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THE ETHICAL DECISION MAKING PROCESS BY 2000 - FORCES FOR CHANGE IN THE ORGANIZATIONAL CONSCIENCE

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

PART ONE - FUTURES STUDY

What will be the ethical decision making process for chief executives and senior managers in law enforcement by the year 2000?

PART TWO - STRATEGIC MANAGEMENT

This section suggests a strategy for law enforcement executives to implement regarding the ethical implications of policy matters related to law enforcement services beyond legal and/or financial considerations for large metropolitan California agencies.

PART THREE - TRANSITION MANAGEMENT

A management structure is described to deal with the transition from the traditional reactionary model of ethical decision making to the anticipatory model which integrates the community and law enforcement in the process of determining the collective practices and policies of police service delivery.

THE ETHICAL DECISION MAKING PROCESS
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BY

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EXECUTIVE SUMMARY

As law enforcement executives face the difficult task of making decisions that are best for both the organization and the community, the ethical dilemma in the decision making process is emerging as a critical factor in the formulation of organizational policy.

Changes in the social, technological, environmental, economical and political arenas have placed increasing pressure upon law enforcement policy makers to be more responsive to the often-conflicting needs of diverse groups.

This project examines the trends and events that will have an impact on how executives decide on ethical matters related to law enforcement services beyond legal and financial considerations. Ethical decision making is defined as a process in which moral principles are applied to the conduct of public officials in the course of performing their duties. These moral principles specify the rights and duties that public officials should respect and the conditions that policies should satisfy when they affect the well-being of individuals and society. Through a methodology process of futures research, the author has examined this emerging issue facing law enforcement and analyzed its potential cross impact on selected trends and events concluding with a policy recommendation for bringing about change.

The trends and events were identified through the Modified Conventional Delphi Technique and distilled to a total of five each for final analysis. The Delphi panel forecasted the velocity and direction of each event and trend and then assigned probability percentages in a cross-impact analysis of each area. The trends that will increase by the year 2000 and that will impact ethical decision making are the level of services demanded by the public, the crime rate, the number of civil lawsuits against law enforcement, special interest influence, and judicial mandates on law enforcement. The high probability event of the use of narcotic asset forfeiture funds as a major budget source for agencies will also impact ethical decision making.

Three future scenarios were developed to describe the potential environment for law enforcement managers. The normative, desired and attainable scenario was selected as the vehicle to develop the final policy recommendation.

The strategic management and transition management plans include a recommendation for an executive development ethics training program and supporting structures such as a citizen advisory council and an ethics resource group.

The project concludes with a discussion of the research implications and a recommendation for further study. Additional research is recommended in the comparison between agencies that incorporate continuing ethics training as compared with those that do not.

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THE ETHICAL DECISION MAKING PROCESS
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INTRODUCTION

What will be the ethical decision making process for chief executives and senior managers in law enforcement by the year 2000? Will law enforcement agencies be compelled through legislation to adopt a process or will they voluntarily generate a mechanism from within their organizations?

Chief executives and senior management personnel make daily decisions that impact the organization and how it functions. They also make decisions that have implications for the community the organization serves. Arriving at the best decision for the community and the organization is the most difficult task for any executive. It often involves a struggle between conflicting needs and desires. Recent trends in law enforcement management suggest that the ethical dilemma in decision making is becoming an increasingly important ingredient in the entire process of supplying police services. The private sector has experienced troubled times as well in the area of business ethics. In a recent newspaper article, the Ethics Resource Center in Washington, D.C. revealed that of the Fortune 500 companies and the 150 largest banks, 74 percent have codes of ethics--many written within the last five years.¹ There is a clear trend toward recognition of the importance of ethical issues in the work environment.

As social, technological, environmental, economical and political changes place increasing pressure upon law enforcement, the chief executive by the year 2000 will be required to rely upon a more sophisticated decision making process, one in which ethical implications carry equal weight with practical, financial and legal considerations. What form that ethical decision making process will take is the subject of this research project. The question thus formed and to be understood is as follows: "What should be the ethical decision making process for chief executives and senior managers in law enforcement by the year 2000?"

For purposes of this study, ethical decision making is defined as a process in which moral principles are applied to the conduct of public officials in the course of performing their duties. "Broadly speaking, moral principles specify (a) the rights and duties that individuals should respect when they act in ways that seriously affect the well-being of other individuals and society; and (b) the conditions that collective practices and policies should satisfy when they similarly affect the well-being of individuals and society."²

The kind of agency in which the issue is examined is a large metropolitan organization of over 10,000 employees serving a population in excess of 8 million.

DEFINITIONS

Futures research involves a number of selected methodologies which are defined here as follows:

Futures File. A futures file is a collection of newspaper and magazine articles that will be relevant over the next decade to law enforcement in general and to the project topic in particular. The file is organized under the acronym STEEP which stands for Social, Technological, Economical, Environmental and Political areas.

Scanning. Scanning is a process of reviewing literature from newspaper or magazine articles, books, training seminars, lectures, videotape presentations, and scholarly studies which have the potential for impacting the future of the issue.

Nominal Group Technique. A Nominal Group Technique is a process whereby knowledgeable individuals are brought together to deal with a complex future issue through identification of trends and events that might impact the issue. The process involves a group discussion and analysis of as large a collection of trends and events as the group is able to generate, a distillation of that collection to a core number, and then an analysis of the effect of event to trend and event to event.

Modified Conventional Delphi. Similar to the nominal group technique, the modified conventional Delphi is a process without the face-to-face group interaction. Instead, it involves the same futures analysis by individuals who remain anonymous. It requires two rounds of information processing and a cross-impact analysis of the final data.

Trend. A trend is a consistent tendency or pattern of events over a period of time. It is usually stated in terms of level, percentage or number.

Event. An event is a singular entity by definition and a discrete occurrence that is verifiable in retrospect.

Cross-Impact Analysis. A cross-impact analysis is used to evaluate the effect one event (assuming that it happened) would have on the probability of another event occurring. It is also used to evaluate the effect of an event on the level of a trend. The resulting data is used to develop a future picture of the inter-relationship of trends and events.

Scenarios. Scenarios are word pictures of a future state developed from the cross-impact data and presented from the perspective of someone looking back from a date in the future.

The scope and limits of the project involve a review of background issues related to the topic question and what led to present day emerging subissues. Law enforcement executives from large California agencies will be able to use the findings developed in the designated future of the study to prepare the strategic and transition management plans for implementing an ethical decision making process which is viewed as attainable and a positive condition to strive for.

Identification of possible trends and events relative to the issue question were developed throughout Command College workshops using scanning, brainstorming, panel discussions and a nominal group technique. Trends and events were further developed during a three-day seminar, "Career Ethics/Integrity Facilitator Trainer Course" in September 1988.

Source material was gathered prior to the formation of a Modified Conventional Delphi Panel. The material included newspaper and magazine articles from a futures file as well as research publications offered during the ethics module of the Command College.

A Modified Conventional Delphi Panel was formed, which consisted of 19 professionals from inside and outside of law enforcement. The law enforcement members included four chiefs of police, one division chief, three commanders, one captain and four lieutenants from six California agencies. A civilian administrative commander and a civilian medical director were among the law enforcement representatives. The nonlaw enforcement members were represented by a graduate student, a retail clerk, a retired music teacher, and a high school teacher.

As a result of the Modified Conventional Delphi Panel process that identified the actor and reactor events and trends, a cross-impact analysis of the data was conducted to develop three scenarios in the exploratory, normative and hypothetical categories. The normative scenario was then selected as the basis for the strategic management and the transition management sections of this project.

This three-part study focuses on the process by which law enforcement executives deal with ethical dilemmas in carrying out their official duties and how that process might change in the future. It ends with a recommended process that chief executives will be able to use to assist them in understanding and dealing with potential futures.

PART ONE
FUTURES STUDY

What will be the ethical decision making process for chief executives and senior managers in law enforcement by the year 2000?

BACKGROUND

The 1970s and 1980s have seen a plethora of ethical problems in virtually every corner of our society. Individuals within government, sports, religious institutions, financial centers, and the entertainment industry have all amply demonstrated the extent to which ethical standards can be violated--stretched beyond recognition or ignored completely. Where individual behavior has caught the attention of the media, corporate America is close behind in sharing the spotlight. Savings and loan institutions have been fined for failure to properly report financial transactions, the equivalent of conspiracy to engage in money laundering³ and, more tragically, a major engineering firm has been blamed for the Challenger space shuttle disaster.⁴ The Alaskan oil spill, the Bhopal chemical disaster and, more recently, the San Francisco earthquake in which a major freeway artery collapsed killing scores of people are all examples of the actions or inactions by institutions and businesses that have raised ethical questions.

Closer to home, law enforcement has also shared the spotlight in ethical controversies. At the federal level, the Abscam investigations led to the dismissal of charges for most of the suspects when questions of impropriety were raised against the methods used by federal agents to lure the subjects into criminal acts.⁵ Philadelphia city officials as well as the chief of police were criticized for their decision to use an explosive device to evict a group of militant activists from a townhouse,

the result of which was the unintentional destruction of an entire neighborhood and the displacement of innocent families.⁶ Some agencies have been criticized for their policy of conducting surveillances in which violent crimes are allowed to occur under the watchful eye of the police before an arrest is made, thus jeopardizing innocent victims.⁷ Still, other agencies have changed their training methods as a result of citizen videotaping of their activities.

Management within police organizations suffers the effects of outside influences it cannot control and thus is caught in an ethical quandry. A case in point is the mid-size police agency within Los Angeles County that was forced eight years ago to reinstate a police officer it fired for a propensity toward over-aggressive behavior. This same officer, more recently, is facing brutality charges once again.⁸ Management and supervision are in a "damned if you do, damned if you don't" situation. Issues of negligent retention, negligent training, and negligent assignment are all a part of this dilemma.

At this point, it might be helpful for the reader to understand that the focus of this project will not be on an analysis of past organizational decisions nor on personalities and behaviors of individual executives in law enforcement. There is an assumption in the examination of ethical decision making that criminal activity, corruption or personal moral lapses are not considered here. What is considered is that a senior manager or executive may well find himself in a dilemma of his own creation based on a lack of perception or understanding of the intentional and

unintentional outcomes of a decision in which he is involved. The reaction to the decision may be an unexpected complaint from heretofore unanticipated corners. What was considered appropriate under previous conditions might not be okay for tomorrow's situation. In the information age we are involved in, there is not enough time for senior managers and executives to have all possible information at their fingertips. They must, and (for the most part) do, rely on their subordinate managers for analysis of and advice on critical issues for decision making. It is at this level that perhaps the potential for danger exists.

Terry Cooper, in "The Responsible Administrator" (1986,142), wrote that the major ethical problems of a superior involve dereliction of responsibility "in not clearly and precisely specifying the assigned duties and latitude of discretion for subordinates and monitoring their conduct." However, another perspective in Cooper's work

embodies the notion that total responsibility for determining the appropriateness of a course of action does not lie exclusively with superiors. Subordinates are also responsible to higher laws, the laws of humanity, the codified law of the land, the constitution and the citizenry. When these sources of obligation are subverted by the orders of superiors, subordinates bear responsibility for their acceptance of those orders.⁹

The focus on ethics in recent times has been succinctly attributed to the problem itself by Richard Cohen, a Washington Post newspaper columnist. He conjectured that "ethics is an issue because ethics is a problem." Cohen suggests that "the public will no longer tolerate hypocrisy. It really wants its

public servants to do what's best for the people, not for those who befriend or enrich them."¹⁰ The pendulum is swinging toward less tolerance of unethical behavior. The reason for the swing may be the timing of the issue. "For the last 20 years, many schools have tried self-consciously not to teach values but to remain value neutral. The trend toward mega-corporations in the business world has aggravated the problem. People know what the boss expects in a small firm but not in a massive one."¹¹

As we move into the next decade and beyond, the issue of ethics in the workplace will continue to perplex and stimulate those embroiled in its effects.

FORECASTING THE FUTURE

In studying the future, it is essential to look at both the related forerunner issues and the present emerging subissues of the topic question. This process was accomplished through a literature search and brainstorming. The related forerunner issues were identified as follows:

- How has legislation enacted as a result of law enforcement decisions or actions affected the decision making process?
- To what extent have social changes caused law enforcement to focus on newly defined community problems such as domestic violence, child abuse, and elder abuse?
- How have demographic changes impacted the hiring practices of law enforcement?
- What has been the chilling effect (if any) on organizational behavior as a result of punitive damage assessments against law enforcement?
- To what extent has the Watergate, Wallstreet and Alaskan oil spill scandals altered the attitude of law enforcement officials toward their public responsibilities?

The present emerging subissues were identified as follows:

- How will the current consumer activism affect law enforcement and the delivery of law enforcement services?
- What effect will the present-day "me" generation have on the ethical perspective of the executives of the future?
- How will current interest in individual ethical conduct help or hinder organizational behavior?

Potential subissues that could emerge in the designated future of this study were identified as follows:

- If law enforcement agencies fail to regulate themselves in the ethical arena, will ethical review bodies emerge as an outside regulator with the force of law?
- What is the potential for consumer backlash and lack of taxpayer support for law enforcement as a result of perceived ethical lapses?
- What is the likelihood of law enforcement agencies being criminally prosecuted as an organization for actions or inactions taken?
- Will executives insulate themselves from liability through committee-type decision making processes?

Based on an examination of the forerunner, present emerging and potential emerging subissues, the writer selected a core of subissues that were relevant to the main issue and that were feasible to study. These were identified as follows:

- What influences outside the law enforcement milieu will impact the chief executive's ability to decide on the course of direction for the organization?
- What influences inside the law enforcement milieu will impact the chief executive's ability to decide on the course of direction for the organization?
- What form will the "pressure groups" of the future take, i.e., civilian review boards or citizen advisory groups? Will these groups have legal clout or act in advisory roles only?

MODIFIED CONVENTIONAL DELPHI GROUP

Futures forecasting is difficult at best since even so called experts in any field must deal with the uncertainties of probable outcomes. One method of futures research that is useful in determining the direction of present-day trends and events and how they might impact an issue in the future is the Modified Conventional Delphi process. For this study, a group of knowledgeable individuals were recruited to form the Delphi panel based on both a professional and personal association with the writer. The panel consisted of a total of 22 persons, both from inside and outside law enforcement including sworn and nonsworn representatives as well as private sector business leaders. The minimum size of a Delphi panel begins with 11 persons allowing for two drop-outs during the process. The researcher in this study chose twice as many panel members for several reasons: 1) The interest expressed by those participating in the process in the subject matter of ethical decision making; 2) The likelihood of losing more than two participants during the second round of data collection; and 3) The possibility of misunderstanding on the part of the participants of the data instruments. The result was the loss of only three participants and the apparent full understanding of the data instruments by all members of the remaining group.

The Delphi panel was provided with a paper-and-pencil instrument that included a definition of the project issue and subissues, a list of ten candidate trends and ten candidate events developed from a previous nominal group technique, and

an evaluation instrument with appropriate instructions. Through a two-round process, the Delphi panel distilled the 10 trends and events to five of the most important trends and events to impact the issue. A complete list of candidate trends and events is located in Appendix A and B. The forecasted trends were as follows:

TRENDS

1. Level of police services expected by the general population.
2. Impact of consumer/special interest influence on law enforcement policies.
3. Number of civil litigation cases against law enforcement agencies.
4. Level of judicial intervention in police operations.
5. Crime rate of major crimes.

The Delphi panel members provided their individual projected forecast level of each trend within the range of four categories of forecast: high, low, will be, should be. The panel was asked to evaluate the trend as they viewed it to be five years ago and 10 years from today if the today level criterion was 100. The categories of forecast are defined as follows:

High = Highest estimate given by Delphi panel.

Low = Lowest estimate given by Delphi panel.

Will be Median = Median estimate given by Delphi panel indicating the expected level of the trend if current forces and policies continue.

Should be Median = Median estimate given by Delphi panel indicating the expected level of the trend if policies were implemented to create an ideal situation.

TREND EVALUATION

| TREND STATEMENT | LEVEL OF TREND TODAY = 100 | | | |
|---|-------------------------------|-------|-----------------------------------|-----------------------------------|
| | 5 YRS. AGO | TODAY | WILL BE IN 10 YRS. | MEDIAN SHOULD BE IN 10 YRS. |
| T #1 Level of Police Services Expected by Public | 90 | 100 | Low 75 Median 120 High 150 | 100 |
| T #2 Consumer/Special Interest Influence of Law Enforcement | 90 | 100 | Low 100 Median 130 High 300 | 105 |
| T #3 Number of Civil Litigation Cases Against Law Enforcement | 90 | 100 | Low 50 Median 123 High 400 | 100 |
| T #4 Level of Judicial Intervention in Police Operations | 90 | 100 | Low 100 Median 130 High 400 | 100 |
| T #5 Crime Rate of Major Crimes | 90 | 100 | Low 82 Median 142 High 300 | 82 |

TABLE 1

Table 1 reflects the Delphi panel's estimation of the five trends. It is interesting to note that the median level of each trend as it was viewed by the panel to be five years ago was 90 in every case. The interrelatedness of each trend is a possible explanation of this statistical outcome.

Figures 1 through 5 reflect a graphic representation of the range of each trend and an analysis of the panel's forecast estimations.

TRENDS

MODIFIED CONVENTIONAL DELPHI GROUP RESULTS MEDIAN FORECAST OF TREND LEVELS

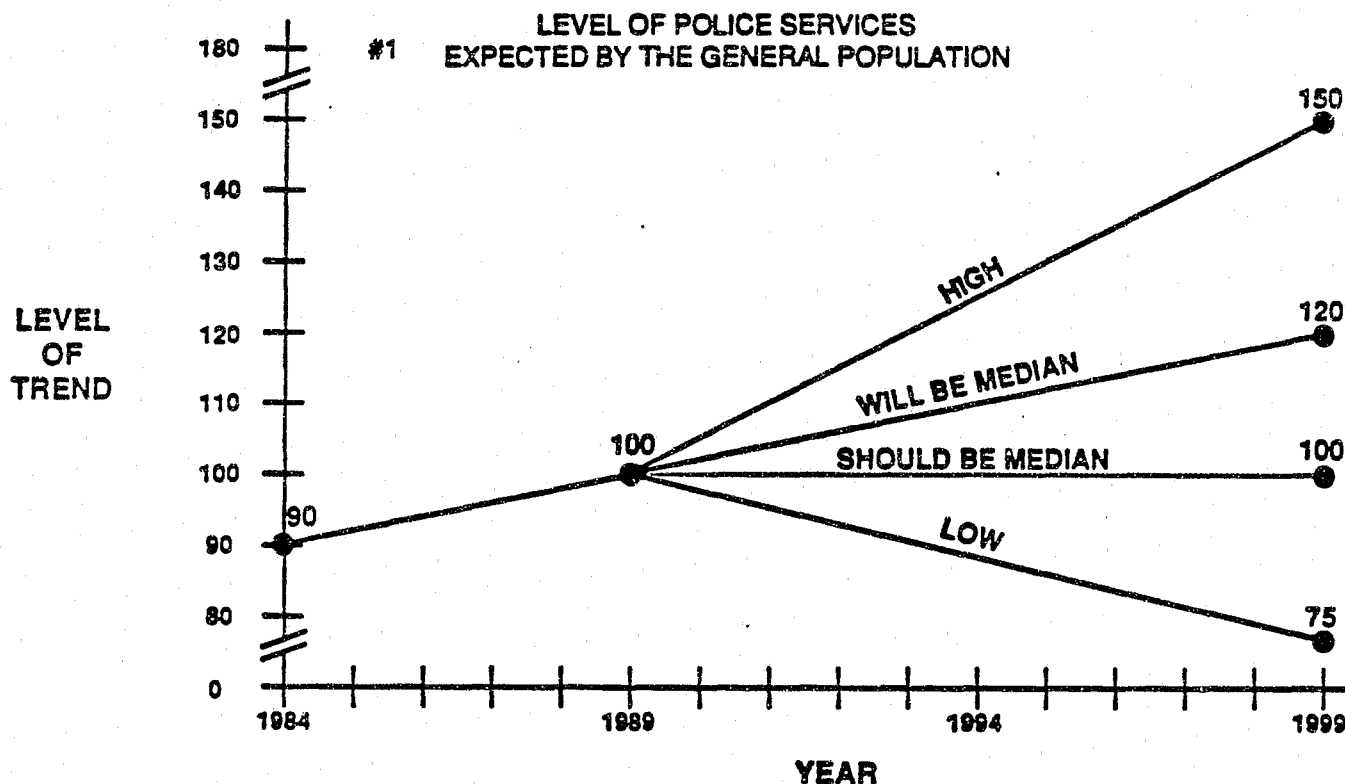


FIGURE 1

Trend #1 - Level of Police Services Expected by the General Population. The Delphi panel saw that the level of demand for more services from law enforcement will continue to be a source of pressure as the general population's desire for social problems remedies focuses on local police agencies for solution as a direct result of continuing reduction in governmental funding of social programs. Traditional police services such as prevention patrol are viewed as appropriate for private security firms whereas suppression patrol to target particular community problems (drug crimes, street violence, child abuse and neglect, elder abuse and assaults) are seen as areas where police intervention is critical. For the police executive, the dilemma is in deciding which services his agency will provide to the community and which it will not or cannot. The Delphi panel saw this trend as important to the ethical decision making process because it is central to the reason law enforcement agencies exist. As a public bureaucracy, law enforcement has an obligation to provide for the common good however ethereal that concept might be. And at the same time, they have the obligation to avoid making policy decisions that are harmful. The panel estimated the level of this trend to be within the range of 75 to 150 with a median level of 120 in the "will be" forecast.

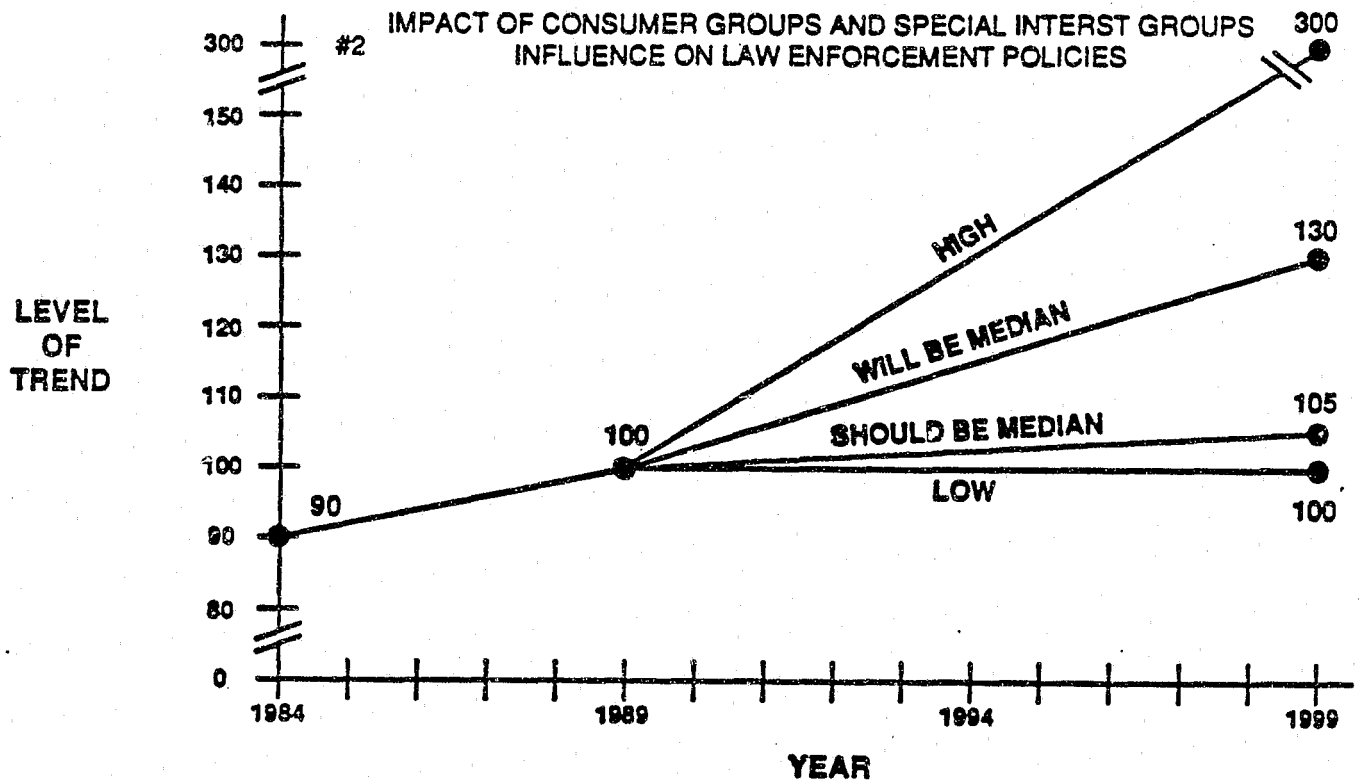


FIGURE 2

Trend #2 - Impact of Consumer Groups and Special Interest Groups Influence on Law Enforcement Policies. Local activist groups whose interests run the gamut from concerns for toxic waste disposal, acid rain and nuclear power to child care, "pro-life" and "pro-choice" causes will tax police resources as these groups continue to demonstrate for redress. Additionally, the Delphi Panel felt that activist groups will continue to be critical of police methods and policies in dealing with their ranks and in guaranteeing demonstrators' right to protest. The size, diversity and intensity of special interest groups makes the law enforcement executive especially vulnerable to the whirlwind of political pressure they can create. The decision making process is seen as one which should include the interests of all who are affected by the decision. The range of this trend was estimated by the panel to be 100 to 300 and the "will be" median to be 130. Provided some intervening strategies to deal with special interest group concerns is implemented, the panel estimated the "should be" forecast to be slightly above 1989 levels.

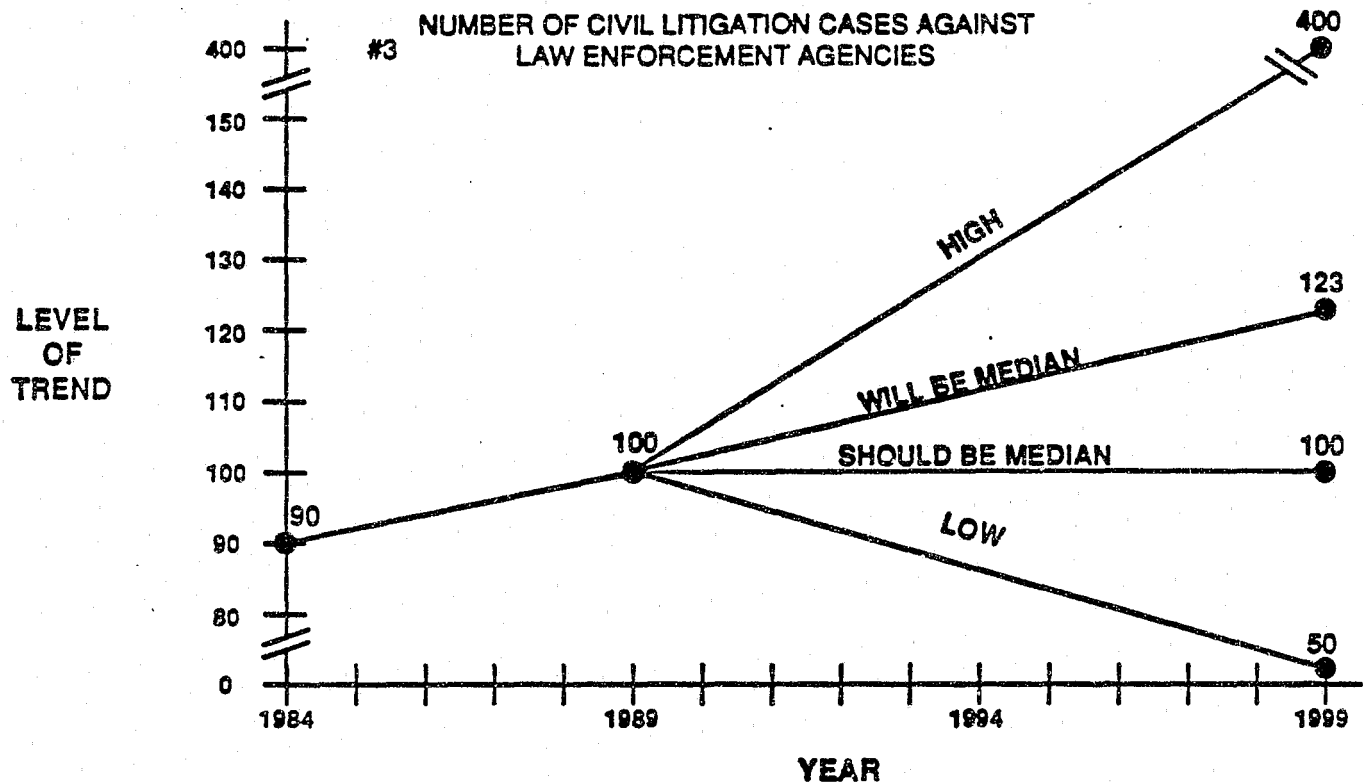


FIGURE 3

Trend #3 - Number of Civil Litigation Cases Against Law Enforcement Agencies. America is the most litigious nation in the world, with the largest number of lawyers per capita. The numbers in the new job category of legal assistant is on the rise as well as the number of attorneys.¹² The interrelationship of advanced technology and human development will continue to play a role in future lawsuits against police agencies as traditionally conservative law enforcement attempts to cope with a changing society. Equal employment opportunity cases and custodial conditions lawsuits will be the major issues. Enforcement policies, employee discipline cases, and ethnic work force parity are other issues that will be the subject of litigation. Law enforcement executives will be faced with the dilemma of setting policy to avoid legal peril in one area while creating legal problems for themselves in another. The Delphi panel estimated the "will be" median level to be 123 with a range of 50 to 400. There was a wide range in the forecast of this trend with the "best case" scenario depicted in the "should be" median. The panel felt that "keeping the lid" on current levels would be maintained by 1999.

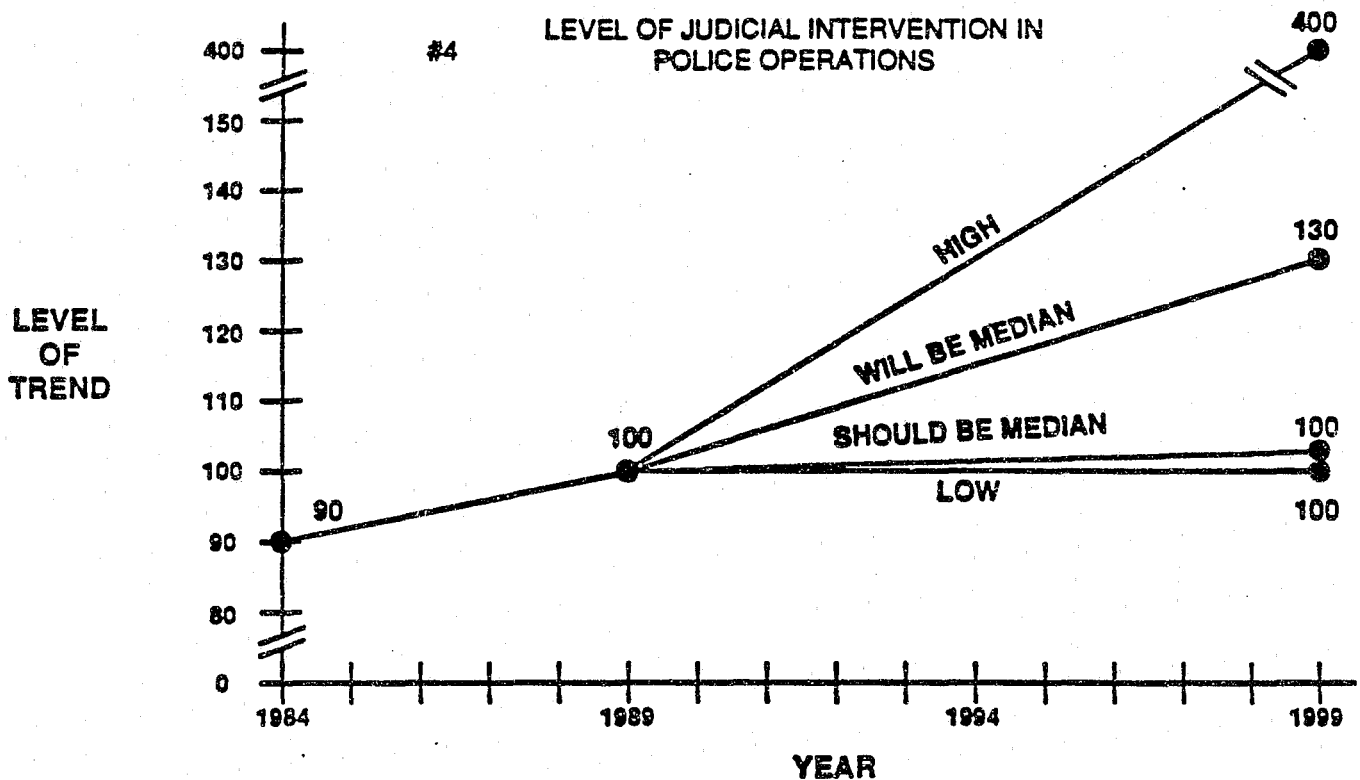


FIGURE 4

Trend #4 - Level of Judicial Intervention of Police Operations.

Employee disciplinary cases, organizational policies, and criminal defendant rights all add to the areas of concern by the judiciary in law enforcement. Agencies will continue to be placed between a "rock and a hard place" in complying with judicial orders, especially as the judiciary continues to focus on the handling of custodial facility overcrowding. The Delphi panel saw this trend as important to the ethical decision making process with a range of 100 to 400. The "will be" median of 130 indicates the panel's estimation that judicial intervention in police operations will continue to steadily rise unless measures are taken to correct this course. It is anticipated that judicial mandates to reduce the number of inmates incarcerated in county jails will continue to force law enforcement agencies to face the ethical dilemma of determining which criminal types to release to the streets and at what peril to the public safety.

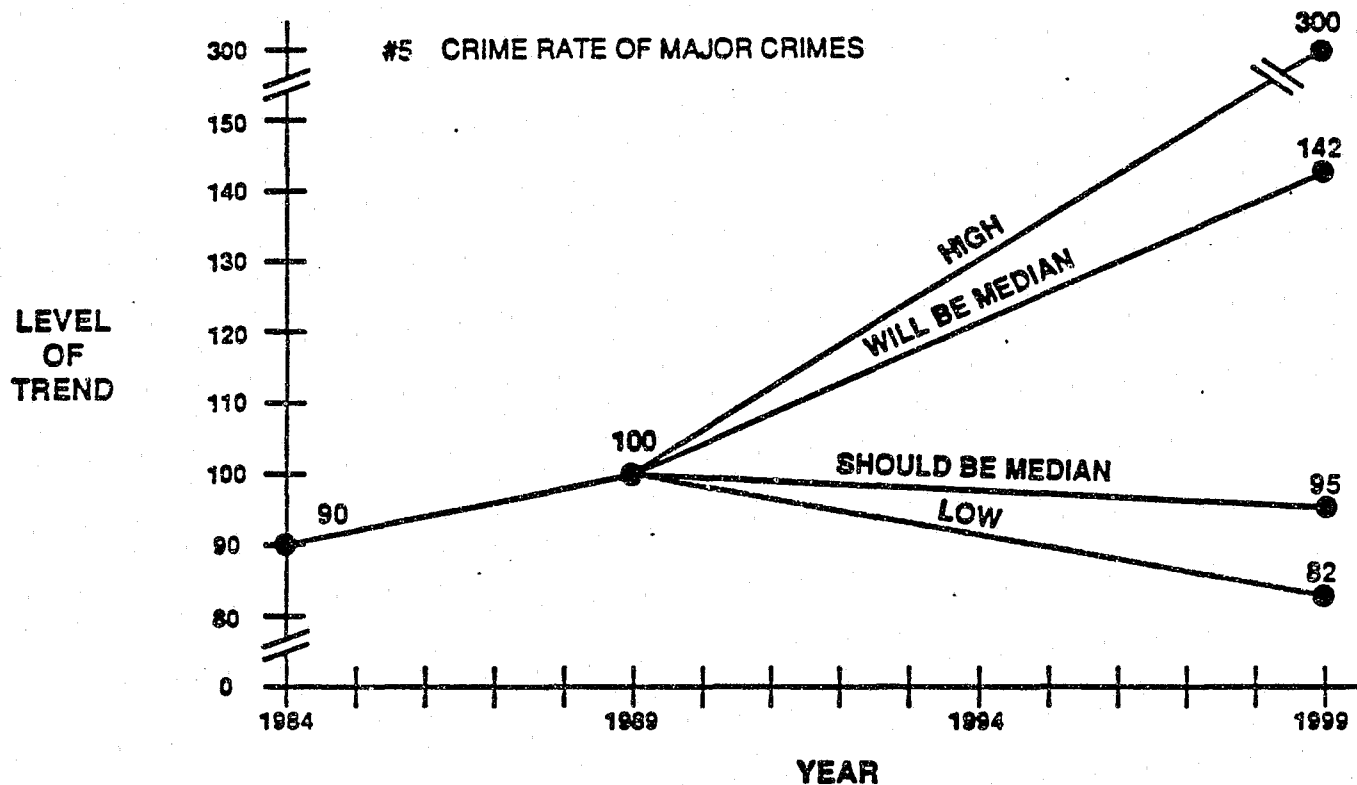


FIGURE 5

Trend #5 - Crime Rate of Major Crimes. As the population grows older, the crime rate will decline slightly if the nation succeeds in dealing with the drug problem and drug-related crime activity. Without intervention in this area, the numbers and types of crime will grow at a rapid rate to heights not previously imagined. What crimes will be investigated by police and which will be ignored will present new ethical concerns for the police administrator. The Delphi panel viewed the range of this trend to be from 82 to 300 and a median "will be" level of 142.

EVENTS

1. Ethics Managers. More than one-third of California law enforcement agencies have internal ethics managers who advise on policy matters.
2. Review Boards. State watch-dog commission appoints regionalized committees to review and oversee law enforcement policies and actions.
3. Alternate Funding. Over half of California agencies are dependent on narcotic forfeiture funds as a major budget source.
4. Private Law Enforcement. First municipality in the state contracts for 100 percent private law enforcement services replacing the local agency.
5. Women Executives in Law Enforcement. California leads the nation in number of women in law enforcement executive positions.

The Delphi panel reviewed the final set of events and their relationship to the issue of ethical decision making. The panel members determined the year that the probability of the event occurring first exceeded zero percentage and the percentage of probability of occurrence by 1995 and 2000. Each member was asked to assign a probability estimation (from 0 to 100) of each event's occurrence by 1995 and 2000. A zero probability indicated that the event would definitely not occur, and a 100 indicated that it would absolutely occur. Each member was also asked to rate the impact of each event on the issue of study and on law enforcement in general. The numerical

rating score ranged from a minus ten to a plus ten. The minus values indicated a negative impact of the event on the issue and on law enforcement. The plus values indicated a positive impact on the same areas. The Delphi panel's ratings were analyzed, and the median estimations are reflected in Table 2.

EVENT EVALUATION

| EVENT STATEMENT | PROBABILITY | | | IMPACT | |
|--|-------------------------------------|---------------|---------------|--------------------------|-------------------------------|
| | YEAR PROBABILITY FIRST EXCEEDS ZERO | BY 1995 0-100 | BY 2000 0-100 | NET IMPACT ON ISSUE AREA | NET IMPACT ON LAW ENFORCEMENT |
| E #1 Ethics Managers. | 1994 | 10 | 25 | -10 to +10 +8 | -10 to +10 +7 |
| E #2 Review Boards. | 1995 | 5 | 10 | -5 +5 | -5 +9 |
| E #3 Alternate Funding. | 1993 | 20 | 40 | -5 +7 | -7 +6 |
| E #4 Private Law Enforcement. | 1999 | — | 10 | -5 +5 | -9 +5 |
| E #5 Women Executives in Law Enforcement. | 1995 | 50 | 70 | +6 | +5 |

TABLE 2

Table 2 depicts the Delphi panel's overall event evaluation as well as an analysis of the impact of each event on the issue of ethical decision making and the impact on law enforcement in general. The occurrence of Ethics Managers (E1) was estimated to have a probability of 25 percent by the year 2000 with both a high positive impact on the issue area as well as law enforcement in general. A similar estimation of impact occurred in Women Executives (E5). The Delphi panel estimated this event to have a high probability of occurrence (70 percent) by the year 2000 and a positive impact on both the issue area and law enforcement. Events 2 and 4 were both viewed as low probabilities (10 percent) but with high impact ratings in both negative and positive aspects. The panel viewed Alternate Funding (E3) with a 40 percent probability of occurrence and equally moderate negative and positive impacts. Review Boards, Alternate Funding, and Private Law Enforcement were considered by the panel to have "good news, bad news" aspects to their occurrence depending on the agency involved and that agency's ability to set policy according to ethical considerations.

EVENTS

MODIFIED CONVENTIONAL DELPHI GROUP RESULTS MEDIAN LEVELS OF EVENT PROBABILITIES

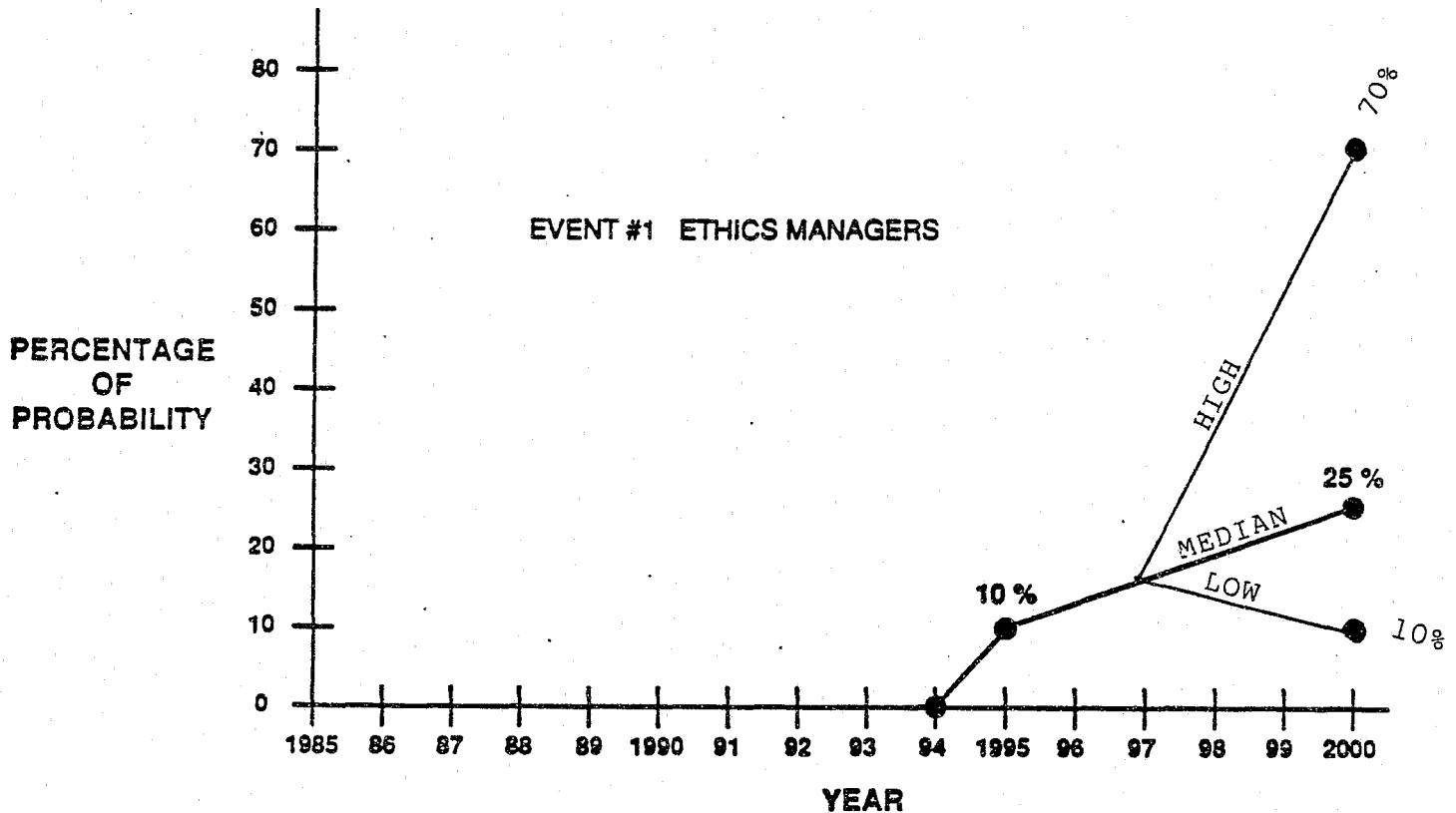


FIGURE 6

Event #1 - Ethics Managers. This event would occur when over one-third of California law enforcement agencies have ethicists among their management ranks. This position would function in an advisory capacity to agency executives and would play a role in policy decision-making matters. Just as the fiscal officer advises on financial matters for law enforcement and the department advocate or counsel advises on legal issues, this individual and/or his staff would examine the consequences of policies under consideration with the ultimate purpose of bringing to light as many potential outcomes for examination as possible.

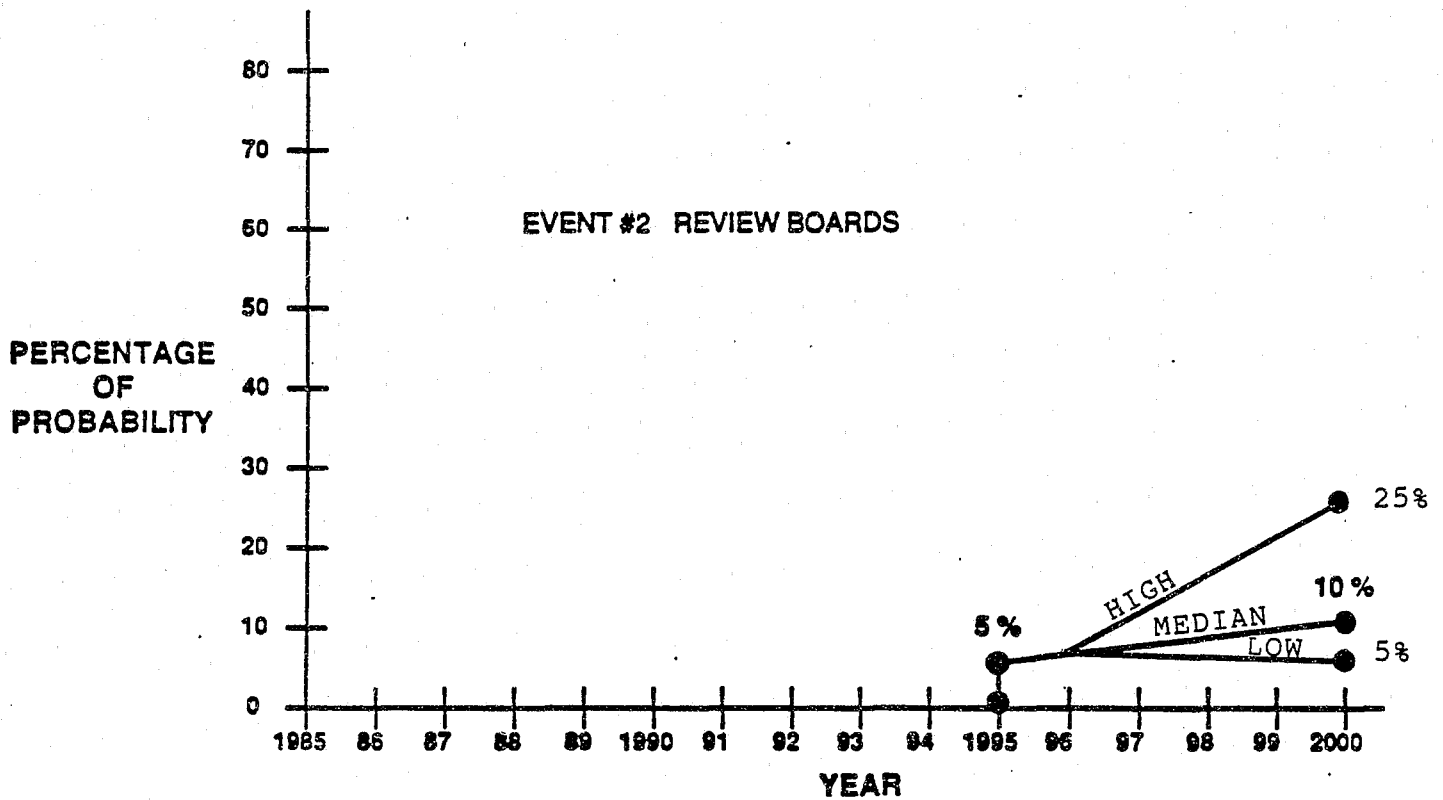


FIGURE 7

Event #2 - Review Boards. Reacting to what is believed to be a decline in professional standards among California law enforcement agencies, the state establishes regionalized committees to review and oversee local law enforcement agencies' policies and actions. These committees report to a state watch-dog commission that makes disciplinary recommendations.

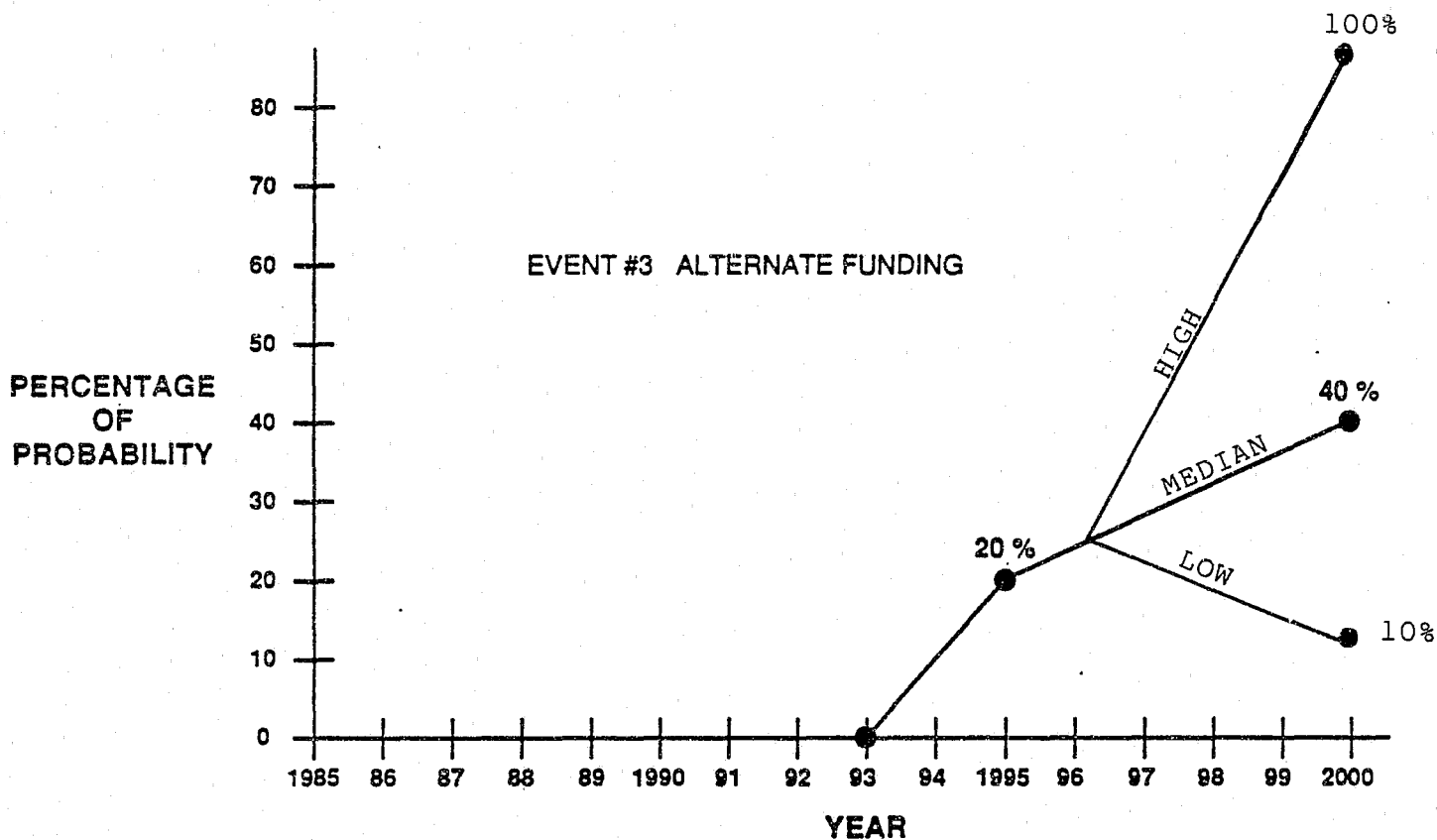


FIGURE 8

Event #3 - Alternate Funding. Narcotics asset forfeiture fund seizures and dollar amounts have risen to such an extent that more than half of California agencies have come to depend on the funds as a budget source. Traditional tax-based revenues continue to decline and government budget officials are reluctant to give law enforcement a bigger piece of the city or county tax dollar.

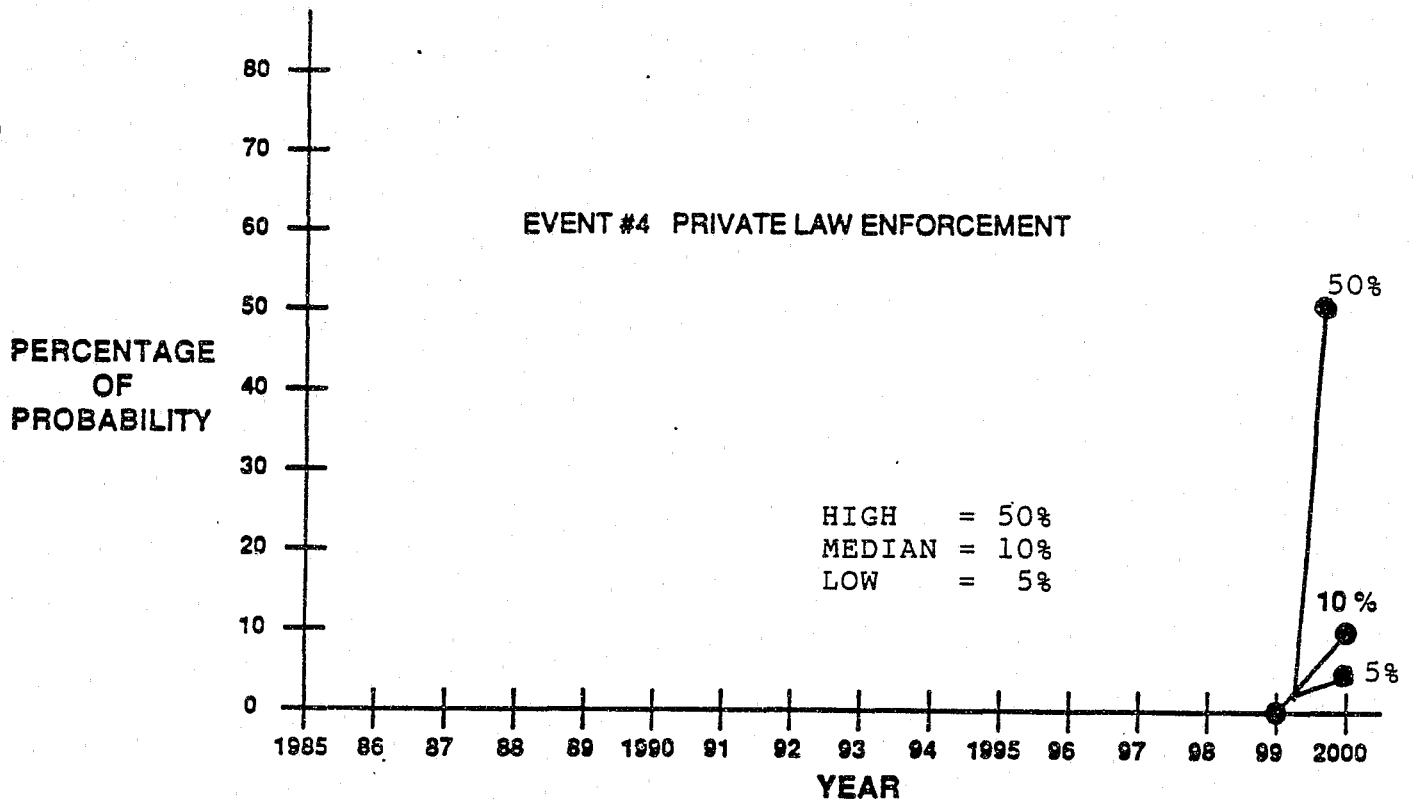


FIGURE 9

Event #4 - Private Law Enforcement. This event will occur when the first municipality within California contracts for its entire police services and assumes legal barriers to this event have been eliminated. Studies by think tank groups and organizations of taxpayer groups in the mid-1980s has produced recommendations that will cause a major change in local government thinking. Governments interested in saving costs of public service will be seeking ways to identify departments that can be turned over to private firms.

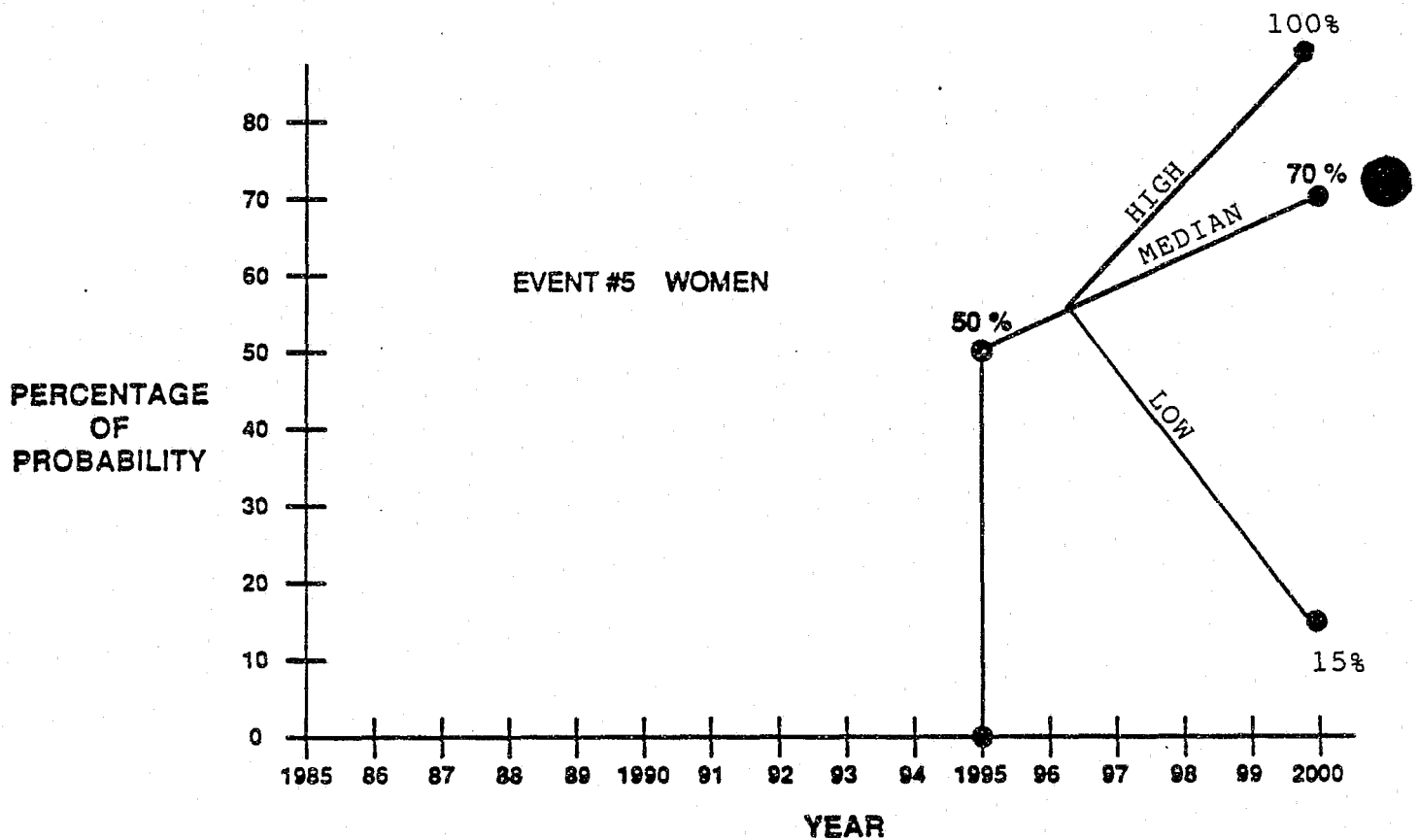


FIGURE 10

Event #5 - Women. California will lead the nation in the number of women holding executive positions within law enforcement. The women's movement emerging from the civil rights protests and anti-Vietnam War sentiment has changed the role women have played in the workforce. The 1980s has witnessed women moving more and more into nontraditional occupations and rising in power and influence. Women will represent 63 percent of the workforce entering the labor market between the years 1985 and 2000.¹³ The feminization of the workplace will have a consideration impact on the culture of law enforcement.

EXPECTED VALUE OF EVENT TO ISSUE

| <u>EVENT</u> | MEDIAN PROBABILITY OF OCCURRENCE BY <u>2000</u> | x IMPACT FIGURE = <u>-10 TO +10</u> | IMPORTANCE LEVEL |
|-------------------------|--|---|---------------------|
| Ethics Managers | 25 | +8 | +200 |
| Review Boards | 10 | +5 -5 | +50 -50 |
| Alternate Funding | 40 | +7 -5 | +280 -200 |
| Private Law Enforcement | 10 | +5 -5 | +50 -50 |
| Women Executives | 70 | +6 | +420 |

TABLE 3

Table 3 reflects the expected value of an event based on the median probability figure multiplied by the impact of that event on the issue figure. The occurrence of the events dealing with Alternate Funding and Women Executives have both a high negative and a high positive importance level to the issue of ethical decision making. Close behind in importance is the establishment of Ethics Managers.

Cross-Impact Analysis. During the second round of the Modified Conventional Delphi process, panel members were asked to reconsider the remaining five trends and five events based on their first round estimates as compared to the group scores. They were further asked to evaluate how each event's occurrence would impact the occurrence of other events and how those same events would impact the level of trends. This process, known as cross-impact evaluation, is depicted in Table 4.

CROSS IMPACT EVALUATION MATRIX

SUPPOSE THAT THIS EVENT
WITH THIS PROBABILITY %
ACTUALLY OCCURRED

HOW WOULD ITS OCCURRENCE IMPACT
THESE EVENTS AND TRENDS?

| | | <u>EVENTS</u> | | | | | <u>TRENDS</u> | | | | |
|----|-----|---------------|----|----|----|----|---------------|----|----|----|----|
| | | E1 | E2 | E3 | E4 | E5 | T1 | T2 | T3 | T4 | T5 |
| E1 | 25% | X | 10 | 10 | | | 15 | | | 10 | |
| E2 | 10% | 25 | X | | 18 | | 10 | 50 | 25 | 10 | |
| E3 | 40% | 10 | 10 | X | 25 | | 50 | 20 | 5 | 8 | 22 |
| E4 | 10% | | 10 | 30 | X | | 30 | 28 | | 5 | 22 |
| E5 | 70% | 10 | | | | X | | | | | |

EVENTS

- E1 = Ethics Managers. More than one-third of California law enforcement agencies have internal ethics managers who advise on policy matters.
- E2 = Review Boards. State watch-dog commission appoints regionalized committees to review and oversee law enforcement policies and actions.
- E3 = Alternate Funding. Over half of California agencies are dependent on narcotic forfeiture funds as a major budget source.
- E4 = Private Law Enforcement. First municipality in the state contracts for 100 percent private law enforcement services replacing local agency.
- E5 = Women Executives in Law Enforcement. California leads the nation in number of women in law enforcement executive positions.

TRENDS

- T1 = Level of police services expected by general population.
- T2 = Impact of consumer/special interest influences on law enforcement policies.
- T3 = Number of civil litigation cases against law enforcement agencies.
- T4 = Level of judicial intervention in police operations.
- T5 = Crime rate of major crimes.

TABLE 4

An analysis of the cross-impact evaluation matrix as estimated by the Delphi panel reveals the following selected influences of events on each other as well as the impact of events (assuming they actually occurred) on the level of trends.

Event #1. If more than one-third of California law enforcement agencies were to have internal ethics managers to advise on policy matters, then the probability of the event of narcotic forfeiture funds as a major budget source increases from 40 percent to 50 percent.

Event #2. If a state watch-dog commission were to appoint regionalized committees to review and oversee law enforcement policies and actions, then the impact off that event on the level of consumer/special interest group influences on law enforcement policies increases by 50 percent.

Event #3. If over half of California law enforcement agencies become dependent on narcotic forfeiture funds as a major budget source, then the impact of that event on the level of the trend which deals with police services expected by the general population increases by 50 percent.

Actors and Reactors. A continuing analysis of the cross-impact evaluation matrix, as depicted in Table 4, reveals additional information which is useful in determining the primary targets for policy action. By counting the number of "hits" in each row of the matrix, that is the number of times a score appears across the row of an event, the "actor" events can be identified. The events with the higher total of "hits" are considered "actors".

and are more important as a cause for change in the future. For example, the following events were determined to meet the criteria as "actors":

ACTORS

| <u>Event</u> | <u>Number of "Hits"</u> |
|------------------------------|-------------------------|
| E-3. Alternate Funding | 8 Points |
| E-2. Review Boards | 6 Points |
| E-4. Private Law Enforcement | 6 Points |
| E-1. Ethics Managers | 4 Points |

The same process of counting the number of "hits" is used to determine the reactor events and trends, only this time the count is taken down the columns of the matrix of an event or trend. Reactors are those events and trends that are tossed by the occurrence or nonoccurrence of the actors. The following trends and events were determined to meet the criteria as "reactors":

REACTORS

| <u>Trend/Event</u> | <u>Number of "Hits"</u> |
|--|-------------------------|
| T-1. Police Service Levels | 4 Points |
| T-4. Judicial Intervention | 4 Points |
| T-2. Consumer/Special Interest Influence | 3 Points |
| E-1. Ethics Managers | 3 Points |
| E-2. Review Boards | 3 Points |
| E-3. Alternate Funding | 2 Points |
| E-4. Private Law Enforcement | 2 Points |

POLICY CONSIDERATION

In reviewing the cross-impact matrix for those events that would be targets for policy action, an examination of the probability percentages of the events was conducted. The "turbulent" future emerged with the 20 percent occurrence probability of Event 3, Alternate Funding, occurring first (by 1995). That event increased the probability for the subsequent Event 2, Review Boards, to occur to 20 percent probability and for Event 3, Private Law Enforcement, to 35 percent probability. The "nominal" future emerged with the 50 percent probability occurrence of Event 5, Women Executives, occurring first (by 1995). That event increased the probability of Event 1, Ethics Managers, to 35 percent probability and Event 3, Alternate Funding, to remain at 40 percent probability. The "stable" future emerged with the 70 percent probability of Event 5, Women Executives, occurring (by 2000) and then causing Event 3, Alternate Funding, to remain at 40 percent. All of these potential futures created the basis for policy considerations in the following areas:

- Should the public play a role in the policy decision process of law enforcement agencies wherein those policies directly affect their well-being?
- Should law enforcement agencies seek to develop executive training programs to focus on ethical dilemma recognition, analysis and resolution?
- Should alternate funding sources be used to a greater extent for "soft" benefit areas such as in-service training and executive development instead of traditional "hard" benefit purchases such as equipment and supplies?

- Should law enforcement agencies seek to establish an ethics manager position or similar advisory committee within their management structures that functions as an internal watch-dog on ethical matters?
- Should law enforcement management seek to become more futures oriented, that is to recognize trends and probable events that would have ethical implications for law enforcement and to plan accordingly, through development of local level programs modeled after the Command College?
- Should law enforcement establish an executive and management level code of ethics, which would include peer group enforcement?
- Should management make public the reasoning behind the resolution of ethical conflicts that affect policy decisions?

SCENARIOS

Based on the data generated by the Modified Conventional Delphi panel, a set of three scenarios was developed as an integrating mechanism to bring together the concrete and abstract forecasts of a future state. The selected scenarios were the normative, exploratory and hypothetical modes that were written from the perspective of a law enforcement manager looking back from the year 2000. The normative mode scenario was developed from the "should be" data in the trend forecasts and represents the desired and attainable end state. The exploratory mode scenario was developed from the "will be" data as well as from those events with a higher than 20 to 30 percent probability

of occurrence. The hypothetical mode was developed from all of the data in a "what if" spirit to paint the worst case scenario.

Normative

Desired and Attainable

The nation's appetite for drugs had not dwindled during the early and middle 1990s. The crime rate related to drug usage had not been mitigated in spite of the ever-increasing likelihood of legislation to legalize the use of certain drugs. The environment was still fertile for law enforcement agencies to benefit from narcotic asset forfeiture funds. Indeed, many agencies had formed special task forces during 1985 to 1995 to concentrate solely on seizing drug assets to supplant their over-burdened budgets. By the summer of 1999, over half of the agencies in the state were dependent on asset forfeiture funds.

In 1989, '90, and '91, several large California law enforcement agencies were rocked by scandals of drug-money skimming by personnel within their ranks who had worked on such narcotic task forces. Corrective action by these agencies ranged from requiring drug testing for narcotic officers and financial disclosure statements of employees involved in asset seizures to mandatory periodic job rotation of these same employees out of sensitive assignments. Still, other agencies began to look at their methods of setting policy with regard to asset forfeitures and other matters.

It was August 15, 1999. Sheriff Edwards was the scheduled keynote speaker at a regional law enforcement convention next week in Las Vegas. August, he reflected, was the worst time to have a convention anywhere, much less Las Vegas. The world's ozone layer continued to be a topic of intense debate among activists and environmentalists as the "green house" effect continued to affect the environment. He noted in the morning weather report that the average temperature for Southern California desert areas and western Nevada had slowly risen two degrees in the last 10 years. "The long hot summer" was a cliché turned fact.

It was rumored that several state legislators recently were pushing for regionalized watch-dog committees to oversee local law enforcement policies and actions as a result of perceived law enforcement ineffectiveness and ethical lapses at the executive level. This unhappy possibility was the genesis of Sheriff Edwards' invitation to speak at the convention. It was Sheriff's Edwards' agency which first dealt with ethics in law enforcement through a program introduced in 1985. "Career Integrity Workshops" was a program of self reflection among peer officers concerning ethical dilemmas. Led by a trained facilitator, these workshops proved so highly successful among line level, supervisory, and management levels that the program was adopted by the California POST Commission as a model for all agencies. Most agencies had adopted this form of training by late 1995 in dealing with ethical dilemmas for their line level personnel. No agency except Edwards' had gone much beyond

the supervisory or manager level in this area in the last five years. Sheriff Edwards felt good about his department's efforts in this area. He reflected on his executive staff and the quality of training they had received in the last year. One of his staff, Chief Charlene Franklin, had suggested an executive development program back in 1991, which was an extension of and further expansion of the department's Mentor Program.

Franklin's program was, in effect, an executive corporate college wherein top level policy makers attended intensive educational seminars (that were affiliated through a local university) over a one-year period to hone their decision-making skills. Most executives had achieved their Master's degrees, but this program went beyond and complimented the Master's level. The focus of the program was on recognizing ethical dilemmas and sorting out the consequences of secondary and tertiary effects of policy decisions. Consumer and special interest groups were focusing more and more attention on law enforcement policies which they believed ignored or interfered with their best interests. Pro-life and anti-abortionists, militant environmentalists, and the new group of activists against toxins in food products were examples. Agencies throughout the state were feeling the heat from these pressure groups, but Sheriff Edwards was not. His agency's program empowered his executives with the ability to recognize emerging ethical issues and changing social attitude and trends in their communities to which they could respond and affect. The evidence of their success was the excellent relationship they developed

with the community and its various stakeholder groups and individuals

As he boarded the high-speed magnetic levitation train for Las Vegas, Sheriff Edwards knew the time was right to share his program with other law enforcement professionals. He had a ready-made audience.

Hypothetical

(Worst Case)

The crime rate had risen dramatically (42 percent) by 1989 through 1999. The general public had come to expect more police services from their law enforcement agencies but only by 20 percent over 1989 service demand figures. Consumer groups and special interest groups were receiving the better part of police attention through gradually focusing their criticism on police policies and tactics. This influence, indicated by a 30 percent increase over the last decade, reflected the ever-growing numbers and types of special interest groups, the most recent examples of which was the "Citizens for Responsible Use of Expert Information Systems" better known as "CRUISE." Formed in 1995, the group had focused on the computerized expert systems which law enforcement had begun to rely on for their decision making. At issue was the absence of human intervention in the process of electronically gathered data and the electronically generated action recommendations. The ominous possibility of arrest warrants being electronically created based on data collection alone was one of the fears of CRUISE. That fear came true suddenly one late night with the shooting of an innocent man by police who mistakenly

thought they were confronting an armed felony suspect. The automated system had alerted the patrol crews to the license number of a vehicle along with a physical description of the suspect. The information was erroneous and tragically compounded by the coincidence of a physical similarity of the real suspect to the victim. "Police Officers Shoot Retarded Man by Mistake - Officials Blame Computer Error" read the headlines of the local newspaper for the February 19, 1997 edition. The editorial pages had been filled with numerous articles on the insensitivity of the police hierarchy to local community needs for the past year. The shooting now polarized the community against what they perceived was the incompetence of the street officer and the cover-up mentality of the department's management. Earlier revelations of corruption among a group of detectives and their supervisors was made public through an aggressive newspaper investigative reporter's hard work and not through any cooperation from the department's management. Management blamed the legal system for tying their hands in dealing with employee disciplinary matters and so took the position of "no comment" when asked to publicly respond. Management was not so reticent when it came to discussing "whistle-blowers" in their midst.

Three senior executives had taken early retirements for "personal reasons" in November 1996, but it was widely known that these professionals were disenchanted with the mismanagement of their department. The county had lost oversight responsibility for their custody facilities to the State Board of Corrections. The continuing judicial crackdown on custody conditions due to

overcrowding had finally taken its toll. Counties were no longer financially able to handle the prisoner burden alone.

The disenchanted senior executives had tried to speak out on important issues facing their department but were bitterly rejected by their peers and upper management as malcontents and disloyalists. There was clearly no atmosphere in the organization to encourage open dialogue or to protect those who dissent from popular thought.

There was a longing for the "good ole days" among the remaining older executive staff members as they saw their places being filled by the up and coming "me" generation--ambitious, self-centered professionals who were merely passing through an organization on their way to somewhere else.

Exploratory

(Play Out)

There was a great deal of skepticism among the participants at the department's annual executive seminar in which the concept of an organization ethicist was the agenda topic. Most executives felt that they didn't need someone looking over their shoulders to tell them the difference between right and wrong or to preach to them from a moralistic pulpit. Some executives were actually hostile to the idea, thinking that hiring an ethics consultant suggested that the other members of an organization either didn't need or didn't possess ethical perspectives in their work environment. It also seemed overly clever and self serving for a law enforcement agency to employ such a person; after all, wasn't law enforcement supposed to uphold the law and set the ethical high ground?

That happened in the spring of 1995. The private sector had moved ahead in the area of corporate ethicists starting in the mid-1980s and through the 1990s while law enforcement had lagged behind. A few California agencies had begun exploring this area when the trend toward greater interaction between law enforcement and the private sector grew. The influence of POST and the Command College futurist curriculum also had an impact on the law enforcement manager's concern for how their decisions would influence and affect the future. As the number of graduates in futures studies grew throughout the state, the more the communications between and within agencies became focused on futures issues.

The undersheriff, subsequent to the 1995 executive seminar, had decided to conduct a talent search for an organization ethicist similar to the private sector position. By the end of the year, he had succeeded and the first "conscience" of law enforcement was on board.

Sharon Wilkins-Davies was a graduate of the University of Southern California with a Master of Arts degree in Business Administration. She specialized in consumer interest and marketing research. She had minored in religious philosophy and had spent three years in South Africa as a Peace Corp volunteer, working with local missionaries during her summer breaks from school. After graduating from U.S.C., she returned to South Africa and obtained a position with a large American manufacturing company in Pretoria as a consumer research analyst. As the political and social upheavals within South Africa drew world

attention to the issues of apartheid, Wilkins-Davies found herself caught up in the conflict in which many American-owned businesses and employees found themselves. If a business did not pull out of South Africa, it was viewed as being supportive of apartheid and government. If, as many businesses did, it pulled out of an economy controlled by the white minority, it would wreak havoc on the future of South Africa's black majority's economic development. Wilkins-Davies became an advocate of her company's remaining in South Africa and at the same time taking advantage of the government's suspension in 1985 of the "pass laws." These laws previously prevented blacks from traveling to the larger cities where greater employment opportunities existed. Wilkins-Davies advocated hiring, training and promoting from among the black citizenry, and she convinced her company to agree with her position. When later political upheavals ultimately forced her company to withdraw from South Africa altogether, she had already established her credentials as a tough "practical ethicist," one who could tackle the conflict between organizational efficiency and human concerns.

Her employment as the first ethicist in law enforcement came after two more stints in the private sector from 1985 to 1994. Now, in 1998, she had three years under her belt in the law enforcement culture, and she reflected on what those years had brought.

She and her staff of four assistants had faced some difficult times in gaining recognition and respect from the department executives. Much of their initial work involved reviewing routine policy decisions of the Executive Planning Council from

the perspective of ethical impact. Slowly, she and her staff began to present issues and emerging trends to the council for their consideration rather than waiting to review the council's decisions. Some of the issues she had presented included the emerging problem of euthanasia among the homeless and seriously ill. How was law enforcement going to react to this social problem, and did they have a responsibility to act at all? Other issues were the increasing number of employee stress-related retirements, the potential impact of a two-tiered pay scale proposal for middle managers, and the formula for deploying police personnel resources. In none of these issues did Wilkins-Davies or her staff suggest answers. Rather, they encouraged discussion and ensured that the executives asked those questions that would move them to a comprehensive analysis of the issue.

What resulted in this facilitator-type approach to her assignment was Sharon Wilkins-Davies' relative acceptance as a colleague by the executives and the realization that she and others like her could be a valuable asset to law enforcement. Although she was still the only law enforcement ethicist in the state, she felt confident of her future and the direction her latest employer was moving toward.

Summary

The objective of this portion of the project study was to introduce the topic of research and the issues and subissues relative to the topic question. What will be the ethical decision making process for chief executives and senior managers

by the year 2000? What form will that process take? Will it be mandatory or voluntarily generated? The emerging trends and events that will impact the ethical decision making process were identified by the Modified Conventional Delphi panel process and distilled to the five most important trends and events. These trends and events were the basis for three futures scenarios of which one (the normative, desired and attainable) was selected for discussion in the strategic planning and transition management sections of this project.

The policy considerations developed as a result of the cross-impact analysis will be the basis for further development of policy alternatives during the Modified Policy Delphi Process of the Strategic Management Plan.

PART TWO
STRATEGIC MANAGEMENT

This section suggests strategy for law enforcement executives to implement regarding the ethical implications of policy matters related to law enforcement services beyond legal and/or financial considerations for large metropolitan California agencies.

STRATEGIC MANAGEMENT

STATEMENT

While the purpose of Objective 1 was to deal with the futures study of the topic issue, this next portion and Objective 2 deals with the strategic management process and implements a strategic plan through an analysis of the organization's status quo and readiness for change. The normative scenario was selected as the focus of the strategic management process for bringing about the desired future. This process involves the application of a number of interrelated methodologies, the most significant of which are listed below:

- A Situation Audit
- Alternative Strategy Development
- Structure for Strategic Plan

METHODS IDENTIFICATION

SMEAC stands for Situation, Mission, Execution, Administration, and Control. It is a model that is used as a structure for the strategic plan. The predominate aspects of the model that will be used in this project are the Situation, Mission, and Execution portions as they are suited to the futures orientation of the study.

Situation - The situation is the status quo audit of the agency under study. It consists of three component parts: WOTS-UP Internal Analysis, WOTS-UP External Analysis, and Stakeholder (SAST) Analysis. WOTS UP is an acronym for weaknesses, opportunities, threats and strengths. It is an analysis of the organization's

strengths and weaknesses as it relates to its environmental threats and opportunities. SAST, Strategic Assumption surfacing Technique Plot, is a method for identifying and analyzing the stakeholders in the study issue. Stakeholders are those individuals or groups who are interested in or affected by an ethical decision making process within the organization.

Mission - The organization under study has both a broad purpose in the form of a macro statement and a more specific statement relative to the ethical decision making process in the form of a micro statement.

Execution - The development of alternative strategies to deal with the study issue are generated in the execution part of the planning structure through a Modified Delphi Policy process. This group process is used to generate policy alternatives in advance of a group meeting and then to rate options as to feasibility and desirability of each alternative.

Table 5 illustrates the planning structure for the strategic management of the ethical decision making process.

STRATEGIC MANAGEMENT

PLANNING STRUCTURE

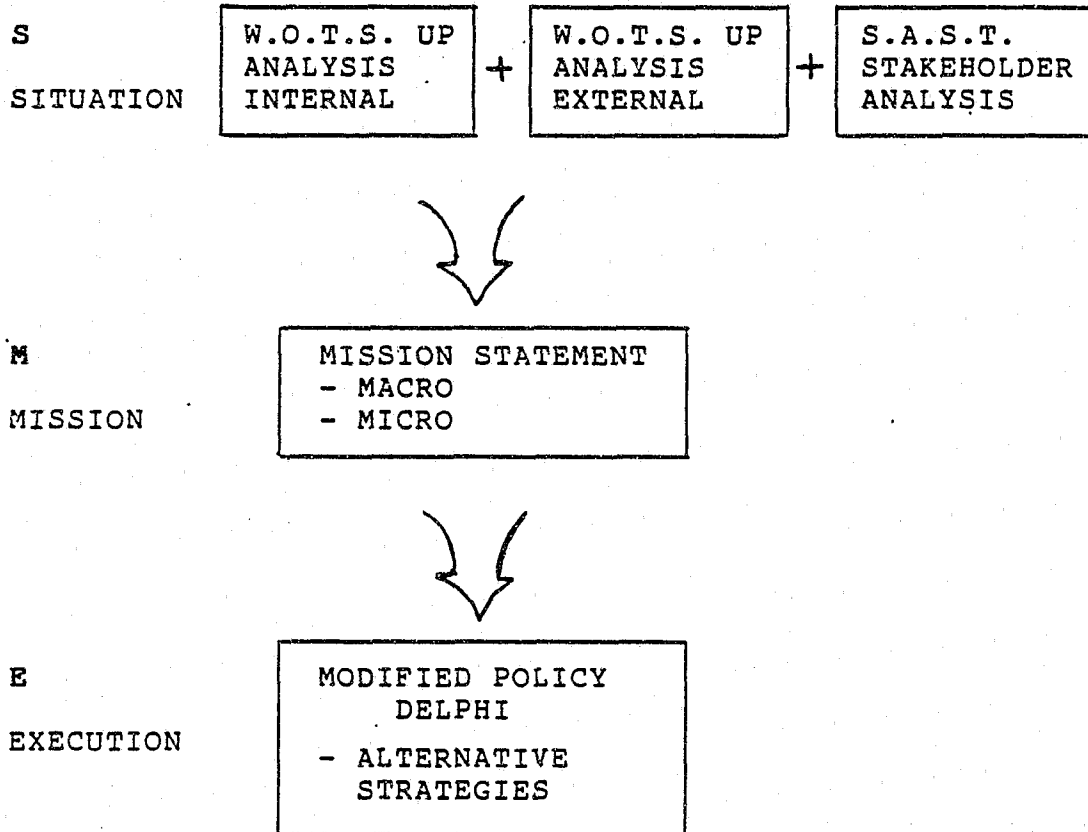


TABLE 5

CONTEXT

The normative scenario was selected as the desired and attainable end state in which to develop policy alternatives and implement a final policy through strategic planning.

The first step in the strategic planning process is the situation audit, which, in this study, is limited to the researcher's own large metropolitan organization. As a backdrop to the situation audit, an overview of the agency under analysis is helpful.

The Los Angeles County Sheriff's Department operates on an annual budget of more than \$850,000,000 and provides complete law enforcement services to nearly 2 million people living in an area of 3,200 square miles. There are more than 10,000 employees including both sworn and civilian members. The sheriff is the elected head of the department with the undersheriff as second in command and two assistant sheriffs as the third level of executives. The department is divided into five divisions and three field operations regions, each of which is commanded by a chief who reports to one of the two assistant sheriffs or to the undersheriff.

The field operations regions provide patrol services on a 24-hour basis from 21 sheriff's stations to 39 contract cities and to the unincorporated county areas. The custody division provides county-wide custodial services for an average daily inmate population of 22,000 sentenced and presentenced prisoners. The department's remaining four divisions are Administrative, Court Services, Detective, and Technical Services, which provide

support to the field operations regions and Custody Division.

The department is structured in the traditional quasi-military hierarchy of command with captains holding the top rank at each facility and bureau. The captain rank reports to a centralized headquarters executive at the rank of commander or division chief.

The majority of the department's executive level staff, that is from the rank of captain and above, have an educational level of at least a Bachelor's degree with many at the Master's degree level. Most achieved their college educations much earlier in their careers and prior to achieving executive rank.

As is the case in many California law enforcement agencies, the Los Angeles County Sheriff's Department has no formalized in-service training for its management personnel at the rank of captain and above except for a three-day POST Executive Development course offered to newly promoted captains and directors on a one-time basis.

The need for in-service executive development was recognized in 1987 as an area to be explored. As a first step, the department initiated a Mentorship Program for all newly promoted captains and commanders in order to provide exposure for the promotees to a number of developmental experiences. The program is now formalized and is a requirement for department executives.

What is not included in the Mentorship Program is any formalized instruction or program element dealing specifically with ethical dilemma recognition, analysis and resolution. At the captain rank and above, there is no structured process in

which ethical implications of policy decisions are discussed or scrutinized. Discussions of policy implications do occur at the executive level within the Executive Planning Council, a body of division chiefs, directors, and assistant sheriffs under the chairmanship of the undersheriff. For the most part, however, lower level executives are not included in the activity of the Executive Planning Council decision making.

A program begun in 1985 entitled "Career Integrity Workshop" has been presented to the Executive Staff on a one-time basis and focuses on ethical issues at the personal behavior level. The program, developed by the department and the only one of its kind, consists of a group discussion of from four to six hours conducted by a facilitator of equal rank with the participants. The objectives of the workshop are to encourage self examination, enhance awareness of individual values, to seek valid standards in decision making, and to highlight common feelings of what's right. This successful program is currently in place and ongoing at the line and supervisory levels. There is no present provision for an ongoing workshop or an expansion of this program at the executive level.

SITUATION

WOTS-UP INTERNAL ANALYSIS.

Strengths and Weakensses. A group of 12 individuals within the organization at the rank of lieutenant and above were asked to assess the department's internal strengths and weaknesses and its capability to adjust to change. Through the use of a situation audit instrument, the members of the group provided their individual assessment of each category under consideration. Their scores were averaged to provide results based on the following rating criteria:

1. Superior. Better than anyone else. Beyond present need.
2. Badder than average. Suitable performance. No problems.
3. Average. Acceptable. Equal to competition. Not good.
Not bad.
4. Problems here. Not good as it should be. Deteriorating.
5. Real cause for concern. Situation bad. Crisis.

| <u>CATEGORY</u> | <u>AVERAGE RATING</u> | <u>CATEGORY</u> | <u>AVERAGE RATING</u> |
|---------------------------|-----------------------|---------------------------------|-----------------------|
| Tax Based Revenue | 3.16 | Management Decision Making | 3.16 |
| Share of County Budget | 2.0 | Management Turnover | 2.58 |
| Alternate Funding Sources | 3.08 | Supervisory Skills | 2.58 |
| Employee Pay, Benefits | 2.66 | Management Flexibility | 3.25 |
| Fixed Assets, Supplies | 3.0 | Board of Supervisor Support | 2.66 |
| Facilities, Equipment | 3.16 | Training | 2.50 |
| R & D Capabilities | 3.83 | Community Image | 3.08 |
| CAO Support | 1.41 | Personnel Attitude | 2.66 |
| Community Perceptions | 2.83 | Personnel Morale | 3.08 |
| Community Support | 2.66 | Personnel Per Capita Ratio | 3.33 |
| Community Needs Addresses | 3.25 | Personnel Skills | 2.58 |
| Calls for Service | 2.75 | Personnel Turnover | 2.91 |
| Complaints Received | 2.75 | Crime Prevention | 3.25 |
| Investigative Tools | 3.16 | Computers | 3.58 |
| Communications Equipment | 2.92 | Political Climate | 2.66 |
| Legal Liabilities | 3.0 | State, Local, Federal | |
| Legal Constraints | 3.0 | Department Clout | 2.41 |
| | | Government Regulatory Pressures | 3.16 |

Interpretation: What emerges from this assessment is that the raters saw no crises or situations for real concern in the organization. The organization has real strength in its share of the county budget, its highly trained and skilled personnel, supervisory skills, quality of training, personnel attitude and morale, and employee pay and benefits. These strengths are cause for optimism since nearly all are in the area of human concerns and indeed are probably the basis for the department's solid reputation. The weaknesses, for the most part, were in the computer system's area or in equipment and funding. Lack of research and development capabilities, computer systems, facility needs, sources of alternate funding, and the amount of tax-based revenue coming into the department were viewed as weaknesses that were bearable and equal to what other agencies had to contend with throughout the state.

The same group rated the department's ability to react to change using an additional situation audit instrument with the following rating criteria.

1. Custodial. Rejects change.
2. Production. Adapts to minor changes.
3. Marketing. Seeks familiar change.
4. Strategic. Seeks related change.
5. Flexible. Seeks novel change.

The areas of analysis involved three major categories: Top Managers, Organization Climate, and Organization Competence. The rater's scores were again averaged with the following results:

| <u>CATEGORY</u> | <u>AVERAGE RATING</u> |
|-------------------------|-----------------------|
| Top Managers: | |
| Mentality - Personality | 2.75 |
| Skills - Talents | 1.58 |
| Knowledge - Education | 2.66 |

| <u>CATEGORY</u> | <u>AVERAGE RATING</u> |
|--------------------------|-----------------------|
| Organization Climate: | |
| Culture - Norms | 2.33 |
| Rewards - Incentives | 2.75 |
| Power Structure | 2.0 |
| Organization Competence: | |
| Structure | 2.5 |
| Resources | 3.25 |
| Middle Management | 3.25 |
| Line Personnel | 3.0 |

Interpretation: The organization, as the rating group saw it, seeks familiar change. Its top managers feel comfortable in adapting to minor changes and in moving cautiously forward on familiar ground. Its middle managers are slightly more flexible in that they are more strategic in their thinking.

WOTS-UP EXTERNAL ANALYSIS.

Threats and Opportunities. This part of the analysis was performed by the researcher based on input from members of the Modified Conventional Delphi Panel. The trends and trend-based events identified by the panel were analyzed for their impact on the ethical decision making process.

Over the next 11 years, there will be an increasing demand from the general public for more and varied police services. The threat that is presented in this trend is the inability of law enforcement agencies to respond to the demand due to a shrinking labor pool and a continuing erosion of tax-based revenues. This trend encourages the development of the relationship between the private sector and law enforcement and the opportunity to merge or pool their resources to impact the crime-related social problems. Law enforcement executives must

consider the type and level of service that will be provided to communities in the year 2000 in conjunction with community-based organizations.

Another trend that dovetails the previous trend of demand for police services is the level of consumer and special interest groups' influence on law enforcement. As this trend steadily increases, to whom should law enforcement be responsive? As executives and senior managers set policy, whose interests should be recognized and whose should be given a "back-seat" priority? How will that decision be made? As consumer/special interest groups gain power, political clout, and financial strength from the general population, the opportunity exists for law enforcement to tap these groups' energy to impact community law enforcement problems, provided these groups represent legitimate interests and operate in a legal manner.

Civil litigation against law enforcement agencies is a serious threat not only in the financial burden it presents but also in the potential for damage to the agency's ethical reputation and clout within the community. The only opportunity that can be discerned from this trend is the opportunity to learn from mistakes and avoid future jeopardy through continued training and education of department members.

Judicial intervention in police operations poses a threat of public safety versus contempt-of-court issues. When a judicial order mandates agencies to manage jail overcrowding by reducing the inmate population, they are faced with the dilemma of deciding which inmates to release to the street and which to maintain in custody.

The rising crime rate of major crimes is a threat to the use of over-burdened resources and will place law enforcement managers in the continuing conflict of deciding on policy issues which affect crime rates. There is a present correlation between drug usage and criminal activity. Because of this, resources will be stretched to the maximum extent in dealing with this continuing crime problem.

The trend-based event of alternate funding through narcotic asset forfeiture fund seizures will supplement the already over-burdened organization budget. The potential threat, however, is the risk of corruption. At what point does the agency become a profiteer of drug assets and, therefore, a perpetrator of drug-related criminal activity?

STAKEHOLDER ANALYSIS.

Individuals or groups who are affected by what the organization does as compared with the issue of ethical decision making or who are able to impact the organization in relation to the issue or who are simply concerned about the issue in relation to the organization are described as stakeholders. The process of generating a list of stakeholders was done individually by the researcher with input from department colleagues familiar with the study. The list of 25 stakeholders was reduced to the 12 most significant ones in relation to the issue. Within the group of stakeholders, a "snaildarter" was identified; a snaildarter is one who is a seemingly insignificant player but who could drastically impact the organization's policy and action.

The stakeholders and assumptions about them are as follows:

1. Crime victims/witnesses. There is a perception among this group of individuals that the criminal justice system pays greater attention to the perpetrator of the crime than to the victim of it. Any ethical decision making process that takes into account policies that positively affect this group's interests will be supported by them.

A. Supportive of law enforcement and efforts to humanize criminal justice system.

B. Nonsupportive of programs which release criminals from custody early.

2. Department executives. When it comes to the issue of ethical decision making, all of these individuals view themselves as ethical and sincerely believe in their own integrity. Their reputation throughout California and among other county departments supports this self-appraisal. What this group might find uncomfortable to deal with would be any formalized decision-making structure which would stifle their discretionary powers. Many executives feel pressured not so much in resolving ethical conflicts but in making decisions on matters in which they have insufficient information or insufficient resources. This group would support ethical decision making process that affords the executives a greater understanding of an issue through access to comprehensive information and analysis of that information.

A. Nonsupportive of restrictions to discretionary powers.

B. Supportive of information systems to aid in ethical decision making.

3. General public. The public expects its law enforcement agency to make the right decision and set forth policy that has the public's interest at the forefront. They will view with suspicion any "quick fix" program that will cost money and that appears to be unnecessary. On the other hand, the public will perceive educational programs and executive development programs initiated from within as positive if the agency bears the cost without reduction of services to the community.

A. Nonsupportive of costs for executive development and education.

B. Supportive of in-house programs that do not reduce services to community.

4. POST. The State Commission on POST will support any educational program that could benefit all law enforcement agencies within the state. What they will be cautious about is duplication of effort by other agencies and cost of implementing new programs. They will provide a supportive role to agencies that help offset training costs.

A. Support broad-based education programs.

B. Cautious in allocating additional funds.

5. News media. The news media will ignore issues of executive development and ethics training unless there is a transgression that can be reported as a breaking story. Ethical lapses in government stories have peppered the news since the days of Watergate, while preventive measures have not been considered "sexy" enough to warrant coverage. Caution should be exercised with this group since a news release regarding a new focus on

ethical decision making could be interpreted as an admission of guilt.

A. Supportive of "newsworthy" items only.

B. Narrow in focus but generally in favor of law enforcement.

6. Middle managers. This group is the last level toward which formalized training programs are directed. Executive development will be seen as a positive move if this group is included in its benefits. As future executives, they will want to be included in the training.

A. Support training.

B. Will resist structured rules or new restrictions on their authority.

7. Contract Cities Association. City managers and local government officials see ethics as central to public service. They are supportive of educational programs that address the human aspects of management and would probably welcome an invitation to participate in program development. On the other hand, they would not like to be the recipients of moral preaching by members of law enforcement management.

A. Supportive of ethics training.

B. Would want to participate in program development.

8. Employee associations. Fundamentally suspicious of management motives, employee groups will take a "wait-and-see" posture with regard to executive programs dealing with ethics. They will closely monitor subsequent executive policy decisions to determine if their members are adversely affected by any new methodologies or strategies employed in the process. They

will also watch closely any code of ethics developed at the executive level that might be translated to the lower levels as force of law.

A. Wait and see posture. Cautious.

B. Resistant to potential mandates.

9. Department technocrats. Information processors and statistical data gatherers at all ranks and positions will be threatened by any new demands by executives for data analysis or interpretation due to the resulting workload increase. If, in analyzing the numbers, this group is free to present bad news in an open environment, their value to the executive level will be enhanced.

A. Fearful of increased demands for information.

B. Supportive of programs which enhance their position in organization.

10. Minority communities. Critical of government bureaucracies that pay attention to problems based on bottom-line costs, these groups will welcome any evidence of nontraditional thinking by law enforcement in dealing with their community's problems.

A. Support expenditure of police resources where there is greatest need.

B. Support involvement in decisions that affect them.

11. Educational institutions. Would like to become involved in educational programs for law enforcement management. Cost is high. Executive development programs do not have major components dealing with ethical decision making.

A. Limited availability of ethics-training programs.

B. Supportive of law enforcement education.

12. Business community. Private sector business representatives are highly interested in maintaining a professional relationship with law enforcement. They see this relationship as helpful to the security of their business as well as to their standing in the community.

- A. Would support public/private efforts in executive development programs.
- B. Supportive of financial assistance to public sector programs of mutual benefit.

Snaildarter. The stakeholder who is seemingly an insignificant player but who has the ability to drastically impact the organizations' policy and action is defined as a snaildarter. Among the 12 identified stakeholders, this definition applies to the department technocrats and information processors. The success of the strategic plan could ultimately depend on how this group is managed and treated by department executives. For this reason, careful consideration should be given to tactics for dealing with this potential threat. Other snaildarters are the employee associations who could affect the success of the plan. Employee associations do not represent employees at the executive level, but they are concerned about the manner and method the executives use in making policy. If in the course of focusing on ethical issues, the executives employ different techniques, procedures or methods, employee groups will feel threatened unless they are familiar with the process. The other side of this threat is that once the executives feel comfortable in their attention to ethical conflicts, employee

associations will attempt to codify the process whenever it affects their constituents.

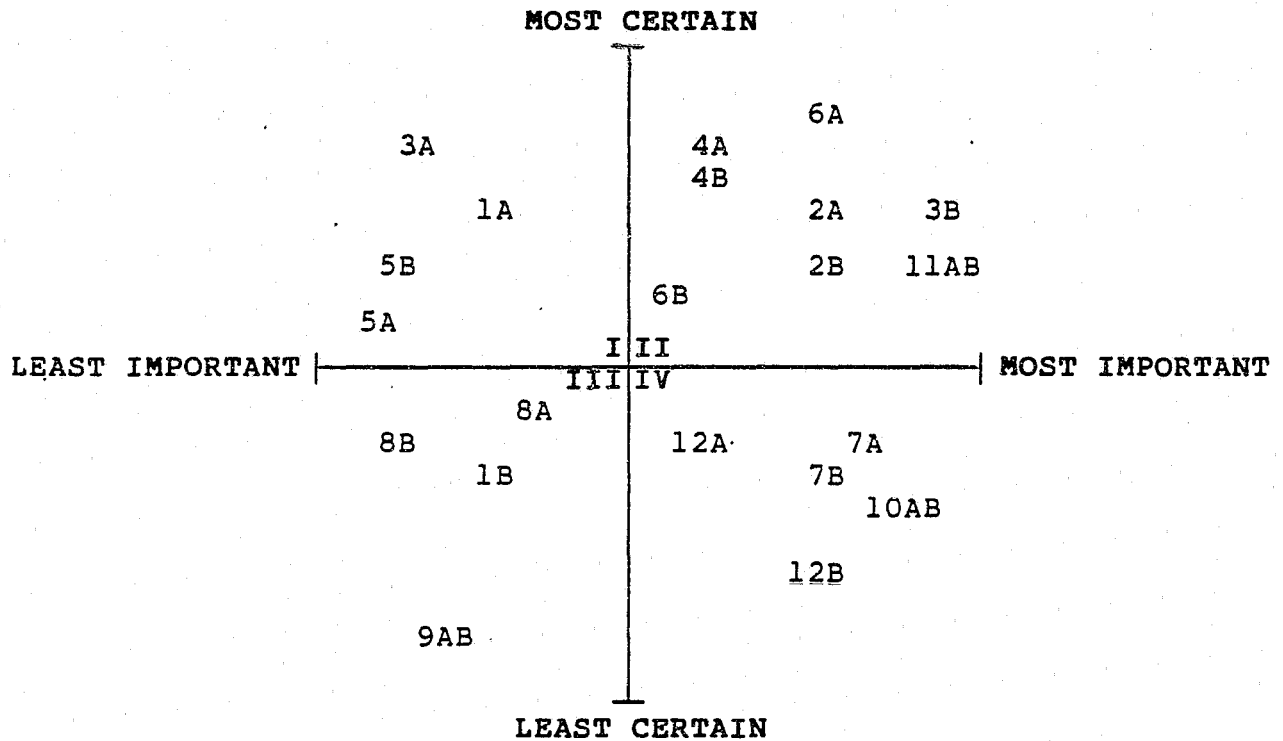
STRATEGIC ASSUMPTION SURFACING TECHNIQUE.

The SAST analysis is the third component of the situation audit of which the two-part WOTS-UP analysis has already been discussed. The SAST plot map is a visual aid in determining those stakeholders who are considered most important to the strategic issue and those stakeholder's assumptions that are most certain. The plot map is divided into four sections, each of which represents a management approach in dealing with these groups and their assumptions. In Section I, the groups require orderly maintenance. In Section II, the groups are secure as both important and certain and so should only require monitoring. Section III group members bear close watching as they are unpredictable. Section IV are groups that are important and need to be given attention.

Figure 11 depicts the stakeholder's and snaildarter's positions on the SAST plot map based on the researcher's assumptions about each. For example, the numbers 4A and 4B appear in Section II, a group that is both important and their assumptions certain. Stakeholder number 4 is POST and assumption 4A is that they will support broad-based educational programs. Assumption 4B is that POST will be cautious in allocating additional training funds.

Stakeholders 8 (employee associations) and 9 (department technocrats) are the most unpredictable as to their assumptions and so should be closely observed.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT



STAKEHOLDERS

- | | |
|----------------------------|--------------------------------|
| 1. Crime Victims/Witnesses | 7. Contract Cities Association |
| 2. Department Executives | 8. Employee Associations |
| 3. General Public | 9. Department Technocrats |
| 4. POST | 10. Minority Communities |
| 5. News Media | 11. Educational Institutions |
| 6. Middle Managers | 12. Business Community |

SNAILDARTERS

- 9. Department Technocrats
- 8. Employee Associations

FIGURE 11

MISSION

Macro Statement. During 1988-89, it was the researcher's privilege to be a part of an advisory committee to the department that made recommendations to the executives concerning the future direction of the organization. As one of the recommendations to move the organization to a more service-oriented posture, the researcher wrote a mission statement that was approved and published in November 1989. It is included here in its entirety as an example to all California law enforcement agencies who recognize human values in the delivery of law enforcement services:

OUR MISSION

The quality of neighborhood life, its safety and welfare comes from the commitment of each of its citizens. The Los Angeles County Sheriff's Department takes pride in its role as a citizen of the community; partners with its members in the delivery of quality law enforcement services. We dedicate our full-time efforts to the duties incumbent upon every community member. As we act, we are universal citizens deriving our authority from those we serve. We accept our law enforcement mission to serve our communities with the enduring belief that in so doing, we serve ourselves. As professionals, we view our responsibilities as a covenant of public trust, ever mindful that we must keep our promises. As we succeed, our effectiveness will be measured by the absence of crime and fear in our neighborhoods and by the level of community respect for our efforts. In accomplishing this all important mission, we are guided by the following principles:

To recognize that the primary purpose of our organization is not only the skillful enforcement of the law, but the delivery of humanitarian services which promote community peace.

To understand that we must maintain a level of professional competence that ensures our safety and that of the public without compromising the constitutional guarantees of any person.

To base our decisions and actions on ethical as well as practical perspectives and to accept responsibility for the consequences.

To foster a collaborative relationship with the public in determining the best course in achieving community order.

To strive for innovation, yet remain prudent in sustaining our fiscal health through wise use of resources.

To never tire of our duty, never shrink from the difficult tasks and never lose sight of our own humanity.

Micro Statement. This mission statement (with respect to the ethical decision making process) may be found in part in the Macro Statement: "To base our decisions and actions on ethical as well as practical perspectives and to accept responsibility for the consequences." In addition, public officials, when performing their duties, must act in a socially responsible manner that takes into account the well-being of individuals and society.

EXECUTION

A core group of six individuals, from both the earlier Nominal Group Technique and from the Modified Conventional Delphi panel, were given the situation-analysis information and the analysis of the trends and trend-based events and asked to determine their impact on ethical decision making. The group members then generated a number of alternative policies to address the strategic issue. The result of their efforts produced the following suggested policy alternatives:

Alternative 1. The department will establish an in-house ad hoc ethics committee consisting of a vertical slice of the organization to review policies and to make recommendations to department executives. The committee would function

similarly to a grand jury in which members serve for a specific period of time and are free to examine all aspects of an issue or policy under consideration. Their recommendations would not have the force of law but would be advisory in nature. Their recommendations, however, would be published throughout the organization in conjunction with announced departmental policy implementation.

Alternative 2. The department will institute a citizen advisory council for each sheriff's station to advise the station commander on ethical issues of community concern relative to law enforcement. The department is moving toward a more service-oriented posture in the delivery of law enforcement services to the community. It is felt that more citizen input and collaboration at the local level is needed to enhance a closer citizen/law enforcement relationship. The council would be made up of local community members.

Alternative 3. The department will require executives to submit conflict-of-interest reports regarding their financial status upon promotion and annually thereafter. Some form of this process currently exists with the elected head of the department submitting the most comprehensive financial disclosure of any member. This policy would expand the requirement to lower level executive ranks without the dilution of disclosure. A modified requirement could

then be implemented to include specific positions within the organization, regardless of rank, where the position itself is potentially vulnerable.

Alternative 4. The department will establish a "hot line" notification system for employees to anonymously report unethical practices or incidents. Rather than being a detriment to the organization, this policy could provide a release valve for the healthy expression and venting of feelings regarding department practices. Thoughtful employees who would otherwise be fearful of being branded as disloyal could bring a much needed perspective to the department's attention.

Alternative 5. The department will establish an executive development training program for captains and above, the primary focus of which is organizational ethics dilemma recognition, analysis, and resolution. Rather than isolated in a strictly academic setting, the training program would be integrated within the organization as an ongoing process, perhaps dovetailing with other developmental programs such as the Mentor Program.

Alternative 6. The department will establish a peer court alternative review process for personnel of all ranks who are facing disciplinary action. The process would be offered to personnel as an alternative to receiving

specified discipline in selected cases or circumstances. Peer court members would be given the latitude to select among a number of alternative sanctions against their peer "defendant" which would not be subject to appeal. Rather than a "diversion" program for miscreants, peer court has the potential for setting the ethical high ground for both the court members and the employee coming before them.

Alternative 7. The department will establish an "early warning" system in which a "think-tank" group will analyze emerging trends and their ethical implications for law enforcement. Fashioned after other similar futures study groups, the group would consist of law enforcement members possibly drawn from Command College graduating classes. Their analysis would include a recommended plan of action to deal with the ethical implications of the emerging trend.

Alternative 8. The department will cause the rank of captain to be responsible for developmental training of subordinate personnel in ethical decision making. This would include a requirement that the efforts in this area be addressed in the performance rating of the captain. Captains should be given the latitude to budget for and implement training program that address ethical issues and organizational values. Superior performance toward the achievement of personnel development goals will be

recognized by the executive level and reinforced through reward systems.

Alternative 9. The department will develop organizational tenets of behavior applicable to the executive level. The executives have greater power and exercise greater authority in the course of performing their duties than perhaps any other members of the organization. Translating that power into a code of conduct for themselves could set the tone for the entire organization. The code of conduct would be self generated by the group and enforced through peer pressure and control.

Alternative 10. The department will push the decision-making process to the lowest possible level by allowing station and facility captains a greater degree of discretion in implementing programs for the benefit of the community, in developing training programs for their personnel, and in meting out discipline.

After the development of the policy alternatives, the Modified Policy Delphi Group members rated each alternative for feasibility and desirability. The ratings ranged from definitely feasible to definitely infeasible and very desirable to very undesirable. The rating scale used was as follows:

| | | | | |
|-------------|------------|----------|------------|------------|
| | Definitely | Possibly | Possibly | Definitely |
| Feasibility | Feasible | Feasible | Infeasible | Infeasible |
| | (3) | (2) | (1) | (0) |

| | | | | |
|--------------|--------------------------|------------------|--------------------|----------------------------|
| Desirability | Very Desirable (3) | Desirable (2) | Undesirable (1) | Very Undesirable (0) |
|--------------|--------------------------|------------------|--------------------|----------------------------|

The results of the group rating were:

| | | |
|----------------|-------------------------------------|------|
| Alternative 1 | Ethics Committee | = 27 |
| Alternative 2 | Citizen Advisory Council | = 32 |
| Alternative 3 | Conflict of Interest | = 18 |
| Alternative 4 | Ethics Hot-Line | = 20 |
| Alternative 5 | Executive Development Training | = 36 |
| Alternative 6 | Peer Court | = 15 |
| Alternative 7 | Think Tank | = 35 |
| Alternative 8 | Captain Responsibility for Training | = 25 |
| Alternative 9 | Tenets of Behavior for Executives | = 20 |
| Alternative 10 | Captain Decision Making Ability | = 30 |

POLICY ALTERNATIVES ANALYSIS

The top scoring policy alternatives were #5, Executive Development Training; #7, Think Tank Group; and #2, Citizen Advisory Council; in that order. There were no alternatives that generated both high and low scores (polarized). Policy alternatives #3, the Conflict of Interest requirements, and #6, the Peer Court review in disciplinary cases, received the lowest scores as they were viewed to be impractical in implementing or generated additional questions.

The researcher analyzed the pros and cons of the policy alternatives which were ranked by the Modified Policy Delphi Group members as most important to the issue of ethical decision making.

POLICY ALTERNATIVE 5

The department will establish an executive development training program for captains and above that will focus on organizational ethical dilemma recognition, analysis and resolution.

PROS

- Enhances department image
- Serves a present need
- Enhanced individual development at executive level
- Provides opportunity for more open discussion of organizational values
- Potential vehicle for interacting with private sector in ethical training environment

CONS

- Additional cost burden
- May be viewed as value controlling
- Limited educational programs dealing with ethics available at university level
- Difficult to audit or measure results without violating confidentiality of student's work

The concept of an executive development training program has already been considered by department executives with some preliminary investigation of the program's feasibility. Since funding for such a program could be an issue, the stakeholders who would most likely oppose additional revenue to support it would be the general public and minority groups. Since both of these groups see no direct benefit to their needs, they would see the allocation of funds for an educational program as "nice to have" once other department responsibilities to the public are met. The department executives, middle managers, and the business community will have a more positive view of this type of training. Business leaders would welcome an opportunity to share in the benefits of a training program with law enforcement and might contribute partial funding to implement it.

POLICY ALTERNATIVE 7

The department will establish an "early warning" system in which a think-tank group will analyze emerging trends and their ethical implications for law enforcement.

PROS

- Greater degree of planning information
- Encourages futures thinking and less reactionary decision making
- Opportunity to form a multi-agency citizen group body as the basis of the think-tank group

CONS

- No hard data results
- Difficult to measure group's output
- Selection criteria of think-tank members
- Drain of resources for R & D purposes

The department executives will probably be the most immediate beneficiaries of the work of a think-tank group and would support its efforts. The department presently has the basis for such a group in the form of a reserve company that collects futures related magazine and news articles. The missing ingredient, however, is the analysis of the information and its ethical implications for law enforcement. An expansion of the role of these reserves could easily be made. The quality of their output, however, might be challenged by middle manager stakeholders who feel more involved in the real world of law enforcement. Additionally, these middle manager stakeholders could prove to be snaildarters if their ranks are not called upon to contribute to the ethical futures study process. Many of these middle managers are and will be graduates of the Command College futures study course and so would feel slighted if their expertise is

not utilized. More important than the risk of bruised egos is management and middle management support of value-laden issues that affect the culture of the organization. Evaluation of future trends and their ethical implications could have considerable impact on the organizational culture. These middle managers should be utilized as a valuable resource in this regard.

POLICY ALTERNATIVE 2

The department will institute a citizen advisory council for each sheriff's station to advise the station commander on ethical issues of community concern relative to law enforcement.

PROS

- Department is "closer to the customer"
- Problems in community addressed prior to need
- Direct interaction between community and executive level of department

CONS

- Selection criteria may be viewed as political
- Not all citizens can be on council
- Political fall out when "advice" is not acted upon

The stakeholders who will find this alternative policy an attractive one are the crime victims/witnesses, the general public, and minorities in as much as these groups' input would be directly solicited and acted upon at the local community level. Those threatened by the policy would most likely be the contract cities association stakeholders since such an advisory council might be viewed by them as circumventing the city council function. City council members feel it is their role to serve the public's interest in all government-related services inclusive, of course, of law enforcement. If there is an issue of public concern, city council members want to be the first to know about it.

RECOMMENDED STRATEGY

The selected policy alternative for implementation is all three of the top rated policy alternatives because of their positive influence potential on the process of ethical decision making for the executive of the next century.

Executive development training in ethical thought processes is the foundation on which the other two component parts may be built. Gary Edwards, Executive Director of the Ethics Resource Center in Washington, D.C., presented an overview of current business ethics practices in a recent conference on ethics programs:

Emphasizing the critical role of management ethics education in the success of an ethics program, Edwards' lecture was described in the following quote:

...he presented methods to plan and implement comprehensive ethics programs that would help managers translate and communicate company values; develop company standards of conduct; provide training and orientation on ethics to...employees; promote ethical behavior by setting the right example; help identify potential areas of vulnerability to unethical conduct before a violation occurs; and confront issues of ethics in a positive manner.¹⁴

The potential areas of vulnerability to unethical conduct that Edwards referred to could well be addressed in the second policy alternative recommended for implementation and that is the think-tank group analysis of emerging ethical trends.

Communicating the organization's values by interacting with the community could be accomplished through the third policy alternative of the citizen advisory council. This alternative dovetails also with one of the guiding principles of the Los Angeles County Sheriff's Department's mission statement:

- To foster a collaborative relationship with the public in determining the best course in achieving community order.

All of these policy alternatives may be characterized as one overall ethics program that incorporates internal organizational development, external input and feedback, and informational resource development.

IMPLEMENTATION STRATEGY

In order for this overall program to be implemented and to benefit the organization as well as the community, the following groundwork should be completed:

- A policy must be developed that incorporates executive development ethics training as an integral part of the organization.
- Funding support for curriculum development and related training materials should be identified and earmarked as a continuing budget requirement. Initial funding sources should include consideration of use of narcotic asset forfeiture funds.
- A policy must be developed to determine the selection criteria for members of the citizen advisory councils, length of term, removal criteria, and scope of council authority.
- A plan to communicate the concept of the ethics program throughout the organization must be developed. Included in the plan must be a liaison element with contract cities officials as well as unincorporated county area representatives.

- A planning task force should be formed to develop start-up strategies for the advisory councils and the think-tank group.

We may achieve the desired future state in which law enforcement executives and senior managers are able to deal effectively with ethical dilemmas in the course of performing their duties by moving from the present state through the transition state. The transition state is a unique condition in which organizational characteristics such as high uncertainty, high emotional stress on people, increased conflict, and need for control exist. It is not the end state that people fear but the neutral zone between what was and what promises to be.

Part 3 of this study takes into account the necessary structures to move the organization through the neutral zone of the transition phase to the desired future.

PART THREE
TRANSITION MANAGEMENT

A management structure is described to deal with the transition from the traditional reactionary model of ethical decision making to the anticipatory model that integrates the community and law enforcement in the process of determining the collective practices and policies of police service delivery.

TRANSITION MANAGEMENT

STATEMENT

In the Strategic Management section of this study, the normative scenario was the desired and attainable future on which the strategic plan was based. In the future world of the imaginary agency, the chief executive talks about a program in which his executive staff is able to cope with the ever-changing pressures created by new ethical dilemmas. The alternative strategies selected to make that future happen included executive development training in ethical decision making, Ethical Issues Resource Development (a think-tank group), and the Citizen Advisory Council.

Moving the organization to the desired future requires human commitment to the success of the plan. It requires identifying those individuals and groups whose commitment to the idea can be translated into providing resources, both in energy and money, and in supporting the new process once it is in place. The process to achieve the objectives of this last section included a number of methods which are described in Organizational Transitions by Beckhard and Harris¹⁵ and are defined as follows:

METHODS IDENTIFICATION

Critical Mass - The minimum number of individuals who, if they support the proposed change, are likely to successfully make change happen or, if they are opposed to the change, are likely to make it fail.

Commitment Charting - A technique based on the assumption that for each member or group in the critical mass, it is necessary to get some degree of commitment in order for the change to happen. The rating categories are as follows: prevent change, let change happen, help change happen, and make change happen. Each critical mass member is charted as to the minimum level of commitment needed and then evaluated as to their present level. The chart provides a visual map of where you are now and where you want to be in gaining the necessary commitment.

Intervention Strategies - Strategies which may be employed to create the conditions for commitment. They include such methods to overcome resistance as problem finding, educational intervention, resistance management, role modeling, changing reward systems, and forced collaboration.

Responsibility Charting - A technique to assess alternative behaviors for each actor in a series of actions to bring about a change. It clarifies behavior that is required to implement important change tasks, actions or decisions. The chart

contains four classifications of actions or behavior, which are responsibility (not necessarily authority), authority (with the right to veto), support (to put resources toward), and inform (to be consulted before action is taken).

Management Structures - Various structures may be employed to manage the transition depending upon the players involved, the nature of the change, and any anticipated problems. The choice of structures include:

Chief Executive - Directs, coordinates,
delegates

Project Manager - Delegated executive
power

Hierarchy - Collateral duties assigned

Constituencies - Major group affected

Natural Leaders - Trusted, informal group

Diagonal Slice - Multiple levels

Kitchen Cabinet - Colleagues of executive

All of these methods were utilized to facilitate the transition from the present state to the desired future.

METHODS IMPLEMENTATION

Table 6 visually maps the transition management planning structure as it flows from one component to another. The first step is the identification and analysis of those individuals whose support is critical to the success of the proposed change.

TRANSITION MANAGEMENT
PLANNING STRUCTURE

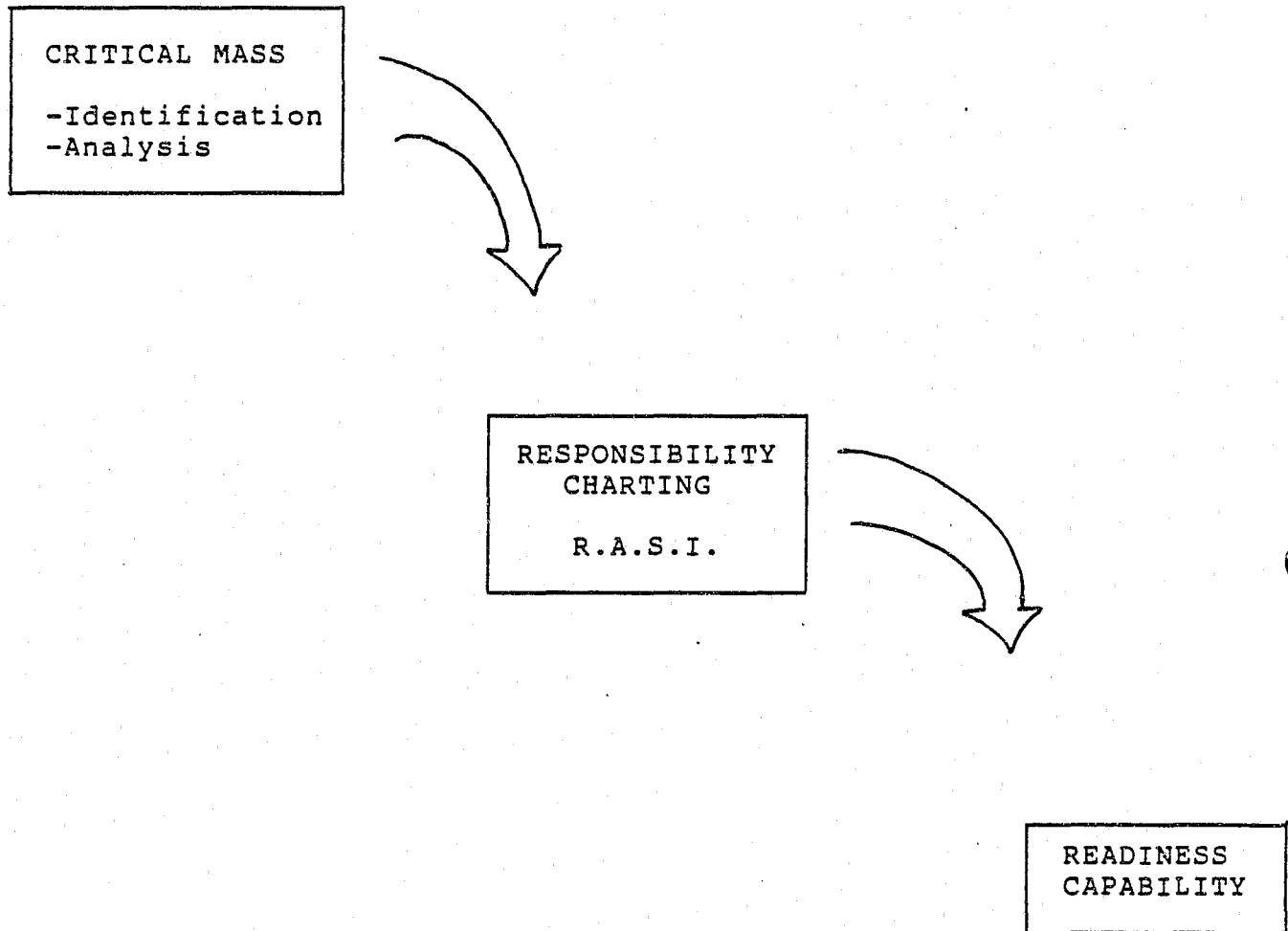


TABLE 6

CRITICAL MASS IDENTIFICATION AND ANALYSIS

1. Department Executives. This group, consisting of department members from the rank of captain and above, is essential to the success of the plan. As members of the critical mass, they can "make or break" any policy or plan developed to address ethical decision making. This group, also, may be viewed from two perspectives: those above the rank of captain and those within the rank of captain.

For the most part, those above the rank of captain would let change happen in implementing the three-part ethics program. As decision makers, this group is deliberate to cautious in style, with a desire for both people and task-oriented decisions. As leaders, they provide structure and are comfortable in both selling an idea and directing that an idea be implemented. As role models, the ideal beneficial commitment from this group would be to make change happen.

At the captain rank, there is more potential for active participating in implementing the plan. Captains would help change happen as they would be directly involved in the citizen advisory councils and would most likely be the first level to receive the benefits of an expanded mentorship program such as executive development.

Both of these sub-groups of department executives would probably not be needed to move off of their present commitment level for the plan to be successful.

2. Middle Managers. This group consists of members of the rank of lieutenant and equivalent civilian positions. As staff

members responsible for providing research support and carrying out upper level directives, middle managers would view an ethics program specifically for the executive level as a plus. They would welcome developmental programs which would enhance the communication process between them and their superiors in understanding ethically based decisions. Middle managers would help change happen and would not need to be moved to a higher commitment.

3. Contract Cities Association. The county presently has 38 incorporated cities that receive contract law enforcement services. As a group, they are proactive in the ethics arena since their professional association, the International City Management Association, was instrumental in developing an ethics training program for its members in 1988. Contract cities members will most likely prevent change in the implementation of the Citizen Advisory Council if they perceive the establishment of such a council as a threat to communication with their own constituents. They could be moved to a commitment level of let change happen with a concerted education effort on the part of captains to communicate the intent of the Citizen Advisory Council. Contract cities members could play an instrumental role in the success of the program if they were called upon to assist in the development of it.

4. General Public. Community support in carrying out law enforcement functions is the cornerstone on which police agencies depend and function. The agency's reputation within the community is key to its success. While the general public has grown cynical

of ethical and moral lapses within government, they fully expect their local agency to be above reproach. This group would let change happen in the development of an ethics program and would view the citizen involvement component positively, provided additional tax dollars are not required.

5. News Media. While not critical to the success of the plan, the news media could ostensibly interfere in its implementation if there was a perception that law enforcement was trying to "fix" a problem. Continuation of an open communication policy with the news media will maintain them at their current commitment level of let change happen.

6. POST. The Peace Officers Standards and Training Commission is supportive of training programs and actively seeks the development of new programs that enhance professionalism among California agencies. The commission will let change happen in the implementation of the plan at its beginning stages due to shrinking state funds. If the agency developing the ethics training can reach a quid pro quo agreement with POST in sharing the costs of training, they will move to a help change happen commitment level when the training reaches a point where it can be applied to all agencies.

7. Education Institutions. Universities and state colleges will not interfere in the plan; indeed, they will not be interested unless they are called upon to either develop curriculum or accredit a curriculum already in place. If approached, they would most likely be interested in both curriculum development and involvement in the think-tank process. Provided proper

funding was available, this group could actively help change happen. Ethics education programs would be enhanced by higher education endorsement and, once called upon, this group could definitely be part of the critical mass.

Chart 1 depicts the critical mass members and their current level of strategic plan commitment.

CRITICAL MASS
COMMITMENT PLANNING

| CRITICAL MASS MEMBER | PREVENT CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
|--|-------------------|----------------------|-----------------------|-----------------------|
| 1. Department Executives Above Captain Captain | | XO | XO | |
| 2. Middle Managers | | | XO | |
| 3. Contract Cities Association | X —————→ | O | | |
| 4. General Public | | XO | | |
| 5. News Media | | XO | | |
| 6. POST | | X —————→ | O | |
| 7. Educational Institutions | | X —————→ | O | |

LEGEND

O = Minimum commitment level to achieve change

X = Present degree of commitment of member

CHART 1

Those critical mass members whose commitment level needs to be moved to a higher level will require the use of some type of intervention strategy to create the commitment.

The three critical mass members who require intervention strategies are the Contract Cities Association, POST, and educational institutions.

1. Contract Cities Association. In order to move this group from prevent change to let change happen, the problem-finding strategy should be employed. This neutral mechanism allows those concerned with change to meet and identify all aspects of a problem. In problem finding, there is no action allowed and the free exchange of ideas seeks to clarify the issues under discussion. The captains, whose commitment level is help change happen, would be instrumental as participating members of an ad hoc problem-finding committee to address the perception that the Citizen Advisory Council circumvents the city official's role.
2. POST. With this group, the strategy of role modeling can be employed to move them from let change happen to help change happen. The commitment of the department's leadership to the concept of "practicing what it preaches" will demonstrate that the Ethics Training Program is important to the organization and has priority. This priority, if initially funded by the organization, will demonstrate to POST the commitment of the department. Continuation of the training and its expansion to other agencies will come with the resulting commitment of POST to help change happen through funding it in the long term.

3. Educational institutions. The strategy of educational intervention may be successfully employed with this group to move them from let change happen to help change happen. In the neutral learning environment, a healthy exchange of information can take place in which mutual areas of interest and need can be addressed.

RESPONSIBILITY CHARTING

The key actors in the change process are assigned behaviors that clarify roles of responsibility in implementing change. The responsibility chart is a visual depiction of the interrelated roles and serves as a guide to the transition process. Chart 2 depicts the key actors in the change process and their roles. As an explanation example, the decision or action role of the fiscal officer shows a responsibility for project funding support with approval for the same action at the sheriff's level.

RESPONSIBILITY CHART

| DECISION OR ACTION | ACTORS | | | | |
|----------------------------|--------|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 |
| Manages Project | A | R | I | S | I |
| Funding Support | A | I | I | R | S |
| Curriculum Development | I | I | R | S | A |
| Advisory Council Structure | I | A | R | - | S |
| Think Tank Structure | I | A | R | - | I |
| Contract Cities Liaison | A | R | S | - | - |
| Communications | A | R | S | - | I |
| Evaluation & Follow-up | I | A | R | S | I |

LEGEND

R = Responsibility
 A = Approval
 S = Support
 I = Informed
 - = Not Involved

ACTORS

1. Sheriff/Undersheriff
 2. Transition Manager
 3. Training Manager
 4. Fiscal Officer
 5. POST Representative

CHART 2

READINESS/CAPABILITY

FOR CHANGE

| CRITICAL MASS MEMBER | READINESS | | | CAPABILITY | | |
|-------------------------|-----------|--------|-----|------------|--------|-----|
| | HIGH | MEDIUM | LOW | HIGH | MEDIUM | LOW |
| Dept. Executives | | X | | X | | |
| Middle Managers | X | | | X | | |
| Contract City Assoc. | | X | | | X | |
| General Public | | X | | | X | |
| News Media | | X | | | X | |
| POST | | X | | X | | |
| Educational Inst. | | X | | X | | |

CHART 3

Chart 3 depicts the critical mass capability and readiness for change relative to the strategic plan. Middle managers are both rates high in readiness and capability for change. The ethical decision making process for senior managers and executives does not pose an unexpected burden on the critical mass members. There are no critical mass elements that could be threatened either by lack of capability or readiness for change. Department executives, while very high in competence to accept change, are nonetheless not at an optimum readiness level because of their traditional cautiousness and "wait-and-see" attitude.

MANAGEMENT STRUCTURE

In order for effective transition to occur, structures for managing the transition must be identified. In this study, it is felt that the project manager structure to implement the ethics program would be the most effective. The project manager receives authority from the executive manager to manage change. Within the Los Angeles County Sheriff's Department, this may be viewed as at the commander level or the rank between a captain and division chief. The project manager, acting as transition manager, must have the clout to mobilize the resources necessary to move the change along. He must further have the respect of the organization leadership and must possess effective interpersonal skills to create compliance through persuasion.

In this study, the project manager should also utilize other management structures to make change happen. This may be accomplished through the utilization of other structures such as the representatives of constituencies. In an ethics program directed toward executive and senior management personnel, it is felt that this group is the most affected by the change and, therefore, most aware and interested in the outcome of the plan.

SUPPORTING TECHNOLOGIES

The use of supporting technologies in the transition phase of the strategic plan is essential to the success of the plan. These technologies are temporary in nature and serve to move the process along in support of the overall plan. The use of a responsibility chart is one example of temporary technology useful to the plan.

Team Development. Team building is another supporting technology. The project manager establishes committees and sub-groups to handle tasks and workflow essential to the transition plan. This group process provides the opportunity for open discussion of uncertainties and conflicts in the implementation process while at the same time allows for individual interaction with team members working toward a common goal. Representatives of constituencies, in this case the senior management level, may be viewed as a major team-building committee.

Education and Training. Providing for communication throughout the organization concerning the implementation of the plan is essential to managing anxiety and uncertainty during the transition. This may include instructional bulletins, small group briefings, and multi-media presentations to groups inside and outside the organization. This technology is essential to stemming any potential threat posed by the snaildarters, the employee associations, and the department technocrats. Information dissemination and training vehicles that allay the fears of these snaildarters would serve to bring them "in on" the plan.

Action and Review. Essential to the plan is a mechanism for tracking progress and providing feedback to the project manager, team members, and executive staff. This tool dovetails with the other technologies by providing a means to communicate the status of the plan. It provides a barometer for the transition manager to measure progress and to periodically make course corrections.

SUMMARY

Moving an organization from the present state to a future state requires a transition through a neutral "uncertainty" zone. People fear the process of transition and not necessarily the change itself. Providing a plan to focus the decision-making process toward greater emphasis on ethical implications will create uncertainty and apprehension during the transition. It will provide a more desirable future world in which law enforcement executives may function effectively.

CONCLUSIONS AND IMPLICATIONS

The question studied concerned what will be the ethical decision making process for chief executives and senior managers in law enforcement by the year 2000? A subissue explored concerned determining those influences both inside and outside the law enforcement milieu that will impact the chief executive's ability to decide on the course of direction for the organization. Another subissue analyzed concerned what form the "pressure groups" of the future will take, i.e., civilian review boards, citizen advisory groups.

What emerged during the course of the research was a strategic plan that was more foundational in its focus on ethical decision making rather than prescriptive in a systematic "how to" process. Consistent with the organization's tendency toward conservatism and cautious movement, the plan called for fundamental educational development focusing on organizational ethics dilemma recognition, analysis, and resolution at the executive level. Additionally, the plan called for support systems to complement the educational process. These support systems consisted of citizen advisory councils to interact with the organization on ethical issues of mutual concern and an in-house think tank to analyze emerging ethical trends.

The more controversial policy alternatives were given a back seat priority but could be considered in the future as the executive development ethics training becomes institutionalized. Executives may want to revisit the suggested alternative of a

code of conduct or tenets of behavior for their ranks. The organization subscribes to the law enforcement code of ethics (a complete copy is in the appendices), which is a general guide directed to line officers and has recently published its own combined value and mission statement that appears earlier in this study. Management actively supports both of these documents but may want to move along to the next logical progression in specifying standards and strategies in given situations for executives.

Within the next eight years or perhaps sooner, most of the top executives in the organization will have retired. Their ranks will be filled from today's middle executives. Executive development training in ethical decision making becomes more important for these individuals as they move up in rank and face increasingly difficult dilemmas in the process.

The kinds of dilemmas they will face will include sorting out the jail overcrowding problem in compliance with judicial mandates. Which criminal will be allowed to walk out from severely overcrowded facilities and which will remain behind bars will become more difficult to deal with in terms of public safety issues. Other dilemmas may include considering applicants for employment in law enforcement who have had previous drug usage in their history. This issue is a problem today but will become critical in the future as the pool of qualified applicants diminishes.

These problems may well be unsolvable, but the executive of the future needs to prepare himself for the thought processes needed to begin to find the right solutions.

The American philosopher John Dewey

believed that the interaction between a developing mind and its environment, if persistent, would lead to a growth in morality. If the person retreats from this interaction or tries to stabilize it, moral growth may stop. By interaction, Dewey meant the mental exercise of thinking about and searching for the moral lessons in the events and problems we encounter as we go about our daily lives. He believed that genuine moral growth comes from such struggle, not from the automatic and routine applications of rules and regulations.¹⁶

Through training, people can reach a higher level of moral reasoning. Training programs can be specifically designed for management groups who, once they are trained, tend to seek the higher ground in ethical thinking. This training is needed now more than in the past because of the rapid changing events in our society.

Less than 30 years ago, doctors counseled their patients on the narrow options open to them in the treatment of their infirmities. These included conservative medicinal applications, surgery, and rehabilitative therapy. Today, patients have a much greater choice of treatment in a much wider array of options. Medical technology has moved at such a rapid pace that with the advent of organ transplants, gene splicing, and mechanical organ replacements, doctors are now relying on bioethics teams to assist them in counseling their patients and in sorting out the ethical implications of their choices.

Law enforcement shares some common ground with the medical field. Technology has raced ahead in the police sciences at almost the same rate. Computer fingerprint systems, sophisticated surveillance equipment, DNA profiling, and alternative use of

nonlethal weapons have been both a benefit and a detriment to society as it deals with the effects of crime on community security. Questions of balance between individual privacy and prevention of crime have been raised with the development and use of each new technology.

Often, decisions are made based on bottom-line practicality with little thought given to human feelings. This is not a purposeful act but more a reflection of our social conditioning of our men to take the "rational" approach in business decisions. Men, who still dominate today's business environment, have been conditioned to approach problem solving in an analytical, reasoned way. Feelings take a back seat if they are not suppressed altogether. The result is that many business leaders are unaware of the human consequences of their decisions. Women in our society, on the other hand, are allowed to express feelings more openly and to take into account their intuitive skills in problem solving. These assessments of men's and women's behaviors in society are a generalization of their socialization, and it is acknowledged that both sexes are today emerging as whole persons with more freedom to engage in combined behaviors.¹⁷

Gordon Shea, in his work "Practical Ethics," discusses this issue of "feeling" in ethical decision making and the changing roles of men and women in business. He describes "feelings" as the missing but essential ingredient leading to refined ethical conclusions. Shea's comments are interesting in light of this study's research results. From the original Nominal Group

Technique Panel to the Modified Conventional Delphi Panel, the emerging trend or trend-based event that each group felt would impact the process of ethical decision making was the role of women executives in law enforcement. The feminization of the workplace was felt to be significant with a 70 percent probability of California leading the nation in the number of women law enforcement executives by the year 2000 and a high impact level on the issue.

In follow-up discussions with some members of the Delphi Panel, the researcher sought clarification of the meaning of these figures. Did the group feel women were somehow more ethical than men? (The Delphi Panel was mostly made up of men.) Were men inherently unethical? Did the gender of the researcher (a woman) influence the panel? The answers were interesting to learn. It was felt that women were no more ethical than men. What was seen as a factor was women's socialization toward human values in their thought processes and the positive effect that they could bring to the ethical decision making process in the work environment. The panel members reflected Shea's view of a more complete ethical process which incorporates human feelings as an important ingredient. Women may well play a role in bringing about Shea's more complete ethical process.

As law enforcement moves toward the next century, additional studies should be undertaken in the examination of the ethical decision making process. What was not researched in this study but would be beneficial to explore is the comparison between

agencies which incorporate value training as a continuing process as compared with those that do not. It is hoped that based on the recommended strategic plan of this study, the comparison would not be feasible to study, as all California agencies would have implemented the ethical training program by the turn of the century.

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CANDIDATE TRENDS

1. Level of law enforcement salaries
2. Number of alternative sentencing programs
- *3. Level of corruption among police chiefs, sheriffs, administrators and executives
4. Number of new culture groups settling into L.A. County
5. Level of police responsiveness to community needs
6. Number of federal anti-corruption cases
- *7. Level of police service expected by general population
8. Level of white collar crime
9. Number of private security firms
- *10. Impact of consumer groups and special interest groups' influence on police policies
11. Number of television programs depicting "on the job" activities of police
- *12. Number of civil litigation cases against law enforcement agencies
13. Level of non-enforcement services provided by law enforcement
14. Number of special interest groups formed
- *15. Number of citizen/police review boards established
- *16. Level of judicial intervention in police operations
17. Educational level among law enforcement executives
- *18. Impact of police unionization on law enforcement
19. Level of white collar crime
- *20. Level of cooperation and shared responsibility among criminal justice components
- *21. Number of law enforcement employee discrimination cases against agencies

CANDIDATE TRENDS

- *22. Rate of major crime reported (i.e. murder, rape assault)
 - 23. Aging of population
 - 24. Level of tolerance for so-called victimless crime
 - 25. Demand level for video taping of police activities
 - 26. Level of leadership, executive development
 - 27. Replacement rate of law enforcement facilities
- *Modified Conventional Delphi Group candidate trends

CANDIDATE EVENTS

1. First police executive indicted for failure to perform duties
2. State Commission on Police Ethics formed
3. "Sting" operations made illegal by statute
4. Drug useage legalized
5. Constitutional amendment redefining human rights
- *6. California leads nation in number of women police executives
7. Public Information Act changes make law enforcement information more readily available to public
8. National gun control law enacted
9. Major legislation affects law enforcement capabilities
10. Photo-radar implemented
11. Non-profit corporations established for law enforcement funding
12. Police Officer Bill of Rights abolished
13. Large agency corruption uncovered
14. Nationwide prison riot
- *15. Private law enforcement contract for first municipality
16. Legislation changes tax-deferred status of public employee pension fund
- *17. Ethics managers are appointed to advise on policy matters in California police agencies
18. Significant technological breakthrough reduces property crime
- *19. Narcotic asset forfeiture funds become major budget source for law enforcement agencies
20. Cable television channel established for police, fire and medical public information

CANDIDATE EVENTS

21. California becomes drug and gang activity capital
- *22. State sheriffs lose custodial responsibilities to State Department of Corrections
- *23. Part-time peace officers become majority of personnel in law enforcement
24. "Blue flu" sweeps state as police officers protest mandatory drug testing
25. Legislation enacted reducing adult age of offenders to 14
- *26. Mandatory public conscription requires law enforcement to utilize 5% of draftees in workforce
- *27. Police Chiefs become elected positions
28. Undercover police operations ruled unconstitutional
29. Major law enforcement agency head replaced by civilian board of directors
30. Jail administration includes sentenced inmate on Disciplinary Review Board
- *31. Consolidation of municipal functions creates Public Safety Department
32. Genetic basis for criminal behavior discovered
- *33. Regional police review boards established by state watch dog commission
34. Automated systems fail at first robot controlled custody facility
35. On-site child care available for police personnel
36. Voluntary participation in medical research established as alternate sentencing opportunity for convicted defendants
- *Modified Conventional Delphi Group candidate events

STAKEHOLDERS

1. POST
2. Contract Cities Association
3. Educational Institutions
4. Private Sector Business Representatives
5. News Media
6. Judiciary
7. District Attorneys
8. Board of Supervisors
9. Chief Administrative Officer
10. Middle Managers
11. Department Executives
12. Employee Associations
13. Minority Community
14. Crime Victims/Witnesses
15. Department Technocrats
16. Community Relations Groups
17. Crime Prevention Representatives
18. Department Volunteers
19. Private Vendors
20. General Population/Public
21. Line Personnel
22. Supervisors
23. Fiscal Officers
24. Business Community

CODE OF ETHICS

As a Law Enforcement Officer, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation and the peaceful against violence or disorder, and to respect the Constitutional rights of all men to liberty, equality and justice.

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

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

I recognize the badge of my office as a symbol of public faith and I accept it as a public trust to be held so long as I am true to the ethic of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession - Law Enforcement.

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