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MANAGING ORGANIZATIONAL VALUES AND CULTURE

IN A MID-SIZED POLICE DEPARTMENT

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ACQUISITIONS

by

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Peace Officers Standards and Training

Sacramento, California

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of 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 this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

PART ONE--FUTURES STUDY

What factors will influence the management
of the organizational values and culture of
the mid-sized police department by the year
2000?

PART TWO--STRATEGIC MANAGEMENT

The leadership responsibility of chief
executives in managing organizational
values and culture in mid-sized police
departments in California by the year 2000.

PART THREE--TRANSITION MANAGEMENT

The transition to organizational values and
culture compatible with the internal
functioning of a mid-sized police agency
in California, enabling it to maximize the
effectiveness of its external mission.

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PEACE OFFICER STANDARDS AND TRAINING (POST)

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Executive Summary

Defining and effectively managing the organizational values and culture of a police agency will be one key element to the success of a police executive of the year 2000. This study identifies what organizational values and culture are as well as how corporations in the private sector have learned to manage their cultures to achieve excellence in their field. The study goes on to identify how police executives can take advantage of these same leadership techniques so that they can effectively manage the values and culture of the police agency they serve.

The study utilizes the Nominal Group Technique to support the forecasting portion of the research. Trends dealing with increased organizational conflict, increased diversity in the workforce, and union incursion into management rights are identified as having the most impact on the issue question in the future. Three events are forecasted as having an impact on organizational values and culture and are: the establishment of a Police Review Committee, the firing of a Police Chief, and a job action classified as a walkout by police management personnel.

Policy considerations are developed and deal with decisions that the Police Chief will be faced with when attempting to manage the organization's values and culture. The issues of community involvement in the decision-making process, empowerment of police employees to achieve excellence in policing their community, and the degree to which the Police Chief's personal values affect the organization's values and culture are dealt with in this phase of the project.

A strategic management plan is developed using the normative scenario based on the City of Anywhere, California. This is a mid-sized police agency that is ready for change. A situational analysis identifies the external environment as well as the internal strengths and weaknesses of the organization. The leadership responsibilities of a Police Chief in attempting to manage the organizational values and culture are identified, and

the role of the Chief's administrative staff is outlined in
scenario format to explain their importance to the process.

A transition management plan identifies the critical mass and
then assigns responsibility for implementation. Supporting
technologies are identified that will assist in the
implementation of change. A discussion of the consequences of
"unmanaged change" is included so that the reader is able to
understand the importance of managing values and culture and the
outcomes of not managing this important change process.

The study concludes that the establishment of a vision is
essential to developing and effectively managing organizational
values and culture. It further concludes that managing the
organizational values and culture is a leadership responsibility
that lies with the chief executive.

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INTRODUCTION

Defining and effectively managing the organizational values and culture of a police agency will be a key element to the success of a police executive by the year 2000. The changing workforce demographics coupled with role definition changes facing police agencies over the next decade are raising questions. What will the police agency of the twenty-first century look like? What role will it play in the community? How will this role change the look and feel of the police agency of the future? What elements of the police culture of the 1980's will remain and form a common bond with the police agency of the future?

These questions touch on the subject to be addressed in this project. How the leaders of police agencies of the future manage the organization's values and culture will have a direct bearing on the police agencies' ability to achieve excellence and to maximize the effectiveness of the police departments' external mission.

This study will examine what organizational values and culture are. It will examine how private sector leaders have managed their organization's values and culture and thus developed companies who have achieved excellence in their respective field. It will identify leadership techniques that will assist the

executive in effectively managing organizational values and culture. Most importantly it will address the issue question in the context of a mid-sized California police agency.

BACKGROUND

Culture, as defined in Webster's New Collegiate Dictionary, is "the integrated pattern of human behavior that includes thought, speech, action, and artifacts and depends on man's capacity for learning and transmitting knowledge to succeeding generations." The anthropologist Clyde Kluckhohn defined culture as "the set of habitual and traditional ways of thinking, feeling, and reacting that are characteristic of the ways a particular society meets its problems at a particular point in time."[1] Daryl Conner of O.D. Resources, Inc., defines culture as "...a pattern of beliefs, behaviors, and assumptions, both conscious and unconscious."[2]

When viewing culture from a business standpoint it picks up the title organizational culture or corporate culture. These terms are fairly new to the field of organizational development or leadership having been identified in the 1970's and early 1980's by pioneers in the field such as Terrence Deal, Allan Kennedy, Edgar Schein, Noel Tichy, Philip Harris, and Thomas Peters. While these individuals began writing about corporate culture within the last two decades, the examples they cite and the research they conducted spans back to the early leaders of American business. The exploits of Thomas Watson of IBM, Harley Proctor of Procter & Gamble, and General Johnson of Johnson &

Johnson are several that are pointed to in the literature for their belief that strong culture brought success to their organizations.

Why are today's managers showing such interest in the field of organizational culture? The corporate culture gurus of the late 70's claimed that by creating a good culture a company could gain as much as one or two hours of productive work per employee, per day.[3] This offers a very positive reward for today's corporate managers who are striving for excellence. While these claims were important, it is pointed out by others in the field that organizational culture is "resurfacing today because of the degree of change most organizations are currently experiencing." The changes in ethnic displacement or movement in our communities, changing financial resources, different community expectations, and other demographic or social issues has caused today's leaders to look inward at their organizations in an effort to modify the culture.[4]

Let's return to the definition of organizational culture. Culture is a set of key values, beliefs, and understandings that are shared by members of an organization. Edgar Schein reports that "cultures define basic organizational values and communicates to new members the correct way to think and act and how things ought to be done."[5] Culture can be a positive force when used to reinforce goals and strategy of the organization. When culture is identified and defined by chief executives, it provides employees with an understanding that helps make sense of

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organizational events and activities.[6]

The culture of an organization is not one activity or action portrayed by an individual or group. Instead it is best defined in the following ways:

1. Observed behavioral regularities when people interact.

2. The norms that evolve in working groups, such as a fair day's work for a fair day's pay.

3. The dominant values espoused by an organization such as product quality or price leadership.

4. The philosophy that guides an organization's policy toward employees and customers.

5. The rules of the game for getting along in the organization, or to become an accepted member.

6. The feeling or climate that is conveyed in an organization by the physical layout and the way in which members of the organization interact with customers.[7]

All organizations have unique cultures. What works in one organization possibly will not work in another. In the private sector a few years ago the differences between the cultures of General Electric and Xerox were enormous. G.E. valued the ability to take work seriously, a strong sense of peer group respect, and a sense of deliberateness. Xerox, on the other hand measured success by the ability to maintain a near frenetic pace, and the ability to work and play hard. One can easily see that if an employee chose the wrong organization to work for, he or she would be branded either as a "slow thinker", or as a "maverick" or a "rebel."[8]

Terrence Deal and Allan Kennedy stated, "The ultimate success of a chief executive officer depends to a large degree on an

accurate reading of the corporate culture and the ability to hone it and shape it to fit the shifting needs of the marketplace."[9] They learned from their research that "the most successful managers we know are precisely those who strive to make a mark through creating a guiding vision, shaping shared values, and otherwise providing leadership for the people with whom they work."[10]

Managing the organizational culture requires a specific type of leadership. Phillip Harris identifies this as "transformational management." A transformational manager as defined by Harris is not only open to change and sensitive to people's needs, but is also able to identify trends in the market and among consumers and who also responds quickly and creatively to these concerns. The transformational manager restructures to cut costs, redesigns services, and retrains or educates workers in the new field so that they possess the appropriate knowledge, skills, or attitude.

Harris also reported that "key executives can create an atmosphere to alter the status quo."[11] He was able to identify the following five transformational practices to bring about organizational change.

1. Diagnose the existing work culture through a survey, and provide feedback on the results so that top management can implement change.

2. Clarify through consensus the contemporary organizational purposes and values.

3. Acquire the tools to reshape the existing work culture, be it acculturation information, automated systems, or training in new technologies, strategic planning, and team building.

4. Focus on human resources and performance, increase span of control, cross-train and provide succession, eliminate obsolete work procedures and duplication of effort, provide meaningful work and permit decision making at lower levels, as well as reward appropriate and creative behavior.

5. Develop a new work climate that encourages employee input and feedback, skill assessment and training, developmental counseling and lateral transfers or even outplacement, quality of life concerns, as well as a project management approach.[12]

Harris's transformational management approach dictates that today's managers look at their organizations in ways that they have not done in the past. He points to not only managing the culture but to first identifying what that corporate culture is.

ELEMENTS OF CULTURE

Deal and Kennedy point to five important components that when tied together are thought of as the elements of culture. [13]

Business Environment. The environment in which an organization operates determines what it must do to succeed. This element is the single greatest influence in shaping organizational culture. In police agencies the business environment will be the community that is policed. The business product will be "service" to that community.

Values. These are the basic concepts and beliefs of an organization. They form the heart of the corporate culture. Values define "success" in solid examples for employees to follow. Values further define and establish standards for employees within the organization. The literature suggests that organizations who make their employees aware of the standards to

be upheld have shown a greater commitment and understanding for these standards, and that decisions are more likely to be made with these standards in mind. Experts have also concluded that shaping and enhancing values can become the most important job a manager can do. Deal and Kennedy found that successful companies who placed a great deal of emphasis on values shared three characteristics:[14]

* They stand for something. They have a clear and explicit philosophy about how they will conduct their business.

* Management pays a great deal of attention to shaping and fine-tuning these values to conform to the economic and business environment of the company and to communicate them to the organization.

* These values are known and shared by all the people who work for the company--from the lowliest production worker right through to the ranks of senior management.

Some of these values look like mottos or slogans, but in reality they describe the corporate character.

"Strive for technical perfection" Price Waterhouse & Company.

"Quality at a good price" Sears, Roebuck.

"Universal service" American Telephone & Telegraph.

"Better things for better living through chemistry" DuPont.

"Commitment to Excellence" Los Angeles Raiders

Top management must adhere both faithfully and visibly to the values it intends to promote. It must also share the values throughout the organization. This is of paramount importance because it is not just having the values but the extensive sharing of them that makes a difference.

<u>Heroes</u>. These people personify the organizational values and culture of the organization. They provide role models for employees to follow. Some heroes are born while others are made. "Born heroes" like Henry Ford, John D. Rockefeller, Harley Proctor, and others were this country's initial business visionaries. Their visions changed the way we do business, and they had great symbolic and mythic value within the culture of their companies. Some management gurus report that men like Ford and Rockefeller are the perfect hero figures. Since they are dead, their legends cannot be muddied by everyday realities. These visionary heroes shared several characteristics that ensured they would remain legends. First, and most obvious, was that they were right. Their visions developed totally new institutions in our country. Second, they were persistent. Some would say that they were totally obsessed with making their vision reality. Thirdly, they had a sense of personal responsibility for the continuing success of the business. Visionary heroes are a rare breed. Heroes are so important to an organization with a strong culture that if it does not possess a hero, then one must be made.[15]

Situational heroes or heroes who are made usually arise from a particular event occurring within the organization. Situational heroes differ from visionary heroes in that their influence is usually not as broad and philosophical; however, they inspire employees with their day-to-day success. Situational heroes are the medal recipients, the salesperson of the month, the officer of the quarter, or the editor of the year. They are created by

organizations with strong cultures who recognize the benefits of creating situational heroes. Certain positions within an organization also create situational heroes. These positions are then recognized for their hero-making potential and are the ones that employees "on the move" strive for. In some police agencies that may be an assigment to the Internal Affairs Section, and in others that may be to a S.W.A.T. assignment.

Organizations with strong cultures do not make heroes out of only a few employees. They set their hero selection criteria so that the top producing 20% are rewarded as compared to the top 2%. Some may question the reward process that is too easy; however, the organization now has more heroes to hold in high esteem.[16]

Situational heroes can also be outlaws or mavericks. In a strong culture outlaw heroes keep the organization evolving. While they are bent on change they, still are able to identify with the organizations values. In a weak culture, however, they cannot identify with the vague or contradictory values and thus turn against the organization.

Another type of situational hero is the compass-hero. These individuals usually comes from outside the organization and they are brought in because they possess not only important new skills, but they also symbolize a new direction for the corporation. We see this in an increasing number of circumstances when a new police chief is selected to head an organization. If the governing body wants change it selects outsiders, places them into the organization and then attempts to make them situational heroes.

Rites and Rituals. These are the systematic and programmed routines of day-to-day life in the organization. In their normal setting they portray the kind of behavior that is expected of an employee. In the extreme, which are referred to as ceremonies, they provide visible and potent examples of what the company stands for. Napoleon was criticized for reinstituting the Legion of Honor medal. His response to his critics, however, was, "You lead men by baubles, not words." This view of human nature portrays the need for rites and rituals in reinforcing the organizational culture.[17]

In organizations with strong culture, top management understands the significance of rites and rituals, and as a result it is attentive to their orchestration. Nothing is too trivial: the writing styles, modes of speech, the way to plan and conduct a promotional ceremony, institute new programs, or the procedures involved in terminating someone. All are important to the life of the culture. Something as simple as the "Attaboy/Attagirl" ritual makes it very clear to the employee what the corporate "do's" are in that culture.

It is important to note at this point that the absence of ceremony or ritual means that important values have no impact. The form or the process is extremely vital to the existence and growth of the culture. The literature states that, "If a company does not ritualize these important events in a public ceremony, uncertainty and confusion will almost always result."[18]

Deal and Kennedy point to today's managers as a significant

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source of the real problem in that they are not trying hard enough to influence the behavior around them. In order to reap the benefits provided by orchestrating rites and rituals, today's managers must become more aggressive in this area. As a result of taking a "laid back" approach to management the cultures of today's organizations ebb and flow with the changing fads of society.[19]

Cultural Network. This is the informal means of communication within an organization for spreading the organizational values. The cultural network is the hidden hierarchy which is made up of various people in the organization. These people range from the top to the bottom of the organization; however, you will not see their cultural network title on their desk nameplate, stenciled on their door, or enscribed on their business cards. The network ties together all parts of the organization without respect to the person's title. The network not only transmits information but it also interprets the significance for all employees.[20]

The network is powerful in a strong culture. It can reinforce the basic beliefs of the organization, it can enhance the symbolic value of heroes by passing on the stories of their deeds and accomplishments, it can set a new climate for change, and it can provide a tight structure of influence for the CEO. Top managers need to recognize this network. It may be the only way to communicate information to accomplish a goal or to get the job done. Some modern managers believe that by sending memos, preparing reports and policy statements, or by holding meetings

they will be able to accomplish their goals. The experts disagree with this premise and are reporting that 90% of what goes on in an organization has nothing to do with memos, reports, or formal meetings. They believe that the cultural network and its characters are responsible for making the communication effective. Here are the characters:[21]

> Storytellers--Their role is to interpret what goes on in the organization, but to suit their own perceptions. The storyteller's value is he or she can preserve stories about visionary heroes, the outlaw, or even the compass-hero. The position of storyteller is powerful, but it is not a leadership role. It serves only to pass along the organizational culture.

> Priests--This would normally be the job of the CEO; however, he or she are inaccessible. As a result priests take on the role of worrying about the organization and guarding the culture's values. They always have a solution to any dilemma brought to them. The priests' role in the cultural network requires the most responsibility. They are usually senior members of the organization who can quote the history of the organization off the top of their head. They are usually invisible in the organization but wield a lot of power.

> Whisperers--These are the people who are often the powers behind the throne. The source of their power is the boss's ear. Two critical skills are required. First, they must be

able to read the boss's mind quickly and accurately, with few clues. Second, they must build a vast support system of contacts throughout the organization. Whisperers are intensely loyal, and they know where the bodies are buried.

Gossips--These are the people who know the names, dates, salaries, and the events that are taking place in the organization. They carry the trivial day-to-day happenings to other employees. Their role is to entertain, not to always get the news correct. The gossips' role in reinforcing the culture is important. Without the embellishing that they add to stories, most heroes would not reach the status they achieve in the organizational setting. The interesting fact is that gossips penetrate all levels of the organization.

Secretarial Sources--These employees are a stable network of relatively noninvolved and therefore unbiased players. Because of their role of noninvolvement, they have sometimes been known to take on the role of priest. Secretaries keep the manager in touch with the rumor mill.

Spies--These are the "buddy in the woodwork" employees. It is important that a good senior manager have spies in the organization. These are employees who are loyal to you and will keep you informed of what is going on in the organization. These employees often rise from the ranks of storytellers. They are usually liked throughout the organization and are not the cloak-and-dagger type of

individuals that we see in the movies. Recent arrivals to an organization are used by senior managers in this role because they have an unbiased approach to problems they uncover. After this initial exchange the new employee and the senior manager usually develop a bond which leads to more of the same type of information exchange.

Cabals--A cabal is a group of two or more persons who join together to plot a common purpose. This is done in secret and is usually done to advance themselves in the organization. Strong culture organizations usually create and promote cabals that reinforce their ideas and positions. When the cabals and the organizations interests run along the same lines, they generate a strong management tool to advance the organization's culture.

We have gone into significant depth identifying the elements of culture. These elements contain many factors that will influence the management of the organizational culture. What other factors will have significant influence on an administrations ability to manage its organizational values and culture?

Jan Duke in his POST Command College project entitled Excellence in Law Enforcement identified eight dimensions that were prominent in all excellent police organizations. The dimensions of excellence are:
* Doing the basics right
* Leadership
* Missions and goals

*   Values are clear

*   Innovation

*   Caring

*   Staying close to the community

*   Organizational technologies[22]

Duke's research revealed that almost every police chief he
interviewed felt that values were the pillars upon which the
police department builds.   He further reported that values are
transmitted either formally or informally by the actions or
examples set by top management.[23] Schein's work supports this
concept as he reported that "organizational cultures are created
by leaders, and one of the most decisive functions of leadership
may well be the creation, the management, and--if and when that
may become necessary--the destruction of culture."[24]

Duke makes several points in his research about caring for
people.   He surmises from his research that "maybe the most
important function of the leader is who is to oversee
appointments, promotions, and transfers."[25] One chief is quoted
as saying, "A person gets promoted on what they do, not just on
the test score--attitude counts.   Departmental values are
represented _in a promotion."[26] Duke spends considerable time
talking about the chief's role in managing the organization for
excellence, and he summarizes his work by defining excellence.
He describes excellence as providing superior quality and service
to the community.

In addition to Jan Duke's work we can pull together ten basic

beliefs or values from Tom Peters' and Robert Waterman's works that are typically found in firms recognized for corporate excellence. They are:

* A belief in the importance of enjoying one's work.

* A belief in being the best.

* A belief that people should be innovators and take risks without feeling that they will be punished if they fail.

* A belief in the importance of attending to details.

* A belief in the importance of people as individuals.

* A belief in superior quality and service.

* A belief in the importance of informality to improve the flow of communication.

* A belief in the importance of economic growth and profits.

* A belief in the importance of "hands-on" management: the notion that managers should be "doers," not just planners and administrators.

* A belief in the importance of a recognized organizational philosophy developed and supported by those at the top.[27]

In order to achieve excellence the leader should also have a vision. Vision as defined by Bennis and Nanus is the ability to develop a mental image of a possible and desirable future state of the organization. The vision can be vague as in a dream or as precise as in a goal or mission statement. The critical component of a vision is that it articulates a view of a realistic, credible, and attractive future for the organization. A vision always refers to a future state. Something that does not exist now and has never existed before. The vision provides the link from the present to the future of the organization.[28]

Oftentimes the leader is not the person who originally conceives

of the vision in the first place. The visionary leader, however, is the person who chose the image from those available at the moment and elected to use this image as the bridge from the present to the future. The key component of a vision is that it must be included into an organization's culture and reinforced through the strategy and decision-making process. The vision must be claimed or owned by all of the important actors in the organization.[29] The methods used to develop ownership of the vision are many and must be selected by the leader. In order to develop commitment for a new vision, Roger Smith, CEO at General Motors, took his top 900 managers on a five-day retreat to share and discuss his vision.[30] At first blush this seems excessive, but this is the developing and reinforcement of the bridge to the future. Iacocca's vision for "the new Chrysler Corporation" led to a change in the cultural values of that organization. The value of the employees feeling like losers was changed to where they viewed themselves as winners. A cultural change was the result of a visionary leader.

It is critical that a leader's vision is clear, attractive, and attainable. The leader's position must be clear. Trust between the leader and the organization is paramount for shared beliefs for a common organizational purpose.

Stan Silverweig and Robert Allen of the Human Resources Institute identified over a decade ago the following eight areas of concern to organizations who are attempting to influence their culture:

> * <u>Lack of commitment from the chief executive officer</u>. The
> gut-level commitment of the executive staff is essential.

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* Adherence to traditional "win-lose" attitudes. A "win-win" attitude is the only approach that will work in influencing the culture. The cessation of blame-placing will be welcomed by all in the organization.

* Inadequate involvement of all levels of employees. Employees will not believe in the effort unless they help plan it, provide feedback, experience it, and develop a sense of "ownership" in the process.

* Insufficient attention to middle management. This class of employees are often the guardians of the status quo. They view change as the latest idea or just a fad.

* Insufficient support of first-line supervision. The largest gap is usually between the younger worker and the older first-line supervisor.

* Inappropriate pace to the change effort. The error is to move either too slow to build momentum and confidence or too fast and interfere with the daily operations.

* Inappropriate level of expectation. Leadership must believe that organizations can change. Changing the culture requires a systematic effort over time. The literature points out that six to eighteen months are required before bottomline results can be achieved.

* Failure to internalize the change process. The change process must be internalized and become a permanent part of the organizational function if it is to be maintained.[31]

The pitfalls can be avoided. Many excellent agencies achieve the desired results by being aware of the eight areas of concern. Silverweig and Allen identified seven public and private agencies that they reviewed who were able to change their corporate culture by ensuring that the eight potential pitfalls were avoided.

A review of police agency involvement in documented organizational value and culture training was conducted. The Walnut Creek Police Department was one of only a few agencies throughout the country that has developed a documented program designed to enhance "commitment, support, and consistency among

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first-line supervisors." The Organizational Development program was designed to remedy a diagnosed problem of poor performance and behavior on the part of the personnel in the department. The autonomy of teams brought about a lack of cohesiveness that was detrimental to providing the level of services desired by the administration of the department. A change in the organizational culture had taken place, and the leadership of the organization wanted to restore a culture that they felt was essential to the success of the organization. Through group process the definition of commitment and support were discussed, and inconsistencies between the perceived mission of the department and the actual service level provided were eliminated. The supervisors and the work they do is now described as "the most cohesive, productive group in the department."[32]

SUB-ISSUES

Knowing that these are important factors in the role of managing organizational culture for corporate excellence we must identify the other ingredients that will face the organization of the future. Some of the issues that will face the mid-sized police organization in California by the year 2000 are:

1. How will the changing characteristics of a mid-sized police department impact its organizational values and culture?

   A. What will be the ethnic and racial mix of personnel?

   B. How will the age of the workforce change?

   C. What will the ratio of men to women be in both sworn and non-sworn categories.

D.   What will the level of education be of the personnel.

E.   What will the ratio be of sworn to non-sworn personnel.

2.   How will community demographic and economic changes affect the organizational values and culture of a mid-sized police department?

3.   How will community expectations of police service delivery affect the organizational values and culture of a mid-sized police department?

4.   What kind of relationships will exist between police department executives and external stakeholders?

5.   What kind of relationships will exist between police department executives and other levels of personnel in mid-sized police departments?

SUMMARY

The literature points out the benefits derived by effectively managing the organizational values and culture. The pioneers in major private sector corporations point to the success that they and their companies have realized by being aware of the corporate culture. The management gurus have realized that the success enjoyed by many of the private sector giants is the direct result of both the leader's vision and the organization's ability to define and manage its values and culture.

It must be pointed out, that while the visionary leaders are important to the organization, they are not the only component to effectively managing the organizations values and culture. Without the cultural network made up of its storytellers, priests, and whisperers, etc., the communication link that is in

place to both support and defend the corporate culture would not
be effective.

FUTURES STUDY

FUTURES STUDY

DEFINITIONS

A futures study was conducted on the issue question: What factors will influence the management of the organizational values and culture of a mid-sized police department by the year 2000? In order to conduct a futures study their are several methodologies utilized in the forecasting process. They are:

Literature Scanning--A review of books, magazines, videotapes, and journal articles pertaining to the issue question.

Futures File--A compilation of articles generally from newspapers and magazines that deal with the particular topic as well as trends and events that may affect the topic. One method of organizing a file is to catalogue information under Social, Technological, Environmental, Economical, and Political topic headings. This method will henceforth be referred to as the STEEP model.

Nominal Group Technique--A process used to support the forecasting portion of a futures study. A panel of individuals are assembled to discuss the issue question and then identify trends and events that may have relevance with that issue question. Once all candidate trends and events are identified the panel selects a core number of trends and events for analysis upon both themselves and the issue question.

Trend--Something that occurs over time.

Event--Something that happens at one point in time. An individual can look back and identify the exact point in time when an event occurred.

Cross-Impact Analysis--A process whose end result is to
show the relationship between events and events as
well as to show the relationship between events and
trends. The results depict impact and are shown as
increased or decreased probabilities.

It will also be important that the reader has a clear definition

of terminology utilized in the futures study. For that reason

the following definitions are re-iterated at this point:

Organizational Culture--Those traditions within an
organization that speak to the beliefs, values,
heroes, and structure. These traditions set one
agency apart from another.

Organizational Values--The shared principles of an
organization that relate to the organizations
reason for existence as well as the various
activities it performs.

INTRODUCTION

The Nominal Group Technique was used to support the forecasting

portion of this project. A group of nine professionals from

both the public and private sector were assembled. The group was

diverse in both ethnic and sexual make-up as well as in the

positions they held in their organizations. While most were

acquainted with the organizations that each other worked for,

they were for the most part meeting each other for the first

time. (Appendix A)

Prior to the meeting each participant was provided with both a

verbal as well as written definition of the process. Each member

was also provided with the executive summary from the project

proposal as well as background material on the subject. Each

person was also provided with a sample list of candidate trends and events so that they could see first hand what their task for the day would entail.

After gaining a common understanding of the issue and sub issue questions, the group began the task of identifying both the candidate trend list and the candidate event list. The participants utilized the round-robin fashion of providing ideas which ultimately became the candidate trend list. (Appendix B)

CRITICAL TREND

The five most important trends were identified as:

1. Level of organizational conflict.

2. Diverse demographics of the workforce.

3. Education level of employees.

4. Demand for police services.

5. Union incursion into traditional management rights.

The NGT panel's work can be clarified and explained in the following graphs. Each trend is described in greater clarity as well as graphed to reflect the trend's strength in 1984, 1989, 1994, and 1999. All projections are based on the median score of the panel members. The "will be" projections show the high and low scores as well as the median so that the reader can get a feel for the range of the "will be" projections.

TREND No. 1

ORGANIZATIONAL CONFLICT
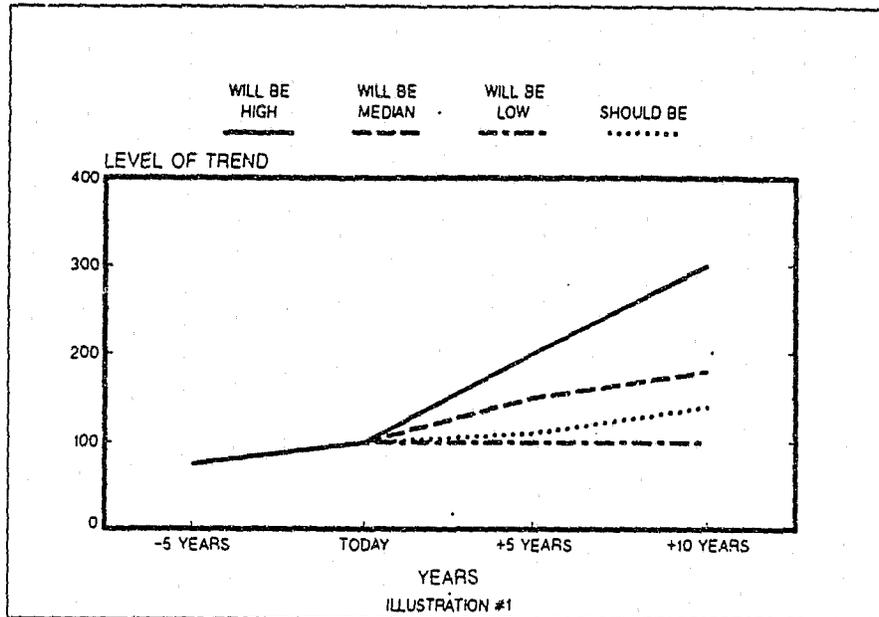
Illustration No. 1

This trend envisions that employee and management perspectives on work and the concept of devotion to duty will change. The concept of individuals' rights will become much more important to the employee of the year 2000. When we look at organizational values and culture, the literature points to the importance of everyone in the organization knowing what the corporate culture is and then having the ability to "buy-in" to that culture. With the changing population demographs, the workforce will reflect different ideas and have different cultural backgrounds that will be utilized in the decision making process. Some of the workforce will not share Peters and Waterman's ideals for organizations that are recognized for corporate excellence. The literature points to the need for corporate culture indoctrination so that a basis can be provided for pulling

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diverse ideas and personalities together so that corporate excellence can be achieved.

An emerging concept that was identified as affecting this trend was the increased number of groups, ad hoc committees, board sub committees, and political action committees who will want to affect the direction of the organization. A group that can make a police agency abandon it's use of the choke hold when dealing with drug users is an example of this intervention.

TREND No. 2

DIVERSE DEMOGRAPHICS OF THE WORKFORCE

WILL BE HIGH	WILL BE MEDIAN	WILL BE LOW	SHOULD BE
——	— — —	— · — ·	········

LEVEL OF TREND

```
400
300
200
100
  0
    -5 YEARS      TODAY      +5 YEARS    +10 YEARS
                   YEARS
              ILLUSTRATION #2
```
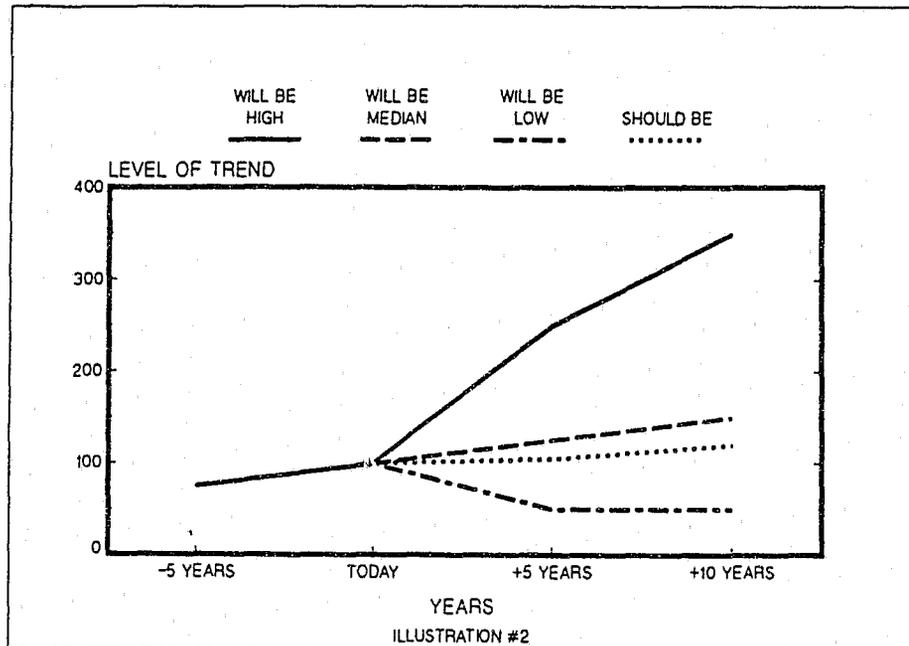
Illustration #2

The population of California, while it reflects growth, will appear to be different from today. The white population will decline to around 53% by the year 2000, a decrease of 6% from its

7.9%. Hispanic population on the other hand will reflect a considerable growth reflecting 30% of the population by the year 2000. Asians in California will also increase representing 12% of the population by the year 2000.[33]

CALIFORNIA POPULATION FIGURES 1988/2000

| 1988					
AGE	BLACK	HISPANIC	WHITE	ASIAN-OTHER	TOTAL
0-9	398,600	1,497,900	2,125,900	482,900	4,505,300
10-14	161,200	591,300	874,600	183,500	1,810,600
15-19	181,600	554,000	1,021,100	200,600	1,957,300
20-29	429,100	1,117,600	2,552,300	435,700	4,534,700
30-44	496,000	1,411,500	4,225,100	671,600	6,804,200
45-59	261,600	651,300	2,672,300	350,600	3,935,800
60-64	66,200	157,100	879,000	89,500	1,191,800
65-74	92,500	186,800	1,472,600	109,800	1,861,700
75-95+	51,500	101,100	1,029,700	63,500	1,245,800
TOTAL	2,138,300	6,268,600	16,852,600	2,587,700	27,847,200

2000					
AGE	BLACK	HISPANIC	WHITE	ASIAN-OTHER	TOTAL
0-9	419,200	1,649,100	1,898,100	594,800	4,561,200
10-14	235,600	925,000	1,082,700	314,900	2,568,200
15-19	241,500	864,500	1,137,800	357,200	2,600,800
20-29	409,800	1,396,300	1,946,200	534,300	4,286,600
30-44	659,000	1,909,600	3,937,090	869,200	7,374,800
45-59	397,300	1,285,900	3,965,300	742,100	6,390,600
60-64	77,200	232,300	823,000	142,900	1,275,400
65-74	102,600	340,100	1,376,000	209,100	2,027,300
75-95+	86,000	203,800	1,362,900	134,900	1,767,600
TOTAL	2,608,200	8,806,800	17,538,800	3,699,400	32,853,000

California Forecasts, Kiplinger California Letter--Special Report, 1987.

Illustration #3

The preceding chart also depicts a breakdown by age which shows a comparison between today and turn of the century. The projections show a decline in the entry-level worker group, 20-29 age group. It also projects a shrinkage in the 30-to-44 age group. This group is where employers draw their most experienced workers from. The largest increase will be in the 45-to-59 year

age group.   As the chart indicates this increase will reflect a
substantial increase in the Hispanic population.

Taking the population figures into consideration, one must ask
what will the labor pool look like?   It is projected that
approximately 4 million jobs will be created between today and
the turn of the century.[34]   We know that the younger worker levels
will shrink during the 1990's.   A lot of the labor force will be
aging.   Women will constitute close to 60% of the work force.[35]
Police Departments will look different in the future.

We may continue to see workers remaining in the workforce for
longer periods.   This may create a more tenured organization in
that employees will remain in the organization for longer periods,
and   thus the cultural network will remain in place longer.
The "storytellers" and "priests" will be in the cultural network
for longer periods and they will be able to spread their cultural
influence for greater lengths of time.   On the other hand, the
police departments of the future may see an increase in turn-over
of police officers who come to a department for a short period of
time and then move on to another environment.   A short-tenured
workforce while providing receptiveness and willingness to try
new things does not have the "buy-in" to the corporate culture.
The cultural network will have to work overtime to spread the
values and beliefs of the corporate culture.

TREND No. 3

EDUCATION LEVELS OF EMPLOYEES
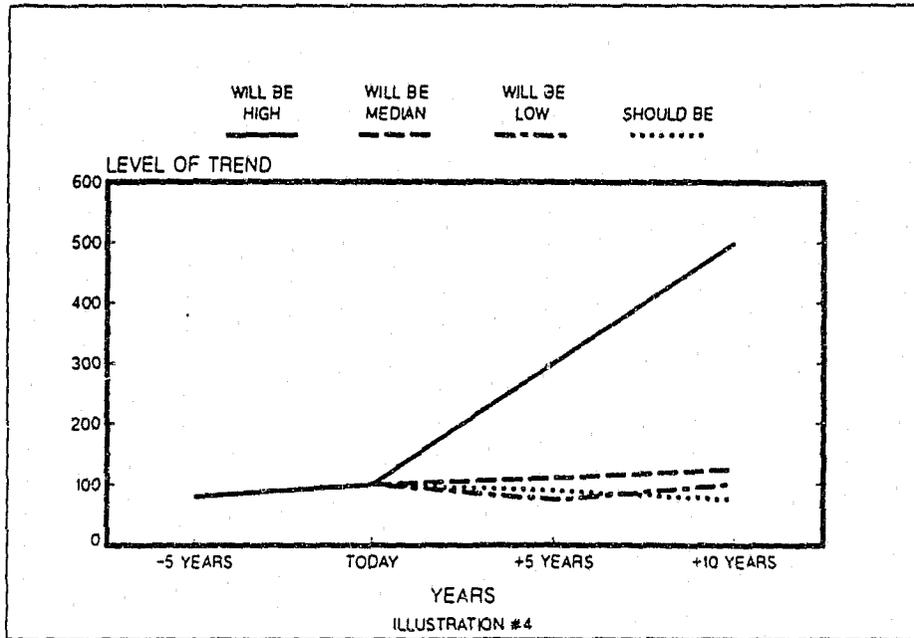
Illustration #4

This trend takes into account the changing educational levels of the employees over the next decade. The trend predicts a limit on the amount of education a person will receive. The literature predicts that educational levels will affect the workforce. Over 23% of the state's adult population currently has reading and comprehension handicaps that will lower their employability. The police recruits come from this labor pool. It can be projected that police agencies will suffer similar figures when dealing with employees seeking jobs. On-the-job training and retraining programs, while expensive to develop and operate can lead to a built in ability for organizations to mold value and culture training into these opportunities. A training course designed to provide basic reading and writing skills can be heavily laced with culture and value training that will serve the organization for as long as the employee remains with them.

TREND No. 4

DEMAND FOR POLICE SERVICES
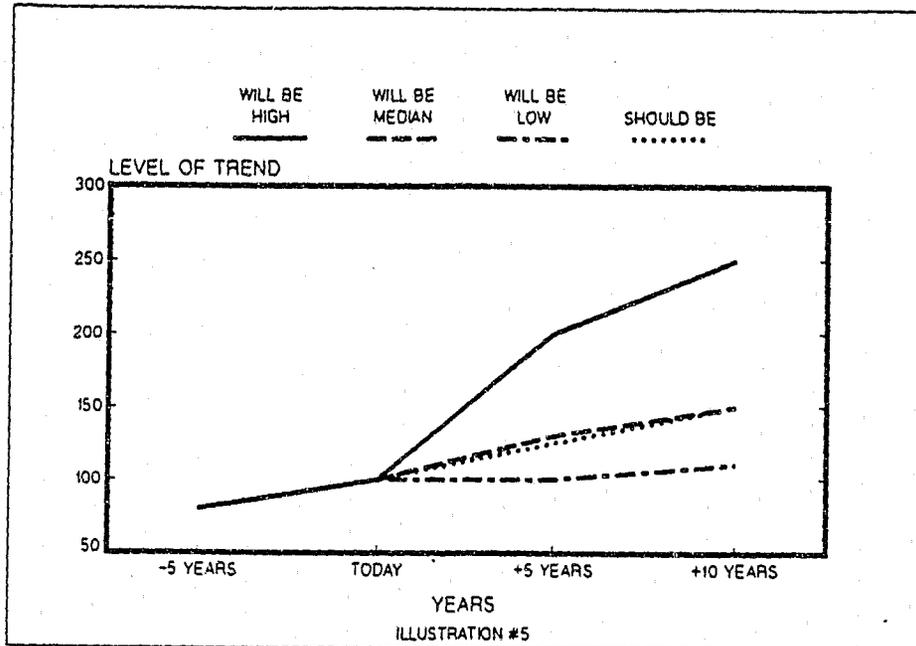
Illustration #5

This trend predicts that the public will expect more and increased services from their police agency. This is not just a change in the types of service police agencies provide but an expansion of services provided. This expanded role definition for police agencies will demand increased monetary commitment, increased personnel services, and will require that different skills and abilities of the existing personnel be utilized. Human resource skills will become more important to the police employee of the year 2000. Technology will aid police agencies in their changing role definition; however, the changing demands in the social service field of law enforcement of the late 1980's and 1990's will create increased demands for service. The police involvement with the homeless, intervention in domestic violence

cases, and youth gang intervention as an alternate service for "at risk youth" are indications of the changing role definition.

The changing demand for police services does not just mean more of the same thing. It means that police organizations will have to look at the service level they provide, and then adjust either through increased personnel or deletion of existing work to meet the new and increased demands for service. Some agencies will find these new demands as running head-on into their existing culture. A police agency that is strictly "letter of the law" will find it difficult to fit the human resource component into their culture. Fortunately, even the "letter of the law" agencies have a component of their culture that accepts and deals with the human resource component.

TREND No. 5

UNION INCURSION INTO TRADITIONAL MANAGEMENT RIGHTS
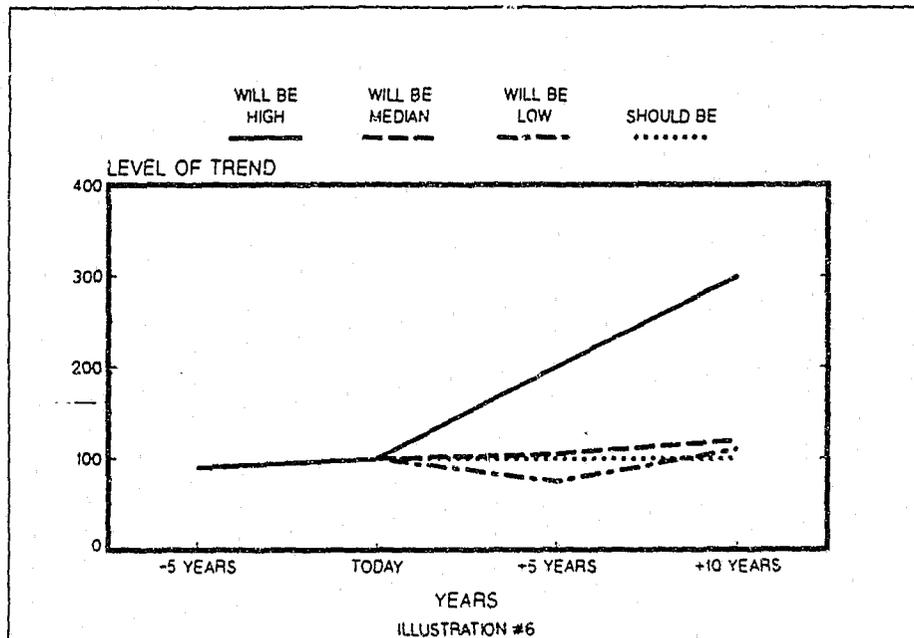
ILLUSTRATION #6

Illustration #6

This trend envisions that police unions will attempt to exert increased pressures on police management in an attempt to gain power in the day-to-day operations of the police organization. This attempt at gaining power will be supported by city councils' and boards of supervisors who will receive continued monetary campaign support from police unions.

The issue of work slowdowns and police strikes looms ever present. The power bases that police unions are gathering are becoming a concern to a majority of police managers. Traditional management rights are being challenged every day in both administrative hearings as well as in the courts of law. The battle for power or, as it may be better described, "Who's running the agency?" will continue to loom.

TREND EVALUATION

The trend evaluation form listed below is a compilation of the five trends identified by the NGT panel. The trends are projected as the median scores of all panel members. Also included are the high and low scores in the "will be" category, providing a range for future forecasting projections. The range is an important component of the forecasting process as it provides the researcher with latitude to develop scenarios taking into consideration the high and low projections of all panel members.

TREND EVALUATION CHART

TREND STATEMENT	LEVEL OF THE TREND					
	5 Years Ago	TODAY	"Will Be" in 5 Years	"Should Be" in 5 Years	"Will Be" in 10 Years	"Should Be" in 10 Years
T1 – Organizational Conflict	75	100	100 / 150 / 200	110	100 / 180 / 300	140
T2 – Diverse Workforce	75	100	50 / 125 / 250	105	50 / 150 / 350	120
T3 – Education Level of Employees	80	100	75 / 110 / 300	90	100 / 125 / 500	75
T4 – Demand For Police Services	80	100	100 / 130 / 200	125	110 / 150 / 250	150
T5 – Union Incursion into Management	90	100	75 / 105 / 200	100	110 / 120 / 300	100

LEGEND

```
┌──────────┐
│ Low    ╱ │
│   ╱Median│
│ ╱    High│
└──────────┘
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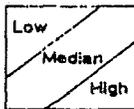
Illustration #7

CRITICAL EVENTS

The NGT panel then took into consideration critical events that would impact the project topic. A list of 61 candidate events were compiled by the panel. (Appendix C).

The candidate events were reduced to the five most important events for this project. They were:

1. Police chief fired.

2. Police management walkout.

3. State police academy established.

4. Repeal of Police Officers Bill of Rights.

5. Police Review Committee established.

Each panelist projected probability values and values on the
impact of the issue area. The results of the panel's work were
tabulated. All projections are based on the median scores of the
panel members. Each graph depicts the first year that the
probability exceeds zero. The following graphs display the
results:

EVENT No. 1

POLICE CHIEF FIRED

Probability vs Years graph. Y-axis: Probability from 0 to 100. X-axis: TODAY, 5 years from now, 10 years from now. YEARS. ILLUSTRATION #8
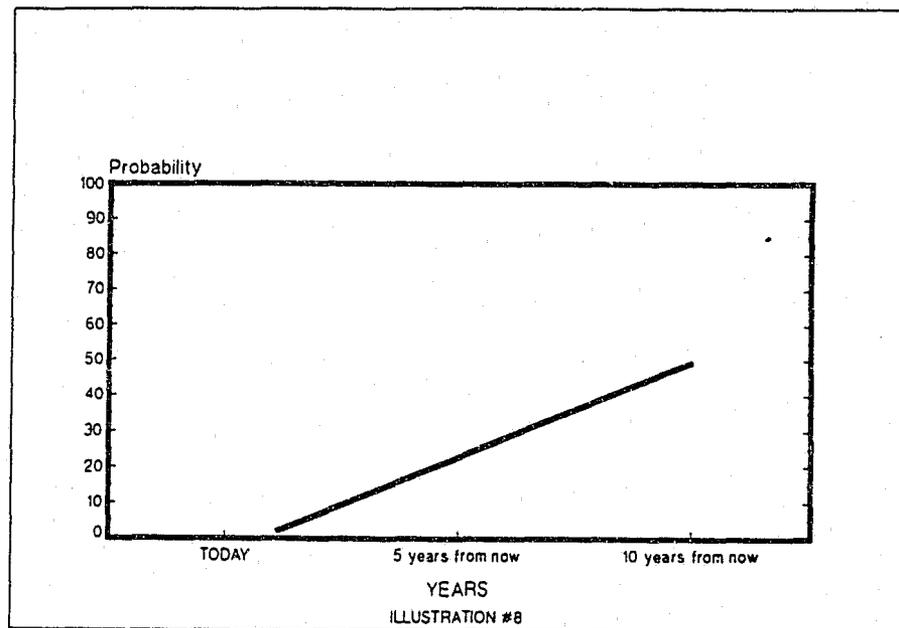
Illustration #8

This event was projected with a possible occurrence as soon as
next year. The event entails the firing of a police chief in a
mid-sized city in California. The reason for the dismissal deals
with the ability of the police chief to provide value setting
(organizational culture) and vision for the agency. It may
be that the police administrator chose a vision and attempted to
establish the organizations culture; however, it was not what the

political body felt was right for the time.

The probability within five years was 25% with it increasing to a one-in-two possibility within ten years. The event is viewed equally positive and negative with respect to the issue area meaning that it impacts the issue area with equal force in both directions.

EVENT #2

POLICE MANAGEMENT WALKOUT

Probability
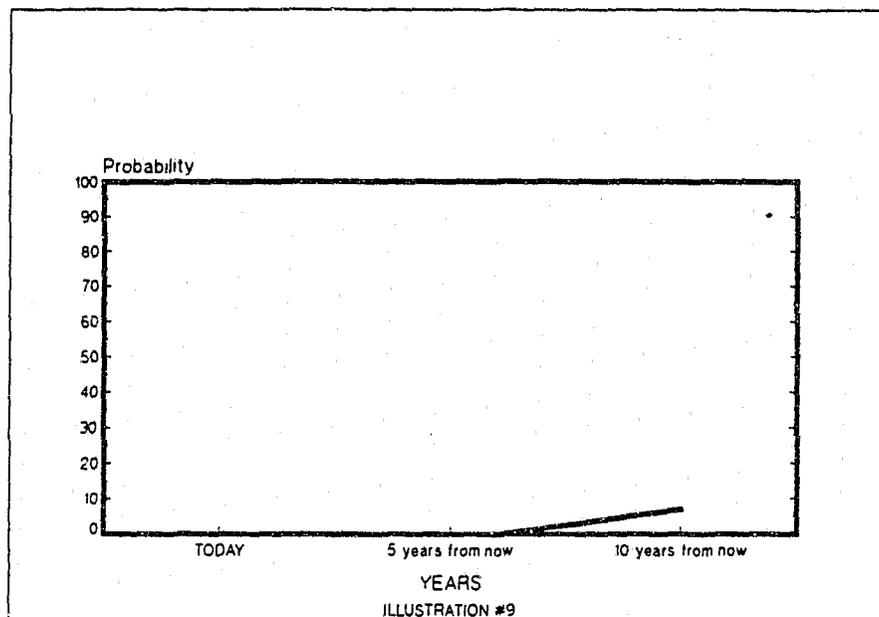
ILLUSTRATION #9

Illustration #9

This event projects that the entire management of a mid-sized police department will go on strike and walk off of the job. This would most probably leave a police chief sitting in the office alone attempting to run the day to day operation as well as to set long term goals to meet the vision. This would impact the ability to manage organizational culture. A management walkout would affect the culture of the organization for decades

to come.   The leaders of the walkout would be in some people's
eyes "situational heroes" who might emerge as the new visionaries
of the cultural setting.   They could also be viewed as the
managers who refused to internalize the Chief's vision and thus
did nothing to promote the culture and vision that had been
chosen.   This event could also provide an area for advancement
throughout the organization with people rising to the management
ranks who might choose to carry out the Chief's vision and thus
establish and promote the culture of the organization.

This event was projected as not exceeding zero for the first six
years.   Within ten years the probability only achieves 7%.   The
event is seen as only having a negative impact on the issue area.

EVENT #3

STATE POLICE ACADEMY ESTABLISHED

Probability

Illustration #10

38
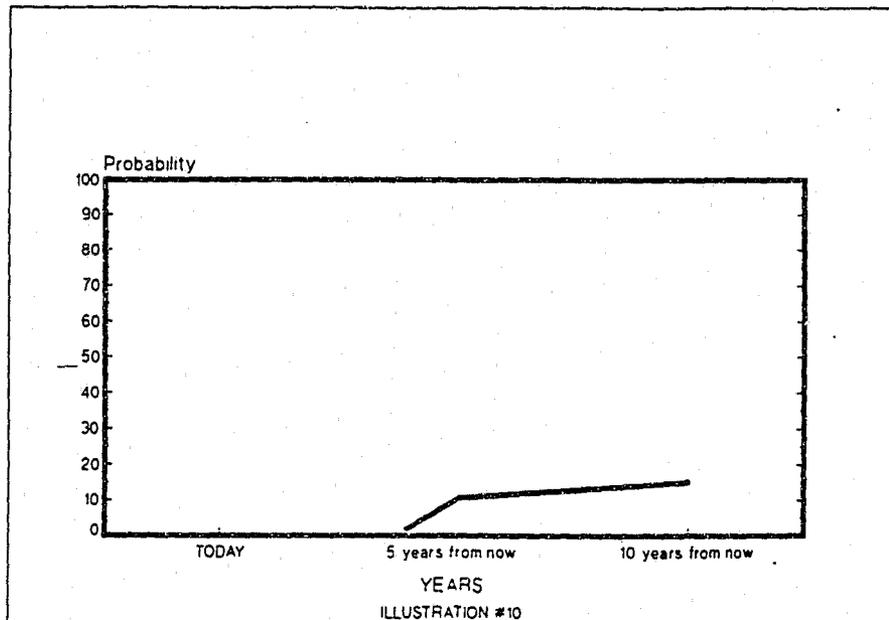
This event estimates the probability of establishing a statewide police academy that would have the sole purpose of providing training to all police recruits within the state. This academy would be housed in one location in the state and would have as its primary purpose the indoctrination and training of all new police officers in the state. The values and beliefs taught and reinforced during this training atmosphere would have been established by a statewide governing body composed of various representatives from throughout the state. Individual department training wishes would not be provided in this environment.

The event is projected as not occurring before 1993. It shows a 10% chance of occurring within the following year. Its probability of occurring increases to 15% within the next ten years.

EVENT #4

REPEAL OF THE POLICE OFFICER BILL OF RIGHTS
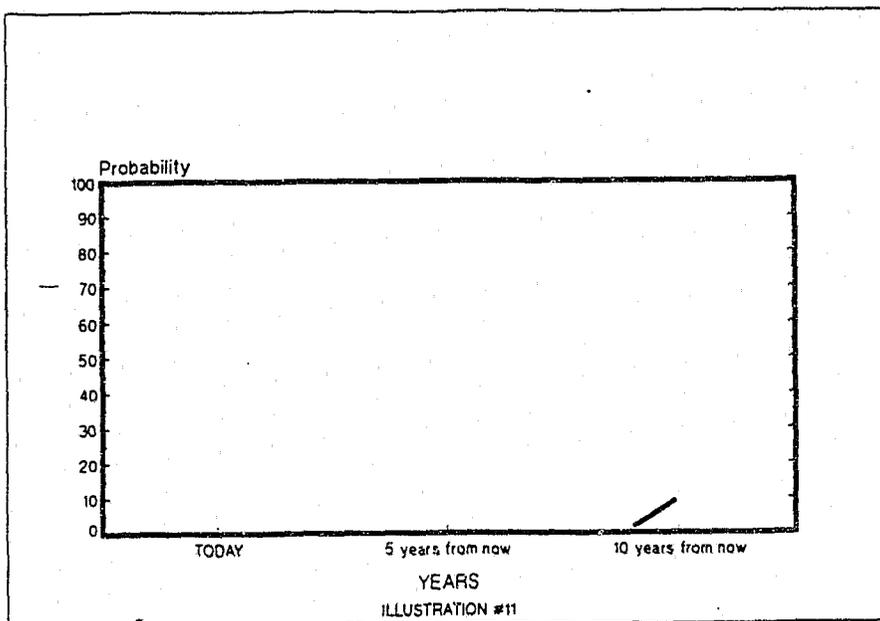
ILLUSTRATION #11

Illustration #11

This event projects the probability of the total repeal of the Police Officers' Bill of Rights by the legislators or as a result of case-law revisions. This event was for ted as having no probability of occurrence within the next nine years. The event probability increases to 10% by the tenth year.

The event would have impact on the managing of organizational values and culture where presently there are restrictions on methods and information that are used in dealing with employee personnel issues. A repeal of these safeguards would allow for a restructuring of the manner in which human resource issues are dealt with in police agencies. Some raters viewed the repeal of the Police Officers' Bill of Rights as having a positive impact in allowing police managers more autonomy in setting the culture of their organization. The event was reported as having a negative impact on the issue area as it is seen as an invasion of personal rights and freedom.

EVENT #5

POLICE REVIEW COMMITTEE ESTABLISHED

ILLUSTRATION #12

Illustration #12

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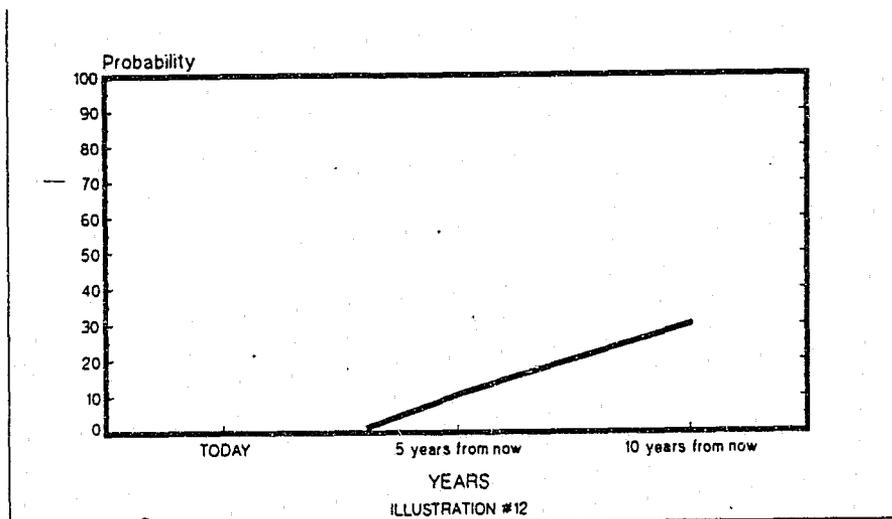
This event projects the establishment of a civilian review committee with the purpose of reviewing and investigating police procedures. This event has impact on the managing of organizational values and culture. A review board would be interpreting departmental actions which would be the direct result of mission and goal statements. The review board would have impact in the area of policy setting as a result of the decisions they would hand down. They could both add to a strong culture or weak culture, but the policy statements would be coming from outside the organization not from within. A police chief's ability to choose a vision and then provide the "bridge" to achieve that vision would be impacted. A chief would have to learn how to establish the vision and then work within the system to achieve that vision with one more committees providing input in the process. The event could occur within three years with a 10% probability being projected by 1994. The probability increases to 30% within ten years. The impact on the issue area is projected as positive in the respect that it provides citizen involvement in the process of policing their community. It was viewed with a higher degree of negativity for the manner and appearance a "review board" presents.

EVENT EVALUATION CHART

The event evaluation chart listed below is a compilation of the five events identified by the NGT panel. The events are projected as the median scores of all panel members. The level of the trend is projected for both five and ten years from today.

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year That Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
E1 – Police Chief Fired	1990	25%	50%	5	5
E2 – Police Management Walkout	1995	0%	7%	0	6
E3 – State Police Academy Established	1993	10%	15%	1	8
E4 – Repeal of Police Officer Bill of Rights	1998	0%	10%	4	5
E5 – Police Review Committee Established	1992	10%	30%	2	6

Illustration #13

CROSS-IMPACT EVALUATION

The cross-impact analysis portion of this study estimates the impact of one event upon the probability of another event. It also estimates the impact of an event upon the level of a trend. Probability estimates were given for each event based on the probability of that event occurring by the year 1999. Listed below is the cross-impact evaluation chart depicting the probability of event upon event as well as estimating the impact of the event on the trends. The impact of event upon event is depicted in increased or decreased probabilities while the impact of an event upon a trend is described in the level or direction of that trend.

CROSS-IMPACT EVALUATION

Suppose that this Event with this Probability Occurred.... How would the Probability of the Events shown below be affected?

EVENTS	Probability	Events					Trends				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1 – Police Chief Fired	50%		to 37%			to 80%	+80%			+5%	+10%
E2 – Police Management Walkout	7%	to 75%			.	to 60%	+90%	+30%			-50%
E3 – State Police Academy Established	15%					to 35%		+10%	+25%		
E4 – Repeal of Police Officer Bill of Rights	10%		to 27%			to 45%	+50%				-10%
E5 – Police Review Committee Established	30%	to 85%	to 27%	to 35%			+40%			+20%	+20%

Impact on Event–
   Increased or Decreased Probability

Impact on Trend
   Described in Level or Direction of Trend

T1 – Organizational Conflict

T2 – Diverse Workforce

T3 – Education Level of Employeesshed

T4 – Demand For Police Services

T5 – Union Incursion into Management

Illustration #14

ACTOR/REACTOR

A determination of the "Actor" events and the "Reactor" trends and events can now be made using the cross impact analysis information. "Actor" events are those events that generate the most hits in each row of the matrix. A hit is defined as the number of times the probability of an event or trend exceeds zero. It is then placed in the matrix for analysis. The more important the event, the more hits will occur. "Reactor" trends and events are determined by counting the number of hits in each column. The "Reactor" trends and events are the ones receiving the higher totals.

A rank order of the "Actor" events produced the following:

1. E-5 Police Review Committee (6 impact points)

2. E-1 Police Chief fired (5 impact points)

3. E-2 Police management walkout (5 impact points)

A rank order of the "Reactor" events and trends produced the following:

1. T-1 Increased organizational conflict (4 impact points)

2. T-5 Relationship between police executives and labor (4 impact points)

3. E-5 Police Review Committee (4 impact points)

4. E-1 Police management walkout (3 impact points)

Once the actor events and the reactor trends and events have been identified, an analysis can be developed. The establishment of a police review committee showed an increase to eighty-five percent the probability of a police chief being fired. Based on the increase it would appear that if a police review committee was established it would show a lack of support for the current police chief and the style that the chief chose to invoke for the department. Proponents of a police review committee believe that there must be a check and balance system in place for the police agency. A police chief who develops management tools and techniques to deal with these concerns can establish in the organization's culture a belief system about a check and balance system and how it can be done internally by the department or externally by a body like a police review committee. Depending on the organizational culture already in place the panel projected an increase in organizational conflict based on the

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establishment of the police review committee.

A police chief being fired was an actor event receiving a significant number of impact points. The termination of a police chief as a result of culture or value differences with the decision-making body was important for analysis. The changing process involved with the selection of a new police chief has an impact on the organization. The change of chief executives will bring about some organizational confusion. The change occurring as a result of the police chief's termination will yield organizational conflict. Not only will the people in the organization feel their own diversity, but the organization will feel its culture and values being twisted and torn to determine the new path the organization will take.

Couple this with the threat of a police management walkout and the values and culture of the organization will be severely tested. A management walkout could ultimately cause the termination of a police chief. The way in which the police chief is viewed by the city manager and the city council could spell the results. It will spell either the chief's demise or it might cause a significant change in the management ranks of the department. — This will either reinforce a value and culture system or it will begin to change the culture. Management of the issue will assist in determining the outcome.

POLICY CONSIDERATIONS

In order to develop policy considerations one must look at the

"Actor" events, paying particular attention to those generating the most movement of the event. If the "Actor" event always moves the event or trend, then it is clearly a target for policy consideration. If on the other hand the "Actor" event has mixed effects, it may be a target for policy, but a careful exploration of the costs and benefits must be instituted.

Policy considerations related to effectively managing the organizational culture of the police agency based on the forecasted events and trends would be:

Should the police executive involve leaders of the community in the decision making process?

To what degree should ethnic and racial mix be taken into consideration when managing a police organization?

To what degree should the police employee be empowered to function most effectively in the organization?

To what degree do the personal values of the police chief affect the organizational values and culture of the department?

SCENARIOS

Development of scenarios is the next step in the futures forecasting process. The scenarios are constructed using data developed during the trend and event selection process. The scenarios provide a mechanism for constructing a visual image of a future state based on the data developed during trend and event selection. Three scenarios are portrayed in the following stories.

SCENARIO #1. EXPLORATORY--Slice of time.

Chief Smith was sitting in her chair looking over the computer terminal which she now had instead of a desk. She remembered the day she took office as the police chief of Anywhere, California. Her office at that time contained a large wooden desk that could accommodate six people sitting around it. The huge leather recliner that had been her predecessors had remained, even though one of the casters continually came loose. The American Flag adorned one corner and the State flag the other. On the wall were the many certificates and awards that she had received during her 15-year career. Now as she looked at the computer screen she thought about the days when she could talk to a human being.

The computer screen was nice mind you, but it did not have those human qualities. She thought back to her first staff meeting. All of the executive staff had 30 years of distinguished service. All had been in the Marine Corps. That first staff meeting was a true test. All four of the Captains had been there 15 minutes ahead of Joyce. All were smoking Cuban cigars. She thought about it again. Where did they get those things? The Captains were polite enough, even though they had purposely kept all the windows shut during their cigar smoking caper. "Well gal!" "What do you have planned for the future?" was their first question.

Those first few months took their toll, but in retrospect it wasn't all that bad. Sure, the captains had missed their bowling buddy, Bill. He really was a good guy. His drinking problem

wasn't that bad and it wasn't all his fault that those jail deaths continued to mount. He couldn't work 24 hours a day! Who did the City Council members think they were anyway. Most, of them couldn't speak English anyway. What made them think they knew more about police work than Bill?

Joyce chuckled. Those guys never did understand. I wonder where Bill is these days. What does a retired police chief do with his life after the department anyway?

The computer screen beeped. Joyce looked down at it. It was just the reminder alarm. Fifteen more minutes until roll-call. Joyce drifted off again. Bill's buddies were his downfall. They knew if they didn't take care of the attitudes of the personnel working for them that the pressure to remove Bill would increase. In fact, Bob Bowman knew it was coming. He shouldn't have tried to make Bill look bad. The city council saw right through his act. He thought he would be the knight in shining armor coming to save the department. He was not shocked when Bill, his best friend, was fired by the City Council. What stunned him was when the Council selected Joyce to head the department. Bob took it so hard that all he could do was to file the medical retirement papers. That ulcer had bothered him for all those years anyway. Joyce wondered if Bob and Bill were still friends?

Joyce had come through the years pretty well. Who would have thought that a black female lieutenant with one-half the years of service as all the Captains' had would be selected as the new

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police chief. Joyce remembered the rumors going around about the lieutenants and captains going out on strike. She handled that extremely well, and the medical retirement of Bob Bowman and Wayne Wynner allowed her to make those two key promotions. She was really happy with the promotions and the way both Fred and Shirley had handled their new assignments.

Fred had really been attentive to the City Council sub-committee. He educated them about the police service, researched the concepts for change that they fired his way and ultimately provided a conduit for information between the community and the police department. He was able to shift the sub-committees attention from the development of a police review committee to the formation of a citizen/police partnership club. Joyce snickered to herself. She never thought that empowering Fred at his early stage as a Captain would have worked so well. She knew he was smart as well as being a good communicator, but she didn't think he was that good.

The computer terminal beeped again. Joyce turned her attention to the screen. She remembered her thoughts about empowering Fred to handle the police review board controversy. He was good! Hi Joyce, came the voice from the screen.

Fred, or should I say Mr. City Manager. It's so good to see you again. Are you ready to speak to the assembly?

Sure Joyce. It's nice having you introduce me to the troops today. Remember when we used to have sergeants and lieutenants to run the watches? We've sure come along way!

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"Fred, or should I say Mr. City Manager." "It's so good to see you again." "Are you ready to speak to the assembly?"

"Sure Joyce." "It's nice having you introduce me to the troops today." "Remember when we used to have sergeants and lieutenants to run the watches?" "We've sure come along way!"

Joyce thought to herself, She sure had. Twelve years ago while she was a lieutenant in charge of the early morning shift she used to put out a watch assembly. Now as the police chief she does it also. The thinning of the management staff had its benefits, and at least this allowed her some human contact during the day. She focused on the split screen monitor that was her desk. She pushed the button and began to speak. "Detail, attention!"

SCENARIO #2.   NORMATIVE--Demonstration

Chief Frank Rogers was holding his typical daily staff meeting. It was seven in the morning, but everyone was scurrying towards their places. Frank was an early riser. He had instilled that value in his staff people also. "Get a jump on the day, before it gets a jump on you" was his motto. As he walked into the staff conference room, he could hear the computer terminals and printers clicking away. Only a few more minutes and he would have all of the data about the preceding 24-hour period. He remembered the days when the officers' daily logs were turned in with coffee and donut stains strewn across their pages. Not anymore. Each employee's productivity was automatically calculated from a personal employee computer monitor worn conspicuously on his or her wrist. Frank was so happy that the manufacturer was smart enough to let him put the department's mission statement/themes on the face of the watch which made up the front side of the employee computer monitor.

Just like clockwork as soon as he reached his chair the computer terminals stopped printing. He gathered up the material and it out to the staff members present. Where was Bob, he thought. Oh, that's right, today is the Citizen Advisory Breakfast. Frank made a mental note. I've got to stop by and say hi. Bob is a good commander, but those citizens need to see the chief in action. By the way, tell the advisory group about the new promotions you made. On second thought, take Ibreheem and Jose with you and introduce them to the group.

Frank looked around at the group. Mary was sitting there in her jogging outfit. He still wasn't sure that a woman should run a 100-mile ultra marathon, but maybe that was his old set of values making him think like that. After all she had run the 16 miles from her house to work already this morning, and she still looked fresh. He thought about it, I'll run with her and the crew at lunch. After all it was only 8 miles.

Frank called on Ray first. "How is the value and culture training going?" Frank wanted to know what kind of feedback the troops had about the latest training venture. Frank knew how important it was, and he was extremely pleased that Ray was showing the enthusiasm for the project. He stopped himself suddenly. "Joe, quit looking at the damn statistics." "All you want to do is chart and color code the printouts." "The computer can do that for us." "I want you to pay attention to the human resource side of our operation." "I can get the computer to tell me how many positive citizen-contact cards were filled out, or

how many traffic citations were issued last night." "I'm much more concerned about the way our people treat citizens in the community and their attitude with the public than I am with the way they fill out the forms." Make a note. Lower Joe's merit pay and talk to him about his weight. How can we set a fitness standard for all employees and then have one of the executive staff not look the part. ˙ Spend some time with Joe. Maybe there is a problem at home that he isn't aware of.

Frank turned back to Ray. "Had there been any feedback from the value clarification committees last session?" He was somewhat surprised at the answer. Five years ago when he had looked at the recruitment pools he had been very leary. The projected trends pointed to an employee workforce that was less skilled in the basic educational skills of reading, writing and arithmetic. Frank had planned ahead, however. He remembered the former personnel director, Carless, who advised him not to implement the basic education classes. What a mistake that would have been. Frank wondered if Carless was still going to the racetrack everyday? The city sure was right to have fired him.

Ray's answer caught Frank off guard. "The committee suggested what?" "That's right." "They wanted to have the community activist, Randy Williams, come to the assemblies and speak to the personnel prior to 'hitting the streets'." Maybe all of the training was having an effect. Frank thought to himself, have we gone to far? He answered Ray. "Maybe we can talk with the Employee Representation Group about this at the weekly meeting." "Make a note of that Ray." "We also need to talk with the ERG

about the new procedure we will be implementing for personnel investigations and interrogations." "Since the Police Officers Bill of Rights' had been repealed by the legislature we should work with the ERG to develop a new procedure that everyone understands." Frank thought to himself, it sure is easier to work with the ERG than that Police Officers Association. It had taken many years, but everyone learned that fair treatment was really a value that the administration believed in and lived in their day to day operation of the department.

Frank went around the table. Mary swallowed a drink of the liquid depletion potent in the yellow bottle. She then reported on the status of the prior nights budget resource committee meeting. Frank began to grin ear to ear. The committee was going to deliver on their promise to fund a new police facility. Even though the cost was going to be in excess of four hundred million dollars, they had earmarked a funding source to pay for the facility. Frank thought, if only they had funded the facility a decade ago in 1989. At that time it would have only cost twenty six million dollars. He didn't want to dampen Mary's spirits. After all she had worked with the Citizens' Finance Committee to get them to believe in the need for the facility. If only the department's reputation in 1989 was what it was today. Think of the money that would have been saved. He thought of his predecessor. Why did he think the citizens would vote for a tax on their water meters. How archaic a concept.

Frank called on the other three staff members. He wanted to get

a move on and walk through the organization but he needed to let the rest of his staff give their reports and updates. He remembered when he was sitting in their chairs, and he felt he had something important to present to the group only to be shut off by the Chief who had something more pressing to talk about.

At the close of the meeting Frank walked out of the conference room. He went down into the operations section and grabbed Ibreheem and Jose who were just getting ready to get off shift. "Come on you two." "I want to present you to the Citizens' Advisory Committee." "They saw your pictures on the video display board as they entered the station but, I want them to meet you in person." As they were exiting the building, Frank stopped and stared at the floor. There in the middle of the floor was the mosaic rendering of the department themes. They had really lasted the test of time. The values were still important to the organization, and besides a few scuff marks over the gold badge, they showed hardly any wear. Frank's vision and the department's acceptance of the themes had really worked for the organization. He had to start planning how he was going to display the themes in the new facility. After all, a leader's work is never done.

SCENARIO #3. HYPOTHETICAL

Chief Fred Wright awoke abruptly. It was only three hours ago that his head had hit the pillow. The police review subcommittee meeting had lasted six hours, and they had only dealt with three issues. Fred remembered when he had handled issues like that in

six minutes. Those days were long gone. Fred shook his head, he

had to get going.   That two-hour freeway commute was staring him

in the face. Who would have thought that a 20-mile commute in the

year 2000 would take two hours. That's only a six mile an hour

average.   He had to be early today.   Today was the day for the

first Multi-City Manager staff meeting.   Today was not a day to

be late.

Fred got to work in record time.   It only took   an   hour and

thirty-five minutes. This coming to work on Saturdays may not be

such a bad idea. Fred gathered the staff. He had to be prepared

for his first encounter with the Multi-City Manager Group.   It

had   been   several   years in the making but Fred   knew   that   the

Council-Manager form of government, so popular up until the 90's,

couldn't last through the turn of the century.   It had been

difficult enough to get the city manager to approve some of his

programs in the past, but now to convince seven city managers!

The Multi-City Manager Group was in the chambers when he arrived.

Can you imagine seven individuals trying to call one meeting to

order. Some of the logistics still had to be worked out! It was

interesting from Fred's point of view, however. He had worked

side by side with some of the members of the Group and had even

arrested one of the other members.   He tried to recall what the

charges had been when he heard his name called.   He got up and

approached the podium with its seven microphones attached.

Fred began speaking into the microphones.   All of a sudden three

hands went up in the air.   Three of the Group couldn't hear him.

He fiddled with the microphones. Without the built in translator those three members could not only not hear Fred, they could also not understand him. They had been elected by members of their council region. Language skills were not a problem in this day and age unless the translator mechanism stopped working like it just had. It was a good thing Fred had taken that translator repair course offered in an updated version of the old correspondence school. He got the translator working again.

Five hours after he started he was able to finally step away from the microphones. He had been questioned non-stop about why his officers handled a situation this way or that way. He expected this line of questioning last night with the police review sub-committee, but he had not expected it today. Did he want to continue doing this job if this was what was expected?

Fred thought about it on the commute home. Why didn't he let his people know what kind of service he expected them to provide. Why hadn't he developed a vision for the department. Sure he had been police chief for only eight years, but his predecessor did not establish a vision nor worry about the organizational culture. Why did he now have to spend his Saturdays explaining to the Group why his officers had done this or that? Maybe their needed to be values and beliefs in his organization that guided his officers to do the right thing when he or his management staff were not around. Maybe if he presented his values and beliefs to the officers they could do a better job. After all he was a good cop, and when he talked with the Group he was able to allay their

fears about his officers and the way they performed their job. If he did it right, maybe he could get back into playing golf on Saturdays like he had in the past. Maybe he wouldn't have to address the Group every Saturday. Maybe there is something in this value and culture dimension that would work out better for everyone!

SUMMARY

Futures forecasting is now complete. The issue question has been reviewed by the NGT panel members who have developed critical trend and event statements. These statements were then projected through a cross impact matrix. Each events probability was determined through this process and each events impact was determined upon the trends thus giving a level or direction of impact of the trend.

Policy considerations were established and will be analyzed in another phase of this project. Three scenarios were developed that portray a visual image of some of the data collected in the futures forecasting process. One scenario, in this case the normative scenario, will be further analyzed and utilized in the strategic management and transition management phases of this study.

STRATEGIC MANAGEMENT

INTRODUCTION

The strategic management plan will be developed around the city of Anywhere, California. It is considered a mid-sized community nestled in the foothills of the San Gabriel mountain range. Police service is provided by the city police under the direction of the police chief. The department is comprised of 225 sworn employees and approximately 135 non-sworn employees. City government is performed under the council-manager system. The City Manager is winding down his career but continues to provide strong direction for his city staff of 1500 employees. Citizen participation in all phases of the community is widely accepted and in fact is demanded by the community. The community's demographics are diverse with the population makeup being 18 percent black, 25 percent hispanic, 7 percent Armenian, and 50 percent white. Economic representation ranges from the extremely rich to the very poor. All economic layers are represented between the two spectrums.

Chief Frank Rogers is a twenty-five year employee of the Anywhere Police Department. Frank grew up in the organization playing a role in all segments of the department. He is generally well liked by his employees. The tenure on the department is fairly limited with the senior personnel generally assigned to speciality assignments. The uniform patrol force, while limited in experience, shows a lot of promise for the organization due to

their general enthusiasm and a strong set of values and beliefs. The ethical principles of the organization are strong and violations are dealt with swiftly. Chief Rogers strongly believes in his leadership role in the organization and is looked upon as a pioneer in the field of organizational value and culture setting. Several of his peers throughout the Southern Metropolitan region have followed his lead in the identification of organizational culture, and they have also shared in the success that Chief Rogers has enjoyed.

MISSION STATEMENT

The ability to provide service and interact with the community is an essential ingredient to the police mission. The community must view the police agency as both friend and allies. In order to develop trust and positive interactions with the community the organization's values and culture must not only allow but must demand that this interaction can and will occur. A police agency that views itself as separate and apart from the community, or as only the enforcer of laws, codes, and ordinances, can not successfully deal with the demands and needs of their community in the 1990's and beyond.

The role that police agencies play in their communities is changing. As a result, this section will look at the leadership responsibility of the chief executive in managing organizational values and culture by the year 2000. In order to strategically develop a plan surrounding this concept, scenario 2 was chosen to

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portray the strategic planning process. The mission statement for Anywhere, California is the compilation of five themes that set out the values and culture for the department:

We exist to serve the community.

We are proactive.

How we get the job done is as important as getting the job done.

We believe in the personal touch.

We are fair but firm.

SITUATIONAL ANALYSIS

A WOTS-UP analysis was conducted to evaluate the organizations weaknesses, opportunities, threats, and strengths. This type of analysis allows the researcher the ability to compare the external environment against the internal capabilities of the organization. The organization used in this research is described in the above context section.

ENVIRONMENTAL ASSESSMENT

A review of the environment reveals several trends and events that are external to the organization and that will have an impact on the issue of managing organizational values and culture. The nominal group panel projected several significant opportunities and threats facing the organizations of the twenty-first century. These environmental impacts ranged from changing workforce demographics to substance abuse related issues and to

increased technological advancements that would impact the police profession in general and the values and culture of the police organizations in particular.

Increased police corruption was listed as an environmental impact and categorized as a threat. The motivation for corruption will come from outside of the police ranks and will be tied to financial rewards or increased power or prestige. Increased corruption could also be the result of a decrease in both police employee positions and a decrease in the benefits received by the remaining employees. Those employees succumbing to corruption will do so as a result of losing sight of the values and integrity that initially led them to the police profession.

The increased involvement of substance abuse by the population at large will impact the role of the police and would be considered a threat. Substance abuse and its impact on the traditional family structure, as well as the ability of people to perform in society at an acceptable level, will require additional police involvement. Increased numbers of homeless and those committing crimes to obtain drug money will most likely require increased numbers of police personnel to deal with this segment of the population. - The concern of substance abuse will also permeate the police profession, thus impacting the organizational values and culture of those agencies.

The nominal group panel also projected an increased diversity in the workforce and categorized it as an opportunity. This diversity dealt with both peoples outside appearance as well as

with their cultural backgrounds and ideas on the way things should be accomplished in the workplace. A diversity in political opinions and in the way the political body should interact with the working staff of the local government agency will create an environment different than is seen today. The workforce will not only look different in terms of skin and hair color, but will also be comprised of workers that appear to be older. A decline in the entry-level worker group age 20-29 coupled with a shrinkage in the experienced worker group age 30-44 will leave us with a workforce that is comprised of older people. This group may exhibit more technical expertise in their field and may also share similar cultural values of the organization. They can, on the other hand, exhibit tendencies of being more set in their way and not be as amenable to change as a younger worker age group might be.

The nominal group panel also projected a change in the formal educational levels of the workforce. This can be a threat, but with adequate planning it can be changed to an opportunity. While we see today that our nations colleges and universities are forced to turn away many qualified applicants every semester, the projections for the future reveal a decrease of formal education at the entry level worker group. This decrease, coupled with cultural diversity rather than the sameness that the workforce has shared in the past, will have to be addressed by the organizations of the 21st century.

ORGANIZATIONAL CAPABILITY

The police department has a good basis for dealing with the strengths-and-weaknesses phase of the research. The department has a history dating back to the mid 1800's. It is the third oldest police department in the Southern Metropolitan region. The department has hired approximately one-half of the patrol force within the last three years. This young worker age group seems ready for value setting. It has enjoyed an above average reception from its citizens.

The police chief has selected a vision for the organization and has shared his views with the administrative staff. He has selected one of his police commanders to assume the role of project manager for a program designed to identify the values and culture of the organization. This program has not been developed and will begin with an audit of the department to determine its capability for change. The project manager will be responsible for implementation of a program to affect change in the organization. One of the project manager's first tasks involves the assessment of the organization's readiness for major change. This involves assessing the key leaders' readiness in three major dimensions. Those involve awareness, motivational, and skill and resource dimensions and to what degree the key leaders display readiness for change. A readiness/capability chart for the issue question would reveal the following state of readiness for the key players involved in the Anywhere Police Department:

KEY LEADERS	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
1. POLICE CHIEF	X			X		
2. POLICE CMDR.		X		X		
3. POLICE SGT.		X		X		
4. P.O.A. PRES.			X		X	
5. CITY MANAGER			X	X		
6. CITY COUNCIL	X				X	

Illustration No. 15

After plotting the readiness/capability chart depicting the readiness of change on the part of the key leaders, the organizations capability for change must then be analyzed. In the case of the Anywhere Police Department we can identify several strengths and weaknesses that will speak to the capability for change. The organization has highly educated personnel who have demonstrated their ability to perform in an above average manner. A majority have made their intention for promotion known. While most would assume the duties and responsibilities in an acceptable manner, all cannot be promoted. An overabundance of qualified candidates for a select few promotional positions will mean that some who felt they should be selected will not be. Some who are not selected will look at those who are and question the administrations decisions. Personnel who do not wish to validate the candidates selected can become complacent. This will be reflected in the way they perform their duties.

A review of the personnel make-up of the Anywhere Police Department reflects population parity with the community they serve. This allows the department to be well respected by the community at large because it feels a sense of fairness in the hiring practices observed by the department. The diversity of the workforce, while reflecting the community, makes it difficult to achieve commonality in the area of values and culture. While diversity allows for more than one view of an issue, it can affect the ability to seek one vision and attain the selected organizational of value and culture.

The community supports its police department. A recent bond issue obtained a sixty-seven percent "Yes" vote for increased taxation to pay for a new police facility. This support can be seen in other areas of involvement between the police and the community. Some of the one-third of the voters in opposition to the new police facility are questioning cost expenditures as compared to the estimations given at the time of the election. This questioning is taking the form of non-support for city government and to a smaller extent to the police department.

Police Chief Frank Rogers has talked so much about human-resource skills and abilities that the question of technical competency is beginning to raise its head. The citizenry feel that they are being served properly, but increasing crime statistics may point to some reality in this concern. Technical skill training is easy to obtain and can be brought on line in a short fashion.

The community supports the service-oriented approach that the

police chief has told them about. The Citizen Advisory Council established by the police chief has the ability to present ideas and concerns to him on a monthly basis. These monthly meetings also provide him with the ability to find out the communities feelings about police practices and procedures. The advisory group members have passed along to other people the chief's desire to work with all members of the community. This takes up increasing amounts of the chief's time as well as making many community members feel that if they suggest an idea to the chief that it will be implemented.

A visual display of the organizations strengths and weaknesses would look like:

ORGANIZATIONAL CAPABILITY TABLE

Department strengths	Department weaknesses
Personnel in the department are highly educated and tenured.	Personnel may become complacent. They all cannot be promoted.
The department demographics reflect the community and population parity.	It is difficult to achieve commonality.
The community just voted for a new police facility.	Some citizens concerned about the cost.
The police chief is value and culture oriented.	Technical skills of personnel are questionable.
The community is aware of the service oriented approach.	The citizens expect the service oriented approach at all times.
The citizens expect to be able to interface with the police management.	The citizens expect to affect the decision making process.

Illustration #16

STAKEHOLDER ANALYSIS

Stakeholders are those people or groups of people who might be affected or who might attempt to affect the outcome of an issue. Snaildarters are also stakeholders however they do not appear to play an important role. That is where they become so powerful or influential. They are often times overlooked and can mean the downfall of the plan because their component of the issue will derail the entire plan.

It is important to any strategic plan that all of the stakeholders are identified and included. Stakeholders who both are internal and external should be identified. Once all of the stakeholders are identified, their position on the issue can be identified. Their ability to affect the issue (power) can also be identified. An analysis of the stakeholders position and power on a given issue will allow for identification of the most effective course of action in dealing with the stakeholder on the issue question.

Stakeholders are selected on the basis of their value or impact they will have towards the issue question. The group of stakeholders listed below were identified by the modified policy delphi group at the same time that they were identifying the most desirable and feasible alternatives. The stakeholders are listed as well as an assumption on the points of view that they will act out on the given issue question.

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1.   Police Chief--The Chief is very concerned about the values and the culture of his organization. He is deeply committed to developing a sense of community involvement between his personnel and the citizens they interact with. He orchestrated the establishment of the mission statement/themes of the department. He will reinforce the themes in every action he takes while holding his position of police chief.

The chief will:

A.   Reward risk-taking on the part of management personnel

B.   Strive for quality service delivery promoting positive community relations

C.   Continue to promote his vision throughout the organization

D.   Continue to reach out to the community in order to identify and address problems or concerns

E.   Continue to reward through promotions and selection for assignments those who portray the organizational themes

2.   Police Officer's Association--The POA is going through a transition period of its own. Their membership over the past three years has changed as a result of a court mandated consent decree that addressed departmental hiring practices and established mandated hiring percentages by race. The president has served the board for the past eight years. She continues to serve the membership well, but it has been rumored that she will not seek re-election but will instead seek promotion to the rank of Sergeant, thus removing her from union representations. The Chief

and the POA president have a good working relationship. The POA supported and endorsed three of the current seven City Council members. It opposed one of the seven during the last election.

The POA will:

A. Support organizational value and culture training if they can participate

B. Attempt to address the department's culture where collective bargaining is concerned

C. Attempt to address the department,s culture where discipline is concerned

D. Seek to gain power both internally and externally

3. <u>Police Commander</u>--Charlie Smith is an energetic police commander who will spearhead the proposed organizational value training. While this was not his first order of business he will re-prioritize his concerns to meet the needs of the department. Charlie is well respected and was selected to head this project on that basis. His credibility and integrity both internally as well as externally are above reproach. Charlie is an "action" individual who, once given a project, will ensure that it comes to fruition.

Police Commander Charlie Smith will:

A. Attempt to identify the values and culture of the organization

B. Attempt to increase the use of the cultural network in the organization

C. Develop training to deal with organizational values and culture

D. Attempt to select new employees based on a match between their values and the department's culture

4. <u>Police Sergeant</u>--Clarence Waters is a newly promoted sergeant assigned to the Administrative Division. Clarence is viewed as a individual on his way up. For that reason he has the admiration of most of the department personnel and the disdain of a few who view him negatively. Clarence understands all of the academic viewpoints surrounding organizational values and culture as a result of his graduate work. He is also well liked by the community having spent the last three years with the police department in community outreach programs.

Police Sergeant Clarence Waters will:

A. Continue to support police department community outreach programs

B. Utilize his academic background to enhance and promote value training programs within the organization

C. Select the new members of the Citizens Advisory Group

5. <u>Citizens Advisory Group</u>--This is a group of citizens the chief has recently called together to enhance relations between the community and the police department. They are for the most part minority members of the community who hold a position of either power or respect with a segment of the community. The advisory group meets on a monthly basis to exchange information with the Chief and selected members of the organization.

The Citizens Advisory Group will:

A.   Assist in enhancing police relations with the minority community

B.   Be able to meet and have the ear of the police chief

C.   Attempt to affect organizational decisions the police chief may make

6.   Chamber of Commerce--The Chamber of Commerce stands for the development of business in Anywhere, California. They are powerful. They have been supportive of the police department but have not gone out of their way to provide input or assistance.

The Chamber of Commerce will:

A.   Exert pressure on the police chief so that the police department will be responsive to small business concerns

B.   Support new training designed to attain a low crime rate

C.   Support an active commercial crime watch program

7.   Coalition Against Police Abuse--The coalition was established as a result of alleged police misconduct in the minority community. The issues were dealt with and the coalition had been inactive for several years. The coalition had turned its concerns from Anywhere to its neighbor the Los Angeles Metropolitan Police Department. After winning several highly publicized lawsuits the Coalition has returned its attention to Anywhere.

The Coalition Against Police Abuse will:

A. Continually demand the establishment of a civilian police review board

B. Attempt to become a member of the Citizens Advisory Board

C. Continue to demand the removal of the offensive weapons the police are allowed to carry

8. Neighborhood Watch Block Captains Group--Randolpho Gunn is the president of the Neighborhood Watch Block Captains Group. He is a retired member of the Armed Forces and continues to wear the American Flag sewn on the breast pocket of all of his dress shirts. At every meeting he attends he can be counted on to stand up and tell all in attendance that he had 30 years of distinguished service and that he believes that Richard Nixon did nothing wrong. Mr. Gunn lives in an affluent neighborhood, and there has not been a crime in his area for the past 5 years. In his words this is more of a credit to him than to the local police because he patrols the neighborhood on a daily basis. Mr. Gunn voted against the bond issue proposing a new police building saying that it was a waste of money. The 75-year-old facility they have is good enough! Mr. Gunn cannot be predicted in his decision-making process. On some issues he is very law-and-order conscious and on other issues he lets a fiscally conservative attitude rule his decision-making process. For this reason he is viewed as the "Snaildarter".

The Neighborhood Watch Block Captains Group will:

A. Continue to support Mr. Randolpho Gunn for the position of elected mayor

B. Support strong enforcement action taken against criminals

C. Support fiscally conservative in local government

9. <u>City Manager</u>--The City Manager, Joe Jones, is nearing the end of his career with the city of Anywhere. He has served in the position for almost two decades and has seen the composition of the city change over that period. He has assisted in the development of the many sub-committees that are now prevalent in the community. These sub-committees have both helped and hurt Joe's image with the community over the years. Joe recognizes the power of the police department and has carefully used that power when appropriate with the community. Joe understands the need for community involvement in the decision making process, but he also believes that the position of City Manager must remain as strong and powerful as it always has been.

The City Manager will:

A. Carefully scrutinize the police budget because it consumes so much of the city budget

B. Believes in the concept of citizen/police interaction but wants to know how much it costs

C. Be more benevolent to the police training budget in his last year on the job

10. <u>Peace Officers Standards and Training</u>--POST is interested in the concept of organizational value and culture training. They have included sessions in several of their training settings designed for executive and top administrative staff level personnel. POST is interested in developing a training course with curriculum that can be standardized to meet the general needs of a community. The training can be personalized by a police executive and then be implemented department wide.

Peace Officers Standards and Training will:

A. Assist in the development of value and culture training

B. Demand that the training meets their standards so that accreditation can be granted

C. Provide funding for organizational value and culture training

11. <u>City Council</u>--The City Council is a diverse group of individuals each elected by council district. For that reason their constituents voice different concerns from one another. The council is supportive of the police department and has continually increased the complement of police personnel. Each council person has a unique personality and business style but all value the involvement of citizen sub-committees.

The City Council will:

A. Support organizational values consistent with the needs of the community

B. Support a police department responsive to the community

C. Attempt to capitalize on the citizen groups utilized by the police department in their crime fighting programs

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

A strategic assumption surfacing technique map was developed to visually rate by importance and certainty the stakeholder assumptions. This map plots each stakeholder assumption based on the information gathered earlier in this project. The alpha characters in conjunction with the numeric equivalent give the reader a visual impression as to importance and certainty of the stakeholder assumption to the issue question. This information will be helpful during the negotiating techniques utilized during the transition planning process.

When the reader views the stakeholder assumption chart, quadrants I and II will require management monitoring only. The issues listed in those two quadrants will require little in the way of leadership. Quadrants III and IV will require attention due to the lack of certainty of the assumptions. This is the area of greatest concern for the executive. The monitoring and leadership skills of the executive should be concentrated on quadrants III and IV, the areas of most uncertainty.

STAKEHOLDER ASSUMPTION CHART

CERTAIN

I   II

NOT
IMPORTANT ———————————————————————————— IMPORTANT

III   IV

UNCERTAIN

1. Police Chief
2. Police Officer Association
3. Police Commander - Charlie Change
4. Police Sergeant.- Clarence Climber
5. Citizens Advisory Committee
6. Chamber of Commerce

7. Coalition against Police Abuse
8. Neighborhood Watch Block Captain Group - Snaildarter
9. City Manager
10. Peace Officers Standards and Training
11. City Council

Illustration No. 17

STRATEGIC ALTERNATIVES

A modified policy delphi group made up of six management
personnel from the police field reviewed the WOTS-UP analysis and
the initial policy considerations that were listed in the futures
forecasting portion of this paper. As a result of the data they
-reviewed and their personal experiences in dealing with policing

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matters, this group developed several alternatives that they felt were both feasible and desirable. The following candidate alternatives were developed:

CANDIDATE ALTERNATIVES

1. Conduct an internal audit to identify and evaluate the culture and values of the organization.

2. Develop a reward system that reinforces the values and culture of the organization.

3. Develop a promotional process that allows for "value" selection, not just selection based on technical merits alone.

4. Develop training to both introduce and reinforce the values and culture of the organization.

5. Develop a statewide plan for police department value and culture training that can then be personalized for a specific department.

6. Develop recruiting criteria that helps attract people who are compatible with the organizations values and culture.

After conducting a feasibility and desirability analysis the following three alternatives were selected. Alternatives one and two were selected as they received the highest scores when feasibility and desirability were tabulated together. Alternative three was selected as its scores demonstrated the most polarized results of the six alternatives analyzed.

Alternative One--#1. Conduct an internal audit to identify and evaluate the culture and values of the organization.

In order for the leader of an organization to effectively manage

the values and culture of that organization they must be able to identify what the current values and culture are. An audit of the organization will identify for the leader as well as the entire organization its current status so that a starting point can be established. From that point on, the police chief can implement the vision which he or she has developed for the department. An evaluation of this alternative revealed the following pro and con statements:

Pro:

1. An audit identifies what you are looking for.

2. An audit gives you quantifiable data.

3. An audit gives the leader a starting point.

4. An audit lets everyone else in the organization know what you are looking for.

5. Use of department personnel to conduct the audit involves them intimately in the process.

6. Develops skill level of department personnel involved in the audit.

7. If an outside consultant is utilized, it allows for a fresh look at the organization.

8. An outside consultant can identify a problem and does not have to suffer the leader's wrath if the results are not acceptable.

Con: —

1. An audit is costly.

2. An audit is usually very time consuming.

3. An audit must be carefully constructed or it will measure inaccurate data.

4. Ever-changing world can make an audit outdated.

5. An internally conducted audit can be time consuming and not of professional quality if not managed properly.

6. An audit conducted by a consultant can be costly but the
    results are usually more professional.

The primary stakeholders and their involvement in this
alternative include the police chief who is supportative of an
audit conducted by personnel from within the organization. The
Police Officers Association who would like to assist in
establishing the criteria to be measured by the audit. The
police commander and the police sergeant who will be tasked with
establishing the criteria and parameters of the audit. The City
Manager who will be concerned about the effectiveness and the
cost of the audit. The final stakeholder who will be concerned
will be the Peace Officers Standards and Training who will
reimburse costs to the project if specific criteria is
established and the outcome can assist other police agencies.

Alternative Two--#4.   Develop training to both introduce and
                        reinforce the values and culture of the
                        organization.

Developing training to both introduce and reinforce the
organizational values and culture will be essential for the
police chief who wishes to effectively manage the organization.
Training should be developed after the audit has been completed.
The training component needs to take into consideration the
results of the audit as well as the people who will be addressed
by the training. The training can be conducted by people already
on staff or can be performed by outside consultants. A
-combination of both working in concert may provide a more

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complete training component and provide for ownership or "buy-in" on the part of existing staff. The training should be developed to identify the existing values and culture and should then outline the administration's expectations as well as the reward system involved in the process. The training sessions must address all of the issues that the leader feels are important to the organization and must be given to all employees. An evaluation of this alternative revealed the following pro and con statements:

Pro:

1. A training session provides a vehicle for passing along the message to all employees.

2. A training session provides uniformity and clarity of information that is presented.

3. A training session highlights the types of service and the methods of service delivery that the department feels are appropriate.

4. A training session identifies organizational heroes.

5. A training session identifies important players in the cultural network.

6. A training session provides an opportunity for the chief to personally address each member of the organization and share the vision for the future.

Con:

1. Training is costly.

2. Training is time consuming.

3. Training that is not adequately prepared can send the wrong message.

4. Training might not be forward looking enough. It may not convey the correct message for the future.

5. Employees might not address technical aspect of their job but rather only concern themselves with values.

6. The training could identify people in the organization as leaders who are not yet themselves ready to lead.

The primary stakeholders and their involvement in this alternative include the police chief who is supportative of developing value and culture training for the organization. The chief believes that the training should be conducted by personnel from within the organization but will allow developmental assistance from outside the department. The Police Officers Association wants to be involved in the developmental process in some fashion. Police Commander Charlie Smith is concerned about the time involved in this program. He is supportative of the concept but feels that his workload at this time does not allow for the time commitments he feels are necessary for the project. Police Sergeant Clarence Waters is extremely happy to have been chosen for the project. He supports training and believes that he can facilitate the training by utilizing some of his community contacts. The Citizens Advisory Group is supportative of the project. They believe in the concepts that the chief has expounded as well as wanting to participate in the training sessions to receive acknowledgment for their informal leadership position in the department. They also will attempt to pass along their personal views to the employees of the department. The Chamber of Commerce is supportative because they see themselves involved in the presentation of several training topics. The City Manager and the Commission on Peace Officers Standards and Training will take the same position as they did on the audit.

Alternative Three--#5. Develop a statewide plan for police department value and culture training that can then be personalized for a specific department.

In order for a leader to effectively manage the organizational values and culture, some members of the modified policy delphi group felt that it must be personalized to that specific department.   Others in the group felt that it was not only feasible but desirable to expand value training from a specific department to the profession of policing, and that it would be both more cost-effective as well as a more usable method of training for both large and small agencies across the board.   The polarized feelings of the group as it pertains to this issue was the reason for selecting this alternative for analysis at this point.   The development of the training plan would be much the same as described in Alternative Two. However, the implementation would be on a much grander scale.   The training would be developed using the consultant method, and the delivery of the training modules could be on a level as chosen by the concerned police executive.   The executive could choose to have outside consultants or law enforcement practitioners present the training sessions, or the executive could choose to have department personnel educated on the training techniques and methods and then act as department trainers.   An evaluation of this alternative revealed the following pro and con statements:

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Pro:

1. Statewide training system allows for reduced time
    involvement of local agency in set-up and development.

2. Statewide training system lessens costs to involved
    agency.

3. Statewide training system allows the use of involved
    agency personnel to present training.

4. Statewide training system allows for professionally
    researched material coupled with the most advantageous
    training techniques.

5. Regional or statewide approach sets standards for the
    profession as compared to each agency having one
    person's view on the subject.

6. Training cost reimbursement available from sanctioning
    body.

Con:

1. Statewide training does not take into consideration the
    fact that values and culture vary from agency to agency.

2. Standardized training may not match the community in
    question.

3. Control of the subject matter by the department
    executive may be lessened.

4. Vision of the chief may not coincide with the
    standardized training.

5. This does not take into consideration the "how" in
    delivery of training.

The primary stakeholders and their involvement in this
alternative include the police chief, who is not supportive of
statewide training. The chief feels that one can't make dollar-
and-cents comparisons when evaluating something as important as
value and culture training. The issues facing the Southern
Metropolitan Region vary greatly from other areas of the state.
Having a statewide value system might have merit if the only

issues were ethics and integrity. A cultural comparison between any two police agencies would detect significant differences. Attempting to have a standard for all 350-plus agencies in the state does not sit well with the Chief. The Police Officers Association at first blush supports this concept because they feel that they will become stronger if their is a unity of police associations. Their is, however, a dissenting voice on the Association board who feels a concern for lack of local control. The Police Commander and Sergeant share the same concerns as the police chief. The Coalition Against Police Abuse supports this statewide approach because they feel that the approach presented at the local community has merit and addresses some of their issues. A statewide approach would allow inroads into some agencies who have in the past portrayed more of a letter-of-the-law approach than a human relations position on the issue of delivery of police services. The city manager supports the concept from a cost-analysis basis; however, he understands the Police Chief's concerns for lack of local control. The Commission on Peace Officers Standards and Training supports the concept since it is their responsibility to standardized the police training throughout the state.

RECOMMENDED STRATEGY

The recommended strategy is an integrated approach utilizing components of two of the alternatives listed above. Some areas identified are to be expanded on based on the understanding of the issue question by this writer.

The recommended strategy would begin with an audit of the organization to determine at that given point in time what the values and culture of the organization were. It would give the chief executive and the administrative staff a starting point for their decision-making process. The police chief would then have to identify and share the vision he wishes to establish for the organization. Once that vision has been identified the planning process for transmittal of the information must be developed.

A training component would be the most likely method of transmitting the information throughout the organization. Selection of personnel either from within the organization or hired from the private sector would be necessary to format the components and to then pass them along. Selecting training personnel can be the most important factor in achieving support and commitment to the process.

Development and identification of a reward system coupled with either criteria or guidelines for recruiting, assigning, and promoting personnel who demonstrate the culture and values of the organization are important. Some discussion and thought must be directed toward the question of what to do with personnel who perform adequately but who do not exhibit the values and culture that the organization is fostering.

Implementation of the training coupled with reinforcing the culture through the system of rites and rituals will be important to the success of the venture. Identifying what is believed to assist in achieving excellence and encouraging compliance would

move the organization in the direction of the executives vision.

RISK ANALYSIS

There are several opportunities for the police department and more specifically the police executive in managing organizational values and culture. The executive, in this case the police chief and possibly the administrative staff of the department, have both the responsibility and the opportunity to manage the culture of the department. They are given the opportunity to establish a vision and then provide the pathway for everyone in the organization to achieve their portion of the vision. The opportunity also exists for the executive to manage, not to just let things happen without "rhyme or reason." The diversity that the workforce of the future will bring to the organization will allow for different viewpoints on every facet of the job and on how that job should be done. It will provide the opportunity to actively direct this diversity into the organization of the future.

There are threats that can arise out of managing the organizational values and culture. First, the executive can be in error in selecting the vision and can attempt to take the organization where it can't or shouldn't go. Second, the culture that the executive elects to manage may not be what the community or political body feels is correct for the agency. Thirdly, the cultural network that is in place may not be utilized, and the attempts at managing will appear to be solely

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centered around the executives personal choices, or in other terms that of a dictatorship.

IMPLEMENTATION

Chief Frank Rogers called his staff together. They had assembled several weeks ago to develop the mission statement and themes that were the outgrowth of the Chief's vision for the department. Frank envisioned a police department that shared many of the same values as the community that they policed. He also believed in providing service to that community not in a reactionary manner but by getting out ahead of problems and "Stopping crime before it occurred." Frank wanted the department to be recognized as an agency that had achieved excellence in the delivery of its service much the same as several companies in the private sector had in the eyes of management gurus the likes of Tom Peters and Robert Waterman.

Frank knew that the department was functioning well. After all, he had been a part of the organization for twenty-five years. The City Manager was supportive of him, the department continued to receive pay raises commensurate with other cities, and the City Council usually spoke highly of the way the job was done by members of the department. Frank, however, felt it was time to create change. He looked ahead to the turn of the century and realized it was only ten years away. He looked at his organization. The faces were different than when he was hired. When he walked down the hallway or attended a roll-call briefing,

he noticed the difference. The workforce was different. The faces wearing the uniforms didn't necessarily come with a military background. They were not all male, nor were they all white as they had been when he was hired. He realized the diversity and knew that it was time to capitalize on the talents that this new workforce did bring to the organization. He had to let them know what the organization stood for and where it had been during its nearly century of service to the community.

He knew it would be important to audit the organization. He had noticed the diversity, but had everyone else? Sure they must have. After all, they were sharp individuals. They had come up with the themes. That was great! He knew that his vision encompassed many ideas, and the themes were the perfect way to spread the values that the themes stood for throughout the organization.

Frank passed copies of the themes out to the staff members. The graphics department had done a nice job on them. They embodied his vision, and they had come from his staff. That was what felt so good. They understood the culture of the organization. Frank had selected Commander Charlie Smith to head the project. Sure he knew Charlie was busy, but Charlie knew he would figure out a way to accomplish this project. After all, Frank would monitor the project, and if he saw that Charlie was getting too frazzled he could always take some work off his desk. Frank started the meeting by spending some time going over the themes. He then turned to Charlie and asked him to present his implementation plan.

Charlie had planned well.   He knew this was going to be a long

and involved program.   Today's presentation was probably going to

be the easiest part of the entire process.   Charlie went on to

identify his implementation strategy.   It included personnel and

logistics from all segments of the organization. He felt that he

needed to have "buy-in" from all of his peers from the start.

This would ensure that it was not one person's pet project but a

concerted effort on the part of the entire administrative staff.

The primary resource person was to be Sgt. Clarence Waters.

Charlie knew that it would take the greater part of Sgt. Waters'

time for a minimum of nine months and possibly as much as

eighteen months to accomplish the initial evaluation audit and to

develop the proper training.   This timeframe took into

consideration the delivery of the training to every employee in

the organization.   Charlie was not sure where to find the monies

he envisioned would be necessary for a project of this magnitude,

but he remembered that the chief had said he would find the

dollars, so Charlie concentrated on other things.   After all he

had to find someone who knew how to conduct an audit of the

organization's value and culture, and there can't be too many

specialists in that field.

Charlie Smith started thinking.   He was going to have to identify

the critical mass and develop some kind of responsibility

charting so that he and Sgt. Waters could think about obstacles

that might crop up and how they would negotiate their way around

any potential roadblocks.   He started to think about some of the

people in the organization.   He knew some of them would have

something to say about this process. After all, change never comes easily.

SUMMARY

The leadership responsibilities of Police Chief Rogers has been identified. A review of the mid-sized police agency that he heads has been conducted. The organization holds the capability to handle the change that lies ahead. The stakeholders have been identified and basic assumptions about the issue question have been completed. Operationally, responsibility charting has been completed and the decisions involved in the change process have been outlined.

Chief Rogers course of action has been developed. It is a combination of two of the suggested alternatives. The critical mass has been identified and the minimum requirements needed from these key players to affect change have been determined. Chief Rogers is now ready to begin implementing his change ideas. It is time to move into the transition phase of the change process.

TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

INTRODUCTION

Organizational planning is important, and a transition plan is a key component in moving the organization from its present state to the desired future state. In this study the police department has decided to transition from its present state to an organization that has identified and implemented the values and culture it wishes to possess. The values and culture that the organization wishes to reflect in the future will enable the department to maximize its effectiveness in dealing with its external mission. That external mission will be viewed as achieving excellence through the delivery of police services.

A transition plan analyzes the critical mass (those individuals who are a key component of the plan). It also rates the commitment level of each member of the critical mass as well as determining the level of commitment each member must display to attain the desired end result. The responsibility of each member of the critical mass is also analyzed in the transition plan.

CRITICAL MASS/COMMITMENT PLANNING

The critical mass is the minimum number of individuals required to affect the outcome of a decision or process. In order to identify the critical mass involved in this transition plan one must look at the stakeholders. The Modified Policy Delphi group

identified the critical mass from the stakeholder list presented in the strategic-planning section of this paper. These individuals were determined to have the greatest impact on the issue question. The critical mass was identified as:

1. <u>Police Chief</u> In our case Police Chief Frank Rogers is identified as a member of the critical mass. The Police Chief is the visionary in our scenario. He has identified a change that he believes is vital to achieving excellence in the organization. He has chosen to effect the change by empowering others in the department so that they can make things happen in the organization. The Chief has both the power of his position in the organization and the conviction in his heart that this is, not only the right course of action, but an action vital to the advancement of the department in meeting the challenges of the twenty-first century. The Chief has received some support for the concept from members of the department, community members, and some of the council members. The police chief would be charted in the "make change happen" area of a commitment planning chart.

2. <u>Police Commander</u>. Police Commander Charlie Smith has been given the responsibility of converting the Chief's vision into reality. The Commander has been given the task because of his position in the organization as well as his ability to get the job done. He has shown a remarkable ability to lead as well as portraying a feeling of care and concern for the individuals involved. The Commander's position on a

commitment planning chart would best be characterized as starting in the "help change happen" category. Because of his role in the organization and especially his role on the issue question, it will be vitally important that his commitment level moves to the "make change happen" category.

3. <u>Police Sergeant</u>. Police Sergeant Clarence Waters holds another key role in the successful implementation of organizational value and culture management in the agency. He will be the visible link between the Chief's vision and the employees' understanding of the process involved. Clarence is closer in age and tenure with the majority of employees, and has the ability to interact on a daily basis with many more employees than either the Chief or the Commander. Clarence's role in the organization on the issue question, as well as his position of Police Sergeant, places him initially in the "help change happen" category. Clarence's personal commitment to the process will determine whether he remains in the "help change happen" category or whether he moves into the "make change happen" category.

4. <u>Police Association President</u>. The Police Association has in the past reacted negatively to change. This was possibly the result of personal differences between both the former association president and the previous chief. Both were strong-willed individuals who refused to acknowledge each other's role in the department. The new president likes the current Police Chief; however, feels pressure from her board

members to resist any changes. The president believes that change is good for an organization but has voiced her concerns about being left out of the planning or decision-making loop on other matters. As a result of the general feelings of the association board members the president will act out a position of non-support on the issue question. This initial "block change" position can have a chilling effect on the issue question. A position change to "let change happen" will be essential to a successful transition.

5. <u>City Manager</u>. The City Manager supports the Police Chief and his management style. The City Manager is in his last year of public service and is not looking for areas of major conflict. He views the Chief's management style as possibly too humanistic, but he has seen good results in this style as compared to other department heads that the Manager supervises. The City Manager is concerned about the price tag that may be associated with the issue question and will make sure that the Chief is able to defend any budget expenditures associated with the project. The City Manager further has heard good reports from the council people who have relayed the praise that their constituents have shared at various community functions. Their is room for negotiation between the City Manager and the Police Chief. Both agree that the issue question is important and the only area of disagreement is how much it will cost. The City Manager would be listed in the "let change happen" category. The Police Chief will have to keep him in that area and not

let him shift to the "block change" category based on fiscal concerns.

6. <u>City Council</u>. The City Council is also supportive of the job that the Police Chief has been doing. While they must work through the City Manager to have staff work completed, they have interacted with the Police Chief at the many community functions that both have attended. The Police Chief has been able to handle the political aspects of his non-political job and has demonstrated his abilities to perform admirably. The City Council is very supportive of the police department and has in the past year attempted to give the Police Chief additional personnel. When this happened, the City Manager was quick to step into the process and protect the city budget by slowing the decision-making process of the City Council to the point where only a portion of the resources that they allocated were utilized. Some of the City Council resented the intrusion by the City Manager, and they still wish to give the Police Chief something. If utilized properly the Police Chief can turn that need to provide assistance to the police department into his funding source for this project. The City Council would be listed in the "let change happen" but could shift to the "help change happen" if funding for the project becomes an issue.

COMMITMENT PLANNING

The type of commitment displayed by the six actors in the critical mass is important to the transition planning process.

The actors if compared visually on a commitment planning chart would look like this:

COMMITMENT PLANNING CHART

X   What do you need from the "Critical Mass"?

O   Where does "Critical Mass" (Individually)
stand now regarding the change?

Type of Commitment

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Chief				O X
Police Commander			O ——→ X	
Police Sergeant			O ——→ X	
Police Assn. Pres.	O ——→ X			
City Manager		O X		
City Council		O ——→ X		

Illustration No. 18

RESPONSIBILITY CHARTING

In order to implement the operational aspects of the transition plan one can turn to responsibility charting to present a visual reference of the critical actors.   The group who determined the critical mass were also asked to identify who were the primary actors and what major decisions they would have to deal with in the operational implementation phase of the transition plan.

The actors in a responsibility chart are then rated according to

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their responsibility level on a given decision. The responsibility level is categorized into one of five levels. They are:

R-Responsibility (not necessarily authority)

A-Approval (right to veto)

S-Support (put resources toward)

I-Inform (to be consulted)

--Irrelevant to this item

The group identified the actions, decisions, and activities that would become a critical component to the implementation of the transition plan. These were identified as decisions on the responsibility chart and are listed so that role clarification can be determined. Once role clarification is determined, the literature suggests that fewer problems arise over ambiguity and role responsibility.

Identification of the actors is the other component essential to responsibility charting. The actors can include those directly involved, bosses of those involved, group-team members, or individuals either from inside or outside of the organization. The actual actors should sit down and agree on the responsibility level for each box in the matrix. In this scenario the modified policy delphi group who identified the critical mass also developed the responsibility level based on their intimate knowledge of the process involved.

It is interesting to note that the completed matrix has significant merit not only for the identified actors, but for

everyone involved in the transition plan. During a time of transition and change, the communication of information is one of the most critical components to the success of the program. The responsibility chart can be shared with everyone involved in the change process. They then are aware of who is responsible for which decisions and can then seek clarification or an understanding for the process. The responsibility chart also eliminates confusion on the part of all members involved so that ambiguity over responsibility is not an issue.

In the transition plan dealing with managing organizational values and culture Chief Rogers will appoint Commander Charlie Smith as the Project Manager. Commander Smith, while acting as the Project Manager will direct the work of several subordinates who work in other divisions of the department. He was chosen by the Chief because of his role in the department; however, had he not been the Commander running the Support Division, he would have been selected to manage the project anyway. Utilizing the "kitchen cabinet" concept Chief Rogers would have selected Commander Smith because of their trusted relationship over the years. This project is so important to the Police Chief that he thought of managing the transition himself, but he felt that he would not be able to convince the city manager to let him be away from the day to day operation for that length of time.

As the Project Manager, Commander Smith will begin dealing with the important aspect of organizational change. Commander Smith has identified the critical mass, and he understands his role as Project Manager in the responsibility charting process. He

understands that one of his most important roles will be to manage the communication dealing with the project. In our case he will turn to Sergeant Clarence Waters who will be responsible for developing and presenting the training involved in the process. Sgt. Waters will also monitor the feedback from the change process and let the Commander know what the organization feels.

RESPONSIBILITY CHART

Decision	Police Chief Project Director	Police Commander Project Manager	Police Sergeant	Police Association President	City Manager	City Council	Detective Lieutenant	Grayeyard Sergeant	Evening Watch Ofcr.	Citizens Advisory Group	Non-Sworn Union Representative	Consultant
Develops vision	A	S	S	-	I	-	-	-	-	-	-	-
Staff meets to discuss vision	A	R	-	-	I	I	-	-	-	~	-	-
Select consultant to assist with project	A	R	S	-	I	I	-	-	-	-	-	R
Audit existing culture	A	I	S	I	-	-	S	S	-	I	I	R
Report on audit and relationship to vision	A	R	S	I	-	-	S	S	-	-	I	R
Blends audit results and training	I	A	R	-	I	-	S	S	-	-	-	R
Develop training and select presentors	I	A	R	-	-	-	S	S	-	-	-	R
Conduct training/team building	I	A	R	I	I	I	S	S	-	S	I	R
Identify Rites and Rituals	A	R	R	S	I	-	S	S	-	-	S	R
Identify Cultural Network	I	A	R	S	-	-	S	S	-	-	S	R
Select Diagonal-Slice committee	I	A	R	I	-	-	S	S	S	-	I	R
Monitor feedback on training	I	A	R	S	-	-	I	I	I	I	S	R
Develop cross training programs	I	A	R	S	-	-	S	S	-	-	S	R
Measure organizational change	A	R	R	I	I	I	S	S	S	I	I	R
Market Organization's vision to Community	R	R	R	S	A	I	S	S	R	R	S	S

"A" – Approval
 — (Right to Veto)

"S" – Support
 (Put Resources Toward)

"R" – Responsibility
 (Not necessarily Authority)

"I" – Inform
 (To be Consulted)

"-" – Irrelevant to this item

Illustration No. 19

TECHNOLOGIES

The transition to anything new can cause anxiety, uncertainty, and many concerns on the part of everyone involved. The Police Chief, in this case the visionary, believes in himself and the idea he presents as the bridge to the future. The Police Commander knows that he has both the authority and the responsibility for the project. The Police Sergeant is a good supervisor and an excellent trainer. They are the primary movers in this phase of transition planning. Even they wonder if what they are doing is right. Couple that with a City Manager who wants to keep the budget in line, and a Police Association president whose constituency questions the direction the organization is going and there is going to be plenty of uncertainty, ambiguity, and questioning of the direction taken. That is why it is so important to effectively manage any change, especially that pertaining to managing the organizational values and culture of an agency.

There are several technologies that can be set up that are of a temporary nature to move the process through the transition stage. These technologies support the effort that is being attempted and are designed to bring the entire organization "on-board" with the change that is taking place.

The first technology will be **training**. This is a key component (decision) in the responsibility charting process. It is a technique which is designed to not only convey a message, in this case the need for organizational value and culture identification

and implementation, but to reinforce the change that is taking place. Sergeant Clarence Waters has the responsibility for developing and presenting the training. He is aware that it is the vital link in conveying the Police Chief's vision to the entire organization. The Police Chief will in fact be one of the presenters at each training session, when all in the department will have the ability to listen and ask questions. It serves as a good vehicle to get resistance out in the open so that it can be dispelled or replaced with a positive outlook on the change that is going to occur.

Team building is a second technology that will be employed, if necessary, as both a communication vehicle and a method to deal with resistance to change. Team building will require the use of someone, either city staff or an outside consultant, who is well versed in the art of facilitating. The team building sessions will add to the initial training that has been provided about the change in progress. The team building sessions will also point out the cultural network and the roles each plays in the network. The key once again is communication. Getting the word out to all employees, especially middle managers, is very important to the success of the change process. The team-building process needs to reinforce that the change and the change managers can be trusted, respected, and perceived as competent.

A **monitoring and feedback** component will also be vital to the success of the program. Addressing concerns early on in the process allows for appropriate changes where necessary, as well

as providing information to the decision makers regarding expansion or modification of the existing program. A formal tool can be designed to accomplish some of the needs of this technology. An adjunct of this component is also the implementation of Management By Walking Around. MBWA allows the decision makers to feel first hand how the program is being received, how it is affecting the organization, as well as to continue to reinforce the positive aspects of the program.

The development of a **diagonal slice committee** representing all aspects of the organization is another technique for monitoring feedback and developing lines of communication to deal with the change. A representative from each section of the organization at varying levels of the hierarchy drawn together to both receive and to report feedback on the change process heightens the communication levels associated with the change. It also develops a cultural network that is visible to all in the organization. Information can be communicated to this group from those on the receiving end of the change process or from the change makers. It allows a communication conduit which is essential to managing the change process.

SUMMARY

Transition management is an essential component of the change process. A mismanaged or unmanaged transition creates an unmanageable change process. The literature points to tell-tale signs of an unmanaged transition. Those include:

A.   SELF-ABSORPTION--This is when an organization displays decreased effectiveness. That decrease sometimes stems from blocked communication or at a minimum a reduced flow of information. A loss of team spirit and the inability to work together towards a common goal is another symptom of self-absorption.

B.   ANXIETY--Loss of adaptability to change is a chronic symptom of anxiety. Employees display a loss of energy and motivation which translates to an organization that cannot seek a direction and then move towards that goal. Vulnerability to suggestions displays the lack of cohesiveness of an organization which is essential to effecting change.

C.   RESENTMENT--This is when the malicious rumors about people or the change strategy begin to circulate through the organization. Often times the negativity turns from rumors to outright sabotage. At this point the organization loses its effectiveness.

D.   GUILT--The organization begins to lose its self-esteem. Personnel become defensive and turn to either rationalization or blaming of others for specific actions on the general state of the organization.

E.   STRESS--A measurement of the organizations current state will determine how much stress it is under. On the job injuries increase and the amount of personal illness or sick time will jump, sometimes dramatically. Off the job "problems" involving family and alcohol or drugs seem to increase in an organization under stress.[36]

As we can see, the symptoms of an unmanaged transition are not desirable for any organization. Establishing open lines of communication through training, team building, or simply by MBWA allows the change process to be seen and understood. Communication of the idea and the process involved allows the change management process to be trusted, respected, and perceived as competent. Without these, the change management process will fail.

CONCLUSION

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This study has outlined the involvement of values and culture in the management of the police agency of the year 2000. Discussed were the factors that would influence the management of the mid-sized police department, the leadership responsibilities of the chief executive in the process of managing organizational values and culture, as well as the transition to these values in the police agency of the future. The literature points to the importance of effectively managing values and culture in the private sector. It would seem that if it is important to manage the corporate culture, then it would be likewise important to manage the organizational culture of police agencies.

Police organizations are complex and more powerful than many private sector corporations. Private sector organizations who have identified and managed their corporate culture seem to have enjoyed much success. Peters and Waterman have identified private sector corporations that have achieved excellence and they point to corporate values and culture as key areas separating the excellent corporations from the rest of the field. If the management theorists can identify this component in the private sector then why shouldn't police organizations capitalize on the success enjoyed by the private sector?

The issue of managing organizational values and culture has been identified as being important. What are the implications if

police adminstrators do not attempt to deal with the issue? Will police organizations be eliminated? Will someone else come along and take over the responsibilities and duties performed by police agencies? Probably not; however, will police agencies be able to provide to the public the best product (service) possible? Will the public continue to provide the favorable support for police agencies that most if not all of the agencies enjoy in 1989?

These issues are important for police adminstrators to ponder as we get ready to break into the 1990's. The police profession is becoming more complex. The personnel working in the profession are showing much more diversity in not only their culture and heritage but in their likes and dislikes, their wants and desires both from the job as well as from the people they interact with. That diversity is both a strength and a weakness for the police profession. The diversity provides changing ideas, different ways to accomplish the same task, and allows the public to see that they can become involved and make a difference. It also makes it more difficult to achieve consistency and to develop a commonality of organizational values and culture.

The literature supports a chief executive who develops a vision and then transcends that vision into the values and culture of the organization. But, does that value and culture allow the organization to become myopic? Values and culture usually stand the test of time. Do we perpetuate values and culture by demanding through organizational techniques such as selective hirings, promotions, and transfers to specific assignments? Will we in the police profession have to share visions more in line

with the community that we police?

Values and culture have been described as the foundation for unity. As we break into the twenty-first century we will find the police profession going through dynamic change. If a chief exective officer fails to manage the culture will they be deemed not successful? Will they lose their job? Will they be in the same position as the chief exective officer who spends great amounts of time dealing with the organization's culture?

This study addresses the issue of vision and identifies it as being an important component for the chief executive officer who wants their organization to achieve excellence. Does the vision take into consideration the changing communities we live and work in? Is the vision so constraining that it does not allow for input from the outside? The vision is the bridge to the future culture of the organization. Shouldn't it take into consideration the world it will be dealing with?

Organizational values and culture are easy to identify in retrospect. They are sometimes invisible to both the casual observer and to the student of management theories. They are easy to point to when something goes wrong, but they are usually invisible when all is running smoothly. Chief Executive Officers will be comforted to know that if they manage their organizational values and culture that most individuals will not recognize what is taking place. Only if people look back are the results clear.

Issues like values, culture, and ethics are very important to the

police profession.   We point to these issues as setting us apart from the rest of the world.   We sometimes do this to a fault, thinking that we know more about what is good for the community than the community itself.   The police adminstrator looking forward to the twenty-first century will need to deal with all of these issues.

Effectively managing the values and culture of an organization will be one of the most pressing issues facing a police executive as we approach the twenty-first century.   This will not be raised as a question directed on a weekly basis to the executive or to the staff, but will be raised in subtle fashion with each and every decision that the executive makes.   Would you want something that is this important to go unmanaged?

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NOMINAL GROUP TECHNIQUE PANEL MEMBERS

1. Police Lieutenant, male black, 43 years old.

2. Police Lieutenant, female white, 41 years old.

3. Police Lieutenant, male white, 40 years old.

4. Police Lieutenant, male white, 35 years old.

5. Businessman, psychologist, male white, 47 years old.

6. Adminstrative Commander, non-sworn, female white, 41 years old.

7. Principle Adminstrative Analyst, City Managers staff, female white, 38 years old.

8. Police Investigator, male black, 28 years old.

9. Police Sergeant, male white, 35 years old.

CANDIDATE TRENDS

1. The number of entry-level law enforcement jobs.

2. Education limits set by class and monetary worth.

3. High school education no longer required for police work.

4. Increased social unrest and conflict.

5. Percent of law enforcement positions held by non-residents of the city they serve changes.

6. Increase in genetic research to determine criminality.

7. Private sector takes over traditional law enforcement work.

8. Local revenues decline with growth management limitations.

9. Changing definitions of police work.

10. Increase in non-sworn levels in police departments.

11. Increase in multi-cultural environment with differing understanding of the law.

12. Increase in minority groups (sex and race) in police ranks.

13. Extent of law enforcement regionalization.

14. Courts give law enforcement more authority.

15. Increase in high school dropout rate.

16. Increase in the number of homeless.

17. Employment contracts, loyalty oaths for management levels.

18. More specialization in law enforcement.

19. Cost of transportation increases.

20. Gangs organize nationwide.

21. Federal and state government regulate personnel rules.

22. More police officers are assualted and killed.

23. Worker productivity declines.

24. Changing criteria (measurement) for law enforcement success.

25. Employee benefits reduced.

26. Methods of influencing change in organizations is different.

27. Decrease in the need to be English speaking at officer level.

28. Expanding role of military in law enforcement.

29. Police chief becomes an elected position.

30. Number of alternate funding sources increases.

31. Errosion of officers bill of rights.

32. Special interest groups shape police department culture.

33. Police corruption increases.

34. Increase in organizational conflict based on diverse attitudes, values, and morays.

35. Community perception of crime and safety changes.

36. Police top managers come from outside organization.

37. Decrease in publicly funded health, welfare, and education programs.

38. Retirement determined by rank and position.

39. Increase in family stability.

40. Years of service at executive/management levels decreases.

41. Increased involvement of city council in adminstration of police department.

42. Employee retention decreases.

43. Welfare rolls increase as benefits decrease.

44. Law enforcement moves toward participative management.

45. Class and income levels become more pronounced.

46. All police department rank structures flatten out.

47. Move toward more traditional values and standards.

48. New synthetic street drugs become available.

49. Change in population centers.

50. Automated personal services become more prevalent.

51. Expanding of family to include non-traditional relationships.

52. Tax laws change to penalize homeowners.

53. Technical skills become less important; people skills become more important.

54. Decrease of organizational loyalty.

55. Organizational value changes are accelerated.

56. Terrorism increases in U.S. cities.

57. Change in the democratic process.

58. Change in labor pool.

59. Increase in type of employee benefits (ie. childcare, elder-care, transportation).

60. Use of private vehicles restricted.

61. Increase in societal acceptance of violence.

62. Increased level of volunteers within communities.

63. Declining of real education.

64. Increased demand of public services.

65. Police unions gain strength over traditional management rights.

66. High-tech crime outpaces the level of police expertise.

67. Drop of public I.Q. due to substance abuse.

68. Police department privately managed and owned.

69. Disfunction of political system.

70. Transient population increases affect organization.

71. Increase of openly gay employees.

72. Lack of affordable housing increases.

73. Increase in minority and foreign economic influence.

CANDIDATE EVENTS

1. Elected chief executive officer.

2. Selection of a new city manager.

3. Police personnel are stockholders of law enforcement agency.

4. Police Chief is fired.

5. Police management walkout.

6. Change in the makeup of city council.

7. Social services become the main function of police departments.

8. Woman police chief is appointed.

9. Non-sworn police chief selected.

10. Major economic depression.

11. New police chief selected from outside the organization.

12. Fifty percent of all entries into police management held by minorities.

13. City goes bankrupt.

14. Fifty percent of female officers on maternity leave.

15. Police departments arrest women who abort children.

16. Staff retirements and promotions change balance of power.

17. Law enforcement role determined by community citizen action.

18. Riot destroys police department headquarters.

19. Major earthquake hits California.

20. Civilianization of top management positions.

21. Repeal of Police Officer Bill of Rights.

22. Martial law declared in certain areas of targetted city.

23. Drug/gang war breaks out with unstoppable drive-by shootings.

24. Police union expands to include non-sworn employees.

25. Overall police budgets profit from massive drug-asset seizures.

26. Supreme court supports reverse discrimination.

27. OPEC refuses to sell U.S. oil at any price.

28. AIDS virus continues to change and is unstoppable.

29. Unconditional right to strike for law enforcement.

30. Average age of police officer reaches 40 years old.

31. Community votes to reduce police personnel because they are not effective.

32. State police academy established.

33. Narcotics useage is legalized.

34. All substance violations are decriminalized.

35. Alternate sentencing includes deportation to Mexico.

36. Electronic surveillance replaces jail.

37. Establish a police review committee.

38. Closed military bases used as jails.

39. Ability to read and write removed as a skill requirement for police officers.

40. Staff positions in police department cut by fifty percent.

41. Citizenship removed as a requirement to be police officer.

42. Police department unable to fill positions.

43. Nuclear warhead detonated in the U.S.

44. Telecommuters constitute thirty-three percent of the workforce.

45. Large communication outage occurs for a twenty four-hour period.

46. Seventy percent of police positions civilianized.

47. Education level of police officers falls below general population.

48. Police chief put in jail for corruption.

49. Sheriff takes over local police force.

50. Federal conscription is established.

51. Local childcare mandated by law.

52. Spanish made official language of California.

53. Nationwide police strike.

54. City council given hiring and firing authority.

55. Prostitution legalized nationwide.

56. Private law enforcement exceeds public in general law enforcement services.

57. K-9's used by all police agencies.

58. Part-time police officers hired because of cost savings.

59. National health insurance established.

60. San Gabriel Valley Police District established.

61. State Gay police officers association is established.

62. State police academy established.

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