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THE DISCIPLINING OF SAN DIEGO POLICE OFFICERS
FOR ACTS OF WILLFUL MISCONDUCT
BY THE YEAR 2000

BY

DAVID HALL

COMMAND COLLEGE CLASS X

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1990

10-0186

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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 - A FUTURES STUDY

**THE DISCIPLINING OF SAN DIEGO POLICE OFFICERS FOR ACTS OF
WILLFUL MISCONDUCT BY THE YEAR 2000.**

PART TWO - STRATEGIC MANAGEMENT

A model plan for San Diego, California.

PART THREE - TRANSITION MANAGEMENT

**A description of a management structure to prepare a San Diego
City law enforcement agency for implementing a
new disciplinary system.**

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EXECUTIVE SUMMARY

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PART ONE - A FUTURES STUDY

Background: As we approach the turn of the century, there are trends that indicate the values and motivations of the work force are changing dramatically. With the expansion of employee rights, the desire for participation in policy-making by all levels of staff within organizations increase. Thus, matters of disciplining police officers become more than a legal issue and corrective measure. Non-traditional ways of administering discipline and correcting behavior must be researched which enhance departmental human assets

Impact upon Law Enforcement agencies by the year 2000? The question was studied by ten people who formed a nominal group technique panel that selected trends and events they felt impacted the issue of future discipline. Their selections reflected various views, knowledge, and experience relative to the issue. The panel selected five key trends having the greatest possible impact upon the subject of the study (1) extent of employee rights, (2) extent which police administrations are held accountable, (3) extent which public perception influences discipline, (4) extent society's norms influence discipline, and (5) extent the organization's values influence discipline. Five probable events considered to be the most critical were (1) a

court decision, (2) implementation of a Civilian Review Board, (3) Police Officers Association negotiates a discipline system, (4) chief changes the policy, and (5) police administration changes policy. Following the development of three scenarios, the most preferred became the target of various policy considerations, which, if implemented, should have a major influence in bringing about the desired outcome.

Policies: After collecting survey data on the issue and the key trends and events, the author discovered two policies to be of major importance. These were:

1. Describe and announce the concept of the disciplinary system within the organization, preparing people for change and soliciting input.
2. Establish a task force comprised of a vertical slice representation of the organization; appoint a task force director.

PART TWO - STRATEGIC MANAGEMENT

Strategic Plan: The San Diego Police Department was analyzed to determine the external and internal resources of its department and city. A stakeholder analysis was related to future commitment planning.

Implementation Plan: The processes involved in developing a commitment plan based upon a critical mass analysis are discussed in general terms. The types of planning systems to consider using when implementing a strategic plan are included.

PART THREE - TRANSITION MANAGEMENT

Transition Plan: The transition plan identifies the key negotiation strategies for the major stakeholders. Negotiation strategies and tactics to be used by the transition manager utilizing a task force approach are described. The transitional management structure which involves a task force director assures coordination and places accountability in a fixed location. The involvement of all levels of the organization will lead to a grass roots based system that will enhance ownership within the organization.

Conclusion: The author recommends that police policy-makers, with input from all levels of the organization, design a disciplinary system that is based on peer input. The author also recommends that corrective measures be in the form of positive training rather than negative discipline.

CONTENTS

INTRODUCTION

The Reason for Study.....	1
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PART ONE: Disciplining of San Diego Police Officers for Acts of Willful Misconduct by the Year 2000

Statement.....	4
Methodology.....	6
Scanning.....	6
Interviews.....	7
Literature.....	9
Demographics of the City Of San Diego.....	14
Forecasting Trends and Events.....	15
NGT Panel Selection and Preparation.....	15
Trends.....	16
Events.....	21
Event Evaluation.....	26
Cross-Impact Analysis - The Interrelationship.....	27
Futures Scenarios.....	30
Scenario One - Nominal - The Ideal System.....	32
Scenario Two - Nominal - The Never ending Nightmare	...35
Scenario Three -Exploratory -It Could Happen.....	38
Summary.....	40

PART TWO: The Concept Unfolds

Statement.....	42
Environmental Conditions.....	44
WOTS-UP Analysis.....	45
Organizational Capability & Resources.....	47
Mission Statement.....	51
Stakeholder Assumptions.....	51
Snaildarter.....	52
SAST Mapping.....	56
Starting the Plan.....	57
Modified Policy Delphi.....	57
Selected Policy Alternatives.....	59
Alternative Analysis.....	59
Negotiation Strategy.....	61
Administration and Logistics.....	66
Planning System.....	67
Summary.....	68

PART THREE: Implementing the Plan

Statement.....	70
Methodology/Identification.....	70
Necessary Actors.....	70
Necessary Structures.....	70
Implementation.....	71
Critical Mass.....	71
Readiness & Commitment.....	71
Management Structure and Control System.....	73
Supporting Technologies.....	74
Responsibilities.....	76
Summary.....	80

CONCLUSIONS AND RECOMMENDATIONS

Conclusions.....	81
Recommendations.....	83

APPENDIXES

Appendix A - Candidate Events.....	85
Appendix B - Candidate Trends.....	86
Appendix C - Nominal Group Panel.....	87
Appendix D - Nominal Group Instructions.....	88

TREND DEFINITION.....	89
-----------------------	----

EVENT DEFINITION.....	90
-----------------------	----

ENDNOTES.....	91
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BIBLIOGRAPHY.....	93
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INTRODUCTION

The purpose of this study is to provide an examination of future issues which will affect the manner in which police officers will be disciplined for misconduct. The study is not intended to be a detailed, exhaustive report on discipline, but an introduction of a concept of discipline that will address the conduct of police officers of the future.

Chapter One addresses the future and identifies trends and events affecting law enforcement in general and the issue of discipline in particular. Futures scenarios are presented in this chapter as possible events that may occur, depending upon the conditions within the organization and the policies established to address those conditions.

The San Diego Police Department was selected as the study agency and in this chapter the demographics and general social conditions of the city are described.

Chapter Two describes the environmental analysis of the San Diego Police Department and gives a brief history as to how that agency's policy on discipline developed. Mission statements are provided in order that the reader can have a clear understanding of the purpose of the policies developed. The implementation, administration, and logistics of a strategic plan are presented that, ideally, can be used by any agency that wishes to accomplish the same mission.

Chapter Three discusses the various stakeholders who in some way may affect or could be affected by the policy. Identified is

the "critical mass" that is ultimately responsible for the outcome of the policy implementation and the negotiating strategies that can be used by critical-mass members.

The central theme of this study addresses the workplace and employee of the future relative to discipline. Both are changing in several ways: It appears the workplace of the future will be one where the organization will depend upon its membership for not just accomplishing the work but developing the policies and making the decisions that help the work get done; and, it also appears the employee of the future will be one who wants to be more intimately involved in helping develop those policies and making those decisions. The discipline system as described in this research is in concert with that future theme.

PART ONE

THE PRACTICE OF DISCIPLINING SAN DIEGO POLICE OFFICERS
FOR WILLFUL MISCONDUCT
BY THE YEAR 2000

WHAT WILL BE THE FORM AND PRACTICE
OF DISCIPLINING SAN DIEGO POLICE
OFFICERS FOR ACTS OF WILLFUL MISCONDUCT
BY THE YEAR 2000?

STATEMENT

In Part One the question of the practice of disciplining San Diego Police Officers for willful misconduct by the year 2000 will be analyzed along with its sub-issues to produce three future scenarios. These scenarios will be based upon the forecasted data from a Nominal Group Panel, personal research, scanning of available literature, and interviews and discussions with law enforcement professional and subject matter experts.

For the purpose of this study, "discipline" is defined as a..."positive tool for modifying undesirable or potentially undesirable behavior."1 "It is training that corrects, molds, or perfects the mental facilities or moral behavior."2 The term "practice" is defined as the actual implementation of a disciplinary strategy; "form" is defined as a strategy available for choice, while "willful misconduct" is behavior willingly engaged in by a police officer that is a violation of a policy or procedure, code of conduct, or an intentional failure to act.

Criminal conduct is not an aspect of this research paper.

Looking ahead to the year 2000, the sub-issues potentially impacting the future scenario are:

- * What options will be available when disciplining police officers for acts of willful misconduct?
- * What role will the community have in the discipline of police officers?
- * To what extent will the decreasing police candidate pool impact discipline?
- * What will be the role of the Police Officers Association in discipline?
- * Are the disciplinary methods used today going to be effective for police officers by the year 2000?

Several sub-issues relating to discipline within the criminal justice system were identified from the past as follows:

- * Did the work ethic change as a result of social changes during the last two decades?
- * Did such changes produce a generation that either questioned or challenged authority?
- * Did the type of discipline administered within law enforcement in the last two decades have the desired effect?
- * Were minor acts of misconduct overlooked in the name of crime fighting?
- * Is the type of discipline administered today generally based on the military style of the past?

METHODOLOGY

SCANNING

The scanning process for this study began during July of 1988. While an extensive literature collection was being done, fifteen interviews were conducted to identify opinions concerning the issue. Several of the interviews led to additional literature as reference or previously unthought of informed sources. The issue was identified, clarified if necessary, and the following basic questions were asked:

- * What is your opinion of the present disciplinary practices of the San Diego Police Department relative to its officers?
- * What are the strengths and weaknesses of that system?
- * What is your description of the disciplinary system that will be used by the San Diego Police Department by the year 2000?

The information from the scanning and the interviews not only helped identify sub-issues, but it provided creative data for the scenarios and future policy development.

INTERVIEWS

Interviews with officers, psychologists, police administrators, personnel experts, and attorneys led to the following general statements about discipline as it is perceived to be practiced today in the San Diego Police Department, and what it may be in the future:

Today - It is a top down process which management imposes on labor.

It is predominantly negative.

Improper behavior is punished, never addressed as a training issue

It is administered inconsistently.

It takes a long time to discipline someone.

Discipline is based on opinion, and opinions vary.

Suspensions correct behavior for some but not others

Attorneys help the officer, but they complicate everything else.

Distinguishing between honest mistakes and willful misconduct was a step in the right direction.

The appeals process protects the officer's right to due process.

Supervisors are not trusted; they are "helpers" in one instance and "punishers" in another.

Discipline is usually something that happens to people at the lower levels.

Tomorrow -

Employees know what the proper sanctions are and will make recommendations that are the most appropriate for correcting behavior.

Officers of the future are going to be more involved in all aspects of policing, including the policies developed regarding discipline.

Citizens will be more involved in at least the outcome of correcting an officers behavior.

Virtually all behavior will be addressed through training, training, training.

Progressive discipline will be changed to progressive notification.

Discipline of the future will be proactive rather than reactive.

Attorneys will be replaced by mentors.

The design of the disciplinary system will be from the bottom up with input from experts in behavior.

If training does not successfully remediate officer conduct, his/her employment will be terminated.

Police organizations will take greater effort to assure that individuals entering police service, share the organization's values.

Many of those interviewed cited the legal procedures that exist today are due to court decisions, negotiated agreements between police labor and management, and the Police Officer's Bill of Rights. The general view was the Department attempts to discipline fairly and objectively, but the system has developed from a very traditional one: top down, locked into progressive steps, reactive and negative.

A majority of those interviewed felt that in the future discipline will be in a much more positive form and will be proactive or preventative: its design will involve all levels of the organization and will be seen as an aspect of professional development rather than as a correction of inappropriate behavior. Some were of the opinion that the model designed in the future will be based on the values of the employee and organization of the future.

A trend that surfaced was the opinion regarding the value of training in dealing with performance issues. Both the experts and the practitioners believed that future methods to deal with officer misconduct would consist of training. These same experts were of the opinion that training is positive, it influences or affects the entire police organization constructively, and it holds the officer accountable for his or her behavior in the future. It was suggested that separation from employment would be a last resort after training steps have been exhausted.

Literature Search

Research reveals clearly the trend toward employee involvement in all aspects of developing policies and managing within organizations. The structure of any organization reflects the organization's attempt to become effective and efficient. "What we are trying to build is an organization

structure able to listen to ideas generated by the people who are actively doing the work of the organization in the field."3

"We surveyed 1000 people...they said they would like to find some kind of work that would help them fulfill themselves, that would help them feel they were doing or going or helping...People are taking more responsibility for their own lives and not simply acquiescing to the companies they work for."4

There is greater employee participation. This includes getting more employee input into management decisions as well as sharing the company's future. "Today's employees...are able to and willing to participate more fully in management decisions at all levels. And the organization that does not let them do so not only turns them off but also wastes valuable intelligence. A major survey of United States workers by Gallup, found the overwhelming majority believed that if they are more involved in making decisions that affect their job, they would work harder and do better."5

"Employees and the corporation that employ them are in the process of redefining the workers' roles in the institution. What is emerging is a new theory of workers' rights and worker participation. It is long overdue."6

One of the major reasons for the trend of employee involvement is the shift of values. This values' shift has resulted in a new attitude about the workplace by the employee. "A large number of people in both the United States and in other nations are in the midst of a profound and enduring change in

basic values... Long held beliefs about the meaning of work in one's life...are undergoing a reexamination and reappraisal...we are in search of new rules, because the old rules don't work anymore."7

TABLE 1

TRADITIONAL VALUES

Self-denial ethic

Higher standard of living

Traditional sex roles

Accepted definition of success

Traditional family life

Faith in industry, institutions

Live to work

Hero worship

Expansionism

Patriotism

Unparalleled growth

Industrial growth

Receptive to technology

NEW VALUES

Self-fulfillment ethic

Better quality of life

Blurring of sex roles

Individ. defin. of success

Alternative families

Self-reliance

Work to live

Love of ideas

Pluralism

Less nationalistic

Growing sense of limits

Information/service growth

Technology orientation 8

"Quietly, almost without notice, a new industrial relations system with a fundamentally different way of managing people is taking shape in the United States. Its goal is to end the adversarial relationships that have grown between labor and management. A major factor is the growing influence of the baby-boom generation- people that were born from 1946 through the early 60's - on work values. The younger generation is more concerned with personal growth and enjoyment of work and leisure. The United States must recognize work and its incentives to appeal to the new workers values."9

What followed in the research was the assessment of the impact of the changing values on the employee's view towards discipline. When the Rockwell Corporation studied the actual causes of employee errors, it found there were really only two: ".The system itself... and the simple fact that people do make mistakes no matter how well the workplace functions...although it is impossible to eliminate errors, it is possible to keep them to a minimum. Most important are ways of discovering them and correcting them before it is too late...Get the workers to find and correct their own mistakes.. We have to take a different attitude towards mistakes, no matter who makes them."10

Huberman writes..." that any disciplinary system must be future oriented and that the punitive approach is past-oriented. Since you cannot force an employee to behave in a particular fashion, punishments or threats of punishment are useless. Each

employee makes a decision how he will behave."11

"The ultimate problem with traditional approaches to discipline is that they take problem employees, punish them, leave them punished problem employees. A non-punitive approach to discipline requires problem employees to make a choice; to become either committed employees or former employees."12

"We know that the values of employees are changing and as a result of that change their motivations differ along with their reaction to traditional discipline."13 What are the alternatives to the practices used today to correct behavior? A major theory is that discipline should be proactive, oriented primarily towards training rather than punishment, and based on the values of the employee and the organization rather than just the organization.

"The future of law enforcement is the future of most everything- things are not unfolding in a vacuum, not parallel to other fields-interface with all."14

"The educated work force want, and will continue to want, the opportunity to participate in decisions affecting its day-to-day work and work environment. If people think they have even modest personal control over their destinies, they will persist at tasks."15 "Being informed and being able to make an impact on company decisions will be considered a right, rather than a privilege, in the years to come."16

Demographics of the City of San Diego

"The City of San Diego has a population of slightly over one million and is now the country's sixth largest city. It is also a city in transition for its population is expected to grow almost 2.5% per year on into the 21st century. Of interest is not just the growth of the city but the ethnicity of people immigrating and being born there."17

"Migration will be about 80% of the source of growth and by the year 2000, 50% of the population will consist of ethnic minorities, roughly twice of what it is today at 26%. The number of Hispanics will increase to about 25% of the population while Asians and Filipinos will grow to about 12% of the population, and Afro-Americans will consist of about 13% of the populace."18

"While racial minorities will increasingly become members of the workplace, so too will women. It is forecast that by the turn of the century, 50% of the work force will be women."19

The requirements for technical skills in city jobs will increase while at the same time availability of trained employees in the labor market will decrease. The community as a whole will become multi-lingual and multi-cultural.

The demographic forecasts relative to the City of San Diego and the potential impact these forecasts have on policing are similar to those experienced by other cities. The shifts in the population, the changing work force, the city's growth and deteriorating infrastructure, dwindling resources, and increasing costs all impact the future of policing the city.

Of particular concern is the manner in which police agencies will deal with their employees in the future during times of transition and turbulence. As society is affected by change so are organizations and their employees. Will the long-standing, institutionalized procedures and practices stand in the way of or facilitate employee performance in the future?

FORECASTING TRENDS AND EVENTS

Panel Selection and Preparation

The forecasting panel of ten members was comprised of the following: Sworn and non-sworn members of the San Diego Police Department, a board member of the Police Officers Association, a psychologist, and a mid-manager from outside the police department. The officers on this panel ranged in ages (from the early twenties to the early fifties), ethnicity, and work experience. The junior officer had slightly over one year of experience, while the senior member had over 25 years.

The Nominal Group Technique (NGT) was explained briefly in a letter sent to each of the participants. A preliminary list of trends and events was included.

TRENDS

The first phase of the NGT process was to add to the already developed list which resulted in a total of 30 trends.

Once these 30 trends were agreed on, and after they were clarified and defined the next phase was to arrive at a consensus as to which five would have the most impact on the topic issue over the next ten years. A hand vote was taken on each of the trends with the consensus of the group as follows:

1. To what extent will the increase or decrease of employee rights impact discipline.
2. To what extent will the administration be held accountable for the type of disciplinary system it uses.
3. To what extent will the perception of the community influence the discipline administered.
4. To what extent will society's norms influence discipline.
5. To what extent will the organization value system influence discipline.

The five selected trends were evaluated by the group. Based on today being rated as 100 they established what the trend level was five years ago. The group was then instructed to use the premise that if the trend keeps going and there are no intervening events, what will be the level of the trend at five years and ten years. The median of the group response was used to chart the final level for each trend. The outcome of that exercise is reflected on Table 2.

Table II

Trend Forecasting Table

LEVEL OF THE TREND
(Ratio: Today = 100)

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 years ago	Today	** 5 Years	** 10 years
Extent of Employee Rights	90	100	107 112	110 117
Extent Administration Held Accountable	80	100	105 120	122 120
Extent Public Perception Influences Discipline	92	100	110 110	120 115
Extent Society's Norms Influence Discipline	97	100	107 110	120 108
Extent Organization's Values Influence Disc,	90	100	110 110	120 123

** Will be/Should be

Trend 1. The extent of increase of employee rights. The median panel response felt that employee rights will continue to increase significantly over the next five years. The basis of this trend was the virtually weekly accounting of legal or administrative decisions that extend protections to or favor the employee. These protections include the right of representation, confidentiality of citizen complaint investigation, appeals, and other personnel matters. Chart 1 displays the median forecast of the panel. High and low forecasts display the forecast range from today through the year 2000.

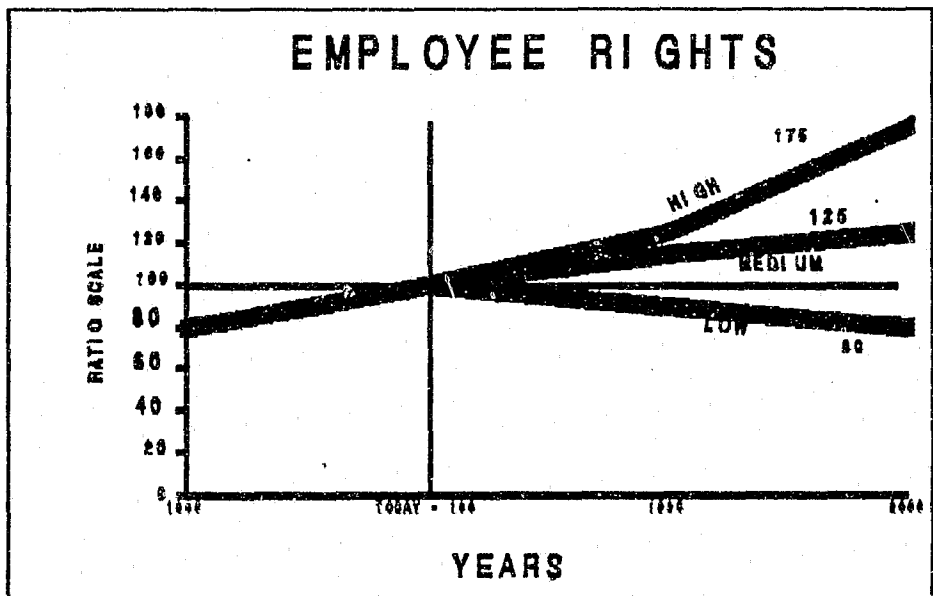


CHART # 1

Trend 2.

The extent the administration will be held accountable for disciplining its police officers. The panel median indicated administrative accountability

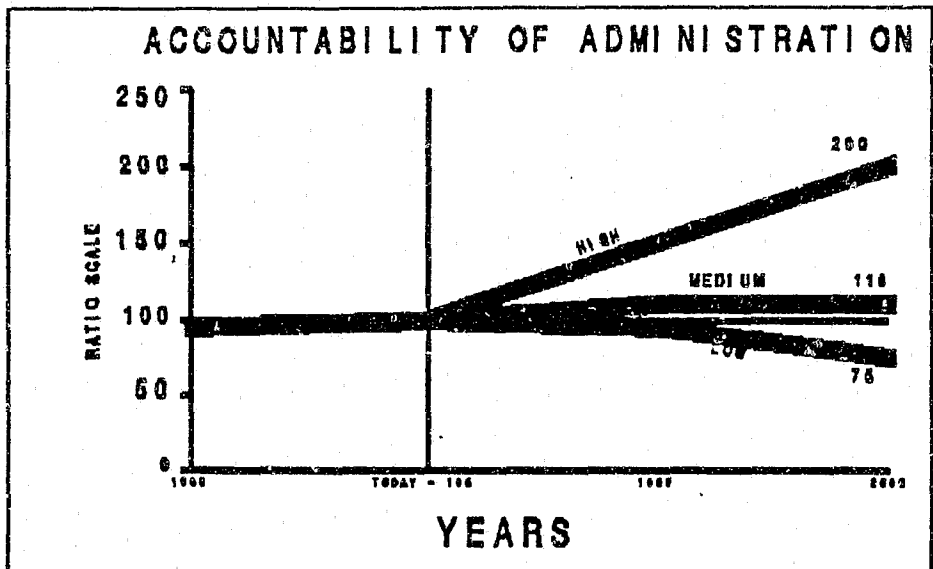


CHART # 2

has been increasing and will continue to increase over the next ten years. Whether by the officers or the public, the administration is being asked to justify or explain its decisions

regarding disciplining officers. Research within the subject agency reveals an increasing number of officers have appealed the administrations disciplinary decisions. By the same token the community of San Diego is asking more questions and demanding more answers from police administration on how it is correcting/punishing the improper behavior of its officers. Chart 2 displays the median forecast. High and low forecasts display the forecast range from Today through the year 2000.

Trend 3. The extent to which public perception will influence discipline of police officers. The group felt that the Department

would respond to or be influenced by public perception of the discipline process within its police department.

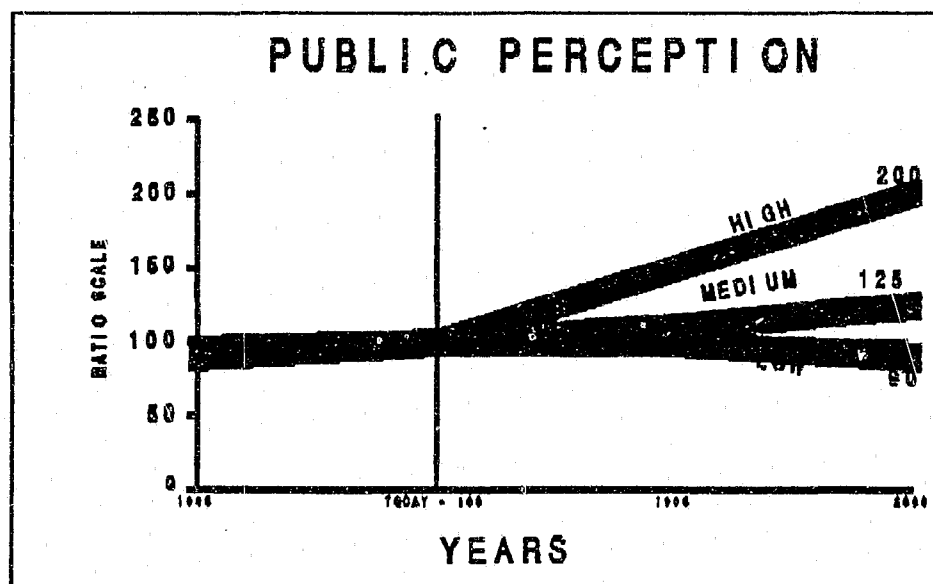


CHART # 3

The confidence the community has in its police Department is in part formed by its perception of how misconduct is being corrected or disciplined. The NGT group felt that decisions regarding discipline for willful

misconduct could be affected by what is thought to be perceived by the community; and, that the tolerance of the community, in addition to the act itself, would be a factor. Chart 3 displays the median forecast of the panel. High and low forecasts display the forecast range from today through the year 2000.

Trend 4. The extent society's norms will influence discipline. The group felt that since the police department is a microcosm of the community, it

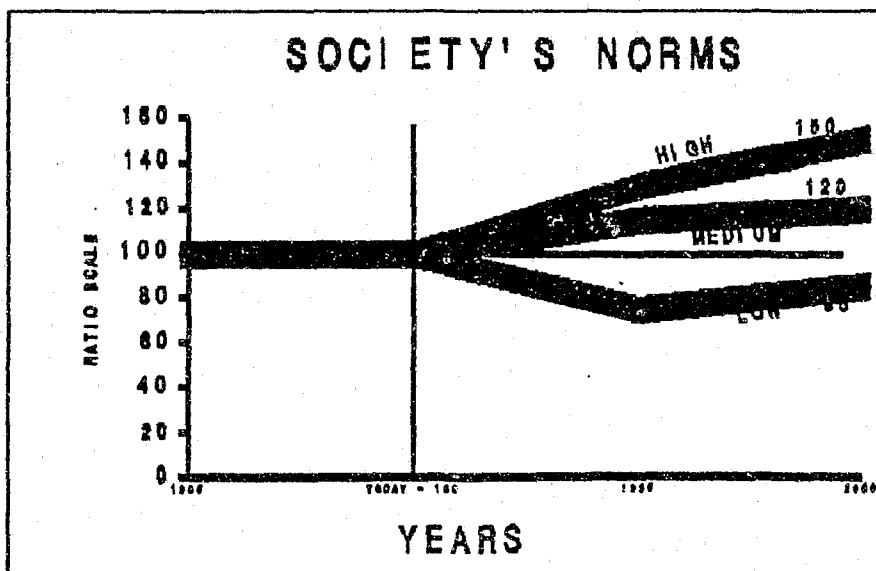


CHART # 4

follows that the norms of local society will be to a certain extent the norms of the department and impact the behavior of its officers. The norms could be influenced through cultural changes and a raising or lowering of tolerance levels. Chart 4 displays the median forecast of the panel. High and low forecasts display the forecast range from today through the year 2000.

Trend 5. The extent the organization's values will affect discipline. The group believed that values significantly affected discipline since it was a statement of what the department was willing to accept as appropriate conduct. It was

also believed that those without clearly stated values had a more ambiguous and inconsistent approach to disciplining police officers, and

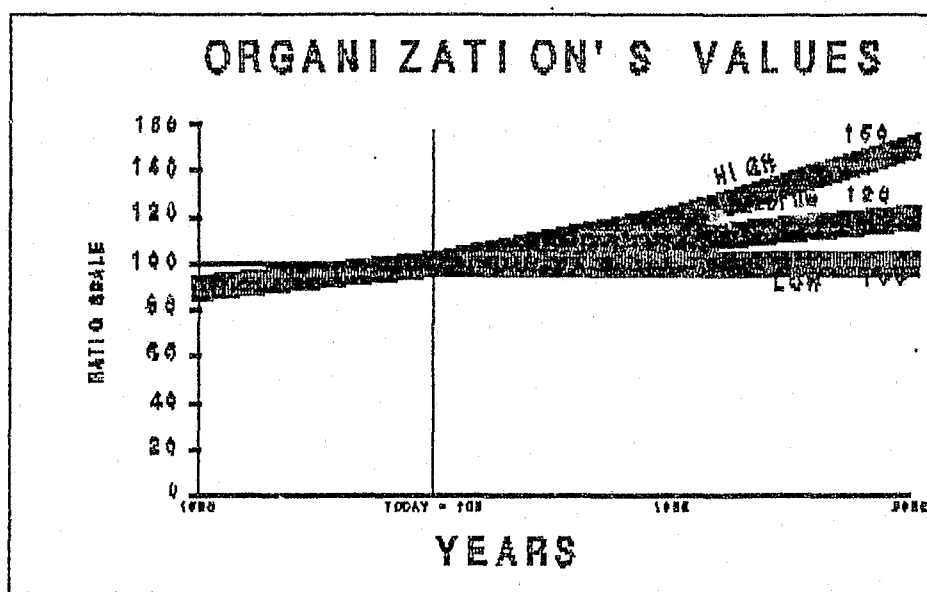


CHART # 5

hence, they experienced increased ineffectiveness in dealing with officer misconduct. The trend as identified by the group will have increasingly greater influence over the next five to ten years.

This was the only trend which one of the members did not believe the trend would decrease. Chart 5 displays the median forecast of the panel. High and low forecasts display the forecast range from today to the year 2000.

EVENTS

A list of 12 candidate events was reviewed by each member of the panel prior to the NGT process. The group was asked to brainstorm events, using a tentative list compiled by the investigator as a basis for developing additional events. Group

members were reminded to focus on the future, up to ten years ahead of their projections. Of all the events identified, the following were identified as the most critical:

Event 1. Court decision. Group members felt there was a strong probability of a court decision being made that would significantly impact employee rights. It was believed that a management miscue or poor handling of a personnel matter would likely prompt a case be heard before a court.

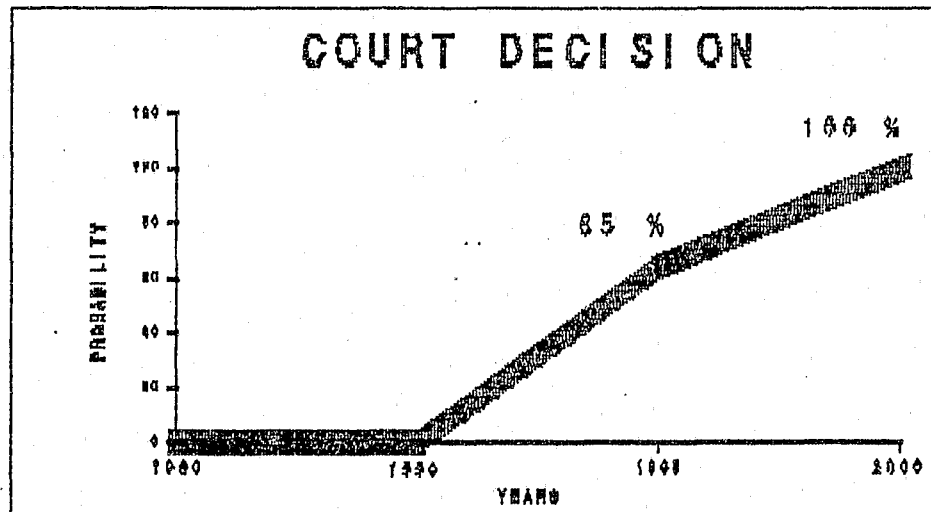


CHART # 6

Chart 6 reflects that the panel members believed there was a 65% probability of this occurring in the next five years and a 100% probability in the next ten years. The earliest this event could occur was in two years.

2. Civilian Review Panel. Group members felt that the establishment of a civilian review panel for oversight relative

to the discipline of police officers was also very likely to occur. If a panel was formulated, group members felt that a

review panel would at least review investigations of police misconduct and suggest how an offending officer should be disciplined.

Chart 7 reflects that the panel members believed there was a 75% probability of this occurring in the next five years and 95% probability in the next ten years. It was believed this event could occur within one year.

Event 3. Police Officers' Association. The panel believed that it was likely the Police Officers' Association would use discipline as a non-economic bargaining tool during labor negotiations. As a result of a negotiated agreement the type and manner of disciplining police officers could significantly change. The panel felt two basic reasons prompted this reasoning: The Police Officers' Association represents non-ranking officers who comprise a majority of the department, and as economic situations of cities worsen, significant non-economic bargaining

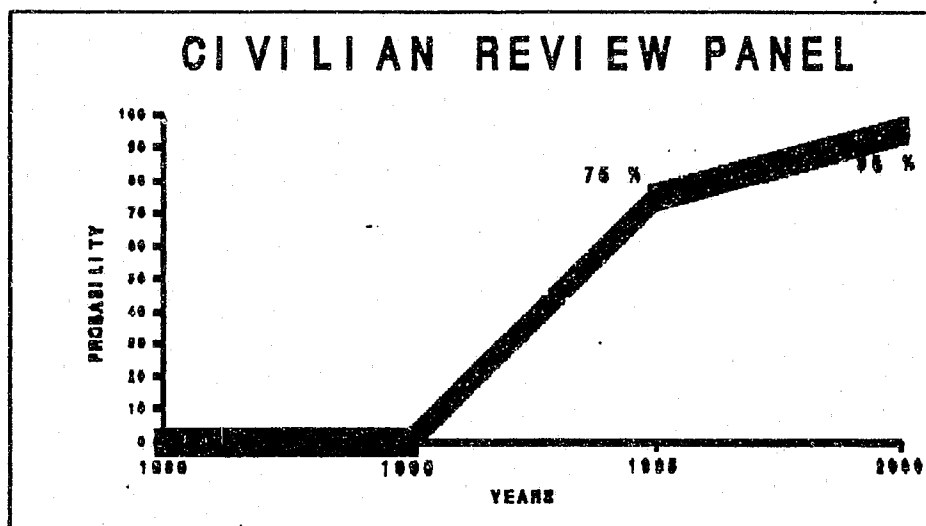


CHART # 7

decisions will be made.

Chart 8 reflects that the panel believed there was a 70% probability this would occur within

five years and a 100% probability of occurring within ten years. It was also believed this event could take place in one year.

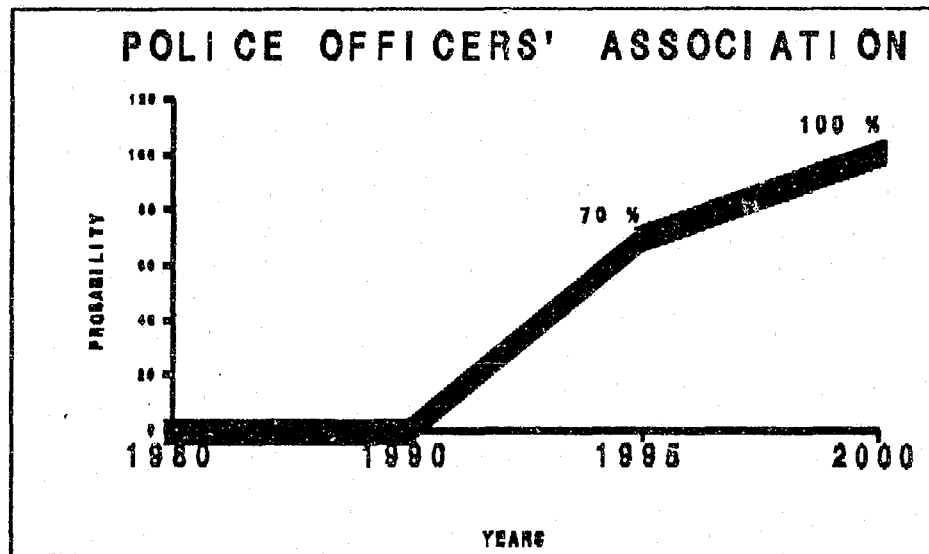


CHART # 8

Event 4.

Chief of

Police. The group felt that operating philosophies differ among chiefs. The present chief could either

change his philosophy or a new chief appointed that could bring with him a new one. NGT members felt that it was quite possible for a chief to be selected because of his outlook toward

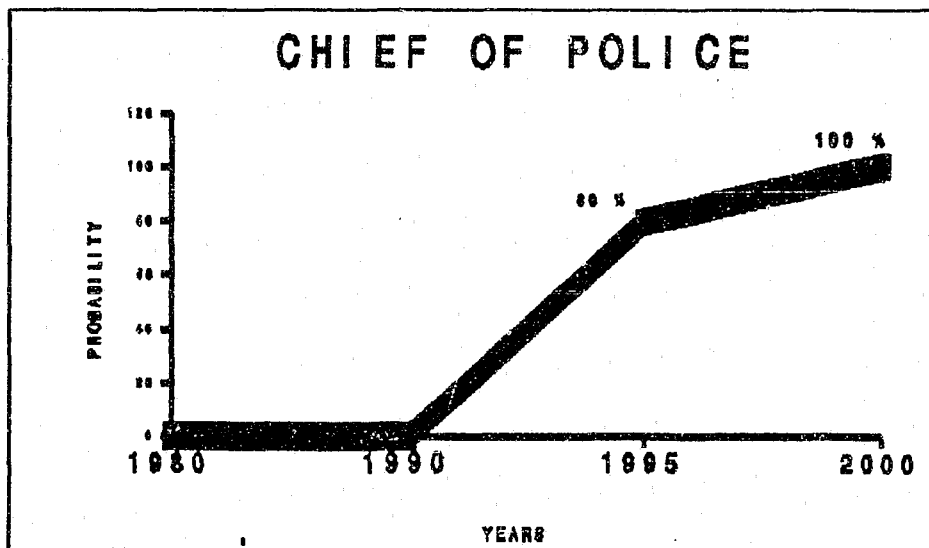


CHART # 9

personnel in general and discipline specifically.

Chart 9 reflects that the panel believed there was an 80% probability of this occurring in five year and a 100% probability of it occurring within ten years. The panel also believed the earliest this could occur was in three years.

5. The Administration. The NGT panel made a clear distinction between the role of chief and administration. The Administration is the top-level management of the organization and as a collective body could influence a change regardless of the individual

views of the chief. This could take place through a group think or group sharing which synthesizes into a common body of

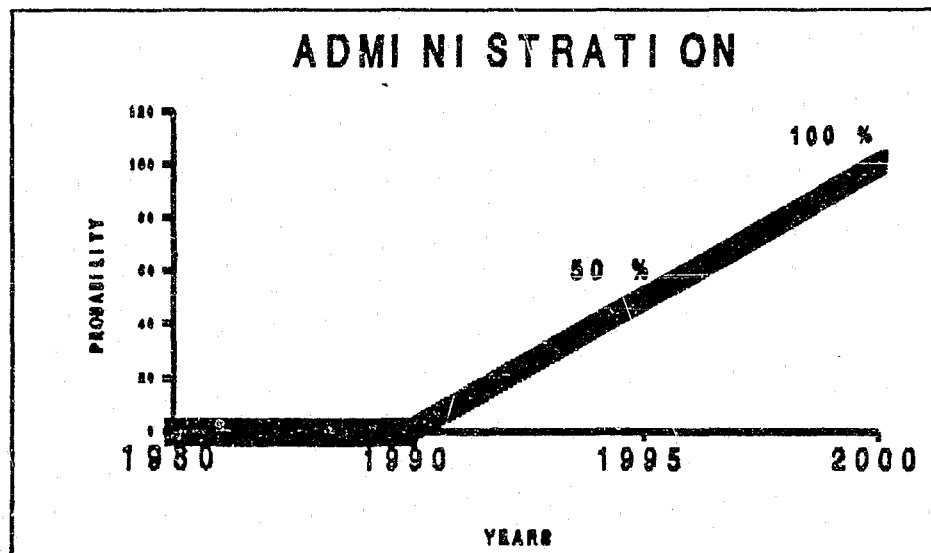


CHART # 10

operating policy. The group believed that in order to more effectively deal with the frustration of crime fighting and an overtaxed criminal justice system, police administrations will be

more employee oriented and give them greater input and control over their own professional destiny.

Chart 10 reflects that the panel believed there was a 50% probability of this occurring in five years and a 100% probability in ten years. It was believed the earliest this could occur was in three years.

EVENT EVALUATION

The events selected by the group were then analyzed further. The group members were asked to evaluate each of the events using an Event Evaluation Form (Table III). Both Internal Probabilities and Cumulative Probabilities were derived for each event.

The Internal Probability of the events was first rated according to the first year there may be a probability of the event occurring. The Cumulative Probability of the events was computed by noting the probabilities of the events occurring in five years (1995) and ten years (2000).

The impact of the specific issue area, as well as the net impact on law enforcement in general, was rated by group members on a basis of zero to 10. The median ratings of the group were used to obtain the probabilities and impacts and are shown on the following chart.

TABLE III

EVENT STATEMENT	FIRST YEAR EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		BY 1995 (0-100)	BY 2000 (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
Court Decision	1992	65	100	5	3
Civilian Review Board Established	1991	75	97.5	5	4.5
Police Officers Assoc. Negotiates System	1991	68.5	75	5	5
Chief Implements System	1993	80	100	5	2
Police Administration Implements System	1993	50	100	6	0

NOTE: Panel medians

CROSS-IMPACT ANALYSIS

The NGT group members determined the interrelationships between probable events as well as between future trends and events by the use of a cross-impact analysis chart (Table IV). The members were asked to look at each event and determine to what extent, if the event actually occurred, would the probability of the other events be affected. A determination was also made of the effect of the events on each trend. The following is a brief description of the results of the cross-impact evaluation and reflects the group's judgment regarding the extent of impact.

TABLE IV

Cross-Impact Evaluation

Suppose this event
occurred.

	How would the probability of the events below be affected?					How would the level of these trends be affected?				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1		30%	30%	0	15%	50%	50%	10 %	0%	0
E2	0		-15%	12.5%	12.5%	-20%	50%	65 %	20%	0
E3	0	17.5 %		25 %	25%	65%	40%	5 %	0	0
E4	0	15%	27.5 %		82.5 %	17.5%	50%	60 %	5%	50%
E5	0	-5%	22.5 %	50 %		50%	40%	22.5 %	0	60%

EVENTS

- E-1 Court decision expands officers rights
- E-2 Civilian Review Panel makes change in discipline system
- E-3 Police Officers Association negotiates change in disciplinary system
- E-4 Chief changes disciplinary system
- E-5 Police Administration makes change in disciplinary system

TRENDS

- T-1 Employee rights
- T-2 Administration held accountable
- T-3 Public perception
- T-4 Society's norms
- T-5 Organizations values

The following events are forecast to be actors due to their number of impacts on the Cross-Impact matrix: (Actor events are those that generate the greatest amount of change in other events and trends)

- Event 2 - Civilian Review Panel - impacts three events and four trends
- Event 4 - Chief changes system - impacts three events and five trends
- Event 5 - Administrative change - impacts three events and four trends

The following trends and events are considered to be reactors due to the number of events which impact them:

- Event 2 - Civilian Review Panel - impacted by four events
- Event 3 - Police Officers Association - impacted by four events
- Event 5 - Administrative Change - impacted by four events
- Trend 1 - Employee rights - impacted by five events
- Trend 2 - Administration Held Accountable - impacted by five events
- Trend 3 - Public Perception - impacted by five events

The most significant impacts involved the interaction of the events. Event 1 will be used as an example of how an event's occurrence interacts in the matrix. A Court decision would:

- increase the probability of a civilian review panel by 30%
- increase the involvement of the police officers association by 30% (Event 3)
- increase the probability of an administrative change by 15% (Event 5)
- increase the probability of increasing employee rights by 50% (Trend 1)
- increase the probability of increasing administrative accountability by 50% (Trend 2)
- increase the probability of public perception affecting discipline by 10% (Trend 3)

The Trend 1 (Employee Rights) will be used as an example of how trends are

impacted by events. The increase of employee rights would:

- increase by 50% as a result of a court decision
- decrease by 20% as a result of a civilian review panel
- increase by 65% as a result of the police officers association
- increase by 17.5% if the chief changed the system
- increase by 50% if the administration made a change

FUTURES SCENARIOS

**POSSIBLE FUTURES OF THE DISCIPLINING OF POLICE OFFICERS
FOR WILLFUL MISCONDUCT**

SCENARIOS

The description of the future in some detail is done by developing scenarios based on trends and events. Included within these scenarios are such factors as demographics, politics, technology, and economics. Three scenarios are written based upon data obtained from interviews, scanning, research and the NGT panel. Two versions of a Normative scenario have been provided along with one Exploratory type.

The first normative scenario (want and can have) is that in which a future may be achieved which is both desired and feasible. Policies are developed and guidelines established that ensure the preferred future actually occurs. The first scenario indicates law enforcement has the option to choose its future.

The second normative (feared but possible) is that in which a future may be realized which is both feared and possible. This scenario suggests what can happen if the future is not considered, nor plans made to address proactively trends and events likely to occur.

The exploratory scenario describes the most surprise-free situation or what will most likely occur. The third scenario is likely to happen because there are no events or circumstances which would deter it from becoming reality.

The Ideal Disciplinary System

(THE WANT AND CAN HAVE SCENARIO)

It is January of the year 2000. Six year veteran police officer Quan Throng is one of the "new breed" of cops--college educated with a masters in sociology. He is a graduate of the new-style police academy, one in which community members of various cultural backgrounds helped to prepare lesson plans, to teach cultural awareness courses, and to participate in experiential training by acting as role players and evaluators during various classes. Quan is on patrol in his assigned community. After working his three twelve-hour shifts he is looking forward to his four days off. And, for a change, he has to appear in court on only one day of the four. Teletestifying from the local area station should only take a couple of hours.

As these thoughts run through his head, he sees a speeding motorist ahead. He activates his radar, locks in the speed, then photographs the vehicle and driver. He makes the stop of a very angry motorist. The motorist causes Quan to respond with rude and derogatory statements. He decides to tack on a couple of additional infractions in his computerized ticket book. This is one of those rare instances in which his human resources and cultural awareness training did not help him handle the situation.

After the contact the driver complains to the Citizen's Advisory Committee on Police Practices. The complaint is forwarded to Internal Affairs for fact finding. Their facts reveal that Quan's conduct was unprofessional. The completed investigation is sent to Quan's commanding officer, Maria Sanchez.

Captain Sanchez convenes the Departmental Peer-Review Panel. This is a group of veteran officers trained in matters of human behavior and counseling. In fact, many officers participated in its design and implementation. The panel reviews the investigation and interviews Quan. He chooses not to exercise the option of having one of his peers as an advocate. Based on the panel's assessment of the incident and their personal knowledge of Quan's work habits, they make a recommendation that he attend a remediation class in interpersonal communications and handling conflict, information he must share later with his coworkers. This recommendation came from a list of training/remediation options available to the panel. He also has a responsibility of meeting with the offended motorist and establishing an open line of communication. Quan is then assigned a department mentor who continues to work with him in developing his professional career and to work with him on specified performance weaknesses.

If Quan chooses to appeal the recommended remediation, he may schedule an appeal with the County Peer Appeals Board which

is comprised of two peer-level law enforcement officers and one responsible community member. They also are specially trained in human relations and human behavior.

Officers throughout the department are pleased with the Peer Review system. Although supervisory personnel have the opportunity to recommend options to the Peer Review Panel's recommendation, experience has shown this to be unnecessary. A sense of fairness has returned to the organization since members are provided an opportunity to input their opinions. The Department's emphasis is on saving employees through training and professional development, allowing them to be responsible for their own conduct.

The Never Ending Nightmare

(THE FEARED BUT POSSIBLE SCENARIO)

The date is November the 16th, 1999. Officer Quan Throng, a ten-year veteran of the San Diego Police Department, is enroute to his appeal hearing with one the department's deputy chiefs. Quan received a one-day suspension for using excessive force. Quan feels as though the department has no idea of the current working conditions which officers have to endure. He believes a one-day suspension for tightening handcuffs too tight on a street person under arrest for warrants is grossly unfair and will fight the suspension as far as he can

The incident came to the attention of the police department through a concerned citizen who observed the arrest being made. The citizen contacted the Civilian Review Panel on Police Practices, making a complaint which was ultimately turned over to Internal Affairs for investigation. Citizen complaint investigations have become so legally technical that a team of police supervisors with legal background and training are selected as investigators. As a result, Internal Affairs determined that Quan applied the handcuffs too tightly which caused bruising to the wrists of the arrested party.

At the time the complaint was received, Quan was notified as required by law that he was the subject of a citizen's complaint investigation, and he had a right to representation while being questioned or asked to submit reports.

Quan has received a prior warning for being discourteous to a motorist while issuing a citation. This incident occurred less than a year ago, and Quan knows he is in the progressive discipline loop. His discussion with fellow officers reveal this pattern: the department attempts to place a paper trail on its officers and the discipline escalates with each incident.

Quan immediately goes to the Police Officers' Association as he is encouraged to do by his peers, and seeks legal advice. The association has five attorneys on retainer, one of whom is assigned to Quan. Internal Affairs sends the report of its completed investigation to Quan's supervisor, after it has been reviewed by the Citizen's Advisory Panel. The supervisor then makes a recommendation based on her opinion of how it may be perceived by both the chief and the Citizen Advisory panel. Based on widespread community distrust of the police investigating the police, two years ago, community activists lobbied city government to include the Review Panel in the report review process. They have the authority to overview discipline of police officers. Both are advised of the outcome. The supervisor is also aware that the public has become increasingly intolerant of misconduct on the part of officers. Thus, the recommendation for a one day suspension.

Quan, in the company of his attorney, appeals his case before his commanding officer. The discipline is upheld at that level and Quan appeals to the next level ultimately ending up with the Civil Service Commission. After a long and oftentimes heated

hearing, the Commission overrules the department and downgrades Quan's suspension to a reprimand, resulting in a loud objection from the Review Panel. From the time of the incident to the final decision, months have passed, acrimonious relationships develop among department members, and staff is left confused regarding appropriate sanctions for officer misconduct. His supervisor tells him that if it had been up to him, he would have given him a reprimand in the first place. It is an incident Quan will never forget.

It could Happen

(THE MOST LIKELY SCENARIO)

Officer Carlos Mendez is cruising through his assigned neighborhood; he is looking for a safe and convenient place to park his police car. It is that time of the day for him to get out of his car and make face-to-face contact with the residents and business people in the neighborhood. This is one aspect of the job that Carlos really enjoys: he looks forward to his contacts with the citizens, and they with him.

It is May of 1999, Carlos has been with the department now for four years as a police officer. For three years before that he had been a police intern working full time during the summer, plus part time while school was in session. The officer is very proud to have reached the stage in his career in which he is working permanently in an assigned area. He feels responsible for the crime and social conditions that exist and thinks the department believes he can make a difference.

The area Carlos enjoys so much is the Asian-American enclave of the city. It was formerly known as East San Diego/Normal Heights. Over the years, the community has transitioned from a middle class white community with small representations of Afro-Americans and Hispanics to 90% Asian-American with small pockets of anglos, Afro-Americans, and Hispanics. Small businesses have sprouted up that cater to the Asian-American cultures.

As Carlos strolls down the street, he encounters five

teenagers loitering near the front of a convenience store. Their appearance leads Carlos to believe they are gang members. He walks up to them and attempts to engage them in conversation. They immediately become flippant, make racial slurs, and joke among themselves at Carlos' expense, challenging his authority to contact them. He believes that the youths are behaving as they are because of their Cambodian culture and his Hispanic background.

Carlos could easily have become upset with the youths, possibly saying or doing something that he would have regretted and would undermine his position as a police officer. Rather, he remembers the cultural training and education he received in the academy. He applied the refresher training in cross-cultural communications received via the departments telecommunications-teletraining network. Thus, he approaches these unruly adolescents as a professional police officer.

Carlos seizes the opportunity to develop rapport with the youths. Rather than walking off and patting himself on the back for not getting mad, he decides to make every effort to recruit the teenagers into the department's Young Citizen's Academy. This academy has been specifically designed to introduce young people to the various aspects of police work and crime prevention, acquaint them to the various cultural differences in our multi-cultural city, and teach them coping skills. Hundreds of local youths have been through the academy and Carlos and his peers were sensing that relationships between the officer and the

youngsters was improving. It was a positive program to counteract gangs.

Carlos is recognized by the department for his efforts. He is one of a growing membership of officers who are taught and believe in responsibility to the community. Through department training he has acquired skills and abilities by which he has various strategies to deal with various issues. His effective interpersonal skills, his community problem-solving abilities, and his impact on crime are qualities the department values in its officers.

SUMMARY

In Part One futures forecasting was conducted using scanning techniques and a Nominal Group exercise for development of trends and events that could impact the type of discipline used for officers who have engaged in acts of willful misconduct. The nominal group identified potential relationships between those trends and events by the year 2000.

Three scenarios were created from these data. One scenario described an increasingly deteriorating relationship between labor and management relative to discipline. The scenario "The Ideal System" described a desired and attainable future based on the future as identified by the Nominal Group and interviews; the exploratory scenario described a third possible future which was based in large part on interviews, scanning, and interviews.

PART TWO

THE CONCEPT UNFOLDS

Strategic Plan for Implementing a Peer-Based Disciplinary System

THE CONCEPT UNFOLDS

STATEMENT

The forecasting of the future has concluded and now an evaluation of the present must be done to develop a policy that serves as an implementation tool for the "desired future" scenario.

In Part One, trends and events were discussed that would likely impact the manner in which police officers are disciplined over the next ten years. The discussions developed data for three scenarios which identified various sub-issues, all of which were interrelated.

Part Two of this report will develop a strategic plan for creating the desired future as described in the trend scenario "the ideal system." The strategic plan develops a foundation for preparing the San Diego Police Department to implement a new disciplinary system. This requires an evaluation and analysis of the proposal's impact on the organization, as well as the development of a mission statement and a plan for actual implementation.

The model agency selected for development of the Strategic plan and Implementation plan will be the San Diego Police Department. The Department, with almost 2000 officers, is

organized in the typical hierarchial pyramid with the top executive being the chief of police who reports to a city manager. The style of management is "leader/manager" with the chief being the leader; the assistant chief the manager; deputy chief a leader; commanders managers; and so forth down the chain of command. Although the responsibilities overlap to an extent, each position is distinct in that it has either leader or manager responsibilities.

Several years ago the department assessed its philosophy relative to discipline. As a result of this assessment, a dual-track system of discipline was developed. The characteristic of a dual-track system is that honest mistakes and willful misconduct are treated differently. The official department policy is to use a concept of progressive discipline whenever applicable. This means that generally corrective action taken for the first offense will be less severe than that taken for a subsequent offense. It does not mean that all disciplinary action must follow a prescribed pattern. However, honest mistakes are normally training and competence issues while willful misconduct is one of punishment. Police officers have various levels of appeals, the highest of which is to the Civil Service Commission in cases of demotions, suspensions and termination of officers who are non-probationary.

The department has continued to analyze its disciplinary system. Although generally satisfied with the dual-track system, police administrations are concerned with inconsistencies, or at

least the perception of inconsistencies, relative to the imposition of discipline. Periodically, adversarial relationships develop between ranking and non-ranking members of the department. There is also a view that the management team members have differing opinions as to the appropriate level of discipline; that the extent of the sanction imposed is dependent upon who the person is that makes the recommendation. Basically discipline is view as a top-down process; the person initiating the discipline makes a recommendation which is either approved or amended as it goes up the chain of command.

ENVIRONMENTAL CONDITIONS

The environment in which the proposed change is made will provide an opportunity or create a threat for the various department members. When making changes in the environment, one must identify strengths and weaknesses of the organization within which the change is taking place. The proper strategy will be based in part on this assessment. Determining the department's weaknesses, opportunities, threats, and strengths (called the WOTS-UP), is an ingredient of the planning process. The WOTS-UP analysis is the technique by which this determination is made.

WOTS-UP

The WOTS-UP analysis was conducted with a representative group of five police officers from the San Diego Police Department. Their assignments and work experiences varied, as did their rank and extent of formal education (from a Masters to two years of college). They were asked to conduct an analysis of the department's environment in the context of dramatically changing its disciplinary system, one which is based on peer review and recommendations. The following is a synopsis of that analysis:

The Department's Weakness - The values and work motivations of department members vary, so attitude towards organizational change will be met with speculation and an assortment of reactions. The department has a history of a willingness to make change, implementing new programs, and involving employees in some of decisions and policy-making. However, there have been some innovative projects that have fallen by the wayside or appear to have been forgotten. Many of the employees seem to dwell on the failures rather than the successes in attempts to alter the system. As a result of this there is concern that the department may lose interest in changing its disciplinary system. The other perceived weakness is that of competing philosophies at the chief's level, and differing views as to how discipline should be handled. It was also opined that one of the organization's greatest weaknesses relative to discipline was the

inability of first-line supervisors to understand the philosophy of discipline, and to know consistently when to initiate discipline and what to recommend. In the same vein, the department's remediation or refresher of its disciplinary practices was deficient.

The Department's Opportunities - Depending on the model developed to implement a new program, there should be an opportunity for representatives from throughout the organization to give and share ideas. Given a chance to join into the change process, members are more likely to "buy in" to the new disciplinary system, generating a greater chance for its success. It was also believed that the relationship among the administration, the rank and file, and the Police Officers Association could become a stronger one if representatives from the groups were consulted concerning the development of an approved system. There was also consensus that if made aware of these innovations, citizens would have a greater confidence in the police being able to police themselves.

The Departments Threats - It was the belief of the WOTS-UP group that the fear of change itself posed the greatest threat to the organization. People typically resist change, especially if they are not in some way included in the process. A considerable threat is that the legal community may take exception to a peer-based disciplinary process for fear that due process may be violated or employees will not have the right to legal representation. The other threat is that the administration may

view the proposed changes as a loss of power and influence if recommendations for discipline come from peers. An added concern is the perception by department managers and administrators that a change is necessary because they failed rather than a desire for improvement. The greatest threat as perceived by the group was that first-line supervisors will feel "left out" if they are not a vital part of improvements in future disciplinary systems.

The Department's Strengths - The San Diego Police Department has developed a reputation for willingness to experiment with new concepts and ideas. As a result, there is a feeling that it has been through the turbulence of change in the past and can handle it well in the future. As a whole the department has a generally open and honest relationship with the community. Individual members have effective working relationships with social groups, town councils, community leaders, professional groups, and concerned citizens. The systems are already in place to utilize these officers as change agents who can inform community groups about the disciplinary system, and thus contributing to an even better relationship.

ORGANIZATIONAL CAPABILITY AND RESOURCES

In the course of this research, police officers of various ranks within the police department were provided with two forms by which to rate the capability of change for the department. What is shown next is the value of determining the need for

change, as well as the overall capability of the department to handle it.

It was the opinion of those surveyed (table V) that a majority of the participants believed that personnel, calls for service, pay scale, benefits, and citizen complaints about police personnel were below average. The strengths within the organization were viewed as the facilities, training, supervisors skills, ability to specialize, and the sworn/non-sworn ratio.

Table VI displays the participant's view that management has the knowledge and education to make change, that the culture seeks change, but the willingness of management to make change needs to be improved. It appears that some effort need to be made at the mid-management level to move managers towards a more pro-active change position. If the change is to be effective, mid-management must be instrumental in facilitating the process rather than serving as a bottleneck or blockage.

TABLE V

CAPABILITY RATING ANALYSIS ONE

- I Superior. Better than anyone else. Beyond present need.
 II Better than average. Suitable performance. No problems.
 III Average. Acceptable. Equal to competition. Not good, not bad.
 IV Problems here. Not good as should be. Deteriorating. Must be improved.
 V Real cause for concern. Situation bad. Crisis. Must take action.

Category:	I	II	III	IV	V
Manpower			10	80	10
Technology		10	70	20	
Equipment		20	80		
Facility		70	30		
Money			40	60	
Calls for service			20	60	20
Supplies			80	20	
Management skills		20	70	10	
P.O. skills		40	60		
Supervisory Skills		50	30	20	
Training	10	50	40		
Attitudes		40	60		
Image	10	20	70		
Council Support		20	40	30	10
City Mgr. Support		40	50	10	
Specialties		80	10	10	
Mgt. Flexibility		20	30	50	
Sworn/non-sworn ratio		80	20		
Pay Scale			30	60	10
Benefits			30	60	10
Turnover			90	10	
Community Support	10	20	30	30	10
Complaints Rec'd			40	60	
Sick Leave Rates		40	60		
Morale		20	50	10	20

TABLE VI

CAPABILITY RATING ANALYSIS TWO

I	Custodial	Rejects Change
II	Production	Adapts to Minor Changes
III	Marketing	Seeks Familiar Change
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

Category:	I	II	III	IV	V
TOP MANAGERS					
Mentality/Personality	10	30	30	20	10
Skills/Talents	10	30	30	20	10
Knowledge/Education		20	40	40	
ORGANIZATIONAL CLIMATE					
Culture/Norms		40	10	50	
Rewards/Incentives	30	40	30		
Power Structure	30	40	30		
ORGANIZATIONAL COMPETENCE					
Structure			30	10	60
Resources		40	60		
Middle Management	20	20	30	30	
Line Personnel		20	70	10	

MISSION STATEMENT

The mission statement is valuable to an organization because it provides both direction and purpose. Seven Department members were given examples of macro- and micro-mission statements, and asked to comment on their applicability to the issue. With minor revision, the statements were accepted as written.

Macro-mission. The general philosophy of discipline is to create a work environment and conditions in which employees have the opportunity to motivate themselves to work productively within acceptable behavior standards.

Micro-mission. The specific objective of discipline is to hold employees accountable for their behavior and through peer assessment recommend counseling, training, and remediation that constructively and positively correct acts of willful misconduct.

STAKEHOLDER ASSUMPTIONS

Before a policy is developed, it is important to identify all those persons, groups and organizations who may have a stake in that policy. Stakeholders can be either in favor of the policy or opposed to it and as a result can either help or hurt during planning and implementation. In order to address a course

of action to deal with shareholders, especially those who need to be influenced to move from their positions, assumptions have to be made about those positions. The Stakeholder Assumption Surfacing Technique (SAST) was used for this purpose.

Included within the list of stakeholders is a "snaildarter"-- someone who is not readily identifiable as potentially having significant impact on the implementation of the policy.

Following is a list of the concerns of the most significant stakeholders and an identified snaildarter relative to the matter of police discipline:

1. Police Officers

- * Support a change to an employee-based disciplinary system
- * Wish to be involved in the planning phase
- * Are concerned about the Chief's veto power
- * Support disciplining fellow officers for misconduct
- * Desire to have the Police Officers Association represented during planning phase

2. Police Chief

- * Supports a change to employee-based disciplinary system
- * Wishes to involve all levels in planning and implementation
- * Is concerned about total buy-in by management team
- * Wishes to have himself or other top level administrator with veto power

3. Community members'

- * Wish to be kept informed as the system develops
- * Support disciplining officers for misconduct
- * Wish to know outcome of sustained citizen complaints regarding officer misconduct
- * Support the concept of the new disciplinary system

4. Police Officers Association (POA)

- * Supports changing the disciplinary system
- * Wishes to be involved in the planning and implementation
- * Is wary of management's reason for changing system
- * Is interested that all legal requirements be followed
- * Wants it to be made clear that non-ranking officers welcome to become involved in planning

5. First-line supervision

- * Wishes to be involved in planning and implementation
- * Is concerned they will have more paperwork
- * Sees discipline as a training issue relative to its imposition
- * Is concerned that they will lose control/influence over their officers
- * Wants to be consistent when disciplining officers
- * Is leery of the Citizen's Review Committee on Police Practices

6. Other Police Agencies

- * Support a study of police discipline
- * Are not all in support of a peer-based disciplinary system
- * Have differing views about disciplining officers
- * Are interested in the outcome of the San Diego Police Department Experience
- * May implement a peer-based system if San Diego's experience is successful

7. Civil Service Commission

- * Supports peer-based system if number of employees appealing discipline decrease
- * Is interested in seeing if system can be used by other city departments
- * Is concerned that employee rights are protected

8. City Manager

- * Is interested in programs that improve department image and/or decrease costs
- * Supports the chief and department members
- * Encourages the chief to try new programs
- * Supports the department attempting to increase its efficiency and effectiveness in handling personnel matters
- * Will act as a liaison between police department and city council members

9. Police Management

- * Want to be involved in planning and implementation
- * Support the concept of peer-based discipline
- * Want to be involved in decision-making
- * Are concerned that matters of discipline will no longer be their responsibility
- * Are skeptical that a peer-based system will work
- * Want a disciplinary system that improves performance and morale
- * Want a disciplinary system in which incompetent employees can be terminated from employment

10. Personnel Director

- * Is skeptical of a change in the disciplinary system without Personnel staff input
- * Believes that Personnel and Civil Service rules could be violated
- * Believes that the police department will influence labor groups in other city departments
- * Will be a resource for change if employee rights are protected and the Civil Service Commission Approves

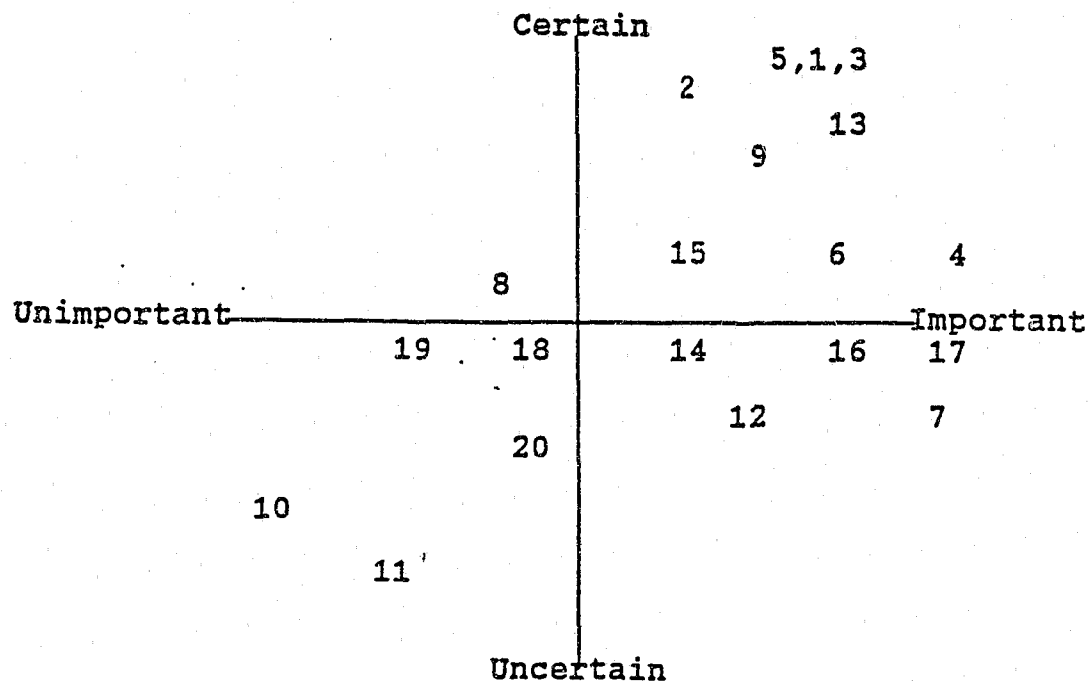
11. Training Centers

- * Do not want to become involved in disciplinary matters or personnel concerns
- * Are concerned that officers in classes will be there for the wrong reasons
- * Are opposed to training being used as a substitute for punishment
- * May not provide the classes appropriate for remediating behavior

SAST Mapping

The last phase of making strategic assumptions is determining the importance and certainty of the stakeholders assumptions. Table VII displays the outcome of the mapping which assists with developing a future negotiating strategy. The first

TABLE VII STRATEGIC ASSUMPTION SURFACING



- | | |
|----------------------|------------------------|
| 1. Police Chief | 11. Media |
| 2. Police Officers | 12. Other City Depts. |
| 3. Police Off. Assoc | 13. Sergeants |
| 4. City Manager | 14. City Employees |
| 5. Civil Ser. Comm. | 15. Civilian Review |
| 6. Community | 16. PORAC |
| 7. Attorneys | 17. Other Pol Agencies |
| 8. Police candidates | 18. Clerical |
| 9. Police Management | 19. City Personnel |
| 10. Criminals | 20. Training Div. |

criterion is the stakeholders' importance to the organization and the second is the degree of certainty.

Strategic Assumption Surfacing Technique (SAST) reveals the importance of stakeholders to the issue and how much effort should be directed towards each. The chart shows that the media is not important to the issue; however, this assumption is also uncertain. Other city employees have a limited degree of importance but there is also a degree of uncertainty about this assumption.

The stakeholders having the most certainty are the chief, the officers, the officers association, and the Civil Service Commission. They all have a vital role in future planning, both strategic and transitional.

STARTING THE PLAN

Modified Policy Delphi

The Modified Policy Delphi was used to identify and prioritize strategies that deal with the issue. Five Department members were selected as panel members. They were given the issue as well as the future scenario, "The Ideal System". The panel members were asked to develop a policy that would positively influence the practice of disciplining police officers for willful misconduct with the next ten years.

The list of alternative policies originally consisted of

TABLE VIII

RATING SHEET FOR POLICY DELPHI					
Alternative 1: Describe and publicize concept of peer-based disciplinary system					
Feasibility	DF	PF	PI	DI	Score=30
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	
Alternative 2: Form a Discipline Task Force comprised of Department Members					
Feasibility	DF	PF	PI	DI	Score= 30
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	
Alternative 3: Contact Other Law Enforcement Agencies and Adopt Aspects of Their Systems					
Feasibility	DF	PF	PI	DI	Score=17
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	
Alternative 4: Have Administration Design a Disciplinary System					
Feasibility	DF	PF	PI	DI	Score=10
Desirable	VD	D	U	VU	
	(3)	(2)	(1)	(0)	
Alternative 5: Have Citizen Review Panel Design Aspects of Disciplinary System					
Feasibility	DF	PF	PI	DI	Score=1
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	
Alternative 6: Combination of 4 and 5					
Feasibility	DF	PF	PI	DI	Score=3
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	
Alternative 7: Form a Discipline Task Force of Various City Departments					
Feasibility	DF	PF	PI	DI	Score=0
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

DF=Definitely Feasible
 PF=Possibly Feasible
 PI=Possibly Infeasible
 DI=Definitely Infeasible

VD=Very Desirable
 D =Desirable
 U =Undesirable
 VU=Very Undesirable

seven but it was decreased to two by using a Policy Delphi Rating Table VIII is the data table for this process. The two scoring the highest and the one most polarized in terms of its low score were selected.

Selected Policy Alternatives

1. Describe and publicize the concept of a peer based disciplinary system to all department members, the city manager, the civilian review panel, and police officers association.
2. Form a discipline task force comprised of all levels of police officers, the department legal advisor, and Police Officers' Association and assign them the task of developing a peer-based disciplinary system.

The following policy is the one raters were most strongly opposed to:

- 3 Coordinate with City Personnel, Civil Service Commission, and the City Manager and have representatives from all those departments serve on the committee, chaired by a member of the Police Officers' Association.

ALTERNATIVE ANALYSIS

After selection of the alternatives, analysis must be conducted relative to their "pros" and "cons" of the policy. The abbreviated alternatives along with their pros and cons are listed below:

1. Describe and publicize the concept

Pros:

- * People will become aware of the concept
- * People will have the opportunity to ask questions and/or provide feedback
- * People may volunteer to serve on the task force or do committee work
- * People will be alerted to a pending change

Cons:

- * Department members may speculate, generating rumors
- * Some may disagree and try to undermine the effort
- * Some may feel there will be additional work to perform
- * May not be acceptable to some in other city departments

2. Form a task force

Pros:

- * Increases the base of ideas, knowledge, and experience
- * Work can be shared
- * People with expertise can be called to contribute
- * All levels can become involved in the process

Cons:

- * Task force members may be taken away from their normal duties
- * Scheduling conflicts may prolong life of task force time lines
- * Jealousies may arise from non-members
- * Becomes difficult to fix responsibility, blame or credit

3. Coordinate with other city departments

Pros:

- * May at some time need their support or resources
- * They may volunteer their expertise
- * They provide feedback from sources previously unthought of

Cons:

- * May restrict creativity due to firm view about following established policies or procedures
- * May want to exert influence over direction of task force
- * May stifle input from task force members; fear of leaking information

NEGOTIATION STRATEGY

A another valuable tool to be used during negotiations are the stakeholders assumptions. An assessment of the stakeholders

needs will help develop the appropriate strategy. The last phase prior to negotiations is a stakeholders needs assessment. In this matter of police discipline changes with the San Diego Police Department, the following represents this stakeholder evaluation:

Police Officer

The police officers need to feel a part of, and help create the design and planning of the disciplinary system. It is also necessary for them to know they are a valued resource in the organization. They need to have a clear understanding of the mission of the department and the intent of the disciplinary system. To make this system successful, they must also communicate to their peers the progress of the implementation and provide feedback to significant persons in the implementation process. The officers need to operate in a threat-free environment where they are not inhibited or intimidated due to rank or assignment, while developing trust in their organization and its leaders.

Police Chief

It is necessary for the chief to state his support for the task force as they prepare to design an implementation plan; this support should be articulated consistently and frequently. He also needs to garner the support of his management team while at the same time holding the task force accountable for time lines. The chief has a requirement to openly communicate with the Police

Officers Association, and with his supervisor, the city manager. He also needs to communicate with the community and assure them that the disciplinary system is intended to improve performance "on the street".

Community Members

Community members need to understand the benefits of changing the disciplinary system. It is necessary to assure them that the level of service will ultimately be improved. They also should be given a copy of the mission statement along with being briefed at scheduled intervals. Information flow to the community is vital to keep rumors and innuendos from being accepted as fact. Community members also have a responsibility to communicate accurately and factually the purpose and design of the redesigned disciplinary system.

Police Officers' Association (POA)

The POA needs to be represented during times of changes in personnel procedures. There is a necessity for them to assure the membership that they have bought into the system; the only way this can be done is for the POA to be kept informed, either through participation or briefings. The POA needs to become involved from the onset for two reasons: they have a wealth of experience and feedback to share with the task force, and the membership at large will have more confidence in the process and ultimate outcome.

First-line Supervisors

First-line supervisors need to be involved in the implementation planning. It is critical that they have a clear understanding about the philosophy and purpose of the system. They need to show support of the new system while conducting their daily business with their subordinates. First-level supervision is the most critical position within the department for assuring that messages are being delivered, practices reinforced, policies followed, tone is being set, and feedback is be solicited. One of the positions most threatened by a new disciplinary system is this one. Because of this, encouraging and requiring first-level supervisors to participate from the beginning to end is necessary.

Other Police Agencies

Other police agencies need to be informed of the purpose, structure, success, and weaknesses of the disciplinary system. Other police agencies are in the position to benefit from the experience of the San Diego Police Department. They need to develop lines of communication and flow of information with key San Diego personnel.

Civil Service Commission

The Civil Service Commission need to be assured that the employees rights will be protected regardless of what changes are made. They also need to be constantly informed of progress as it

is made and successes as they occur. They have a need to be consulted by both the chief and representatives of the employee groups as the system is being designed and implemented. The Civil Service Commission has a responsibility to assure the fair and equitable treatment of all employees. If they are taken out of the appeals loop, they will be deprived of one of their sources of feedback; another feedback process needs to be established to fill the void.

City Manager

The city manager needs to maintain his control over the chief and the police department. He needs to be aware of the concerns of the city council members and listen to the concerns of the council's constituents. He needs to be consulted by the department regarding the development of the program and potential financial impact. He needs to be in a position to veto aspects of the plan. The support of the manager needs to be developed either at the concept stage or certainly at the time of implementation.

Police Managers

Police managers need to feel they are a vital part of the disciplinary process and that their opinions and recommendations are valued. They need to be included during all phases of planning, and their buy-in is also essential. Many of the perception issues that develop at the top or the bottom of the

organization can be defused if those in the middle take an active role in facilitating a two-way flow of information. For that reason mid-level management needs to be involved in both policy making and decision making. Also important is the need for the management levels to help the critical first-line supervisors feel more secure in their roles.

ADMINISTRATION AND LOGISTICS

The administration of the strategy rests with all supervisors within the department. However, the chief has ultimate responsibility. He must assure that control and evaluation techniques are in place that constantly monitor the strategy as well as providing feedback. The approval of the city manager and the Civil Service Commission are important for two reasons: (1) The internal workings of the department should be well-known by the City Manager and those to whom he reports, and (2) The Civil Service Commission must be assured that personnel matters are being handled fairly, equitably, and within legal sanctions.

Training of all personnel in the new disciplinary system will be instrumental in assuring consistency throughout the department. The success of the new system rests with the knowledge that people have of its mission and application and the commitment all levels within the department demonstrate.

PLANNING SYSTEM

Appropriate planning is critical for the development of a program to implement a new disciplinary system. The determination of the most suitable planning system was achieved by analyzing the organizational environment. Two factors were considered for this analysis; (1) The predictability of the change in the environment, and (2) the turbulence or rate of change in the environment.

The analysis showed that "operational/tactical" planning was the appropriate mode. This is because discipline is administered in a relatively predictable environment and at a fairly deliberate rate.

The basic mission of implementing a new disciplinary system is to effectively and efficiently administer appropriate sanctions for police officer misconduct.

The "operational/tactical" planning requires quality control and evaluation at scheduled intervals. The progress should be reviewed weekly the first month, every two weeks for the two following months and then monthly until the conclusion of the project. After implementation, quarterly feedback and review sessions should be established so outcomes can be monitored and fine tuning conducted.

SUMMARY

In Part Two, the stage was set for future implementation of a peer-based disciplinary system within the San Diego Police Department. Weaknesses, opportunities, threats, and strengths were analyzed, a mission statement developed and assumptions stated concerning the various stakeholders. Those data serve as a basis for selecting a policy which were necessary for designing and implementing a new, peer-based disciplinary system.

PART THREE
Implementing the System

STATEMENT

The third objective of the study is to develop a transition management process that facilitates the development of a peer-based disciplinary system. The transition plan is designed to ensure an orderly transition into the desired future state and appropriate policy implementation.

METHOD/IDENTIFICATION:

Necessary Actors:

1. Critical mass - the key individuals or groups whose active support is needed for the change
2. Readiness analysis - charting of the critical mass readiness and capability for change
3. Commitment planning - charting of the critical mass's current commitment to the proposed change and the needed commitment

Necessary Structures:

1. Management structures and control systems - techniques applied during the development of the plan to maintain direction and minimize uncertainty
2. Responsibility charting - a method of establishing responsibility within the management structure for each activity
3. Reward system - a method to recognize desired behavior through rewards or sanctions while managing the change

IMPLEMENTATION

Critical Mass

During the Modified Policy Delphi procedure, the panel of five San Diego Officers was to identify the key stakeholders who are or would be affected most by the implementation of a new disciplinary system. From this group the most important stakeholders were selected and termed the "Critical Mass," since they would most greatly affect the implementation of the program. The critical mass was identified as the following:

1. Police officers
2. Police Chief
3. Police supervisors/managers
4. Police Officers Association
5. City Manager
6. Civil Service Commission
7. City Attorney

READINESS FOR AND COMMITMENT TO CHANGE

All of the stakeholders have an opinion regarding how police officers should be disciplined. Their opinions vary regarding the type, extent, and severity of discipline. Often the extremes range from the "if" there should be discipline to how "serious" it should be. As a result of these opinions, stakeholders have individual levels of readiness and capability for change. Table

TABLE IX

READINESS/CAPABILITY CHART

Critical Mass
Readiness for & Commitment to Change

	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Police Officers	X				X	
Police Chief	X			X		
Police Supers/Mgrs			X		X	
City Manager		X			X	
Civ. Ser. Comm	X			X		
Pol. Legal Advisor					X	
Police Off. Assoc.		X			X	

IX reflects each of the key actors' readiness and capability. For example, the chief is both ready for change and capable, while police supervision/managers are not ready for change, yet very capable. This assessment is based on interviews and informed speculation is valuable in determining who needs to be prepared for change or convinced they are capable of it.

Based on further analysis, the general views of these stakeholders has been assessed concerning the level of expected commitment from the designated position. Table X displays those assumptions and the movement necessary to facilitate an effective transition.

TABLE X

COMMITMENT PLANNING

o. WHAT DO YOU NEED FROM THE "CRITICAL MASS"?

x WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND
NOW REGARDING THE CHANGE?

Actors in Critical Mass	TYPE OF COMMITMENT			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Officers			X-----0	-----0
Police Chief				X0
Police Supervisors/Mgrs		X-----0		
Police Officers Assoc		X-----0		
City Manager		X0		
Civil Service Commission		X0		
City Attorney	X-----0			

MANAGEMENT STRUCTURE AND CONTROL SYSTEMS

Implementation of the plan requires the establishment of a task force headed by a task force director. It will be his responsibility to direct the activities of the task force, establish time lines, formulate necessary sub-committees, keep the chief briefed and conduct other activities relative to the day-to-day operations of the task force. The chief will remain free to oversee the day-to-day operations of the department while at the same time interfacing with key stakeholders outside of the department.

The task force is organized for reasons over and above that of accomplishing a task. The task force is also a process. Task force members should involve as many of the critical mass as possible as well as stakeholders. Each member has the opportunity to influence support for change, contribute to the flow of communication, create ideas, and generate feedback.

SUPPORTING TECHNOLOGY

All task force members should meet for a workshop for the purpose of clearly defining the issue, identifying the mission, and establishing a plan of action. The chief, the city manager and a representative from the Civil Service Commission should attend a "kick off" ceremony. At this time members of the critical mass can articulate their support while the chief can discuss his expectations.

The following week, a workshop should be conducted that elicits feedback from the task force members which should be based partially on feedback from peers and work associates. It is also recommended that the chief and the task force director prepare a video-tape which discusses the mission of the task force and identifies the participants. The video-tape, along with the face-to-face contacts by the task force members, alerts the officers of pending change and provides them the opportunity to give feedback.

It is during the second workshop that specific responsibilities should be assigned, due dates assigned, and an end date established. These dates require a reasonable amount of flexibility to account for unforeseen delays. The second workshop should be used to finally resolve or clarify identified or perceived conflicts with the mission, assigned responsibilities, the latitude of task force members or misunderstandings. A person should be assigned as a recorder to keep notes of discussions and assignments. These notes should be prepared for distribution and filing; they serve as a log for events. Progress reports should also be issued monthly to the general membership so that all are being told the same thing in a consistent manner.

The Responsibility Chart in Table XI reflects a useful tool to record task force responsibilities. This chart will specifically describe responsibilities which help control and coordinate the efforts of the task force.

The last aspect of this phase is to develop an evaluation/assessment system which monitors progress, and tracks responsibilities and due dates. With this information task force members and department members will feel more secure because of being kept informed.

TABLE XI

RESPONSIBILITY CHART

	Police Officers	Chief	Mgrs. & Supers.	POA	City Manager	City Attorney	Task Force Director
Goals & Obj.	S	A	S	I	I	I	R
Implementation Dates	I	S	I	I	I	I	R
Schedule Tasks	I	S	S	I	X	X	R
Assign Committees	S	I	S	S	X	X	R
Department Announcement	I	R	I	I	I	I	S
Status Reports	S	I	S	S	I	I	R
Legal Review	X	I	X	I	I	R	S
Training Program	S	I	S	I	X	A	R
Implementation Plan	I	A	S	I	I	I	R
Evaluation Plan	I	A	S	I	I	I	R
Inform Significant others	I	R	I	I	I	I	S
Completed Program	S	A	S	S	S	S	R

R=RESPONSIBILITY (NOT. AUTHORITY) A=APPROVAL (VETO) S=SUPPORT (RESOURCES) I=INFORM

RESPONSIBILITIES

Police Officers

The police officers' knowledge and acceptance of the disciplinary system is key to its success. The sooner they are involved in the planning, the greater the opportunity that they

have for feeling they own a part or all of the system. Just as important as a feeling of ownership, the officers will have ideas or recommendations previously unthought of or provide feedback that could avert a breakdown or misunderstanding in the future.

Change itself can be very disruptive to organizations and can often lead to speculation and rumors. Keeping police officers informed mitigates these occurrences. Responsibility is placed on the shoulders of the officer to either keep others informed or to ask questions so unresolved issues can be clarified.

Police Chief

The chief is the department's leader and as such has a role in setting the tone for the transition process. The manner in which he discusses the change or expresses his opinions sets the tone for all department members; the chief has a responsibility to set a positive example and model open and honest communications.

Although the task force director is responsible for the day-to-day operations of the task force, the chief has the ultimate responsibility for the successful completion of its duties. He is also responsible for keeping city staff informed of task force progress, of significant recommendations, and of potential impact to the city.

As a leader he has a shared responsibility with the task force director to keep all department members informed while at the same time interacting with community leaders, the citizens

review panel, and other community members.

It is also the chief's responsibility to assure that systems are designed that monitor progress and provide feedback after implementation. He should also be flexible enough to allow for adjustments as they become necessary while maintaining constant communication with department members. His responsibility for positive feedback and reinforcement never ends. Lastly, the chief should give praise and recognition at every opportunity.

Supervisors/managers

The mid-level of the organization has responsibilities that point in several directions. They are required to keep themselves informed of the policy, ask for clarification when issues are unclear, show support among department members, short-stop rumors, and contribute when given the opportunity. They also have a responsibility if a negative or weakspot is observed to bring that to the attention of the appropriate body or person. One of the primary responsibilities of mid-level staff is to facilitate and encourage a two-way flow of information.

Police Officers Association (POA)

Representative from the Police Officers Association are participating in the brainstorm process which occurs at the second meeting of the task force. Their perspective at this stage is valuable as is the information they share with the POA membership. The buy-in of the POA is essential for without it the program can not succeed. Although it is known that they conceptually agree to and approve of the change, their continued

support is essential. As such, they have a responsibility to address and clarify issue as they may arise and to work towards resolving them.

City Manager

The city manager's responsibility is to keep his constituents informed, represent the city when questions are raised about department policy and direction, and keep an open flow of communication between him and the chief.

Civil Service Commission Representative

The responsibility of the Civil Service Commission representative is to assure the protection of the rights of all city employees. They also have volumes of history concerning the discipline of employees, trends they have seen, and opinions about both successes and failures of disciplinary practices. They have a responsibility to share those observations and recommend their view of appropriate changes, or to forewarn of prior hazards. They are also responsible for identifying potential weaknesses in the system and assuring the system is well designed from a procedural aspect.

Task Force Director

Although not listed within the critical actors, it is important to discuss the responsibilities of this position. The task force director will be responsible for the day-to-day direction of the task force and hold members accountable for assigned tasks. This person is the key in regard to transition management. He or she will work directly for the chief while in

a staff position, with the authority necessary to select staff and other support functions. The rank of the task force director is a factor in the selection but not the only factor. As important as rank or title, is the person's demonstrated ability to conduct completed staff work, their ability to coordinate and facilitate projects, their interest in the project, and most important, interpersonal skills.

The task force director is responsible for assigning due dates, establishing committees, gathering and evaluating resources and developing an implementation plan, time and event schedule. The director is accountable for submitting a completed implementation plan to the chief.

SUMMARY

Part Three of this report addresses a method of transitioning into the future. The critical mass was identified, key actors selected and their readiness, commitment and capability assessed relative to the proposed change. Based on this analysis, a transition management structure was developed that placed fixed responsibilities with the key actors. All of these tasks were performed to enable a smooth transition as possible given the anxiety and uncertainty of people during times of change.

CONCLUSIONS

Police agencies should develop strategies that ensure effective, professional performance. There is clear evidence that there are alternative methods of disciplining police officers for acts of willful misconduct. Ideally this should be some form of constructive discipline that promotes rehabilitation, learning, and positive group effort.

It is vital for police organizations to effectively correct behavior without losing a resource that becomes even more precious as we move to the future. That resource is a trained, educated, and experienced police officer. Punishing or terminating an employee for misconduct will be an absolute last resort and rarely used. How this will be done in the future becomes the issue. All efforts must be taken to avoid acrimonious relationships, second guessing by department members, decision-shopping by employees, and the "no one really wins" situation that occurs as a result of trying to determine what negative sanctions management will impose for officer misconduct.

Department leaders and managers must work with their agencies in identifying and developing strategies which prepare the employee for the future. They must also design the type of systems that help save a priceless resource: well-trained and competent officers doing their job in professional manner.

The aspect of human behavior and managing personnel have been the subject of countless studies, articles, books,

theoretical debates, and practical exercises. There is a common theme among them all: people want to feel they have a share of what is happening; normally, when given responsibility, they act responsible, they are more critical of themselves than they are of others, and an overwhelming majority respond to positive motivation. This theme serves as a basis for a peer-based disciplinary system.

RECOMMENDATIONS

As a result of this study, this investigator proposes:

- * The San Diego Police Department should develop a peer-based disciplinary system for officers who engage in acts of willful misconduct.

- * The peer-based disciplinary system should be designed by representatives from all levels within the department.

- * The peer-based disciplinary system transition plan should be developed and implemented through a task force, the director of which reports to the chief of police.

- * The peer-based system should emphasize constructive and positive discipline which learns from human error, failures, or mistakes.

- * The peer-based disciplinary system should emphasize training whether for prevention of misconduct or rehabilitation.

- * Progressive notification should replace progressive discipline.

- * The use of suspensions as a disciplinary option should be discontinued.

- * Department-wide training should be conducted in the field of management of change.

- * Additional study should be conducted in the future regarding peer-based disciplinary systems.

- * The community should be informed of the objectives of a peer-based disciplinary system.

APPENDIXES

APPENDIX A

CANDIDATE EVENTS

- * Court decision mandates or prohibits specific management behaviors sanctions
- * Civilian Review Panel established that dictates discipline of police officers
- * Police Officers' Associations negotiates a discipline system
- * Police Officers engage in work action as a result of disciplinary practices
- * Federal courts make specific ruling regarding discipline of police officers
- * New police chief changes the system
- * Police Administration implements a change in the system
- * Role of officers change

APPENDIX B

CANDIDATE TRENDS

- * Officer with military experience
- * Officers view police work as job vs. a career
- * Employees rights
- * Civil suits are filed from police conduct
- * Peer review
- * Civilianization of police officers positions
- * Specialization of police work
- * Extent of telepolicing in organization
- * Extent of automation of police support functions
- * Psychological screening of incumbent officers
- * Officers with education above high school level
- * Society's attitude toward police
- * Size of police agency
- * Drug use background
- * Citizen oversight
- * Work ethic
- * Age of work force
- * Changing values
- * Role of police in society
- * Perceptions of community relative to the agency
- * Society's norms and values
- * Composition of the work force
- * Demographics of the area
- * Self-esteem of candidates
- * City politics
- * Privatization of police functions
- * Recruiting standards
- * Biological screening
- * White collar offenses
- * Perception of officers reference discipline

APPENDIX C

NOMINAL GROUP TECHNIQUE PANEL

BOARD MEMBER/POLICE OFFICER
SAN DIEGO POLICE OFFICERS ASSOCIATION

FISCAL MANAGEMENT ANALYST
CITY OF SAN DIEGO

CRIME ANALYST
CITY OF SAN DIEGO

ATTORNEY
PRIVATE PRACTICE

PSYCHOLOGIST

SUPERVISING PERSONNEL ANALYST
CITY OF SAN DIEGO

POLICE LIEUTENANT
COUNTY OF SAN DIEGO

MID-MANAGER, SPECIAL PROJECT
PRIVATE INDUSTRY

PROBATIONARY POLICE OFFICER
CITY OF SAN DIEGO

RESEARCH ANALYST
POLICE EXECUTIVE RESEARCH FORUM

APPENDIX D

INFORMATION SHEET

You have been asked to participate in an exercise in futures forecasting; this exercise is referred to as a Nominal Group Technique. As you may be made aware, I have become involved in a two year course of study called the Command College. Among other things, this program requires the completion of a series of studies relative to trends and events that impact law enforcement in the future.

The objective of our exercise is to attempt to identify trends and events which may impact the discipline of police officers in the future. We will "brain storm" as a group and try to assess what the future will be five and ten years from now.

It may be helpful for you to distinguish between a trend and event. An EVENT is a noteworthy occurrence which happens at a particular place or time; for example, an earthquake, flood, or a court decision. Events are also chance happenings such as discovery of the cure of a disease, a technical discovery, or one time social event.

On the other hand, a TREND is a prevailing tendency or inclination. It indicates movement in sociological issues such as crime, economy or population. Some examples of TRENDS are increasing population, increasing crime, decreasing natural resources, or an aging population.

I will use the information generated from our group to prepare a report that forecasts the most likely future regarding the discipline of officers in the future.

TREND DEFINITION

1. Extent of employee rights - Either through court cases in which decisions are rendered in behalf of the employee or negotiated agreements between labor management, the rights of employees are increasing. These rights affect not only the disciplinary practices use by management but all aspects of an employees career. Will this trend continue and how will the workplace be affected?
2. Extent to which administration is held accountable - The administration of police agencies are having to answer to a variety of community members and groups, labor groups, city management, and their own managers. To what extent will this trend continue to develop and how will it affect the manner in which departments are administered?
3. Extent public perception influences discipline - There is a perception that disciplinary practices used by police agencies are in part influenced by how the practice may appear to the community. If that is the case, will the perception of that trend continue and to what extent?
4. Extent society's norms influence discipline - There is a perception the norms of society dictate what acceptable behavior is within police organizations. To what extent will norms have an influence in the future?
5. Extent organization's values will influence discipline - Some police organizations have a written values statement and base their goals, objects, procedures on those values. To what extent will these values, whether written or traditional, influence the disciplinary process in the future?

EVENT DEFINITION

1. Court decision - This event occurs when a court decision is made that dictates the manner in which police agencies discipline their officers.
2. Civilian Review Panel - This event occurs when a Civilian Review Panel becomes a sanctioned entity that has the right and responsibility to oversee and influence the discipline of police officers.
3. Police Officers Association negotiates a change in the disciplinary system - This event occurs when the association negotiates with either the department or city management a change in all, or an aspect of, the disciplinary system.
4. Chief changes the system - This event occurs when the chief changes all or a significant aspect of the disciplinary system.
5. Police administration changes the disciplinary system - This event occurs when the administration as a common body changes the disciplinary system. The administration is defined as all members of the management team.

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