# ORGANIZATIONAL CULTURE AND HOW IT IS TAUGHT IN EXCELLENT POLICE SERVICE AGENCIES NOW AND IN THE YEAR 2000

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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).

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This project was of great benefit to the reseacher, not just for that which is outlined on the pages of this report, but also for the information gleaned in discussions with those interviewed. The researcher learned a great deal more about how excellent police service organizations run during this effort than could ever have been expected at the outset.

Finally, our special thanks goes to Robert Reber, the Chief of Police of the Buena Park Police Department, for his support in this effort, and to our friend, chief assistant, and typist, Doris Reiff. It is no overstatement to say that without her help this whole project would not have been possible.

"EXECUTIVE SUMMARY"

Interest in this project was fostered by Peters and Waterman's well-read and often-quoted book, In Search of Excellence. Jan Duke's Command College project on excellence in California law enforcement helped channel the project into the specific area of organizational culture.

- What is organizational culture?
- How does it work?
- How is it taught to new employees?
- How will it be taught in excellent organizations in the year 2000?
- What can we do now to prepare for the future?

These were the questions the research intended to address.

As the reader will no doubt remember, a key element in excellent organizations is the existence of a shared value and belief system. When that system is congruent to the organization's goals, mission and the leader's vision, that alignment can be an integral part of the development of excellence.

The heart of the project was the field research and the extensive interviews with police executives and consultants who understand excellence in police organizations. Within these 40 hours, the real learning took place.

The interview group defined culture as a commonly held set of beliefs about an organization's purpose, how it achieves that purpose, the way people are treated and the way things are done.

The interviews led to a model and understanding of how culture works in police service organizations.

Organizational culture is not static, it can be changed, but it takes a long time to make real long-lasting cultural change.

How is cultural change fostered? The following steps were discovered during the interviews:

- Know clearly what the values should be.
- Create a period of uncertainty surrounding the current culture.
- Model, sell and tell the new culture extensively.
- Reinforce positive values.
- Reward those who model the new culture.

How do we teach culture to our sworn employees now?

- Chief personally interviewing candidates or controlling the interview panels.

- Chief (or panel) models values, beliefs, etc.

- Background investigators carefully selected for their overt belief and modeling of culture of the organization.

- Hiring ceremonies play a positive part in setting the tone for learning the culture and what's important here.

- Fairly extensive "introduction" involving the Chief and often the senior staff during the first few days. These personal introductions focus on "how we do police work", "what's important here", etc.

- FTO's carefully selected for their ability to teach and their overrt modeling of the desired culture, as well as the technical aspects of the position.

- Switching of FTO's to demonstrate a consistent set of values (culture) is an important aspect.

No coherent or effective industry-wide model was discovered for teaching culture to non-sworn employees.

An NGT (Nominal Group Technique) was used to develop an understanding of the workforce of the future. The group consisted of managers and staff persons from several public sector discipline. Included were police, school and a county personnel agency.

The work product described the police workforce in the Year 2000, both within the police service and within that pool of persons from whom the police recruit.

Using this workforce data and the information gleaned from the extensive field interviews, the project faced the question, thru several scenarios, of how to teach or transfer the police organizational culture to a workforce which is expected to become increasingly diverse.

The answers are found in the project's strategic plan. The strategic plan gave birth to a model for teaching organizational culture and reducing the potential for cultural conflict.

The model below was developed and applied to sworn and non-sworn employees alike:

- The Chief clearly understands the values/culture desired and shares that vision throughout the organization.

- Chief takes an active part in the selection, hiring and promotion of<u>all</u> personnel, sworn and non-sworn.

- Part of the hiring process should include a value match test.

- The Chief and his staff must actively model those values desired daily.

- The Chief actively participates or controls the selection and training of FTO's for sworn and non-sworn personnel.

- The Chief actively and personally, regardless of agency size, participates in an introductory process for all employees, which, at minimum:

  * tells who we are, what we do, tells the employee where they fit in and gives them a sense of the organization's history.

- POST must expand its training role for non-sworn commiserate with their numbers in the police service.

Understanding organizational culture and how it is changed and taught can provide the police service administrator with a leg up on achieving excellence.

# INTRODUCTION TO THE PROJECT

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# "INTRODUCTION TO THE PROJECT"

The purpose of this project is to answer the following questions:

1. What does culture look like in excellent police organizations in 1987? How is it defined?

2. How can police executives use their organizational culture to facilitate change in their organizations in 1987?

3. How is the organizational culture of an excellent policing agency transferred to new employees?

4. How will the excellent policing agency of the Year 2000 transfer its organizational culture to new employees?

5. What can policing organizations do now to improve the transference of organizational culture to new employees?

In our effort to find the answers to these questions, we must first understand both what excellent organizations are and what culture, in relationship to those organizations, is. We need adequate definitions which will allow our understanding of these concepts.

In December of 1985, Jan Duke, POST Command College Class Number 1, presented a project paper entitled "ACHIEVING EXCELLENCE IN LAW ENFORCEMENT".

The concept was to use the work of Peters and Waterman, as outlined in their book, "In Search of Excellence", and determine how it applied to policing organizations. Mr. Duke did extensive research and field work on the concept of excellence. His work outlines the following major items found in excellent police organizations.

1. Excellent organizations do the basics right. They perform their basic functions well, efficiently and with little fanfare. " Being excellent is paying attention to the details. It's the little things like making sure police reports are complete and correct, having plans and standard operating procedures, maintaining high standards and proper discipline. It's practicing the golden rule with everybody (citizens and fellow employees); it's being technically efficient (getting the most bang for your buck) ; having and maintaining the best equipment available." (1)

2. Leadership is another element found in excellent police organizations. Leadership is defined in many ways and by many people. The simplest definition found is still maybe the best. General Eisenhower near the end of WWII is given credit for defining leadership as the ability to get

other people to do what you want them to do because they want to do it. Jan Duke's paper focused not only on a more formal definition of leadership but also on the ability of the leader to transmit a vision for the organization to the members of the organizations. This seems that a vital part of leadership is excellent organizations. " A successful corporate vision links a person's job with his or her life purpose and generates alignment--that unparalleled spirit and enthusiasm that energizes people in companies to make the extra effort to do things right and to do the right thing. That is what makes a corporation uncommonly successful (4)

3. Duke identified Missions and Goals as another element key in excellent organizations. He found that in studying excellent police organizations, they had clear and stated missions and goals. Everyone in the organization was aware (or at least should have been) of where they as an organization were going. He further observes that excellent organizations were goal and mission oriented. The members of the organization together were all on the same " North-Bound Train". (2)

Excellent police organizations translate the vision of the leader into appropriate missions and goals.

4. Values are clear in excellent organizations, according to both Duke and Peters and Waterman. Values are nothing more than an expression of what is important in a organization. Values must be held by large portions of the organization's membership or at least adhered to by that same large segment. Values generally emanate from the leader, although they can emanate from a prior leader, long since having left the organization.

Values can and do express the social norms of an organization. The social norms of an organization then govern behavior and attitudes. "Nearly every group to which we belong, from our immediate family to our society as a whole, has an implicit or explicit set of beliefs, attitudes and behaviors which are considered appropriate for its members." (3)

The values of an organization can be seen in a number of ways and can be set or modified based upon the values of the leader and the traditions of the organization. There are, of course, circumstances when the values of the organization and the values of the leader (or individual for that matter) come in conflict. That value in conflict can be most damaging to the individual and if the conflict lasts long enough, to the organization as a whole.

Therefore, the expression of clear values, easy to understand, presents a clear path for individuals within the organization to follow.

Mr. Duke quotes one of his respondents in outlining

several values common in excellent police departments.

Educated, trained and competent.
Service oriented.
Trying to make a friend of the community.
Supportive towards the total law enforcement community.
Visible in the community.
Highly sensitive towards integrity and honesty.

5. Innovation: A way of life.

Mr. Duke finds that the really excellent police organizations that change and innovate are normal and common place. That, in fact, one of the values of the organization is that innovation will be sought after and applied whenever possible.

"Employees are indoctrinated that the agency is constantly changing and the department does everything it can to illustrate the benefits of this change to the employees. One way of doing this is to create an environment where risk taking is encouraged. Excellent police departments are always working toward new directions." (6)

6. Taking care of employees.

The excellent police department views its employees as its most valued and valuable resources, says Mr. Duke. To further amplify the point, he quotes John Naisbitt in Re-Inventing the Corporation. "In order to have the best organization, one must have quality people and/or develop them." (7)

Quite clearly, there are two ways to acquire the quality people spoken of by Naisbitt; one is to hire those with the skills and values the organization desires, and the other is to hire persons who have the ability to learn the skills and values and organization needs.

Excellent organizations then do everything in their power to get the right people and then go further; they do everything they can to make sure that their people have every possible opportunity to succeed. They do so in an atmosphere of open communications and constant application of the Golden Rule.

7. Close to the Community.

Duke found that excellent policing agencies were close to the community in the same way Peters and Waterman found that excellent companies were close to the customer. This, of course, is not surprising in that those the police department serve are very much the customers of the agency. It is, of course, true that the police customer will not simply shop around when dissatisfied and find another provider, but they will demand, thru the political process,

changes be made. Thus, Duke observes that excellent police departments seek to insure they provide the services and at the level desired by the community.

8. Organizational Technologies: Planning for success.

The best police departments keep a lean staff, which allows the agency to be more flexible . With fewer ranks, each individual must have the ability to do several different functions. (8) Mr. Duke further observes that the best agencies create a place where their people can feel commitment and in order to do this, these agencies reduce the fat to allow for the individual's commitment to surface.

Now that we have outlined the basic characteristics of excellent police organizations, the next task should be to understand what organizational culture is and how it relates to the work on excellence done by Mr. Duke.

# ORGANIZATIONAL CULTURE

ORGANIZATIONAL CULTURE. WHAT IS IT AND HOW DO WE KNOW IT WHEN WE SEE IT?

To define excellence in policing organizations required research directed at Mr. Duke's work and a review of several other relevant texts and articles on the same subject.

To define organizational culture and then to understand it and its role in excellent organizations required further research before any effort could be made to identify how it's transferred to new employees in such excellent organizations. A detailed literature search was conducted with the intent of understanding culture and its role within the organization.

The intent of the research was also to prepare the researcher for the indepth interviews on the subject of culture and its role in the organization. The research plan focused not only on understanding the current state of understanding of culture and its role in the organization, but also to understand how it will effect the organization in the future. The project additionally focused on how an executive might prepare his organization for change and, further, how he might use culture to foster change, or insure it does not hinder change.

What is culture? There seems to be no coherent understanding of the response to that question. There is no unanimously accepted definition. In fact, one anthropological study listed 164 different definitions for the word culture.

In this work the accepted definition is: " Culture is the set of important understandings (often unstated) that the members of a community share in common. " (9)

Another excellent definition is found in the work of William Ouchi, wherein he states, "The organizational culture consists of a set of symbols, ceremonies, myths that communicate the underlying values and beliefs of the organization to its employees. These rituals put flesh on what would otherwise be only a set of ideas." (10)

This set of beliefs and values, known as culture, is extremely powerful. It influences behavior within the organization and can direct people who make up the organization when faced with new and unclear decisions. If instilled in, and held by the vast majority of employees in an organization, it insures coherent action on the part of these employees, whether or not they have understanding of, and experience in the area. Examples abound in both the literature of the subject and in each individual's own life.

It is possible to identify culture within an organization in two ways. The first, of course, would be simply to ask those within the organization's leadership to identify

the culture of the organization. The second way to understand a culture would be to conduct a cultural audit.

A cultural audit would identify those values and beliefs within the organization and, further, identify those rituals which signify the values or are manifested values. Such audits also turn up stories about the organization. Stories often express the values and culture of the organization.

If one were to have done such an audit of the General Motors Corp. just after John DeLorean assumed command of the Chevrolet Motor Division of the giant corporation, we would find DeLorean, always the rebel, defied many of the company's long held values. One of the most strongly held values was loyalty to one's superiors. This value was expressed in the culture of G.M. by the ritual of meeting one's superior at the airport. The higher the rank of the superiors, the higher the rank of the subordinate meeting him and the greater his group of fellow greeters. Thus, a visiting First Vice President would be met by a Second Vice President, not an aide or an assistant to the Vice President.

Adherence to the airport meeting ritual was very important. DeLorean failed once to meet his boss Peter Estes, President of G. M. Estes, in atypical fashion, laced into DeLorean demanding to know why he was not met at the airport. "Why the hell wasn't someone out to meet me at the airport this morning? You knew I was coming, but nobody was there. Goddammit, I served my time picking up my bosses at the airport. Now you guys are going to do this for me." (11)

As noted, this was a clear message, that nothing in an executive's day was more important than his boss. This story, told and retold, made sure that the message was kept ever present in the minds of the G.M. leadership.

The literature seems clear to indicate that there is a tie between the development of a vision by a leader and the later development of a culture to facilitate that vision. This development is, in some texts, referred to as social architecture. Bennis and Namus, in their book" Leaders", noted, "the leader is an effective social architect to the extent that he can manage meaning."(12) Several examples are cited, including Lee Iacocca's management of the New Chrysler Corp. and Roger Smith's leadership at G.M. The observations made by the authors include, "The leader, as social architect, must be part artist, part designer, part master craftsman, facing the challenge of aligning the elements of the social architecture so that, like an ideal building, it becomes a creative synthesis uniquely suited to realizing the guiding vision of the leader." "Social architecture, as we have continually emphasized, provides meaning." The key point is that if an organization is to be transformed, the social architecture must be revamped. The effective leader needs to articulate new values and norms, offer new visions and use a variety of tools in order to

transform, support and institutionalize new meanings and directions." (13)

There seems clearly a tie between vision, leadership and the development of a culture or, as Bennis and Namus call it, the development of a social architecture. In either case, we are discussing the same subject regardless of title. Both terms refer to the values, the meaning of the organization. Quite clearly those values can be changed by a leader.

Again, we find in Bennis and Namus's book a reference to three types of social architecture (refer to Table 1). The point made is that the leader can select a form of leadership with which he can change the culture within his organization.

It's not easy. Clearly over time a culture within an organization can be changed. An organization can, with effort, move from a formalistic organization regarding its decision making to a more collegial or even a personalistic. Yet, it would be difficult, as Bennis and Namus point out, to have an organizational culture regarding decision making in the formalistic style and at the same time be promoting a value for human relationships in a individually oriented fashion (see Table 1). Thus, we see it is necessary to remain relatively consistent in terms of the style of social architecture selected in order to continue to send congruent messages about an organization's culture.

TABLE 1 THREE STYLES OF SOCIAL ARCHITECTURE

| Values/Behavior | Formalistic | Collegial | Personalistic |
|---|---|---|---|
| Basis for decision | Direction from authority | Discussion, agreement | Directions from within |
| Forms of control | Rules, laws, rewards, punishments | Interpersonal, group commitments | Actions aligned with self-concept |
| Source of power | Superior | What "we" think and feel | What I think and feel |
| Desired end | Compliance | Consensus | Self-actualization |
| To be avoided | Deviation from authoritative direction; taking risks | Failure to reach consensus | Not being "true to oneself" |
| Position relative to others | Hierarchical | Peer | Individual |
| Human relationships | Structured | Group-oriented | Individually oriented |
| Basis for growth | Following the established order | Peer group membership | Acting on awareness of self |

Bennis and Namus observed in their work that no matter which of the three styles one were to wish to use, three operational elements have an impact on the transformation of a culture. They are:

1. The need to create a new and compelling vision capable of bringing the work force to a new place.

2. Develop commitment for the new vision.

3. Institutionalize the new vision.

It is clear from this discussion that once we have determined what values or culture exist in an organization, it can be changed with the use of the correct strategy and approach to the transition. Thus, we have learned that part of the definition of culture is that it is possible to mold and change it.

Since this is such an important point, let us restate three sentences from Bennis and Namus: "Social architecture, as we have continually emphasized, provides meaning. The key point is that if an organization is to be transformed, the social architecture must be revamped. The effective leader needs to articulate new values and norms, offer new visions, and use a variety of tools in order to transform, support, and institutionalize new meaning and directions." (13)

It is clear then that an organization's culture exists based upon the past and if change is anticipated or desired, the culture will if not tuned to change, obstruct and resist it. In fact, the lack of congruence between current culture and the vision of the Chief Executive could result in so much turmoil that failure of the executive is possible.

# FIELD RESEARCH

## Field Research:

"In search of culture in California's police service."

In an effort to fully understand the impact of culture and change in an organization, this project demanded contact with a number of police professionals operating in or familiar with culture in excellent police organizations.

In order to identify the organizations and executives to be surveyed, a pre-survey was conducted. The survey was conducted in person and was necessarily restricted to a narrow number of respondents.

Originally, the intent was only to contact Mr. Duke and use the excellent organizations he identified, resurvey those same individuals ,but on the issue of interest here.

Mr. Duke identified 17 individuals whose knowledge of excellent policing organizations was established within the confines of his project. He additionally identified several other individuals whom he felt could add to the project,

Later, interviews were conducted with Richard Hughes of Hughes Heiss and Associates (San Mateo) and Chief Donald Forkus, Brea Police Dept., to obtain their list of those who understand excellence in policing organizations. The list of those interviewed was tested again and again as the interview proceeded. This validation was done by asking individuals surveyed who they felt had a good grasp of both organizational culture and excellence in policing organizations. The results added two additional names to the survey list.

From that data, a final list was established of those individuals from whom final surveys would be sought. After careful consideration, it was determined that the best form of survey would be one personally administered.

The basis for this decision was the perceived need for follow-up questions which might not be suitable for a form. Secondarily, as the definition of both excellence and culture tend to be fuzzy, in even the best of minds, some explanation might be necessary to those being surveyed. Thus, the decision was made to conduct personal interviews.

From the lists of potential interviewees, a final grouping was selected. This selection was made with an eye towards both size and location within the state. Some bias is found toward Southern California, however, that is a bias based upon convenience for the researcher not a bias based on sectional preference.

Each of the potential interviewees were then sent letters of introduction to the project along with a list of sample questions. Actual interviews were to be scheduled during the week of March 2-6, however, the schedules of the

individual interviewees were so varied, that it became necessary to conduct interviews over a much longer period of time.

The first interview was conducted 2-3-87, and the last on March 24 1987. Sixteen individuals were scheduled for interviews. The group comprised of 14 Chiefs of Police and two consultants with extensive understanding of both police operations and with the subject. Eight of the Chiefs were from Southern California communities, while five are serving communities in Northern or Central California. The two consultants are both based in Northern California.

The interviews were originally planned to consume no more than thirty minutes and thereby not infringe upon the valuable time of the individuals surveyed anymore than would be absolutely necessary. However, early into the interview process, the researcher discovered the error in this planning. No interview took less than one hour and several extended to the ninety minutes range. One interview with a Southern California Chief actually took two hours, not including the ninety minutes of interviews the Chief encouraged with his staff.

A number of interviewees expressed great interest in the subject of culture transfer and culture modification. This expression went well beyond that which would have been expected by concerned professionals encouraging understanding of the police service and police service organizations.

The actual interviews were conducted, by design, in a narrative format and, as noted above, in all but one case, done in person. The exception was necessarily done with a Northern California Chief, whose schedule would not allow personal contact.

An example of the survey instrument can be found in the Appendix. Each interview was taperecorded (with the permission of the interviewee) for later review to insure that the responses to the various inquiries were accurate in fact and in context.

The survey itself was broken up into three basic elements. The first was to determine what the interviewee defined as organizational culture. The second element was designed to encourage the interviewee to share examples of how he saw culture at work in his organization and how he had attempted to modify it, noting success and failures (or shortcomings) in this area. The final element was actually two parts: first to determine how the interviewee observed excellent organizations teach culture to new employees (or in the case of a new leader to an organization with a current negative culture, how does one change culture with the whole organization). Finally, how do these same leaders see teaching the culture of their culture to the employee of the Year 2000, given the expected changes in our work force.

Clearly, the literature on the subject gives a number of definitions of these terms. As noted above, one author actually identified 164 separate definitions for the term, culture. Just as clearly, a definition found in a textbook can be modified by the daily users and a new definition found.

While each individual interviewed used somewhat different words to phrase his definition, all would be comfortable with the following.

"The culture of an organization is a combination of its values, beliefs and the way it operates within its community. Such values, beliefs, and methods of operation can be modified, changed and shaped within certain parameters over the long run."

The actual words used by the persons interviewed may give some additional insight into the definition above.

"Its (culture) the personality of the organization; its thoughts and its being". (14)

"The spirit of an organization, the feeling you get when you are in that organization". "To some extent you can actually feel it (culture) when you first enter an organization's place of business". (15) "It's what that organization feels, and how it acts out those feelings". It's what "everybody knows" is important here. " One of the things I'm paid for, maybe more than for anything else, are my values." (16)

"Values" are the cornerstone of the organization's culture. Culture comprises "the organization's values and beliefs not just individual beliefs (although that's important too), but the collective beliefs and values of all those who make up the organization". (17) "Culture is an attitudinal thing; it deals with how people feel about their work, with organizational communications, establishing a vision and communication of that vision". (18) Values and beliefs "that which is important in an organization". "A stage of development, not a level, rather a stage". You can walk in and see it". (19) "Its values, beliefs and the being of an organization. It's that which gives guidance to the organization even in the absence of the Chief". (20)

Several important points can be made from these representative statements. First, culture is not a wispy thing, yet it does not seem to have a coherent definition beyond that which has been offered. Secondly, that culture is observable and understandable to those who would look. An organization's values (or at least some of them) can be sensed early in one's contact with that organization. Finally, culture is changeable because it is a reflection of both personal and organizational values and beliefs. Such

change would be long term, but certainly is possible.

It is also quite clear from all the respondents, but said best by Chief Hart and Chief Forkus, that an organization's culture is a reflection of the values of the Chief of Police. Chief Hart noted that, "One of the things I'm paid for is my values". "Probably the most important things I bring to the job are my values and experience".

Chief Forkus said it another way, "Everyone in the organization will understand my values, and they may not always agree, but they always know." A member of staff of the Culver City Police Dept. put it this way. "If you cut one of us, we all bleed Ted Cook (the Chief)." When asked to follow up on that comment, the staff member noted that the values and beliefs of their organization have been established over the Chief's tenure and are very clear to all within the organization. It is clear that the development of a positive culture is very important to the organization as a whole for it provides a framework within which to work absent leaderships' personal involvement. That is to say, when faced with a problem, a culture, value and belief system instilled in an organization can lead the individual to the right decision by following that framework (value, belief etc.). In the same fashion, should a commonly held value be counter to a value held by the Chief of Police, or maybe even, more importantly, counter to the values of the community the department serves, a clear conflict will result.

With this understanding, the interviews moved on to the role culture plays in implementation of the vision of the Chief of Police. The research began with the belief that culture could hinder the development of a vision or could foster that development. A series of questions were designed to ascertain the validity of that belief. The conclusion reached is that, in fact, culture can hinder or be a conduit to the implementation of a leader's vision. It quickly became clear, too, that those interviewed believed that the Chief Executive must, in every manner and by every method possible, state and restate the vision for it to become part of the organization's understanding. Towards this goal, the Chief Executive may use others to assist him in the implementation of the vision, but only he can actually do it. The development of the vision and its subsequent implementation must then be congruent to the cultural beliefs within the organization. Were such not the case, only three alternatives exist: change the culture, change the vision or accept the conflict and recognize that neither the culture, or the vision will change in the short run. These observations made by the respondents serve to clarify the points made. "The department culture is positive and my style and what the department is doing need to end up as the same." "Culture must be changed to accommodate organizational change". (19) "Culture is a method by which you can create a value system which will insure a level of style of perform ance whether I'm here or not". (21) An example was cited by Chief Cook of Culver City.

"Most managers are crisis managers". "We (police agencies) handle emergencies for a living and we are good at it". Therefore, we should be structured to handle emergencies as routine things, as normal, and not as one crisis after another.

Yet to do so often requires a major cultural change within the organization. Chief Cook indicated that if change can be made to be a normal part of organizational life, a value of change and belief in change as normal, then all future change is easier than it would otherwise be. When he first arrived in the organization as its newly appointed leader, one respondent noted that he completely reorganized the department within 90 days. This effort certainly is contradictory to conventional wisdom regarding taking over a new organization. Yet, it was done to establish change as a norm and a return to traditional service values within the organization. Thus, overnight the new Chief had apparently restructured many of the organization's long standing values. Yet closer inspection of this circumstance revealed the previous organizational structure was not congruent with the culture, so the change was viewed as a return to a match between the values and the structure. Had congruence between culture and structure existed in the previous circumstance, change would have been far more difficult.

This individual experience did run contrary to the experience of most of the respondents who noted that cultural or value change cannot be made quickly, that it often, in fact, takes many years to complete the transformation. The Chief involved in the example above would agree with our observation, notwithstanding his experience. One comment he made points out this is the case. When asked about the rapid change, he responded that the circumstances he found himself thrust into were perfect for him. The lack of success within the organization when he arrived made anything he did seem correct. His change to a more conventional organizational structure was quickly hailed by line and staff both as a positive change. For it was a change to a structure which was already held as a value to the members of the organization. His effort quickly told the whole department; in fact, the whole community additionally that things were going to be different since he arrived. Due to this special set of circumstances, the change in values was welcome and fairly easy to assimilate into the culture of the department without much resistance. Yet, to be fully inculcated into the organization, the new value for change and for a different level of service would take years.

The next area of discussion was entered by asking the question, "Have you actively tried to change your organization's culture?" Each and every one of our respondents had made efforts to change the culture of their organizations. Each and everyone had formed a plan of action and implemented it. To be sure, some of these efforts were far more formal than were others, but the important point is that they each had

made an effort.

The most dramatic example was cited by a Chief of a fairly substantial community. When the Chief first sat down at his new desk, after assuming his new job, he observed around him all of the trappings of a very legalistic policing agency. For a lot of very understandable reasons, his assessment of his agency was that they had a siege mentality of the highest order. It manifested itself in some subtle and some very overt ways.

The culture of the department said, "It's not safe out there. It's us against the world. "You cannot depend upon anyone except those behind these walls (police building walls." Clearly, this Chief faced a cultural block to developing a more service oriented policing agency. The community demanded such a switch, but how to do it when the culture of the department and the values and beliefs of the officers were so completely opposite those values, beliefs (culture) required for a services orientation to flourish. The solution was, for the chief, simple. It's execution, difficult.

He began by "exampling that things aren't so bad out there." As a runner, the Chief began taking his daily runs on the city streets during his lunch. Certainly, there are a number of police officers who do this every day. It takes place at East L.A. (LASD), Newport Beach P.D. and lots of other places. What was important in this case was the strong belief in the organization that to go out on the streets unarmed, day or night, was almost suicidal. Yet, the Chief did it almost every day. He was soon joined by other members of his staff and later others. This served as the initial message that the attitudes and beliefs about the community and the department's place in it were incorrect.

The next step was to begin to remove some of the re-enforcing traditions, myths, etc., that supported that basic belief. The Chief noted that a common dress code within the uniform ranks of the department included combat boots, buck knives (worn on the Sam Browne), extra ammo pouches and additional handcuffs.

Each of these items, by themselves, and even together in another setting, may or may not have meant anything. However, in this particular setting, they re-enforced the belief that the officers were "going to war." That belief had to be broken if the "them and us" attitude and all it meant to the delivery of quality police service was to be eliminated. This Chief began by banning these unnecessary trappings of that unproductive culture.

Additional efforts were also required. This Chief made a major effort at forcing positive police citizen contact thru neighborhood watch and other programs. The forced contact continued to send the message, "It's not so bad out there", and helped eliminate the "them and us" syndrome which

was common within the department's collective thinking.

Additionally, the Chief took some substantial chances by developing an open relationship with the police association, and with the help of his City Manager, was able to guide the association leadership into a more productive and less confrontational style of negotiation. The City responded in kind and as a result, the association, and later the membership as a whole began to feel far less isolated within the community. All of this effort (and a good deal more) was designed to change the operating culture of this agency. The net result was, of course, some substantial change which ultimately led to a far more effective relationship (in terms of serving the community in the manner the community desired) than would have been otherwise possible.

During follow-up questioning on this incident, the question was raised about the time it takes to make such cultural changes. This question was later asked of virtually every interviewee. This Chief, and all other respondents, gave the same general answers, "It takes years to make substantial change". Concensus seemed to indicate that any cultural change worthy of the effort would take two to four years.

Other common elements found in the styles of these cultural change agents were that they all focused on personal "telling and selling". In fact, most of the participants seemed to indicate that without a personal commitment, which was visible to the community (department), cultural change would be difficult if not impossible.

Some of the best examples of this kind of modeling can be found in the responses from those interviewed. One Chief, indicating that when he came to his department, there was a cultural bias which did not value either change or training. As both of these are important areas to the new Chief, he found that his first order of business (after finding his office and meeting the people he would work with) would be to begin changing these values. The innovation value (change) was, by design, created out of the training value. This Chief set about creating a training schedule for all of his personnel with a strong bias towards the patrol officer. He utilized outside training resources in the opposite end of the state whenever possible. This resulted in a high level of discomfort with the existing values in the department, as the officers returning from training began to see better ways of providing police service in their community. It was then only a short step to impact supervisors and managers (although that's not always as easy as it might sound). The value for training had been created and the need for change fostered in the troops. Their level of discontent was responded to, along with their suggestions for change. Soon, the value for innovation had been created and the department was moving to the vision the Chief Executive created. All the time this was going on, of course, the Chief was verbalizing his values and vision for the depart-

ment. "What's important here?"

According to one respondent, there exists, when a new Chief first assumes the role of Chief Executive, about a year of "a period of uncertainty." This period of uncertainty exists whether the new Chief is from inside or outside of the organization. The new Chief, if he uses that period of uncertainty to his advantage, can plant the seeds of cultural change and insure that they take root during this "period of uncertainty." The effective use of the period of uncertainty was certainly made in the example above. Yet, one does not need to necessarily be a new leader to take advantage of the period of uncertainty. It can be created within the organization and once created, used to foster cultural (value) change.

One Chief interviewed did it with the creation of rotation within the various assignments. He began by rotation of his most senior staff, his captains. Using the period of uncertainty created by that move, he began to set the stage for the new value, "change is good and innovation is better."

Next came the rotation for lieutenants and sergeants and specialty assignments. Again, he used the period of uncertainty to sell and tell his vision for the department. This Chief, like all those interviewed, did a lot of personal selling of the vision and did not leave it to others to do for him. It's a matter of personal commitment and modeling of the value.

Both of the Chiefs noted above and, in fact, all of the respondents, believe that changing organizational culture must be the personal work product of the Chief Executive. No subordinate, no matter how competent, can be expected to be able to change organizational culture to any great extent.

Another Chief Executive put it this way, "I wanted a value for innovation, for leadership within our profession to be common within our department." To do that he created a climate for change, a period of uncertainty and discomfort with the current culture (status quo), and then sold that vision. He found it also necessary to model those values to his personnel by involvement in a number of very visible statewide and county-wide professional organizations where the department's leadership role could be seen.

Again, a common thread among those who created cultural change was "developing a philosophy and making sure everyone knows what it is and then, most importantly, getting out there among your people to personally re-enforce it." Model ing the correct or desired cultural trappings; i.e., making personal community contact, communicating openly, etc., are vital to making the change in culture stick.

One Chief noted that great care must be taken to be consistent in modeling or preparing an agency for cultural

change. "If the Chief makes a casual comment that can become a strong policy (value) statement which, if contradictory to the avowd cultural change effort, can create confusion and conflict." That confusion and conflict "can set the road to change back a good deal."

## PERSONNEL - THE KEY TO CULTURE

"Hiring and promoting the right kinds of people who reflect values and beliefs which either are in synch with the organization's or are such that they can be taught the organization's culture is another key." This thinking was offered by several of the respondents. "The people we hire (sworn and non-sworn) must reflect the values of our department, or at least they must not oppose or be opposed to our values." In the case of the former individuals (those who reflect our values), there is minimal problem in their adjusting to the organization, at least in terms of what's important. In the latter case, it may be more difficult, but still it's relatively easy to teach the organization's culture and have it accepted. Clearly, the point made is that if an organization were to ignore values, then they could easily hire individuals who are able to learn all there is to know about the agency and how it works without ever understanding why it works. If such were the case a constant cultural clash would exist between this one individual and the organization as a whole. What is worse, of course, is that clash would consume valuable resources in trying to make a "square peg fit into a round hole", and, no doubt, would not be successful.

The point here is that Blanchard's (22) famous line, "Hire winners or hire potential winners and teach them to be winners", is only partially correct. A more accurate and appropriate line would be, "Hire winners or potential winners whose values are consistent with those or your organization, if you can". If not, hire winners or potential winners who can learn the values of your organization."

In the interviews, consensus of the responses was that there is little that is more important than selecting the right person. Several of the respondents demonstrated their commitment to this belief by extensive personal contact during the hiring process. One Chief interviewed indicated that he and his Captains personally interview each and every applicant, while another personally monitors all the interview panels. The messages both of these leaders are sending, of course, is that "nothing is more important than the people we hire for our community." By their actions, they say it to the potential candidates, to the department and to the individuals involved in the hiring process. This action clearly creates a cultural value for people. As was learned later in the process, it is also the first step in teaching the culture of the organization to the new employee.

## TEACHING CULTURE

The next series of questions then focused upon how organizations can teach the "right person" the culture of that agency. These series of questions were focused initially upon the new sworn officer, but later were expanded to include the new non-sworn employee. Again, there seemed to be several consistent themes within the responses.

All but one of the respondents, who lead agencies, had personal contact and personal involvement with the hiring process as well as the initial stages of introduction to the agency itself. This introductory contact sets the stage for the new employee and was seen by all the respondents as very important.

Most of the respondents participated in some form of very formal hiring process for sworn personnel. Typical, is an office or academy ceremony wherein the new officer is sworn in, in front of family and friends. This portion of the process was seen as important, but not as important as what follows--the personal introduction to the department. The majority of the respondents personally spent some considerable time with new officers (up to 3 hours), going over what they viewed was important to policing in that community and what was valued in their organization. One Chief put it like this, "I have a 3- hour lesson I give each new employee." This leader went on to explain that he gives this same lesson to every new employee, sworn or non-sworn. The lesson covers what's expected within the city and department and what the values, beliefs, priorities, etc. are in that department.

What was most interesting in this technique was that the same lesson (basically) is also given to all part-time employees and to each and every individual promoted. This Chief views this process as key to the development of a coherent and positive culture for his department. He sees this effort as an early step in teaching new employees about the culture of their agency.

One Chief noted the value of new employees and how important they are to the agency by personally introducing all new employees to all other employees. This particular Chief leads an agency of over 100 persons, so this is not an easy task. He accomplishes this introduction at quarterly general meetings. Thus, he imparts two important messages to the department which, of course, reenforces existing cultural bias. First, he is saying to the new employee that you are vital to this organization and that's why I'm person ally making the effort to introduce you. Secondly, he is telling everyone in the organization that people are our department's most important asset and an asset we would protect.

The introduction of new employees and, in particular, new sworn employees, then appears to be critical to their learning about the culture of the department. The above are examples of fairly common goals within the respondents'

departments.

The actual teaching of new sworn employees was left to the field training process in all of the responding agencies. While most of the programs represented were quite structured FTO programs, there were several examples of far less formal FTO processes.

What was most interesting about the represented FTO programs was the manner in which FTO's were selected. In the sample, several departments expressed great concern for the selection of the FTO. They reason that if nothing we do is more important than hiring winners, or potential winners and teaching them to be winners, then how can we do less than our best at selecting their teachers? It's an excellent question and one whose answer seems clear, yet often times not heeded.

In one department, the Chief feels so strongly that the FTO selection is made correctly and that, the individual mirrors the appropriate values and beliefs within the department, he personally approves each selection. In another agency, the Chief has actually taken his FTO's on a team building retreat to insure they (FTO's and the Chief) were together on what's important to their agency. Another respondent, feeling that the FTO program lacked a level of intensity about the values of the department (among other things), abandoned the entire process and began using sergeants as FTO's. In many of the departments surveyed, the FTO program was designed to be from three to six months in length. In all the cases, the expectation was that the FTO would teach his/her charge not only how things are done, but why. The FTO was expected to teach the nuts and bolts and the culture of the department.

Another leader interviewed required that his FTO's make a major effort to show the new sworn officer where they fit into the organization and how they relate. He felt that this was vital to their understanding of the culture and values of the organization. This same Chief posts his agency's missions, goals and objectives in several locations and presents them in a very attractive format, thus focusing the attention of the agency on them as important. Each new sworn officer is then presented with these missions, goals (what's important here) on a regular basis by his FTO.

Another Chief interviewed published both his agency's goals, mission and objectives for the year and its accomplishments for the preceeding year. He even went so far as to include the methods used to measure success at achieving these goals, etc. The document (about the size of a citation), printed on card stock, is given to each employee--full, part-time, sworn, non-sworn, everyone. This respondent views that it's not possible to teach the new employee where we are going unless everyone else knows too.

The data showed that every department places great

effort on selecting the right people. The excellent agencies begin teaching the potential new employee their culture from the first application process, and continue thru the whole hiring process thru the introduction and FTO phase.

Only two of the agencies noted had made any serious effort to develop FTO style programs for non-sworn employees for the purpose of transference of organizational culture; however, several of those responding noted this to be an area of weakness and indicated they were thinking about ways to include non-sworn in the cultural transference. The most common thinking was centered around a "basic, non-sworn academy or school" and an FTO program for non-sworn beyond the simple process now being utilized.

The development of a non-sworn academy is considered by one respondent as critical to teaching police culture to the non-sworn employee. This respondent noted that new police officers are "crunched " thru an academy and before they even get into the department, they have been taught a good deal about the culture of the police service. Non-sworn employees often come from far more varied backgrounds than may sworn officers and have no such "cultural crunch" process. The net result is they can come to an agency far less able to learn the new culture than their sworn counterparts. The dramatic development of non-sworn positions within many agencies is creating a need to do a better job with non-sworn.

It became clear in the responses, that as agencies hire more and more non-sworn personnel and as they reach for ratios nearing 50%, (which several indicated was their goal), something in this area would need to be done.

It seemed clear, in fact, that the role of non-sworn, within police service, and the cultural impact of the growth of this category of employee in the future, is of increasing concern.

Finally, the questions lead to the future. How could organizational culture be taught in the future?

Most of the respondents seemed pleased and reasonably content with the current processes as related to sworn employees.

Some effort seemed to be appropriate at improving the current systems, yet there seemed no great dissatisfaction with that system overall. Of great concern to many of the respondents was the development of a better system for teaching culture to the new non-sworn employee. As noted above, many agencies, represented indicated a continued growth in non-sworn ranks, with a 50% non-sworn population possible if not likely in many of the surveyed agencies. Of great concern to several respondents was how persons with such diverse backgrounds and even more diverse professional training can be brought into an organization without them

changing the organization into something which no longer represents the values of the community. As noted above, the answer, even in a world of changing values and changing workforce would seem to be a cultural incalculation process, similar to an academy.

The non-sworn academy would then be followed by the non-sworn, field training program, design to teach not only the technical aspects of the assignment, but also to teach the culture of the organization and community. In this fashion, several respondents felt that organizations might be able to avoid the eventual dilution of its culture by non-sworn employees whose values are not consistent with either the department or the community. A more important benefit, at least in the short term future of this sort of effort, would be the avoidance of a cultural clash within the agency.

If care is not taken with the development of the non-sworn ranks in the future, police agencies could well create two fully different cultures within the agency, sworn and non-sworn. The danger here, of course, lies in the non-sworn personnel developing a culture which does not value those things valued within the department and the commmunity.

If, in fact, they (non-sworn) do represent 50% of a department at some future date, their values, if different from that of the department and community, would surely lead to a clash in the delivery of service. Ultimately, this condition could only lead to the perception of "have and have not" groups within the agency and a virtually assured conflict. Such conflict cannot be productive in the organizational sense. It would, however, lead to furthur intrenching of opposing values within the organization and given the current growth of unionism within the public sector, the potential for furthur losses in management's rights.

In summary, the respondents see no great changes in the methods of teaching cultural values and beliefs to new sworn employees in the future. They did see the potential for dramatic changes in how we teach our growing pool of non-sworn personnel about the culture of personnel.

FUTURE'S FORECASTING

After extensive review of the literature and interviews with leaders in the field, the next logical step in the development of this project is to forecast the future. This process is interesting and necessary to adequately understand how the future will impact the issues presented above. Quite clearly, the teaching of culture within the police service in the future cannot be seen within a vacuum of our current understanding of that subject. It is necessary to understand what the potential workforce will be like to understand how that workforce will react to police service culture. Just as clearly, it is necessary to understand what the consequences of the workforce of 2000 will be in order that changes (evolutionary) might be made now to mitigate some of the problems of the future.

Towards this end, the project required the development of an understanding of the leading trends which will impact the police workforce of the year 2000 and some possible events which may mitigate those trends. Further, to under stand how those trends, events and the workforce of 2000 inter-act and complete (at least partially) the picture of the police service in the year 2000 and the role of organizational culture, scenarios will be utilized.

## DEVELOPING TRENDS AND EVENTS
### A Look Into The Future

On January 6, 1987, a group of police and other professionals met at the Simi Valley Police Department. The purpose of the meeting was to us, the group, to develop a list of trends and events which had impact on the workforce 1995-2000.

The group consisted of Lt. Rock TerBorch, Simi Valley Police Dept., Capt. Charles Self, Buena Park Police Dept., John Absimier, Personnel Director, Simi Valley Unified School Dist., Jim Dumbouski, Personnel Officer, County of Ventura, Lt. Bob Brooks, Ventura County Sheriff's Dept., Vern Cook, Crime Analyst, Ventura County Sheriff's Dept. and this writer.

The group used the Nominal Group Technique or NGT to do its work. This technique is designed to utilize the best thinking of a group of individuals on a given subject. Research indicates that the brainstorming and analysis sections of the process seem to work the best when utilizing persons from differing backgrounds. While all those In addition, the results of the process seem to have a far better chance of coming to fruition simply due to the various disciplines considered by the members.

When the group's work was completed, the following trends were identified as having significant impact on the

work force 1995-2000. The full trend and event list can be found in appendix.

TRENDS

1. Illegal immigration. Illegal immigration is at significant levels and considered to be a serious problem for both the government of the United States and her southern neighbors.

2. Technological Advances. Technology increases at, at least the same rate, or greater, than we have experienced in the past few years. Such advances are expected to displace workers and change jobs, at least the rate experienced in the past few years.

3. Reduction in the ratio of management to staff. Following the concepts outlined in "IN SEARCH OF EXCELLENCE", police organizations will continue to flatten and the ratio of management personnel to line level personnel (sworn and non-sworn) will continue to increase.

4. Strategies to reduce crime will be increasingly based on economics due to the shrinking revenue base. This trend is observed to include an increasing use of economic justification for crime prevention and crime suppression programs. Thus, most agencies will no longer work bike thefts as the community's gain from apprehension of a suspect and recovery of the property will not equate to the value of the resources invested.

5. Changing work ethics and expectations of workers. This trend, the group observed, finds that the work ethic of the average worker, (police or otherwise) entering his field of endeavor, is less motivated to do a good job for its own sake than were his fellows of only 10 years ago. At the same time, the expectations of those entering the workforce have increased. These expectations center around the need to participate in the decision making process of the organization, to control the use of one's on and off- duty time. One group member summed this element up nicely when he described it as (the new worker) wanting to be involved in every aspect of his job, but just looking at his employment as a job, not as one's life's work.

EVENTS

1. A South or Central American war which involved at

least two nations actively involved in conventional ground and air war in populated as well as rural areas.

2. Dramatic increase in unemployment and underemployment of people as a direct result of a series of significant technological advances.

3. A recession of significant proportions which impacts many levels of the economy and has global or at least hemispheric implications.

4. Cuts in government services at the local, state and/ or federal level. These cuts would be so significant and be in such important areas that if they were to occur at the federal level, state and local governments would be required to pick them up without benefit of increased dollars, thus causing hard choices to be made.

5. Social Security prohibits normal retirements before the age of 75 for men and women. The group believes that this event would be percipitated by the continuing financial problems of the system and may, in fact foretell its eventual demise.

## SCENARIO

Based upon the work of the group, a cross impact analysis was conducted (see appendix). Using the cross impact analysis and review of the other material presented thus far, four scenarios were created to describe the workforce of 1995-2000. These scenarios are merely expressions of the potential future of this subject based upon the infor mation tion gathered and analyzed. Scenarios are presented in a narrative format and situated in the future to provide an opportunity for the reader to see several possible futures as clearly as is possible. They (scenarios) do not represent a totality of potential futures, rather the four presented represent the most likely group, considering the information available. The "most likely" of the group of four scenarios follows first and is called "Scenario 1".

The most likely scenario (Scenario 1) has one other major purpose. It provides the reader with a transition into the "transition plan". The transition follows in a subsequent portion of the project and will outline specific efforts to be made to insure that the future is desirable and controllable as opposed to undesirable, and created by managements ignorance.

## "SCENARIO 1"

### That Which is Most Likely

Saturday, June 17, 2000, 1630 hrs. The police briefing room was noisy when the patrol shift commander entered and sat down. Commander Korressel began by introducing the department's newest officer, Judy Kim. Commander Korressel then surveyed the officers and non-sworn assembled. He noted that one of his three non-sworn motorcycle enforcement officers was late again. Doris was always late; it was something he was going to have to take care of soon, as the others were grumbling.

Commander Korressel had joined the department in 1984. He made Sergeant just before the rank and that of lieutenant, were combined and renamed Commander. Since that time, of course, there have been few promotions, as the commander ranks were purposefully thinned.

Next, Korressel read a memo from his immediate superior, the Division Commander. The Captain was upset about some employees using the MDT's to send inappropriate messages to other employees.

Vince Ray sat quietly listening to Korressel read the memo from the CRT. Just another piece of junk mail on the electronic mail system he thought. Why don't they just send that stuff right to the MDT in the car so we don't have to listen to Korressel read it; we can just dump it off the screen and forget about it. Vince had been a police officer with the police department since way back in 1986. He was a good street cop and knew it. He liked the way the department worked and he appreciated its ability to retain some of the trappings of the old days and still keep up with the innovations of the day. Keeping briefings, calling the shifts watches, retaining beats, and so on, made it comfortable for him in a fast changing world.

Just then Doris Patrick entered the briefing room. She had not even changed into her motorcycle enforcment officer's uniform yet; she was still in her street clothes and out of breath. As she entered, she was greeted by a chorus of good natured, if not too subtle,reminders of when briefing started Korressel let it go on for a few seconds and again asked for quiet. He would talk to Doris right after the briefing, he reminded himself; this had to stop.

Korressel read the log aloud, although it was really redundant, as every unit's MDT could call up the log. Officer Ray smiled, another anarchism that he appreciated, even if the rookies around here thought it was stupid.

Unit assignments were made and the directed patrol assignments given. The officers, civilian report takers, motors and others were dismissed. As they began to leave, Korressel asked Officer Abney to see him before going into the field. Abney acknowledged with a crisp, "Yes sir."

Judy Kim, fresh from the Basic Police Officer's Training

School, (no longer referred to as the academy) wondered to herself why the old timers, like Abney, always seemed to act like this was the army of old--yes sir, and all that stuff--this was, after all, just a job. True, it paid better than most, but it's just a job.

Almost as an afterthought, Korressel called out to Doris Patrick, who had almost made it out of the door of the briefing room and relative safety, "Doris, please stop by and see me when you're dressed for work." More hoots and howls form the crew heading for their assignments.

Korressel introduced Judy Kim to Bob Abney. Bob was to be Judy's training advisor and counselor. Bob had just turned 60, but his tenure with the department was fairly short--only five years as a regular officer and five before that as a reserve. Bob had originally intended to retire at 55 when, after 30 years as a school teacher and principal at a local elementary school, he reached the right age. However, that all changed when in 1990 the Social Security System advanced its retirement age to 75 and STRS (State Teacher's Retirement System) was forced to change its early retirement policy as a result of several bad investments made during the recession of '88 and '89. Bob knew he was tired of teaching, so, like lots of other folks, he started his second fulltime career at age 55 when he became a police officer. In fact, even here in this medium-sized department, there were six others (four men and two women) who had had similar experiences.

Now it was back to teaching for Bob. Korressel again explained to Judy what Bob's role was--that of teacher, counselor, mentor and friend. Korressel gave Bob the password for Judy's training file, which he could access from either his MDT, his handheld terminal or any station terminal. Bob knew that he'd be in that file a lot over the next four months of his training session with Off. Kim.

Bob knew what was expected of him. His role was not only to teach Judy how to be a police officer, but insure that she was gong to be a good police officer in this depart ment.He knew that the "organizational culture mix-match test", given Judy in the selection process, improved the chances that she would be successful, but still it was his skill as a teacher and mentor that mattered. Abney could remember that, when he entered the department, there was no way to match people to the organization, and how many really good officer candidates failed the training process. True, it was better to eliminate those who did not fit well in the organization, but it sure wasted a lot of time and valuable resources to cull them out after the training school and several months of in-the-field training and monitoring. It's easier now, Bob thought, a lot easier, to match people to the right organization where their chances of success could be measured before they entered the training process. Bob thought a second, trying to remember what the selection board had given Judy on her culture mix-match test; he knew it was

high, right up there at about 98%. She should not have any trouble identifying with this department and how we do things here.

Just as Commander Korressel set Bob and his rookie off to the field (Off. Vince Ray would have loved that term too, he thought), in walked Doris Patrick, fully dressed and ready to begin work. "Doris", began the Commander, "this just can't go on, you're late to work several times a month." Doris again indicated she was sorry but that care for her child just had to come first, and as a single mother her infant's health and well-being were most important to her. Commander Korressel thought to himself, "I wish we still had Lieutenant and I was just a Field Sergeant. I'd sure kiss this off to him." Then he said, "Doris, let's see what we can do to work up a schedule that you can work." The discussion which followed focused on flex schedules (within time parameters), split shifts, job sharing and 12 on, 12 off schedules, all of which were being used in the department presently. They finally agreed to a split- shift system schedule and Doris went out to her directed enforcement location to begin her efforts. By the end of her now shortened eight-hour day, she would have 40 cites by simply following the enforcement patterns directed by the computer.

The Commander was glad to have solved this problem. He wondered why he never thought of giving Doris days off for her tardiness. It used to be back in the mid 80's that if you got days off as discipline, at least there was a stigma attached, even if the time off was appreciated by the individual involved. He smiled to himself about the three days off he got for crashing a car and the look on Capt. Self's face when he asked to have the three disciplinary days attached to his weekend and a holiday off so he could go skiing.

The Commander turned on the terminal on his desk to monitor calls and begin checking reports.

Vince Ray received his first call of the day, a domestic dispute. Ray knew the address as the MDT printed the call on its screen. Soon Vince and his back up unit, Julie Schoales, arrived. The problem was a repeat of previous problems, a fight between two brothers, both refugees from the Central American war of 1995-98. Again, like so many other calls in the city's new ghetto of illegal immigrants from Central America and Mexico, this one was handled. The brothers would be sent a bill to offset the cost of the officers' time spent handling it as soon as Vince input the data into his MDT. Vince had no illusions about the city actually getting any money, but it was a start. Certainly, there was little real threat of deportation for the two brothers and with the current level of unemployment in unskilled jobs, it was unlikely they would have much money to pay such bills. Thus, Vince reasoned there was no real motivation to pay the bill, but it was a start.

In his unit now, Commander Korressel noted his MDT showed all his sworn units were available for service while all of his non-sworn people were on calls. Using computer projections for activity, the Commander redirected his units to an area anticipated to suffer several residential burglaries. It was clear that while the department no longer would invest valuable assets in investigating certain special interest crimes such as forgery, bad checks, etc., crimes such as burglary would remain worthy of the department's prevention efforts. Bad check cases had simply gone the way of prostitution investigation--it was not worth the time and money in this community.

Bill returned to the station for a cup of coffee. Vince would approve of this too; some cops still drink coffee. He wondered what he would do when he retired; he'd have 30 years in 12 years. Time to start thinking about it now, afterall it would take some time to retrain for another job. "I wonder if I could teach high school", he thought,"with all the new Americans coming in from Mexico and South/Central America, the need for teaching would be greater still in the future."

The Commander knew it was worth considering, after all if society had learned but one thing in the past 20 years, it was that failure to plan for the future, one individual or organization's desires are to accept the future as it comes and unless managed, the future almost always will be an unexpected surprise.

The following three scenarios represent alternative views of the future. They are included as they are possible, but are not seen as likely as Scenario 1 presented first in the text.

## SCENARIO 2

The Chief awoke with the same upset stomach that he went to sleep with. How was he every gong to solve the problem of personnel? It just gets worse and worse with no end in sight. His department can't seem to hire the right kind of new officer and even when they do, the officers just don't stay long. In fact, the department has the highest turnover rate in the area. The salary, about average, so that can't be it. Maybe if he went over the problem again, and how the the department got into this problem, he could figure it out.

It was back in the mid 1980's when they first began to really notice that the new officers were different. They seemed to always want to take time off. The new breed do a good job when they are at work, but their attitudes just seem to be so different. They are always questioning the decisions of our supervisors and our management people. The word "why" seems to be the basic word in their vocabulary.

It's true that the diversity of the new breed seemed to add something to the department's ability to serve the community, and that's certainly worthwhile. Yet, all the complaining about not getting lunch and the other items that seem so petty to me, yet clearly so important to them. The Chief just did not understand. He longed for the days when the average recruit officer was an ex-service man with some experience in the world. Today, that's just not the case.

In every part of our community, the chief thought were the remnants of the massive illegal migraton of the 1980's and 1990s. Small ghettos dotted the community, filled with people escaping the wars of Central America. They found peace in our country and in the Chief's community, but certainly not prosperity in the true American sense.

The rapid technological changes experienced in recent years magnified the social class problems by further separating the educational haves and have-nots. A whole segment of the community was essentially unemployable. His, like most middle class California communities, was having great difficulty in dealing with the variety of social problems inherent in the situation. To amplify the problem, he even had to deal with a significant community of Middle Eastern peoples, escapees (illegal and legal immigrants) from the years of wars in that troubled land.

All the plans made in the late 80's and early 90's to bring the police service more in line with the mainstream of management thought by focusing on those crimes which have

financial impact in the community have failed. The vast numbers of peoples with so many varied and diversified cultures have made peacekeeping the central role for his police force again. It was, for the Chief, much like the time near the end of his dad's police career when the Viet Nam/Peach riots followed right on the heels of the civil rights movement. So much change in a society in such a short time.

All of this compounded his recruitment problems. He just cannot find enough of the young men and women who are made of the stuff one needs to be a cop. Most people seem to be able to learn to handle the voice activated reporting system that imprints the report directly into the computer and on to the microfishe laser disk retrieval system, but the social skills, the how to deal with people skills, are just not there for most of his cops.

Even when he finds a candidate that really looks good, the prototypal candidate, the same one that would succeed anywhere; they often don't stay long before moving onto a neighboring department.

The worst part about this situation seems to be that his officers, even his best people, the ones who have been with him the longest just seem to not understand what their role is in this community. The department has a published goals list each year; and its mission is stated in the annual report and printed on a plaque in the lobby, so why don't they understand.

The Chief wondered if old Chief Smith, who was his boss in this department back in the 80's, ever had these kinds of thoughts. No, he thought, Smith was a good man and smart too, but he did not have the kinds of problems I have. I could solve them all if I could just find a few good, solid police candidates who knew what the job's all about. Maybe the answer lies in an aggressive recruiting campaign, focused on lateral transfer officers who already hold P.O.S.T. law enforcement licenses. It's worth a try, he thought. I'll speak to the City Administrator today about another allocation to be used for hiring bonus and for extended yearly (beyond the normal three-year contract) bonuses. That had to be the answer; there sure did not seem to be any other way to go.

## SCENARIO 3

In the summer of 1997, the Democratic congress passed the first public selective service law in the country's history. The bill was in response to the demands of the local government for entry level public safety service per-

sonnel. The early 1990's saw the development of a crisis in entry level personnel for police, fire and social service agencies. The crisis was principally brought on by the bidding wars between the educational system and private enterprise for the smaller number of college graduates in the late 1980's and 1990's. Even the bonus system to keep teachers in the classrooms and forestall their retirements failed to prevent the educational system demand for 25% of all college graduates between 1983 and 1995 and as if that were not enough, in 1995 those teachers who had delayed their retirements began taking them in massive numbers. Thus, many of the brightest young people in our communities were not entering municipal service, but rather going where the money was, into education and private enterprise. The education reform movement, which had begun in California in 1984 with SB 813, had finally reaped its harvest. The education system was in excellent shape. Billions of extra dollars had been funneled into the educational system to insure that our massive numbers of new Americans, as well as those native born Americans, could compete in our fast changing world. The problem, of course, was that the development of this model educational system was now causing drastic impacts in the other public service areas.

The most inventive communities saw the crunch coming and began developng alternative recruitment systems. They began to use their explorer programs as stepping stones onto their departments. They focused on selecting the best and the brightest of new Americans. They used their need for a good education and their strong work ethic to the community's advantage by providing grants for higher education to encourage recruitment. They focused on participatve management techniques, shared responsibility, small team concepts for providing services to ensure their employees, once on board, wanted to stay on board. They worked hard at innovative scheduling to ensure that native and new Americans alike could participate in the good life without spending all their energy at work. They developed sabbatical leaves for improving the development of people and bringing new thinking into their organizations. They focused on the role of the police in their individual community and made the police and the community a part of the same entity, not apart from one another. Not an easy job, with so many out of work and the developing have and have-not society.

Many communities, however, especially those large agencies which could not change quickly and could not readily adapt to their new environment, simply found fewer and fewer individuals applying for their open positions. Some agencies tried to recruit older Americans for entry level positions just as McDonald's Corp. had done in 1986, but what worked well in small departments did not work well in bigger agencies. Some cities felt the only way to improve the recruitment pool for police officers was to siphon off those applying for fire service departments. These agencies reasoned that if a resurgence of volunteer/full paid fire departments

could be developed requiring fewer full-time firefighters, then more qualified police candidates could be found. The problem with this plan was, of course, with the advent of better and stricter building codes, there was fewer fires to fight. Firefighters of the 1970's developed paramedic capabilities and by the 1980's, 80% of all fire service work was medical service work.

The first step was to privatize the paramedic service and that was done in the late 1980's. The switch to volunteer/full-time combined fire departments started in the Central Valley of California in response to the strong recruiting drives in the metropolitan areas. The success was obvious and shortly such efforts were commonplace in smaller and even moderate sized cities. The huge departments could not, however, come to grips with the concept, nor compete with the strong firefighter unions and failed to make the transition.

With fewer and fewer candidates available for police or fire service jobs, especially in the major cities of the country, political pressure was put on the Congress for a solution to the problem. Even the Armed Services began to feel the pinch with 60% of its typical volunteers being new Americans (or aspiring Americans). The political left, always concerned about the military, even in the post nuclear arms treaty era, became concerned about the fact that ours was rapidly becoming an armed service of misfits and hired mercenaries. Some in the liberal press began to refer to the Armed Forces of the United States of America as the Foreign Legion. The highly technical aspects of military service, like the police service, insured a have and have-not society even in the military and superimposed on the officer and non-commissioned officer corps.

The answer to all became clear--national compulsory service. Much akin to the Israeli system. Once one turned 18, a young man or woman had two choices--either accept a two-year draft into the Armed Forces with its foreign service, small wages and such, or accept a three-year contract in community service as a police officer; in some cities as a firefighter or social service worker (a four-year contract was required for those not working in the safety services).

The system surely would solve the recruitment problems for local law enforcement; in fact, much of public service, yet it would just as surely bring more problems with it. How could it have been prevented? How could we have avoided it? How could the executives in the police service in the 80's and 90's have insured a motivated, focused, involved workforce?

SCENARIO 4

The text books on management marked the year 1989 as the turning point in the relationships between public sector employees and their employers. 1989 seemed to be the date that most organizations in the public sector began to really feel the full political weight of employee unions, associations and groups.

In the 1980's historians noted that for the first time in the modern union movement there was an increase in only one segment of the union membership--the public sector. Private sector unions declined in strength as the competitive edge in the traditional industries, such as autos, appliances and other heavy manufacturing went first to the Japanese and later to Korea and Mexico. Unions, recognizing their losses, worked hard in the public sector to add to their roles. The membership of these groups soon learned that thru the Political Action Committee (PAC) they could literally control their own destiny. It was really simple. Faced with management who seem intransigent, out of touch and uninterested in the problems, desires and concerns of employees, employee unions simply began to elect their own bosses. It was hard at first, to break with the traditions of the past, but only for the employees of the past. The New Breed (as they are called in every generation) had no such compunction about change. The union offered an opportunity to participate. The union asked for the employees' help. The union worked to build consensus while the typical governmental manager did none of these things.

Unions overcame the taint of old unions with their graft and corruption. More importantly, they sought and achieved a level of professionalization within their own leadership as well as their ranks, thus separating themselves from the "teamster" image so many trade unions suffered from.

Academicans who study such things found that the key difference between the growth of unions and the apparent loss of trust within employees (especially new employees) seemed to center around a feeling of belonging and knowing what the union was really all about. A feeling often lacking within the organization itself. The bottom line seemed to be that new employees were shown the ropes by active interested union members who were assigned by the union, and who had both the union and the organization's interests at heart. The organization typically merely assigned a trainer whose stated role was that of "showing the new kid how to do his/her job."

Researchers noted that there was a lack of understanding within the management groups of the need to understand and foster a culture within the organization and to quickly and efficiently teach people how to be a part of that culture and hence the organization. When the organization failed to fill this need, then unions sought to reduce the natural turnover that resulted in membership (as a result in turnover in the organization), the grievances and other unproductive union

activities by filling the need.

The net result, of course, was that the union, through the services it provided, soon became the organization's master, ruling the organization with the strength of its leadership supported by the political strength of its political action committee. A council person who failed to support the unions met with a sure and certain fate, failure at the next election. A political person who listened to the input of the unions found there existed plenty of money, support and manpower each election to insure his return to office.

Quickly, the new political leadership, understanding the goals, aspirations and desires of its new constituency, pressed management for the changes that constituency wanted. Shortly came a boom of participative management and wholesale changes in the leadership of some organizations. The manage ment of public organizations by the mid 1990's was commonly shared by the appointed leadership and by the union or association leadership. It was a new day and the unfortunate part of it was that the people of the community were not being served better by the change. What was maybe even worse was that this change could have been prevented if only public sector management had taken the time to help their employees to be art of the whole organization and not force them to be part of only the union while working for the organization.

# THE ACTION PLAN

## THE ACTION PLAN

### Making the Future Possible

In the scenario presented in Chapter 4, a number of positive and negative future realities were described. Among positive possibilities in our workforce of the future are:

- o Increased numbers of women in sworn ranks
- o Increased numbers of women in non-sworn ranks
- o Increased use of non-sworn personnel
- o Wider ethnic diversity within sworn and non-sworn

Among the negative aspects of the described change are:

- o Change in the work ethic, sworn and non-sworn
- o More single parent workers with a wider variety of demands on their time
- o Fewer available prototypical police candidates (in today's terms)

These anticipated changes, both positive and negative impact how a police organization might be best able to teach its own organizational culture to new employees. These changes also make that effort more important then ever before.

In the research, a number of current state-of-the-art methods of teaching culture to new employees were determined. These methods are outlined below.

- o Selecting the right individual for your organization's basic cultural/values match
- o Focus on hiring rituals and ceremonies
- o Chief controls the hiring and selection process personally (or is heavily involved).
- o Extensive introduction to the agency, its values and focus.
- o Hand-picked FTO's. Individuals selected for their understanding and acceptance of the organization's expressed values.
- o Constant reminders of "what's important here" to the new employee and to the organization as a whole.
- o Focus on organizational goals and missions.
- o Letting the FTO program work; trainees failing for technical as well as "value" or "cultural" reasons.

The research also pointed out some glaring shortcomings in the teaching of organizational culture. These shortcomings centered around the non-sworn category of employee not the sworn category. Contrary to the original focus of the research, these shortcomings became so compelling in their impact on the police service, that they have been addressed.

The changing workforce has mandated professional concern for how the police service might teach organizational culture in the future. Furthur, this concern must extend to both sworn and non-sworn ranks for the reasons noted above and the expected expansion of the non-sworn ranks. The research has indicated that such expansion may, in fact, exceed 50%

The areas of greatest concern then for the police service workforce in the years 2000 are as noted.

- Increasing numbers of older workers entering the police service.
- Increasing numbers of non-sworn personnel replacing sworn personnel for both economic and technical reasons.
- Increasing numbers of female employees in the sworn, non-sworn technical (as opposed to clerical) ranks.
- Increasing numbers of new employees with diverse cultural backgrounds (often newer Americans).
- Increasing numbers within the workforce who are single parents with greater demands upon their time.
- Increasing diversity within the work ethic of those applying for positions within the police service (sworn and non-sworn).

The key then is to develop a plan to manage these changes noted into the future. This challenge must include consideration for the successes the research showed exist in the police serivce currently. The management of the future, of course, must also take into account that which is expected to take place, and is seen so graphically in the scenario in Chap. 4 (and in the appendix). Thus, with this tool it will be possible to maximize the success of the present and insure they continue to be successful in the changing world of the police services future.

## VISION OF THE FUTURE
### Analysis of The Problem and The Solution

To develop a successful strategic plan requires a clear vision of where it is the plan is to take an organization. The vision is, of course, stated in the scenario and will now be restated here.

The future will require policing agencies to make better use of their most expensive and valuable assets, people. To do so requires that the trend towards civilianization continue. In fact, as noted, the research indicates that upwards of 50% of a police service agency in the year 2000 may be non-sworn.

It seems clear that non-sworn personnel can frequently be expected to perform certain technically oriented tasks more efficiently than can sworn police officers. Equally

obvious is the fact that frequently non-sworn personnel can do many of the non-hazardous tasks of a police agency at less cost (personnel) than can a sworn employee.

Thus, as police service agencies add more and more non-sworn personnel to their ranks, such employees become more important to the organization as a whole. In such circumstances should such employee group not reflect the same values as the sworn members or as management desires, a conflict will result. The resulting cultural clash will jeopardize the efficiency and effectiveness of the organization as a whole, and will result in a far less successful effort at achieving the stated goals of the organization. Such clash might, in fact, actually hinder the organization's efforts in providing basic police services.

Cultural clash of this magnitude might well result in sworn and non-sworn ranks being represented by competing labor ogranizations within some jurisdiction. Such a circumstance could certainly lead to labor organizations competing for membership and otherwise conflicting with the development of the primary service delivery system.

The goal then should be to provide a plan which will insure that the diverse cultures, ethics, values and beliefs, of the sworn and non-sworn employee are "crunched" together in order to form a consistent value or cultural system for the organization as a whole.

Little gain would be achieved would a system be developed which does not focus the teaching of culture on both categories of employees, especially as the non-sworn category grows both in numbers and technical expertise.

Some effort was noted in the research to insure that sworn and non-sworn were both exposed to the goals/mission etc., of the organization. Yet, the culture of the organization was taught; even in the best of organizations researched, only to sworn personnel. Non-sworn personnel were able to learn the organization's culture only by repeated and lengthy exposure to the organization.
Even in these cases, the leaders interviewed noted great dissatisfaction with industry-wide efforts to teach culture in both categories. The dissatisfaction is, no doubt, a product of their understanding that it can be done better.

Thus it is reasoned that organizational culture of the future must be actively taught to both sworn and non-sworn employees alike. The model for such effort is as follows and is built upon the research.

## MODEL FOR THE FUTURE

The model for teaching culture to the new employee of the Year 2000 is noted below, in narrative form. It includes that which has been successful within the sworn ranks in the

experience of those interviewed and in the literature.

o The Chief Executive must take an active part in the selection of all personnel, sworn, non-sworn, full and part time. Should the Chief not be able to do this personally due to agency size, he/she must actively control the process thru others. Ideally, in the latter circumstance, the Chief Executive must continually model the values and beliefs of the organization for those involved in the hiring process to insure they fully understand what is important. In turn, all those involved in the hiring process must model those values, beliefs (culture) for those who are being recruited or hired.

o The Chief Executive should utilize as part of the hiring process, culture/values tests and compare the results of such tests with that of the organization as measured by a values assessment of the department.

o The Chief Ececutive must actively model the valued culture for all the current employees. The application of large amounts of MBWA (management by wandering around) seemed a favored method by those interviewed.

o The Chief Executive must make every effort to insure that he promotes persons who have actively expressed and modeled the positive culture of the organization. This must be the case in sworn and non-sworn ranks.

o The Chief Executive must make every effort to select the correct field training officer for the new employee, be that employee sworn or non-sworn. Such training officer must be selected for his/her teaching skill and how well they understand the culture and values of the organization. Most importantly, how well they, too, model those values. This is necessary to avoid sending incongruent messages to not only the new employee but to all those within the organization. This proscess of evaluation should be viewed as an ongoing process, not a one-time process to select the FTO.

o The Chief Executive must develop, or cause to be developed, an extensive introduction process for all new employees. Such process, at minimum, includes extensive valuing by the Chief Executive Officer (regardless of the size of the agency), with ample reenforcement by division, unit, bureau leaders, etc. Such introduction should also clearly state for all employees what it is the agency is about and some sense of the history of the organization and the community it serves. This process must also include extensive efforts to insure that the new employee knows where he/she fits in the organization and, more importantly, how their position impacts the achievement of the organizational mission.

o The Chief Executive must make maximum use of the successs of the FTO program in teaching organizational values and create a FTO program for all new employees (regardless of

category) which will insure the introduction and what is learned there are not lost or modified by others not sharing the organizational values.

o The Commission on Peace Officer Standards and Training should reevaluate its role in providing quality police service within the State of California. Such reevaluation should include an expanded role in the training of non-sworn (full and part-time) employees. The reevaluation should also include a realization of the role of the Basic Academy in teaching the culure of the police service to applicants. As such, basic (introductory) schools should be developed and offered for non-sworn personnel in all categories. In this fashion, it is possible to partially parallel the value benefits sworn officers receive in the academy experience, which, according to the research, speeds their assimilation into the police service agency. Additional benefits will accrue with this effort as non-sworn assume more and more important roles within the police service as a whole. In fact, some of the potential for cultural diffusion will be reduced by the inclusion of a statewide non-sworn basic school. In this context, cultural diffusion means the loss of designed organizational culture caused by the influx of larger numbers of non-sworn than previously experienced. The new larger group of employees, if not taught the organization's culture, will diffuse the existing culture by bringing to the organization their own values and beliefs.

## THE STAKEHOLDERS

Who do we need to impact to insure the desired future?

After review of the model above, it should be painfully clear that any worthwhile stakeholder list would fill several pages. Therefore, in the interests of both logic and brevity, the effort here will be to list only those stakeholders who are seen as having the greatest of impact. The "snail darter", of course, could raise its ugly head and make the transition to the future state much more difficult. Consideration has been given to that possibility and will be monitored throughout the development and transition.

1. Labor groups
   a. Sworn officer
   b. Non-sworn
2. Personnel organizations
3. City Managers/County Administrators
4. POST Commission Members
5. POST Staff
6. PORAC
7. Community Colleges and regional training schools
8. Major Police Departments
9. ACLU
10. Police professional associations (i.e., Background Investigators)
11. Members of the Legislature and Governor's Office (staff)

## Assumptions about the Stakeholders

The analysis of the assumptions about the positions of the various stakeholders regarding the model above are presented in narrative form below. While its recognized that some of the elements of the model will be more positively or negatively received than may other elements; never-the-less, they are considered as a group.

1. Labor unions. The rise of non-sworn numbers in the police service may spark a challenge for representation by some other union group. Yet, at this time, labor unions can be viewed as one entity regardless of their focus, sworn or non-sworn. Generally speaking, when properly prepared for the change, labor unions are expected to take a positive attitude towards the development of the model. Clearly, there is a point at which sworn representive groups will object to the employment of additional non-sworn personnel. Just as clearly, organizations representing non-sworn personnel will support replacing sworn with non-sworn. Yet, that is not the real issue regarding the model. Once the decision has been made to support the model, employee groups can be expected to be positive toward the model. One possible exception will be toward that part of the model which expands POST's role in training of non-sworn. Should this issue not be developed in an appropriate fashion, some unions whose principal focus is sworn personnel (and that is virtually all police unions/ associations) can be expected to oppose the inclusion of non-sworn in the POST training budget in order to preserve the funds for their constituency.

2. Personnel organizations of various city, county governments, and the associations of such groups can be expected to be positive towards the model only after extensive effort has been made to sell them the model. The inclusion of the values testing and the expanded role of the line departments in the hiring process are seen as the principal problem areas.

3. City Managers and County Administrators, individually, and thru their professional organizations, are seen as being very supportive of the model once the goals and purpose are understood. Some concern may result from the perception that POST is going to pay for an increased amount of non-sworn training. The concern would exist not because the training would be taking place, but rather its impact on other city employees who do not have the same amount of training available. A spin-off is, of course, possible in that much of this model can be applied city-wide. Some effort will no doubt be made in some organizations to take advantage of that possibility.

4. The POST Commission Members are expected to generally be supportive of the model, including the expanded training of non-sworn personnel. A glitch may develop if the Commissioners view the expanded non-sworn training as an

either/or situation. That is, if the expanded non-sworn training program were at the expense of a sworn training program.

This portion of the model (POST TRAINING) must be viewed as a fairly radical change in the direction of the Commission. It is, therefore, believed that while the various Commission ers are both bright and in tune with the latest in thinking in the police service, they will be initially reticent to make any changes in training priorities for the police service in this state. This reticent stems from the political problems which would, no doubt, be generated by state-wide police officer groups within the State Legislature. Only careful and long-term efforts with these other stakeholders will address this problem area.

5. The POST staff is viewed as being positive to the model, but understandably reluctant in the short-term to expand training as radically as is proposed. The staff is seen as political realists and, therefore, unlikely to expand the training without a refocus by the Commission itself. As noted, that's not likely to come quickly, but is seen as possible in the long-term.

6. PORAC (and other statewide police officer organizations whose focus is labor oriented). PORAC is seen as generally neutral regarding the model, with the exception of those elements which propose expanding the role of and training for non-sworn employees. In these areas PORAC will, no doubt, see movement as a threat to the status quo and to the furthur benefit of police officers. As this type of organization exists for the benefit of police officers, any movement which is seen as a threat to such membership will be opposed.

If the model, when it's put into action, is seen as a step to the furthur professionalization of the sworn police officer (much as nurses and paramedics are seen as further professionalizing medical doctors), than their position can be ameliorated.

7. Colleges and training academies. While few enjoy disruptive change, this group of providers is faced with constant change and, therefore, is seen as more accepting than might be expected. This group would benefit from the model in several ways. Additional training in the basic academy on the police service for officers, as well as an expanding clientele for training (non-sworn) should make these stakeholders fully supportive of the model.

8. Major police departments. Large agencies, due to their influence in the political arena, often impact how or even if, an innovation will take place. Major agencies often find it more difficult to make a change of any kind due simply to the levels of the organization and its sheer size. It is simply a matter of getting things going in the right direction and often the larger the agency, the more difficult

it will be to make the change. Such agencies are generally seen within the scope of this project as being reticent to proceed due to the cost of installing the model within their various divisions and units. Clearly, when dealing with an agency of 10,000 total staff, training expenses add up quickly. The larger agencies are expected to only come on board with the model after success has shown it to work within smaller and even medium-sized agencies.

9. ACLU (and related groups). The project expects that such groups will oppose the model based upon the belief that it some how is designed to alter people's thinking and otherwise modify culture within the organization. This, of course, is exactly what the model hopes to do, yet not in any sinister way. These individuals and groups will continue to oppose the model until such time as they can be convinced that it does not present any real threat to individuals or community standards and, in fact, will provide a more stable and cohesive workforce.

10. Police professional associations (i.e., background investigators). This group of individuals are generally going to approve of the model. Some may oppose initially based upon the belief that the expense of added work will not justify the benefits. The benefits will accrue, however, with reduced turnover and a more cohesive delivery system. No considerable effort will be required to make this change, rather just simply a few successes with the model.

11. State Legislature and Governor's Staff. This group will be the most difficult to convince that the model is worth the extra training expense. The key to keeping the other stakeholders in the positive or neutral category is, of course, to insure they don't lose anything as a result. The Legislature and Governor's Staff must, therefore, be convinced that the training budget for the model be funded with additional revenues and not a re-prioritizing of existing training funds. The key to that accomplishment will be the development of a few successes with the model and the support of the statewide employee groups, professional organizations and finally POST and the Commission.

The question now becomes how to turn the above assessment into a productive plan which can result in the development of the model in one or more policing agencies.

The next segment of the project addresses that very issue.

## THE PLAN OF ACTION
### Implementation of The Model

Based upon the above assessment of the position of the various stakeholders and the logic of the model itself, the next phase of the project must clearly be an action plan.

As several of the more reticent stakeholders are seen as being swayed by success of the model, one key issue of the action plan must include several demonstration projects. Such a plan must also include a system for explaining the model and its benefits for the future. Finally, the action plan must have a logical system for assessing the field use of the model.

STEP ONE

The first step in the furthurance of the model is to complete this project and to publish its findings. The project will be presented to a number of police executives, many of whom may be interested in the subject and thus potential demonstration projects sites identified. As others read the project, it is possible that they too may be encouraged to utilize the model. Thus, the completion of a usable and easy to read project is the first step in the furtherance of the model as a tool to prepare for the future.

The project will be presented to each of the Chiefs of Police who assisted in the research and to each consultant who also participated. Each of these individuals will be provided a synopsis of the project to assist them in the continued development of their agencies.

STEP TWO

The second step for the action plan is to prepare an article describing the major findings of the project and its impact on the future. The purpose of this effort will be to focus attention on the subject of organizational culture and how it's taught. The goal of the article is to present as much factual data from the research as possible to demonstrate the current state of understanding of the subject. Additionally, it is believed that such an approach will focus the professional readers' attention on what can be learned now from the research. Police Executives can be counted on to review any material with an eye as to what information can be used now and what can be used in the future. Police Chief Executives seem to be very pragmatic in this regard. Therefore, the professional article must be designed to have immediate benefit for the reader as well as long-term benefit in terms of implementing the model.

The article will be offered to a number of professional publications well read and respected within California Police circles.

The bottom line of this effort is to acquaint the Police Service with the findings of the project and to encourage the utilization of the findings within various agencies. There are, of course, two levels of benefits, one immediate, and one long-term. In terms of encouraging the use of the model, the immediate benefits are of course the most critical. The wider the understanding of the concepts and that which was learned in the project, the greater are the

chances that multiple demonstration projects are likely.

STEP THREE

The third step will be to encourage the use of the findings of the project within the researcher's own agency, and thereby use that agency as a demonstration of the model.

This effort can serve as the demonstration for agencies who have not yet made any significant effort to teach culture to their new employees.

This effort will be designed around the model and shall begin with a presentation of the project to the staff of the police department, and later to the management staff of the city as a whole.

With the interest building efforts above, the next step is to develop a task force within the police department, assigned by the Chief of Police, to implement the model in the most appropriate fashion. The task force will be selected using the diagonal slice method. This task force will be comprised of a Police Lieutenant (as chair), civilian training officer, background investigator, civilian records manager, police officer (patrol). Ex officio members of other interested departments within the city would also be encouraged in order that the entire city may benefit from the process.

Once developed, the task force will be charged with developing an action plan to implement the model within the department. This action plan is expected to require analysis of the stakeholders, negotiation strategies, etc., in order to provide an appropriate package.

The department action plan would be expected to be an incremental approach to adoption of the model and begin with the development of the hiring ceremonies for new employees. This incremental approach is the most reasonable in that each success can be the groundwork for those changes that follow.

With the hiring ceremony, it is only necessary to convince the Chief of Police that the department's interests are best served by such effort. The Chief, while not easily persuaded, can be expected to accept the logic of this effort quite readily.

Once installed, the next logical step in an effort to install the model as a demonstration project would be to expand the introduction portion of the hiring process to new employees. This effort will require more planning than will the first step. The basic effort will again be centered around the Chief of Police as the major stakeholder and around the training unit and personnel units of the police department, as others with a vested interest (stakeholders). Finally, the police association leadership is the last of the

major stakeholders for this effort.

None of these groups (or individuals) are seen as opposed, but the educational process will need to be complete for them to be expected to be "on board" regarding its goals.

In order to insure that such is the case, the task force will be required to frequently communicate with each group to fully develop this aspect of the model. The key, of course, will be the modeling by the Chief Executive Officer of the department. His willingness to personally be involved in the process and his personal commitment to it will insure its success.

Next, efforts will be made by the task force to expand the role of the FTO to be consistent with the role outlined within the model. Ex officio members of the task force will be added to include FTO personnel and the lieutenant who is responsible for FTO training. They, will then rewrite the FTO program to coincide with the model. The rewritten program will also include recommendations as to the selection process for FTO's and their training.

The next step would be to insure the focus on the change is complete by using a technique discovered in the research. The Chief of Police will take his FTO's on a retreat to insure that they are all together regarding the plan and the focus. This retreat will then "kick off" the new focus of the department and demonstrate the true value of the change to the membership of the department as a whole.

An additional purpose of the FTO retreat will be to utilize the FTO's to create a selection process for future FTO's and to share the importance placed on the program.

The next move well could be far more difficult, if not properly handled.. The Chief Executive, using the task force to furthur develop the concept, will then begin to create the demand for the cultural/values testing within the hiring process. A key reason for the inclusion of ex officio members within the task force is to provide the Administrative Services Department (Personnel function) with an understanding of the concepts and begin building a concensus for the model. Upon completion of the above listed efforts, the Chief will then use normal channels to request the additional testing for all new police employees. Such request should be veiwed as fairly routine if the ground work has been properly laid in the above efforts. If the ground work is not well laid, then it must be anticipated that the request will be met with a good deal of resistance from Personnel.

The Chief Executive will periodically, throughout this process, meet with both his staff and the task force to insure that all the senior staff members are current on the project. The secondary purpose of these meetings is to insure the development of a consistent value or culture within the

senior staff of the department. This consistency exists to a great degree, in any case, but such meetings will tend to reenforce them and possibly, more importantly, focus attention on the organization's culture and how it can be molded.

Next, the Chief of Police, thru the City Personnel Department and with the assistance of his staff, is to add understanding of organization culture and values to the selection criteria for promotion. Once this is done, such requirement must be expressed to the organization as a whole. The expression of the importance of this attribute must not wait for the next promotional opportunity but rather should be accomplished as quickly as is possible and within the context of the other actions.

# CONCLUSION

# CONCLUSION

## What Does It All Mean

It is safe to report that this project provided the researcher with a great deal more information about managing a police department than is presented here. The whole subject of how to build and maintain an excellent police service organization has been dealt with in our interviews. Yet, the topic of this paper is but a narrow sliver of that larger subject.

As the project began to take form on paper, much of what authors and practitioners alike found important in developing excellence was found in microcosm in the subject of teaching organizational culture.

At first, this seemed, at least, to be puzzling. After all, excellence was seen as the umbrella subject, while a specific sub section (culture) was visualized as part of the umbrella subject.

However, the above description is simply not accurate. A much more accurate visual picture of the relationship between excellence and culture can be created.

Organizational culture is a part of excellence in the same way excellence is a part of culture. They are intertwined and have many of the same component parts. Excellence has consistent elements, of which culture is a part. Organizational culture has many faces and intensities, each developed for, or because, of a specific reason. In excellent organizations, maximum use of an organization's collective values, beliefs and attitudes (culture) is made.

The culture of an organization can be changed or developed, modified or nurtured based upon the leader's perception of that culture. A culture which is seen as hindering, needing change, can be developed into one which values, or at least does not resist change.

An organizational culture which is seen as no longer consistent with community values can be changed and developed to a point that it is reflective of the community the organization serves. Such changes are not easy, nor are they quick fix kinds of efforts. Rather, they are long-term efforts, many times taking several years to accomplish.

How is such change possible?

The personal interviews with police practitioners who understand excellence provided the best answers, certainly more satisfying than those found in even the best of textbooks.

The keys to changing culture:

- o Creating a period of uncertainty to foster change.
- o Modeling by the Chief the appropriate culture.
- o Expressing the goal or vision (where the change will take you and what will it look like when we get there).
- o Hiring and promoting people who match or can learn the culture of the department.

A major focus of this project was to determine, once we hired a person, how do we now teach them the values of our organization? Given that answer, how will excellent police organizations teach those values/beliefs (culture) in the Year 2000.

In excellent organizations, the respondents said culture is taught to sworn officers:

- o During the selection process by recruiters, background investigators and psychologists and interviewers.
- o At the the Chief's hiring ceremony.
- o During the introduction to the department and a Chief's personal interview.
- o By selecting special people to be FTO's (Field Training Officers) and who model department values.
- o By the Chief and Staff constantly modeling desired culture/values.
- o By selection of the "right" people (reflecting appropriate values) for promotion.
- o By the Chief and Staff constantly focused on the mission and goals.

Values, culture and beliefs are taught to non-sworn personnel only thru a few of the above noted methods.

Finally, the project has ended in the future. How can we teach culture in the future? The project concludes that:

- o Culture must be taught to sworn and non-sworn with equal vigor.
- o FTO programs and introductions to the agency must be expanded and improved.
- o Cultural/value matches must be utilized to select the "best" (value matched) people.
- o Non-sworn, POST sponsored basic schools must be expanded (or developed) to impart the generic police culture to non-sworn.
- o Promotions must be partially based on expressed values of the candidate and how those values match the organization's.

The value of this project, beyond its great worth to the researcher, is in the mind of the reader. The key to setting that value will be found in the realization that shortly, one-half to one-third of all our full-time employees will be non-sworn persons. These folks do not have the benefit of

the cultural crunching sworn personnel experience in the academy and in FTO programs. Such shortcomings can, if unresolved, foster a cultural clash within an organization, thus preventing it from achieving excellence.

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15. Interview with Chief of Police James Anthony, City of Chino March 10 1987

16. Interview with Chief of Police George Hart, City of Oakland, March 6 1987

17. Interview with Chief of Police Karel Swanson, City of Walnut Creek, March 10 1987 (phone)

18. Interview with Chief of Police Ronald Lowenberg, City of Cypress February 24 1987

19. Interview with Chief of Police Donald Burnett, City of San Bernardino, March 2 1987

20. Interview with Chief of Police S. Rosano, City of Santa Rosa, March 6 1987

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# INDEX FOR APPENDIX


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APPENDIX

JAN DUKE'S LIST OF INDIVIDUALS WHO UNDERSTAND EXCELLENCE IN POLICING

1. GARY BROWN OF RALPH ANDERSON AND ASSOCIATES
2. RIGHARD HUGHES, HUGHES HEISS AND ASSOCIATES
3. KAREL SWANSON, CHIEF OF POLICE WALNUT CREEK CALIF.
4. LEO PEART, CHEIF OF POLICE IRVINE CALIF.
5. CRAIG MEECHAM, CHEIF OF POLICE WEST COVINA CALIF.
6. RON LOWENBERG, CHIEF OF POLICE CYPRESS CALIF.
7. DON FORKUS, CHIEF OF POLICE BREA CALIF.
8. DAVE SNOWDEN, CHIEF OF POLICE COSTA MESA CALIF.
9. CHARLES HUCHEL, CHIEF OF POLICE FAIRFIELD CALIF.
10. DON BURNETT, CHIEF OF POLICE SAN BERNARDINO CALIF.
11. JOSEPH MCNAMARA, CHIEF OF POLICE SAN JOSE CALIF.
12. VINCENT JIMNO, CHIEF OF POLICE CARLSBAD CALIF.
13. GAIL PETERSON, CHIEF OF POLICE CERES CALIF.
14. GEORGE HART, CHIEF OF POLICE OAKLAND CALIF.
15. TED COOK CHEIF OF POLICE CULVER CITY CALIF.
16. ROGER MOULTON, CHIEF OF POLICE REDONDO BEACH CALIF.
17. DAVID THOMPSON, CHIEF OF POLICE GLENDALE CALIF.

APPENDIX

RICHARD HUGHES LIST OF INDIVIDUALS WHO UNDERSTAND EXCELLENCE

1. DAVID THOMPSHON, CHIEF OF POLICE GLENDALE CALIF.
2. GEORGE HART, CHIEF OF POLICE OAKLAND CALIF.
3. JAMES ANTHONY CHIEF OF POLICE CHINO CALIF.
4. ROBERT MCGOWIN RETIRED CHEIF OF POLICE PASADENA CALIF.
5. TONY GARDINO CHIEF OF POLICE REDWOOD CITY CALIF.
6. MEL NELSON, CHIEF OF POLICE LIVERMORE CALIF.
7. RON LOWENBERG, CHIEF OF POLICE CYPRESS CALIF.
8. CRAIG MEECHAM , CHIEF OF POLICE WEST COVINA CALIF.
9. GARY BROWN, RALPH ANDERSON AND ASSOCIATES
10. DON FORKUS CHIEF OF POLICE BREA CALIF.

APPENDIX

DON FORKUS LIST OF INDIVIDUALS WHO UNDERSTAND EXCELLENCE

1. RON LOWENBERG, CHIEF OF POLICE CYPRESS CALIF.
2. RICHARD HUGHES, HUGHES HEISS AND ASSOCIATES
3. GARY BROWN, RALPH ANDERSON AND ASSOCIATES
4. BILL KOLLENDAR, CHIEF OF POLICE SAN DIEGO CALIF.
5. PAUL WISDAND, CAL STATE LONG BEACH.
6. NORM TRAUB, RETIRED CHEIF OF POLICE, ORANGE CALIF.
7. ROBERT WASSERMAN, POST
8. S. ROSANO, CHIEF OF POLICE, SANTA ROSA CALIF.

# CITY OF BUENA PARK

CALIFORNIA 90622

6650 BEACH BOULEVARD, P.O. BOX 5009, PHONE: AREA CODE (714) 521-9900

Robert T. Reber
Chief of Police


February 6 1987

Chief Craig Meechan
1444 W. Garvey St.
West Covina, CA 91790

Dear Sir:

I am currently enrolled in the P.O.S.T. Command College, Class 4. As you may know, each Command College student must submit a final project which contributes to the body of knowledge in our profession. Further, the project must have a "futures" focus.

I have elected to study organizational culture with a particular focus on how a chief executive in an excellent agency can, and does, create or modify culture. Further, I am interested in how excellent agencies transfer culture to new employees. Finally, I hope to try to understand how culture will need to be modified to accommodate the employees we'll have in the Year 2000.

It is my hope to be able to meet with you during the week of March 2-6. I hope you can accommodate my request, and I will call your office during the week of February 16th to hopefully set an appointment. This interview should not consume more than thirty minutes of your valuable time.

I have enclosed a basic outline of the direction of the interview and a letter of introduction from P.O.S.T.

Thank you for your help.

Sincerely yours,

ROBERT T. REBER
Chief of Police

Steve Staveley

Lt. Steven H. Staveley
Auxiliary Services Bureau

RTR/SHS/dr
Enclosure

The questions the research will address.

How do excellent police organizations define organizational culture? How do they create it, change it and transfer it to new employees? Given the projected workforce of the future, how will excellent police agencies in the Year 2000 transfer culture to new employees and what kind of culture will indeed be required?

I hope to get your opinion and view on the following questions, although we are not limited to just these questions.

1. What, in your view, is organizational culture (definition)?

2. Do you have a vision of what culture you want in your department?

3. What have you done to change your agency's culture to fit that vision? Specific examples are appropriate.

4. How well have these efforts (#3) worked?

   Note successes - examples.
   failures - examples.

   Given the changing workforce; i.e., by 2000 we will experience a:

   23% increase in people who are over 55 vs. today.
   22% decrease in people who are 18-24 vs. today.
   More women in the full-time workforce and 40% of the police sworn workforce female.
   Changing work ethic.

5. What changes do you see necessary in your organization's culture?

6. How would you go about fostering those changes?

7. How do you see your agency teaching this culture to new employees in the Year 2000?

HOW DO YOU DEFINE ORGINIZATIONAL CULTURE?

DO YOU HAVE A VISION FOR YOUR DEPARTMENT, AND WHAT ROLE HAS ORGINIZATIONAL CULTURE PLAYED IN CREATING THAT VISION?

HOW DO YOU TEACH THAT VISION/VALUE/CULTURE TO NEW EMPLOYEES?

HAVE YOU ACTIVELY TRIED TO CHANGE YOUR ORGINIZATION'S CULTURE?

WHAT KIND OF CHANGES?

HAVE THEY WORKED?

FAILURES - EXAMPLES

GIVEN THE WORK FORCE OF THE YEAR 2000

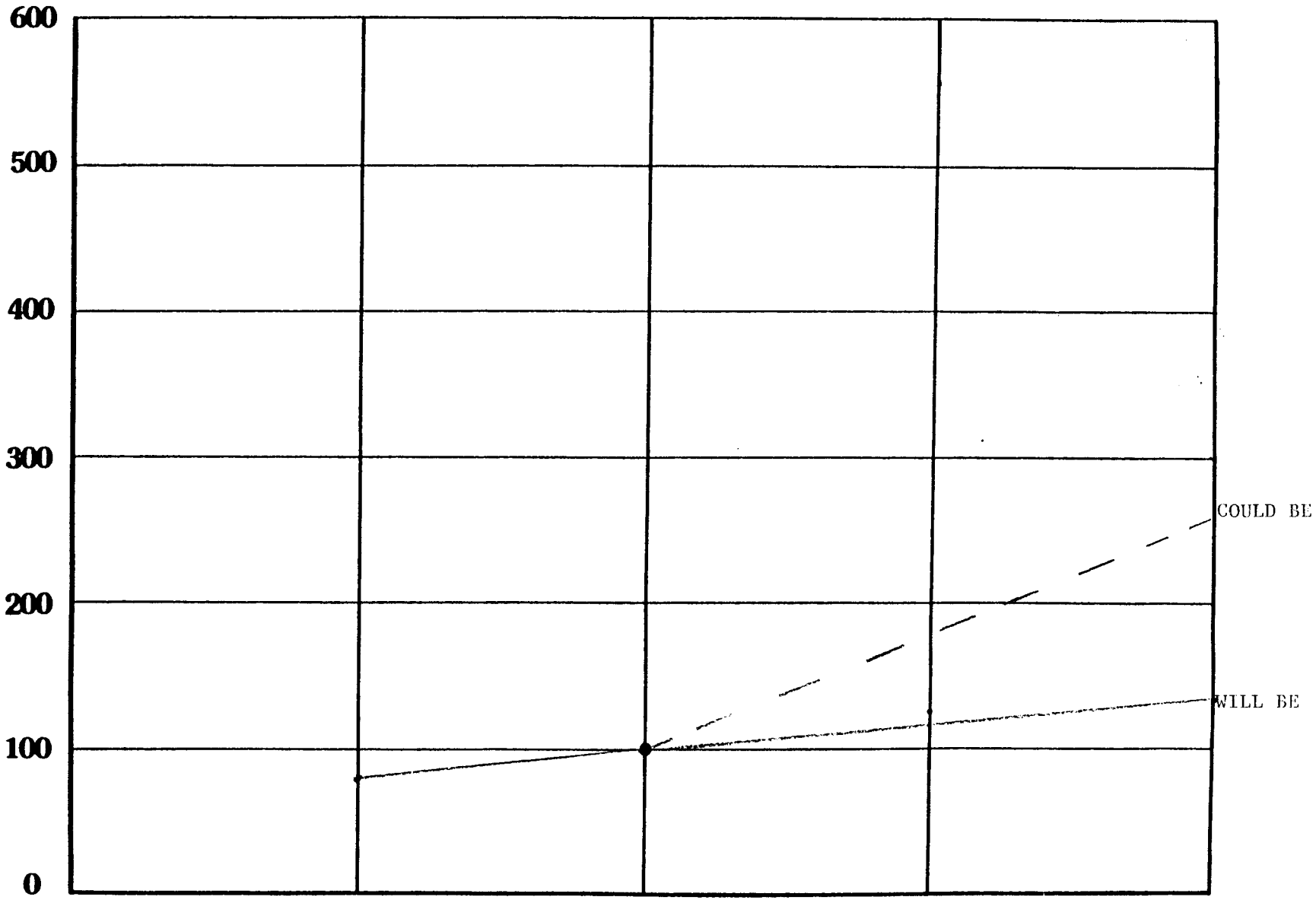
'HAT FUTURE CHANGES DO YOU SEE YOU NEED IN YOUR ORGINIZATION'S CULTURE

HOW DO YOU THINK YOU'LL FOSTER THESE CHANGES

HOW DO YOU VISUALIZE TEACHING CULTURE TO NEW EMPLOYEES IN 2000

**TREND NO:** 1 ILLEGAL IMMIGRATION

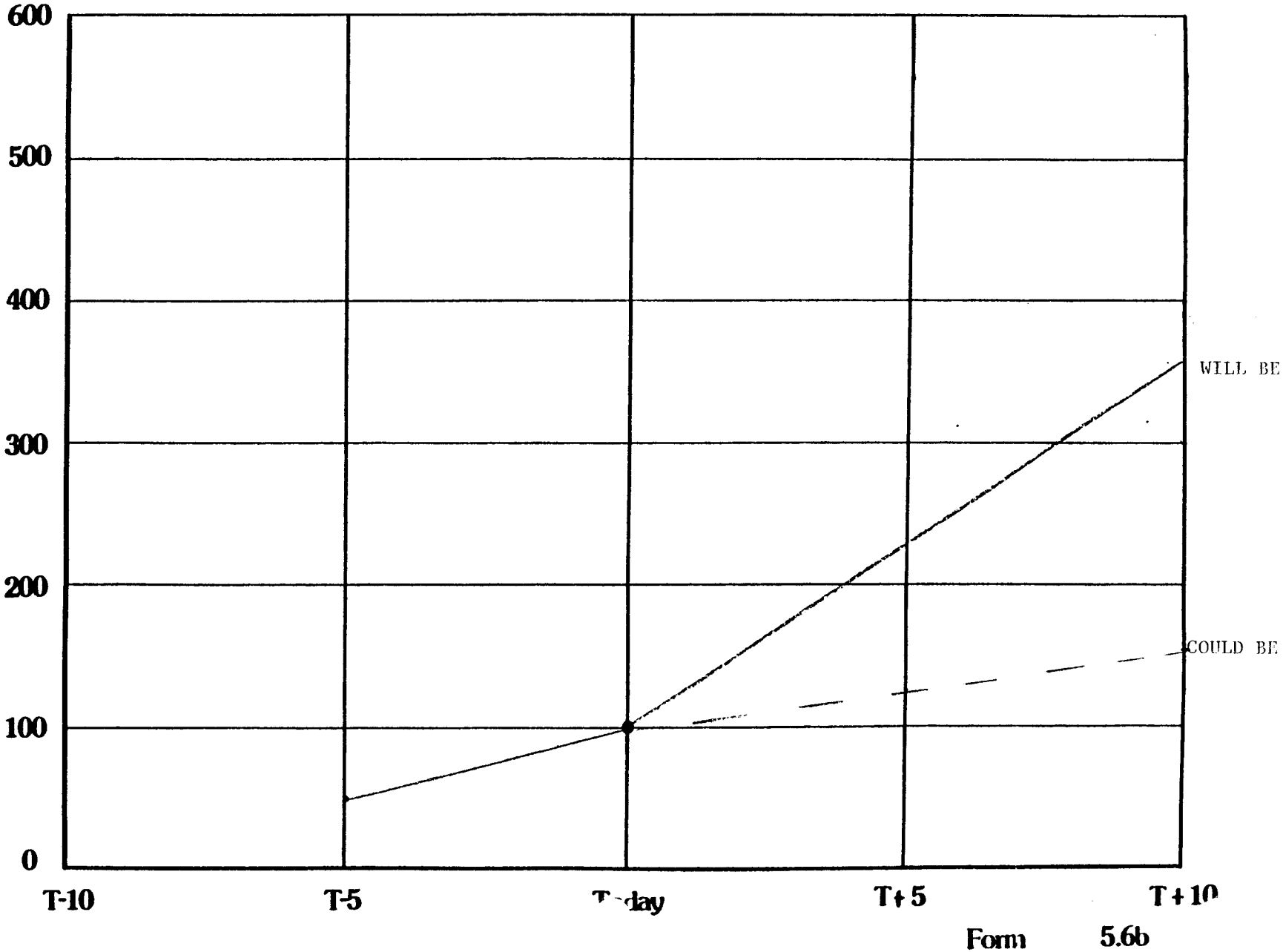
**Your estimate of the value for "today":** _____




Form 5.6b

**TREND NO:** 2 TECHNOLOGICAL ADVANCES

**Your estimate of the value for "today":** _____

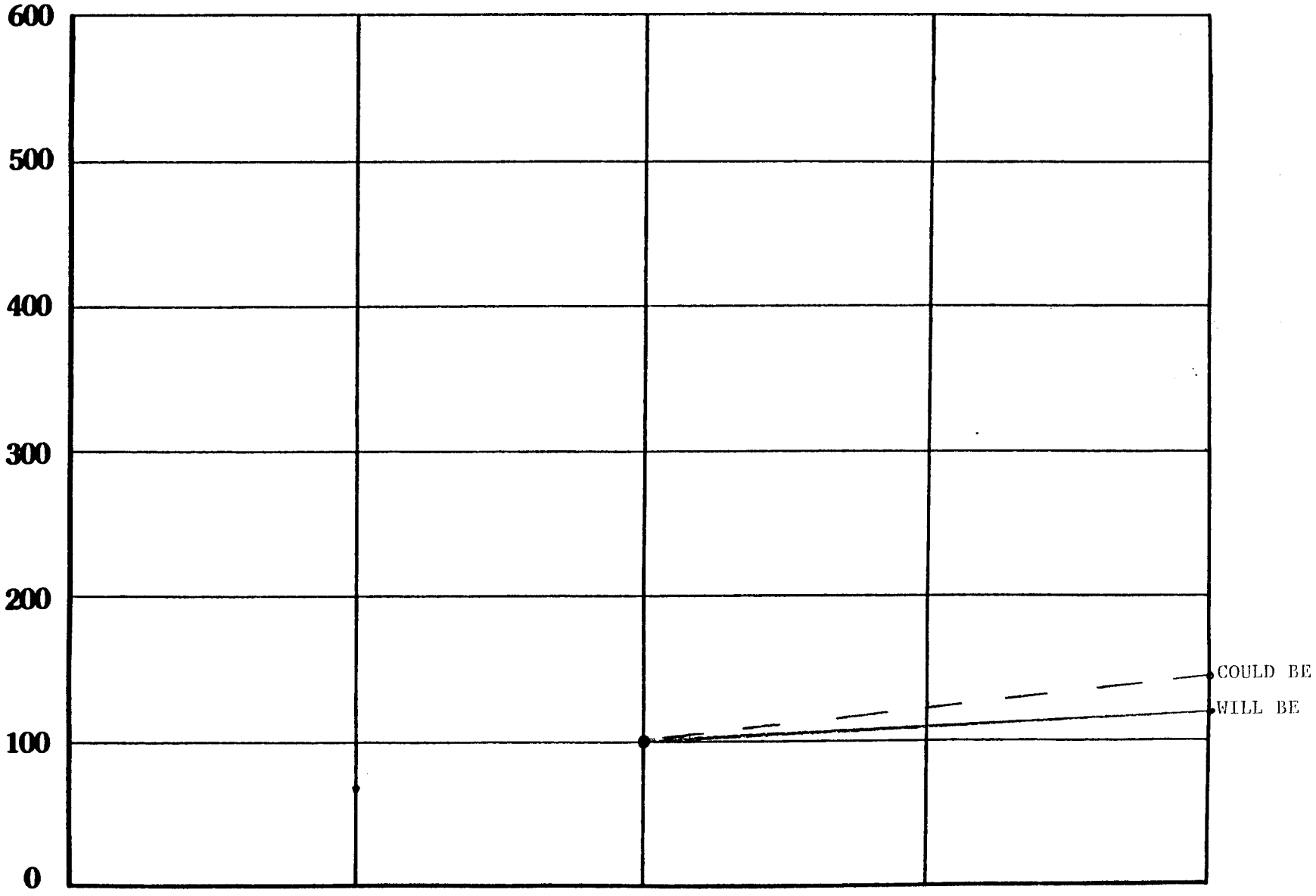



Form 5.6b

A 8

**TREND NO:** 3 REDUCTION IN RATION OF MANAGEMENT TO STAFF PERSONS

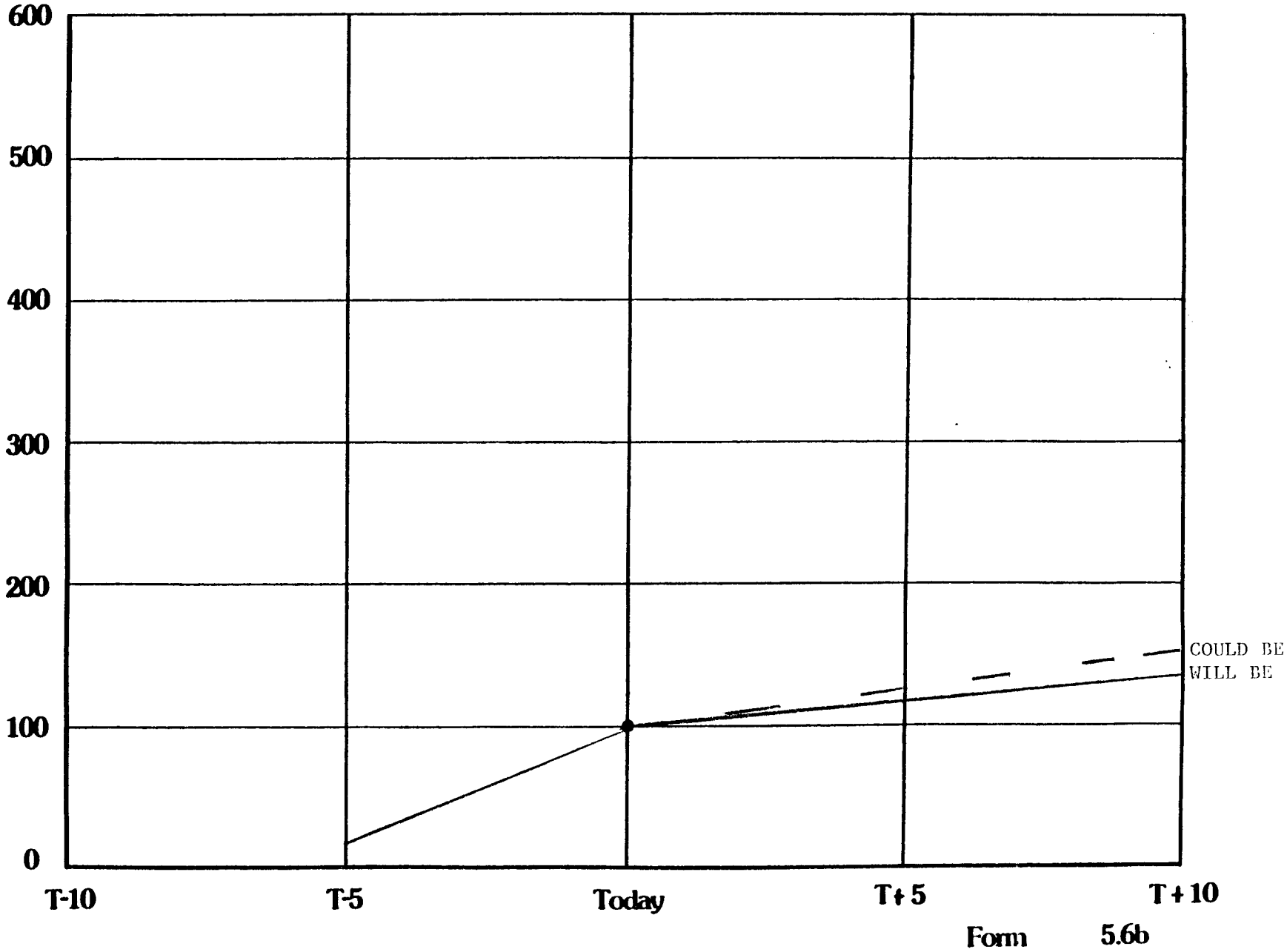
**Your estimate of the value for "today":** _____




Form 5.6b

**TREND NO:** 4 STRATAGIES TO REDUCE CRIME BASED ON ECONCMICS DUE TO A SHRINKING REVENUE BASE

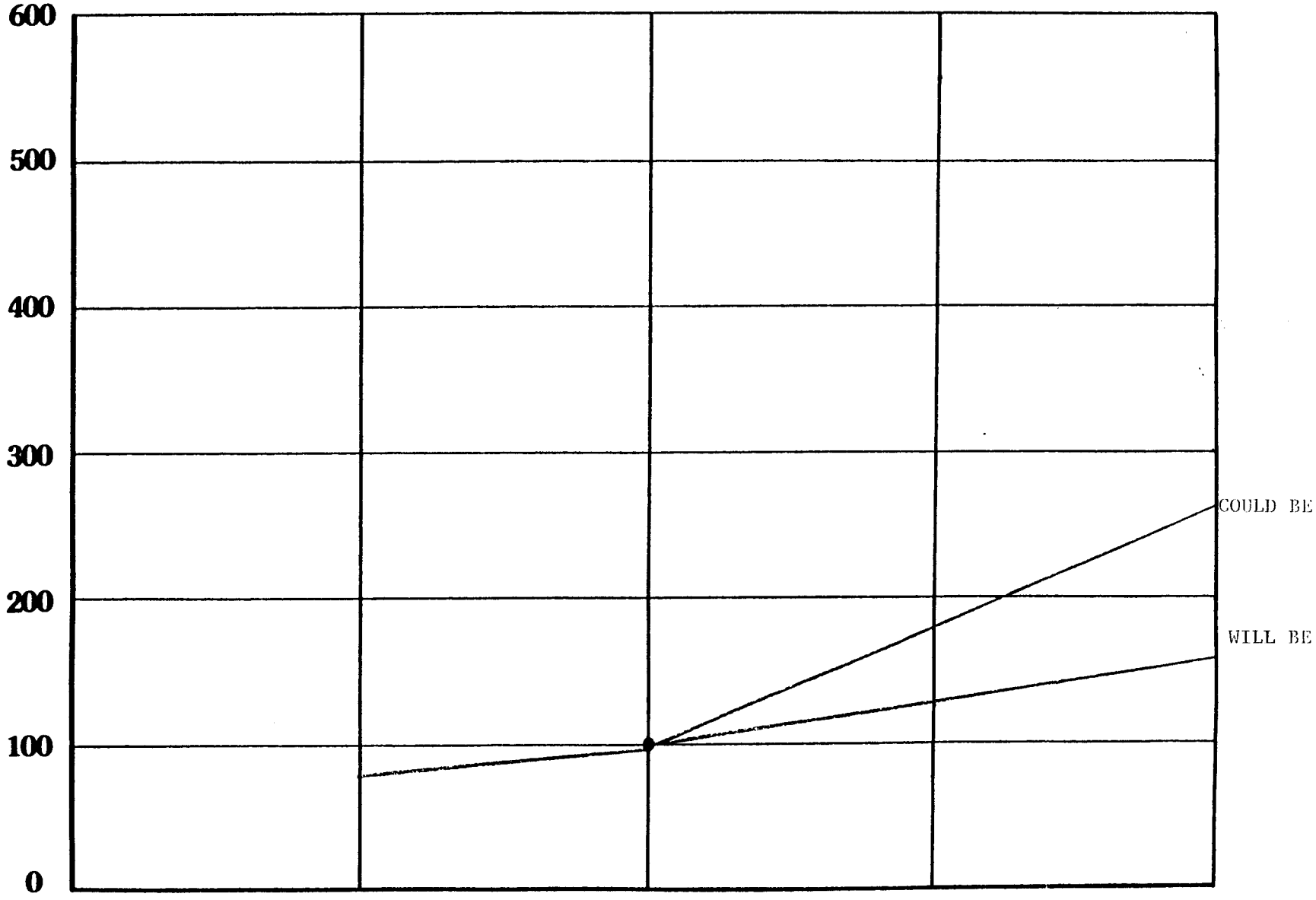
**Your estimate of the value for "today":** _____




A 10

**TREND NO:** 5 CHANGE IN WORK ETHIC AND IN THE EXPECTATIONS OF WORKERS

**Your estimate of the value for "today":** _____




Form 5.6b

## TREND EVALUATION FORM

Subgroup: _____

| TREND STATEMENT | LEVEL OF THE TREND (Ratio: Today = 100) | | | |
|---|---|---|---|---|
| | 5 Years Ago | Today | "Will be" in 10 Years | "Could be" in 10 Years |
| ILLEGAL IMMIGRATION | 90 | **100** | 115 | 250 |
| TECHNOLOGICAL ADVANCES | 50 | **100** | 350 | 150 |
| REDUCTION IN RATION OF MANAGERS TO STAFFF PERSONS | 60 | **100** | 110 | 130 |
| STRATAGIES TO REDUCE CRIME BASED ON ECONOMIS DUE TO SMALLER REVENUE BASES | 20 | **100** | 110 | 120 |
| CHANGE IN THE WORK ETHIC AND IN THE EXPECTATIONS OF WORKERS (less work oriented). | 90 | **100** | 150 | 270 |

Form 5.6 a

## EVENT EVALUATION FORM

| EVENT STATEMENT | PROBABILITY | | NET IMPACT ON THE ISSUE AREA (−10 to +10) | NET IMPACT ON LAW ENFORCE-MENT (−10 to +10) |
|---|---|---|---|---|
| | By 1990 (0—100) | By 1995 (0—100) | | |
| SOUTH/CENTRAL AMERICAN WAR (AMERICAN GROUND TROOPS INVOLVED) | 55% | 65% | +10 | −5 |
| INCREASED UNEMPLOYMENT AND UNEREMPLOYMENT DUE TO HIGH TECH ADVANCES) | 30% | 60% | +4 | +3 |
| RECESSION/DEPRESSION | 10% | 80% | +5 | −4 |
| CUTS IN GOVERMENT SERVICES | 30% | 40% | −5 | −2 |
| SOCIAL SECURITY PROHIBITS RETIREMENT BEFORE AGE 75 | 40% | 80% | −2 | +4 |

Form 6.11

# CROSS-IMPACT EVALUATION FORM

1995

| EVENTS | NOMINAL PROBABILITY | E V E N T S | | | | | T R E N D S | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 5 | 1 | 2 | 3 | 4 | 5 |
| 1 | 65% | | 95% | 40% | 40% | | +15 | | | | +5 |
| 2 | 60% | | | 70% | 10% | 95% | -5% | | -5% | +10% | +5% |
| 3 | 80% | | 90% | | 10% | 95% | -5% | -5% | +5% | +10% | +10% |
| 4 | 40% | 10% | 60% | | | 95% | | | +5% | +20% | +5% |
| 5 | 80% | | | | 60% | | | +5% | -5% | +5% | +20% |
| | | | | | | | | | | | |
| | | | | | | | | | | | |
| | | | | | | | | | | | |

Form 72

A14

28 AUG 1987

# PROPOSAL FOR A

# COMMAND COLLEGE PROJECT

Lt. Steven H. Staveley

Buena Park Police

Command College IV

October 1, 1986

# EXECUTIVE SUMMARY

## PROJECT: BACKGROUND

How do excellent police organizations transmit organizational culture to new sworn employees in the year 2000?

The selection, recruitment and retention of sworn police personnel is a major task and an area of great concern to most police agencies. The investment, in real dollars and in personnel time, to accomplish these tasks is so significant that it demands our best effort to insure we are both efficent and effective.

This project will define organizational culture in excellent police service organizations. It will then focus upon determining how such excellent police organizations transmit their culture to new sworn employees.

The project will then move to the future's stage and forecast the police sworn entry level workforce of the Year 2000.

Finally, the project will provide a suggested model(s) which can be used by police organizations to help develop a program to teach their culture and values to new sworn police employees. This model will be based upon the project and should also give guidance to police managers as to how they might modify their current culture to take advantage of the experiences excellent police service organizations have had regarding organization

al culture and values.

This project should result in a paper which can provide guidance to police managers desiring to adjust their organizations now to face the Year 2000.

The project will be written as a monograph which should have interest to police executives and personnel officers. At a later date, this product may be modified and rewritten as an article for a professional journal.

## FORMULATION AND DESIGN

| OBJECTIVE | ACTION |
|---|---|
| 1. Review current literature on the role of organizational culture within excellent organizations. | Literature search. |
| 1a. Identify the ways such culture is transmitted to new employees. | Literature search and interviews with ten police executives. |
| 1b. Identify several excellent police organizations. | Review Duke's project to identify these organizations and select ten executives to interview regarding the issues. |
| 1c. Determine how these excellent police organizations identify organizational culture. | Interviews with individuals leading excellent police organizations (ten interviews). Result, a check list of values and culture. |
| 1d. How do these organizations transmit this culture to new employees? | Interview with individuals leading excellent police organizations (ten individuals). Result expected--a checklist of methods |

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| | to teach values. |
| 1e. How is this culture reinforced with current employees? | Interviews with individuals leading excellent police organizations (ten individuals). Result expected--a checklist of activities excellent departments use to reinforce the desired police culture. |
| 2. Determine the work force of the Year 2000 (sworn entry level). As related to:<br>2a. 1. Age<br>2. Educational Level<br>3. Values<br>4. Gender<br>5. Ethnicity | NGT of eight police executives and civilians familiar with the work force. They will be selected based upon their ability to meet over the course of two days and their ability to contribute. |
| 2b. Determine events which, by the Year 2000, may have significant impact on 2(a). | NGT will be used (same as 2(a) to determine the events and trends (brainstorming), and isolate those to be studied. |
| 2c. Using cross impact analysis, determine the inter-relationship between a and b. | Cross impact analysis. |

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| 2d. Stakeholders analysis and other barriers determined and evaluated. | Analysis. |
| 3. Write three scenarios for the Year 2000 which relate to: | Using data from Objective 3, construct 3 such scenarios. |
| 3a. Workforce-entry, sworn. | |
| 3b. Organizational culture. | |
| 3c. How culture is transferred to new employees. | |
| 4. Create a series of model policies which will provide guidance for organizations. | Write the policies which would reasonably lead an organization to the desired scenario state by the Year 2000. |
| | Review policies with selected individuals, interviewed earlier to insure they are practical and reasonable. |

DEFINITIONS:

Organizational Culture: Is that set of symbols, ceremonies, and myths which communicate and express the values of an organization. Every organization has values or a philosophy which can be deduced from its shared culture.

Excellent Organizations: Can be defined as those organizations which are able to perform at high levels of effectiveness as measured against their mission and goals.

Further, Excellence has a series of characteristics which have been explored in depth in a paper written for the Command College (Class 1) by Jan Duke.

Our research accepts Mr. Duke's work as accurate and we have drawn heavily upon it to identify and select excellent police organizations.

PROCEDURE

Literature Search

1. A literature search which is designed to reveal the current thinking and understanding of the role of organizational values and culture in excellent organizations. This search will necessarily include a dettailed review of "Achieving Excellence in Law Enforcement" by Jan R. Duke, December 1985.

Every effort will also be made to review existing work which has identified characteristics and values expected in the work force in the Year
2000.

2. NGT (Nominal Group Technique) This project will make use of an NGT. The NGT will have the following goals.

To identify and describe the sworn police work force in California by the Year 2000.

The group will be developed from police executives and from private sector persons with an understanding of the work force.

It's anticipated the meetings can be held in early January, 1987, with the eight-member NGT. Lt. Rick Tourbour of the Simi Valley Police Department will chair the group.

The group will be tasked as follows:

a. Identify approximately 40 trends which may have an impact on the development of that work force using brainstorming techniques.

b. Identify five trends with the highest potential which can be monitored.

c. Identify by brainstorming techniques approximately 20 events which could impact the work force by 2000.

d. Identify five events which would impact the trends noted above.

e. Develop a cross impact analysis based upon c and d above.

3. Using the data gleaned from 2 a-d above, and in particular e, write three scenarios about the police sworn work force in the Year 2000. A focus on attitudes, culture, values, education will be demonstrated.

The purpose of these scenarios is not only to demonstrate the various futures possible, but also to identify one most likely future.

That future will then be used in the next several steps of the research.

4. In this step we shall survey ten police executives regarding the role of culture and values in excellent police organizations. We shall endeavor to understand how such culture is presently taught in police service organizations and how that differs from other organizations. We shall attempt to understand, thru those surveyed, what organizational values and cultural issues might change in the future.

Finally, we will develop an understanding, thru those surveyed, of how we might improve our system of teaching our organizational culture and values to new sworn employees of the Year 2000.

The police executives to be interviewed will be determined after review of Jan Duke's work and consultation with the author. Jan Duke has been

asked to serve as the technical advisor to this project.

Once selected, each executive will be sent a letter explaining the project and its goals. The work of the NGT will be included in this briefing package. The most likely scenario will also be included. Thus, the interviewee should be able to respond to questions about the present and should be able to respond to questions about a commonly understood future. Thus, the frame of reference should be the same for all those surveyed and only their individual experience would vary the results.

5. Focus of this procedural step will be to outline models which present current value/cultural systems typical of excellent police organizations. A model which demonstrates how these organizations teach their culture to new sworn employees will also be developed.

Finally, we shall develop a model for excellent police agencies in the Year 2000. This model will demonstrate those values/cultures expected in excellent police organizations.

We shall likewise present a training model for teaching this culture to new sworn employees in the Year 2000.

6. Develop policies.

The final active step in this project prior to writing will include a determination of what policies should be developed to insure an agency is able to get to the desired state. The development of these policies

will be based not only on the researchers own observations, but also those of the individuals interviewed.

# LOGISTICS

## SCHEDULE

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| Dec. | 8 | Begin literature review. |
| Dec. | 10 | Travel to P.O.S.T. for library search. |
| Dec. | 30 | Complete literature review. |
| Jan. | 3 | Select individuals to be interviewed - consult with Duke. |
| Jan. | 5 | Gather NGT members - schedule same. |
| Jan. | 10 | Send introductory letters to individuals to be surveyed. |
| Jan. | 15 | NGT. |
| Jan. | 30 | Write scenarios. |
| Feb. | 4 | Identify ten individuals to be surveyed and confirm |
| Feb. | 6 | Send package including survey outline and scenarios and other relevant NGT information. |
| Feb. | 17 | Begin phone calls to make appointments for survey with individuals who are physically close will be handled first. |
| Feb. | 23 | Begin surveys of individuals who are close. |
| Feb. | 27 | Complete surveys of individuals who are close. |
| Mar. | 10 | Conduct surveys of individuals who are more distant. |
| Mar. | 13 | Complete surveys of individuals who are more distant. |
| Mar. | 30 | Begin analysis of data gathered. |
| Apr. | 7 | Draw models. |
| Apr. | 14 | Begin writing project. |
| May | 1 | Complete first draft of project. |
| May | 15 | Begin second draft of project. |

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| May | 22 | Complete second draft of project. |
| May | 25 | Submit project. |

BUDGET

One-day travel to P.O.S.T. December 10, 1986.

Three-days travel (auto) and per diem to contact more distant survey participant.

Total per diem anticipated $67 X 4 = $254.

One air travel to Sacramento $150

Travel anticipated by city vehicle approximately 800 miles.

END PRODUCT:

This project will be presented as a monograph.

The project should be very suitable for conversion to a professional article at a later date.

ADVISORS:

David Jameson

Jan Duke, Technical