

**HOLISTIC MANAGEMENT - DEVELOPING AN  
ORGANIZATIONAL VISION IN THE 21ST CENTURY**

**by**

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

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

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

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

## **SECTION 1 - INTRODUCTION**

Project background and issue statement

## **SECTION 2 - FUTURES STUDY**

What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?

## **SECTION 3 - STRATEGIC MANAGEMENT**

A strategic plan for employing a holistic management approach to direct group behavior in achieving an organizational vision for the Orange County Marshal's Department.

## **SECTION 4 - TRANSITION MANAGEMENT**

A plan to manage the transition of the Orange County Marshal's Department from its current state to a future state utilizing a holistic management approach.

## **SECTION 5 - CONCLUSIONS AND RECOMMENDATIONS**

Answers to the issue question and sub-issue questions and recommendation for future explorations.

## ACKNOWLEDGEMENTS

Having now completed the project portion of the Command College Program I can, with a solid degree of confidence, state that no one completes his or her Command College Project alone.

So much is owed to the people in my life that contributed to, or sacrificed for, the completion of this project. While thank you hardly seems a sufficient reward I would like to express my heartfelt thanks to the following people:

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- o And finally to my secretary Kathy Hayes who agonized with me through every step of this project.

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**EXECUTIVE SUMMARY**

This research paper examined, from a future perspective, what group behavior techniques law enforcement managers will use to achieve an organizational vision by the next millennium.

Through the use of an environmental scanning process, a search of topical literature, and after employing several brainstorming sessions the issue question, "What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?", was developed. Research showed that there was a definite need for organizations, regardless of their public or private sector status, to work together with a common vision, toward a common goal in order to achieve organizational success. This research prompted the aforementioned issue question which became the catalyst for the futures study contained in this project. In addition to the issue question this project attempted to answer three related sub-issue questions; Will fiscal cut backs impact the use of group behavior techniques in law enforcement?, Will technological advances change how organizational vision is accomplished in law enforcement agencies?, and Will the use of group behavior techniques be effective in developing an organizational vision in law enforcement's diverse and changing work force?

Through several brainstorming sessions five trends and five events were developed. The trends retained for forecasting were organizational plateauing, the flattening out of law enforcement organizational structures, the civilianization of law enforcement, the multicultural work force in law enforcement, and voice/image communications. The events retained for forecasting were telecommuting is mandated for public sector management employees, new EEO standards mandated for police management, biannual managerial competency exam for law enforcement managers, minimum retirement age for law enforcement raised to 60, and counties create a single county-wide, law enforcement agency. Structured interviews were conducted with fourteen experts which produced forecasted data. From this data a cross-impact analysis was conducted and three alternative future scenarios were developed.

Utilizing the normative scenario and the Orange County Marshal's Department as the model agency a strategic management plan was designed. A situational analysis was conducted, a list of stakeholders were identified and analyzed, and a modified policy delphi was conducted to identify policies that could increase the probability of the normative scenario actually occurring.

With the strategic plan prepared a transitional management plan was developed which detailed the commitment plan, the transitional management structure, and the implementation technologies and methodologies necessary to take the Orange County Marshal's Department from its current state to one in which a holistic management approach is utilized to achieve the department's organizational vision.

Based upon the data developed during the study it appears that there will not be one particular group behavior technique that will be used by law enforcement managers to achieve an organizational vision in the next century. The holistic approach depicted in this study provides a medium in which several intervention strategies can be employed but within a system-wide context. Clearly, from an organizational standpoint, law enforcement will be changing over the next ten years. This project proffers one way of achieving an organizational vision in that changing environment. Undoubtedly there are many others and if this project serves as a catalyst for future explorations in this area then it has served a useful purpose.

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**SECTION 1 - INTRODUCTION**

**Project background and issue statement.**

Originally this study was going to focus on team building as a managerial tool for law enforcement managers of the future. There was much debate in the embryonic stages of the project as to just what was meant by team building.

Conceptually the meaning of team building seemed rather simplistic. The American Heritage Dictionary defines a team as "A group organized to work together." <sup>1</sup> It further defines a group as "A number of individuals or things considered together because of similarities" <sup>2</sup> and team work as "cooperative effort by the members of a group or team to achieve a common goal." <sup>3</sup> Through discussion and debate team building, at least for the purpose of the original project, came to be defined as "A process where individuals within an organization learn to work together cooperatively in order to achieve a common goal."

Even with this definition debate continued centering around what exactly it was that was being attempted to be explored via the futures study. Here again a simplistic answer surfaced. Tom Peters and Robert Waterman, in their book In Search of Excellence, cite example after example of the need for organizations to have a common vision and the need for members within an organization to work cooperatively (perhaps as a team) in order to achieve organizational success. What was being attempted was an exploration, via a futures study, as to what techniques law enforcement managers of the future would use to develop an

organizational vision and to encourage members of their departments to work together in order to achieve organizational success.

Even with the aforementioned definition of team building it did not appear, after several brainstorming sessions, that what was contemplated was a study of team building per se but rather a study of how law enforcement managers of the future will develop an organizational vision within their agencies so that organizational success can be achieved. (See Appendix A for listing of members)

So after utilizing an environmental scanning process to add background to the study, after employing a rather lengthy literature search to narrow the focus of the study, and after several brainstorming sessions with the group identified above an issue question was developed. The issue question selected was: "What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?"

There are a plethora of management periodicals and books by such noteworthy authors as Peters, Waterman, Stoner and Blanchard that focus on the need for members of an organization to work together with a common vision, toward a common goal in order to achieve organizational success. The vast majority of these publications deal with the private sector where organizational success is measured by profitability and corporate survival. The need, in the private sector, for companies to develop an organizational vision and foster a cooperative team effort among their employees was born out of changes in the environment in which they operated.

Some of the external changes that private sector companies had to deal with were increased levels of competition, a diverse and

changing work force, mergers and acquisitions, awe inspiring technological advances, as well as greater legal and legislative restrictions. There were also a number of internal changes with which private sector companies were having to grapple such as, a lack of homogeneity in their work force, an ever shrinking qualified applicant pool from which to recruit, a need to reduce expenditures to do more with less, the restructuring of their organizations eliminating non-essential line and staff positions, and the need to maintain a cooperative work effort within the organization in the midst of all of this environmental turmoil.

As Ralph Kilmann states, "Today, managers are realizing "future shock" is upon them: They can no longer ignore the need for fundamental system wide changes. Their entire organizations must be transformed into market-driven, innovative, and adaptive systems if they are to survive and prosper in the highly competitive, global environment of the next decades." <sup>4</sup>

For years public sector agencies viewed the environmental changes impacting the corporate world as endemic to the private sector. The dose of reality administered to the public sector over the last few years was that these environmental changes are not limited to the private sector and are, in fact, being replicated in the public sector. Many law enforcement agencies are only now beginning to recognize the environmental parallels that exist between police agencies and the private sector.

Changes in the external environment that are impacting law enforcement agencies are not dissimilar to those previously mentioned impacting the private sector. For example, law enforcement agencies have increased levels of competition, now having to compete with other public sector agencies for a piece of the revenue pie. Smaller cities have, in some cases, given up on trying to provide their own law enforcement services and have instead entered into contracts with the County Sheriff or another larger municipal police agency. Records maintained by the Commission on Peace Officer Standards and Training show that there are over one hundred cities in California that are presently contracting with another agency for their police services. Law enforcement agencies are constantly bombarded with technological changes that impact the way they do their job. This is evidenced by the rise in computer crimes and the need to automate to reduce personnel costs. And the final parallel with the private sector, greater legal and legislative restrictions, is evidenced by the increasing levels of civil suits and increasing legislative action to direct law enforcement operations. For example the legislative mandates on domestic violence and restraining orders.

The parallels between the private sector and the law enforcement community do not end with external environment changes but rather extend dramatically to internal changes. The internal environmental change matrix found in the private sector, which is exemplified by a lack of homogeneity in the work force, shrinking qualified applicant pool, the need to do more with less, organizational restructuring effectively eliminating non-essential line and staff positions and the need to maintain a cooperative

work effort, can literally be inserted into the law enforcement community's internal environment and it fits perfectly.

The environmental scanning process highlighted a number of areas that would lead this researcher to conclude that the future for law enforcement managers will be constantly changing, extremely challenging, and above all fraught with exciting opportunities. But will law enforcement managers be prepared for the unique challenges and opportunities that lie before them? It was that question that led this observer to a series of related questions in a quizzical journey to the issue question for this futures study, "What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?"

It is apparent that to better understand the issue question the terms "group behavior techniques" and "organizational vision" must be further defined. For the purposes of this study the phrase "group behavior techniques" refers to the various management techniques which can be employed to modify the behavior of groups of employees. Those techniques may consist of known intervention strategies such as management by objectives (MBO), quality circles, and Theory Z, to name just a few, as well as unknown techniques which maybe developed over the next decade. "Organizational vision", again for purposes of this study, refers to a shared vision or sense of purpose that every member within the organization can articulate.

But why study group behavioral techniques as they relate to achieving an organizational vision in law enforcement agencies? The answer to that question seems to come from the literature reviewed on this topic. John Parr, director of the Center for Public/Private sector cooperation states that "an effective organization must:

- o Share a vision or sense of purpose that all its employees can articulate.
- o Develop a structure appropriate for the organizational environment.
- o Strike a balance between reason and intuition so that its employees are neither too oriented toward nor too disregarding of "hard" facts.
- o Align employees so that everyone is going in the same direction."<sup>5</sup>

If the environmental changes identified in the private sector are, in fact, duplicated in the field of law enforcement then there would appear to be a need for law enforcement managers to learn how to create an organizational vision and encourage, through some group behavior process, their employees to work toward an organizational goal and the attendant organizational success.

Given this desired state how will law enforcement managers develop this shared vision, this cooperative effort? The literature reviewed indicates the achievement of the requisite organizational vision can be obtained through the use of one or more various group behavior techniques.

Historically a number of group behavior techniques have been employed as intervention strategies to obtain organizational cooperation, define organizational goals and expectations, improve internal and external communications as well as performing

strategic planning. For example, an examination of the POST course offerings indicates that there are currently sixty-five programs of this type available. These group behavior techniques include, but are not limited to, mentoring, organizational development (OD), management by objectives (MBO), team building, survey feedback, and performance appraisal. As single approaches to developing organizational health each of these group behavior techniques has its fair share of apostolic followers as well as its fair share of adamant opponents. While these current techniques have their supporters the future, if the past is any indicator, will present enhanced and new behavior techniques that managers in all fields will need to use.

It appears that the preamble to this futures study has asked more questions than it has attempted to answer. But that is the essence of this future study, to ask the question, develop an understanding of the question and then work toward an answer that will be viable some 10 years in the future. As Lipo wrote, "seek not to find the answer, but to understand the question." 6

Given the information developed via an environmental scanning process and a review of applicable literature, the answer to the question, "What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?" could be of significant value to the law enforcement manager in the next millennium.

**SECTION 2 - FUTURES STUDY**

**What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001**

The question, "What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?", appears to be extremely complicated and if it were to be dealt with using standard research methodology results would no doubt be immediately preceded with the caveat that no one can predict the future.

Futures research does not attempt to "predict" the future but rather, through the use of futures forecasting techniques, develop scenarios for alternative futures based upon forecasts of various trends and events which have bearing on the issue question being studied. Based upon those scenarios planning can begin today to achieve a desired future, mitigate an undesirable future, or prepare for a projected future.

Therefore, in order to appropriately answer the question "What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?" this research project will employ a futures study.

## **FUTURES METHODOLOGY**

### **ISSUE QUESTION AND SUB-ISSUE QUESTIONS**

The issue question which is the subject of this futures study was formulated as a result of an environmental scanning process, a rather lengthy review of selected literary sources, and through discussions with individuals in both the public and private sector who were felt to have expertise in the desired area of study.

However, once the issue question was selected it became obvious that the issue was extremely broad and would be difficult to study

completely. Therefore, to give greater focus to the project, the issue was further defined by the following three sub-issue questions:

- o Will fiscal cut backs impact the use of group behavior techniques in law enforcement?
- o Will technological advances change how organizational vision is accomplished in law enforcement agencies?
- o Will the use of group behavior techniques be effective in developing an organizational vision in law enforcement's diverse and changing work force?

#### **TREND/EVENT IDENTIFICATION AND DISTILLATION**

In order to develop a list of candidate trends and events that could be distilled to a workable number for use in this futures study two brainstorming sessions were conducted with separate group participants. Both groups had a mixture of individuals holding middle, upper, and executive management positions from both the public and private sector. (Appendix A)

The first brainstorming session was held to develop a list of candidate trends and events on the issue. The group was provided with information of the development of the issue and the related critical sub-issues. The brainstorming group developed a list of potential trends and events, and discussed each one in hopes of expanding or further defining the identified trends and events.

The second brainstorming session was held to examine the previously developed list of candidate trends and events, expand that list if desired, and to distill the candidate trends and events to approximately five to seven for further study in the futures project.

As a result of these two brainstorming sessions thirty-one trends (Appendix B) and twenty-nine events (Appendix C) were identified. The list of candidate trends was distilled to five trends. This was accomplished by asking the question: "For purposes of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the trend?" The list of candidate events was distilled to five events by asking: "Which events would occur, or would have a high probability of occurring by the year 2001 and would have the most significant impact on the issue question?"

## **TRENDS**

The five trends distilled as a result of the brainstorming session were reviewed to ensure they were non-directional and definitions were attached to each trend. The five trends retained for forecasting, along with their definitions, are listed below:

### **Trend 1 - Organizational Plateauing (T1)**

This trend was defined as employees within an organization having their upward mobility stopped as a result of the reduced number of available middle, upper, and executive management positions.

### **Trend 2 - The Flattening Out of Law Enforcement Organizational Structures (T2)**

This trend was defined as the elimination of non-essential middle, upper, and executive law enforcement management positions in order to reduce expenditures and increase overall organizational efficiency.

### **Trend 3 - Civilianization of Law Enforcement (T3)**

This trend was defined as non-sworn individuals holding any position, including executive management, within a law enforcement agency.

### **Trend 4 - Multicultural Work Force in Law Enforcement (T4)**

This trend was defined as a shift from a white male dominated work force in law enforcement to a work force that is both multicultural and ethnically diverse.

### **Trend 5 - Voice/Image Communications (T5)**

This trend was defined as technological advancements occurring that would make interactive teleconferencing both affordable and common place.

## **EVENTS**

The five events distilled as a result of the brainstorming session were further defined by the group. The five events retained for forecasting, along with their definitions, are listed below:

**Event 1 - Telecommuting is Mandated for Public Sector Management Employees (E1)**

This event was defined as the California State Legislature mandating that all public sector agencies institute telecommuting programs for selected managerial employees. Public Safety managers were not exempted.

**Event 2 - New EEO Standards Mandated for Police Management (E2)**

This event was defined as the Federal Government requiring, via new Equal Employment Opportunity laws, that law enforcement management ratios reflect the local population profile.

**Event 3 - Biannual Managerial Competency Exam for Law Enforcement Managers (E3)**

This event was defined as the California State Legislature mandating that the Commission on Peace Officer Standards and Training (POST) test law enforcement managers at least once every two years to determine their managerial competence level.

**Event 4 - Minimum Retirement Age for Law Enforcement Raised to 60 (E4)**

This event was defined as a legislative change occurring that would raise the minimum age at which a sworn member of law enforcement is eligible for retirement to 60.

**Event 5 - Counties Create a Single County-Wide, Law Enforcement Agency (E5)**

This event was defined as the California State Legislature mandating that each County create a single, county-wide, law enforcement agency in order to end duplication of effort, reduce law enforcement costs, and improve efficiency.

After distillation and further definition all five trends and events were reviewed for appropriateness to the issue question and worthiness to forecast. Each trend and event was examined by the researcher against the background information significant to the issue and sub-issues. Each was opined to be worthy of further study.

## **STRUCTURED INTERVIEWS**

The judgmental forecasting of the trends and events was accomplished through a series of structured interviews with individuals who were deemed to have some expertise in the subject area being studied. In order to develop accurate data, experts were chosen from a wide variety of occupations in both the public and private sector. In all fourteen experts (Appendix D) were interviewed.

During their respective interviews each expert was asked a series of questions and requested to make estimates, using their own expertise and opinions, on the trend levels and probability that the selected events would occur. Their responses were reviewed, collated and high, low, and median values were extracted. In addition to the empirical data that was gathered in-depth discussions were conducted with several of the aforementioned experts which added greater clarity to the results of the trend and event analysis.

The results of these interviews provided the data necessary to accomplish a trend analysis, an event analysis, and a cross-impact analysis.

## **TREND FORECASTING**

During the structured interviews each expert was requested to forecast each trend using a ratio scale. Each expert was to estimate the level of each trend using as a basis a present value (today) equal to 100.

Using a base value of today as 100, each expert was asked to estimate the level of each trend five years ago as well as five and ten years into the future. With respect to the forecasts five and ten years into the future the experts were asked for their estimates in two forecasting modes; nominal (what will be) and normative (what should be).

Appendix E depicts the results, using the median estimates of the experts, for each trend forecasted. Appendixes F through J are graphic representations of the trend evaluation data collected. For each trend a graph illustrating the high, low and median forecasts in both the nominal and normative forecasting modes, was drawn.

## **TREND ANALYSIS**

### **Trend 1 - Organizational Plateauing**

In interpreting the median estimates of the group of experts interviewed there appears to be a strong indication that the level of this trend will continue to rise significantly over the next ten years, possibly doubling in ten years. Interesting enough the experts felt that there would probably be a significant rise in organizational plateauing. When queried as to where this trend "should be", the experts estimated only a ten per cent increase in five years, with an additional ten percent increase for the ten year forecast. The experts felt, regardless of their "will be" or "should be" estimates, that the level of this trend, while probably much less five years ago, will continue to increase over the next ten years.

The interviews with the experts also produced an interesting side note which is not depicted in the ranges or median values. The experts interviewed from the private sector unanimously estimated this trend increasing at an alarming rate. Their rationale was that organizational plateauing was occurring today and that given the future, as they saw it, would continue unabated over the next ten years. On the other end of the spectrum were the experts interviewed from the field of law enforcement. While all experts interviewed from the public sector estimated this trend's level at or near the median, the law enforcement experts estimated the level of this trend as moving up only slightly over the next ten years. Also noteworthy was that in their "should be" responses the law enforcement experts estimated that this trend would actually take a down turn. These estimates were obviously in sharp contrast to the median scores as well as in contrast to all other experts interviewed.

#### **Trend 2 - The Flattening Out of Law Enforcement Organizational Structures**

Based upon their median estimates the experts interviewed felt that there has probably been a trend toward a flattening out of the organizational structure in law enforcement and that the trend would probably continue at a relatively slow pace. There was only minor discrepancies between what the experts estimated the trend level "would be" versus what it "should be". Here again the experts felt the trend would probably continue to rise, with their "should be" estimates painting a slightly more aggressive picture of this trend over the next ten years.

As in Trend 1 there was some interesting data collected that is not directly portrayed in the ranges or median values. Private sector experts felt that there was a greater likelihood law enforcement's organizational structure would flatten out over the next decade which was reflected in their higher estimates. The law enforcement experts again saw this trend level completely different estimating little or no change in this trend level over the next five years.

### **Trend 3 - Civilianization of Law Enforcement**

The experts median estimates portray this trend as having doubled from five years ago to today with the potential for civilianization of law enforcement to continue at a rate that would probably increase the current level by fifty percent in ten years. While the experts opined that there would probably be a move toward civilianizing more law enforcement positions over the next ten years, the experts felt that this trend "should be" even greater than what they estimated it "would be."

While the ranges for the nominal and normative forecasts show a healthy spread the vast majority of the experts forecasts were at or near the median values increasing the confidence in these forecasts.

### **Trend 4 - Multicultural Work Force in Law Enforcement**

The median estimates for this trend show a rather healthy belief among the experts that the work force in law enforcement will probably become less homogeneous over the next ten years. While the experts felt that the law enforcement work force was probably more culturally diverse today than it was five years ago, their

median estimates point to a possible future where the same work force will have a dramatically different cultural make up.

There was also a close relationship between what the experts felt the trend level "would be" and what it "should be", with the experts supporting a more diverse work force ten years into the future in the normative mode.

As with Trend 3 there was a high degree of confidence depicted in the experts median values of this trend with the vast majority of the respondents estimating the trend level actually at the calculated median in both the "will be" and "should be" modes.

#### **Trend 5 - Voice/Image Communications**

This was without a doubt the most controversial trend analyzed by the experts. The median estimates point to a trend level that was virtually non-existent five years ago. The experts skepticism with respect to the trend continued in both their five and ten years into the future forecasts. Median estimates point to only a slight probability that voice/image communications will become more prevalent five years from now with the probability of the trend increasing as technology improves and costs reduce some ten years from now.

However, when asked where they thought the use of this technology "should be" the experts were extremely positive forecasting a future where the use of Voice/Image Communications would probably be twice what it is today.

A review of the corresponding ranges gives the impression that most of the expert estimates were grouped around the lowest trend level. In actuality this trend had the greatest diversity in trend estimates albeit with a slightly stronger bias toward only marginal support for the possibility of voice/image communications making an impact on the issue question.

As with Trend 1 and 2 this trend had a curious grouping. This grouping however transcended the prior private sector/public sector biases. The extremely high estimates depicted in the trend ranges came from experts in both the private and public sector, who have had some dealing with voice/image communications and who were convinced as to its benefits as they related to the issue question. These experts felt that if not in the next five years surely in the next ten years technological advances would be made and costs reduced making voice/image communications an available and extremely useful tool for law enforcement managers. As the median values illustrate, these optimistic views of the future of voice/image communications was only supported by their colleagues when estimating what the future "should be".

#### **EVENT FORECASTING**

In addition to the trends forecasted each expert was requested to forecast the five events. The forecasts included the number of years until the probability of each event occurring first exceeded zero, the probability of each event occurring five years from now, and the probability of each event occurring ten years from now. The probability scale used ranged from zero (the event will not happen) to one hundred (the event will happen). Additionally, each

expert was asked to evaluate the impact, both positive and negative, an event, if it occurred, would have on the issue question. The range for this evaluation was zero (no impact) to ten (substantial impact).

Appendix K depicts the results, using the median estimates of the experts, of the events forecasted. Appendixes L through N are graphic representations of the event evaluation data.

#### **EVENT ANALYSIS**

##### **Event 1 - Telecommuting is Mandated for Public Sector Employees**

The experts felt that there was a twenty percent probability of this event occurring within the next five years. Overall the experts felt that there would be a move toward telecommuting for public sector employees both to reduce traffic congestion and retard the growing need for additional public facilities.

While the experts felt this event probably would occur within the next five years with increasing probability of its occurrence over the next ten years the experts felt that it would be at least four years until this events probability of occurring would exceed zero. If this event did, in fact, occur the experts saw very little positive impact on the issue being studied but estimated a very substantial negative impact.

##### **Event 2 - New EEO Standards Mandated for Police Management**

With respect to this event the experts estimated a relatively low probability of this event occurring over the next five years, with that probability increasing significantly to twenty-five percent over the next ten years. When viewed in conjunction with the

respective ranges attached to this event it becomes fairly obvious that the experts were not overly confident that the federal government would require law enforcement management ratios to reflect the local population profile. The experts felt that it would be at least five years until the probability of this event occurring would first exceed zero. Although the experts were pessimistic of this event's occurrence in the next five years they believed the chances of federal government making such a change in the equal employment opportunity laws in the five to ten year range was substantially greater.

Should this event occur the experts saw it having a moderate impact, both positively and negatively, on the issue under study.

### **Event 3 - Biannual Managerial Competency Exam for Law Enforcement Managers**

The experts felt that the probability of the California Legislature mandating that the Commission on Peace Officer Standards and Training test law enforcement managers to determine their competency was extremely low. Many of the experts queried believed this event would never occur in the next five years with only minute probability over the next ten years.

As a whole the experts felt that it would be at least five years before the probability of this event occurring would first exceed zero with the probability rising to fifteen percent ten years from now. This trebling of the experts five years from now estimate lends to their belief that the chance of this event occurring in the near future is remote but those odds increase as law enforcement moves closer to the next century.

Should this event occur the experts felt there would be only a moderate impact, both positive and negative, on the issue question.

**Event 4 - Minimum Retirement Age for Law Enforcement Raised to 60**

With respect to this event the experts felt the probability of its occurrence would remain constant both five and ten years from now. While they opined that it would be at least five years until the probability of this event occurring would first exceed zero, they also felt that once movement toward this event began its probability of actually happening would rise precipitously to fifteen percent remaining at that level into the next century.

Should the legislative decide to raise the minimum age at which sworn members of law enforcement could retire to sixty the experts felt there would be both a moderate positive and negative impact on the issue being studied.

An interesting piece of data which resulted when comparing the probabilities forecasted with the occupational grouping, public sector/private sector, of the experts interviewed. The public sector experts gave this event a higher probability of occurring at both the five and ten years from now then did their private sector counterparts. Their rationale centered around the need to retain qualified members in law enforcement and the possibility of significant future retirement costs as the "baby-boomer" generation begins to retire.

## **Event 5 - Counties Create a Single County-wide Law Enforcement Agency**

The experts interviewed gave this event the lowest probability of occurring, both five and ten years from now, of all of the five events forecasted. Overall the experts did not believe there was much of a probability of the California legislature mandating that each county create a single county-wide law enforcement agency. The experts supported their probability ratings by estimating that it would be at least five years before the probability of this event occurring would first exceed zero.

However, should this event occur the experts felt it would have relatively strong positive impact on the issue question while only a moderate negative impact.

### **CROSS-IMPACT ANALYSIS**

In order to assess how each forecasted event, if it did in fact occur, would impact the other events and trends a cross-impact analysis was conducted. The analysis included the percentage change, both positive and negative, the impacting events would have on the impacted events and trends, the years until the maximum impact would occur, as well as actor and reactor hits. For clarification any percentage change in an impacted event or trend was considered a "hit". Table 1 depicts the results of the cross-impact analysis.

TABLE 1

BASIC CROSS-IMPACT EVALUATION MATRIX

IMPACTING EVENT		IMPACTED EVENT					IMPACTED TRENDS					ACTOR HITS
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
TELECOMMUTING IS MANDATED FOR PUBLIC SECTOR MANAGEMENT EMPLOYEES	E-1		0	+20	0	0	+10	0	0	0	+30	3
			0	4	0	0	4	0	0	0	1	
NEW EEO STANDARDS MANDATED FOR POLICE MANAGEMENT	E-2	0		0	0	0	-10	-10	+20	+50	0	4
		0		0	0	0	2	2	4	4	0	
BIANNUAL MANAGERIAL COMPETENCY EXAM FOR LAW ENFORCEMENT MANAGERS	E-3	0	0		0	0	-20	+10	+10	-20	0	4
		0	0		0	0	2	4	4	4	0	
MINIMUM RETIREMENT AGE FOR LAW ENFORCEMENT RAISED TO 60	E-4	0	+10	+10		0	+30	-10	-10	-10	0	6
		0	4	4		0	4	1	1	1	0	
COUNTIES CREATE A SINGLE, COUNTY-WIDE, LAW ENFORCEMENT AGENCY	E-5	0	0	0	0		+10	+10	+10	0	0	3
		0	0	0	0		4	4	4	0	0	
REACTOR HITS		0	1	2	0	0	5	4	4	3	1	

LEGEND OF TRENDS:

- T-1 ORGANIZATIONAL PLATEAUIING
- T-2 THE FLATTENING OUT OF LAW ENFORCEMENT ORGANIZATIONAL STRUCTURES
- T-3 CIVILIANIZATION OF LAW ENFORCEMENT
- T-4 MULTICULTURAL WORK FORCE IN LAW ENFORCEMENT
- T-5 VOICE IMAGE COMMUNICATIONS

1. EXAMPLE OF DATA CALCULATED:

E-3

+20	= PERCENTAGE INCREASE/DECREASE
4	= YEARS UNTIL MAXIMUM IMPACT

2. RESEARCHER ESTIMATE OF PERCENTAGE INCREASE/DECREASE OF EXPERT MEDIANS -ACTOR/REACTOR HITS EXCEPTED.

The cross-impact analysis identified three actor events. Actor events are those events which had the greatest impact (greatest number of "hits") on the other events or trends. The actor events identified were:

**Event 4 - Minimum Retirement Age for Law Enforcement Raised to 60 (6 hits)**

If the California legislature were to raise the minimum retirement age for sworn members of law enforcement to age sixty it is anticipated that would have a positive impact on two other events and one trend and a negative impact on three of the trends.

If the retirement age were raised to sixty for sworn members of law enforcement there could be a slight increase in the probability of federal government mandating new EEO standards for police management positions (Event 2), in the California legislature mandating biannual competency exams for law enforcement managers (Event 3), and a sizable increase in the trend toward organizational plateauing (Trend 1).

Conversely if Event 4 were to occur it is anticipated that there would be a slight down turn in three trend projections; the flattening out of law enforcement organizational structures (Trend 2), civilianization of law enforcement (Trend 3) and a multicultural work force in law enforcement (Trend 4).

**Event 3 - Biannual managerial competency exam for law enforcement managers (4 hits)**

If the California legislature were to mandate, through the Commission on Peace Officer Standards and Training, that law enforcement managers be tested every two years with respect to their managerial competency it is anticipated that would have a positive impact on two trends and a negative impact on two trends.

Should Event 3 occur one could expect a minor increase the trend toward a flattening out of law enforcement organizational structures (Trend 2) and the civilianization of law enforcement (Trend 3). There is also an expectation, should Event 3 occur, that trends toward organizational plateauing (Trend 1) and a multicultural work force in law enforcement (Trend 4) would be significantly retarded.

**Event 2 - New EEO Standards Mandated for Police Management (4 hits)**

Should the federal government mandate new equal employment opportunity standards for police management positions it is anticipated that would have a negative impact on two trends and a positive impact on two trends.

Should Event 2 occur there would be an anticipated down turn in the trend toward organizational plateauing (Trend 1) and the trend toward the flattening out of law enforcement organizational structures (Trend 2). Additionally there would probably be a slight increase in the trend toward the civilianization of law enforcement (Trend 3) and a dramatic increase in the trend toward a multicultural work force in law enforcement (Trend 4).

The cross-impact analysis also identified three reactor trends from the five trends and the five events. Reactor events and trends are those events and trends that were the most impacted (had the greatest number of "hits") by the events. The reactor trends identified were:

**Trend 1 - Organizational Plateauing (5 hits)**

This trend was positively impacted by (Event 1) Telecommuting is mandated for public sector management employees, (Event 4) Minimum retirement age for law enforcement raised to 60, and (Event 5) Counties create a single, county-wide, law enforcement agency. This trend was negatively impacted by (Event 2) New EEO standards mandated for police management, and (Event 3) Biannual managerial competency exam for law enforcement managers.

**Trend 2 - The Flattening Out of Law Enforcement Organizational Structures (4 hits)**

This trend was positively impacted by (Event 3) Biannual managerial competency exam for law enforcement managers and (Event 5) Counties create a single, county-wide, law enforcement agency. Conversely this trend was negatively impacted by (Event 2) New EEO standards mandated for police management and (Event 4) Minimum retirement age for law enforcement raised to 60.

**Trend 3 - Civilianization of Law Enforcement (4 hits)**

This trend had the highest number of positive hits in relation to negative hits of the three reactor trends. This trend was positively impacted by (Event 2) New EEO standards mandated for police management, (Event 3) Biannual managerial competency exam for law enforcement managers, and (Event 5) Counties create a single, county-wide, law enforcement agency. The only negative impact on this trend was associated with (Event 4) Minimum retirement age for law enforcement raised to 60.

## **ALTERNATIVE FUTURE SCENARIOS**

Utilizing the data obtained from the trend, event and cross-impact analysis alternative future scenarios were developed to provide a picture, or perhaps more appropriately, a vision of the future. The purpose of the scenarios is to present policy makers with a variety of alternatives upon which they may begin their strategic planning.

Three types of scenarios are presented: the exploratory (most likely), the hypothetical (what if), and the normative (desired and attainable).

### **EXPLORATORY SCENARIO**

#### **"Orange County Marshal's Department Institutes Team Building"**

In 1991 few law enforcement managers would have believed the federal government would take such an action. But today, some eight years later, the talk in the law enforcement community centers around the federal government's recent change in the Equal Employment Opportunity regulations mandating that the management ranks of law enforcement have an ethnic profile which resembles the community which the agency serves.

While this was an historic ruling it merely added to the list of changes law enforcement agencies had been going through since the early 1990's. Organizational plateauing, a phenomenon once seen to be only a private sector problem, had hit the public sector and law enforcement specifically in the mid 1990's. Budget constraints coupled with the public outcry for improved law enforcement services caused the vast majority of law enforcement agencies to civilianize many of the positions within their organizations.

Two separate legislative changes in the mid 1990's also changed the complexion of law enforcement agencies in California. The state legislature's 1994 ruling mandating telecommuting for public sector management employees changed how law enforcement managers interacted with their superiors, peers, and subordinates. The 1995 legislative change raising the minimum retirement age for sworn members of law enforcement to sixty forced a unique age mixture in agencies throughout the state.

The end result is today the Orange County Marshal's Department is faced with a unique composition of managers. The management group is multicultural, consists of individuals ranging from their mid 20's through their early 60's, is divided equally between sworn and non-sworn (civilian) managers, and is decentralized with many of the managers working primarily from their homes traveling to the "office" only for required meetings.

In an attempt to develop an organizational vision within this complex and diverse management group the department has decided to undertake a team building workshop. Utilizing an external consultant the Marshal hopes to focus his managers so that regardless of the physical or legal obstacles before them the managers learn to work together toward a common vision for the future of the department.

#### **HYPOTHETICAL SCENARIO**

##### **"Single, county-wide, law enforcement agency in Orange County"**

The year 2000 has turned out to be a unique year for law enforcement not only in Orange County but throughout the state of California. The legislature, in passing the intensely debated and

highly controversial consolidation bill, mandated that all California counties go to a single, county-wide, law enforcement agency by the year 2005. Orange County felt that with the change of the century, change of the millennium, a change in the county's law enforcement structure would be appropriate.

It is tough to find fault with the state legislature for passing the bill or with the county for opting to move forward with the bill some five years early. Law enforcement agencies state-wide have been besieged with problems. Budget constraints have forced the majority of agencies to cut positions flattening out their organizational structures. Sworn positions have been reclassified to take advantage of a cheaper civilian labor force. New Equal Employment Opportunity law changes coupled with an upward revision of the minimum age for retirement from law enforcement has had a negative impact on the recruitment of qualified personnel as well as on the morale of existing personnel.

The move to a single, county-wide, law enforcement agency will no doubt end the duplication of effort in the law enforcement community, reduce the financial burden to the taxpayers of Orange County and at the same time provide a vehicle flattening out the long felt sacrosanct law enforcement organizational structure.

While this single, county-wide, law enforcement agency has its benefits it also has its share of negatives. One of the biggest problems associated with the "super agency" concept is how to develop an organizational vision among a management group with such a lack of homogeneity.

Once again the legislature has come up with their cure for the problem. As each county adopts the new county-wide law enforcement agency concept their law enforcement managers will be required to take a competency exam. In order to ensure that all law enforcement managers have a shared vision on how to manage, the legislature mandated that California Commission on Peace Officer Standards and Training test all law enforcement managers once every two years to determine their managerial competency.

**NORMATIVE SCENARIO**  
**"Orange County Marshal's Department uses Holistic Management Approach to Develop its Organization vision"**

If the year 2001 is a portent of what's to come the twenty first century could bode very well for the Orange County Marshal's Department. Nearly ten years ago the department began searching for ways to become a more productive, efficient, and dynamic organization. Managers grappled with the idea and a number of intervention strategies were attempted with varying degrees of success. Concepts such as management by objective (MBO), quality circles, team building, survey feedback, and performance appraisal were employed. While no one technique was totally successful departmental managers did learn a valuable lesson. That in order to be an effective organization there must be a shared vision or sense of purpose that all the members of the Orange County Marshal's Department can articulate. As a result in the early 1990's the Orange County Marshal's Department, through its management team, began to make system wide changes developing an organizational vision utilizing a holistic management approach.

The department coined the phrase "holistic management" as a way of defining the practice of getting every member of the department to see their relationship to the department as a whole, not just in terms of their specific job assignment or divisional location. The idea was to build a department cohesiveness by allowing departmental members at all levels to have input into the design of the organizational vision and then, once developed, making sure that vision was communicated effectively from the top down in manageable organizational increments.

This move toward developing an organizational vision through a holistic approach allowed the department to deal with some anticipated as well as unanticipated changes. The lack of homogeneity that was negatively impacting many law enforcement agencies was easily dealt with by departmental managers.

Civilianization of sworn positions, which was picking up momentum by the mid 1990's, was accomplished through attrition of sworn position and with the implementation of a sworn to civilian ratio, agreed upon by the deputies union. When telecommuting was mandated by the state legislature in 1995 the department was well positioned having begun using voice/image communication technology some two years earlier. Because the departmental managers understood the financial constraints the department was forced to deal with the organizational restructuring of 1997 had little negative impact as horizontal mobility was substituted for vertical organizational mobility. In retrospect because the Orange County Marshal's Department had taken the time and effort to find an effective way

to develop and communicate an organizational vision early in the 1990's the department's transition into the twenty first century has been both smooth and productive.

### SECTION 3 - STRATEGIC MANAGEMENT

A strategic plan for employing a holistic management approach to direct group behavior in achieving an organizational vision for the Orange County Marshal's Department.

Strategic planning enables decision makers to estimate the long-term impact of present decisions, to plan the role of an organization a specific number of years in the future, and to develop and to negotiate plans with critical stakeholders by which the organization may influence its future or adapt itself to the expected future.<sup>7</sup>

For the purposes of this project the strategic management plan will be based upon the normative scenario developed during the futures study. That scenario depicted a future that was both desirable and attainable. In that scenario the Orange County Marshal's Department was portrayed as having employed a holistic management approach to direct group behavior in achieving its organizational vision.

In the normative scenario holistic management was defined as a group behavior technique which encourages every member of the Orange County Marshal's Department to see their relationship to the department as a whole, not just in terms of their specific job assignment or divisional location. Subsumed within that group behavior technique was the practice of designing the organizational vision by seeking input from departmental members at all levels and then, once developed, communicating that vision from the top down in manageable organizational increments.

The trends and events analyzed in the futures study point to a future in which law enforcement organizational structures will lack homogeneity, will be compressed through restructuring, will be put upon by external legal and legislative changes, and will be

grappling with the Maslowian self actualization conflict brought about by organizational plateauing.

Given this possible future the objective of the strategic management plan will be to create a greater potential for the normative scenario to occur while limiting the possibility of undesirable trends and events occurring.

#### METHODOLOGY

The subject of this strategic management plan will be the Orange County Marshal's Department (OCMD). The OCMD is an agency consisting of approximately three hundred sworn deputies and one hundred civilian personnel. It is a complex organization responsible for all bailiffing functions for the Superior and Municipal Courts in Orange County, the operations of all court housed detention facilities, the service of all civil processes, and the service of ninety-five percent of all arrest warrants in the county. The OCMD is also a decentralized agency with nine divisions housed in eleven separate locations throughout the County of Orange.

Methodologies used in developing the strategic management plan included an analysis of the department's weaknesses, opportunities, threats, and strengths (WOTS-UP), a Strategic Assumption Surfacing Technique (SAST), a capability analysis, and a modified policy delphi.

## **MISSION STATEMENT**

Mission statements that formalize the broad purpose and mission of an organization are referred to as "macro" mission statements. The existing "macro" mission statement for the OCMD is:

To protect and to serve the judiciary and the citizens of Orange County by ensuring a safe environment in courtrooms and courthouses as well as by serving and enforcing all orders of the court with a commitment to providing these services in the most efficient, professional, and cost effective manner.

The Department will accomplish its mission with the dedication and commitment of each member of the Department to work towards excellence in carrying out their tasks.

Mission statements which define a specific organizational unit, activity, or program are "micro" mission statements. The "micro" mission statement, developed by the researcher, related to the issue question of this study is:

To develop organizational effectiveness, increase professionalism, improve organizational communications, and to instill in its employees a commitment to the goals of the Orange County Marshal's Department, the department will employ a system-wide, holistic management approach toward its effort to achieve its organizational vision.

## **SITUATIONAL ANALYSIS**

To be effective a strategic plan must include a thorough situational analysis. To perform the situational analysis both an analysis of the department's weaknesses, opportunities, threats, and strengths (WOTS-UP) in relation to the proposed plan and a

Strategic Assumption Surfacing Technique (SAST) were utilized. A group comprised of five members of the OCMD was used to conduct the situational analysis. The members consisted of the Assistant Marshal, three Captains, and a Administrative Manager from the Orange County Marshal's Department.

#### **WEAKNESSES, OPPORTUNITIES, THREATS, & STRENGTHS ANALYSIS (WOTS-UP)**

In the first phase of the situational analysis the group utilized the trends and events generated during the futures study as catalysts to begin scanning for external environmental factors (threats & opportunities) that could have an impact on the OCMD's ability to deal with the strategic issue. The group also identified internal environmental factors (strengths & weaknesses) that could impact the strategic issue. The following external threats and opportunities were identified:

#### **Threats**

- o Well known academician publishes a book on the fallacies and weaknesses inherent in a system-wide, holistic approach to management.
- o The Orange County Marshal's Department is merged with other county law enforcement agencies into a single county-wide agency.
- o Board of Supervisors mandates that a uniform management style be utilized in all agencies/departments in Orange County. This was deemed to be a threat as it was assumed that most county department heads would be extremely resistant to this mandate feeling that their management prerogative had been usurped.
- o Major natural disaster occurs requiring the introduction of an authoritarian management style to direct departmental operations during the crisis.
- o Deputies union votes not to allow its members to participate in the department's new holistic management program.

## **Opportunities**

- o Voice/Image communication costs are reduced to a level allowing the Orange County Marshal's Department to utilize teleconferencing to improve its internal communications.
- o Deputies union and the clerical union fully support the department's efforts in establishing a system-wide approach to managing its functions.
- o Reduces dramatically the number of citizen complaints received by the department.
- o Provides a system-wide management model which could be replicated by other Marshal's Departments in the State thereby providing greater inter agency cooperation.
- o Increases the department's effectiveness with other county departments as well as all municipal police agencies within the county.
- o Increases the confidence level of the judicature in Orange County reference the policies and operations of the department.

The following internal strengths and weaknesses were identified by the group:

## **Strengths**

- o Managers committed to building a dynamic and effective department.
- o Committees comprised of departmental members from all job function levels have operated successfully in solving departmental problems.
- o Job satisfaction questionnaire distributed department-wide revealed a high degree of acceptance among departmental personnel for a holistic, system-wide approach to managing the organization.
- o Department-wide communications systems currently exist.
- o Department head open to innovative management approaches to improving the overall quality of the department.

## **Weaknesses**

- o Authoritarian/military management style still the preferred operational model for many line and supervisory sworn personnel.
- o Territorial mind set of many departmental members promotes divisional loyalty and inhibits members ability to see their role as it relates to the entire department.

- o The decentralized, geographically complex format of the department prevents mass cross training of departmental personnel.
- o Current departmental social structure provides for a tri-level hierarchical profile which separates management, sworn personnel, and non-sworn personnel.
- o The department's relationship to other county agencies, other law enforcement agencies, and the judicature not fully understood by members of the department.
- o Budget constraints viewed as departmental problem not divisional problem. Divisional assets are not viewed as being fungible.

### **CAPABILITY ANALYSIS**

A capability analysis was conducted to determine the Orange County Marshal's Department's ability to change (Appendix O). The analysis was performed by the same five individuals utilized during the situational analysis.

The organizational capability analysis indicated that top managers possess the mentality/personality, skills/talents, and knowledge/education to bring about change. Top management has a track record of searching for new and innovative ways to improve the department's operations. They are comfortable acting as change agents and have taken the lead on many complex policy and operational alterations within the department.

Of the three sub-areas analyzed under organizational climate the culture/norms of the organization were seen, by the group, as the least adaptive to change. Because the organizational culture of the OCMD is a hybrid of the old "don't fix it if it ain't broken" and the new "why can't we do it that way" mentalities the culture has a more difficult time adjusting to change. The rewards/incentives and the power structure within the department

are extremely supportive of change, which, in most cases, is able to over shadow the less adaptive organizational culture in shaping the overall organizational climate.

Of the three categories scrutinized during the capability analysis the department's organizational competence was depicted as the least receptive to change. The OCMD's structure and its middle management team are viewed as supportive of change. Conversely, the department seems to lack the necessary resources for change to be successful and the department's line personnel, although not resistant to change, are somewhat slow and reticent to adapt to change.

#### **STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)**

In order to determine the people and/or organizations that would most likely be affected by the Orange County Marshal's Department's decision to implement a system-wide, holistic management approach in order to achieve its organizational vision, a Strategic Assumption Surfacing Technique was utilized.

The aforementioned group, utilized throughout the situational analysis, identified twenty seven stakeholders, (Appendix P). Stakeholders were defined as individuals, groups, or organizations who would either be impacted by the Marshal Department's decision, could impact the decision, or who are concerned about the effects of this decision. The stakeholder list was distilled to twelve stakeholders, who were deemed to be most critical to the issue question. Three of the stakeholders were identified as a snaildarters. For clarification a snaildarter was defined as an

individual, group, or organization, who, although not obvious, could have the potential of causing difficulties in the implementation of the strategy. The following is a list of the stakeholders/snaildarters who were retained for further analysis:

- o Marshal
- o Departmental Managers - sworn
- o Departmental Managers - non-sworn
- o Departmental Supervisors - sworn
- o Departmental Supervisors - non-sworn
- o Deputies
- o Court Services Officers
- o General non-sworn employees (non-supervisory)
- o Deputies union (Snaildarter)
- o General non-sworn union (Snaildarter)
- o County Administrative Office
- o Superior & Municipal Court Judges (Snaildarter)

#### **STAKEHOLDER ANALYSIS**

Once the twelve stakeholders considered most critical to the issue question were selected assumptions were generated for each stakeholder reference their particular values and beliefs about the issue under study. Appendix Q is a strategic assumption surfacing map which depicts the level of projected certainty in the assumptions assigned to the twelve stakeholders. The following is a list of the key stakeholders and the attendant assumptions generated for each:

1. **Marshal**
  - A. Will want to make sure new system is participative but ultimate decision making authority still lies with him.
  - B. Will want to make sure new system is holistic in practice not just managerial rhetoric.
  - C. Will want to make sure chain of command is not dismantled or usurped.
  - D. Will want to ensure that the focus not be on the management "style" but rather on improving the department and its operations.

2. **Departmental Managers - sworn**
  - A. Will need to be reassured that the holistic approach will not turn into a "who gets the most votes wins" style of management.
  - B. Will want to ensure the chain of command is not usurped.
  - C. Will be somewhat resistant to an egalitarian working relationship with non-sworn departmental managers.
3. **Departmental Managers - non-sworn**
  - A. Will need to be reassured that the holistic approach will not turn into a "who gets the most votes wins" style of management.
  - B. Will be concerned of a negative reaction from sworn departmental managers.
  - C. Will be skeptical the new system will work.
4. **Departmental Supervisors - sworn**
  - A. Will see the new concept as a method of creating more work for them by shifting greater responsibility to the supervisory ranks.
  - B. Will sense the opportunity for greater interaction with upper and executive management.
5. **Departmental Supervisors - non-sworn**
  - A. Will be skeptical that they will have equal participation with their sworn counterparts.
  - B. Will be hopeful that they will have the opportunity to correct past inequities between sworn and non-sworn departmental personnel.
  - C. Will be uncomfortable with new levels of input, authority, and responsibility.
6. **Deputies**
  - A. Will be skeptical that their input will be of any value in formulating the organizational vision.
7. **Court Services Officers**
  - A. Will have some degree of skepticism which will be overshadowed by their hope that the holistic management style will provide them a vehicle to achieve parity with other sworn departmental personnel.
8. **General Non-Sworn Employees (non-supervisory)**
  - A. Will view this positively as an opportunity to finally have some input into the department's decision making process.
9. **Deputies Union (Snaildarter)**
  - A. Will view this with some skepticism but will try to capitalize on the new philosophy to negotiate additional concessions with the department's management.

**10. General Non-Sworn Union (Snaildarter)**

- A. Will view with some skepticism but will attempt to use this managerial approach to develop a more egalitarian working relationship between sworn and non-sworn personnel.

**11. County Administrative Office**

- A. Would view this positively as an innovative management approach but would take a wait and see posture before being openly (publically) supportive or before implementing this management style in other county departments.

**12. Superior and Municipal Court Judges (Snaildarter)**

- A. Would be tacitly supportive of the department's management style but if organizational conflicts arose they would be openly in opposition to the program.

Three snaildarters were identified in the stakeholder group: the Deputies Union, the General Non-Sworn Union and the Superior and Municipal Court Judges. While each of these stakeholders must be considered important the assumptions assigned to them showed both low degrees of certainty as well as low levels of importance.

**MODIFIED POLICY DELPHI**

A Modified Policy Delphi panel was used to generate, analyze, and select strategic policies that could increase the probability of the normative scenario actually occurring. The Modified Policy Delphi panel consisted of eight members; five were managers from law enforcement, two were managers from the private sector and one was a public sector manager not affiliated with law enforcement (Appendix R).

The Modified Policy Delphi consisted of two rounds. During the first round, the panel members were provided with the normative scenario as well as the issue question and three sub-issue questions which were asked to draft policies, and their attendant pros and cons, which would help the proposed future to occur. The panel generated fourteen possible policies (Appendix S).

During the second round of the Modified Policy Delphi, the panel members were given the fourteen alternative policies and were asked to rate each policy in terms of its feasibility and desirability in helping the normative scenario occur. The feasibility scores ranged from 0 "Definitely Unfeasible" to 3 "Definitely Feasible". Desirability scores ranged from 0 "Very Undesirable" to 3 "Very Desirable". With six points possible for each policy and with eight panel members the total possible combined score for a policy was forty-eight. Two policies received forty-eight points thereby tying for the number one ranking. Three policies received forty-six points which resulted in a three way tie for the number two ranking. As a result of the Modified Policy Delphi evaluation (Appendix T) the following five policy alternatives were selected:

1. **Marshal management team should participate in a team building workshop to resolve interpersonal conflicts among managers as well as to clarify organizational goals. (48 points)**

**Pros:**

- would allow managers to develop a common vision for department.
- would expose cooperative sabotage.
- would allow for examination of potential internal weaknesses.
- would allow for examination of potential external threats.

**Cons:**

- may give the impression management is "plotting" against the rest of the organization.
- may reduce individual risk taking.
- may develop "cosmetic" managers.
- cost may be prohibitive.

2. **Department management team should meet yearly for strategic planning of organizational goals. (48 points)**

**Pros:**

- would allow managers the opportunity for input into the direction and development of the organization.
- allows managers to have full insight of the departmental goals and to work toward the goals from the same perspective.

**Con:**

- may cause unrest among managers that may not agree upon departmental direction/goal.

3. Marshal should hold biweekly meetings with all departmental managers constantly redefining the organizational vision. Information must be shared from the top down as well as feedback from subordinate personnel. (46 points)

**Pros:**

- would ensure the department's vision is being communicated the same by all managers.
- would provide a forum for feedback from line personnel allowing for re-examination of the department's focus.
- would provide a ready made forum for departmental managers to interact with each other.

**Cons:**

- would reduce the amount of time departmental managers would have working in their divisions.
- could cause a filtration of information both up and down the organizational structure.

4. Departmental managers should hold daily briefings with subordinate supervisors to exchange information. (46 points)

**Pros:**

- would ensure timely flow of information both down and up the chain of command.
- would ensure uniformity in disseminating organizational information.

**Con:**

- puts additional stress on the managers already busy schedule.

5. Marshal should develop mechanism to work with the Superior and Municipal Court judges in developing the department's organizational focus. (46 points)

**Pros:**

- would allow for ratification of suggested departmental policies and procedures.
- would ensure judicial "buy in" to department's strategic plan.

**Con:**

- could produce conflict between desired organizational goals of departmental members and the desired organizational goals offered by the judiciary.

## **IMPLEMENTATION STRATEGIES**

In order for the normative scenario to occur, or more specifically, in order for the Orange County Marshal's Department to successfully employ a holistic management approach in developing its organizational vision a strategy must be developed. No one policy developed during the Modified Policy Delphi process would be

sufficient in and of itself in ensuring the attainment of the normative scenario. Therefore the recommended strategy included all five of the policies selected during the Modified Policy Delphi process.

The thrust of the recommended strategy was targeted toward the micro mission statement:

To develop organizational effectiveness, increase professionalism, improve organizational communications, and to instill in its employees a commitment to the goals of the Orange County Marshal's Department, the department will employ a system-wide, holistic management approach toward its effort to achieve its organizational vision.

The five policies included in the recommended strategy along with their action steps and time lines are described below:

**Policy 1 - Marshal management to team participate in a team building workshop.**

**Action Required:** First the Marshal will have to direct that all departmental management employees participate in the department's team building workshop. Next the department will have to budget for an off-site team building workshop and negotiate to have these costs approved by the County Administrative Office. Finally, the department will need to petition the Commission on Peace Officer Standards and Training for inclusion in their biannual team building workshop program.

**Time line:** March 1991 to July 1991. To coincide with county budget process and POST application period. Will need to be replicated during same time period in subsequent years.

**Policy 2 - Marshal management team to hold yearly strategic planning meetings.**

**Action Required:** The Marshal will need to direct the department's training section to organize a one day meeting for the purposes of developing a strategic plan for achieving the department's organizational goals. An outside facilitator will be needed which will require the department to budget this expense. After the first year this process could be connected with the department's annual team building workshop.

**Time line:** March 1991 to July 1991. Will need to be replicated during same time period in subsequent years.

**Policy 3 - Marshal to hold biweekly meetings with all departmental managers.**

**Action Required:** The Marshal will need to meet with all departmental managers and develop a consensus as to the best day and time for the biweekly meetings.

**Time line:** Immediately.

**Policy 4 - Departmental managers to hold daily briefings with their subordinate supervisors.**

**Action Required:** The Marshal will need to direct that all departmental managers hold daily briefings with their subordinate supervisors and exchange information. Management and Supervisory

performance evaluations must be changed to include a performance criteria where the manager and supervisor being evaluated can be critiqued as to how effectively they move information throughout the organization.

**Time line:** Immediately for the Marshal's directive. January 1992 for the redesign of the management and supervisory performance evaluations.

**Policy 5 - Develop mechanism to work with the Superior and Municipal Court judges in designing the department's organizational focus.**

**Action Required:** The Marshal and the judges on the Joint Marshal's Personnel Committee will need to set quarterly joint meetings with the Presiding Judge of the Superior Court and the Presiding Judges of the Municipal Courts to discuss departmental policies and organizational goals. The purpose of the meetings will be two-fold: First, to ensure system-wide input into the development of the Marshal Department's policies, procedures, and organizational goals and second, to ensure uniform disbursement of agreed upon departmental policies, procedures and organizational goals to members of the judiciary.

**Time line:** January 1992

**SECTION 4 - TRANSITION MANAGEMENT PLAN**

A plan to manage the transition of the Orange County Marshal's Department from its current state to a future state utilizing a holistic management approach.

Transition, as defined by the American Heritage Dictionary, is "the process or an instance of changing from one form, state, activity, or place to another." ' As simplistic as this definition may seem managing transition within an organization is extremely complex. The ability to successfully guide an organization from its current state to its desired state is fraught with potential hazards. Machiavelli in his book, "The Prince", portrays the perils of transition management beautifully when he states, "The agent of change has the enmity of those who gain most from the status quo and only lukewarm support of those who will benefit from the change." '

Regardless of the disasters that can occur within this transitional state it is imperative that this neutral zone between the current state and the desired state be managed appropriately for change to be successful. Transition management requires the development of commitment plans, the implementation of action plans, and the selection of the desired management structure to direct the change effort.

This transitional management plan will detail the commitment plan, the transitional management structure, and the implementation technologies and methodologies to take the Orange County Marshal's Department from its current state to one in which a holistic management approach is utilized to achieve the department's organizational vision.

## COMMITMENT PLAN

### CRITICAL MASS

The first stage in the development of the transition management plan to implement a holistic management approach in the OCMD is the identification of those individuals or groups of individuals who comprise the "critical mass."

The critical mass is defined as, "the minimum number of individuals who, if they support the change, the change is likely to succeed and who, if they are against the change, the change is likely to fail." 10

A criteria was developed which allowed the researcher to identify the critical mass actors. The criteria employed consisted of examining each stakeholder to determine whether or not they met the qualifications as set out by the definition of the critical mass. Those stakeholders who met this minimum qualification were further distilled by questioning whether or not they could be delivered by one or more of the proposed critical mass actors.

As a result of this screening process the following eight critical mass actors were identified by the researcher:

- o Marshal
- o Departmental Managers - sworn
- o Departmental Managers - non-sworn
- o Departmental Supervisors - sworn
- o Departmental Supervisors - non-sworn
- o Deputies
- o General non-sworn employees (non-supervisory)
- o Superior & Municipal Court Judges (snaildarter)

**COMMITMENT CHARTING**

Table 2 is a Commitment Chart which depicts each actor in the critical mass, assesses each actor's current level of commitment to the use, by the OCMD, of a holistic management approach in developing its organizational vision, and depicts the minimum level of commitment required of each actor to ensure a successful change. Table 2 is followed by a short summary of each actor and the possible intervention strategies which could be employed to create the commitment needed for a successful transition plan.

**TABLE 2**  
**COMMITMENT CHART**

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
MARSHAL				X-O
DEPARTMENTAL SWORN MGRS.		X—————		—————O
DEPARTMENTAL NONSWORN MGRS.		X—————		—————O
DEPT. SWORN SUPERVISORS		X—————		—————O
DEPT. NONSWORN SUPERVISORS		X—————		—————O
DEPUTIES	X—————		—————O	
GENERAL NON-SWORN & NON-SUPERVISORY		X—————	—————O	
JUDGES SUPERIOR & MUNICIPAL COURT		X-O		

X = Current Level of Commitment  
O = Required Level of Commitment

**The Marshal** - As the chief executive officer for the OCMD the Marshal's level of commitment is of the utmost importance if a change to a holistic management style within the department is to be accomplished. The Marshal's current level of commitment is to "make change happen" which is also the required level of commitment for this critical mass actor. While an intervention strategy is not necessary to change the Marshal's commitment level he will have to utilize a role modeling strategy to become the catalyst for the necessary changes within his organization.

**Departmental Managers - Sworn** - Sworn Departmental Managers, while not attempting to prevent the change from occurring, are a long way from their required "make change happen" level of commitment. Their current laissez faire commitment level has been developed as a result of their fears surrounding the move to a holistic management style. Sworn departmental managers will want to make sure the new management style is participative yet not democratic, that the new style will not usurp the chain of command, and most importantly that they will still be empowered as managers.

Since departmental managers, both sworn and non-sworn, are vital to the success of the change effort an educational intervention strategy should be employed. By utilizing a team building workshop to provide an open forum for voicing concerns and resolving issues the sworn departmental managers should be able to have their commitment level moved to a "make change happen" status.

**Departmental Managers - non-sworn -** Non-sworn departmental managers closely parallel their sworn counterparts in terms of their current and required levels of commitment, as well as the baseline concerns rooted in their current level of commitment. But their skepticism of the new holistic management approach goes much deeper touching on the potential of a negative reaction from their sworn colleagues.

As with the sworn departmental managers the non-sworn managers "make change happen" level of commitment is critical to the success of the change effort. Given the parallel profiles it is anticipated that the same educational intervention strategy employed via a team building workshop would be successful in upgrading the commitment level of these managers.

**Departmental Supervisors - sworn -** Sworn departmental supervisors see the change to a holistic management style as both more work for them and also an opportunity for greater input into the organization. As a result of this diametrically opposed belief system these critical mass actors have a let us see what happens level of commitment. As the bridge between line personnel and management it is imperative that their level of commitment be to "make change happen."

In order to move them to a "make change happen" status a resistance management intervention strategy should be employed. They must be made to see that the desirability of the proposed change outweighs the perceived negatives, the perceived costs of the change occurring.

**Departmental Supervisors - non-sworn -** Non-sworn departmental supervisors are also in a "let change happen" status but for much different reasons than their sworn counterparts. For the most part they are welcoming the change to a holistic management style, however they are skeptical that they will actually have equal participation with their sworn colleagues. If it weren't for these fears of rejection these critical mass actors could actually be in the "help change happen" category. Therefore the move to a "make change happen" status will be less dramatic than with other critical mass actors occupying the same level of commitment.

To move the non-sworn departmental supervisors to their required level of commitment a changing rewards intervention strategy should be employed. Reinforcing their commitment to the new management philosophy should bring them to and keep them at the required level of commitment.

**Deputies -** Of the eight critical mass actors the deputies are the only group currently in a "block change" level of commitment. Their resistance to the new holistic management approach is imbedded in their fear of the new managerial philosophy and their level of satisfaction with the status quo. Their two range jump in commitment levels to "help change happen" will be the most difficult range adjustment for any of the eight critical mass actors.

In order to facilitate this change in commitment levels a resistance management intervention strategy should be employed. By working with the deputies to show them the practicability of the

change, the desirability of the proposed change, and in doing so create a level of dissatisfaction with the status quo, it is possible to encourage the deputies to help the change to a holistic management approach actually occur.

**General Non-Sworn Employees (non-supervisory)** - These employees view the change to a holistic management style very positively. They are in a "let change happen" status only because they are currently skeptical that they will have input into designing the organizational vision. Here again a changing rewards intervention strategy would no doubt facilitate the change in their level of commitment. By rewarding their involvement it is anticipated that these critical mass actors would quickly move to a "help change happen" level of commitment.

**Superior & Municipal Court Judges** - For the change to a holistic management approach in the OCMD to actually occur the superior and municipal court judges are already in their appropriate level of commitment with a "let change happen" status. While this is the preferred commitment level for this critical mass actor in actuality the commitment level would not be dysfunctional at any status with the exception of block change.

In order to maintain the judges at the required level of commitment a forced collaboration intervention strategy should be employed. In this instance they should "let the boss decide" or more specifically let the Marshal decide what group behavioral technique he will use to achieve an organizational vision for his department

and if the technique appears to be working they should simply let the change occur.

#### **TRANSITION MANAGEMENT STRUCTURE**

Organizational change has three distinct phases, those being the pre-change phase, the transition phase, and the post-change phase. Of the three the transition phase is the most complex in that it requires a separate management structure which is unique in design, temporary, and specifically focused on the change process.

An analysis of the commitment levels, both current and required, of the critical mass actors points to the need to establish a "Chief Executive" transition management structure. Given the Marshal's "make change happen" commitment level and the need to move, to varying degrees, the commitment levels of almost all of the remaining critical mass actors it becomes imperative that the Marshal take responsibility for coordinating the change effort.

The Marshal has all the attributes necessary to successfully function as the transition manager. First, he has the influence both within his organization and, through political influence, outside his organization to mobilize the resources necessary to keep the change moving. Next, he has the respect of all of the stakeholders especially those who will have to be the driving force to make the change happen. And finally, the Marshal possesses the interpersonal skills to persuade the various critical mass actors to change their commitment levels to ensure a successful migration to the use of a holistic management approach to achieve an organizational vision for the OCMD.

The "Chief Executive" transition management structure will undoubtedly work well for this change effort given the organizational structure of the OCMD. Since the Marshal will be acting as the transition manager for this change effort he may have to delegate the day-to-day operations of the department to another executive level manager. As the OCMD already has an Assistant Marshal in place those day-to-day functions can easily be assumed by him.

#### IMPLEMENTATION TECHNOLOGIES & METHODS

One of the last phases of developing a transition management plan deals with identifying the technologies and methods that can be employed to support the implementation of the strategic plan. For change to be successful a concerted effort must be made to manage the anxiety and uncertainty that is inherent in any change process.

Through the transition phase trust is more than likely going to be the primary issue. In order to establish trust and at the same time assuage the inherent uncertainties, and their attendant anxieties, it will be of critical importance to keep open lines of communication both inside and outside the Marshal Department.

There are several technologies and methods which can be employed to assist the OCMD in successfully transitioning from its current state to its desired state. Those technologies and methods are:

**Responsibility Charting** - Because the transition from the OCMD's current management approach to a holistic management structure crosses over many preconceived organizational boundaries there needs to be clear role relationships to reduce ambiguity, to prevent wasted energy, and to reduce negative interpersonal reactions between people involved in the change process. By employing a technique known as responsibility charting the Marshal will be able to clarify behavior that will be needed to bring about change tasks, actions, and decisions.

**Conflict Management** - While it would be nice to believe that the transition state will move along harmoniously with all the stakeholders agreeing on all the issues that come up, the reality is that the travel between the current state and the future state will not be a straight line and these divergences will be a source of conflict to the stakeholders. The Marshal, and key members of his staff, will have to constantly monitor the transitional environment and be prepared to call meetings to resolve conflicts and thereby maintain an acceptable level of support for the strategic plan.

**Role Modeling** - Since the Marshal will be functioning as the transition manager, role modeling would be one effective method for overcoming resistance within the OCMD. The Marshal's "make change happen" level of commitment will clearly demonstrate his support for employing a holistic management approach in achieving an organizational vision for the OCMD. The Marshal "practicing what he preaches" will undoubtedly inspire a commitment to change within

the Marshal's Department and will concurrently send a positive message to the other actors in the critical mass.

**Communication of the Vision** - For any change to be successful the people impacted by the change must have an idea where the change is taking them and what benefits the change will have for them. As the transition manager the Marshal will need to make sure that he communicates the vision of the desired state not only with the other critical mass actors but also with all the other identified stakeholders. Because the employment of a holistic management approach in developing the department's organizational vision has some positive impact for just about everybody in the organization, the Marshal will need to make sure he addresses the specific benefits of the future state with each stakeholder or group of stakeholders.

**Milestone Recognition** - Because there will be a number of significant events along the way to achieving the department's organizational vision by employing a holistic management approach another valuable tool for reducing anxiety and developing support for the project is a method known as milestone recognition. Celebrating each of the significant events during the transition period will not only inspire personnel within the Marshal's Department but will also keep the benefits of the desired state focused for the actors in the critical mass.

## **EVALUATION COMPONENT**

The final step in the development of a transitional management plan is to identify and articulate a feedback device or, more specifically, a way in which the transitional management plan can be evaluated in terms of its effectiveness. Since the strategic plan deals with the use of a holistic management approach in the Orange County Marshal's Department, the evaluation component should elicit feedback from individuals at all functional levels within the department. The Marshal could accomplish this by holding quarterly meetings with individuals randomly selected from each functional component within the department. By utilizing this "diagonal slice" approach to generating feedback the Marshal should be able to develop a solid understanding of the system-wide effectiveness of the department's holistic management program.

**SECTION 5 - CONCLUSIONS & RECOMMENDATIONS**

**Answers to the issue question and sub-issue questions  
and recommendation for future explorations.**

As stated at the outset of this project the original focus of this study was to have been on team building as a managerial tool for law enforcement managers of the future. Much debate was had on the topic of team building which, as it turns out, was invaluable in refocusing the project. The underlying concept which permeated most of the discussions surrounding team building centered on the type of techniques which could be used by law enforcement managers of the future to develop an organizational vision and to encourage members of their departments to work together to achieve organizational success.

The development of an organizational vision that would allow law enforcement agencies of the future to achieve organizational success became the goal. With the goal clearly delineated an obvious question arose, how will law enforcement managers of the future develop an organizational vision within their agencies so that organizational success can be achieved, this loosely structured question became the catalyst for a futures study.

After utilizing an environmental scanning process to add background to the study, after employing a rather lengthy literature search to narrow the focus of the study, and after several brainstorming sessions used to bring clarity to what was to be studied an issue question was developed. The issue question selected was:

"What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?"

As a result of a futures study, the development of a strategic plan, and the development of a transition management plan an answer was generated for the aforementioned issue question as well as for the three supporting sub-issue questions.

## CONCLUSIONS

### Issue Question

**"What group behavior techniques will law enforcement managers use to achieve an organizational vision by the year 2001?"**

While providing a great deal of insight into what the future surrounding this issue might look like this study did not produce a simplistic answer to the issue question. The normative scenario developed during the futures study portion of this project portrayed the Orange County Marshal's Department employing a holistic management approach to develop its organizational vision. Clearly a holistic management approach is not the singular answer to the issue question.

What became evident through the trend and event forecasting, the cross-impact analysis, the literature review, and the supporting information gathered during the structured interviews was that there will probably not be one particular group behavioral technique that could be used successfully by all law enforcement managers in their quest to achieve an organizational vision in their agencies.

The data developed during this study points to a future in law enforcement that, at least organizationally, will be dramatically different than today. Organizational plateauing, the flattening out of law enforcement organizational structures, the

civilianization of law enforcement, and a cultural diversity in the law enforcement work force were all forecasted as being integral components that could impact the development of an organizational vision in law enforcement agencies in the next millennium.

What group behavior techniques then will law enforcement managers use to achieve an organizational vision in this unique and complex future? This project presented one possible answer, that being the practice of getting every member of an organization to see their relationship to the organization as a whole, not just in terms of their specific job assignment. The moniker given to this practice was holistic management and as a group behavior technique it would appear to be effective for the Orange County Marshal's Department in its effort to achieve organizational vision by the year 2001.

The group behavior technique espoused in this study utilized a system-wide approach toward developing an organizational vision. The nucleus of this group behavior technique was the idea of building a departmental cohesiveness by allowing departmental members at all levels to have input into the design of the organizational vision and then, once developed, making sure that vision would be communicated effectively from the top down in manageable organizational increments.

Subsumed within this group behavior technique were many of the group behavior techniques used today by organizational trainers however, with a slightly different twist. The Modified Policy Delphi highlighted several group behavior techniques that were inclusive in the holistic management approach. Yearly strategic

planning meetings, briefings to improve the exchange of information up and down the organizational structure, team building workshops, and clarifying organizational goals with selected external stakeholders are all group behavior techniques that can be effective in facilitating an agency's attempt to achieve its organizational vision.

The answer to the issue question is not simply holistic management nor is the answer the use of group behavior techniques, such as management by objectives (MBO), team building, or organizational development (OD), that are currently in use as group behavior techniques.

Law enforcement will change dramatically over the next decade. Again this study points to a future where law enforcement will be culturally diverse, structurally compacted, and organizationally complex. Group behavior techniques will also change dramatically. Perhaps the titles of the various group behavior techniques in use today will remain the same as law enforcement enters the next century but undoubtedly the content of those techniques as well as their practical application will be markedly different, adjusting to more appropriately address the needs of the work force.

Clearly there is no one answer to the issue question and trying to force a simplistic answer would only serve to highlight the question's complexity. Generating a list of the types of group behavior techniques that could possibly be in use in the next century might be a prima facia answer to the question but would provide little, if any, depth to this complex question. As

mentioned previously group behavior techniques such as management by objectives (MBO), quality circles, survey feedback, performance appraisal, and mentoring may still be in use ten years in the future. However, if they continue as viable group behavior techniques they will need to address the development of an organization's vision from a system-wide or holistic approach.

The changes forecasted for law enforcement over the next ten years are dramatic and they will undoubtedly have a significant impact on the work force in law enforcement. If the members of the law enforcement work force are allowed to participate in the planning for, and the transition to, this unique future certainly anxieties will be reduced and the collective mind engaged toward developing an organizational vision that will equate to organizational success. The holistic management approach proposed in this study incorporates that philosophy and the researcher concludes that the types of group behavior techniques used by future law enforcement managers to achieve an organizational vision, regardless of the title, will need to incorporate this holistic philosophy.

#### **Sub-issue Questions**

- o "Will fiscal cut backs impact the use of group behavior techniques in law enforcement?"
- o "Will technological advances change how organizational vision is accomplished in law enforcement?"
- o Will the use of group behavior techniques be effective in developing an organizational vision in law enforcement's diverse and changing work force?"

This project also set out to answer the three sub-issue questions listed above. With respect to the first sub-issue question, "Will fiscal cut backs impact the use of group behavior techniques in law enforcement?", the answer to the question is a resounding yes.

Data gathered in the structured interviews points to a future where resources will be scarcer and law enforcement agencies will be organizationally leaner. Fiscal cutbacks will undoubtedly cause future law enforcement managers to look within their organizations rather than going outside, via costly organizational studies, to accomplish the same goal.

The second sub-issue question, "Will technological advances change how organizational vision is accomplished in law enforcement?", provides a less definite answer than the previous sub-issue question. The data gathered would indicate that technological advances would probably have very little impact on how organizational vision is accomplished in law enforcement. However, that same data indicates that while there is a pessimistic outlook on the affordability of technology that could change how law enforcement managers go about achieving an organizational vision, should technology become affordable it could, in fact, have a dramatic impact on this sub-issue question.

The answer to the third sub-issue question, "Will the use of group behavior techniques be effective in developing an organizational vision in law enforcement's diverse and changing work force?", is an emphatic yes. This study points to a future in which law enforcement agencies will be both structurally different as well as culturally diverse. It will be incumbent upon law enforcement managers of the future to provide leadership for this complex and diverse work force so that organizational success can be achieved. This project has shown that the use of group behavioral techniques,

as discussed in the conclusion drawn on the issue question, can be extremely effective in this developmental process.

### RECOMMENDATIONS

There have been countless studies by management experts and academicians on what makes an organization successful. The answers generated are as countless as the number of studies themselves. No single group behavior technique or intervention strategy is totally effective. In fact, some organizations may be moved to organizational success by the introduction of just one of the myriad of group behavioral techniques available. More often though the introduction of a intervention strategy creates only a temporary change in an organization.

There was one constant in the literature reviewed for this project. For an organization to be successful the people within the organization must be committed to the organization's goals and the leadership of the organization must constantly work with its members to help them achieve those organizational goals.

This is just one more study with one more answer to the constantly raised question, how do we achieve organizational success? This study and its attendant answers may provide a different perspective on the timeless question surrounding organizational success because this project looked at the question from the vantage point of the next millennium.

Undoubtedly the answers generated in this project will give birth to new questions worthy of further exploration. It is strongly recommended that those questions be examined so that future leaders in law enforcement will be provided with the tools necessary to help them guide their agencies to organizational success.

## **APPENDIXES**

**APPENDIX A  
BRAINSTORMING SESSION PARTICIPANTS**

**Session One**

1. Lieutenant from a municipal police department.
2. Commander from a municipal police department.
3. Executive manager from a county agency.
4. Senior consultant - (POST)
5. Manager from a medium size private sector firm.

**Session Two**

1. Captains (2) from a county law enforcement agency.
2. Executive director from a small private sector firm.
3. Mid level manager from a county agency.
4. Lieutenant from a municipal police department.
5. Executive manager from a county law enforcement agency.

**APPENDIX B**  
**TRENDS**

1. Civilianization of law enforcement management positions.
2. Advancements in technology eliminates mailing and allows for instant transfer and receipt of documents.
3. Post-baby boomer generation enter management ranks of law enforcement.
4. Ethnic diversity among law enforcement managers.
5. Police agencies hire professional on accredited civilian managers for law enforcement management positions.
6. Technology and hardware for video conferencing becomes extremely affordable.
7. Law enforcement management work force has its makeup significantly altered as a result of new EEO standards.
8. Cultural mores affect law enforcement management's principles and ethics which forces changes in departmental guidelines.
9. Promotional standards adopted giving greater weight to minority status than managerial competency.
10. Law enforcement organizations cut duplicated functions within similar but separate units. Management functions and areas of responsibility are extended.
11. Automation utilized to account for costs on individual positions, operations, or assignments. Sharing of positions and resources occurs where cost savings can be identified.
12. Agency use of outside resources is discouraged and development of internal sources is encouraged.
13. Managers are developed as generalists not specialists.
14. Law enforcement moves away from quasi military structure to a corporate structure.
15. Law enforcement moves toward consensus leadership vs. oligarchical leadership.
16. Retirees are allowed to return to work for longer periods of time without negatively affecting their retirement status.
17. Retired employees become significant labor pool for law enforcement management positions.

18. Funding for social projects takes priority over law enforcement.
19. Automation reduces interpersonal contact and the associated skills.
20. Reduced number of managerial positions causes increased competitiveness in promotional process.
21. Heightened emphasis on public relations oriented approach to law enforcement.
22. Expansion of team building to include line supervisors.
23. Increasing number of departments provide psychological and/or job related counseling.
24. All non-essential law enforcement services phased out.
25. Law enforcement management positions become "at will" with retention tied to performance contract.
26. Organizational plateauing.
27. The flattening out of law enforcement organizational structures.
28. Multicultural work force in law enforcement.
29. Voice/Image communications.
30. Civilianization of law enforcement.
31. Budget reductions in law enforcement.

## APPENDIX C EVENTS

1. Air Quality Management District mandates that all non-essential travel be eliminated.
2. Supreme Court rules that law enforcement must meet minority quotas in management positions.
3. America enters an extended war in middle east which significantly reduces recruiting pool for new police officers.
4. America enters an extended war in middle east and police agencies lose a significant percentage of their work force to activation of reserve military forces.
5. Legislative change permits civilianization of law enforcement management positions.
6. Legislative change mandates testing against "management profile" for all law enforcement management positions.
7. Exchange/education program developed for law enforcement managers with managers in other public sector as well as private sector positions.
8. Federal government mandates implementation of new EEO standards for police management.
9. Local agencies begin receiving extensive cost billings from other agencies as a result of cost recovery programs being implemented and budget reductions at all governmental agencies.
10. War in middle east creates a shortage of managers in both the public and private sector.
11. The United States enters a prolonged period of economic depression.
12. Creation of a single state police agency eliminates local police and sheriff's departments.
13. New legislation allows the Board of Supervisors to create a single law enforcement agency in a County.
14. Biannual managerial competency exam mandated for law enforcement managers.
15. POST mandates college training in management techniques be completed before an individual can obtain a law enforcement management position.
16. Budget cuts force POST to eliminate management counseling services.
17. Universal psychological profile developed for management positions.

18. New tax initiative is passed providing additional funding for law enforcement training.
19. Government mandates flex time and alternative scheduling.
20. Maximum retirement age for safety personnel changed to 20 years of service.
21. Dramatic increase in criminal activity resulting in the corresponding decrease in law enforcement personnel.
22. Attendance at periodic standardized management methods workshops (similar to Advanced Officer Training for Managers) becomes required for all law enforcement managers.
23. Minimum retirement age for law enforcement raised to 60.
24. Legislative change mandates that counties create a single, County-wide, law enforcement agency.
25. Telecommuting is mandated for all public sector management employees.
26. 5th generation computers replace middle management positions.
27. Law enforcement management salaries tied to an agency's overall effectiveness.
28. Minimum entry age to law enforcement positions raised to 30.
29. Safety retirement abolished.

**APPENDIX D  
EXPERTS USED IN  
STRUCTURE INTERVIEW**

1. Sworn Executive Managers from a county law enforcement agency.
2. Sworn Manager from a county law enforcement agency.
3. Manager from a county Personnel Department - (Public sector personnel consultant).
4. Member from a communications consultant company (Private sector personnel consultant).
5. Bureau Chief from the Commission on Peace Officer Standards and Training.
6. Senior Consultant - (POST)
7. Chairman of the Board from a diversified private sector firm.
8. President from a small private sector firm.
9. Executive Director from a diversified State agency.
10. Executive Director from a small county agency.
11. Vice Chancellor from the University of California system.
12. Commissioner from the California Student Aid Commission.
13. Judge from the Superior Court.
14. Associate Director of Development from large private university.

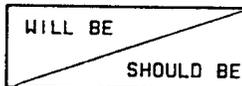
# APPENDIX E

## TREND EVALUATION

TREND STATEMENT		LEVEL OF THE TREND (Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
ORGANIZATIONAL PLATEAUIING	T-1	50	100	150	200
				110	120
THE FLATTENING OUT OF LAW ENFORCEMENT ORGANIZATIONAL STRUCTURES	T-2	75	100	110	125
				120	130
CIVILIANIZATION OF LAW ENFORCEMENT	T-3	50	100	125	150
				150	175
MULTICULTURAL WORK FORCE IN LAW ENFORCEMENT	T-4	75	100	150	200
				150	250
VOICE/IMAGE COMMUNCIATIONS	T-5	5	100	110	130
				180	200

1. N = 14

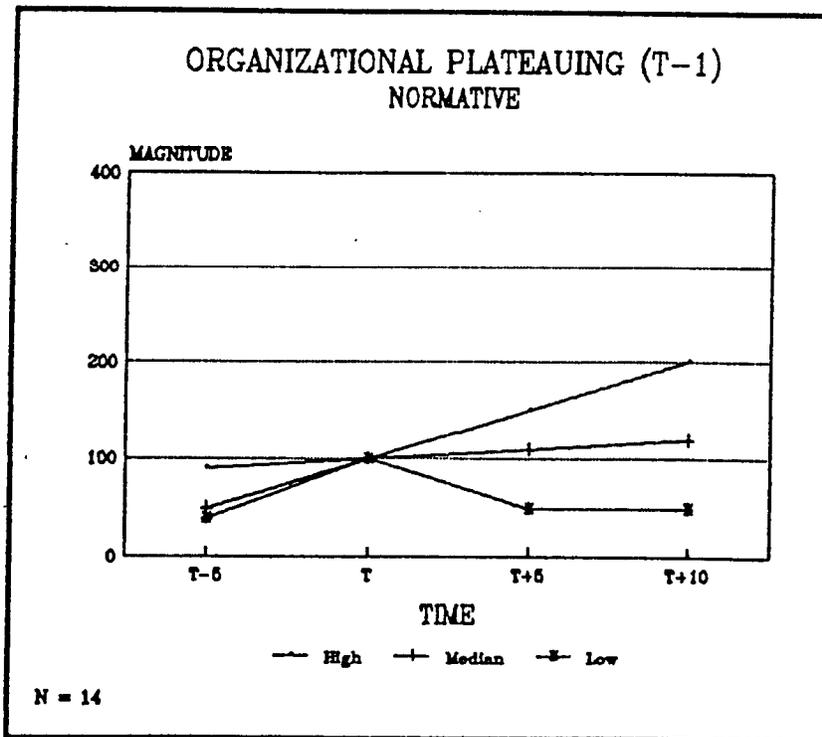
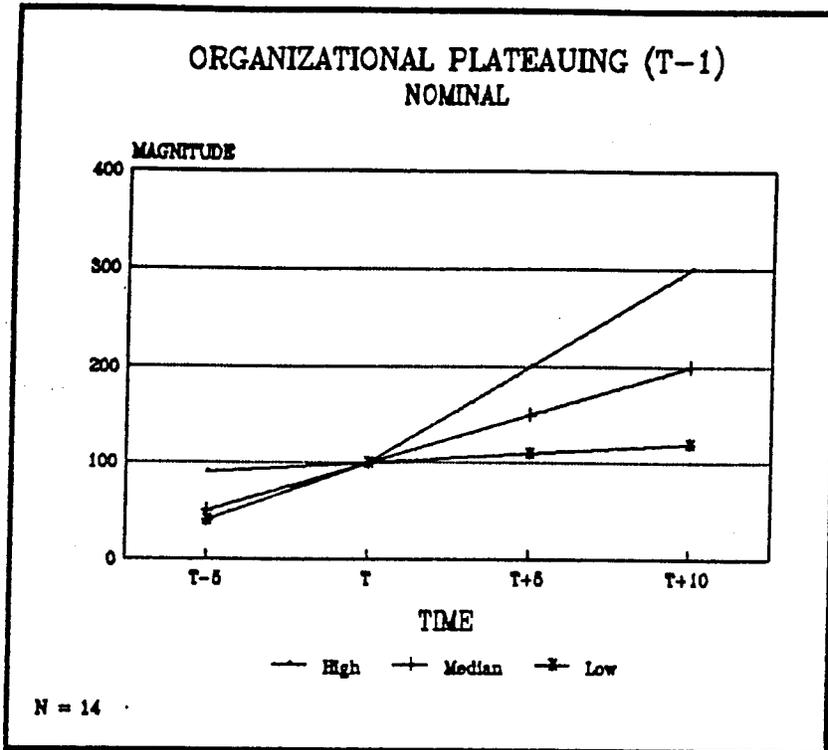
2. NUMBERS EQUAL EXPERT MEDIANS



# APPENDIX F

## TREND EVALUATION GRAPHS

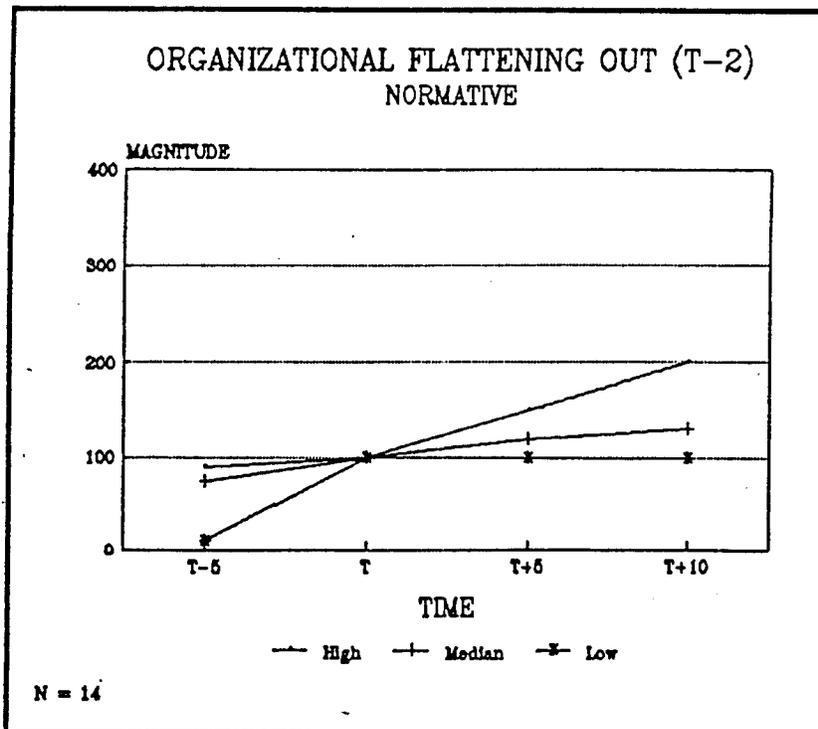
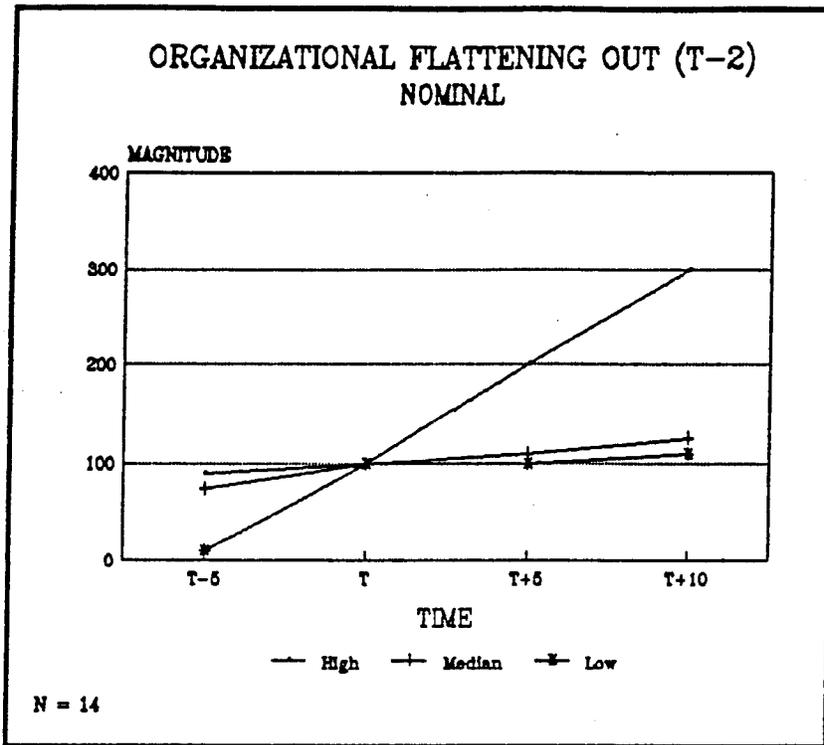
### TREND 1 (T-1)



# APPENDIX G

## TREND EVALUATION GRAPHS

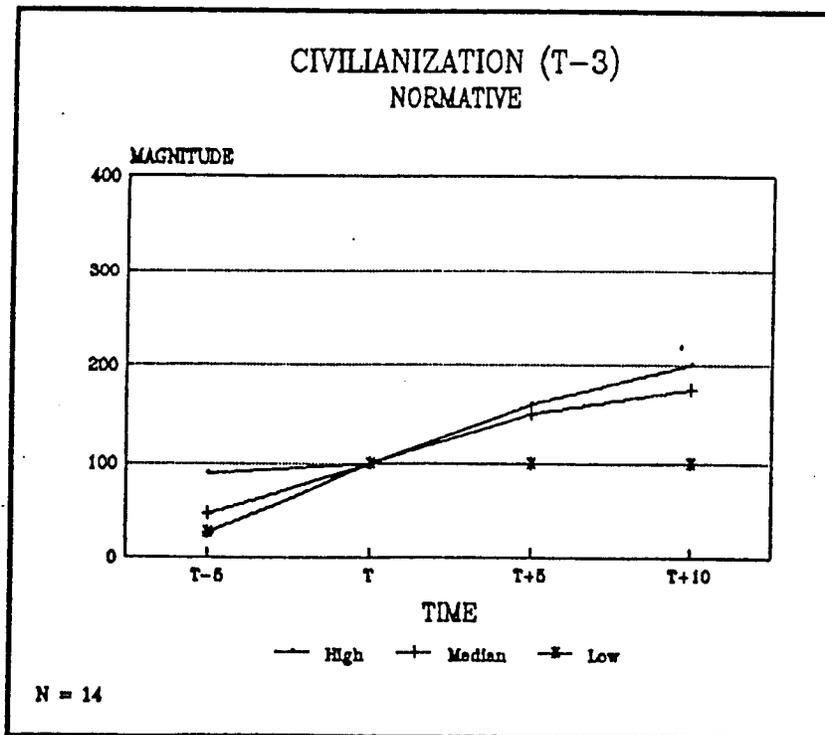
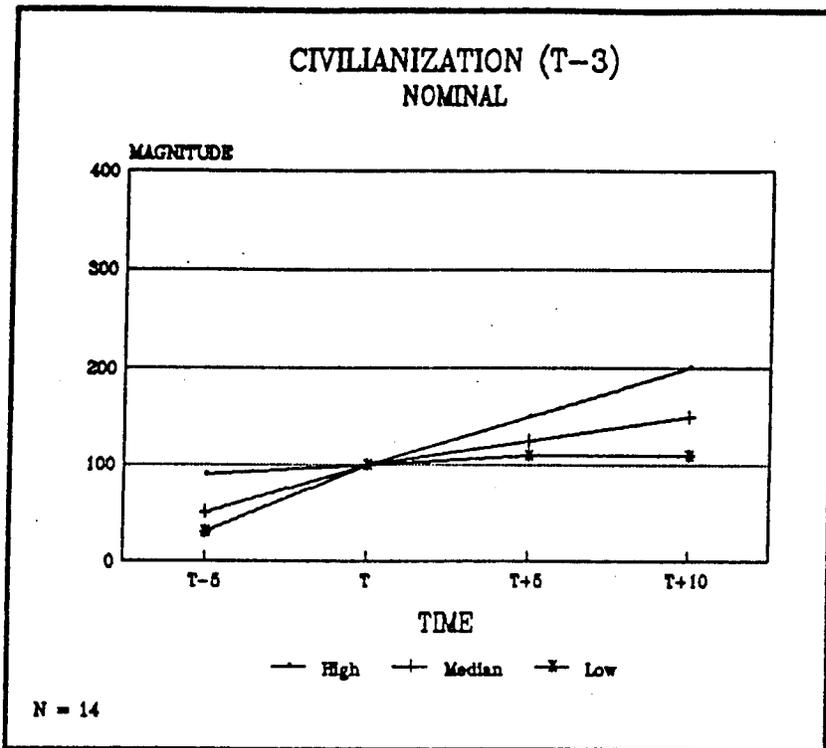
### TREND 2 (T-2)



# APPENDIX H

## TREND EVALUATION GRAPHS

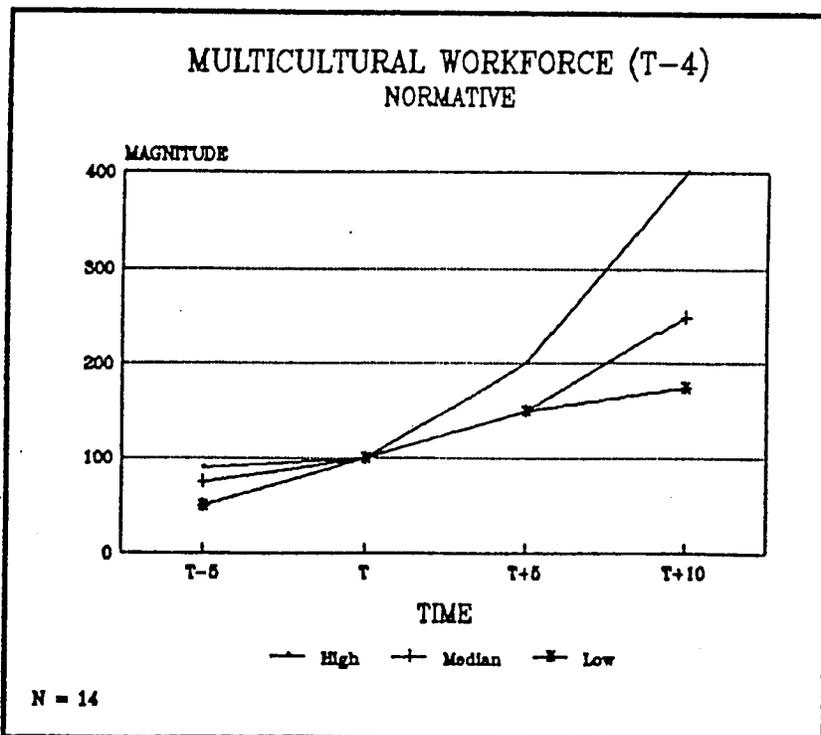
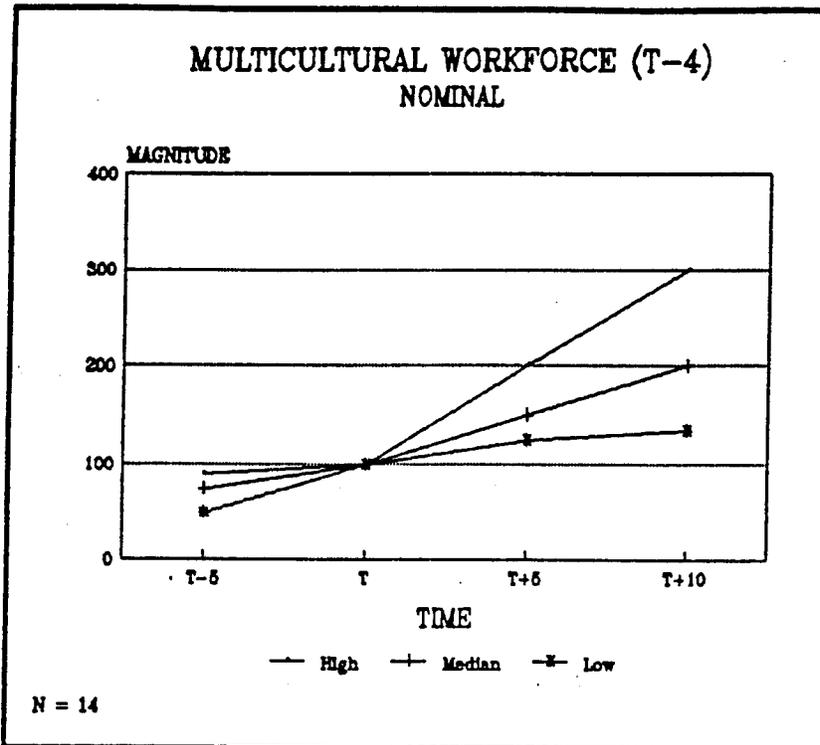
### TREND 3 (T-3)



# APPENDIX I

## TREND EVALUATION GRAPHS

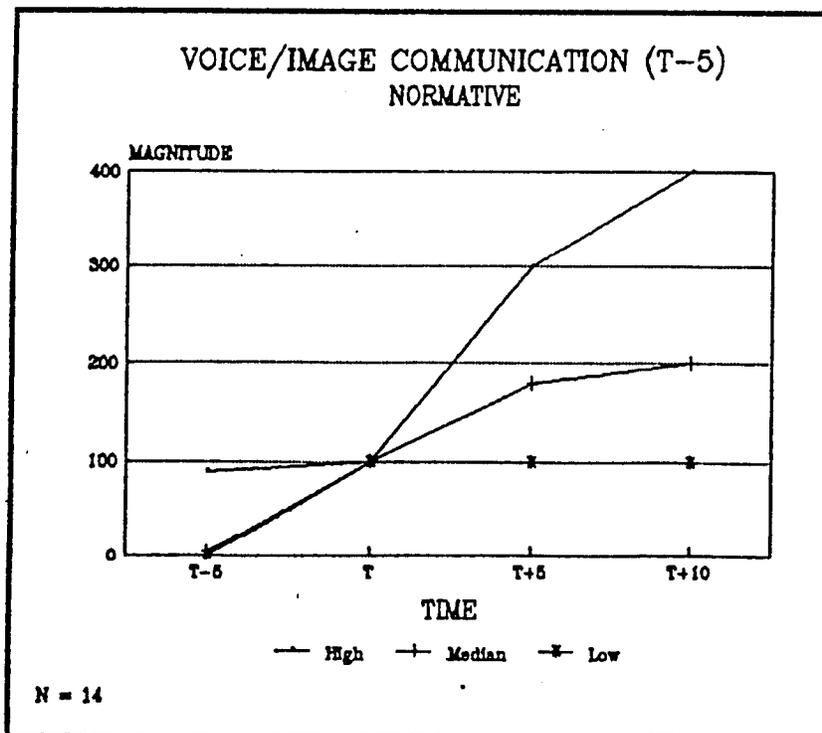
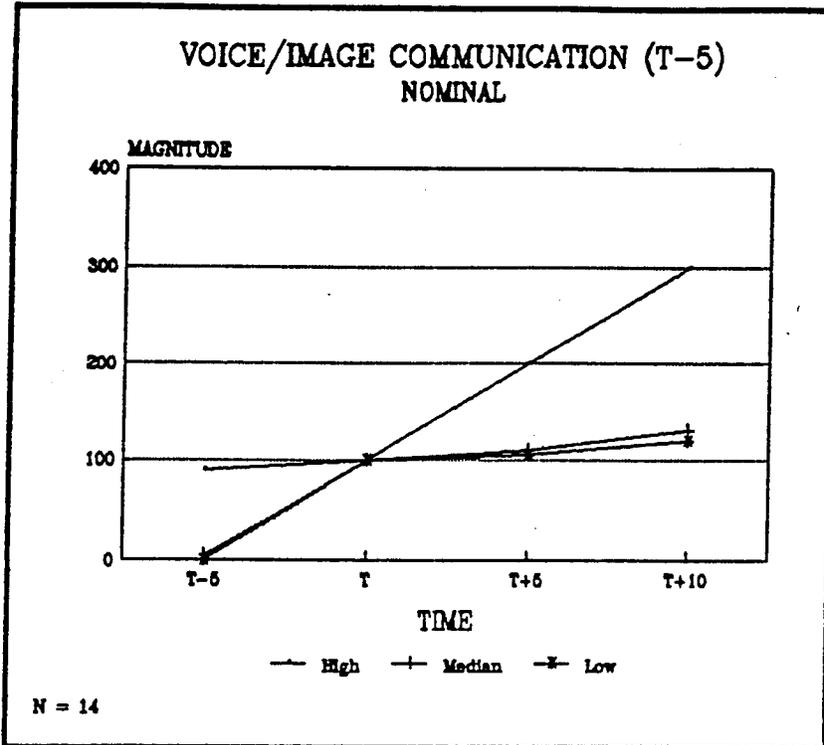
### TREND 4 (T-4)



# APPENDIX J

## TREND EVALUATION GRAPHS

### TREND 5 (T-5)



# APPENDIX K

## EVENT FORECAST EVALUATION

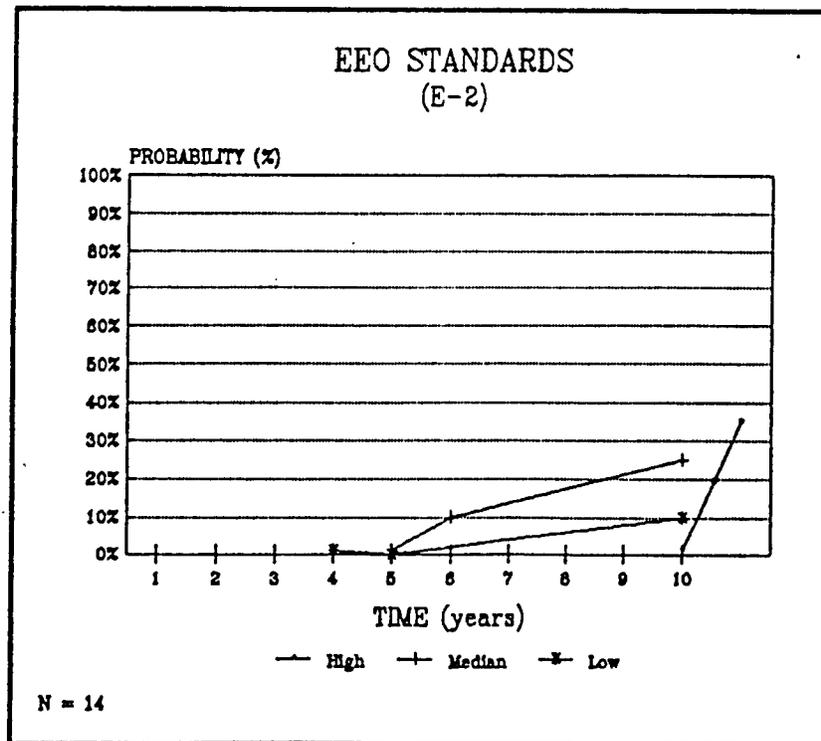
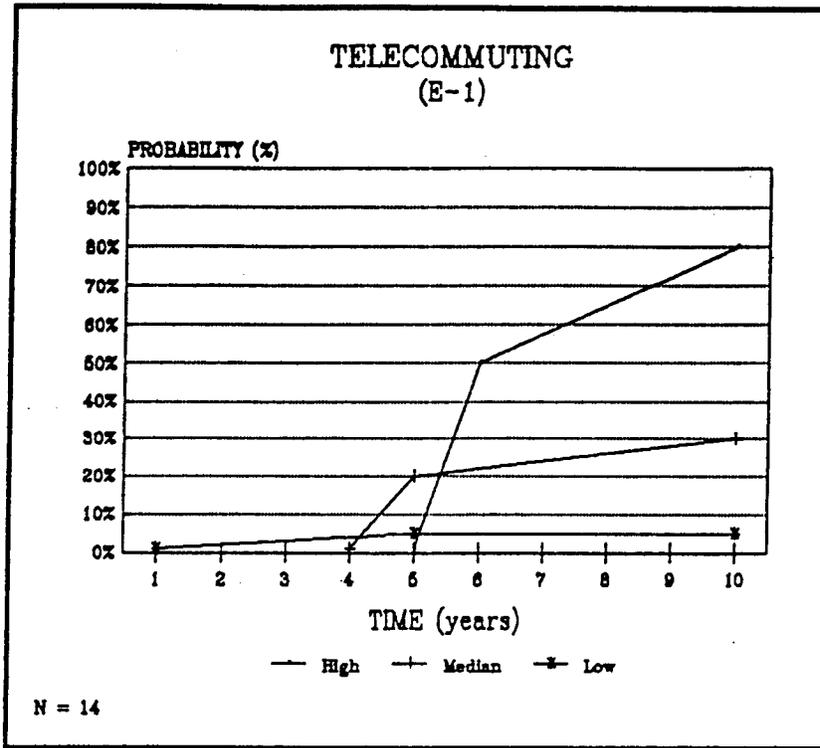
EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		FIVE YEARS FROM NOW (0-100)	TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
Telecommuting is mandated by all public sector management employees (E-1)	4	20	30	1	7
Federal government mandates implementation of new EEO standards for police management (E-2)	5	10	25	5	5
Biannual managerial competency exam mandated for law enforcement managers (E-3)	5	5	15	5	5
Minimum retirement age for law enforcement raised to 60 (E-4)	5	15	15	5	5
Legislative change mandates that Counties create a single county wide, law enforcement agency (E-5)	5	5	10	6	5

1. N = 14
2. Numbers Equal Panel Medians

# APPENDIX L

## EVENT FORECAST GRAPHS

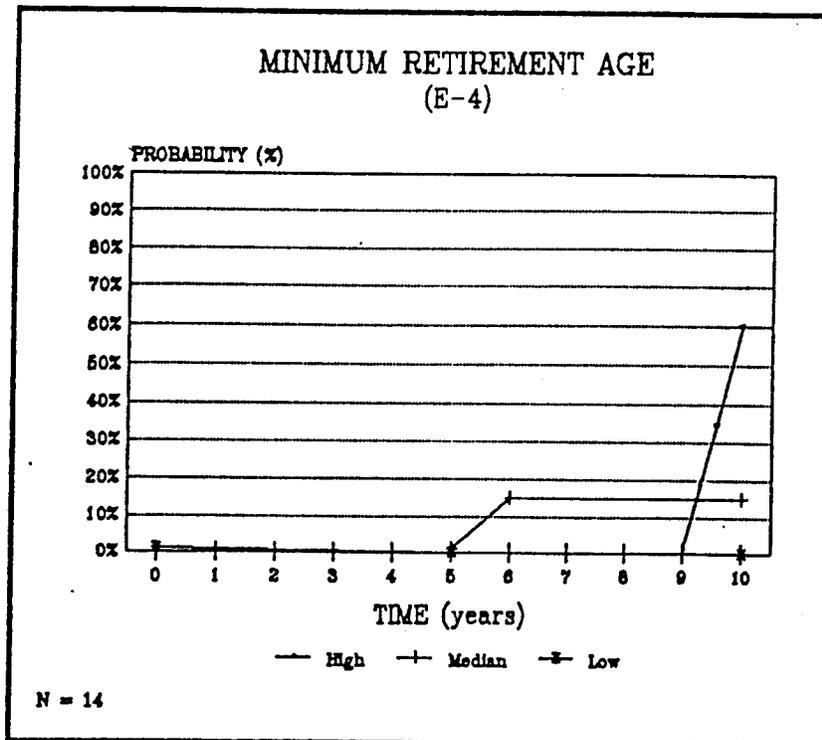
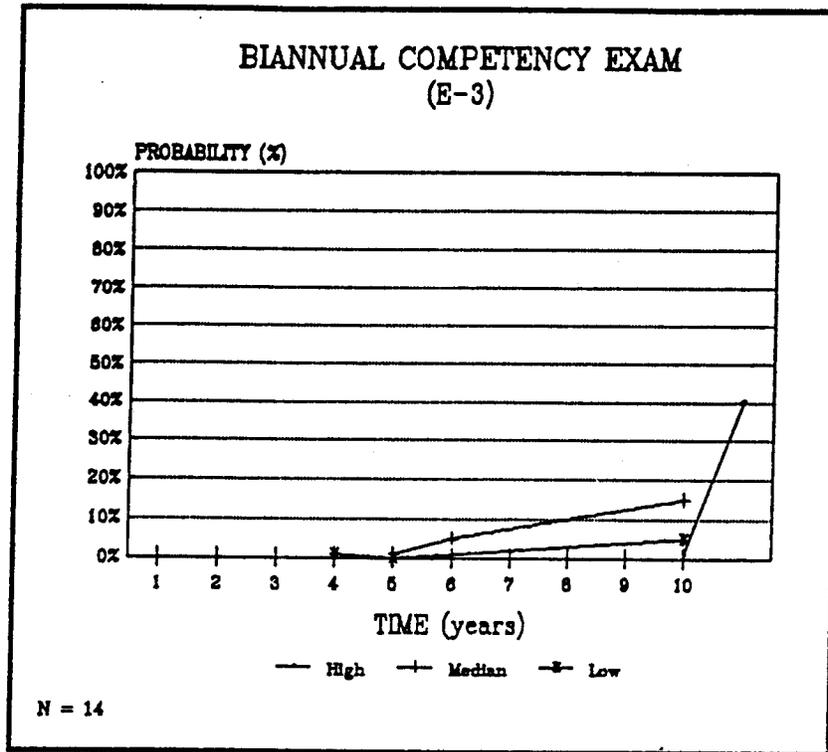
### EVENTS 1 & 2



# APPENDIX M

## EVENT FORECAST GRAPHS

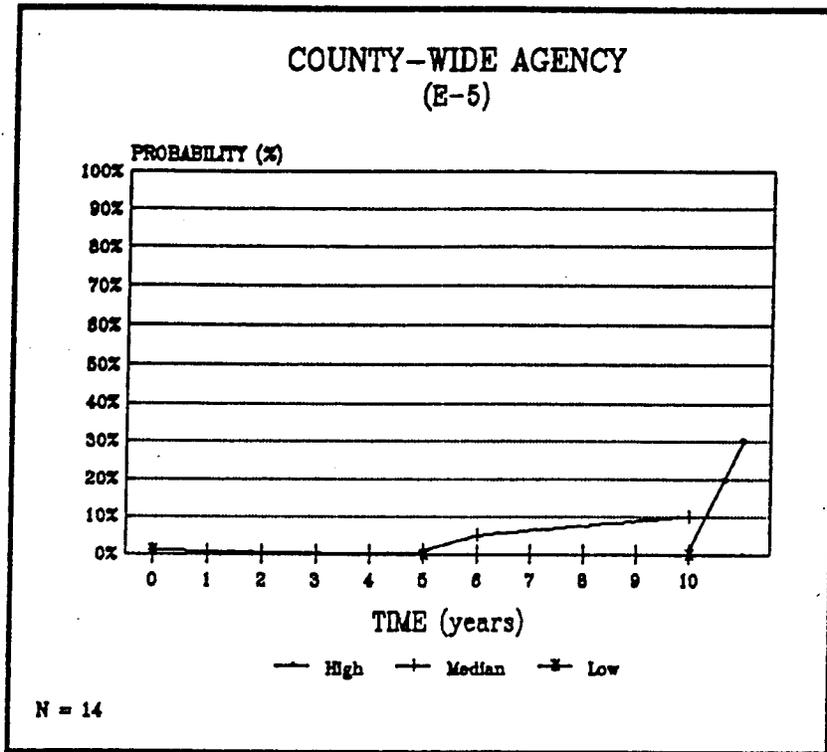
### EVENTS 3 & 4



# APPENDIX N

## EVENT FORECAST GRAPH

### EVENT 5



**APPENDIX O  
CAPABILITY ANALYSIS  
TYPE OF ACTIVITY ENCOURAGED BY DEPARTMENT**

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

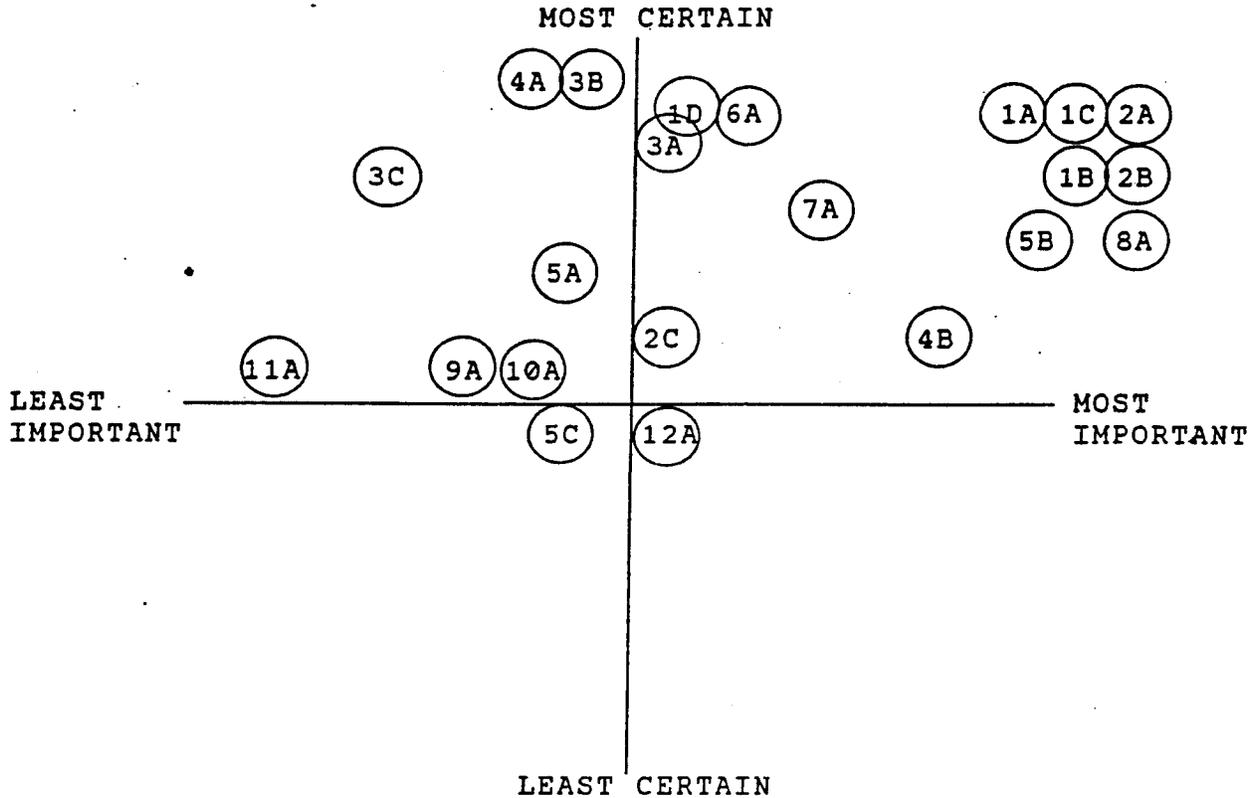
Categories:	I	II	III	IV	V
<b>TOP MANAGERS:</b>					
Mentality/Personality	_____	_____	_____	<u>  X  </u>	_____
Skills/Talents	_____	_____	_____	<u>  X  </u>	_____
Knowledge/Education	_____	_____	_____	<u>  X  </u>	_____
<b>ORGANIZATION CLIMATE:</b>					
Culture/Norms	_____	<u>  X  </u>	_____	_____	_____
Rewards/Incentives	_____	_____	_____	<u>  X  </u>	_____
Power Structure	_____	_____	_____	<u>  X  </u>	_____
<b>ORGANIZATION COMPETENCE:</b>					
Structure	_____	_____	<u>  X  </u>	_____	_____
Resources	_____	<u>  X  </u>	_____	_____	_____
Middle Management	_____	_____	<u>  X  </u>	_____	_____
Line Personnel	_____	<u>  X  </u>	_____	_____	_____

**APPENDIX P  
STAKEHOLDERS**

Marshal  
Departmental Managers - sworn  
Departmental Managers - non-sworn  
Departmental Supervisors - sworn  
Departmental Supervisors - non-sworn  
Deputies  
Court Services Officers  
General non sworn employees (non-supervisory)  
Deputies union  
General non sworn union  
County Administrative Office  
Superior & Municipal Court Judges  
Sheriffs Department  
District Attorneys Office  
Municipal Police Department in Orange County  
Probation  
Public Defender  
General Services Agency  
Personnel  
Court Administrators  
Detention Release  
Board of Supervisors  
Other Marshals Departments Statewide  
Commission on Peace Officers Standards & Training  
Citizens of Orange County  
Attorney firms  
Management consultants  
Press

# APPENDIX Q

## Strategic Assumption Surfacing Map



### Stakeholders

- |                                       |  |
|---------------------------------------|--|
| 1. Marshal                            | 7. Court Services Officers                           |
| 2. Departmental Managers - sworn      | 8. General non-sworn employees non-supervisory       |
| 3. Departmental Managers              | 9. Deputies union (snail darter)                     |
| 4. Departmental supervisors sworn     | 10. General non-sworn union (snail darter)           |
| 5. Departmental supervisors non-sworn | 11. County Administrative Office                     |
| 6. Deputies                           | 12. Superior & Municipal Court Judges (snail darter) |

**APPENDIX R**  
**MODIFIED POLICY DELPHI PANEL MEMBERS**

1. Executive manager from a county law enforcement agency.
2. Three (3) Captains from a county law enforcement agency.
3. Administrative Manager from a county law enforcement agency.
4. Executive director from a small private sector firm.
5. Manager from a medium size private sector firm.
6. Mid-level manager from a county agency.

**APPENDIX S**  
**POLICIES DEVELOPED IN FIRST ROUND OF**  
**MODIFIED POLICY DELPHI**

1. Marshal management team should participate in a team building workshop to resolve interpersonal conflicts among managers as well as to clarify organizational goals.

**Pros:**

- would allow managers to develop a common vision for department.
- would expose cooperative sabotage.
- would allow for examination of potential internal weaknesses.
- would allow for examination of potential external threats.

**Cons:**

- may give the impression management is "plotting" against the rest of the organization.
- may reduce individual risk taking.
- may develop "cosmetic" managers.
- cost may be prohibitive.

2. Marshal supervisory personnel, both sworn and non-sworn, should participate in a team building workshop in order to develop an understanding of their critical role in the organizational structure. Must learn to handle their sectional needs but become cognizant of their responsibility to the organization as a whole.

**Pros:**

- would allow for greater input in designing the department's organizational vision.
- would break territorial imperatives held by departmental supervisors.
- would illuminate need for sharing departmental resources.
- would break existing sworn/non-sworn barriers.

**Cons:**

- may cause supervisors to neglect their sectional supervisory responsibilities in their attempt to function more globally.
- may cause departmental supervisors to be viewed as management's "lackies".
- cost may be prohibitive.

3. Marshal should hold biweekly meetings with all departmental managers constantly redefining the organizational vision. Information must be shared from the top down as well as feed back from subordinate personnel.

**Pros:**

- would ensure the department's vision is being communicated the same by all managers.
- would provide a forum for feedback from line personnel allowing for re-examination of the department's focus.
- would provide a ready made forum for departmental managers to interact with each other.

Cons:

- would reduce the amount of time departmental managers would have working in their divisions.
- could cause a filtration of information both up and down the organizational structure.

4. Marshal should meet with all departmental supervisors every three months to clarify the organizational goals.

Pros:

- would provide direct, unfiltered input from first line supervisors as to what is actually being passed on to the line personnel.
- would provide unfiltered feedback from first line supervisors as to concerns from line personnel reference the direction of the department.
- would give the Marshal a forum to discuss how decisions are made at the management level.

Cons:

- could cause departmental managers to feel their authority is being usurped.
- could cause supervisors to withhold information from their superior waiting rather until they have an opportunity to meet directly with the Marshal.

5. Marshal should meet with all personnel at each division once every six months in order to clarify the organizational goals.

Pros:

- allows for completely unfiltered version of what is actually being received by line personnel reference the organization's direction and goals.
- allows for unfiltered feedback on the success or failure of departmental programs in moving toward the organization's goals.
- provides the Marshal a forum to discuss how and why decisions are made by management personnel.

Cons:

- could cause departmental managers and supervisors to feel their authority is being usurped.
- could cause line personnel to warehouse concerns waiting until they can share them directly with the Marshal.
- could turn into "bitch" sessions if not structured constructively.
- costly in terms of time needed to meet with that many people.

6. Marshal's Department should institute a monthly newsletter to keep everyone within the organization apprised of what is occurring.

Pros:

- allows for wide spread distribution of departmental information ensuring that departmental goals are reinforced, successes recognized, and failures corrected.
- becomes a double check to make sure departmental managers and supervisors share organizational information.

Cons:

- time consuming.
- very costly.
- if not fully candid could be viewed as management propaganda.

7. Department should develop an employee suggestion program.

Pros:

- allows for autonomous or signed input on ways to improve the department, concerns within the organization, or possible solutions to organizational problems.
- reduces stigma of being a "company" person for those who are intimidated by participating in shaping the organization.

Cons:

- if action is quickly forthcoming or if suggestion does not result in the employees expected action the program could be seen as simply a pacification program.
- because of county restrictions the department could not give cash incentives for suggestions.

8. Departmental managers should hold daily briefings with subordinate supervisors to exchange information.

Pros:

- would ensure timely flow of information both down and up the chain of command.
- would ensure uniformity in disseminating organizational information.

Con:

- puts additional stress on the managers already busy schedule.

9. Department should organize a labor/management committee involving both affected unions.

Pros:

- allows for scheduled interaction with the various unions to resolve issues before they become major grievances.
- brings the unions into the development of the organization's vision.

Cons:

- could be perceived as a meet and confer session.
- could be manipulated by the unions to circumvent the normal labor negotiation process.
- provides a forum for disgruntled employees to challenge policies they oppose.

10. Marshal should develop mechanism to work with the Superior and Municipal Court judges in developing the department's organizational focus.

Pros:

- would allow for ratification of suggested departmental policies and procedures.
- would ensure judicial "buy in" to department's strategic plan.

Con:

- could produce conflict between desired organizational goals of departmental members and the desired organizational goals offered by the judiciary.

11. Develop a mechanism for employee performance feedback that measures performance against organizational goals.

Pros:

- provides useful insight into how each employee is functioning toward helping the department achieve its organizational goals.
- provides forum for supervisor/subordinate discussions of viability of the department's objectives.

Cons:

- as the organizational vision is refocused employee expectations and their attendant ratings may change possibly frustrating employees due to a perceived lack of consistency.
- could cause dichotomy between divisional needs/goals and the organizational goals.

12. Institute teleconferencing as a means of providing daily managerial interaction.

Pros:

- allows for daily interaction of all managers.
- increases productive divisional time through the elimination of commuting.
- could be used in conjunction with telecommuting.

Cons:

- cost prohibitive.
- reduces ability to have personal interaction.
- fosters isolationism.

13. Departmental managers should hold weekly briefings with subordinate personnel to exchange information and clarify organizational objectives.

Pros:

- ensure information flow to the lowest organizational level without the information filtering created by subordinate supervisors.
- ensure information flow from the lowest organizational level without the information being filtered by subordinate supervisors.

Cons:

- may cause subordinate supervisors to believe their authority is being usurped by the manager.
- creates greater time demands on the managers schedule.

14. Department management team should meet yearly for strategic planning of organizational goals.

Pros:

- would allow managers the opportunity for input into the direction and development of the organization.
- allows managers to have full insight of the departmental goals and to work toward the goals from the same perspective.

Con:

- may cause unrest among managers that may not agree upon departmental direction/goal.

**APPENDIX T  
MODIFIED POLICY DELPHI RESULTS**

Evaluation Criterion

<u>Feasibility</u>	<u>Points</u>	<u>Desirability</u>	<u>Points</u>
Definitely Feasible	3	Very Desirable	3
Possibly Feasible	2	Desirable	2
Possibly Unfeasible	1	Undesirable	1
Definitely Unfeasible	0	Very Undesirable	0

Eight panel members were polled with a possible point total of 48 for each policy alternative. The rank, individual and combined scores for each policy option are as follows:

<u>Policy Alternative</u>	<u>Rank</u>	<u>Feasible</u>	<u>Desirable</u>	<u>Total</u>
1	1 (tied w/14)	24	24	48
2	3	22	22	44
3	2 (tied w/8&10)	24	22	46
4	4	22	20	42
5	8	18	16	34
6	7	20	16	36
7	9	18	12	30
8	2 (tied w/3&10)	24	22	46
9	6 (tied w/11)	22	16	38
10	2 (tied w/3&8)	22	24	46
11	6 (tied w/9)	18	20	38
12	10	12	16	28
13	5	22	18	40
14	1 (tied w/1)	24	24	48

## ENDNOTES

1. American Heritage Dictionary, rev. ed. (1976), s.v. "Team."
2. Idem, s.v. "Group."
3. Idem, s.v. "Team Work."
4. Ralph H. Kilmann, "A Completely Integrated Program for Creating and Maintaining Organizational Success," Organizational Dynamics (Summer 1989): 5.
5. John Parr, quoted by Cynthia Reedy Johnson, "An outline for Team Building," Training (January 1986): 48.
6. Lipo, quoted by Commission on Peace Officer Standards and Training Command College, Defining the Future Workshop.
7. Strategic Planning, quoted in Commission on Peace Officer Standards and Training Command College, Strategic Planning Workshop.
8. American Heritage Dictionary, rev. ed. (1976), s.v. "Transition."
9. Machiavelli, quoted by Commission on Peace Officer Standards and Training Command College, Strategic Decision Making and Transition Management Workshop.
10. Reuben T. Harris, quoted by Commission on Peace Officer Standards and Training Command College, Strategic Decision Making and Transition Management Workshop.

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