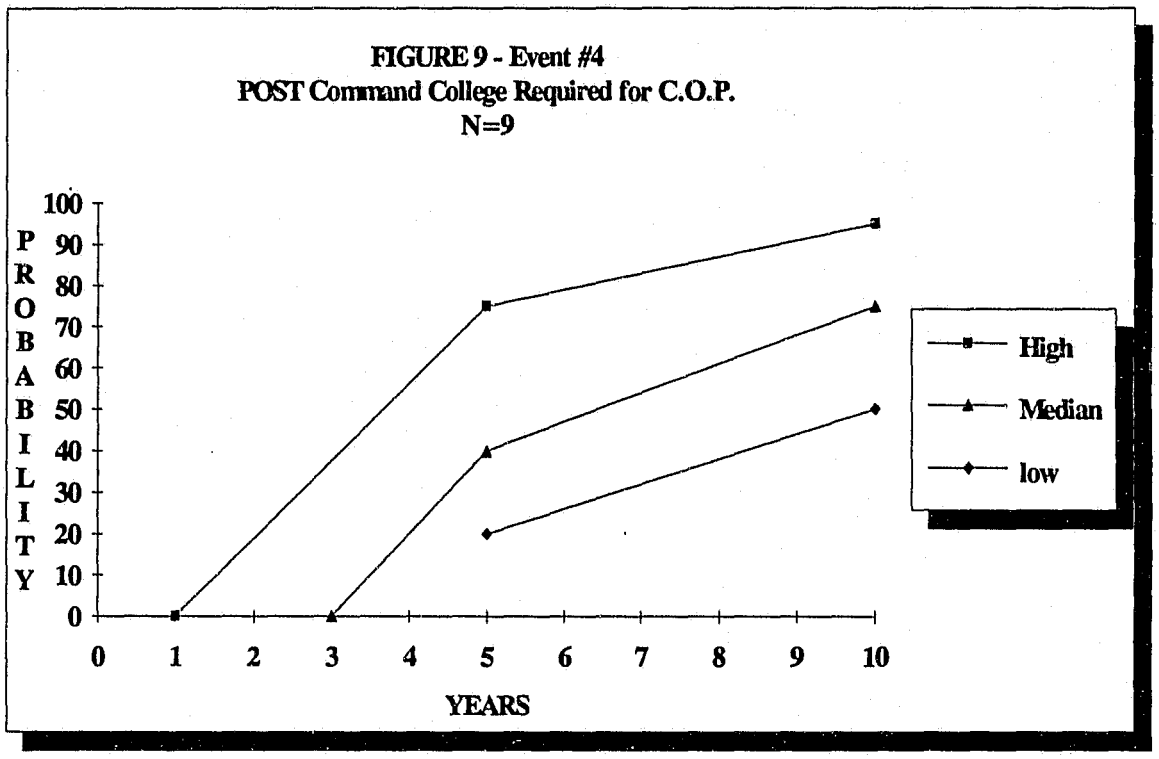
The panel gave this event a 60% probability of happening within the next ten years and of first exceeding zero within a year. Only one panelist believed in the unlikelihood of this event occurring in five or ten years (Figure 8). All were in consensus that, should this event occur, it would have an extremely negative impact on the chief of police position. Severe limitations on discretionary spending would prohibit costly equipment upgrades and traditionally means eliminating non-mandated training. The chief would be required to explore creative and less costly strategies and options of doing business. Law enforcement's historical distant relationship with the business and educational communities would have to be reassessed.



E-4: POST Command College as a Requirement for a C.O.P.

The mandated requiring of Command College graduation for a police chief has a fairly high probability (75%) within ten years, but only a 40% probability of occurring within five years. Although some negative impacts are anticipated (i.e. excludes out of State talent, time away from the work place), the greater impacts will be positive (Table 3).

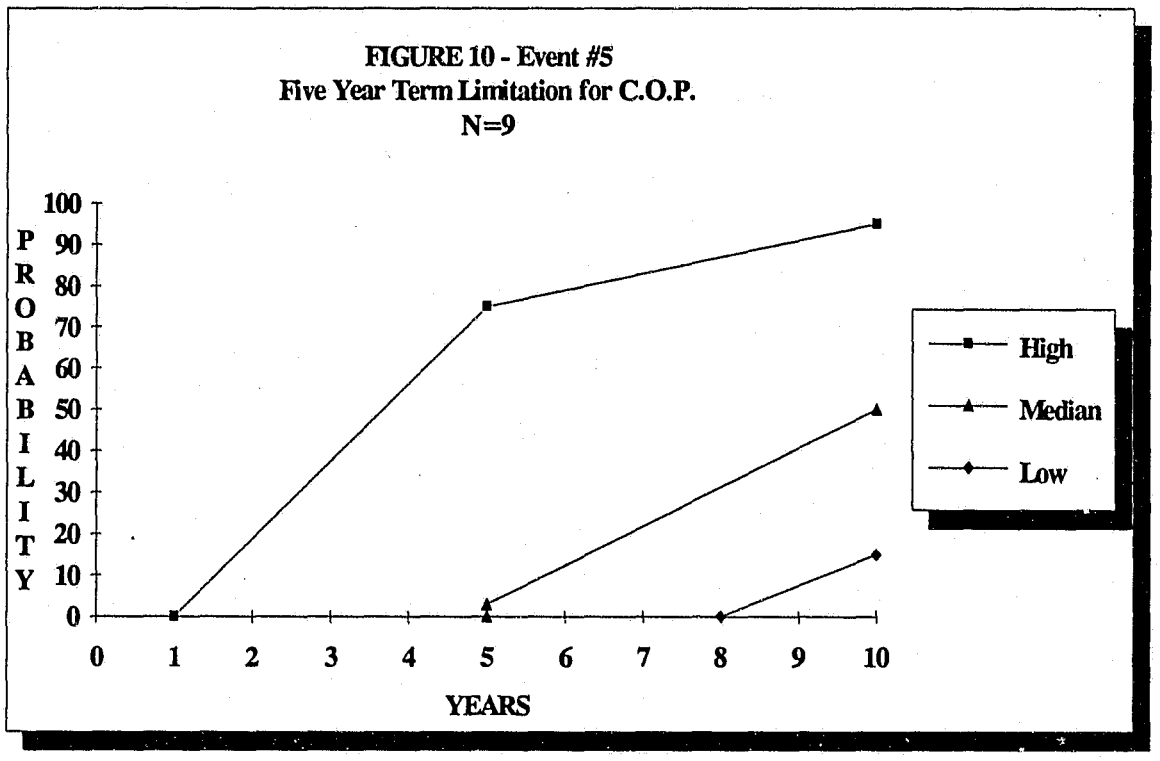
The futures research and strategic planning orientation of the Command College better prepares the police chief to identify merging issues critical to the organization, and develop and implement policy to impact them. Additionally, the annual training session updates provided by POST foster an environment to express new ideas and trends in law enforcement. Refer to Figure 9.



E-5: Term of Office of C.O.P. Limited to Five Years

The panel was divided on this event. As Figure 10 shows, six gave a very low probability of the event to occur within five years (Ranging from 0-10%) and three give it a strong probability (40%-90%). Group discussion revealed a sense that the Christopher Commission's recommendations to limit a police chief's term of office would not have widespread acceptance. The median result is an event not likely to happen within five years (3%) and a 50/50 probability of occurrence within ten years. The panel viewed this event to have virtually equal positive (4) and negative (5) impacts on the issue (Table 3).

On a positive note, term limits provide fresh ideas and renewed energy for an organization. Conversely, forced removal of quality leadership can disrupt the department and limit interest in the chief's position to senior level executives nearing retirement and secure in that fact.



PHASE IV

Cross-Impact Analysis:

Due to time limitations, the original panel was not asked to do a Cross Impact Analysis. The moderator did utilize, however, three of the panelists at a later date to complete a cross-impact analysis to estimate how the events might impact the trends or each other. The process had the three members project the percentage of change (increase or decrease) from the original forecast, should each event occur, to impact every other event, and the trends. In addition, they were to estimate the years until the maximum impact of each event might be reached. Table 4, illustrates the result of this effort, with panel medians shown to represent the estimates of the group.

The impact of each event on the other events and trends is noted by the numbers listed in the "Impact Totals" column and the "Impacted Totals" row of Table 4. The higher numbers in the "Impact" column identify the events that have the most impact on other events and trends. The higher number in the "Impacted" row show the greatest reaction to each event's occurrence.

From that analysis, it is apparent that Events 3 and 4 had the most impact on the other events and trends overall. This means that reduced operating budgets will challenge chiefs to be **creative** in generating new funding sources. This will require a chief with a Command College-type futures orientation and strong cognitive skills.

If career-long education and training by the police chief are to contribute all they can to the organization, they cannot be treated by city government as a frill or as a symbol to demonstrate the enlightened and progressive nature of the organization. Employees will judge how much value those at the top of the system place on continuing education when they see how consistently the top executives subject themselves to it.

Trend levels 1 and 3 were most frequently raised by each event that might occur. This means a significant change in police leadership style will be required: from autocratic to participative - from dogmatic to visionary. The increasing complexity of police responsibility brings with it a need for a new generation of police chiefs. It appears evident that higher education is an important ingredient in the shaping of those new chiefs.

Each event is projected to generate some degree of impact on the other events and trends. The impaction of the events and trends varied only slightly with a low of 2 and high of 5 (Table 4).

TABLE 4. Cross Impact Evaluation

MATRIX											
					Maximum Impact (%change - +) / Years to Maximum						
PANEL MEDIANS: N=3										"IMPACT" TOTALS	
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	X	25 / 2	0 / 0	25 / 3	-20 / 2	100 / 1	90 / .5	100 / 1	80 / .5	-25 / 2	E1 8
E2	10 / 1	X	-20 / 2	5 / 2	.25 / 1	95 / 2	100 / .5	100 / 1	85 / .5	0 / 0	E2 8
E3	5 / 5	15 / 4	X	-50 / .5	-20 / 2	80 / .5	25 / 2	75 / 1	-20 / .5	95 / .5	E3 9
E4	15 / 2	15 / 5	5 / 4	X	-25 / 1	95 / .5	85 / 2	90 / 2	75 / 3	-50 / 3	E4 9
E5	-25 / 5	-25 / 5	0 / 0	-50 / 4	X	80 / 1	-25 / 3	100 / .5	90 / 5	25 / 2	E5 8
					"IMPACTED" TOTALS						
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
	4	4	2	4	4	5	5	5	5	4	

**LEGEND:

E1 State law mandates Master's Degree for c.o.p.
E2 State law mandates ann. coll. degree recert.
E3 State sales tax revenue declines by 25%
E4 State law mandates Com Coll. grad. for c.o.p.
E5 Term limit of 5yrs. for c.o.p.

T1 Changing leadership style
T2 Ethnic minority community input
T3 Standardized term, sel., and qual.'s for c.o.p.
T4 Impact of culture diversity
T5 Retrenchment Management

Interviews:

Brief telephone interviews were conducted with eight law enforcement leaders. The individuals selected represent a combination of both progressive, risk-taking, visionary leaders and traditional, conservative practitioners. Their responses validated the majority of the panel's findings.

All eight stated that economic concerns would be critical to law enforcement and the police chief position during the next ten years. Four of the eight commented on the increasing demand for public services while resources are decreasing. Six of the experts stressed the need to obtain community input regarding their values and priorities. All expected changes in law enforcement leadership styles as a result of changing values and educational requirements.

The eight law enforcement experts were asked the following four questions. A fifth question was adapted on the responses given. A summary of the most common responses is also provided.

1. What do you believe will be two critical issues facing law enforcement in the next ten years?

***Summary:** Economics (8), Service (4), Change (4)

2. What are one or two major changes you expect to impact the chief of police position within the next ten years?

***Summary:** More Accountability (5), Decreasing Tenure (4), Increasing Educational Requirements (5)

3. Considering the changing environment, what do you feel will be the most desirable traits, skills, attitudes, and behaviors for effective police chiefs in the next ten years?

***Summary:** Problem Solving Skills (7), Sensitivity to Employee (5), Community Values/Expectations Sought (6)

4. What do you believe are the most effective methods for developing police chiefs in those traits, skills, etc, for the future?

***Summary:** Formal Education (4), Mentoring (6), Executive Training (5)

5. What problems will police chiefs need to manage as a result of (respondent's issue) in the next ten years?

***Summary:** Diversity (6), Adherence to Status Quo (5)

The combination of employee expectations, fiscal constraints, and community demands, coupled with the rapid pace at which change is occurring, is expected to produce a better educated, more flexible, innovative, and creative police chief. Refer to Appendix D.

PHASE V

Development of Scenarios:

From the data generated in the NGT and forecasting process, three scenarios were developed to represent three possible futures. The **Nominal Scenario** suggests what will likely occur if nothing unusual intervenes to alter the present course of the issue studied. The **Normative Scenario** suggests what might occur if we take steps to manage the issue creating a desirable future. The **Hypothetical Scenario** suggests what might occur if the "worst case" events impact the issue to the detriment of the police department.

The Nominal Scenario:

"ENLIGHTENED POLICE LEADERSHIP: THE REVOLUTION THAT NEVER HAPPENED" The International Association of Chiefs of Police (IACP) announced today the results of their long awaited **National Police Chief Effectiveness** study. The project dealt primarily with community perceptions of police chief effectiveness nationwide. "Are we better served now than we were ten years ago following the aftermath of the infamous Rodney King incident? The answer is a qualified NO!", the report states. Despite the recommendations of the Christopher Commission and the numerous commissions and blue ribbon committees spawned since that time, few substantive changes have occurred. Particular attention focused on the profile of the top executive - the police chief. The status of police chief development was also evaluated.	"The recession that plagued the country during the early nineties, and lasting longer than many financial experts anticipated, resulted in short term policy solutions and quick-fix management strategies", the report states. This led to the re-enforcement of retrenchment management skills and a siege mentality, traits possessed and valued by the industrial aged manager. Proactive, innovative, visionary style leaders, which began to increase in greater numbers during the early half of the decade, met fierce resistance from the autocratic manager. The "great recession of the nineties", as it has become known, also helped to fuel resistance to standardized police chief qualifications, skills, and education. "Status Quo" chiefs, and the managers they developed, argued vehemently to discourage formal education as a "frill" and

cited a greater need to reduce training and thus, keep the managers available to address the day to day concerns of the agency. "In times of tight budgets, one of the first programs to suffer within any law enforcement organization is training. Although regrettable, this is historically correct.", the report comments. This will have, and has had, significant negative impact when the "unenlightened" police chief allows and endorses this philosophy. Strategic planning has remained dormant.

The influx of minority and female officers never penetrated the executive level ranks in representative numbers, which resulted in the rash of court mandated appointments.

In summary, change continues to be resisted and the battle rages to maintain the ***status quo***.

The Normative Scenario:

"CALIFORNIA POLICE CHIEFS SET STANDARD FOR NATION"

The challenges and opportunities that presented themselves to California police chiefs during the early 1990s were met with enthusiasm and a renewed sense of purpose. Creative and innovative policies employed by many of the top executives in the State helped to minimize the near tragic impacts of the recession that occurred at the beginning of the decade. "In times of tight budgets, one of the first programs to suffer within any law enforcement agency is training", states Chief Takamora of the Orange P.D.. Enlightened executives, however, did not allow that to happen. "Training and education are essential to any organization involved in the process of change," Chief Takamora states, "and that professional law enforcement must start with the police chief", he goes on to say.

California law enforcement began to reap the benefits of the State-mandated graduation requirement for all California police chiefs from the POST Command College in the mid-1990s. As more and more graduates of the executive-oriented program emerged and ascended to the top policy making levels of their respective organizations, greater degrees of professionalism and faster rates of change began occurring. Quality leadership has redefined management development and training, resulting in a commitment to continuous personal and organizational improvement.

A major shift in redefining the police mission had already begun in the late 1980s with the emphasis on community oriented policing and problem oriented policing. Service-oriented law en-

forcement, in partnership with the community setting common priorities, is now the State accepted practice. The minority community hostility and frustration that introduced the 1990s never reached the riotous conditions of the late 1960s, as projected, due in large part to community satisfaction with responsive and receptive police leadership. The open dialogue, trust and partnership encouraged by mandated POST cultural sensitivity training in late 1992, enabled police chiefs to recognize new opportunities and options in creative problem solving. Two such options used were, first, the voluntary involvement of key minority community leaders with the selection process for hiring and later evaluating the effectiveness of the police chief. And second, the emphasis on minority and female recruitment.

With the advent of standardized training and minimum qualifications established for police chief positions in the mid-1990s, and the long overdue revamping of the formal education process, law enforcement professionalism has become a reality. Excellence in leadership, starting with the chief of police, has proven that profound changes in the organizational culture can occur. The dialogue established in the early 1990s between the State University and College systems and POST provided the basis for better understanding the needs of law enforcement executives.

The establishment of a minimum standard of a Master's Degree, coupled with mandatory annual course unit updates to keep the degree valid, has ensured that the police chief's information data base will be current and on-going. As a result of the up-grading in skills, term limit ordinances were abandoned.

Today's California police chief has created an agency conducive to innovation, flexibility, and understanding--an agency tolerant of mistakes and committed to the value of the employee.

The Hypothetical Scenario:

"CALIFORNIA POLICE CHIEFS FLUNK THE PUBLIC'S PROFESSIONAL REPORT CARD: CITIZENS SEEK NEW SERVICE GUARDIANS"

Tired of years of mistrust and fear of municipal police tactics, rising crime rates, soaring ethnic gang violence, and rampant narcotic use, the public says, "**enough!**"

"We don't deny the need for police protection. We just don't think it should have to be from our own police force!", says Toni Burkes, Chairperson for the "Gay and Lesbian Republican League of Voters." "We are advocating

more cities follow the examples set by Santa Ana, Garden Grove, Irvine, and Westminster in Orange County, and Palo Alto, Berkeley, and Oakland, in the Bay area, to seek privatization of their police services." "This has produced significant cost savings to those communities, while improving the response time for service calls," Burkes added. When asked to comment on the public's outrage, Chief Jim Smith, President of California Chiefs Association, said tersely, "We are paying the price for not managing change." When the majority of the State's police chiefs refused to accept and deal with socio-economic problems, stating it is not the job of the police, a negative organizational culture was being perpetuated. A culture of "us against them" mentality. The trend of Community Oriented Policing and Problem Oriented Policing as an organizational philosophy and service delivery system never gained widespread police chief commitment or enthusiastic support. The "hue and cry" from communities for more ethnically	sensitive and caring police chiefs, ones who would instill police agencies with those same values, went unanswered. This resulted in continued deterioration of trust and communication between the State's police forces and the dominate Hispanic and Asian population and led to the 1994 Los Angeles riots. Clearly, the lessons of the summer riots of 1992, as noted in the Kolts Report, went unheeded. The emergence of females in the law enforcement work place was another trend resisted by police chiefs in the early 1990's. A ***business as usual*** mentality in the male-dominated work place, prevalent at that time, resulted in increased sexual harassment and sexual discrimination lawsuits involving police chiefs. The multi-million dollar settlements reached set the tone for increasing community intolerance to, and acceptance of, such widespread practices, particularly in times of economic distress. Now the traditional structure and function of police departments are on the verge of extinction. A sad finish to a once noble career.

***

In order to transform wishful thinking into reality, effectual leaders must manage the present to create their own desired outcomes. Therefore, the following section suggests a strategic plan to negotiate to achieve the ***desired future***.

SECTION II: MANAGING THE FUTURE

DEVELOPING A STRATEGIC PLAN AND NEGOTIATING TO ACHIEVE THE DESIRED FUTURE

INTRODUCTION

This section focuses on the development of a **strategic plan** that favorably impacts the selected future scenario - ***the Normative Scenario***. Nominal Group Technique (NGT) and Forecasting processes were previously used to identify possible futures as they relate to this issue - **"What Will Be the Status of Required Police Chief Capabilities for Mid-Sized Police Agencies by the Year 2002?"**. Following a detailed analysis of current trends and potential future events, the panel selected five trends and five events it felt had high probabilities of occurrence and which would have the greatest impact on the capabilities required of a model police chief. The panel then forecast how these trends and events would impact each other and the issue, providing data upon which scenarios for the future could be generated.

Three possible future scenarios were developed from the NGT and Forecasting data. These scenarios represented what will likely occur if nothing unusual happens to alter the present course of the issue, what might occur if the trends and events reach their worst case potential, and what will happen if the issue is managed to create the "most desirable" future.

Conclusions drawn from the process suggest that, by acting now, it will be possible to select, manage and nurture the development of required skills, training, education, and leadership style for a model chief of police, thus improving the potential to achieve the *"most desirable"* future for the organization.

This section represents the next phase of planning and involves preparation of a strategic plan which will influence the future and adapt the organization to achieve the "desirable" future. Utilizing three command level executives from two mid-sized police agencies to "brainstorm" potential strategy statements that favorably impact the selected future scenario, a basic model for decision-making evolved. For planning to succeed, however, it needs to be seen not just as a set of techniques or an independent process, but as a synergistic system of change, a commitment by the organization and its management team to the goals and values it advocates. The intention is to implement a career development program for the police chief position that enhances and fosters excellence in leadership. With that objective in mind, the group developed the following mission statement for the model agency, relative to the issue question.

MISSION STATEMENT

MACRO STATEMENT:

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

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

In fulfilling this mission, we are committed to providing excellence in leadership with integrity and respect.

MICRO STATEMENT:

In pursuit of the above, the Police Department will seek to develop and maintain qualities of capable leadership, at the chief of police rank, that will:

* ***Provide a vision for the future.***
* ***Be sensitive to the changing values of the work force while communicating to them the ethical standards and values of the organization.***
* ***Be highly creative and innovative.***
* ***Maintain a dynamic understanding of change that positions the agency to be a proactive leader in the community.***
* ***Seek to constantly maintain current information on trends and strategies affecting law enforcement.***
* ***Be enthusiastic and supportive, creating an organizational environment tolerant of mistakes and questioning.***
* ***Balance the interests of the community with the needs of the department while maintaining sensitivity and compassion for both.***
* ***Value the employee as the organization's most precious asset.***

SITUATIONAL ANALYSIS

An evaluation of the current situation must be an integral part of any strategic plan. For this study, the situational assessment process used is referred to as WOTS-UP Analysis, an acronym for Weaknesses, Opportunities, Threats, Strengths--Underlying Planning. The model agency will be evaluated from a perspective of "threats-opportunities" in the external environment and a "strengths-weaknesses" review of internal conditions. The impacts of the social, technological, economic, and political environment that surrounds the model department were considered in structuring the discussion. A number of the issues presented have a general impact on the City or Police Department, but directly and/or indirectly influence the sense of stability or degree of opportunity the Police Chief perceives for personal growth and development.

THE SOCIAL ENVIRONMENT

EXTERNAL THREATS:

o The increasing illegal immigration population negatively impacts the ability of the police department to provide the level of service the community has come to expect. Significant increases in violent crime, gang activity, loitering day laborers, and housing violations, in areas predominantly occupied by this group, demand greater police presence. This results in a perception that the police alone cannot provide for the safety needs of the community, raising the issue of private sector options.

o The increasing demand for traditional non-law enforcement services by an ethnically diverse and fragmented community of special interest groups has resulted in conflicting priorities for the police chief (i.e. placement for the homeless and relocation of day laborers). The inability to satisfy all segments of the community may result in a perception of insensitivity or indifference to any given group.

EXTERNAL OPPORTUNITIES:

o The Rodney King incident that occurred in Los Angeles, and the resulting Christopher Commission Report, has helped to focus public attention on the importance of education, training, and accountability for the position of police chief.

o The media's intense attention on the misconduct of California police and police leadership produced an opportunity to review and reform law enforcement leadership.

o Increasing numbers of females and minorities in the work force provide a greater degree of community representation in the Department and, ultimately, at the

Police Chief's level. This produces a diversity of perspectives and sensitivities healthy to the organization.

THE TECHNOLOGICAL ENVIRONMENT

EXTERNAL THREATS:

o Increasing sophistication and complexity of electronic office equipment (computerized, digitized, synthesized, and energized) used by private sector CEO's and now required by law enforcement executives is costly.

o Possible perception by an "industrial age" city management mindset that views new technology as frivolous.

o Low level of understanding of computer capabilities can limit the Chief's overall efficiency and effectiveness during the Department's transition to a computerized workplace.

EXTERNAL OPPORTUNITIES:

o The increasing use of citywide computer systems management coordinators can automate the work place with user-friendly programs and provide ongoing computer skills training , without cost, to all city employees.

o The City currently offers interest-free loans to employees for the purchase of home computers. This program is meant to enhance employee computer literacy.

o Networking capabilities between the police chief, command staff, and other agencies offer significant potential through the use of computers.

THE ECONOMIC ENVIRONMENT

EXTERNAL THREATS:

o The City receives substantially less income due to reductions in sales tax revenues from the business community. Chief will be challenged to do more with less.

o Major corporations are leaving the State due to perceived overly rigid environmental restrictions and regulations. Long term economic decline projected.

o A hiring freeze limits work force replacements for an unspecified period of time, when crime rate and degree of sophistication is increasing, thus impacting police effectiveness. Chief will be challenged to be innovative and creative with resources.

o Budget cutbacks in the State's educational system significantly increased tuition at the college level, and simultaneously reduced available courses offered, thus limiting the ability of the police chief to upgrade or update formal education.

EXTERNAL OPPORTUNITIES:

o The Police Department traditionally receives strong moral support from the business community, but reluctance to press for financial support, limits a potential revenue source. This may require community involvement by the chief (i.e. Rotary, Chamber of Commerce, Community task forces).

o Increasing civilianization of traditional law enforcement services, including management talent, creates an option for increasing numbers of civilian police chiefs.

o Increasing use of volunteers and retirees, at significant cost savings, can release financial resources for other uses.

o An aging population provides a vast pool of experience waiting to be tapped for both paid and volunteer positions. A new way of viewing the work force required.

THE POLITICAL ENVIRONMENT

EXTERNAL THREATS:

o Long Beach Police Chief terminated for "autocratic" and "totalitarian" management style causing City officials to consider disbanding the 83-year-old department and contracting with Los Angeles County Sheriff.

o Rodney King incident resulted in a tenured police chief being held accountable for failing to identify and implement needed reforms and training. Chief perceived as unresponsive to culturally diverse community needs.

o Limitations on term of office for police chief could result in valuable talent lost.

o Lack of clear leadership among the City Council members can result in public attacks and open criticism directed at individual Council persons, often forcing the Chief to choose political sides.

EXTERNAL OPPORTUNITIES

o City Chamber of Commerce initiates "Leadership 2000", a community-based leadership development program with a futures orientation, available to Chief.

o High level of community support for increasing professionalism at all ranks within the Department.

o POST Command College and FBI National Academy availability for executive development with minimal financial impact on the City.

o High level of public support for community oriented policing philosophy.

THE ORGANIZATION'S CAPABILITY

Three Captains, from police departments of similar size as the model agency, were requested to conduct an **Internal Capability Analysis** (Appendix G) and a **Receptiveness To Change Analysis** (Appendix H) to determine the model organization's strategic needs capability. The agency was viewed from a perspective of internal strengths and weaknesses.

INTERNAL STRENGTHS:

o The opportunity to seek and select leadership traits for the Department is prime due to the Interim Police Chief vacating his position in four months.

o In 1989, a full service sub-station opened.

o In 1990, the Police Department moved into a new, 15 million dollar facility. The agency was equipped with state-of-the-art technology and virtually automated the work environment overnight.

o The proper planning of the City with these two developments resulted in high Departmental morale.

o City policy of tuition reimbursement reinforces the value of skilled, trained, professional law enforcement.

o The City Manager and Personnel Director have previously had a preference to hire from within the organization, thus limiting leadership options. The current recruitment process will be an open, albeit limited, search.

o The City Manager and Personnel Director are more likely to respond favorably to a strategic plan if it can be shown that the current management style of the interim Police Chief unnecessarily limits the ability of the organization to reach its mission and should not be replicated.

o Overall, selecting a strategy to accomplish the mission statement is contingent more on changing the administrative hiring and training policies than on the operational strategies of the organization. This would be viewed as a strength.

INTERNAL WEAKNESSES:

o High turnover at the chief's level has adversely affected morale.

o The untimely death of the Chief further damaged morale.

o The shift in styles from the deceased Chief as a progressive, innovative and people-oriented type, to the Interim Chief's style of autocratic and dogmatic, further hampered movement toward dynamic leadership.

o The practice of ongoing, formal education lacks support at command and mid-management levels.

o Those command or mid-management leaders who commit to higher education are often met with resistance and mistrust.

o Executive leadership has done little to prepare or encourage department managers for escalating levels of responsibility, including police chief.

o Budget cutbacks in training limited developmental resources for professional growth. This reinforces the perception that training is a low Departmental priority.

STAKEHOLDER ANALYSIS

After completion of the organizational assessment, a Modified Delphi Process was used for the next step in developing the strategic plan. A seven-member panel was convened, representing three captains and four lieutenants from police departments of similar size as the Model Agency.

The purpose of the panel was to identify "Stakeholders" and their ***assumptions***. "Stakeholders" represent those individuals or groups who impact the issue, are impacted by the issue, or who care about the issue. To accurately analyze the extent to which the stakeholder(s) will be involved in this issue, the panel required an understanding and acceptance of basic concepts:

* The Police Department is an organized collection of stakeholders, both internal and external.

* Each stakeholder is unique and distinct in terms of purpose, will, and resources.

* A network of interdependent relationships exists among the stakeholders.

* A change in the Police Department's strategy changes relationships with the stakeholders.

* Relationships with stakeholders can be changed in a variety of ways.

* The state of the Police Department, at any given point in time, is a result of the collective interaction among the stakeholders, over time.

* A successful change strategy must be based upon ***assumptions*** about the stakeholders and their relationships.

An ***assumption*** can be defined as a "basic, deep rooted, often unstated values and beliefs that individuals or groups have about the world."[30] Specific stakeholders and their individual ***assumptions*** relative to this issue are identified in the following chart.

ILLUSTRATION 1. Stakeholder Assumptions

STAKEHOLDERS	ASSUMPTIONS ABOUT ISSUE
1. Chief of Police* ***Potential Snaildarter.....	A. Current process is acceptable. B. Executive development within agency is adequate.
2. Police Command Staff (Captains)* ***Potential Snaildarter.....	A. Changes are needed to standardize process for police chief selection. B. Desire continuity of leadership style.
3. Police Managers (Lieutenants/Sergeants)	A. Department lacks progressive leadership. B. No career development program.
4. POA	A. Significant inconsistencies in management styles of Department leadership. B. Desires input on selection process.
5. City Manager	A. Maintain status quo. B. Seeks trouble free organizational environment.
6. City Council* ***Snaildarter.....	A. Will seek to micro-manage the Department's operations. B. Supportive of progressive leadership.
7. City's Personnel Director	A. Threatened by lack of control during selection process. B. Supportive of standardized qualifications and career development.
8. POST	A. Supportive of change. B. Will seek leadership role.
9. Professional police chief associations (IACP, Cal. Chiefs, O.C. Chiefs of Police and Sheriff Association)	A. Will resist standardization of education, skills, and qualifications. B. Desire to control and have input on required capabilities/qualifications.
10. State University system	A. Recognizes need to educate and professionalize police. B. Supportive of mandates on continuing education-will want input.

Table 5 displays the assumptions of each stakeholder in relationship to the degree of its certainty and importance to the issue.

TABLE 5. STAKEHOLDER ASSUMPTION MAP

Certain 10A 10B	5B 1A 8B 3A 1B 8A 3B 4B 4A 2B 6A 2A 6B 7B **Very**
Unimportant **Uncertain**	**Important** 9B 5A 7A 9A

LEGEND

1. Chief of Police
2. Command Staff (Captains)
3. Police Managers (Lts./Sgts.)
4. P.O.A
5. City Manager
6. City Council
7. Personnel Director
8. POST
9. Professional Police Chiefs Assn(s)
10. State University System

NOTE: Letters (A,B) correspond to stakeholder assumptions.

Table 5 shows that the panel was "certain" that 14 of the total 20 assumptions were accurate and believed them to be "very important". While reasonably certain that the State University System recognizes the need to educate and professionalize law enforcement and would be supportive of mandated continuing education, these two assumptions were less important.

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

* City Manager's assumption to maintain the Department's managerial status quo.

* Personnel Director's assumption that Police Chief's input with selection process for new chief threatens his control.

* Professional police chief associations' assumptions that education, skills, and qualifications for police chief should be flexible, not standardized. Additionally, if mandated, would desire to control and have input on qualification mandates.

DEVELOPING ALTERNATIVE STRATEGIES

The next step undertaken by the panel was the generation of a list of alternative strategies that could be used to accomplish the mission statement. Refer to Appendix F. The panel developed the following criteria by which each strategy would be gauged:

1. Does it achieve the mission?
2. Is it feasible?
3. Will it be effective in marketing the proposal?
4. Is it manageable?
5. Is it cost-effective?

The panel considered all suggested strategies based on the above criteria, and through a voting process, selected the top three for detailed analysis. A discussion of the advantages, disadvantages, and degree of support by the stakeholders of each strategy followed. Panelists were also asked to indicate which stakeholder might become a ***snaildarter*** on a particular strategy. That analysis produced the strategy the panel would choose to implement, in order to accomplish the mission.

STRATEGY ONE: Perform Internal and External Assessment of Department's Executive Effectiveness.

The first of the three strategies was to perform an internal and external assessment of executive effectiveness, the theory behind this strategy was to consider the police chief

as "end product responsible". The process by which the needed information would be generated could take many forms including, but not limited to, written instruments, personal interviews, community perception surveys, professional audits and management consultants. This strategy would focus on the Department's readiness to anticipate future change and the capability of the police chief to manage that change. The qualities, skills, and attributes outlined in the Micro-Mission Statement would be used as the standard by which to evaluate the executive's effectiveness. A scan of the professional environment would also reveal the breadth of education, skills, experience, management style, and frequency of training other police chiefs possess, utilize, and receive. Additionally, this strategy would validate the Police Chief and Department's perception of effectiveness, morale, subordinate development, and values with that of the Community's perception.

In analyzing this strategy the panel recognizes the potential risk the Police Chief takes in opening the Department to public scrutiny of his leadership capabilities. Weaknesses identified could be embarrassing, and solutions not easily implemented. Internally, expectations of positive change could be raised and, if not met, would result in diminished morale. If, for example, the City hires an independent management consultant firm to conduct Department-wide assessments of the effectiveness and efficiency of all City Departments, a negative review of the Police Department may result in an organization-wide justification for shortcomings and a flurry of cosmetic changes. This would provide credence to the employees' perception that needed leadership changes would not be acted upon.

STRATEGY TWO: Form a Blue Ribbon Committee to Create an Executive Career Development Program.

The second strategy focuses on the formation of a blue ribbon committee to create an executive career development program. Involvement of key minority community leaders in the selection and evaluation process would be a critical element of the program. By utilizing key stakeholders, the committee would increase the likelihood that the desired character traits, skills, education, management style and experience level needed for a model police chief would be fully examined. By forming such a committee, and empowering it to implement the recommended programs, City government would be demonstrating its commitment to current and future excellence in Police Department leadership. This would be accomplished, in part, by the goal to have a chief possess or obtain a Master's Degree and pursue annual course credits.

The panel identified the benefits of this strategy as both short and long term. In the short term, continuity of management philosophy would channel management efforts in a common direction with a common purpose. If, for example, each of the four Divisions within the Department is moving in opposite directions and contradictory to one another, teamwork and effective communication would be limited. The four Divisions would more closely resemble independent police departments than coordinated components of one entity. The panel attributed this type of situation directly to ineffective and inconsistent executive leadership. In the long term, a program that insures the development of quality, professional command level staff also insures the succession of a police chief capable of maintaining the goals of the executive mission statement. The fact that a process would encourage community involvement, and could be expanded to a management development program directed at all supervisory and management positions was also noted as an advantage.

The disadvantages associated with this strategy are the time commitments involved in the process for the key stakeholders, the fact that it commits the Chief to a course of action, and could make the Chief vulnerable if the plan failed to accomplish the goal - development of subordinates. Additionally, Command Staff who lacked the capabilities, traits, skills, and education identified as desirable and required for police chief within the organization, could become ***snaildarters***. Set in their ways and comfortable with the status quo, or feeling seniority should count for more than ongoing education, this group could attempt to undermine the program.

STRATEGY THREE: Implement Policy to Include the City Council, Minority Community Leaders, and Police Association in the Executive Evaluation Process.

The third strategy would involve a significant change in policy and philosophy in how the Police Chief is perceived and evaluated -- namely, incorporating the City Council, key minority community leaders, and the Police Association in the executive evaluation process. Currently, these groups have no formal standing in the evaluation process of the Police Chief's effectiveness and efficiency. The informal input provided by these groups, however, can have significant impact on the ability of the Chief to do his job. Although the Chief routinely touches base with the Association's Directors, representatives of the minority community, and members of the City Council on Department policy and sensitive issues, no formal system of quarterly, semi-annual, or annual evaluation on the success at achieving identified executive goals exists. The

panel felt that the absence of internal and external accountability allows the Chief to maintain a "Do as I say, not as I do" philosophy as it pertains to personal growth.

By selecting stakeholders that have mutual interest in seeing the Chief succeed, the panel felt a new vitality and energy level at the executive rank would follow. This strategy would also reaffirm the organizational attitude that once having reached the "top" is no time to stagnate and enjoy the fruits of one's labor. Law enforcement will continue to face more complex social problems and increasingly sophisticated criminal behavior as the 21st century draws nearer. As a result, the demand for effective police leadership will increase, along with demands for accountability, efficiency, and innovation.

The disadvantages of this strategy lie primarily with individuals evaluating the Chief from a position of ignorance. Not having the familiarity with the intricacies of all the factors in the decision-making process could result in a misunderstanding of the Chief's motives. The Chief might view this arrangement as a potential scapegoat opportunity for the Council when conditions beyond his control fail to resolve politically sensitive issues such as the homeless occupying City parks, abortion clinic demonstrations, and dealing with the influx of illegal immigrants. In this strategy, the Chief was viewed as a potential ***snaildarter***, reluctant to be evaluated by transient politicians on the one hand and possibly perceiving the "tail wagging the dog" on the other hand.

PREFERRED STRATEGY

The stakeholder analysis proved valuable to the panel as it selected a "preferred" strategy. The panel felt that the Police Chief, Police Command Staff, Police Managers, City Manager, Personnel Director, and professional police chief associations would all support the first two strategies because each would have input with the process and both strategies enhance attaining the mission. However, each of these stakeholders would oppose the third strategy because of a real or perceived loss of authority and control. The panel felt the remaining four stakeholders -- Police Association, City Council, POST, and State University System, would support, or be neutral, to all three strategies because of increased influence and importance of the Police Chief. The panel also concluded the City Council would support any plan proposed by the Chief and endorsed by the City Manager. The critical stakeholders, therefore, became the City Manager, Personnel Director, and the Chief of Police.

The panel expected the City Manager and Personnel Director to oppose any strategy that could be perceived as jeopardizing their control over the selection process and qualifications required for the Police Chief position. Additionally, both the City Manager and Personnel Director would be sensitive to any costs associated with new strategies. Although the Police Department would benefit from all three strategies, the panel felt the Police Chief would vigorously oppose the third strategy presented because it would hold him directly accountable to too many evaluators.

The success of the second strategy presented would rely on the Chief's support and willingness to assume a team player role without being the dominate influence. The panel felt the current political climate is not likely to see the Chief assume a low profile in the selection process of his replacement, and his remaining time with the Department is too short for any meaningful program development with risk-taking involvement. The panel also felt, as a result of the relatively short time remaining, the Chief was insulated from the impact any negative criticism would have on his career. For these reasons, the panel selected strategy one - **Perform Internal and External Assessment of Department's Executive Effectiveness**. Panel members felt it was the least threatening to, and could be accomplished with much less resistance from, these key stakeholders.

The panel did, however, recognize the critical need for changes in the Department's current policies relative to executive career development and the evaluation of executive effectiveness. With this purpose in mind, elements of strategies two and three are incorporated during the implementation phase of the "preferred" strategy. Such references would be made during the negotiation for, and implementation of, the preferred strategy, thereby setting the stage for policy changes in the future. Policy changes could then be pursued when the political climate becomes less threatening for the new, incoming Chief.

THE IMPLEMENTATION PLAN

This section of the study focuses on implementing the "preferred" strategy selected by the panel. The process for this implementation includes a six-step plan that would research both internal and external police chief capabilities, review input from all possible sources, obtain needed approvals, and provide for ongoing communication, review and evaluation (Illustration 2). Due to the sensitivity and perceptions that will be attached to the various steps, an appropriate staff member from outside the Police

Department would be assigned as Project Manager to oversee the process. The list of stakeholders and assumptions developed previously would be utilized in the process to ensure that all possible concerns have been addressed and included in any negotiation strategy. During the research phase, the project manager should also attempt to validate the stakeholder assumptions and do the required "homework" on the "important but uncertain" items (Table 5).

The assignment of high level staff persons from each of the key stakeholder Departments (City Manager, Personnel Director, and Police) will ensure that Citywide concerns are prioritized and the infrastructure needed to support management development identified. Encouraging a volunteer committee of Police Managers and Police Association representatives (both potential snaildarters) to assist with data collection and research, will reduce costs and assist in obtaining early support. Additionally, this group will subsequently aid in marketing the plan to peers and other stakeholders. Thorough discussion of the Department's micro-mission, staff's role and guidelines will avoid unrealistic expectations and perceptions of the "tail wagging the dog". A critical element will be the Police Chief's commitment, both public and private, in support of the process.

Once the critical qualities, experience, education, training, and skills, are identified and selected for the Police Chief position and policy written, key elements of actual implementation would then include:

* Establishment of an Executive Development program

* Sufficient time, flexibility, and support for the new Chief to obtain the minimum standards established for the position, if not already held or possessed

* Oral and written communication to all levels of the organization

* Opportunity for all Department managers and non-management personnel to have all questions answered

At some point in the process, it might be beneficial to invite other department heads to an informational meeting to explain the anticipated impacts of developing minimum executive standards and an executive development program Citywide. This would allow

for a question and answer period and establish Citywide support for excellence in leadership.

Specific performance measures must be outlined in advance to assess the success of the plan after implementation. For instance, follow-up committee meetings and employee satisfaction surveys are two options for evaluating the implementation process itself. Several quantitative and qualitative measures can evaluate the effectiveness of the new program in achieving the Department's micro-mission. Options for consideration specific to this mission include:

* Comparison of citizen complaints prior to program implementation

* Neighborhood Watch program expansion compared to previous years

* The development, if any, of minority advisory groups to discuss police issues

* General increase or decrease in formal education levels within the Department

* General increase or decrease in attendance at professional police executive courses, i.e. POST Command College, FBI National Academy

* Development of a planning and research unit (indication of management's anticipation and readiness for change)

* Comparison of sick leave usage for equivalent time periods (general indicator of morale within the Department)

* Mission statement published, circulated, and steps taken to enhance understanding of the concepts by the entire organization

* Role expectations reemphasized on an ongoing basis

* Comparison of recruitment and retention of personnel with previous years

* Percentage of minority and female officers in the management ranks

ILLUSTRATION 2. Implementation Plan

IMPLEMENTATION PLAN	
Action Item	**Description**
I. RESEARCH	Select Project Manager and staff members from City Manager, Personnel Director, and Police Chief. Provide Mission Statement and clarify specific role: * Develop minimum standards for education, skills, training experience, and leadership style for Police Chief consistent with successful police models. * Identify status of current level Executive's effectiveness. * Identify pros and cons of standardization. * Anticipate concerns, stumbling blocks and provide potential solutions. * Provide input for implementation and communicate efforts. * Develop ideas for evaluation of plan upon implementation. Provide ground rules, define parameters; state what is not negotiable. Provide clear role definition for staff: Emphasis on advisory capacity Obtain reference material: P.O.S.T., Other agencies, Literature Search, Prof. Police Chief Assn.'s Obtain input/concerns from impacted others: Other Dept. Heads, Police Command Staff, City Council, State University Sys., Others?
II. REVIEW	Staff and Volunteer Input and results of Research
III. SELECTION/OBTAIN APPROVAL	If needed, Department Head--> City Manager--> City Co.
IV. POLICY DEVELOPMENT AND IMPLEMENTATION	Involve committee/staff/others
V. COMMUNICATE	Keep stakeholders informed
VI. REVIEW AND EVALUATE	Ongoing process

NEGOTIATING ACCEPTANCE OF THE STRATEGY

As previously stated, a combination of strategies would be used ideally to design, market, and implement an executive effectiveness assessment and subsequent executive development program that would insure the organization's mission. Those managers with authoritarian styles would protest an executive assessment team which includes non-police members, but the strategy of unbiased, minimum police involvement will be welcomed by the majority of stakeholders. Its spirit of partnership and vision would validate, through actions, the values ascribed to in the mission statement. However, the

perceptions of the authoritarians would have to be included in a negotiating strategy to minimize the probability of their becoming ***snaildarters***.

Critical attention must be paid to the divergent perspectives of all the stakeholders and planned for accordingly to ensure attaining the mission's objective. Therefore, a plan for negotiating acceptance of the strategy (internal and external executive effectiveness assessment) as well as the proposal (executive development program), must include all the steps of the recommended implementation plan.

Five selected stakeholders are included in the discussion of the negotiation process. These are considered key stakeholders and their individual concerns regarding the various components of the strategy are identified as follows:

Chief of Police:

Non-Negotiable: Will demand input and feedback (both formal and informal) with the staff assessment team. Will seek to maintain control of promotional selections.

Negotiable: Standardized minimum qualifications; Time frames for implementation; Career development program criteria.

City Manager:

Non-Negotiable: Minimizing financial impact to the City will be a priority. Will support all non-negotiable items.

Negotiable: Career development program criteria; Selection of staff personnel involved in assessment process.

Personnel Director:

Non-Negotiable: Control the hiring process for Chief of Police.

Negotiable: Standardized minimum qualifications for Police Chief; Management development program Citywide; Cost of training programs.

City Council (Snaildarter*):

Non-Negotiable: Support firmly all non-negotiable items; Minimal program costs.

Negotiable: Organizational policies; Generally, Council members will want involvement and recognition.

* Although typically supportive of police issues, recent police-related lawsuits, settled for significant amounts against the City, have eroded Council support. Additionally, news media coverage of a poor investment by the City, resulting in a 7 million dollar loss, has created a siege mentality. Any program that potentially identifies leadership shortcomings, in an open forum, might be opposed. For that reason, they are identified as snaildarters in this process.

Police Command Staff:

Non-Negotiable: Will firmly support a standardized process of succession to Police Chief. Generally, will support career development programs, if perceived as realistic and attainable.

Negotiable: Will support all negotiable items; will want reassurances that these will not detract from non-negotiable issues.

The Situational and Stakeholder Analyses provide the basis for assessing needs and assumptions. The implementation plan presented herein outlines a plan of preparation and discussion leading to proposal development and presentation. The final phase of this process deals with "getting to yes -- negotiating an agreement".

NEGOTIATION STRATEGIES

Techniques described in the book, "Getting to Yes -- Negotiating Agreement Without Giving In," will be used and identified as they are applied to each of the five key stakeholders.[31] An overview of the situational environment readily reveals that the key stakeholders in this strategy are executive managers and Council members. Subsequently, there is little potential to successfully use "power" as leverage in this negotiation process.[32] Therefore, negotiating on the merits of the proposal and developing a "Best Alternative To a Negotiated Agreement" (BATNA) standard has the advantage of being flexible enough to permit the exploration of imaginative solutions. The BATNA in this strategy will be a **heightened awareness** of Police Chief capabilities development, and effectiveness in the model agency.[33]

Chief of Police: The Chief will be the key agent in success of the policy implementation. He is highly intelligent and logical with a vast depth of experience in law enforcement, but is less than open about his personal concerns. He does, however, consistently seek line level input and approval. For that reason, the inclusion of the Police Association president would be a "symbolic gesture" of Departmentwide concern

with the issue.[34] Developing "objective criteria" with "fair standards" and "fair procedures" would appeal to his fundamental beliefs of honesty and doing "what's right" for the organization.[35]

City Manager: As a reasonable and fair man, "principled negotiation" would be utilized.[36] The more the strategy can be shown to bring standards of fairness, efficiency, and cost effectiveness, the more likely it is to produce an acceptable proposal. Approaching agreement through discussion of "objective criteria" also reduces the number of commitments that each side must make, and then unmake, as moves toward agreement are made.[37]

Personnel Director: The Personnel Director is an experienced and skilled negotiator, and prides himself on that fact. Past experience has shown him to use "tricky" or "hard" bargaining tactics to obtain his objectives.[38] His negotiation "successes" are viewed as win-lose arrangements. "Negotiating the rules of the game" will allow negotiation to focus on interests, not positions -- avoiding personalities and their perceived managerial shortcomings.[39] "Inventing Options for Mutual Gain" in creative problem-solving would also be employed such as "looking through the eyes of different experts" to examine desired leadership qualities and development techniques.[40]

City Council: For the Council as a whole, "principled negotiation" would be the best approach to convince it that the preferred strategy is sound.[41] Insisting that the Police Chief position creates the vision and environment for success of the organization, absent an objective standard of measurement, will limit the acceptance of the proposal. Emotions, which can typically become entangled with the objective merits of the proposal, must also be separated from the issue when dealing with this group. This tactic will reduce the likelihood of a "siege" mentality surfacing and minimize their negative activity as ***snaildarters***.

Police Command Staff: Insisting on using "objective criteria" with this group will instill a sense of fair standards independent of forceful personalities and hidden agendas.[42] The method of "principled negotiation" will allow for negotiation on merits, not positional bargaining, which has been the organizational past practice.[43] This group will have a strong vested interest in the input and outcome of the final process. Negotiations will need to "focus on interests, not positions" and "separating people from the problem".[44] "Inventing options for mutual gain" will also come into play.[45] By providing access to executive level development options (schools, executive

exchange programs, executive seminars, etc.), each captain will perceive a personal gain with Departmentwide benefit.

This implementation plan and negotiation strategy foster the required firmness and flexibility necessary for any successful negotiation. The elements of the process should lead to the adoption of a career development program for the police chief that emphasizes the goals set forth in the Mission. In the following section, a plan to ensure a fluid transition from the comfort of the familiar *present* to the anxiety of the unknown *future* will be addressed.

SECTION III: CREATING THE FUTURE

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

INTRODUCTION

This section presents a **Transition Management Plan** for revising existing policies and practices relative to police chief career development within the model police agency and evaluating that executive's effectiveness. This plan is the final phase to focus on the issue question, **"What Will Be the Status of Required Police Chief Capabilities for Mid-Sized Police Agencies by the Year 2002?"**

In the first section, Nominal Group Technique (NGT) and Forecasting processes were used to identify possible future scenarios as they relate to this issue. Conclusions drawn from the process suggest that, by acting now, it is possible to manage and nurture the development of required skills, training, education, and leadership style for a successful model chief of police, thus improving the potential to achieve the "most desirable" future for police organizations. The second section focused on developing a strategic plan and negotiation strategy to manage the Department and issue to reach that goal. In this third process, the researcher will develop a **Transition Management Plan** directed at moving the model police agency from its present state to one more conducive for, and committed to, accomplishing the desired future.

In light of today's trends, police chiefs must develop and educate themselves as well as their organizations to meet the increasing demands and challenges placed on them by society. A conservative management style that fails to take risks will limit an agency's effectiveness. There can be no improvement or progress in a police organization without change. And, change involves taking risks - intelligently.

Weathering these and other unanticipated changes in society and criminal justice, in addition to directing law enforcement to greater heights of accomplishment and professionalism, will place strong demands on the leadership capabilities of police chiefs. Therefore, as they approach the complexity and change of the future, police chiefs need to identify, nurture, and continually develop their skills, training, education, and managerial capabilities.

The ***desired future*** for the model police department is one that will seek to develop and maintain qualities of capable leadership, at the chief of police rank. Capabilities that utilize the previously outlined Micro-Mission Statement, as the police chief measurement standard of excellence, that will:

* *Provide a vision for the future.*

* *Be sensitive to the changing values of the work force while communicating to them the ethical standards and values of the organization.*

* *Be highly creative and innovative.*

* *Maintain a dynamic understanding of change that positions the agency to be a proactive leader in the community.*

* *Seek to constantly maintain current information on trends and strategies affecting law enforcement.*

* *Be enthusiastic and supportive, creating an organizational environment tolerant of mistakes and questioning.*

* *Balance the interests of the community with the needs of the department while maintaining sensitivity and compassion for both.*

* *Value the employee as the organization's most precious asset.*

Critical to implementing the strategic plan - ***Police Chief Effectiveness Audit and Career Development Program*** - is the process of "getting from here to there", or moving from the present state to the desired future. The selected or preferred strategic plan, however, is just the first step in a series of sequential strategic plans that will be developed to move the model agency closer to the goal of effective law enforcement thru leadership excellence. The success, or failure, of the change process depends on how well the transition process is managed. A transition management plan must be designed for the unique environment of each individual organization. This section consists of three distinct but interdependent segments. First, those individuals necessary to initiate change are identified, their current level of commitment analyzed, and means to gain or alter commitment suggested. Second, the structure(s) necessary to manage the change effectively are identified. Lastly, methods and tools to minimize the negative impacts of change on the organization are presented.

DEVELOPMENT OF COMMITMENT STRATEGY

CRITICAL MASS

A number of key persons and groups have previously been identified as having impact on, are impacted by, or who care about the topic issue. From this original list of **stakeholders**, five **actors** have been identified who comprise the ***critical mass***. The ***critical mass*** is defined as the minimum number of people who, if they support the desired change, will likely make it successful; and who, if they oppose the change, will likely make it fail.

The following **actors** are viewed as comprising the ***critical mass***:

* Chief of Police

* City Personnel Director

* City Manager

* City Council

* Police Department Command Staff

COMMITMENT CHARTING

Table 6 reflects the critical mass actors in their present level of commitment to changing current policies and procedures, including a projection of the minimum level of commitment required from each actor to insure success of the desired change. An assessment of the critical mass actors and the appropriate intervention strategies necessary to accomplish the required commitment level for success of the transition plan follow the chart.

TABLE 6. COMMITMENT CHART

COMMITMENT> / CRITICAL MASS ACTORS V	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POLICE CHIEF		O<<<	<<<X	
PERSONNEL DIRECTOR			XO	
CITY MANAGER		X>>>	>>>>>>	>>> O
CITY COUNCIL		X>>>	>>>O	
COMMAND STAFF			XO	

X= Current Level of Commitment **O= Desired level of Commitment**

Police Chief. The Chief is a veteran police executive with over 50 years in law enforcement. His professional credentials include retirement from a large metropolitan police department at the rank of captain. He is the interim Police Chief for the model Police Department and will vacate the position shortly. In recent months, he was strongly criticized by the Hispanic community for publicized remarks attributing increasing violent street crime to the influx of illegal aliens. This event followed recent Immigration and Naturalization Service (INS) enforcement action directed at Hispanic neighborhoods, which the Police Department assisted by providing traffic control. These events have significantly polarized the community.

The Chief views his role as critical in preparing the Department for a new police chief. With that goal in mind, organizational changes have been dramatic and frequently without command level input. Although well educated and well read, the Chief has a low opinion of the POST Command College and F.B.I. National Academy programs. He frequently quips,". . . but, will it help catch more burglars?" He does, however, recognize the need for strong leadership for the Department. What that leadership should consist of, and how that leadership will be obtained, is not clear to the agency.

Although previously opposed to developing procedures regarding police chief effectiveness audits or implementing an executive career development program, the need to select a competent replacement has motivated him to argue for needed changes, placing him in the "Help Change Happen" category.

The current political climate within City Hall makes it necessary for the chief to lower his profile with the other critical mass actors. For the plan to succeed, he must personally move into the "Let Change Happen" category. This will happen when the Chief acquires the confidence that he will be leaving the Department in capable hands.

Once the Chief has convinced the other critical mass actors of the need for change, the mechanics and management of those changes can be delegated to a blue ribbon committee within the City Government. He should also recognize that program implementation does not have to be immediate or even specific at this point. The crucial concern is to establish agreement among the critical mass actors that changes in the present system of executive development are necessary.

The Chief does recognize that the development of command level subordinates has been insufficient to prepare them for the current police chief opening. Focusing the Chief's attention on this fact and the political realities, will eventually move him to the required commitment level.

PERSONNEL DIRECTOR. The Personnel Director has considerable influence with the City Council and City Manager. He is a politically powerful Department Head and takes an active role in developing managerial training programs and seminars. He coordinated the hiring process for selection of the next police chief to replace the interim Chief. He also serves as the primary negotiator for the City with the various bargaining units. In that capacity, he is constantly viewed in an adversarial role by City employees. This results in efforts on his part to endorse and market "people oriented" programs.

The Personnel Director will want the Personnel Department to remain actively involved in any executive development program or executive audits and will be open to expanding the process to other City Departments. Existing responsibilities have afforded him that position, and, for that reason, he is presently in the "Help Change Happen" category. For this plan to succeed, he must remain there. This will be accomplished by seeking his input early on into the developmental program process and

convincing him changes desired by the Police Department are visionary and "people-oriented".

CITY MANAGER. The City Manager will be concerned with two critical areas: 1) financial, and 2) political. From a financial perspective, the cost of the program will be a major consideration. The City is currently experiencing a significant reduction in sales taxes consistent with the general slump in the economy. This resulted in a Citywide hiring freeze. From a political perspective, being a team player and sensitive to the needs of Council, will be traits highly valued. The City Manager is a reasonable man and considers sound arguments for change, although he would resist any change that appears to be self-serving. He is currently seen as being in the "Let Change Happen" category.

The current management structure within the City makes it necessary for the City Manager to personally debate the need for change with the other critical mass actors. To change to a "Make Change Happen" category, he must be persuaded that inefficient and ineffective executive leadership is costly and politically damaging, as it was in the Rodney King incident. Such persuasion will best be achieved over time, not by attempting to convince him in one emotional session. The latter approach could be perceived as self-serving or ego-centered. With Police Command Staff assistance in presenting new trends and developments in executive training, which would better equip the Chief to deal with change, the City Manager can be convinced that management development is an economically and politically sound investment. If he can be convinced of these facts, he can be moved to the critical "Make Change Happen" category.

CITY COUNCIL. This body consists of five members, one of whom is elected Mayor. The present Council is composed of four males and one female, and is a generally conservative group, fiscally frugal and committed to traditional community values. The Council is currently in a transition state from that of a long term City service experience- based group, with a traditionalist mind-set, to one of relatively limited public service, but open to new ideas. This transition creates an opportunity for acceptance to creative ideas and new philosophies.

Typically, the Council supports changes that come as a recommendation of City Staff and agreed upon by the City Manager. To avoid the "traps of transition" with this group, "overkill levels of information" must be provided. An executive career

development program that can be evaluated for effectiveness periodically, and shown to be cost effective, would likely be supported by this group. Additionally, the potential for increased involvement of the community with the police chief would have strong appeal to the Council. The Council is, therefore, in the "Let Change Happen" category and needs to move to the "Help Change Happen" area for this plan to be successful.

POLICE COMMAND STAFF. This body consists of four Captains assigned to the Department's Patrol, Detective, Administration, and Traffic Divisions. A wide spectrum of experience and education exists among the group. The appointment of an Interim Police Chief created a power vacuum that set the stage for constant political posturing. This also focused attention on the level of skills, capabilities, and training each Captain possessed. The end result was general consensus within City Hall that the next Police Chief should come from outside the Department.

Three of the four Captains have aspirations to be a police chief and are sensitive to the political realities faced by the Chief, as well as the importance of the Chief's relationships with the other critical mass actors. Recognizing the need to implement an executive career development program, the Command Staff have strong vested interests in the input and outcome of the final process. This high level of commitment to accomplish the desired changes must be tempered to avoid the appearance of applying inappropriate pressure toward, or even undermining, the Chief.

The Administrative Commander is the likely candidate to manage the changes once a decision is made to develop and implement a Departmental executive program, but not in a position to champion the cause before the other critical mass actors. This places the Command Staff's present level of commitment in the "Help Change Happen" category, and allows the Chief to lead efforts among the critical mass actors, even if they are assigned to do the actual work. Any perceived lack of enthusiasm or indifference on this group's part would negatively influence others in the organization, as well as other critical mass actors, who are uncertain as to the benefits of the plan.

TRANSITION MANAGEMENT STRUCTURE

Organizational change occurs in three phases: the present state, the transition state, and the future state. The transition state can, and often does, differ significantly from the future state in its critical components - role, task, and resources. The transition state typically requires a separate structure and form of management appropriate to its unique work. When choosing a suitable change-management structure for the Model Police Department, the following leadership structure components were considered:

* The clout required to mobilize the resources necessary to keep the change moving.

* The respect of the existing operating leadership and advocates of change.

* Effective interpersonal skills.

For this project, the management structure of choice would be a combination of: **Project Manager, Representatives of Constituencies,** and **Diagonal Slice.**

The designated Project Manager's job would be to "manage the change". To ensure objectivity and thoroughness, the project manager would function from the City Manager's office and have the power of that office to make change. This person would be responsible for overseeing all elements of the project and coordinating the efforts of others to assure task completion and timely progress.

A group consisting of representatives of constituencies would be formed by the project manager. This change-management element would consist of the major constituencies or "stakeholders" involved in the change. This structuring tactic contributes to moving the Model Agency toward more participation and democracy in working conditions, which are organizational qualities sought in the ***desired future***.

The "diagonal slice" mode involves obtaining representatives of the various "relevant sub-systems" of the Police Department, as opposed to just formal representation from these groups. It would include line and staff, sworn and non-sworn, from both support and operational functions. Their perspectives help to avoid surprises and facilitate clear communication with regard to strong "certainty" and "stability" as organizational goals and objectives. Employee involvement also assists in unifying the organization and easing the transition.

This three-fold structure ensures the critical tasks in Managing Change are met. Any one component alone cannot anticipate all concerns, instill a sense of employee participation, or guarantee the support needed from all stakeholders. This combined tactic does help to minimize perceived self-serving interests and demonstrates a commitment to teamwork and partnership, the management style sought in the ***desired future***.

IMPLEMENTATION TECHNOLOGIES

The final phase of transition planning involves identification and selection of the methods and technologies which can be used to support implementation of the desired changes. Critical to this process will be an assessment of what contributed to placing the organization in the unmanaged change state that exits today. The uncertainty of change, coupled with a lack of clearly defined organizational goals can be attributed to unusually high turnover at the chief's level. This generated stress and negative energy that was manifested in the form of conflict, jealousy, and insecurity on the part of the Police Command Staff. Ultimately, this condition impacted and influenced perceptions on the part of several members of the critical mass to seek leadership from outside the organization. The methods and technologies selected for implementation of this plan must address and minimize the potential for these conditions to reoccur.

The technologies and methods recommended for this plan include:

FORCED COLLABORATION OR TASK FORCE APPROACH - Recognizing that opposition has existed between some of the critical mass actors in the past, forming them into a "transition management team" would provide a forum for them to identify common areas of concern and topics of conflict with desired management styles. This will also avoid false expectations and later conflicts. Developing a "winning" strategy can be clearly identified as the collective responsibility of this group.

PROBLEM-FINDING ACTIVITIES - These would involve the critical mass actors in discussion about what problems exist within the present police chief capabilities inventory process and executive development effectiveness from their individual perspectives. This should raise group awareness of the significant issues and how they are perceived by each member. Additionally, hidden agendas will surface that can be dealt with accordingly.

COMMUNICATING THE VISION - Once the critical mass actors reach consensus on the desired skills, education, training, and experience necessary for the leadership of the Model Police Department, the desired capabilities should be carefully reviewed with all members of the management team to inform them of the rationale for the selected traits. A detailed explanation of the executive career development program as a method to develop and maintain qualities of capable leadership at the police chief rank would then be shared with the entire organization.

ROLE MODELING - The new Chief and Command Staff will set the example for other critical mass actors by modeling the new "cooperative behavior" sought as the paradigm for management.

TREATING HURTING SYSTEMS - A failure of management occurs when a climate exists in which organization members are unwilling to express conflicting opinions whether the boss is present or not. This reluctance results from the fear of being viewed by both peers and superiors as being disloyal or a non-team player. By publicly identifying the organizational problem areas, the entire organization can move closer to solving them. This also helps them reach the goal of providing an organizational environment tolerant of mistakes and questioning.

EDUCATIONAL ACTIVITIES - Invite representatives, from both public and private sector agencies, who have experience with successful executive career development programs, to develop an accurate gauge of the risks associated with an unmanaged, but constantly changing future. Pitfalls experienced by other agencies in similar programs can be identified and avoided by seeking honest feedback.

MILESTONE RECOGNITION - Milestones, or checkpoints, should be established within the plan to identify transition points in the various phases, such as implementation dates and dates of significant events. As these are achieved, they should be announced and recognized to keep everyone involved, or affected, informed about the progress of the plan. This will assist everyone in leaving the previous state behind as the organization moves toward the **desired future**. Refer to Table 8.

RESPONSIBILITY CHARTING - This process clarifies the roles to be assumed by individuals during and after the changes are implemented. It establishes what actions, tasks, decisions, and responsibilities must be accomplished by individuals and to what extent they will be personally involved. This will facilitate teamwork and enhance

individual member insight into the roles each plays in attaining organizational goals. Refer to Table 7.

TABLE 7. RASI

RESPONSIBILITY (RASI) CHART
(Three Person Consensus)

ACTORS / ACTIONS	Chief of Police	City Council	Project Manager	Personnel Director	City Manager	Command Staff
TRANSITION STATE:						
Formulate Policy	I	I	R	I	A	S
Choose Committee Chair	I	I		R	A	S
Select Blue Ribbon Committee	I	I	R	S	A	S
Assess Organizational Culture	I	I	R	S	A	S
Identify Internal and External Resources	S	S	R	I	A	S
Design Executive Development Program	S	I	R	I	A	I
Maintain Contact with Stakeholders	S	I	R	I	A	S
FUTURE STATE:						
Implement Executive Development Program	R	S		S	A	S
Monitor Program and Community Reaction	S	I	R	I	A	S
Periodic Evaluation Reports to City Mgr.	I	I	R	I	A	S

LEGEND:
R = RESPONSIBILITY for action (but not necessarily authority)
A = APPROVAL (must approve, has power to veto the action)
S = SUPPORT (has to provide resources, but does not have to agree to the action)
I = INFORM (must be informed before the action, but cannot veto)
Blank = Irrelevant to that particular action

MILESTONE RECOGNITION - As mentioned previously, milestones, or checkpoints, should be established within the plan to identify transition points in the various phases, such as implementation dates and dates of significant events. As these are achieved, they should be announced and recognized to keep everyone involved, or affected, informed about the progress of the plan. This also provides the organization

with an opportunity to reassess the direction the program's going and prevent bad decisions from becoming bad policy. Recognizing that the ***preferred strategy*** is just the first step towards excellence in leadership, milestone recognition allows the organization to remain focused and on target with the mission statement. Refer to Table 8.

TABLE 8.MILESTONE RECOGNITION

OBJECTIVE: Establish well published checkpoints that allow the organization to assess the status of transition into a management style that is guided by the model City's Statement of Organizational Values and is consistent in practice and policy with the Department's Mission Statement.

MODEL AGENCY TASKS:	TIME FRAME			ASSIGNMENT OF RESPONSIBILITY
	Before 6/93	1-10 Years	Fiscal Impact	
Select Project Manager and Staff members	1/93		No	City Manager
Provide Mission Statement and clarify roles	4/93		No	Project Manager/Staff
Assess Organizational Culture	5/93		No	Project Manager/Staff
Identify Internal and External Resources	6/93		No	Project Manager/Staff
Design Executive Development Program		1	No	Project Manager/Staff
Develop a job-related performance evaluation system for the C.O.P. consistent with Mission St.	6/93		No	Administrative Captain
Implement Executive Development Program		2	Yes	Administrative Captain
Establish an ongoing police chief evaluation process to assess the Department's transition status		2-4	No	City Manager
Instigate and oversee an interactive planning process between University and police personnel		2-4	No	Project Manager/Staff
Establish minimum qualifications for future police chief executives		4-5	No	Project Manager/Staff
Require annual recertification of college degree		6-10	Yes	Personnel Director
Confer with POST/Cal Chiefs for implementation of required Statewide executive development standards and minimum job qualifications		7-9	Yes	Police Chief
Monitor Program and Community Reaction		1-10	No	City Manager
Periodic Evaluation Reports to City Manager		1-10	No	Police Chief
Confer with POST and IACP for Nationwide implementation of required executive development standards and minimum job qualifications		8-10	Yes	Police Chief/Staff

***

CONCLUSION

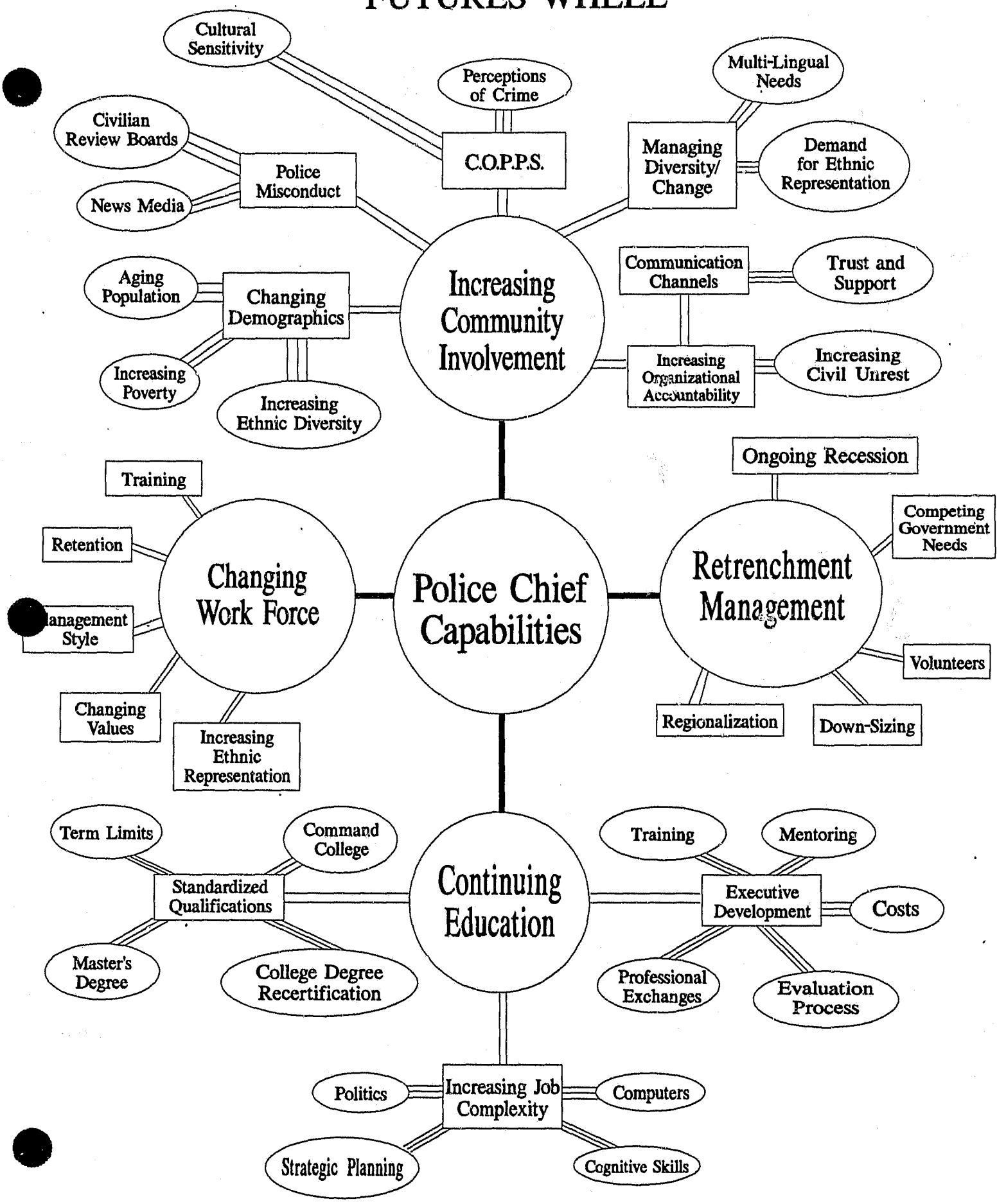
This transition management plan has addressed the issues necessary to "make change happen" in order to accomplish the **desired future** state. It has identified individuals who comprise the critical mass and assesses the extent to which they have the necessary information to support the desired changes, their motivation or willingness to do what is necessary to accomplish the changes, and their capability to achieve the desired changes.

While this section establishes a clear plan by which the desired changes can be accomplished, the question of timing remains a critical concern. The decision of **when** to make the changes occur, ultimately, will remain with a new Chief of Police who has yet to establish a reputation of credibility with the other critical mass actors. This can, however, be a window of opportunity to implement change without having to deal with preconceived ideas relative to the individual's past performance. Change will occur. The overriding question remains as follows: ***Will the Model Police Department be prepared to manage that change?***

"As the twenty-first century draws near, it is apparent that law enforcement personnel will continue to face complex social problems and increasingly sophisticated criminal behavior. The demands for police service will increase, along with demands for accountability, efficiency, and effectiveness. No law enforcement agency can fail to recognize the changes that are taking place in policing today. Among those changes are an increase in the educational level of citizens, and police programs that are based on significantly increased police - citizen interactions."[46] The question for the twenty-first century is not **whether** college education is needed for police chiefs, but rather **how much** and **how soon.**

APPENDIXES

FUTURES WHEEL



CITY OF ORANGE APPENDIX B

POLICE DEPARTMENT • 1107 N. BATAVIA STREET • ORANGE, CALIFORNIA 92667 • (714) 744-7390
FAX (714) 744-7320

October 18,1991

Dear Jane,

I appreciate your willingness to participate in this **Nominal Group Technique (NGT) and Futures Forecasting** exercise. I'm hoping you will find this to be a worthwhile experience for you personally in addition to the contribution you will be making to an issue of concern to law enforcement. This process is the first stage of the futures research project for the Command College program. In order to minimize the time required for the process, which could take as long as four hours, I would like to give you some information to consider in advance of our meeting.

You will be asked to consider an emerging issue for law enforcement in terms of the trends and events that might impact this issue in the next five to ten years. To give us a collective perspective, I will state the issue and define the terms "trend" and "event" as you need to consider them for this process.

THE ISSUE

WHAT WILL BE THE STATUS OF POLICE CHIEF CAPABILITIES OF MID-SIZED POLICE AGENCIES BY THE YEAR 2002?

Sub-issues are easily derived from this general question. For the purpose of our group exercise, I would like to focus your thinking on the main issue in the context of the following sub-issues:

1. *What impact will a changing work force have on the capabilities needed for a police chief by the year 2002?*

2. *What impact will the varying perspectives available through continuing education have on the requirements for a police chief by the year 2002?*

3. *What impact will community involvement have on the management responsiveness of the police chief by the year 2002?*

DEFINITIONS

Event- A single occurrence, that can be traced to a given point in time. (Several events occurring over time create a trend.)

> Example: New legislation is passed that mandates graduation from the Command College as a prerequisite to becoming a chief of police.

Trend- Several similar events which take place over a relatively short period of time. They are indicators of possible change.

> Example: Cities recommend graduation from the Command College as a desirable qualification when considering openings for the position of chief of police.

This topic is wide open for speculation and conjecture. I am hoping to assess the potential for managing our executive development future course by identifying current trends that are likely to continue and events which may occur for the first time in the future. All of us have experienced positive, progressive leadership and conversely suffered under short sighted dictatorial management. This should help us forecast trends and events for this issue without great difficulty.

As you think about the topic issue, please consider it in the context of our total environment. It may be helpful for you to project the topic into the future using the "STEEP" acronym. This requires looking at the issue in terms of its impact on or how it is impacted by the Social, Technological, Environmental, Economic and/or Political trends and events.

THE N.G.T. EXERCISE

The N.G.T. process as it is organized will include the following process at our meeting:

STEP 1

Individually identify the trends and events you feel will impact the issue by the year 1995. Working alone, list your responses on the sheet of paper provided. Each member then offers one of their trends/events to the group and it is placed on a chart in the front of the room until everyone's choices are represented in total.

STEP 2

Each member then selects what they feel are the top five trends and events from the group list. Using the N.G.T. process, select the top five trends, eliminating the

remainder of the group list and complete the Trend Screening forms. Repeat the N.G.T. process from the list of events to select the five most important events. Discuss the results as a group for clarity on each item.

THE FUTURES FORECASTING EXERCISE

STEP 1

After clarifying the meaning and reasoning behind the top five trends and events, complete the Trend Evaluation Form and The Event Evaluation Form individually. Transpose the results onto the board showing the group's high, low and median answers for each trend and event. Discuss these results and the range of differences. Keep notes on the comments for inclusion in the written paper.

STEP 2

If time allows, we will also complete Cross-Impact Evaluation Matrix and discuss the results.

The N.G.T./Forecasting process is confusing and takes a significant amount of time. I would ask that each of you come to the meeting prepared for a concentrated work effort, and I will do all I can to explain the process as we go along, but for the sake of time, following the directions given will allow us to complete the process in the least amount of time.

Again, I appreciate your willingness to participate and hope you will find the experience worthwhile. I will be glad to send a copy of the intersession project that results from this exercise to any of you who would like to have it.

As a reminder, the meeting will be in the Emergency Operation Center on the First Floor of the Orange Police Department, located at 1107 North Batavia, Orange, on Saturday, October 26, 1991, at 9 P.M., sharp. If you have any questions, in the meantime, please feel free to contact me at (714)744-7400.

I appreciate your help,

Gene Hernandez

APPENDIX C

LIST OF CANDIDATE TRENDS

1. **Ethnic minority community input**: Impact of cultural diversity in the community and the police chief's responsibility.
2. The impact of citizen review panels: Levels of civilian intervention with police department's operations and policies. (Restated after combined with number 19.)
3. The impact of growth: Geographical and demographical growth within the community and its impact on the chief of police.
4. **The impact of culture diversity**: The impact of culture diversity (age and sex), both internally and externally, to the organization.
5. The impact of the news media on departmental operations.
6. The required use and knowledge of technology for the police chief. (During voting process, combined with number 7.)
7. The impact of technological advances on the capabilities and knowledge required of the police chief. (Restated after being combined with number 6.)
8. The impact of jointly managing department issues with other city departments: Other city departments meaning those units within city government such as public works, community services, personnel, city manager's staff, etc..
9. The level of civilianization within the organization.
10. The impact of special interest groups on the chief of police. (During voting process number 21 was used as an example and then eliminated.)
11. Regionalization of police services.
12. **Changing leadership style**: Impact of a proactive, participative, visionary leadership style on the organization. (During voting process, restated after combining with numbers 14,16,20,29.)
13. Level of serious crime within the community: Community's perception of personal safety.
14. The importance of the police chief interacting with other community leaders. (Combined with number 12.)
15. Impact of women in the work place. (During voting process, combined with number 18.)
16. Acceptance of risk taking innovations. (Combined with number 12.)
17. **Standardized term, selection, and qualifications of a chief of police.** (During voting process, restated after combined with numbers 25,27,33.)
18. Impact of women in the Law Enforcement work place. (Restated after being combined with number 15.)
19. Level of civilian intervention. (Combined with number 2.)
20. The police chief's ability to deal with the economic problems of his or her employees. (During voting process, consensus that this is an element of number 12.)

21. Demand by public for crime prevention programs. (Eliminated after used as an example for number 10.)
22. Regionalization. (During clarification discussion, eliminated as a duplicate of number 11.)
23. Privatization.
24. Environmental issues: AQMD requirements, scheduling concerns etc..
25. Change educational requirements for police chief: Level of formal education and training required. (During voting process, combined with number 17.)
26. Status of police misconduct and the role of the police chief: Extent of responsibility of the police chief for the actions of subordinates.
27. Demand for public disclosure of pre-hire background information for public officials: Level of community access or exposure to public official applicants background information.
28. **Retrenchment management**: Managing the organization with dwindling resources or reduction in funding and maintaining or increasing levels of service.
29. The importance of strategic planning by the police chief: The capability of the police chief to identify emerging issues and implement policy to address them. (During voting process, combined as an element of number 12.)
30. Labor unions impact on the capabilities required of a police chief: The extent a police association/union affects the skills and abilities required of a police chief.
31. Managing complexity: The capabilities needed to manage the level of choices and degrees of difficulty involved with police work.
32. Changing ethics and values of the police chief and the impact on the organization: The core beliefs, principles, morals, and values of the police chief and his/her effect on the organization.
33. The impact of the Command College on the training requirements for a police chief: POST Command College graduate skills as a requirement for police chief. (During voting process, combined as an element of number 17.)

*** Bold Trends Were Selected For Forecasting**

APPENDIX D

LIST OF CANDIDATE EVENTS

1. Governor signs into law mandatory accreditation requirement for all police agencies.
2. POST mandates continuing education requirement for all California chiefs of police.
3. **State sales tax revenue declines by 25%.**
4. Minority communities demand ethnic representation within police departments and at the executive levels consistent with city's make-up.
5. Federal government institutes and funds the national police cadet program.
6. **State legislation mandates police chief candidates must have as a minimum educational requirement a Master's degree.**
7. State legislation passes requiring mandatory civilian review boards.
8. **State law mandates annual recertification of college degrees.**
9. State law passes mandating the chief of police be an elected official.
10. City council approves expenditure for voice activated computers in police units.
11. City's minority community storms city hall demanding greater minority representation at the police command level.
12. **City enacts ordinance to limit the term of office of the police chief to five (5) years.**
13. Community hires private security force to provide all police services.
14. City is sued for internal misuse of police computer records.
15. State mandates installation of video cameras in all police units.
16. City gives new police chief five (5) year "no cut" contract.
17. City hires a civilian police chief.
18. Part 1 crimes double in California.
19. State legislation passes mandating public confirmation hearings for chief of police selections.
20. **State legislation passes mandating POST Command College graduation as a requirement for a chief of police position.**
21. State mandates basic qualification standards for chief of police positions.
22. Federal legislation mandates basic selection and testing standard for police chiefs.
23. Federal government creates national police executive command college.

***Bold Events Were Selected For Forecasting**

APPENDIX E

INTERVIEWS

Eight law enforcement professionals were asked the following four questions. A fifth question was adapted on the responses given. All responses were placed in the context of an agency of the size selected for this study. Responses are reflected below. Where commonalities exist, answers are totaled as a summary.

EXPERTS INTERVIEWED

* **Ronald LOWENBERG, Chief of Police, City of Huntington Beach** and current Commissioner for P.O.S.T.

* **Phillip GOEHRING, Chief of Police, City of Fullerton** and current president of Orange County Police Chiefs and Sheriff Association

* **John ROBERTSON, Chief of Police, City of Orange**

* **Richard TEFANK, Chief of Police, City of Buena Park**

* **Merrill DUNCAN, Educator and retired Chief of Police, City of Orange**

* **Joseph BRANN, Chief of Police, City of Hayward**

* **Robert MURRAY,Senior Consultant, RALPH ANDERSON and ASSOC.**, executive search firm

* **William TAFOYA, Supervising Special Agent, FBI**, and noted Futurist Lecturer

INTERVIEW QUESTIONS AND ANSWERS

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

Sum: Economics = 8
Services =4
Change = 4

A: o Multi-culture Citizenry; managing diversity

- How does law enforcement facilitate the community's ability to express dissension or protest governmental actions while maintaining law and order.
- Retrenchment Management
- Lack of strategic planning skills and abilities
- Lack of community confidence in police management
- Ethnic diversity
- Transition to community oriented policing as an organizational philosophy
- Budgetary accountability
- Ethics
- Recruitment and demographic representation
- Managing a changing work force
- How we treat our employees
- Fiscal restraints
- Enforcement of environmental laws
- Computer crime
- Staying abreast of change

Q2: What are one or two major changes you expect to impact the chief of police position within the next ten years?

Sum: More accountability = 5
Decreasing tenure = 4
Increasing educational requirements = 5

A:
- Mandated term limits
- Limited contract flexibility
- Increasing educational requirements
- Increasing political competition for limited resources
- Changing work force
- Changing work ethic
- Mandated consent decrees on hiring
- Redevelopment and community planning issues
- The lack of leadership in law enforcement
- Meeting community expectations
- Bilingual work force
- Organizational resistance to change
- Competition from the private sector to perform traditional police duties
- Labor union demands

Q3: Considering the changing environment, what do you feel will be the most desirable traits, skills, attitudes, and behaviors for effective police chiefs in the next ten years?

Sum: Problem solving skills = 7
Sensitivity to employee = 5
Community values/expectations sought = 6

A:
- Caring about people, a desire to develop people and willingness to empower others
- Flexibility - must be able to evaluate when to go by the organizational rules and when to deviate from them
- Capacity to constantly self-evaluate, both personally and organizationally, adjusting were needed
- Leadership skills: visionary, facilitates organizational values, futures oriented, adaptable, able to identify the needs of the organization to move into the 21st century, skilled in followership
- Skilled in human resource management
- Strong time management abilities
- Creative and innovative
- Skilled broker of power and influence
- Strong communication skills; able to work well with special interest groups
- Ability to manage through people
- Tolerant of mistakes and encourages risk taking
- Skilled negotiator, adapt at conflict resolution
- Long range planning skills
- Keen understanding of the political environment
- Recognizes the diverse elements in the community and able to capitalize on synergistic potential
- Strong academic background
- Involved in the community
- Leads by example

Q4: What do you believe are the most effective methods for developing police chiefs in those traits, skills, etc. for the future?

Sum: Formal Education = 4
Mentoring = 6
Executive Training = 5

A:
- Professional development outside of one's own environment - corporate exchange, sabbaticals, etc.
- Formal education - life long process

- Formal mentoring system
- Attendance at POST Command College
- Possession of a Master's Degree
- Executive development programs
- Futures oriented training
- Constant self assessment and skills audit
- Departmental educational policies
- Involvement in service clubs and groups
- Standardized minimum qualifications for chief position
- Collaborative efforts with university system and POST
- The Commission on Accreditation for Law Enforcement Agencies (CALEA) should explore the feasibility of incorporating personnel standards requiring higher education for employment and promotion as part of it's accreditation standards.
- Educational incentive pay requiring annual requalification
- Annual college degree recertification to remain valid

Q5: What problems will police chiefs need to manage as a result of (respondent's issue) in the next ten years?

Sum: Diversity = 6
Adherence to Status Quo = 5

A:
- Recognizing the fact that managing diversity means not everyone will be pleased; manage change to reduce resistance
- Overcoming traditional management mindset
- Increasing EEO issues and reverse discrimination claims
- Sexual equality
- Must avoid resting on "laurels of successes" and constantly review organizational effectiveness
- Effectively balancing time between organization and community
- Dealing with community expectations that exceed the organizations ability to meet them
- De-emphasizing learning by rote and emphasizing critical thinking skills
- Escalating training at all levels with diminishing resources
- Increasing political influence on the police chief position
- Organizational resistance to redefining role of law enforcement

APPENDIX F

MODIFIED POLICY DELPHI
ALTERNATIVE POLICY STRATEGIES

A seven member Modified Policy Delphi panel, made up of a vertical slice of management and supervisory personnel from both the model police agency and surrounding police departments, were used to formulate, examine, and select policy alternatives.

Policy Alternatives:

1. **Perform Internal and External Assessment of Department's Executive Effectiveness**

   PROS:
   o Would validate the Police Chief and Department's perception of effectiveness, morale, sub-ordinate development, and values with that of the Community's perception
   o Would identify weaknesses at the executive level without fear of reprisal
   o Would reveal the Department's readiness to anticipate future change

   CONS:
   o Would reveal weaknesses in the current organization that could be embarrassing to the Chief if not held completely confidential
   o Internally, expectations of positive change could be raised and if not met would result in diminished morale

2. **Form a Blue Ribbon Committee to Create an Executive Career Development Program**

   PROS:
   o Would involve key stakeholders
   o Would increase the likelihood that desired traits, skills, education, management style, and experience level needed for a model police chief would be fully examined
   o Would increase continuity of management philosophy

   CONS:
   o Time consuming process for key stakeholders
   o Commits the Chief to a course of action, and could make him or her vulnerable if the program fails to meet stated goals

o Command Staff lacking the capabilities, traits, skills, and education identified as desirable and required for police chief within the organization, could become *snaildarters*

3. **Develop Department Policy Requiring Continuing Education for Police Chief**

PROS:
o Establishes Department priority on the importance of continuing education
o Increases Police Chief's capabilities to understand and make sound judgements
o Provides the Chief with cognitive skills necessary to challenge traditional assumptions and methods
CONS:
o Increased possibility highly skilled Chief may leave the organization
o Escalating costs of higher education
o Historical emphasis has been put upon the acquisition of college credentials without sufficient concern for what is to be learned

4. **Implement an Executive Career Development Program**

PROS:
o Provides a base of future leadership for the Department
o Commits the Chief to long term professional growth
o Re-enforces organizational commitment to personnel development
CONS:
o Cost concerns

5. **Form a Blue Ribbon Committee Tasked with Recommending Departmentwide Career Development Programs**

PROS:
o Increases likelihood desired character traits, skills, education, management style, and experience level needed for a model police chief were fully explored
o City government would be demonstrating it's commitment to current and future excellence in police department leadership
o Provides continuity of leadership
CONS:
o Cost concerns
o Time commitments involved in the process for the key stakeholders

6. **Develop Policy Standardizing Qualifications for Police Chief**

PROS:
o Provides the organization with an opportunity to re-enforce the values, ethics, and priorities it seeks to develop
o Minimizes political influence in the Police Chief selection process
o Provides a common base to build future law enforcement leadership nationwide
CONS:
o Can exclude quality candidates who lack the minimum qualifications
o Potential for elitism to develop

7. **Develop Policy Requiring On-Going Education to Remain Eligible for Educational Incentive Pay**

PROS:
o Provides motivation for Chief
o Makes an organizational statement that life-long education is a priority
o Update's Chief's informational data banks
CONS:
o Can be costly to City

8. **Petition POST for Standardizing Police Chief Qualifications**

PROS:
o Provides a framework of quality, professional, and competent leadership
o POST has the authority and reputation to make it happen
o Consistent with professionalizing the occupation
CONS:
o Ability to reach consensus on what the minimum standards should be
o Imposes the skills and ideas of today on the Chiefs of the future

9. **Implement Sponsorship for Research Fellowships for Police Executives Through Local Colleges and Universities**

PROS:
o Makes cost of formal education affordable to City
o Can be a long term educational process
o Exposes Chief to diverse points of view and nontraditional philosophies
CONS:
o Can be costly for College or University
o Curriculum can be viewed as to theoretical - lacking real world application

10. **Present "*Minimum Qualifications*" Standards Proposals to Professional Police Chief Associations**

PROS:
o Reduces chances of resistance to concept by allowing a significantly impacted group to "buy-in" to the process
o Helps reduce fears over unreasonably high standards
CONS:
o Perception of a loss of individuality and power
o Imposes the ideas of today on the municipal managers of the future

11. **Develop Rotation Programs/Internships for the Police Chief Position**

PROS:
o Exposes Chief to new ideas and concepts
o Instills renewed energy and enthusiasm for both Chief and Organization
o Provides for a systematic exposure to skills and experiences which might otherwise take years to obtain through more traditional means
CONS:
o Can be disruptive to Organization when Chief is gone for extended periods of time
o Can be costly in terms of program expense

12. **Develop Personnel Policy Providing Police Chief Tenure**

PROS:
o Greatly reduces political influences on the executive position
o Allows for constant flow of new methodologies and ideas
CONS:
o Could be disruptive to long term goals and objectives
o Could be damaging to morale of organization during transition periods if not properly managed
o Provides a "lame duck" period during the wanning term of office

13. **Implement Policy to Include the City Council and Police Association in the Police Chief Effectiveness Evaluation Process**

PROS:
o Holds the Chief accountable for stated goals and objectives
o Keeps executive energy and interest levels high
o Requires Chief to "walk the talk"

CONS:

o Allows individuals unfamiliar with the intricacies of all the factors in the executive decision making process to misunderstand the Chief's motives

o Chief might view this arrangement as a potential scapegoat opportunity for the Council when conditions beyond his/her control fail to resolve politically sensitive issues (i.e., the homeless, abortion clinic demonstrations, and the influx of illegal immigrants)

INTERNAL CAPABILITY ANALYSIS

STRATEGIC NEEDS CAPABILITY

Strategic Need Area: ***Model Agency's Ability to Identify and Develop Excellence in Police Chief Capabilities***

CATEGORY	RATING*				
	SUPERIOR	BETTER	AVERAGE	IMPROVE	CRISIS
Management Skills			X		
Educational Level				X	
Executive Training				X	
Participative Management			X		
Specialty Training				X	
Community Support			X		
City Council Support			X		
Management Flexibility				X	
Economic Status		X			
Recruitment/Retention			X		
Morale			X		

LEGEND

SUPERIOR: Better Than Anyone Else. Beyond Present Needs
BETTER: Better Than Average. Suitable Performance. No Problems
AVERAGE: Acceptable. Equal to Other Agencies. Not Good, Not Bad
IMPROVE: Not As Good As It Should Be. Deteriorating. Must Be Improved
CRISIS: Real Cause for Concern. Situation Bad, Action must Be Taken At Once

*Consensus Rating by 3 Command Staff (Captains) of the Model Police Agency

APPENDIX H

RECEPTIVENESS TO CHANGE ANALYSIS

STRATEGIC NEEDS CAPABILITY

Strategic Need Area: ***Model Agency's Ability to Identify and Develop Excellence in Police Chief Capabilities***

CATEGORY	RATING*				
	I	II	III	IV	V
COMMAND STAFF					
Attitude/Personality	X				
Knowledge/Education		X			
Skills/Capabilities			X		
Training/Credentials		X			
ORGANIZATIONAL CLIMATE					
Culture/Norms	X				
Incentives to Change		X			
Power Structure	X				
ORGANIZATIONAL COMPETENCE					
Executive			X		
Command Staff	X				
Middle Management			X		
Supervisory			X		

LEGEND

I Custodial, Rejects Change
II Adapts to Minor Change
III Seeks a Familiar Change
IV Strategically Oriented, Seeks Change Related to the Issue
V Flexible, Seeks Novel Change

*Consensus Rating by 3 Command Staff (Captains) of the Model Police Agency

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