

142915

**TECHNICAL SUPPLEMENT**  
**FOR**  
**DEVELOPMENT OF SUBORDINATES**  
**IN THE YEAR 2002**

142915

**U.S. Department of Justice**  
**National Institute of Justice**

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by

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**Sacramento, California**

**January, 1993**

15-0306

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

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

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

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

## **INTRODUCTION: A Look To The Future**

A short overview of problem area and why the topic was chosen to study.

## **SECTION I: Futures Forecasting Methodology**

Issue identification from research is developed. Future forecasting techniques are applied to the Issue, including trend and event evaluation, cross impact analysis and future scenarios.

## **SECTION II: Developing A Strategic Plan**

A strategic management plan, based on a Normative "desired and attainable" future scenario is developed.

## **SECTION III: Transition Management**

"Bridging from past to the future," or how do we get from here to there? A specific plan is developed for putting the strategic plan into action.

## ACKNOWLEDGEMENTS

*This project is dedicated to the men and women of Law Enforcement who are in the streets round the clock with their lives on the line and who never get the recognition deserved. My heart is with you and "Keep the faith - help is on the way."*

- o Thanks to the California Commission on Peace Officer Standards & Training for the foresight in offering a program of this magnitude. Their vision of the future will reap tremendous dividends to California Law Enforcement as we enter the new paradigm - the 21st Century.
- o To Dr. Phillip R. Harris, the stern taskmaster who kept me on target and whose recommendations were invaluable.
- o To my forecasting panel, Commander Charles Bozza, Captain Rick Johnson, Sergeant Tom Little, Senior Officer Susan Fantes, Assistant City Manager Allison Hart, Dr. Fardad Fateri and friend, colleague and doctoral candidate at U.S. International University, Valerie Mott. Your level of experience and understanding of futuristics played a major role in this project.
- o To my colleagues at Irvine P.D., Sam Allevato and Vic Thies. As Command College graduates, your knowledge of the process helped a lot.
- o Thanks to former Irvine Chief of Police, Leo Peart and current Chief, Charles Brobeck for the time necessary to participate in this program.
- o To Karen Johnson, without whose technical skills in word processing and the "patience of Job" for the writes and re-writes, this project would never have been completed. Thanks also to Jill Pennington of Crime Analysis for help with the graphs and charts.

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## **INTRODUCTION: A LOOK TO THE FUTURE**

- **BREAKDOWN OF ORGANIZATIONS**
- **CRISIS OF GOVERNANCE**
- **TURNING POINT IN HISTORY**
- **NEEDS OF EMPLOYEES**
- **SELECTION OF COURSE OF STUDY**

# A LOOK TO THE FUTURE

## INTRODUCTION

Society, living in a time of rapid and endless change, is experiencing an "anxiety attack" about what the future holds. As we look around we see traditional organizations crumbling and passing before our eyes. To establish a foundation for this investigation it is helpful to understand what is happening in organizations and why.

A literature review reveals that the old management philosophy and ways of the past are not working, and a drastic change lies in the future. The common thread of the problem lies in the world wide chronic crisis in governance - that is, the pervasive incapacity of organizations to cope with the expectations of their constituents. Authors, Warren Bennis and Burt Nanus, further relate that they together with many of their contemporaries see society approaching a major turning point in history where some new height of vision is sought, where some fundamental redefinitions are required and where each individuals sense of values will have to be reviewed.<sup>1</sup>

Noted author, Alvin Toffler, commenting on traditional organizations states, "The number 1 assumption of hierarchy, is that those at the top can pre-specify what those below need." In this turbulent fast changing world, the above assumption is neither possible or

acceptable in organizations of the future. <sup>2</sup> The trend is clearly shifting to a more humanistic organizational concept where people are seen from three perspectives.

- o **People as organizations** - Above all, organizations are people and people are organizations. While organizations may differ in size and structure, they have one thing in common: people.
- o **People as resources** - People create the organization, guide and direct its course and vitalize and revitalize it. Smart organizations are beginning to understand that people are it's most important asset.
- o **People as people** - A strong argument is emerging that because people spend a large part of their lives at work, they have the right to expect something beyond wages and benefits. Employees of the future will demand the opportunity to grow and develop and to learn new skills.

As a student of employee motivation and development, a conclusion was formed that this would be an important topic to research for the future. If employees are to become valued assets of organizations in the future; **who then will have the responsibility for employee development and helping them achieve their potential, being the very best, he or she can be?** This, then is the issue which was identified for investigation.

A scan of the Command College Futures File assembled by this investigator during the past two years, revealed a number of articles pertinent to the issue of **employee development**. An overview of some of these articles is presented to further develop a foundation for this investigation.

- o **Building Careers at Procter & Gamble**<sup>3</sup> - Procter & Gamble has managed to make career development a formal ongoing process. It is using a process called Personal Development Planning (PDP). PDP includes: (1) Having first level manager meet with the subordinate to discuss career needs. (2) Manager writes a summary of the meeting. (3) Devises an action plan to meet stated needs. (4) Reviews the PDP with the next higher level of management, and (5) Having the associate director meet privately with each person once a year to discuss PDP. First level managers are responsible for seeing that PDP's are implemented.
- o **Timken: Targeted on the 21st Century**<sup>4</sup> - The Timken Company (Canton, Ohio), a world-renowned manufacturer of highly engineered bearings, has had remarkable success in increasing its manufacturing efficiency and profitability. Employees are using improvement teams to develop ways to improve plant performance. The three main elements the company is using are: (1) Awareness (2) Training and Development, and (3) buy-in.
- o **Life Planning: Both Sides Can Benefit**<sup>5</sup> - Victor Barocas of Strategic Management Group states life planning includes the following elements: (1) Financial planning (2) Health and welfare benefits (3) Career, family and lifestyles issues, and (4) Career development and estate planning. Such a program helps employers reduce confusion among employees, control Human Resource costs and enhance its corporate image. The employees are happy because they can enjoy today while securing tomorrow.

- o **Employee Development: How To Put Together A Winning Program <sup>6</sup> -**  
While traditional organizations employ work specialization, winning companies have found that tremendous improvements can be made by employing more flexible workers. Flexible workers are multi-skilled individuals who can perform a variety of tasks. Some organizations have expanded on the flexible worker concept by implementing self-managed teams. All employees need three types of development: (1) Visionary (2) General Skill Development, and (3) Specific Skill Development. Winning companies also realize employee development is never completed.
- o **The Workers of The Future <sup>7</sup> -** Corporate training and development programs are proliferating as companies seek to help workers adapt to rapidly changing technology and work processes. To prosper in the future, companies must concentrate on 3 "R's": (1) Recruiting (2) Retraining, and (3) Retaining high quality people. Most companies agree that the secret to success in the future lies in designing management practices and benefit packages geared to an increasingly diverse workforce.
- o **Changing The Work Culture <sup>8</sup> -** As human resources development professionals work to establish excellence - oriented work cultures, they must realize that quality training and development is inextricable linked to changing the work culture. Second, they must realize that collaborative efforts work best. Thirdly, when people from within the organizational work culture conduct the training, the success rate increases. Lastly, senior managers behavior speaks louder than words. Managers who teach one

set of behaviors and display another will only make a mockery of desired change.

- o **Staff Development: That's Not My Job <sup>9</sup>** - In the turbulent business environment of the future, employees are looking to their Chief Executive Officers (CEO) for leadership, motivation and team development. CEO's must acknowledge that every employee has career goals and dreams if they are to elicit the best performance from everyone. It is important to set an organizational tone that stresses stability and organizational sensitivity and concern with the growth and development of each employee. Some steps CEO's need to take include: (1) Make career development a strong management priority within the organization. (2) Understand the importance of developing managers with people skills. (3) Stress the importance of managers meeting with subordinates regularly to review career goals and objectives.

To narrow the scope and limits of the investigation on the issue of **employee development in the future**, it will be confined to medium size municipal police agency. A case study is employed of a hypothetical organization, developed for research purposes only.

## **SECTION I: FUTURES FORECASTING METHODOLOGY**

- **ISSUES**
- **ISSUE RESEARCH**
- **NOMINAL GROUP TECHNIQUE**
- **TRENDS**
- **EVENTS**
- **CROSS IMPACT ANALYSIS**
- **SCENARIOS**

*"In a time of drastic change, it is the learners who inherit the future. The learned find themselves equipped to live in a world that no longer exists."*

*Eric Hoffer, VanGuard Management*

## **SECTION I: FUTURES FORECASTING METHODOLOGY**

### **INTRODUCTION**

For readers not familiar with the process, one might ask; "Why would organizations want to do futures research or study the future?"

Most organizations today, engage in some means of strategic planning. In the private sector it is used to map the marketplace to assure a continued share of whatever product is sold. In the public sector it is used to gauge the level of environmental impacts on services being provided, now and in the future.

Futures research is an important part of strategic planning as it helps identify and prioritize the environmental impacts on organizations. The futures forecasting process provides a problem solving model which organizations can use in developing their own strategic plan for the future.

Prior to entering the forecasting process, several assumptions were made which will remain consistent throughout the project: **Change is a constant; criminal activity will likely expand; law enforcement will be expected to do more with less and the Commission on Peace Officer Standards and Training will continue to have the responsibility for coordinating police training statewide.**

## THE ISSUES

The overall goal of this project will be to address the following issue.

**Who will have the responsibility for professional development of subordinates in a medium sized law enforcement organization by the year 2002?**

To further define the main issue, several sub-issues were developed through literature scanning, input from colleagues, and an external consultant.

- **What will be the level of responsibility for career development of subordinates?**
- **What will be the likely use of external resources in development of subordinates?**
- **What strategies will be used to help subordinates cope more effectively with the rapidly changing work environment?**

## ISSUE RESEARCH

To clarify the significance of these issues, three procedures were utilized:

**Literature Scanning:** A number of articles and books were reviewed with salient points being extracted for consideration. **(Bibliography)**

**Individual Input:** The issue was viewed by two colleagues, two Command College classmates and the project consultant with input being assimilated for sub-issue consideration.

**Data Assimilation - Futures Wheel:** The data collected from the literature scanning and individual input was compiled into a futures wheel **(Appendix 1)** where sub-issues were identified. Six major impacts on the issue were identified:

**Job expectations from the organization; job expectations from the employee; career development; internal environment; external environment and the changing work environment.** Three of the impacts, considered to have the strongest impact on the issue were selected by the author for further consideration. Each of the three; **career development, external environment and changing work environment** were restated as sub-issue questions to assist in focusing the main issue.

### **NOMINAL GROUP TECHNIQUE**

After clarification of the issue and sub-issues, seven expert panel members were selected to participate in a nominal group technique (NGT) exercise to forecast trends and events and their probable impact on the issue being studied. The panel represented a cross section of law enforcement and non-law enforcement professionals, all with expertise in leadership, subordinate development and futuristic thinking (**Appendix 2**).

The panel identified **40 trends** and **29 events** during round one (**Appendix 3**). Further discussion narrowed the process to **13** and **12**. Final prioritization by the group produced **6 trends** and **5 events** considered to be most relevant to the issue. This completed the NGT process.

The second phase of this investigation consisted of the panel being asked to forecast trend levels and event probabilities. The results were tabulated and median values recorded.

## TRENDS

The methodology for trend forecasting given to the panel was that of a ratio scale. Today's assumed value of each trend is 100. An estimate of the trend value at a different point in time could be equal to today's value (100); less than today would be less than 100 or greater than today would be more than 100. The forecasting required trend estimates of 5 years ago and both nominal (will be) and normative (should be) future estimates of 5 and 10 years from now. Table 1 depicts the results of the final panel's trend forecast using median values.

TABLE 1:  
TREND EVALUATION

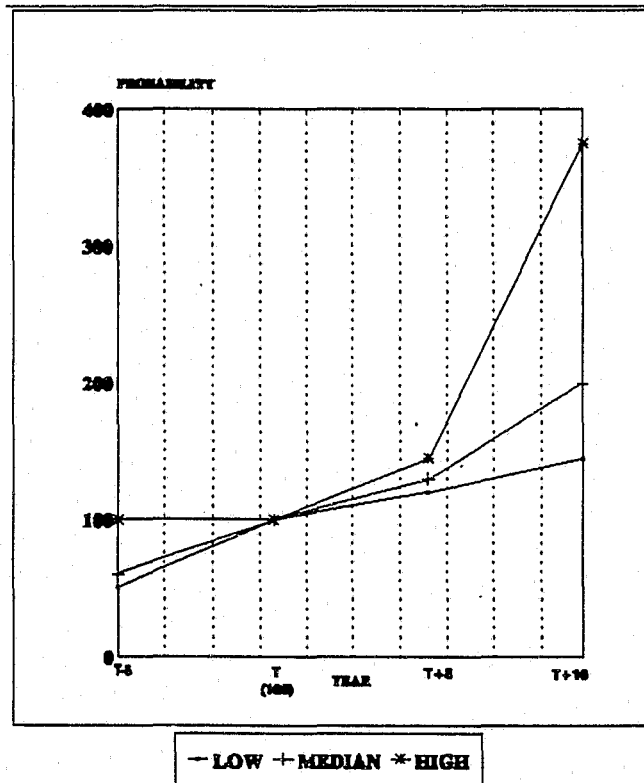
| TREND # | TREND STATEMENT                                          | LEVEL OF THE TREND<br>(today = 100) |       |                  |                      |
|---------|----------------------------------------------------------|-------------------------------------|-------|------------------|----------------------|
|         |                                                          | 5 Years Ago                         | Today | 5 Years From Now | 10 Years From Now    |
| 1       | EVOLUTION IN POLICE THINKING                             | 60                                  | 100   | 125<br>180       | 180<br>230           |
| 2       | RESTRUCTURING OF POLICE ORGANIZATIONS                    | 30                                  | 100   | 125<br>150       | 190<br>300           |
| 3       | MILITARY TO CONSENSUS MANAGEMENT MODEL                   | 40                                  | 100   | 110<br>150       | 150<br>200           |
| 4       | GREATER USE OF CIVILIANS                                 | 50                                  | 100   | 125<br>150       | 200<br>250           |
| 5       | NEED FOR POST HIGH SCHOOL EDUCATION IN POLICE APPLICANTS | 60                                  | 100   | 120<br>175       | 200<br>350           |
| 6       | TECHNOLOGICAL ADVANCES                                   | 70                                  | 100   | 150<br>200       | 200<br>195           |
| N = 7   |                                                          | ALL FIGURES REFLECT PANEL MEDIAN    |       |                  | WILL BE<br>SHOULD BE |

The six trends the panel believed could have the most impact on the issue are:

### Trend 1 - Evolution in Police Thinking

Table 2

#### T-1 EVOLUTION IN POLICE THINKING



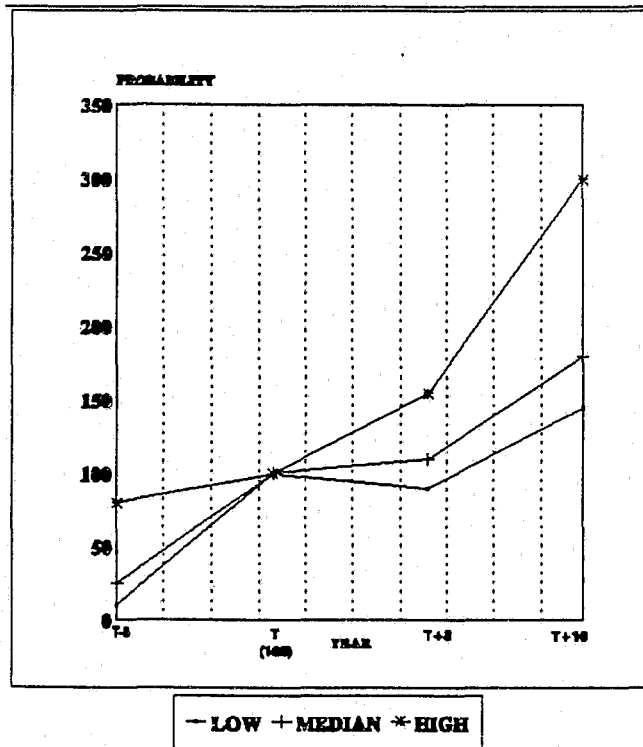
It is likely that the paradigm shift would impact police organizations as dramatically as those in the private sector. With such a shift would come a move from management to leadership, direction to shared vision, delegation to empowerment and from resistance to change to planning for change. While still being charged with reacting to certain emergency situations, the major thrust of the law enforcement effort will be focused on needs and desires of the client base served. The median projection from the panel provided a relative slow movement in the first five years with a median value of 125. Between 1997 and 2002, the median value rose to 180, showing a substantial increase. It was noted however, that both

five and ten year projections were below the Normative (Should be) value. This difference may be interpreted as the last of the dinosaurs in police organizations making their final stand in resisting change.

## Trend 2 - Restructuring of Police Organizations

Table 3

### T-2 RESTRUCTURING OF POLICE ORGANIZATIONS



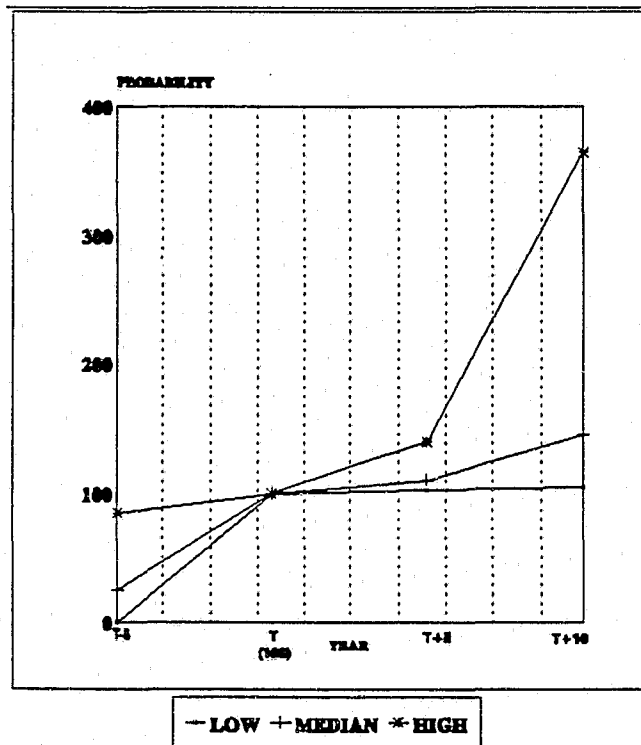
The panel concurred with organizational trends described by John Naisbitt and Patricia Aburdene in their book Megatrends. Here, the authors forecast that organizations would loose their hierarchical structure and as levels of management dissolved would flatten out in the process. Organizational decision making would be decentralized and more networking would occur. Also viewed as important was the move toward self-autonomous work groups and a redefinition of organizational

leadership. The panel saw a slow start in the first five years with a median value of 125. The trend continued to accelerate in the second five years, reaching a median value of 190 by 2002. The projected increases are well below the Normative (Should be) values which may reflect police organizations opposition to change.

### Trend 3 - Move From Military to Consensus Model of Management

Table 4

#### T-3 MILITARY TO CONSENSUS MANAGEMENT MODEL



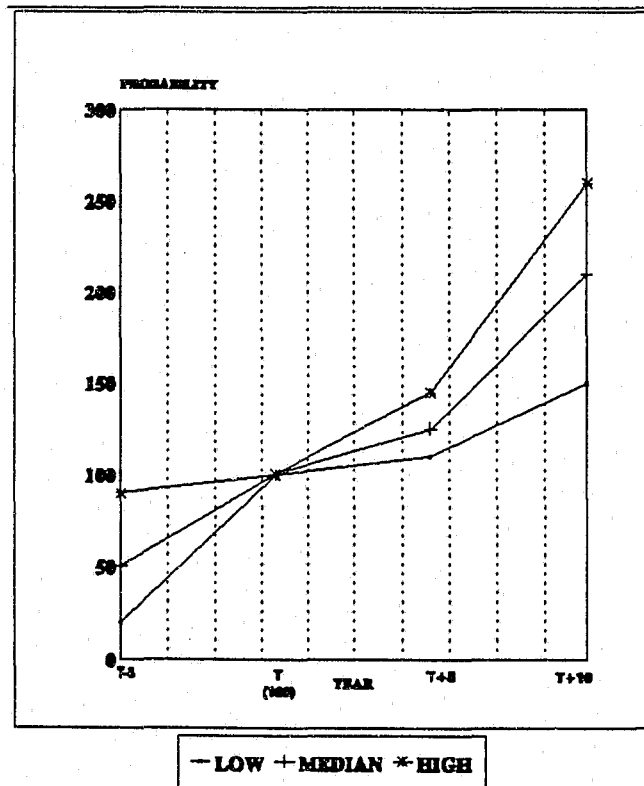
Police departments being paramilitary organizations, have long been bastions of autocratic management. The panel saw this management style as not acceptable in future organizations and being replaced with more humanistic, people oriented approaches. Replacing the autocratic style would be the **consensus model**,

where employees have an ability to participate in all phases of the organization and thus develop a high "buy in" and commitment level. The panel projected a slow start during the first five years with a median value of 110. The trend did show a stronger move forward during the second five years, rising to a median value of 150. Such a move in the second five years may be interpreted as "old line" retiring and being replaced with the "new breed" of leader.

#### Trend 4 - Use of Civilians

Table 5

#### T-4 GREATER USE OF CIVILIANS



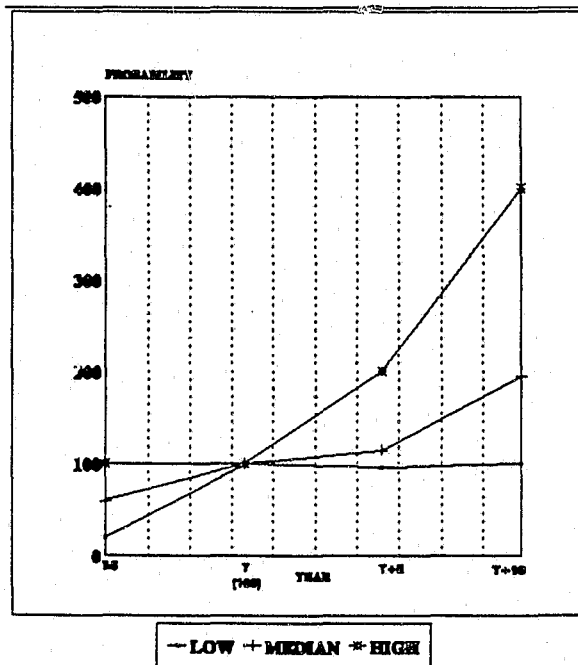
The panel agreed with the move by police departments toward becoming more responsive to stakeholder needs, thus providing higher service levels. To achieve this goal in the most cost effective manner, civilian employees would be used in

many administrative functions currently handled by sworn officers. The panel further recognized the importance of the development of these employees as well as sworn staff. The panel median value for this trend was 125 at five years with a jump to 200 by the year 2002. Again, as with the other trends, resistance to change was clearly visible, as Normative (Should be) values were well above levels projected.

### Trend 5 - Post-High School Education For Police Applicants

Table 6

#### T-5 NEED FOR POST HIGH SCHOOL EDUCATION IN POLICE APPLICANTS



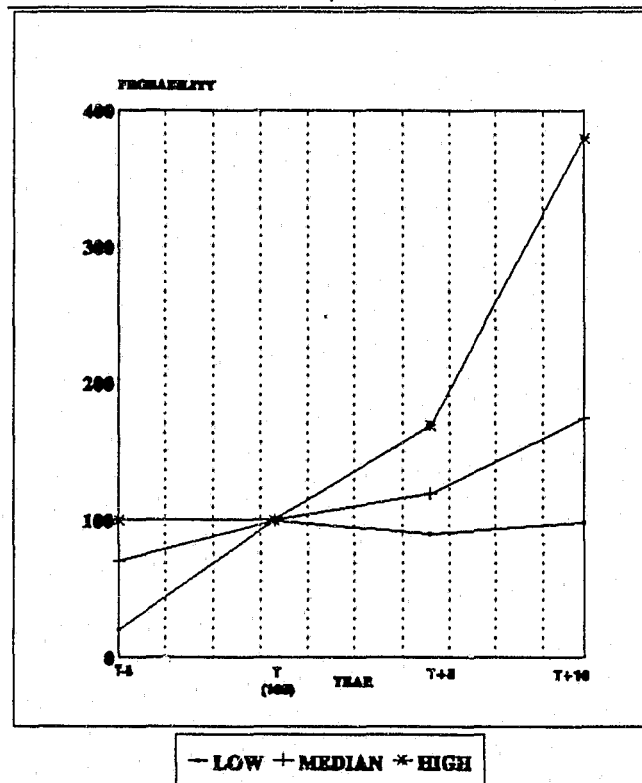
This trend was of high concern to panel members, particularly in light of the shrinking applicant pool and deteriorating public education system. The panel projected a median increase to 120 after five years which was well below the Normative (Should be) value of 175. After ten years the panel median projection rose to 200, but fell even further behind the Normative (Should be) projection of

350. The panel discussed and concurred that in the emerging era, learning will be a lifetime commitment. Traditional organizations will become instead, learning organizations, where a high emphasis will be placed on continual training for both leaders and subordinates.

## Trend 6 - Technological Advances

Table 7

### T-6 TECHNOLOGICAL ADVANCES



Recognizing the vast potential for implementation of a new generation of technology, the panel focused discussions on those aspects relevant to the issue. Topics as artificial intelligence applications, high-tech satellite communication components enabling many workers to telecommute and advancement in forensic investigations were considered from an employee development perspective.

Important to this area is the preparation and development of employees to apply technology to career enhancement, thus enabling them to work smarter not harder. Key areas identified in future training of employees were advanced video and computer resource centers. Such applications now in use in elementary form by military simulations of pilot training and combat operations, will be expanded to holographic situational exercises in all aspects of law enforcement work. Even with a relatively active median increase of 150 in five years, the projection lagged well behind the Normative (Should be) of 200. By 2002 however, the median increased to 200, passing the ten year normative of 195. This projection may be interpreted as a leveling off of technology advancement between 1998 and 2002.

## **EVENTS**

The panel identified a total of 46 Events (**Appendix 4**). Through the NGT process events selected during identification and prioritization exercises were reduced to five. These events were felt to have the most relevance on the issue question and could have the greatest impact if occurring. Although two of the events appear to be low in probability, the panel saw them as being significant due to the impact each would have on law enforcement. The panel was asked to forecast each event in terms of:

- o Number of years until the probability of each event first exceeds zero
- o The probability of occurrence of each event 5 years from now
- o The probability of occurrence 10 years from now
- o The negative and/or positive impact of the event on the issue

The probability scale is 0% (event will probably not occur) to 100% (event will probably occur) by that time limit. A zero to ten scale was used for both the positive or negative impact rating. Table 8 represents the panel medians of all five forecasted events.

Table 8  
**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)                                | Negative (0-10) |
| 1       | STATE OF CALIFORNIA BANKRUPT                | 2                                          | 10                          | 10                         | 0                                              | 10              |
| 2       | VIOLENT CRIME HITS HIGHEST RATE EVER        | 1                                          | 70                          | 80                         | 0                                              | 8               |
| 3       | POLICE - PRIVATE SECTOR PARTNERSHIP         | 4                                          | 50                          | 80                         | 8                                              | 2               |
| 4       | MAJOR OUTBREAK OF RACIAL DISORDER           | 2                                          | 50                          | 65                         | 2                                              | 8               |
| 5       | UNEMPLOYMENT TOPS 15% - NATIONAL DEPRESSION | 2                                          | 45                          | 25                         | 0                                              | 8               |

N = 7

ALL FIGURES REFLECT PANEL MEDIAN

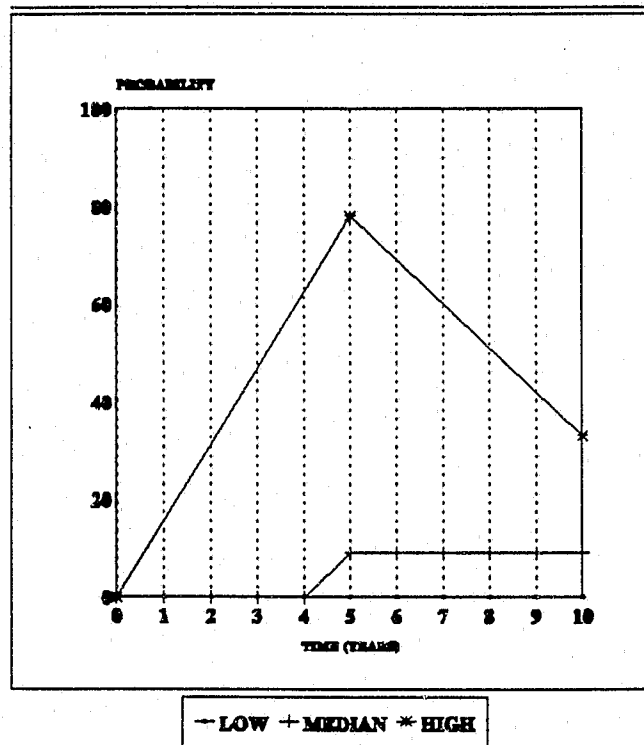
Events play a major role in shaping the future. They can change the course of a trend immediately (such as an earthquake) or play a more subtle role (such as a police brutality incident on national T.V.).

The following is a brief analysis of the five events evaluated by the panel:

**Event 1 - State of California Bankrupt**

Table 9

**E-1 STATE OF CALIFORNIA  
BANKRUPT**



Definition: Sacramento defaults on its financial obligations throwing the state into economic chaos. The state "trickle down" is felt almost instantly in law enforcement services.

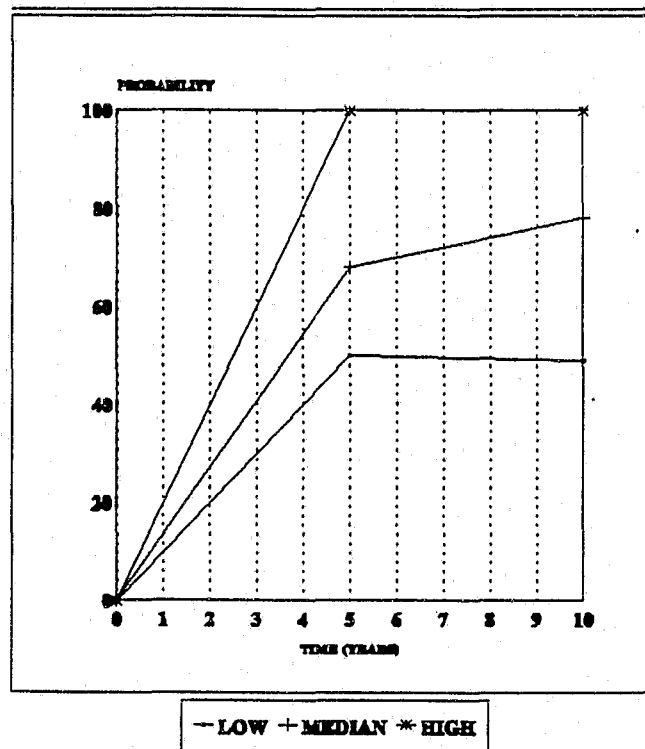
The panel was widely split on the probability of the State of California going broke ranging from a likelihood of 80% to a low of 0%. The median probability was 10%. There was a consensus that should such an event occur there would be no positive impact, with the negative value being 10. While the probability of occurring was low at 10%, this event was considered significant to the

**project issue.** Should such an event occur, law enforcement would immediately go into a crisis operational mode and topics such as development of subordinates would become a non-priority.

## **Event 2 - Violent Crime Hits 1000 per 100,000 Population**

Table 10

### **E-2 VIOLENT CRIME HITS HIGHEST RATE EVER**



Definition: Violent crime in California reaches an all time high with the rate reaching 1,000 occurrences per 100,000 population.

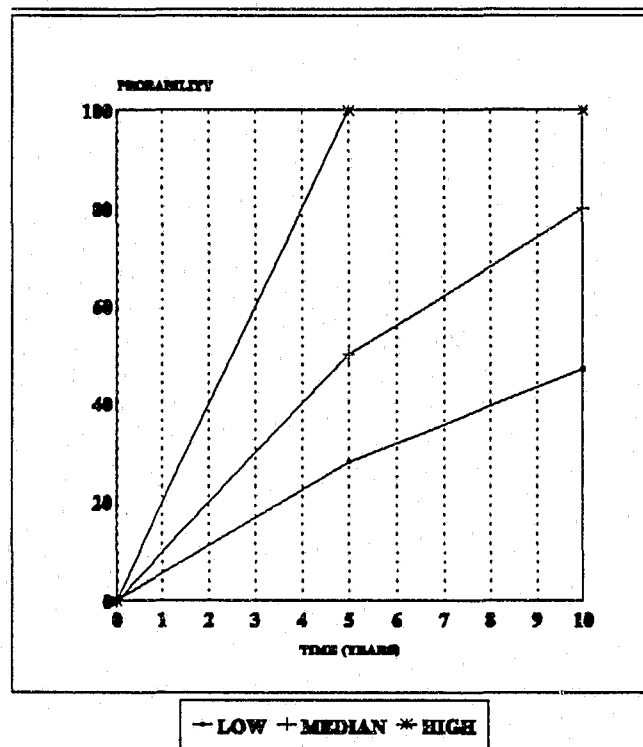
The panel was in agreement of this event having a strong likelihood of reality within the next five years with a median value of 70%. Within current crime levels, an interpretation can be made that starting with year one, violent crime will continue a rapid upward spiral peaking at five years and leveling off somewhat during the

second five years. The law enforcement response to dealing with this problem will require such a commitment of resources, that the issue of employee development is placed on the back burner. There was no positive impact from this event; and a negative rating of 8.

**Event 3 - Formation of police-private sector partnership for delivery of service.**

Table 11

**E-3 POLICE - PRIVATE SECTOR  
PARTNERSHIP**



Definition: The lean years of the early 1990's caused an interesting shakeout in law enforcement organizations. As budget cuts caused downsizing in size and resources, law enforcement looked for cost effective ways to maintain service to the

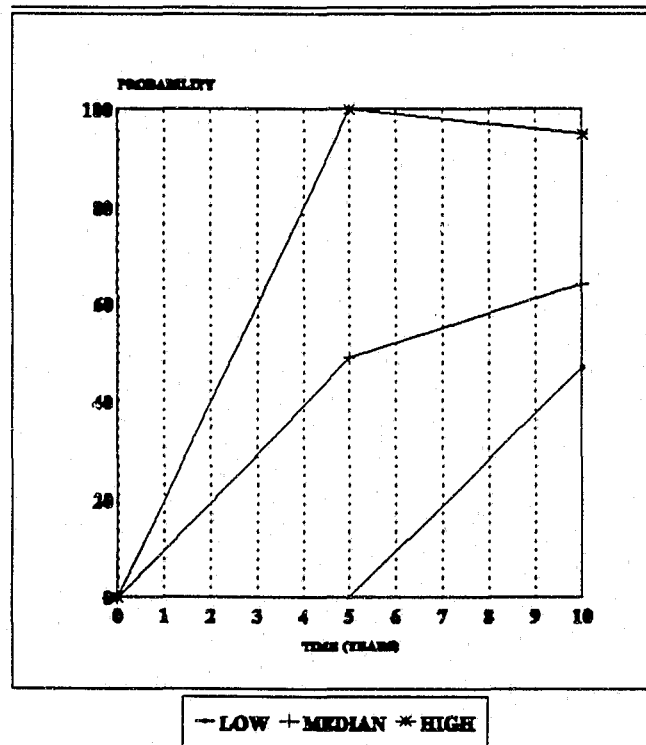
**community. Terms as privatization, contracting and user fee servicing become the standard as private enterprise assumes many non-critical tasks (those other than emergency responses and enforcement of the law).**

The panel considered this as a major impact on the issue of subordinate development. It was seen however, as a long term impact with a median probability of 50% within five years. The likelihood of occurrence continued, increasing to 80% by the year 2002. A positive impact of 7 was seen, primarily because of increased cost effectiveness of operations which in turn provide resources for development of the remaining employees. On the negative side, a value of 2 was given, primarily for the loss of contact with citizens previously served directly by officers.

#### Event 4 - Major Outbreak of Racial Conflict

Table 12

#### E-4 MAJOR OUTBREAK OF RACIAL DISORDER



Definition: Major riots and civil disturbances break out in cities throughout America. The magnitude of this outbreak is so severe as to cause a suspension of some civil liberties, declaration of martial law and a shift in law enforcement resources to problem areas.

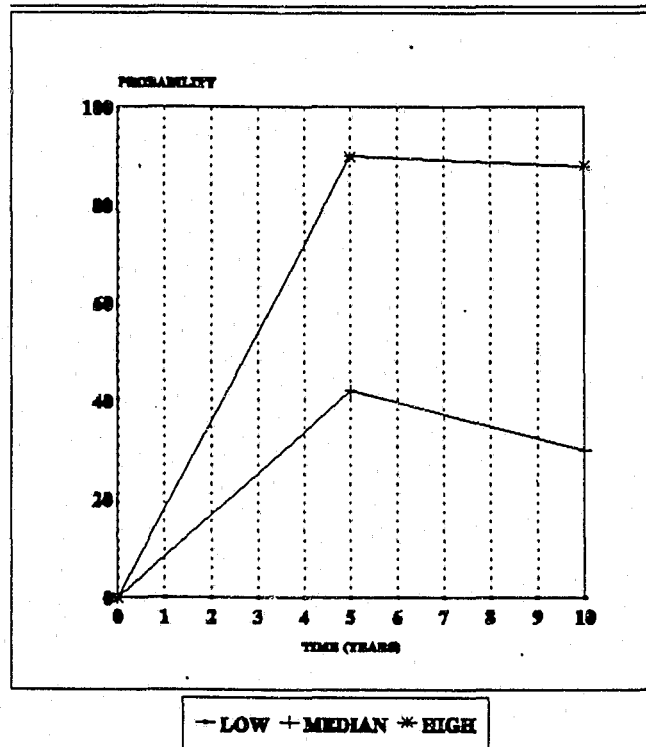
The panel recognized the fact that some futures experts have already forecast this event as a strong likelihood of occurring in the next five to seven years. Should such an event occur, law enforcement would be thrown into such a state of extreme turbulence that the issue of subordinate development would be eliminated. The panel saw a 50% probability of this event occurring by 1997; increasing to

65% probability by the year 2002. On the positive side, the event impact was seen at a median value of 2, due to law enforcement performing at it's best during a crisis. On the negative side, a median value of 8 was projected, due to placing law enforcement directly in the middle of a crisis that will likely set our country back 100 years.

#### Event 5 - A Major National Depression Begins

Table 13

##### **E-5 UNEMPLOYMENT TOPS 15% - NATIONAL DEPRESSION**



Definition: Described as a series of independent but related events which cause economic chaos on a national level. First, the U.S. employment rate passes 15%. Second, major industrial firms close their doors. Third, major U.S. financial institutions go

**under. Lastly, the Federal Government is paralyzed in dealing with the problems.**

While many people emphatically deny that such an event as described above could ever happen again in this county, others are convinced it is not a question of if it happens, but when. The panel also came in at both ends of the spectrum on probability of occurrence. Ranging from a high of 90% to a low of 0%; the median value was 45%. The second ten years the median probability dropped to 25%, suggesting the government was taking some steps to get it's house in order. Such an event would cause heavy negative downside for law enforcement with a value of 8. On the positive side, the panel could find no favorable impact.

## **CROSS IMPACT ANALYSIS**

### **The Panel**

The value of forecasting trends and events related to the issue question is enhanced when their interrelationships are assessed and analyzed. That is, if an event were to occur, what impact might it have on the other events and trends forecasted? To analyze this cross impact of five events and six trends, two colleagues were asked to help with the process. Two were police managers and both Command College graduates who have had "hands on" experience with utilization of the cross impact analysis.

### **The Methodology**

The cross impact analysis is based upon analyzing the impact of one event occurring against the other events and trends. It's a step by step process that will

then, under analysis, indicate the "actor" events. The Events or Trends impacted become "reactors." The results identify Trends and Events for use in developing future scenarios. During this process, the impact is recorded as the percentage change (plus or minus) over the original NGT panel forecast, and represents the maximum impact upon the Event or Trend. Cross impacts are shown on Table 14, Cross Impact Evaluation.

Table 14

Cross Impact Evaluation

| MATRIX                        |     |     |     |     |                                |     |     |                                |     |                                             | Maximum Impact (% change $\pm$ ) |         |  |  |  |  | "IMPACT" TOTALS |
|-------------------------------|-----|-----|-----|-----|--------------------------------|-----|-----|--------------------------------|-----|---------------------------------------------|----------------------------------|---------|--|--|--|--|-----------------|
|                               |     |     |     |     |                                |     |     |                                |     |                                             |                                  | (N = 3) |  |  |  |  |                 |
| **                            | E1  | E2  | E3  | E4  | E5                             | T1  | T2  | T3                             | T4  | T5                                          | T6                               |         |  |  |  |  |                 |
| E1                            | X   | +25 | +20 | +40 | 0                              | +15 | +35 | -20                            | +40 | -10                                         | -20                              | E1 9    |  |  |  |  |                 |
| E2                            | 0   | X   | +25 | 0   | 0                              | +25 | +20 | -10                            | +25 | 0                                           | +20                              | E2 10   |  |  |  |  |                 |
| E3                            | -15 | -20 | X   | -15 | -10                            | +30 | +35 | +40                            | +35 | +20                                         | +20                              | E3 10   |  |  |  |  |                 |
| E4                            | 0   | +35 | +25 | X   | 0                              | +15 | +15 | -10                            | 0   | 0                                           | +15                              | E4 6    |  |  |  |  |                 |
| E5                            | +40 | +30 | -10 | +45 | X                              | -10 | +10 | -10                            | +20 | -5                                          | -15                              | E5 10   |  |  |  |  |                 |
|                               |     |     |     |     |                                |     |     |                                |     |                                             |                                  |         |  |  |  |  |                 |
| "IMPACTED" TOTALS             |     |     |     |     |                                |     |     |                                |     |                                             |                                  |         |  |  |  |  |                 |
| E1                            | E2  | E3  | E4  | E5  | T1                             | T2  | T3  | T4                             | T5  | T6                                          |                                  |         |  |  |  |  |                 |
| 2                             | 4   | 4   | 3   | 1   | 5                              | 5   | 5   | 4                              | 3   | 5                                           |                                  |         |  |  |  |  |                 |
|                               |     |     |     |     |                                |     |     |                                |     |                                             |                                  |         |  |  |  |  |                 |
| ** Legend                     |     |     |     |     |                                |     |     |                                |     |                                             |                                  |         |  |  |  |  |                 |
| E1 CALIFORNIA GOES BROKE      |     |     |     |     | E5 15% UNEMPLOYMENT/DEPRESSION |     |     | T1 EVOLUTION/POLICE THINKING   |     | T5 POST H/S EDUCATION FOR POLICE APPLICANTS |                                  |         |  |  |  |  |                 |
| E2 VIOLENT CRIME HITS HIGH    |     |     |     |     |                                |     |     | T2 RESTRUCTURE POLICE ORGAN.   |     |                                             |                                  |         |  |  |  |  |                 |
| E3 POLICE-PRIVATE PARTNERSHIP |     |     |     |     |                                |     |     | T3 MILITARY TO CONSENSUS MODEL |     | T6 TECHNOLOGICAL ADVANCES                   |                                  |         |  |  |  |  |                 |
| E4 OUTBREAK - RACIAL DISORDER |     |     |     |     |                                |     |     | T4 GREATER USE OF CIVILIANS    |     |                                             |                                  |         |  |  |  |  |                 |

## **The Analysis**

Based on the number of impacts or "hits" on reactor Trends and Events, the three most potent "actor events" were identified. These will be the primary targets for future policy actions with the goal of helping them to occur.

The figures are consensus forecasts. The identified actor events and number of "hits" on "reactors" are:

### **Event 1 - State of California Bankrupt (9 Impacts)**

The forecasted event of the State of California going bankrupt would have an impact of increasing the probability of three events and three trends. It would reduce the impact of three trends. While given only a 10% chance of probability by the panel, it would if occurring, have substantial impact on the issue, sub-issue package. The panel felt the two most significant impacts of this event would be in the area of racial unrest and increased use of civilians in law enforcement, both reaching maximum within 2 years.

### **Event 3 - Formation of Police-Private Partnership (10 Impacts)**

The establishment of a police-private sector partnership was clearly the most important bridge across both trends and events. This event touched on all ten trends and events, impacting the four other events negatively and all six trends positively. While reflecting a negative impact on the other events, the end result would be positive as the other actors were all negative. Most noticeable was the +40% impact on T-3, the move from a military to consensus model. Following close behind at 35% were T-2, restructuring of police organizations and T-4, greater use of civilians.

### **Event 5 - A Major National Depression (10 Impacts)**

The panel concurred that should this event occur it could not help but impact all other trends and events. This event impacted three of the other events in a positive manner. With these three events being "bad actor" types, this event showed positive because it helped contribute to their negativity. On the negative side, one event and four trends were impacted. The most notable contributions of this event were toward E-1, bankruptcy of California and E-4, racial conflict.

### **SCENARIOS**

Three scenarios or possible futures will be presented based upon the analysis of trends and events discussed in this section. These scenarios are used in futures research to describe an envisioned future of what could be.

Three modes of scenario forecasting will be used:

- o **Exploratory** - (Nominal or most likely to occur)

This is a surprise free scenario and looks at the most likely future based upon what we know today. The "will be" trends and events data are used to develop this scenario. Only events which are likely to occur will be used in this scenario.

- o **Hypothetical** - ("What if" or best case/worse case)

This is an alternative future developed through manipulating data to produce a "what if" scenario.

- o **Normative** - (Desired and attainable "should be")

This model takes a proactive stand and develops a future which is "good" and has a likelihood of happening. It may be achieved through lessons learned from the past and present, and implementation of policies to shape the future. It incorporates the "should be" trend levels forecasted by the NGT panel. This is a desired and attainable future state.

### **Exploratory Scenario ("Play it Again Sam")**

#### **HEADLINES**

*"State Budget Deficit Impacts Local Police" - San Francisco Examiner, September, 1994*

*"LA. Desk Cops Return To The Streets" - L.A. Times, June, 1994*

*"LA. County Contracts Private Corporation To Run Jail System" - L.A. Times, May, 1994*

Since 1991, the State of California has had trouble balancing it's massive budget. A trend has developed with the State appropriating funds previously targeted for county and local government. This has caused an acute problem for county and local government, with many smaller police agencies going under.

The Los Angeles Police Department annual report identified so many vacant field positions that new Police Chief, Mary Smith ordered 500 sworn desk personnel back into uniform, resuming patrol duty. The desk positions were filled with civilian paraprofessional staff.

History was made in Los Angeles County when the Board of Supervisors and Los Angeles County Sheriff, Brad Thomas issued a joint announcement on the hiring of a private contractor to run all jail and correctional facilities in the county. The Contractor, AMX Corporation of Dallas, Texas is currently managing State Prison complexes in Texas,

Arizona and Oregon and county facilities in fifteen locations throughout the U.S. The savings to Los Angeles County on this move will be 40% of current costs. Sheriff Brad Thomas indicates that deputies now serving in the jail, will be reassigned to fill the more than 1,200 positions vacant in the Patrol Division.

### **Hypothetical Scenario ("What If - Worst Case")**

#### **HEADLINES**

*"U.S. Feels First Depression Since 1930's - Unemployment Hits Fifteen Percent" - U.S.A. Today, March, 1996*

*"Racial Hostilities Spur Riots In New York, Detroit, Houston and Los Angeles - President Declares National Emergency" - New York Times, August, 1996*

*"Crimes of Violence At All Time High In California - People Are Afraid To Leave Home After Dark" - L.A. Times, September, 1996*

The federal deficit continued to climb into the mid-nineties with negative spending patterns by a Congress oblivious to the economic chaos being created. Social welfare programs are expanded with hidden tax increases being passed on to business and individuals. Business is hit hard, particularly that which is still in a part of industrial and manufacturing. Increased taxes and foreign competition spell the final "death knoll" for these former giants of American industrial history. As these businesses pass on, their semi-skilled workers are thrown into a bottomless pit of unemployment. Unable to find positions in the new high-tech information environment, despair and hopelessness not seen since the 1930's becomes commonplace. Unemployment rates continue to climb above 15% with no end in sight. Congress feebly grapples with the increasing chaos, but true to form, still does not understand cause and effect theory, failing to recognize the effect of forty years of mismanagement on their part. With the federal government in a near state of bankruptcy,

programs are slashed dramatically especially those of social and human services. With a drying up of welfare allotments, many turn to crime and violence as part of their daily life. People are barricaded in their homes afraid to venture out after dark. After police engage in armed battles with minority militants in the inner cities, they are accused of racial prejudice and the various factions unite in massive protest and acts of civil disobedience which leads to more violence. The President of the United States declares a state of national emergency, invokes martial law and suspends many civil liberties including a dusk to dawn curfew. National Guard units throughout the United States are placed in service to support law enforcement agencies. Through regional mutual aid pacts many police officers are shifted from rural and suburban areas to hot spots where a state of war climate exists.

In this highly turbulent environment, survival takes priority over participation and law enforcement reverts to a highly structured military model. Loss of life is high on both sides as militants have been successful in planning and acquiring state of the art firepower.

Subordinate development is non-existent except for that gained in combat. The men and women of law enforcement perform magnificently coming together as an efficient team regardless of the color of their skin or uniform. Acts of leadership, bravery and compassion become a daily occurrence as the many years of professional training and development pay off.

It takes at least two years for government to get re-organized, a new foundation built and the framework started for America of the 21st Century. Later - looking back on those

dark years, we more clearly understand the words of the early American patriot, Thomas Paine who said **"These are the times that try men's souls."**

### **Normative Scenario (Desired and Attainable)**

#### **HEADLINES**

*"California Returns To Pre-Recession Prosperity" - California Business Journal, May, 1995*

*"Consensus Management Replacing Military Approach In Many California Police Agencies" - L.A. Times, July, 1995*

*"New Selection and Training Methods Implemented To Prepare Police Personnel For The 21st Century" - Personnel Journal, February, 1996*

*"New Police Chief Hired In San Marco - Vows To Prepare Department For The 21st Century" - San Marco Sentinel, November, 1996*

The years 1992 - 1995 were difficult ones for the country and California as we continued a shift from old ways of thinking to new. The evolutionary transition in America from an era of industrialization to that of information and high-tech was not without causalities. Law enforcement had through fiscal necessity started a downsizing process while making every attempt to avoid reduction of services.

The year 1995 finds California again prospering economically with a turnabout to a "business friendly" environment. Major corporations are returning to California and have instituted massive privately financed education and training programs to retrain displaced workers from the industrial era. Both private and public sectors have recognized the value of capitalization of the human element. Employees are treated with a new respect and become stakeholders in their organizations. Helping to shape the vision, it becomes

their future and employees demonstrate an all time high in commitment, loyalty and productivity.

**In law enforcement, the old military autocratic model has crumbled and been swept away.** While still retaining more of a hierarchy than found in the private sector, restructuring of organizations occurs with mid-management levels being eliminated. Innovation, creativity and entrepreneurial thinking become commonplace. Services and tasks have been studied and prioritized with many functions being privatized. Civilians are trained and used in increasing numbers for non-critical tasks.

**Career development of employees becomes a priority at all levels of the organization with the recognition that satisfied workers do the best job.** Law enforcement organizations will have personnel on board that specialize in human resource development and who work one on one with subordinates to design personal career plans and then assist in carrying them out.

**The most advanced generation of technology becomes readily obtainable by law enforcement.** Advanced resource centers involving holographic simulation environments for all aspects of police training are established enhancing the professional development of law enforcement personnel. Advanced computer and communication technology leads to self-autonomous work groups and telecommuting in many areas of law enforcement. This has a major impact on job satisfaction of employees, which in turn is reflected in their quality work product.

On the local front, San Marco Police Department, a storehouse of talented personnel, has been in a holding pattern for a number of years because of an old line autocratic Chief

of Police who sees change as a threat. In November 1996, the City Council replaced the Chief, bringing in a new man. The new Chief, Wayne Wilson, describes his leadership style as "transformational" and vows to bring the department on-line in preparation for moving into the 21st Century. A new sense of enthusiasm and purpose, never before seen in San Marco, has broken out among the personnel of the police department.

**\*The City of San Marco and the San Marco Police Department do not exist. They were developed entirely as a hypothetical model for this study and reflect a mid-sized community and police department.**

## **POLICY CONSIDERATIONS**

The three scenarios presented offer differing views of the possible futures of the development of subordinates in police organizations. Policy decisions made now and over the next few years will help dictate and influence the course of the desired future.

With input from the various panels as well as the desirable outcome outlined in the Normative Scenario, the following policy interventions were developed.

- o **Policy 1** - Following the guidelines of the California Commission on Peace Officers Standards and Training (POST) mandate that police administrators, managers and supervisors attend current state-of-the-art training in leadership and employee development. **This policy will assure leaders know the fundamentals of dealing with employees in the new era.**
- o **Policy 2** - Develop and maintain an organizational culture that believes in the value and practice of consensus leadership style. This policy assures

that you don't just talk about participation by subordinates, but your organization actually practices it.

- **Policy 3** - Seek out and encourage employee participation and development in their own career development plan. **This policy helps build trust by directly involving them in planning their own future while showing the employee you care about him/her.**
- **Policy 4** - From top to bottom of the organization develop an attitude that employees are also **stakeholders** and the most important resource present. **This policy, if practiced by key management, will be mirrored by first line supervisors, and thus enhanced trust and commitment in employees.**
- **Policy 5** - Develop and maintain a compensation system that rewards employees based on **changing priorities** and **personal needs**. **This policy assures the employees diverse lifestyle needs are considered.**
- **Policy 6** - Develop a strategy for providing employees with every opportunity to attend training so as to prepare them for the future. **This policy will help to develop advanced professional skills in employees, while preparing them for the future.**
- **Policy 7** - Empower employees to take charge of their own life, build self-esteem and be the best he/she can be. **This policy will reaffirm the organization's commitment to the employees enhancing trust and respect.**

- o **Policy 8** - Develop an internal review process to assure the policy interventions were fully understood, accepted and achieving desired outcome. Make necessary adjustments as necessary. **This policy will assure that desired goals and objectives are being achieved.**

## **SECTION II: DEVELOPING A STRATEGIC PLAN**

- **THE SETTING**
- **SITUATIONAL ANALYSIS**
- **INTERNAL CAPABILITY ANALYSIS**
- **STRATEGIC ASSUMPTION SURFACING**
- **ALTERNATIVE STRATEGIES**
- **IMPLEMENTATION**

*"Strategic planning is an attitude; it is a dedication to acting on the basics of contemplating the future."*

*- George Steiner - <sup>10</sup>*

## **SECTION II: DEVELOPING A STRATEGIC PLAN**

### **INTRODUCTION:**

Command College instructor, Tom Esensten describes the process of strategic planning as, **"A structured approach, sometimes rational, other times not, of bringing anticipations of an unknown future to bear on today's decisions."** <sup>11</sup>

In its most basic form, **a strategic plan looks at alternative courses of action that are open in the future.** It is also a process that begins with the setting of organizational aims, defines strategies and policies to make sure that strategies are implemented to achieve the goals sought. In this project, the strategic plan will provide a **situation assessment, evaluate law enforcement strengths and weaknesses, identify stakeholders, recognize policy considerations and structure the implementation process.** The outcome bridges the gap between the present and the desired future.

In the process of developing a strategic plan for this project several key assumptions were made.

- o Career Development is not a new process to law enforcement.
- o Several other law enforcement agencies in California including; Arroyo Grande, Walnut Creek and Redondo Beach, have Career Development Plans of varying sorts.

- o Several other Command College Projects have been written on aspects of Career Development.

Considering these assumptions, the prime thrust of this investigation is toward the issue of who will have the responsibility for professional development of subordinates in the future. The last assumption is the most critical in that it holds a move from the autocratic model of organizational management to one of consensus leadership. It is in this latter environment where a shared role of professional development is most like to flourish.

The futures research portion of this investigation on subordinate development identified several critical trends and events likely to impact the issue:

#### **TRENDS**

**Evolution in police thinking.  
Restructuring police organizations.  
Move from military to consensus  
model of management.  
Post-high school education requirement of  
police applicants.**

#### **EVENTS**

**Police-Private sector partnership.  
Violent crime at an all time high.  
Major outbreak of racial disorder.**

With the above trends and events analyzed and evaluated, three future scenarios were developed; one with nothing changing, another with worst case implications and the third being the most desired and attainable (Normative). For further study, the most desired and attainable (Normative) scenario will be used:

### **THE SETTING**

**The time is January, 1997 and the place is the hypothetical community of San Marco.**

The City of San Marco is a master planned community located in the foothills of Southern California. The home of University of California at San Marco, the city also has a sizable high-tech industrial section and a growing bio-medical complex, providing a balanced economic base. The 1996 census of 110,000 people is approximately one half of the eventual build out population of the city. The San Marco Police Department employs 125 sworn and 51 civilian personnel. The department is staffed with an abundance of talented and educated personnel and the turn over rate is low. For the past five years, the department was directed by an old line, autocratic Chief of Police who believed "career development" consisted of working the street and paying your dues. In November 1996, the City Council forced retirement of the Chief and hired a new man, Wayne Wilson. The new Chief is a graduate of the POST Command College and a candidate for a Ph.D. degree in Human Behavior. On taking office, Chief Wilson vowed to bring the department on-line in preparation for the 21st Century. The enthusiasm of the employees has jumped three hundred percent in only two months.

#### **THE MISSION STATEMENT - SAN MARCO POLICE DEPARTMENT**

In December 1996, a committee of six personnel from throughout the department (sworn and non-sworn) was convened to develop a Mission Statement. The following is synopsis of key elements of the work of that committee.

##### **Macro-Mission Statement (Overall)**

*"The San Marco Police Department exists for the purpose of protecting life and property, and maintaining social order within carefully prescribed ethical and constitutional limits. Through a cooperative effort, we will provide citizens with proactive police services, with continued sensitivity to community needs and concerns. We dedicate ourselves to a safer environment for our citizens and for future generations."* <sup>12</sup>

### **Micro-Mission Statement (Development of subordinates)**

*"The San Marco Police Department seeks to develop in personnel a sense of professionalism and responsibility for personal development, while providing opportunities for individuals to realize their full creative potential."*

### **SITUATIONAL ANALYSIS:**

An evaluation of the current situation must be an integral part of any strategic plan. For this study, two situational assessment processes were used. The first is the WOTS-UP Analysis, an acronym for **Weakness, Opportunities, Threats, Strengths - Underlying Planning** and second, the **Strategic Assumption Surfacing Technique** or **SAST**.

### **WOTS-UP Analysis**

The first phase of this analysis was a scan for external and internal environmental factors that could impact San Marco P.D.'s ability to achieve the desired state. This evaluation consists of two segments, an assessment of "**opportunities - threats**" in the external environment and a "**strengths - weaknesses**" review of internal conditions of the organization. An **opportunity** is any favorable condition or trend outside the departmental environment and a **threat** is any unfavorable external situation or trend. Internal **strengths** are resources that could be used to achieve the desired objective and **weaknesses** are conditions that would limit the ability to attain the goal. To obtain the information, a group of three San Marco Police Managers were assembled and consensus reached on each aspect of the analysis.

Table 15

WOTS - UP ANALYSIS

EXTERNAL

OPPORTUNITIES

THREATS

1. High level - Community Support
2. Available outside resources
3. POST emphasis - Management development
4. Professionalism expectations rise
5. Leadership becoming an issue
6. Very proactive community
7. Absence of major crime
8. City emphasis on quality management

1. Turbulent economy effects budget
2. Increased demands - expanded services
3. Decrease qualified police applicants
4. Demand for women/minorities in supervisory/management positions
5. Unpredictable City Council who vary in support of police programs
6. Strong no-growth element in community

INTERNAL

STRENGTHS

WEAKNESSES

1. New C.O.P. brings vitality to department
2. High education level of staff
3. Revolving training budget
4. Management turnover within 10 years
5. Long term financial stability of City
6. Commitment to professional students
7. Young and diverse supervisor group
8. Quality equipment and facilities

1. Short term financial constraint (2 year)
2. Heavy reliance on POST programs
3. No commitment-career development plan
4. Limited rotation of people within department
5. Minor morale problem - lack of activity
6. Latent resistance to change - Managers

N = 3 - Consensus reached by three Irvine Police Managers

**OPPORTUNITIES (External)** - San Marco is an area with abundant resources to assist in achieving the normative scenario. The community has for many years maintained a proactive philosophy and shown strong support for it's police department. There is an absence of major crime problems, allowing time for handling special issues. The management of the City has been in place for a number of years, is stable and places a high emphasis on quality leadership. There are numerous outside resources available including several major university branches and the potential to tap into any of a number of major corporations for a partnership on leadership and subordinate development. In addition, with the increase in professional expectations for law enforcement and a search for leadership, the California Commission on Peace Officers Standards and Training has taken the lead with programs like the Executive Development Institute, Command College and Supervisory and Leadership Institute.

**THREATS (External)** - San Marco has a strong liberal no-growth element in the community which could impede future residential and commercial development, thus reducing anticipated financial resources. With the economy just starting to recover in 1995 - San Marco has experienced some of the worst budget constraints in its history. The current city council has been unpredictable in their support or non-support of police programs. The department has for a number of years been receiving an increase in demands for service, but no additional staffing. In filling officer positions we are finding a decreasing pool of qualified entry level employees. Increasing

pressure is being felt from a number of outside sources for women to be advanced into supervisory and management positions.

**STRENGTHS (Internal)** - The department has a dedicated group of managers, all with at least a Masters Degree. A new Chief of Police has recently joined the department instilling a sense of leadership, vitality and enthusiasm not experienced in years. With a new police facility, state of the art technology and an excellent compensation package, San Marco is evolving as the place to be in southern California. The department has a commitment to development of high professional standards for it's members and a "revolving account" funded by POST reimbursements, provides a solid financial base to support these endeavors. While experiencing short term budget constraints, the City of San Marco has long term financial stability with a diversified investment portfolio and solid mix of tax revenue. During the next six to ten years a majority of department management will retire providing upward mobility for the young and diverse supervisory group.

**WEAKNESSES (Internal)** - The department is currently experiencing the effects of the prolonged recession and citywide budget reductions. The department has a heavy reliance on POST programs and could be negatively impacted by reductions at the state level. The department while being highly supportive of training, has not made a career development plan for individuals a priority. In addition, there continues to be a limited rotation of personnel to specialty assignment areas further compounding the career development dilemma. With a low crime rate, there have been minor

problems with low morale due to the lack of activity. Some managers and supervisors could have a tendency toward resistance to change, particularly in their loss of power in the movement from a military to consensus management model.

### **Internal Capability Analysis**

In order to further assess the strengths and weaknesses of the department a two part survey instrument was completed by three managers, four supervisors and three senior officers (FTO's). The results are shown in Appendix 5.

The first part of the survey dealt with the strategic needs of the organization. The organization has the resources to meet the strategic need. Improvement is needed however, in numbers of personnel and the design of the organization from a career development perspective. Organizational talent levels are better than average but there is a definite need for developing management skills and flexibility through training. Community support and that of the new Chief of Police will aid in selling the strategic issue to City Management and the City Council.

The second part of the survey dealt with a receptiveness to change within the organization. The survey shows that personnel tend to accept change as long as it is not radical (Appendix 6). Development of a shared vision, consensus leadership and inclusion of subordinates as organizational stakeholders will heighten acceptance levels. A strong supportive position by the Chief of Police will also tend to lessen any resistance by managers and supervisors.

### **Strategic Assumption Surfacing Technique (SAST):**

A very important part of any strategic plan is the identification of those persons and groups or constituencies impacted by the issue questions. These individuals or groups can be broken down into three sub-groups. These are: **(1) those that are impacted by the policy or decision; (2) those that care about what you do and; (3) those that impact or control what you do.** Collectively, these are known as "**stakeholders**". The goal of the SAST is to identify these stakeholders and attempt to clarify or make assumptions as to their position on the issue. The stakeholder identification, and analysis of positions, was accomplished by a group of three managers, all familiar with the agency, the issue, and local political climate.

### **Stakeholder Analysis:**

The stakeholders are listed in order of their importance as determined by their potential impact. Assumptions are also made as to their projected position on the issue and the certainty of that assumption. An assumption is defined as a "basic, deep rooted, often unstated values and beliefs that individuals or groups have about the world." <sup>13</sup> These assumptions on position, the certainty of each assumption, and the importance of each are graphically displayed on the Strategic Assumption Map in Appendix 7. In the stakeholder analysis there is however, one unstable force of which we must be wary. **"Snaildarters: are unanticipated stakeholders who can radically impact your strategy."** <sup>14</sup>

### **Stakeholders:**

- o **San Marco Chief of Police** - Supportive - Critical to success of the strategy. Will want to be actively involved in the process. Will help sell the

process both internally and externally. Strong belief in consensus management and career development.

- **San Marco - Managers** (Snaildarter) - Non-supportive to mixed. Important to success of the strategy. Will want to be actively involved in the process. Will be concerned about the impact on them personally and loss of power. May "talk the talk" but create latent resistance.
- **San Marco Sworn Employees** - Highly Supportive - Critical to success of the strategy. Will welcome change. Will be enthusiastic supporters of the process. Will want to be actively involved. Morale will increase substantially.
- **San Marco Supervisory Staff** - Supportive - Important to success of strategy. May show some initial concerns but will welcome opportunities change will bring. Is a key influential group on the department rank and file. Will want to be involved in the process.
- **San Marco City Manager** - Supportive - Important to the success of the strategy. Holds strong manager role in the city. Is proactive in his thinking. Will support recommendations of his Chief of Police. Will monitor process closely.
- **San Marco Non-Sworn Personnel** - Mixed Support - Somewhat important to the success of the strategy. Are valuable members of the police

department team. Will want to make sure they are not left out of the strategy. Desire to be involved in the process.

- **San Marco City Council** (Snaildarter) - Mixed Support - Somewhat important to the success of the strategy. Is currently unpredictable on support of police department issues. Will usually follow recommendations of the City Manager. Will play pivotal position on needed resources.
- **San Marco Human Resources Staff** - Neutral to Mixed Support - Minor role of importance in the strategy. Is envious of status of police department. May inject administrative hurdles to be met in the process. Will monitor the process.
- **San Marco Citizens** - Supportive - Somewhat important to success of the strategy. Being a moderately sophisticated city, the citizens expect nothing less than the highest levels of professionalism and service. Will support progressive change. Will influence City Manager and City Council.
- **POST** - Supportive - Relatively unimportant to the success of the strategy. Will provide technical support in some of the programs. Will cooperate in POST related matters.

### **Developing Alternative Strategies**

Using a Modified Policy Delphi Process, a panel of seven police managers, Lt. Vic Thies, Lt. Sam Allevato, Lt. Bob Lennert, Lt. Al Muir, Lt. Mike White, Lt. Pat Rodgers and Commander Jim Blaylock, generated a list of alternative strategies that could be used to

achieve the mission statement. After identifying eight alternative strategies, the panel was presented with the below criteria by which each would be measured.

- Does the strategy achieve the mission?
- Is the strategy feasible?
- Will the strategy be desirable?
- Is the strategy cost effective?

The panel considered all suggested strategies and through a voting process, selected three for more detailed analysis. The three strategies selected were:

**Strategy One:**      **Development of a formal career development plan for the department.**

**Pros:**

- Would send a clear message that the development of an individuals ability is a priority.
- Provide a road map for individuals within the organization to chart their future.
- Could aid in matching individuals in job assignments.
- Could be used as a vehicle to correct the present imbalance of rotation to specialty areas.

**Cons:**

- Would uproot some individuals currently in specialty positions on the basis of merit and performance.
- Would obligate the department to fulfill the details of the career development plan.

- o Could present a legal challenge if some person in a permanent specialty area is moved back to patrol.
- o If not successful, it could reflect poorly on the Chief of Police.

**Discussion:**

In analyzing this strategy, the panel recognized an employee as a **stakeholder** by giving him/her "a share of the organization." The panel also recognized the similarity of several other strategies and they were combined into one. These included screening and aptitude for job match purposes and encouraging higher education. The panel concluded that such a program would; **develop in the employee a sense of responsibility for personal development.**

The negative factors included the potential for disruption to a number of senior employees who have held specialty assignments for many years. These employees are continuing to serve in these positions on the basis of "merit and performance." They strongly believe the commitment made to them by the organization should be honored. The panel concluded that the "good of the many" outweighed the "good of the few" and if properly planned and implemented, would have a minimal impact. As a final note on this strategy, the panel noted that once committed the department would be obligated to carry through and anything less that success would reflect unfavorably on the new Chief.

**Strategy Two:      Creation of an internal department "Quality of Worklife" Committee.**

**Pros:**

- Would provide valid input to the department on the needs and desires of employees.
- Demonstrates a sense of caring on the part of the department.
- Considers employees as valued stakeholders.
- A happy employee, is a productive employee.

**Cons:**

- Department would have "implied obligation" to implement committee recommendations.
- Committee recommendations could impact department goals.
- The cost effectiveness of some committee recommendations could be a concern.
- Some changes might require collective bargaining.

**Discussion:**

The panel viewed this strategy as being synonymous with that seen in the workplace of all organizations. Employees are beginning a gradual shift away from the traditional motivator, money and into a quality of life mentality. Such participation and input demonstrates to the employee that the department is not some impersonal thing, but rather a sharing, caring group of which they are pleased to be a part. As an afterthought, the panel noted that happy, satisfied employees are productive turning out a quality work product.

On the negative side the panel discussed the potential for having an obligation to implement the recommendations of such a committee if it were established. It was

recognized that some recommendations could impact the overall goals of the department and additionally, have a cost attached.

**Strategy Three: Chief of Police subscribes to Consensus Leadership Model and practices it, causing a trickle down effect in the department.**

**Pros:**

- Modeling by the boss, causes acceptance at all levels of the department.
- Even in a paramilitary environment there are many parts of the organization where a consensus style is feasible.
- When employees participate, they become stronger stakeholders.
- Management and leadership skills would be fine tuned under this strategy.
- Eliminates most of the disruptive "us" and "them" mentality in an organization.

**Cons:**

- Would cause some individuals in the department to feel threatened, as their power base is stripped away.
- Some managers/supervisors might not be able to function under this leadership style without substantial retraining.
- Has the potential for causing confusion in an emergency/crisis situation, from employees used to participating in the decision process.
- Would force the department to assure managers and supervisors were properly trained and retrained in the state of the art leadership concepts.

### Discussion:

The panel agreed that this strategy would send a clear message throughout the department that management and leadership excellence was a high priority. With the Chief setting the pace, it would be difficult for Managers (Snaildarters) to overtly resist the changes. Recognizing that law enforcement, due to the nature of the work, can never be completely removed from the Military Model, the panel concluded many areas are appropriate for the consensus approach. The panel discussed at some length the advantages of the Consensus Model including strengthening the bond between employee and organization and elimination of the "us" and "them" mentality. In conclusion, the panel recognized the need for management and supervisory development to assure that state of the art leadership was being practiced at all levels of the department.

The panel agreed that a move from the power based, Military Model to the shared decision, Consensus Model would possibly cause concern from key managers (Snaildarters). After much debate however, it was agreed that with the Chief of Police modeling the strategy, resistance would be minimal. Some minor concern was expressed on how to deal with managers and supervisors who might not understand or be able to function under the consensus approach. It was agreed by the panel that a **key ingredient of this strategy would be a proactive management/supervisory training program** to assure that "state of the art" leadership practices were used. In conclusion, the panel while recognizing a potential for confusion in a crisis situation from employees used to debating and helping develop problem solutions, did not view this as a major obstacle.

### **Preferred Strategy For Achieving The Mission:**

Recognizing the issue of developing subordinates in the future is quite broad based, the MCD panel was asked to focus on one potential scenario, **the Normative, or "desirable and attainable,"** and work toward the future. The three strategies recommended by the MCD panel are directed to that goal. The panel felt strongly that all three strategies were essential to employee development for the future. Having been directed to select one of the three however, the panel determined Strategy Three to be most appropriate. In selecting this strategy for implementation, the panel noted it provided the most flexibility so that key elements of the other two strategies could be factored in, if desired. The recommended strategy will work toward accomplishing the goal addressed in the micro-mission statement: **"The San Marco Police Department seeks to develop in personnel a sense of professionalism and responsibility for personal development, realize their full creative potential."**

### **IMPLEMENTATION PLAN**

Prior to implementation, it is necessary to **identify action steps, establish a timetable or time line, and identify resources needed.** This process can best be outlined as:

**Project Direction:** - The Chief of Police should be the individual directly responsible for the implementation of the preferred strategy. His involvement will lend credibility to the project both inside and outside the department.

#### **Phase 1: Assessing Internal Needs**

Time line: Zero to nine months.

This phase establishes the ground work and includes:

- Chief of Police identified as overall Project Director.
- Establishment of a steering committee and selection of a project manager.
- Internal assessment of the interest in a shift to consensus leadership approach. This should include personal assessments and interviews with people from all levels of the organization to determine what components should fall under the "Consensus" umbrella. Both career development and quality of worklife options could be injected here.
- A survey of the organization to determine the current state of the management culture. <sup>15</sup>
- Research on what is happening in other law enforcement agencies in terms of the preferred strategy components, with on-site review if possible.
- Identification of training resources locally and statewide.
- Review internal and external resources available for the program.

## **Phase 2: Development of a Program**

Time line: Three to six months.

This phase will entail design of an actual program.

- Review all assimilated data and prioritize actual program components; i.e. consensus leadership, career development and quality of worklife (If latter two were included). Care would need to be exercised not to commit to more than could be achieved.
- Provide overall structure for the program.
  - Select specific program components.

- Assign responsibility for various components.
- Establish time lines for different components.
- Identify internal and external resources needed.
- Determine fiscal impact of components (cost analysis).
- Prepare and submit written program plan to Project Director for review and approval.
- Set a target date for implementation.

### **Phase 3: Preparing For Change**

Time line: Six to twelve months.

This phase prepares the organization for the coming change. May be done at the same time as Phase 2.

- Communicate desire for change to all levels of the organization, seeking input and participation in developing a new vision aimed toward the micro-mission statement.
- Chief of Police (Project Director) communicates appropriate information to external stakeholders to assure their support.
- Touch bases periodically with outside resources to be used in the project to obtain input and suggestions.
- Coordinate with POST if appropriate.

### **Phase 4: Implementation**

Time line: One year to four years.

During this phase, the program is implemented. For purposes of this project, we will assume two strategy components have been selected; Career Development and Consensus Management.

### **Career Development**

- One on one interviews with each employee to develop an individual career map. To be handled by the training staff under direction of Training Manager.
- Chief meets with fifteen department employees in non-rotational specialty assignments. Advises of intent to implement mandatory rotation and seeks input on how it can be done most fairly.
- Change in rotational process made to Department Career Development Plan with draft being taken to annual negotiations with the Police Association.
- Meet and confer process complete and one-half of the non-rotational personnel are put on a two year clock and the other half on a three year rotation.
- For supervisory and management personnel an extensive training program is outlined including formal education, self-learning, professional development programs as Command College, Supervisory and Leadership Institute and the F.B.I. National Academy.

### **Consensus Management**

- Having selected certain areas of the department where the consensus approach is feasible, individuals are identified for involvement.

- As the various groups start to **make suggestions on improving the work environment** they are reviewed by management and implemented where appropriate.
  - A strong emphasis made on a department wide basis to unleash the creativity, talent, and energy of the employees.
  - Creation of a team spirit, harmony and cooperation throughout the organization.
  - Getting people and culture aligned with strategy so that everyone is committed to it.
  - Strive to turn the Mission Statement into a constitution - the supreme guiding force of the organization.
  - Maintaining control, and yet give people the freedom and autonomy they need to be effective and fulfilled in their work.
  - Achieving and maintaining a wise and renewing balance between work and family and professional areas in the middle of pressures and crisis.
- Ongoing evaluation of this strategy component by the project manager every six months with effectiveness examined and adjustments made where necessary.
- A strong continuing communication process with all stakeholders to assure needs are being met.

## NEGOTIATING ACCEPTANCE OF THE STRATEGY

Preparation to negotiate acceptance and implementation of this strategy require identification of those components that are critical (non-negotiable) and those with a wider range of flexibility (Negotiable). The key to this entire strategy is a move from the old "Military" one person decision model to one where the stakeholders are in consensus. To this end therefore it is important from this investigators point of view **to allow for maximum flexibility on all points as long as the integrity of the strategy is maintained.**

**Critical Stakeholder:** Among the stakeholders identified, were five "actors" that must commit to the process to make it happen. These five stakeholders form a "critical mass" group. If the stakeholders in this critical mass support the plan, it is likely to succeed, and if they oppose it, the plan is likely to fail.

- **San Marco Chief of Police** - Will want to be directly involved as the Project Director. Likely to hold firm to his overall commitment to the project. While serving as a model for the organization he will need to assure that others follow accordingly. Will hold firm on changing the current limited rotation to specialty positions as it is a key issue in the career development component. Will exercise a wide range of flexibility in how the process is designed and implemented delegating much of it to involved stakeholders.
- **San Marco Managers (Snaildarter)** - Will insist on direct involvement in the process due to their fear of losing their power base. Will also stand firm

on need for rotation and supervisory training. Some flexibility on overall process, particularly when they see the Chief of Police leading the way.

- **San Marco Sworn Employees** - As the largest stakeholder and also most impacted, they will remain firm on direct participation in all phases of the project. While being quite flexible on the overall consensus process, they will be firm on the specialty rotation portion of the career development component of the plan.
- **San Marco Supervisory Staff** - A key pivotal group of stakeholders as they influence many of the line personnel in the organization. Will hold firm on their direct participation in the process. Will also be firm on the rotation change as they are also directly impacted by it. Will be generally flexible on the other components of the process, particularly the training and career enhancement portions.
- **San Marco City Manager** - Will remain firm on his commitment to the overall plan, but will insist on monitoring it closely. Will be flexible on the entire process and basically follow those recommendations of the Chief of Police. The Manager is committed to a rotation policy and will hold firm on that component.

**Negotiating Strategy:** Negotiation has been described as an art, an art of "expanding possibilities." It should be a "cooperative exercise" wherein the objective is to achieve "agreement, not total victory." In his Command College presentation, Dr. Edward Capriellon discusses four phases of a negotiation: Preparation, Discussion, Proposal and

Bargaining. Each of these becomes 2 key factor in negotiating acceptance of the strategy, particularly since the foundation of this project is the "Consensus Model."

- **San Marco Chief of Police** - As the key pin in the entire strategy, his acceptance is critical. The basic approach is that the Chief must be convinced that the strategy is sound and attainable. Using a **rational approach** with in depth discussions as to each others perception, the strategy would be sold to him. In the negotiation with the Chief it would be important to exercise "**active listening**" techniques as to understand the message behind the message. Non-verbal cues would also be useful to determine if the strategy was being accepted or rejected.
- **San Marco Managers** - To minimize the likelihood of them resisting the strategy (Snaildarter) it would be feasible to give them a stake in the outcome getting them directly involved. A second factor in negotiating with them would be the **power** aspect of the Chief's acceptance of the strategy.
- **San Marco Supervisors** - Basically the same strategy used with the managers would apply here. A **rational approach** and exchange of perceptions should break down any remaining barriers.
- **San Marco Sworn Employees** - The majority of negotiations with this group would center around strong communication and involvement in the process. Resistance would be minimal except for those being taken off fixed specialty positions. In dealing with these individuals the concept of the "**interest defining the problem**" could be considered. By showing concern

and understanding for their needs, desires and fears, progress could be made. It would also be practical to get them directly involved in developing a solution that would be a **win-win** for all.

- o **San Marco City Manager** - As a reasonable and highly professional individual, negotiations would be minimal. It would be useful to exchange perceptions of the process with him and to monitor his non-verbal responses. The brunt of actual negotiations with him would be by the Chief of Police.

**Conclusion:** The implementation plan and negotiation strategy are designed to be extremely flexible and negotiable on all parts. **If we are going to advance to a consensus and participative style - could there be any other way?**

### **SECTION III: TRANSITION MANAGEMENT**

- **COMMITMENT STRATEGY**
- **TRANSITION MANAGEMENT STRUCTURE**
- **IMPLEMENTATION METHODOLOGY**

*"Don't be afraid to take a big step if one is indicated. You can't cross a chasm in two small jumps"*

*David Lloyd George<sup>16</sup>*

## **SECTION III: TRANSITION MANAGEMENT**

### **INTRODUCTION:**

A key element in implementing the Strategic Plan is the process of "getting from here to there," or moving from the current state to the desired state.<sup>17</sup> The success or failure of the change process is directly proportional to how well the transition process is managed.

This section of the project consists of three distinct but interdependent parts focusing on a transition process for the issue of, **"Who will have the responsibility for professional development of subordinates in a medium sized law enforcement organization by the year 2002?"** The first part of the transition process identifies those persons necessary to make the change begin, analyzes their commitment state and suggests ways to build or change commitment. Next, structures necessary to manage change are identified. Lastly, methods and tools to minimize any negative impact of change on the organization are suggested.

## **DEVELOPMENT OF A COMMITMENT STRATEGY**

### **CRITICAL MASS**

In an earlier portion of this project, a **"stakeholder"** list was compiled, being those individuals or groups who impact the issue, are impacted by the issue or who care about the issue. For purposes of transition management the **stakeholders** will be reduced to a **"critical mass,"** or only those actors who if supporting the desired

change, it will likely be successful; and who, is opposing the change will cause it to fail.

The following actors are targeted as the "**Critical Mass.**"

- o Chief of Police - Wayne Wilson
- o City Manager - Stan Anderson
- o Police Department Command Staff
- o San Marco Sworn Employees (POA President)

### COMMITMENT CHARTING

Table 17 reflects the Critical Mass actors in their present level of commitment to changing policies and procedures. Also shown is a projection of the minimal level of commitment of each actor to bring about the desired change.

Table 16

### COMMITMENT CHART

| COMMITMENT ><br>CRITICAL MASS<br>ACTORS V | BLOCK<br>CHANGE | LET<br>CHANGE<br>HAPPEN | HELP<br>CHANGE<br>HAPPEN | MAKE<br>CHANGE<br>HAPPEN |
|-------------------------------------------|-----------------|-------------------------|--------------------------|--------------------------|
| POLICE<br>CHIEF                           |                 | X-----                  |                          | -----O                   |
| CITY<br>MANAGER                           |                 | X-----                  | -----O                   |                          |
| SWORN<br>EMPLOYEES                        |                 |                         | O-----                   | -----X                   |
| COMMAND<br>STAFF                          | X-----          |                         | -----O                   |                          |
|                                           |                 |                         |                          |                          |

X= Current Level of Commitment

O= Desired level of Commitment

## **ASSESSMENT OF CRITICAL MASS AND INTERVENTION STRATEGIES**

To assure appropriate levels of organizational commitment, we next analyze our Critical Mass actors. In doing so, the current level of commitment is considered together with strategies to bring them to levels of commitment necessary to effect the desired change.

**POLICE CHIEF - WAYNE WILSON-** New to the department, bringing an initial sense of leadership, vitality and enthusiasm not experienced in years. Seems to be well grounded and has an exceptional talent for communicating with line personnel. Has a high energy level and is committed to moving forward on several key projects to get the department up and moving after five years of stagnation. For the desired change to take place it is necessary to move the Chief from the present commitment level of letting change happen to one of making change happen. The Chief can be influenced by, (1) **increased dialogue and input** to the Chief by individuals from all levels of the department, supporting a need for organizational change and consensus leadership. (2) A continued **showcasing of talents, experience, ability and responsibility** of people who are available to be tapped as a resource. (3) Working toward continued **development of trust** between the Chief and people within the department. As trust levels increase so does the likelihood of a higher degree of commitment toward the desired change.

**CITY MANAGER - STAN ANDERSON -** A reasonable and highly professional manager, having been with the City since its inception in 1971. Has a good understanding of the dynamics of the department and personalities of its members. Will wish to re-establish an environment where the talents and resources of the police organization can be put to maximum use. As an experienced leader, the Manager recognizes that **people are the key to the future** and as such as would be likely to let change happen. In order for the

desired change to succeed however, **the Manager needs to be moved to a commitment level of helping change happen.** The key to this will be; (1) individuals from all levels of the organization maintaining open and honest communication without criticizing or undermining the Chief of Police; (2) showing the desired change will be in the best interest of both police department and the City.

**SWORN PERSONNEL - POA PRESIDENT** - The San Marco Police Department is blessed with an exceptionally talented group of sworn employees. Pay benefits and working conditions are very good and the turn over rate is minimal. Minor morale problems have developed, primarily from a lack of police activity in the City and department stagnation over the past five years. A good career development plan and an ability to help design their own future would go a long way in re-energizing the employees. The general spokesperson for the Association is it's President, a Lieutenant. While the Association has had a positive labor relations relationship with the City for many years, the new Chief of Police has voiced a strong opinion in this area, especially about a manager in the leadership role. **The Association and it's members would take a strong make change happen position.** To better facilitate the change, the sworn members commitment should be moved to a **help change happen level.** This can likely be achieved by the Association Board of Directors: (1) Not directly pushing the Chief toward a consensus approach as a formal group. (2) Maintain an open line of communication with the Chief on projects of mutual interest, thus reinforcing the position of the Association as a partner not an adversary.

**POLICE DEPARTMENT COMMAND STAFF** - Consists of three Commanders and six Lieutenants. All are highly educated, multi-talented with any of the group being capable

of moving on to a Police Chief role in other organizations. Several key people continue however, to be entrenched in a traditional police thought methodology. They would see any move toward consensus leadership as a turning over the organization to the employees and erosion of their legitimate power base. For the desired change to happen, it will be necessary to move them from a **block change** commitment to one of **help change happen**. This can be achieved through several managers meeting with the Chief and making several suggestions for him to consider: (1) Development of a futures oriented leadership training program within the department designed to prepare command staff for transition into the Twenty-First Century. (2) Tactful application of peer pressure by those managers who already understand the value of new leadership styles. (3) Encourage role modeling of the consensus concept by the Chief, which will in return minimize resistance by reluctant managers.

### **TRANSITION MANAGEMENT STRUCTURE**

Societies and their institutions, having life cycles, must either adapt or disappear. In responding to the key issues of this project we again ask the question, "**What will be the level of responsibility for development of subordinates and what strategies will help subordinates cope with a rapidly changing environment?**" The Thesis of this project is that responsibility will be shared between managers and employees and can be best accomplished by a transition to consensus leadership. Author, Tom Peters commented that such reassessment thinking has only barely begun among the vast majority of managers. For managers in the midst of this transition, vision plus candor, commitment, courage and competence will be necessary if we are to reshape ourselves and our organizations. <sup>18</sup>

For an organization to change itself from within using existing structures, is difficult at best. As Beckhard and Harris observe, "The most appropriate management system and structure for the ambiguous transition state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system."<sup>19</sup>

As noted in the Critical Mass analysis, the **Chief of Police is the key to the success of the process.** In the case of the San Marco Police organization, while not outwardly subscribing to a consensus leadership approach the Chief has initiated the clout to mobilize the resources necessary to generate change in the organization. He has chosen **utilization of the existing management structure** which is seen as most effective and least disruptive.

As previously referenced, the entire process is pivotal on the position taken by the Chief of Police. His buying into the process, championing the cause and modeling the leadership is critical to its success. **The Chief's role will be that of selling the process to the City Manager (Critical Actor) and directing research, analysis and implementation of change within the organization.**

The **remaining two critical actors** have been assigned as chairmen of the committees tasked with preparing recommendations on major aspects of needed organization change. A third committee is headed by another Lieutenant - Manager.

- o **Technology Assessment Committee** - Commander Tom Smith - Analysis and projection of future technology needs for the department.
- o **Career Development Committee** - Lieutenant Rob Brown (POA President)
  - Analysis of job rotation, career development and job enrichment for personnel in the department.

- **Mission Analysis and Re-Organization Committee** - Lieutenant Sam White - Examining the department function from the bottom up with re-allocation of resources to meet future needs.

## **IMPLEMENTATION METHODOLOGY**

Organizational change commonly generates a certain "fear of the unknown" among those involved. With fear as a by product, employees can be counted on to resist that change. Several methodologies are available to mitigate, or at least manage, change generated anxiety.

- **Shared Vision** - Numerous behavioral studies have documented the fact that employees are more likely to commit themselves to an organization vision which they have helped develop. The move to consensus leadership and career development provides that shared commonality of purpose.
- **Role Modeling** - The Chief of Police will set the example for others to follow. This will tend to minimize resistance on the part of any reluctant managers.
- **Task Force Approach** - With a variety of individuals from all levels of the organization participating in the three committees, concerns and input can be addressed at the front end of the process. This provides members of the organization with the "buy in" factor as their input is considered. With this perspective, comes a high level of commitment to make the end result work. This also reduces misinformation and rumors within the organization.
- **Shared Information** - As the three committees conclude their research, analysis and recommendations to the Chief of Police, he needs to share this

data and his decision with organizational members. This can be achieved in written form and with the Chief meeting personally with the various parts of the department. If specific employees or groups are negatively impacted by a decision, individual meetings should be held with each. While perhaps not agreeing with the Chief's decision, the employees will appreciate hearing it from him first hand.

- **Responsibility Charting** - This process clarifies the roles to be assumed by individuals during and after the change has occurred. It establishes what actions, tasks, decisions and responsibilities must be accomplished and to what extent they will be personally involved. A person should be identified to resolve conflicts when they cannot be handled through normal procedures (Appendix 8).
- **Evaluation and Feedback** - A formal system of obtaining feedback particularly, during program implementation, should be developed. This assessment serves as a system of checks and balances to determine what areas of the plan are working and which need to be expanded or deleted. The Chief of Police continues to be the key figure in the process and his maintaining a strong level of communication at all levels of the organization is vital to measuring shared vision and shared information. Regular meetings with the Managers will provide feedback on how well the "modeling" process is being accepted. It would be important for the Chief to exercise "active listening." Techniques as to determine if his efforts were being accepted or rejected. One individual should be appointed to monitor

the tasks and responsibilities listed in the RASI Chart, resolving conflicts where necessary.

## **CONCLUSION**

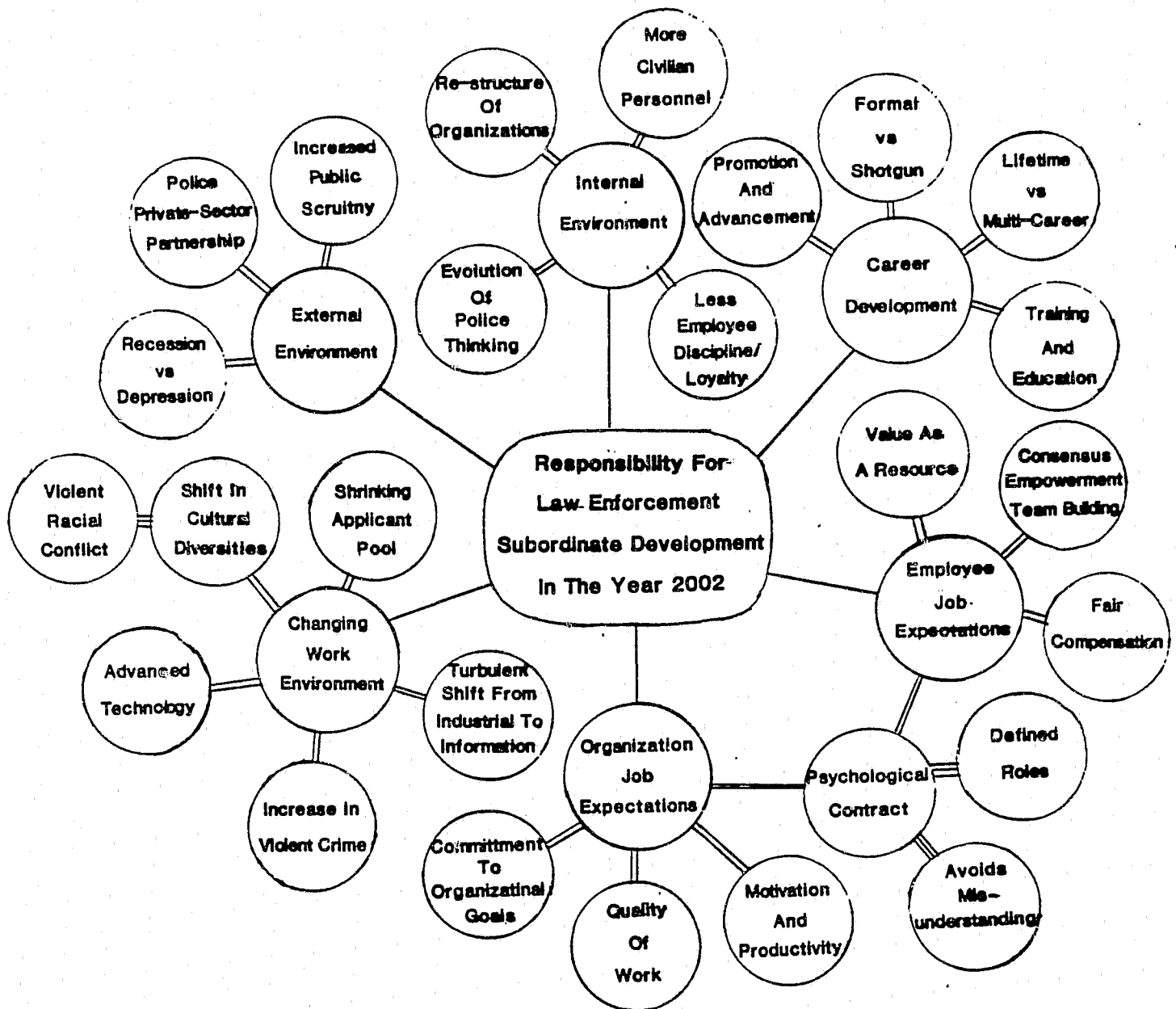
As was previous referenced, the success or failure of the change process is proportional to how well the transition process is managed. An attempt has been made to develop a strong management plan for the San Marco Police Department to use. By clearly identifying key persons who are "critical" to bring about the change needed, the scope of the management plan has been narrowed. Analyzing the commitment level of each key actor, enables the implementation plan to be focused on those methodologies which minimize resistance and allows for effective management of the change.

This transition management plan has thus, addressed not only a process to "make change happen" but one that is occurring to bring about the desired state. The key point and bottom line to remember is: **It's not if change will happen, but rather when will the change occur?**

## **APPENDIXES**

## APPENDIX 1

### ISSUE IDENTIFICATION - FUTURES WHEEL



## **APPENDIX 2**

### **1. NOMINAL GROUP TECHNIQUE PANEL**

The panel was selected from a cross section of law enforcement and non-law enforcement professionals, all with expertise in leadership, subordinates development and futuristic thinking:

- o Susan Fantes, Senior Police Officer and Field Training Officer with a local police department with a graduate degree in public administration.
- o Rick Johnson, command staff member of a local police department and a Command College graduate.
- o Valerie Mott, management and organizational development consultant from the private sector. She has held management positions in several Fortune 500 Companies.
- o Charles Bozza, Police Commander from a local police department. He holds a Ph.D degree, teaches at two Southern California Universities and is on the board of directors of a newly formed national law enforcement futures organization.
- o Allison Hart, Assistant City Manager for a Southern California city with a Ph.D in Strategic Management.
- o Tom Little, Police Supervisor with an advanced degree in public administration and a Field Training Officer Program Coordinator.
- o Dr. Fardad Fateri, educator from a local university with a background in management and gender issues.

### **2. CROSS IMPACT ANALYSIS PANEL**

- o The author, a police lieutenant assigned to Specialized Services Division as a Manager of Planning, Research & Training.
- o A police lieutenant and Command College graduate assigned as a Field Services Watch Commander.
- o A police lieutenant and Command College graduate assigned as Manager of the Investigative section.

## APPENDIX 3

### TRENDS IDENTIFIED BY NGT PANEL

Capitalization of human element  
Reward system  
Communication versatility  
Delegation of responsibility to subordinates  
Monitoring  
Monitoring of subordinates  
Redefinition of organizational leadership  
restructuring organizations  
Quasi-military model of management  
Lifelong career in law enforcement  
Public vs. private career  
Police union relationships  
Training of subordinates  
Degree of job changing  
From recession to depression  
Empowerment of subordinates  
Greater competition for jobs  
Technological advancement/telecommuting  
Increasing public scrutiny  
Flattening of organization  
Increasing law suits  
Demands by special interest groups  
Failure of the public education system  
Shrinking qualified applicant pool  
Changing workforce priorities  
Increased stress in the workplace  
Increasing numbers of homeless  
Evolution of police thinking - new ways of doing business  
Increased influence of women in workforce  
On going team building for subordinates  
Move from military model to consensus building  
Higher use of non-sworn personnel  
Subordinates with less life experience and discipline  
Move from masculine mentality to androgyny  
Impact of health issues on workforce; drug use, AIDS  
Civilian review boards overseeing police organization  
Career plateauing  
Lack of past high school education  
Less organizational loyalty by subordinates  
Increasing shift in cultural diversities  
Gun control law passed  
Evolution of police thinking on how business is done

## **APPENDIX 4**

### **EVENTS IDENTIFIED BY NGT PANEL**

Significant reduction in available job changes  
Reduction in finances - increased union strength  
Rapid increase in violent crime  
Public demands "military type" policing  
Public rejects "military model" for service approach  
Private - police partnership  
Population demographics shift  
Technological advancement  
White race "status quo" change  
Increasing public scrutiny  
Christopher Commission mandated by law  
Flattening of organization  
Lack of funding for training  
Increased use of video by public/private sector  
Availability of high powered weapons  
Civil unrest predicted for 1997-2005  
Increasing law suits  
Depression occurs  
Increased demands by special interest groups  
Failure of public education system  
Change of command at LAPD - no prior police experience  
Communications - access to information  
Civil rights modified 2000-2003  
Greater competition for jobs  
2nd language will become a job requirement  
Shrinking applicant pool  
Collapse of retirement system  
Gang activity  
Two tiered policing - one for rich - one for poor  
Three day workweek initiated  
Artificial intelligence becomes operational  
Transportation/Traffic issues become more acute  
Restart of LEEP for police education  
Changing workforce - mothers  
Mandated HIV testing  
Mandated drug testing  
Police partnership with private corporations  
Increased stress in workplace  
State of California goes broke  
Increased violent crime  
Increased white collar crime - handled by FBI  
Police departments bill for services  
Force fields used in jails  
Increasing levels of homeless people

## APPENDIX 5

### INTERNAL CAPABILITY ANALYSIS TABLES

#### Strategic Needs Capability

Strategic Need Area: Subordinate development For The Future

| <u>CATEGORY</u>        | <u>RATING (Median - N = 10)</u> |               |                |                |               |
|------------------------|---------------------------------|---------------|----------------|----------------|---------------|
|                        | <u>SUPERIOR</u>                 | <u>BETTER</u> | <u>AVERAGE</u> | <u>IMPROVE</u> | <u>CRISIS</u> |
| Personnel              |                                 |               |                | X              |               |
| Equipment              |                                 | X             |                |                |               |
| Organization Design    |                                 |               |                | X              |               |
| Money                  |                                 | X             |                |                |               |
| Workload               |                                 | X             |                |                |               |
| Turnover               |                                 | X             |                |                |               |
| Management Skills      |                                 |               |                | X              |               |
| "People" Skills        |                                 |               | X              |                |               |
| Creative Abilities     |                                 | X             |                |                |               |
| Resourcefulness        |                                 | X             |                |                |               |
| Training Availability  |                                 | X             |                |                |               |
| On-The-Job Training    |                                 | X             |                |                |               |
| Supervisory Training   |                                 |               |                | X              |               |
| Management Training    |                                 |               |                | X              |               |
| Community Image        | X                               |               |                |                |               |
| Community Support      |                                 | X             |                |                |               |
| Council Support        |                                 |               | X              |                |               |
| COP Support            | X                               |               |                |                |               |
| Management Flexibility |                                 |               |                | X              |               |

#### LEGEND:

- SUPERIOR - Exceeds other similar departments. Beyond present needs.
- BETTER - Better than average. Quality performance. No problems.
- AVERAGE - Equal to other departments. Acceptable.
- IMPROVE - Not as good as it could or should be. Must be improved.
- CRISIS - Cause for concern. Immediate action must be taken.

## APPENDIX 6

### RECEPTIVENESS TO CHANGE ANALYSIS

| <u>CATEGORY</u>        | <u>RATING (Median - N = 10)</u> |          |          |          |          |
|------------------------|---------------------------------|----------|----------|----------|----------|
|                        | <u>A</u>                        | <u>B</u> | <u>C</u> | <u>D</u> | <u>E</u> |
| <u>MANAGERS</u>        |                                 |          |          |          |          |
| Education/Training     |                                 |          | X        |          |          |
| Skills/Abilities       |                                 |          | X        |          |          |
| Mentality/Personality  |                                 |          | X        |          |          |
| <u>ORG. CLIMATE</u>    |                                 |          |          |          |          |
| Power Structure        |                                 | X        |          |          |          |
| Incentive To Change    |                                 | X        |          |          |          |
| Culture/Norms          |                                 | X        |          |          |          |
| <u>ORG. COMPETENCE</u> |                                 |          |          |          |          |
| Management             |                                 | X        |          |          |          |
| Supervisory            |                                 | X        |          |          |          |
| Non-Supervisory        |                                 |          | X        |          |          |

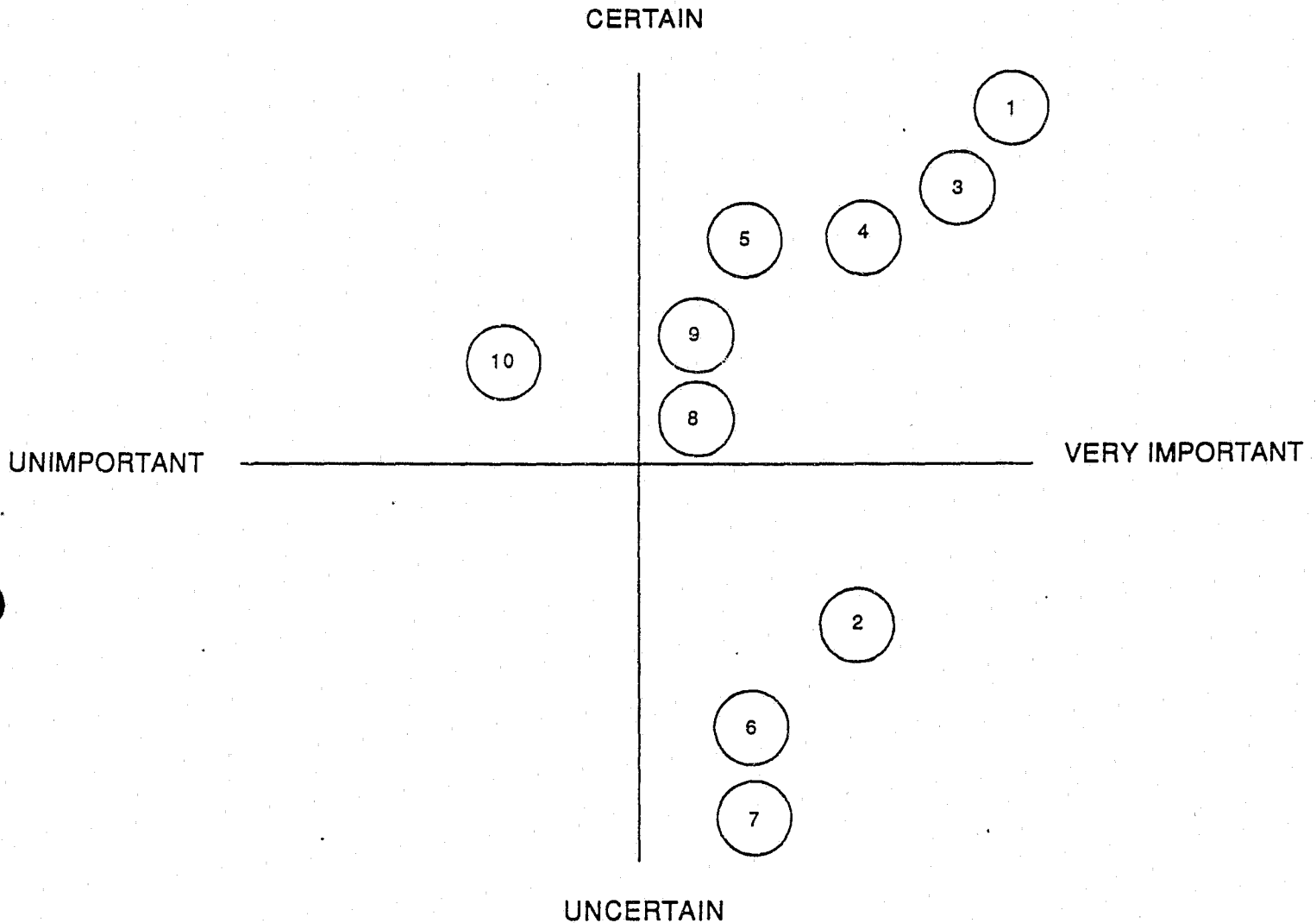
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**LEGEND:**

- A - Rejects change
- B - Adapts to minor change
- C - Seeks familiar change
- D - Thinks strategically, seeks change to an issue area
- E - Flexible, seeks novel change

## APPENDIX 7

# STRATEGIC ASSUMPTION MAP



### STAKEHOLDER ASSUMPTIONS

- |                                |                                    |
|--------------------------------|------------------------------------|
| 1. S.M. Chief of Police        | 6. S.M. Non-Sworn Employees        |
| 2. S.M. Managers (Snaildarter) | 7. S.M. City Council (Snaildarter) |
| 3. S.M. Sworn Employees        | 8. S.M. Human Resources Staff      |
| 4. S.M. Supervisory Staff      | 9. S.M. Citizens                   |
| 5. S.M. City Manager           | 10. P.O.S.T.                       |

NOTE: STAKEHOLDERS AND ASSUMPTIONS REACHED BY CONSENSUS OF THREE POLICE MANAGERS. THE NUMBERS ABOVE CORRESPOND TO THE STAKEHOLDER ASSUMPTION ANALYSIS DISCUSSED IN THE NARRATIVE PORTION OF THIS PROJECT.

## APPENDIX 8

### RESPONSIBILITY (RASI) CHART

| <div style="text-align: center;"> <div style="display: flex; align-items: center;"> <div style="border-bottom: 1px dashed black; width: 100px; height: 100px; margin-right: 10px;"></div> <div> <b>ACTORS</b><br/> <b>DECISIONS</b><br/> <b>or ACTS *</b> </div> </div> </div> | Chief of Police | Steering Comm. | Managers Spoke-person | City Manager | Sworn Emps. |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|----------------|-----------------------|--------------|-------------|
| SELECT PROJECT DIRECTOR                                                                                                                                                                                                                                                        | R               |                | I                     | A            | I           |
| SELECT STEERING COMMITTEE                                                                                                                                                                                                                                                      | A               | I              | S                     |              | S           |
| INTERNAL ASSESSMENT                                                                                                                                                                                                                                                            | A               | R              | I                     |              | I           |
| ID OF INTERNAL AND EXTERNAL RESOURCES                                                                                                                                                                                                                                          | A               | S              | S                     |              | S           |
| DESIGN FORMAL PROGRAM                                                                                                                                                                                                                                                          | A               | R              | S                     | I            | S           |
| SUBMIT PROGRAM TO PROJECT DIRECTOR                                                                                                                                                                                                                                             | A               | R              | S                     | I            | S           |
| COMMUNICATE NEED FOR CHANGE TO ORG.                                                                                                                                                                                                                                            | R               | R              | I                     |              | I           |
| MAINTAIN CONTACT WITH STAKEHOLDERS                                                                                                                                                                                                                                             | A               | S              | S                     | I            | S           |
| BEGIN PROGRAM                                                                                                                                                                                                                                                                  | A               | R              | R                     | I            | S           |
| MONITER PROGRAM AND ORG. REACTION                                                                                                                                                                                                                                              | A               | R              | S                     |              | S           |
| PERIODIC STATUS REPORTS                                                                                                                                                                                                                                                        | A               | R              | S                     | I            | S           |

**\* Legend**

R = RESPONSIBILITY for action (but not necessarily authority)  
 A = APPROVAL (must apporve, 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

## ENDNOTES

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**A GLIMPSE OF FUTURE  
EMPLOYEE DEVELOPMENT**

by

Patrick Alan Rodgers

Command College Class 15

Commission on Peace Officer Standards & Training

Sacramento, California

January, 1993

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

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

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

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

# A GLIMPSE OF FUTURE EMPLOYEE DEVELOPMENT

## INTRODUCTION

Today, each of us is in an unique position of being part of the next major evolutionary step of our society. Around the globe, as in our own small domain, old systems, cultures and ways of doing things are crumbling. From the ruins, will come a new order bringing forth a breadth of thought and ideas impacting all areas of our lives. Some have referred to this change as a **"turning point"** and others a **"paradigm shift."**

Yet, as individuals who stand poised to make this vast jump into the future....we seem to be paralyzed with fear. What is there to fear, we ask? The answer is, **uncertainty of the future and fear of the unknown.** Our fragile human minds, of which only ten percent is used, are conditioned to the past and we cannot fathom the future. We, are only a tiny speck in the universe of which we are a part. From a universal perspective, all is in order. Change and growth are progress....progress is evolution....and evolution is the ultimate. Scientists see glimpses of this concept in the study of quantum physics, discovering that from chaos evolves order.<sup>1</sup> Applying this theory we discover, from disorganization come organization and from resistance to change comes progress.

The purpose of this study is to stretch our minds past the turbulence and disorganization of the present and into the future around the year 2002. By all indications, each of us will be presented with a personal challenge, not to sit idly by, but rather to take an active part in some of the most exciting times in the history of the human race.

Futures studies in the literature frequently end with resultant policies to actualize a particular, data-driven scenario by the end of a specific time frame. Some take the next step....the working through of a strategic plan from the selected policies, complete with specifics of implementation. Few, however, pursue the study to it's logical conclusion, addressing the question of managing the transition from the present through to the successful implementation of the strategic plan. The **micro-issue** of this study was narrowed in scope and focus to examine one small part of organizational development; **Employee Development at the turn of the Century**. To accurately research the micro-issue, it was necessary however, to examine the **macro-issue or why is there a need for changes in the Employee Development process in organizations of today?** To build a basis for studying Employee Development of the future, a brief overview of the failings of organizations of today was presented. **The common consensus is that organizations have too much management and too little leadership.** If leadership is what is needed to overcome the crisis in organizational development, how will it impact our future forecasting model? As we later find in identifying major trends in the forecasting model, leadership becomes a critical factor. While the study itself is not about leadership, we find that organizations of the future will not be able to function without it. Leadership thus becomes the foundation upon which we build our organization, including the concept of Employee Development.

## **A LOOK AT THE PRESENT (Scanning The Problem)**

One major error has been a lack of planning for the future. This is having a vast impact on companies and workers who failed to prepare for the change from an industrial based society to one of high-tech and information. We find many industrial and manufacturing businesses closing their doors with workers being thrown into the bottomless pit of unemployment without education, training or skills to survive in the world of high-technology. Compounding this inadequacy, is failure of the public education system, by unleashing on society an entire generation of functionally illiterate students.

The present dilemma in which we find ourselves is probably best described by author Warren Bennis in his book, **The Unconscious Conspiracy: Why Leaders Can't Lead.**

**"It is the paradox of our time that precisely when the trust and credibility of our leaders are at their lowest, when the beleaguered survivors in leadership positions feel unable to summon up the vestiges of power left to them, we most need people who can lead."**<sup>2</sup>

Management as part of the organizational culture has always been resistant to change. As a result, most have refused to alter old philosophies, although numerous studies on worker motivation have identified changing priorities in the workplace. To this end, we find organizations commonly experiencing low productivity, reduced quality of work product and employee turnover due to job dissatisfaction. Highlighting this, particularly

in service related enterprises, is the attitude of the employee toward the customer. An unhappy employee does little to enhance client satisfaction, which directly impacts the success of any organization. Expounding further in their book, **Leaders, The Strategies For Taking Charge**, Warren Bennis and Burt Nanus conclude most organizations seem to be overmanaged and underled. They may excel in the ability to handle the daily routine, yet never question whether the routine should be done at all. There is a profound difference between **management** and **leadership**, and both are important. "**To manage**" means to bring about, to accomplish, to have charge of or responsibility for, to conduct. "**To lead**" on the other hand is influencing, guiding in direction, course, action and opinion. Bennis and Nanus believe the difference is critical, "**Managers are people who do things right, Leaders are people who do the right thing.**"<sup>3</sup> Concluding our overview of organizations is a brief look at the hierarchical structure. In their book, **The Peter Principle**, Lawrence Peter and Raymond Hall view leadership in large bureaucratic organizations as virtually a "lost art" as they note:

**"Most hierarchies today are so encumbered with rules and traditions, and so bound by public laws, that even high employees do not have to lead anyone anywhere, in the sense of pointing out the directions and setting the pace. They simply follow precedents, obey regulations, and move as the head of a crowd. Such employees lead only in the sense that the carved wooden figurehead leads the ship."**<sup>4</sup>

## IDENTIFICATION OF AREA OF STUDY

In keeping with the root causes of organization problems identified in **A Look At The Present**, law enforcement organizations are no stranger to disorganization and lack of leadership. In actuality, law enforcement is closer to the center of chaos than counterparts in the private sector. With budget restrictions, reduced public confidence and a demonstrated lack of leadership, police departments face a bleak future. When compounded by staggering increases in crime, particular that of a violent nature, a reduced applicant pool and a shift in values and priorities of the existing workforce, it is clear that some challenges lie ahead.

As a law enforcement manager, involved in recruitment and training of new personnel, this researcher has become sensitized to the rapidly changing future. With development of people being a key part of that change, the question keeps arising as to what role, if any, future leaders will play. Pursuing this point further, the issue question, **"Who will have the responsibility for professional development of subordinates in a medium sized law enforcement organization by the year 2002,"** was developed?

To further define the main issue, several sub-issues were developed through literature scanning, input from colleagues and an external consultant.

- o **What will be the level of responsibility for career development of subordinates?**

- o **What will be the likely use of external resources in the development of subordinates?**
- o **What strategies will be used to help subordinates cope more effectively with the rapidly changing work environment?**

## **A LOOK AT THE FUTURE**

Society, living in a time of rapid and endless change, is experiencing an "anxiety attack" about what the future holds. More traditional means of viewing the future might be; using a crystal ball, a gypsy reading tea leaves or perhaps even a time machine. In a world of reality however, we recognize that each of these is fantasy. On the reality side, and to satisfy this need, "futures forecasting" has become a profitable and challenging enterprise for many. Professional forecasting is not a game of chance. Nowadays, it involves the collection, analysis and synthesis of data and extensive use of computers. It involves computer analysis of trends and indicators, which are often obscure pieces of information that tell you which way a trend is headed. Until a few years ago, absent hard evidence, scientific minds were closed to futures forecasting. As more research and analysis has been done, the forecasting process has proven to be a valid model for individuals and organizations to use in problem solving and is the research technique used in this project.

## **HOW WAS THE FORECASTING MODEL USED IN THIS PROJECT?**

A panel of seven experts representing a cross section of law enforcement and non-law enforcement professionals was assembled to pool their experience, education and knowledge in applying the Forecasting Model. The group identified and prioritize Trends

and Events which would be most likely to happen. Consideration was then given to the probability of each Trend and Event occurring and how they might impact each other.

Critical Trends and Events likely to impact the issue are:

#### **TRENDS**

Evolution in police thinking.  
Restructuring police organizations.  
Military to consensus leadership  
Post-high school education of police applicants.

#### **EVENTS**

Police-Private sector partnership.  
Violent crime at an all time high.  
Major outbreak - racial disorder.

Using the critical Trends and events that had been identified, three scenarios were constructed. The first was if the status quo were maintained with no changes. The second pictured a "worst case" situation. The third was one which is desired and yet attainable. The ultimate purpose for this scenario preparation exercise was to develop a strategic plan for handling each. This technique is common to the military in envisioning different types of war situations and testing counter responses in a simulation setting. Of the three scenarios only one responded to the issue of, who will have the responsibility for subordinate development in the future? **For purposes of this project, the third scenario "desired and attainable" was selected for further study.**

#### **OVERVIEW - STRATEGIC PLANNING AND TRANSITION MANAGEMENT**

The following is a brief overview of the function and steps of the Strategic Planning and Transition Management phases of the project. This researcher was assisted by a number of panels, individuals and exercises which are referenced in the technical supplement portion of the project. Interpretation of abbreviated portions of relevant data from these

two phases are addressed in the Scenario Analysis portion of this article, and in more detail in the technical supplement.

In its most basic form, a strategic plan looks at alternative courses of action that are open to the future. It is also a process that begins with the setting of organizational aims, defines strategies and policies to assure goals are achieved. In this project the strategic plan will provide an assessment of the current situation, evaluate strengths and weaknesses, identifies key people impacted in the process, recognizes and develop policies needed and structures an action plan for implementation.

A key element in implementing the strategic plan is the process of "getting from here to there." The success or failure of the change process is directly proportional to how well the transition plan is managed. The first part of the transition plan identifies those persons necessary to make the change begin, analyzes the varying level of commitment by participants and how to build or change commitment. Next, structures necessary to manage change were identified and lastly, how do we minimize any negative impact of change on the organization.

### **"DESIRED AND ATTAINABLE" SCENARIO**

Any issue has but one past; the future may be visualized in terms of many possibilities. People who are motivated to do something about an issue tend to give top priority to a realistic picture of what things ought to look like in the future. A data-based series of forecasts was used to develop a "desired and attainable" scenario....one with enough specifics to guide strategic planning in detail. This scenario, is about a target

organization, the San Marco Police Department in the year 1996. **This researcher wishes to make clear to the reader that this is a hypothetical department as is all of the actors referenced, and was developed for study purposes only.**

The years 1992 - 1995 were difficult ones for the country and California as we continued a shift from old ways of thinking to new, moving further into the paradigm shift. The evolutionary transition in America from an era of industrialization to that of information and high-tech was not without casualties. Law enforcement had through fiscal necessity started a downsizing process while making every attempt to avoid reduction of services.

The year 1995 finds California again prospering economically with a turnabout to a "business friendly" environment. Major corporations are returning to California and have instituted massive privately financed education and training programs to retrain displaced workers from the industrial era. Both private and public sectors have recognized the value of capitalization of the human element. Employees are treated with a new respect and become stakeholders in their organizations.

**Helping to shape the vision, it becomes their future and employees demonstrate an all time high in commitment, loyalty and productivity.**

**In law enforcement, the old military autocratic model has crumbled and been swept away.** While still retaining more of a hierarchy than found in the private sector, restructuring of organizations occurs with mid-management levels being eliminated. Innovation, creativity and entrepreneurial thinking become commonplace. Services and

tasks have been studied and prioritized with many functions being privatized. Civilians are trained and used in increasing numbers for non-critical tasks.

**Career development of employees becomes a priority at all levels of the organization with the recognition that satisfied workers do the best job.** Law enforcement organizations will have personnel on board that specialize in human resource development and who work one on one with subordinates to design personal career plans and then assist in carrying them out.

**The most advanced generation of technology becomes readily obtainable by law enforcement.** Advanced resource centers involving holographic simulation environments for all aspects of police training are established enhancing the professional development of law enforcement personnel. Advanced computer and communication technology leads to self-autonomous work groups and telecommuting in many areas of law enforcement. This has a major impact on job satisfaction of employees, which in turn is effected in their quality work product.

On the local front, San Marco Police Department, a storehouse of talented personnel, has been in a holding pattern for a number of years because of an old line autocratic Chief of Police who sees change as a threat. In November 1996, the City Council replaced the Chief, bringing in a new man. The new Chief, Wayne Wilson, describes his leadership style as "transformational" and vows to bring the department on-line in preparation for moving into the 21st Century.

**The time is January, 1997 and the place is the hypothetical community of San Marco.**

*The City of San Marco is a master planned community located in the foothills of Southern California. The home of University of California at San Marco, the city also has a sizable high-tech industrial section and a growing bio-medical complex, providing a balanced economic base. The 1996 census of 110,000 people is approximately one half of the eventual build out population of the city. The San Marco Police Department employs 125 sworn and 51 civilian personnel. The department is staffed with an abundance of talented and educated personnel and the turn over rate is low. For the past five years, the department was directed by an old line, autocratic Chief of Police who believed "career development" consisted of working the street and paying your dues. In November 1996, the City Council forced retirement of the Chief and hired a new man, Wayne Wilson. The new Chief is a graduate of the POST Command College and a candidate for a Ph.d. degree in Human Behavior. On taking office, Chief Wilson vowed to bring the department on-line in preparation for the 21st Century. The enthusiasm of the employees has jumped three hundred percent in only two months.*

### **SCENARIO ANALYSIS (Strategic Plan)**

The following reflects an analysis of the scenario in context to the findings of the study on development of a Strategic Plan.

Using a Modified Policy Delphi process, a panel of seven police managers generated a list of alternative strategies that could be used to bring about the desired change. The panel considered all suggested strategies and through a voting process, selected three for more detailed analysis. The three strategies selected were:

- **Development of a formal career development plan**
- **Creation of a "Quality of Worklife" Committee**
- **Chief of Police models consensus leadership style**

The panel felt strongly that all three alternative strategies were important to the strategic plan. Faced with selecting one of the three as the most preferred strategy, the Chief of Police modeling consensus leadership was chosen. In choosing this option the panel concurred that the base foundation for change in the future will come in breaking with the traditional police management philosophy and moving to a consensus leadership style. The panel also agreed that this alternative provides enough flexibility that key elements of the other two strategies could be factored in, if desired.

### **MILITARY VS. CONSENSUS MODEL**

Law enforcement by the nature of work continues to use the military model. This approach, hierarchical in nature, autocratic decision making and power from the top down leaves no question as to who is in charge. With the changing times and priorities of employees this style is no longer effective or acceptable. Employees (Stakeholders) now want direct participation in the organizations of which they are a part.

Bernard Bass in Bass & Stogdill's Handbook of Leadership defines "Consensus" as an emotionally and intellectually acceptable group decision.<sup>5</sup> A shift toward this approach would seem to meet the needs of employees and while not practical to all aspects of law enforcement could work for a majority of the organization.

Moving to our scenario model, the San Marco Police Department. The old style autocratic Chief has been replaced with a new man, Wayne Wilson. Chief Wilson describes his leadership style as **transformational**. What is transformational and how might it fit with the consensus approach? Transformation leadership takes the consensus

style and builds upon it substantially. It clearly becomes the optimal approach for the transition to a new work culture. Author, Philip R. Harris describes a Transformational Leader in his book, High Performance Leadership, as being: A leader who can provoke extraordinary effort among employees. Leaders who have a personal approach to people and can instill in them a sense of larger mission create a high performance atmosphere, one in which the individual becomes a coach, cheerleader, facilitator, and consultant. They serve as role models who offer followers individualized attention and consideration - the opportunities for information and inspiration. In an era of knowledge workers, such leaders transmit intellectual stimulation by getting people to think and stretch their minds - to visualize the future and what might be done to arouse awareness. Such leaders cause their group to restructure their constructs or mind-sets for more timely and relevant responses. <sup>6</sup> James MacGregor Burns, a noted researcher of human motivation refers to Transformational Leadership as: Such leadership occurs when one or more persons engage with others in a way that leaders and followers raise one another to higher levels of motivation and morality. Their purposes, which might have started out as separate, but related, become fused....But transforming leadership ultimately becomes moral in that it raises the level of human conduct and ethical aspiration of both the leader and the led, and thus it has a transforming effect on both. <sup>7</sup>

The Military Model can be similarly compared to management in organizations today and as we have learned from our overview of the present....it isn't working. As organizations move into the transition of the new work culture and leadership replaces management, what differences can we expect to see? <sup>8</sup>

## **MANAGEMENT**

Does the thing right  
Tangible  
Referee  
Directs  
What you do  
Pronounces  
Responsible  
Has a view of the Mission  
Views world from inside  
Chateau leadership  
What you say  
No gut stake in enterprise  
Preserving life  
Driven by constraints  
Looks for things done wrong  
Runs a cost center  
Quantitative  
Initiates programs  
Develops programs  
Concerned with programs  
Concerned with efficiency  
Sometimes plays the hero

## **LEADERSHIP**

Does the right thing  
Intangible  
Cheerleader  
Coaches  
How you do it  
Facilitates  
Responsive  
Has vision of Mission  
Views world from outside  
Front-line leadership  
How you say it  
Gut stake in enterprise  
Passion for life  
Driven by goals  
Looks for things done right  
Runs an effort center  
Qualitative  
Initiates on-going process  
Develops people  
Concerned with people  
Concerned with efficacy  
Plays the hero no more

With Chief Wilson and his transformational style assuming the leadership of San Marco Police Department, a solid foundation has been established for moving the organization forward. In the leadership area however, it is important that Chief Wilson take a strong role in modeling his philosophy in order to minimize resistance from those in the organization who oppose change.

## **CREATING A VISION**

Author, Burt Nanus, in his book Visionary Leadership, lists as the main message, "There is no more powerful engine driving an organization toward excellence and long range success than an attractive, worthwhile, and achievable vision of the future, widely shared." Nanus goes on to define vision as, "a realistic, credible, attractive future for your organization." It is the articulation of a destination toward which your organization should

aim a future that is in important ways better, more successful, or more desirable for the organization than is present. <sup>9</sup>

Applying the above concepts to our 1996 model, Chief Wayne Wilson has already taken several positive steps toward creating a new vision for San Marco Police Department. One month after starting, Chief Wilson formed a committee of six personnel from throughout the department and charged them with developing a department mission statement which would encompass a vision for the future. One of the key elements of the new statement dealt directly with the issue of employee development.

*"The San Marco Police Department seeks to develop in personnel a sense of professionalism and responsibility for personal development, while providing opportunities for individuals to realize their full creative potential."*

After development of the mission statement, Chief Wilson established three department wide committees tasked with preparing recommendations on needed organization change.

- o **Technology Assessment Committee** - Analysis and projection of future technology needs.
- o **Career Development Committee** - Analysis of job rotation, career development and job enrichment for personnel of the department.

- o **Mission Analysis and Re-Organization Committee** - To examine the department function from the bottom up with reallocation of resources to meet future needs.

These steps are providing the personnel in the organization a strong role in the designing of their future, thus creating a higher "buy-in" and commitment level.

### **CAREER DEVELOPMENT FORECAST**

In tasking the department committee on career development, Chief Wilson also included quality of worklife. Since the committee has recently been formed we do not know what their findings will be, but can speculate on a few areas which seem likely for consideration.

The department has already established a strong commitment to career development in it's mission statement. It seems clear the department will provide a vehicle for career development with the individual taking the initiative to use it. This philosophy carries a positive impact in that it:

- o Recognizes employees as a "Stakeholder" in the organization and tells them that development of his/her ability is important.
- o Provides a road map for individuals within the organization to chart their future. This includes having special human resource staff on board to work one with employees. These specialists would test and screen for job match skills, map an individuals career path and help with continuing education.

- o From a job enrichment and quality of worklife perspective, valid input would be provided to the department on the needs and desires of the employees. Such an approach demonstrates a sense of caring on the part of the department. Author, Edward Lawler points out in his book, The Ultimate Advantage, that quality of worklife programs consistently improve employee wellbeing and satisfaction.<sup>10</sup> Employees who are happy and feel like part of an organization are productive employees.

Within the context of career development, there are several key areas that will be considered by the committee.

- o **Management and Supervisory Training Program** - To assure that San Marco police managers and supervisors are in sync with Chief Wilson, a comprehensive and contemporary leadership training program should be developed. While it will not be possible to bring all supervisors up to the leadership level of the Chief, an understanding of his philosophy will minimize resistance. In addition, for those who plan on being around to greet the 21st Century, such knowledge will be essential. The POST Command College and Supervisory Leadership Institute have continued to refine their curriculum over the years and will serve as excellent foundation programs. In addition, individuals, especially in positions of leadership will be exploring, training and using the innate abilities within the human body/mind system. As the Cold War ended in 1992 and an exchange of

information began with the U.S.S.R., American researchers found out that we were twenty years behind the Soviets in "psychotronics", their name for human potential development. Crash research programs by Stanford Research Institute and several branches of the U.S. Military are producing astounding results. <sup>11</sup>

- o **Lifetime Learning For Employees** - There is all too much evidence that American schools are failing students. Test scores in key areas of math and science are declining. Among young adults, one government sponsored study found, well under 40 percent can understand an average New York Times article or figure their change when paying for lunch, an only 20% can understand a bus schedule. Nearly, 1 million high school students drop out each year. Educational performance is at its worst among poor and minority groups, and minorities are by far the fastest growing segment of society. <sup>11</sup>

The massive growth of technology in the coming years will render many careers obsolete, not in decades, as in the past, but a few years. Almost everyone will face the task of training for an entirely new job at one point in his or her career. In law enforcement, as applicant pools continue to shrink and recruitment of minorities becomes impossible, we will be the recipient of many of these individuals changing careers. Progressive organizations will train entry level people in the bare essentials to do the job and then continue an increased step program of lifetime education and training for the

employee. In addition, current employees will need to be continually re-trained as new technology is adapted into the workplace.

- o **New Technology** - If we summon the needed vision and spirit, human beings will soon be on their way to an emancipation like nothing since Abraham Lincoln. Intelligent machines will carry out most of the drudgery that now claims our lives, while we will be free to create....art, science, and new goods and services...as only human beings (now) can. <sup>13</sup>

Approaching the turn of the century, the air will be charged with mounting excitement and anticipation. The final touches will be put on society's final transition from the industrial age to the information age: machines that can think. This radically different breed of hardware won't be just artificially intelligent....with quotation marks around "smart" or "intelligent"....but will possess genuine intelligence, albeit different from our own.

In law enforcement, we will constantly train, to teach our personnel how to use the new technology. A few examples of these advancements include:

- Advanced interactive computers that respond to verbal commands and talk to you in return.
- Advanced telecommunications systems which allow instant access to national data banks on any type of information desired. Such

systems will also allow many people in law enforcement to telecommute from their homes.

- Pocket computers for officers, serving as telephone, data access and processing device.
- Vehicles equipped with a microchip which when activated will disable the vehicle putting an end to the age old problem of police pursuits.
- Advanced training concepts similar to the "hollowdeck" of the T.V. Star Ship Enterprise. Advanced "Virtual Reality" concepts will allow law enforcement trainers to program situational exercises of any type and place trainees in a realistic environment.

### **A CALL TO ACTION (From Strategic Plan To Reality)**

The best of strategic planners will understand that people resist change. Change is risky and risk is threatening no matter how clearly the persons concerned see the need for it. Transition to a new situation requires both initial analysis and on-going assessment. The transition plan to move San Marco Police Department forward to the future is presented here in considerable detail to emphasize the need for reality thinking.

In implementing the desired change, a number of individuals are identified who if supporting the change will likely cause it to be successful or if opposing it, will likely cause it to fail. These individuals are referred to as a "critical mass." At San Marco Police Department, the following people were targeted as the "critical mass."

- o **Chief of Police - Wayne Wilson** - New to the department, bringing an initial sense of leadership, vitality and enthusiasm not seen in years. Has a high energy level and has taken immediate action in moving forward on his pledge of getting the department ready for the 21st Century. The Chief is the key person in the change process and must display a commitment of making change happen.
- o **City Manager - Stan Anderson** - A highly professional manager with an understanding of the dynamics of the department and its members. Will want to establish an environment where the talents and resources of the department can be put to maximum use. The manager will need a commitment level of helping change happen.
- o **Sworn Personnel (POA President)** - San Marco Police Department has an exceptionally talented group of employees. Minor morale problems have developed primarily from a lack of police activity and department stagnation under the old Chief. A good career development plan would go a long way in re-energizing the employees. The personnel responded favorably to the new Chief, and will take a position of helping change happen.
- o **Department Command Staff** - Consisting of three Commanders and six Lieutenants, all highly educated and each being very professional. Several key people continue to be entrenched in the traditional police thought methodology. They see any move toward consensus leadership as an

erosion of their legitimate power base. These individuals need to be moved from a block change commitment to one of letting change happen. This can be achieved by a futuristic leadership training program, tactful peer pressure by other managers and role modeling by the Chief.

For an organization to change itself from within using existing structures, it is difficult at best. As noted in the critical mass analysis, the Chief of Police is the key to the success of the process. In the San Marco organization, the Chief is initially using the existing management structure which is seen as most effective and least disruptive. As the pivotal position in the process the Chief's role is that of selling the change to the City Manager and directing research, analysis and implementation of change within the organization. Two other critical mass actors have been assigned as chairmen of committees tasked with preparing recommendations on major aspects of needed organization change. Commander Tom Smith (Command Staff) will be heading the Technology Assessment Committee and Lieutenant Rob Brown (POA President-Sworn Employees) heads the Career Development Committee.

Organization change commonly generates a "fear of the unknown" among those involved. With fear as a by product, employees can be counted on to resist that change. Several methodologies are being used in San Marco to mitigate or at least manage, change generated by anxiety.

- o **Shared Vision** - Numerous behavioral studies have documented the fact that employees are more likely to commit themselves to an organization

vision which they have helped develop. The move to consensus leadership and career development provides that shared commonality of purpose.

- o **Role Modeling** - The Chief of Police will set the example for others to follow. This will tend to minimize resistance on the part of any reluctant managers.
- o **Task Force Approach** - With a variety of individuals from all levels of the organization participating in the three committees, concerns and input can be addressed at the front end of the process. This provides members of the organization with the "buy in" factor as their input is considered. With this perspective, comes a high level of commitment to make the end result work. This also reduces misinformation and rumors within the organization.
- o **Shared Information** - As the three committees conclude their research, analysis and recommendations to the Chief of Police, he needs to share this data and his decision with organizational members. This can be achieved in written form and with the Chief meeting personally with the various parts of the department. If specific employees or groups are negatively impacted by a decision, individual meetings should be held with each. While perhaps not agreeing with the Chief's decision, the employees will appreciate hearing it from him first hand.
- o **Responsibility Charting** - This process clarifies the roles to be assumed by individuals during and after the change has occurred. It establishes what actions, tasks, decisions and responsibilities must be accomplished and to

what extent they will be personally involved. A person should be identified to resolve conflicts when they cannot be handled through normal procedures.

Every possible contingency during the transition process needs to be thought out. Only then can the unexpected be managed without destabilizing the entire transition.

### **CONCLUSIONS (From The Study)**

In reviewing the San Marco case study, the question arises as to whether each of the issue and sub-issue questions was resolved. We will briefly compare each in context to our study.

- **MAIN ISSUE** - *"Who will have the responsibility for professional development of subordinates in a medium sized law enforcement organization by the year 2002?"* The study clearly shows that professional development of the future will be a **shared responsibility** between the organization and the employee. The organization will provide time, money and a lifetime learning program for each employee. The employee will provide the initiative, enthusiasm and motivation for professional development. Moving toward this shared role the organization gains a more qualified, self-motivated and happy employee who turns out a better work product. At the same time, the employee gains self-esteem, and a sense of being part of the organization enabling him/her to be more satisfied in the organization.
- **SUB-ISSUE 1** - *"What will be the level of responsibility for career development of subordinates?"* The primary responsibility will fall on the organization in that an environment must be created in which a creative and innovative career development program can grow. It is clear that such a program would not survive in the autocratic and hierarchical organizations of today. To implement true career development programs, organizations will need to change from autocracy to consensus and from a management to leadership.
- **SUB-ISSUE 2** - *"What will be the likely use of external resources in the development of subordinates?"* Many resources will be summoned for future

development of employees, including those from outside the organization. The local University at San Marco has a number of resources which may be used for both formal education and professional development. The Commission on Police Officer Standards and Training will continue to play a key role in future training for both management and employees. As advanced technology comes on-line (Virtual Reality Simulations), costs will be such that such training will likely be done by regional law enforcement training centers. The use of consultants for specialized training and human resource development will also be common.

- **SUB-ISSUE 3** - *"What strategies will be used to help subordinates cope more effectively with the rapidly changing work environment?"*
  - Employee interaction and participation at all levels of the organization. Employees who have a stake in developing their future are less likely to fear change.
  - Organizations moving to a "lifetime learning" philosophy in helping employees prepare for change.
  - Employee oriented career development plans with the use of specially trained human resource specialists.
  - Organizations move from management to leadership will result in employees being seen and treated as the most important resource.
  - Implementation of new human potential development techniques will enable individuals to get in touch with themselves and overcome much self-destructive programming.

#### **RECOMMENDATIONS (For Future Study).**

- What effect will high-technology have on Employee Development in the 21st Century?
- What is human potential development and how will it impact organizations of the future?
- What types of Employee Development Programs can be implemented to counter "burnout" and "job stress" in police organizations?

- What types of Leadership Development Programs will be available in the 21st Century?
- What is followership and how can it be developed in organizations of the future?

## **EPILOGUE**

*"Those who can become leaders must be able to find winners.*

*Those who can win over opponents must be strong. Those who are strong are able to use the power of other people. To be able to use the power of other people, it is necessary to win people's hearts. To be able to win people's hearts, it is necessary to have self-mastery.*

*In order to have self-mastery, it is necessary to be flexible."*<sup>14</sup>

*--The Huainan Masters--*

**Today, each of us stands at the crossroads....we have a choice. We can remain chained to the past, or be flexible, stretch our minds and unleash the power of the human spirit to soar as eagles.**

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