POLICE CORRUPTION IN CALIFORNIA BY THE YEAR 2000: INFLUENCING POSITIVE CHANGE THROUGH PROGRAMMED PREVENTION

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).

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SECTION I: INTRODUCTION

A discussion of the issue's background and the scope of the project.

SECTION II: FUTURE FORECASTING

What impact will police corruption have on California law enforcement agencies by the year 2000?

SECTION III: STRATEGIC MANAGEMENT PLAN

Discusses and develops strategic policies based on data interpretation.

SECTION IV: TRANSITION MANAGEMENT

Planned change from the present to a future state incorporating recommended strategies and policies.

SECTION V: CONCLUSIONS AND RECOMMENDATIONS

A discussion of project results and relevance to the future state.

CONTENTS

Section Page

I. INTRODUCTION

Background 1
Scope of Project 4
Methodologies 6

II. FUTURE FORECASTING

The Issue 8
Sub-Issues 8
Relevance Tree 9
Literature Review 10
Field Studies 13
Forecasting 16
Trends 17
Events 17
Trend Evaluation 17
Event Evaluation 19
Cross-Impact Analysis 22
Future Scenarios 24
Scenario #1 25
Scenario #2 27
Scenario #3 29

III. STRATEGIC MANAGEMENT PLAN

Situation 32
Environmental Conditions 33
Situation Analysis 33
Strengths 34
Weaknesses 34
Opportunities 35
Threats 35
Mission Statement 36
Shaping the Plan 37
Policy Alternatives 37
Alternative Analysis 39
Stakeholders and Assumptions 40
Recommended Strategy 42
Course of Action 43

IV. TRANSITION MANAGEMENT

Situation 49
Transition Methods 49
Management Structure 49
Critical Mass 50
Commitment Charting 50
Readiness/Capability for Change 53
Supporting Technology 53

V. CONCLUSIONS AND RECOMMENDATIONS

Study Proposals and Considerations 56

APPENDIXES

Appendix A: Modified Conventional Delphi Panel 61

Appendix B: Candidate Trends and Events 62

Appendix C: Trend Forecasts 64

Appendix D: Event Forecasts 65

Appendix E: Situational Analysis Panel Members 66

Appendix F: Capability Analysis 67

Appendix G: Policy Feasibility/Desirability 68

Appendix H: Strategic Assumption Surfacing Technique Map 69

Appendix I: Responsibility Chart 70

ENDNOTES 71

BIBLIOGRAPHY 73

ILLUSTRATIONS

Page

1. Convictions of Law Enforcement Officers for Corruption . . 2

2. Relevance Tree 9

3. Commitment Chart 51

4. Readiness/Capability for Change Chart 53

TABLES

Page

1. Anti-Corruption Profile of Eleven Large Law Enforcement Agencies 15

2. Trend Forecasting 18

3. Event Evaluation 20

4. Cross-Impact Evaluation 22

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Executive Summary

The trend of police corruption in the United States is increasing. California will not be untouched by this rise in corruption activities. Several recent incidents of organized police corruption in Los Angeles are vivid examples of the trend. The purpose of this paper is to study the causes of corruption in police departments, analyze those causes, and seek solutions.

What impact will police corruption have on California law enforcement by the year 2000? That question was studied by 11 individuals who formed a modified delphi panel. Several key trends and events were identified as having the most impact on the issue. Those five trends are: level of supervision quality, level of hiring standards, level of job satisfaction among police officers, level of self-interest, and level of positive police/public relations. Key events identified were: mandatory ethics training for police officers, integrity tests instituted statewide, office of special prosecutor established, California state license requirement for police officers, and drug decriminalization. The median panel response forecasted that all trends would fall short of the level they should be ten years from now. Every event except drug decriminalization was forecasted to have at least a 50 percent chance of occurring by 1995.

A strategic plan for creating a desired future is presented that focuses on prevention of corruption, as well as enforcement of standards. The component parts of that plan are:

- Statewide mandatory ethics training program.
- Anti-corruption training/techniques for selected personnel.
- An examination and adjustment of hiring standards to focus on integrity and competency as the principle objectives.
- Reinforcement of department values at a broad level.

No major obstacles are identified that would preclude implementation, given a sound transition plan. Besides department members, POST and the media will have key roles in causing desired changes.

The conclusions drawn from this study suggest a continued rise in police corruption activities in California through the year 2000. The study recommends a balanced approach between enforcement and prevention programs. Use of the informal organizational structure is suggested to develop positive peer pressure. Police chiefs need to ensure that sound practices and procedures exist at the executive level that reinforce corruption prevention. A tailored ethics training program is strongly recommended for chiefs of police and executives that focuses on implementing and managing an anti-corruption program. In addition, their training should assist them in identifying and removing conflicts of interest that may exist within their own departments. A long-term commitment to corruption control and prevention is required for the success of any program.

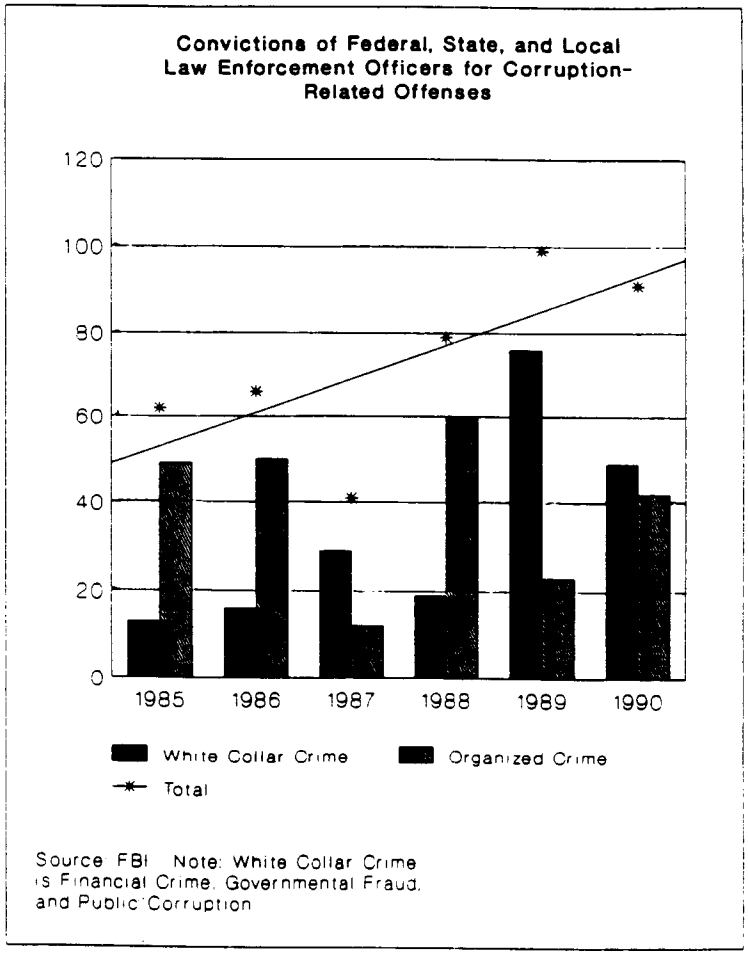
SECTION I: INTRODUCTION

BACKGROUND

On December 10, 1990, seven deputy sheriffs from the Los Angeles County Sheriff's Department (LASD) were convicted in Federal Court of conspiracy to commit thefts. Some of the defendants were also convicted of filing false tax returns, money laundering, interstate travel in furtherance of racketeering, and structuring currency transactions to evade the reporting requirements. The convictions resulted from indictments that charged that Majors 2, a narcotics unit of the LASD, routinely stole money from suspected drug dealers and money launderers. On January 10, 1991, five more LASD deputies and one Los Angeles Police Department officer were indicted on civil rights violations and conspiracy charges. They are accused of viciously beating suspected narcotic dealers, planting cocaine on drug suspects, and falsifying police reports. The deputies, all assigned to a narcotics squad, are also accused of skimming more than $100,000 during drug raids. The investigation of additional officers is continuing and more indictments are likely.

On March 13, 1991, four Los Angeles Police Department officers were indicted by the Los Angeles County Grand Jury on charges ranging from assault with a deadly weapon to unnecessarily beating a suspect under color of authority. One of the officers indicted was a sergeant and the supervisor on scene at the time the incident occurred on the evening of March 3. The drama has been replayed incessantly across the nation after being captured on tape by an amateur video cameraman. It graphically shows three officers with

batons repeatedly kicking and striking a suspect who is on the ground offering virtually no resistance. At the same time twelve other officers (including the supervisor) stand in a semi-circle around the suspect observing the barrage of assaults. Only one officer makes any attempt to stop the brutality. Numerous comments and editorials have appeared in the media that expresses the public's outrage over the incident.



Graph 1

Corruption of law enforcement officers portends to get worse in the future. Convictions of police officers for public corruption have risen over the last few years. The data depicted

in Graph 1 reveals that convictions of police officers for white collar corruption and organized crime are rising as indicated by the "best fit" trend line. Notwithstanding the fluctuations over the five-year period, it is apparent the trend is upward. It should be noted that this chart only reflects convictions of law enforcement officers--it does not reveal those officers who were disciplined or discharged (and not prosecuted) due to corruption. In addition, drug-related corruption convictions are not represented here. The New York Times reported, "There are now more than 100 cases each year in state and federal courts in which law enforcement officials are charged or implicated in drug corruption."[1]

As might be expected, many of the recent police corruption cases involved illegal drugs and their profits. On October 16, 1990, a documentary aired on PBS titled "When Cops Go Bad." The program focused on the drug money-skimming case against LASD deputies, as well as other drug-related corruption cases involving officers from Miami; Sea Girt, New Jersey; and the Drug Enforcement Agency (DEA). "The message delivered by police chiefs, honest cops, prosecutors, and administrators throughout the show was twofold: Corruption is everywhere, and while it is not forgivable, it is understandable."[2] According to the director of the National Law Enforcement Leadership Institute in Clearwater, Florida, "...a primary issue confronting law enforcement that will significantly impact policing is the ethical considerations associated with the tactics and strategies they use to combat the war on drugs, crime,

and violence."[3] In addition to the drug-related corruption, other, less noteworthy types of corruption, are impacting police agencies nationwide. The ability to deal with the corruption has become more refined and sophisticated. Thomas Puccio, the attorney who prosecuted the Abscam case a decade ago noted, "Corruption in state and local and federal government is something that's always with us. [But] the state may not have been policed as much [in the past]. The federal government has now passed on a lot of its [investigative] techniques to state and local governments, and they employ these procedures. It's sort of become a little like McDonald's - a franchise. It's done all over the place now, and it's very successful." Mr. Puccio was referring to recent videotaped sting operations carried out by the Phoenix Police Department against state lawmakers.[4]

The author feels that law enforcement must acknowledge the existence of precursors that would indicate the growing potential for police corruption. Poor supervision, lowered hiring standards, changing societal values, and increased worker frustration with the overwrought criminal justice system have all contributed to the ethical dilemmas and decay affecting our law enforcement officers.

SCOPE OF PROJECT

The purpose of this paper is to study the causes of corruption in police departments, analyze those causes, and seek solutions. Specific related issues will be addressed that the author feels are essential to the topic of police corruption. The study is not intended to be a detailed, exhaustive study on police corruption,

but an introduction of a concept that will address the prevention of police corruption among police officers of the future. Through the use of future methodology, this research will identify trends and events and evaluate their impact on the central issue--"What impact will police corruption have on California law enforcement agencies by the year 2000?" Scenarios will be developed to aid in understanding what may happen regarding this issue. A strategic plan and a transition process will be prepared for implementation by the California law enforcement community.

Many definitions of police corruption have been offered in previous research. Some definitions are very broad and can appropriately include brutality and excessive force, the display of prejudice and other uncivil conduct, the unequal distribution of police service, inefficiency and ineptitude, and the use of public office for purposes of private gain.[5] For the purpose of this paper, the working definition of corruption is:

> "Acts involving the misuse of authority by a police officer in a manner designed to produce personal gain for himself or others."[6]

Studies have shown that police executives from agency to agency differ widely on the interpretation of police corruption and the sanctions they would impose for such behavior. One such study revealed that for every pattern of police corruption, except direct criminal activities (committing burglaries), the majority of police chiefs would take either no action or action of "low" or "medium"

severity.[7] In other words, the chiefs would impose departmental sanctions.

METHODOLOGIES

The first objective of this research is to determine future trends of corruption in law enforcement through future forecasting. This will be accomplished through environmental scanning, literature review, field studies, personal interviews, evaluation of relevant trends and events utilizing the Modified Delphi technique and alternative future scenarios. The author's personal reflections on the issues were also used as an additional resource.

The second objective is the development of a strategic plan utilizing the data generated through future forecasting. The plan will be a model anti-corruption program based upon one of the scenarios. The strategic plan will be developed through the use of a mission statement, situational analysis and Modified Policy Delphi.

The third objective is the development of a systematic plan to transition from the present state to the desired state. Various methods will be utilized to complete the transition, including identifying the critical mass, commitment charting, readiness/capability analysis, and designating a management structure. These methods will be defined in Section IV of this study.

SECTION II: FUTURE FORECASTING

THE ISSUE

What impact will police corruption have on California law enforcement agencies by the year 2000?

SUB-ISSUES

The related sub-issues that are considered essential to the central question are identified as follows:

1. How will anti-corruption programs affect the personnel of these agencies?
2. To what extent will conflict with organizational value-systems tend to increase?
3. How will recruitment of police officers be impacted by anti-corruption programs?

The sub-issues were identified primarily through the author's literature search. There is a developing consensus that "...a relationship exists between success in an organization and personal values. These values play a fundamental role in motivating and shaping behavior."[8] Although basic values are shaped early in life by different influences, the author believes values can change over time and are certainly conditioned by the work environment. With this in mind, it is easy to see the connection between police corruption and the culture of the organization. That culture is influenced by many ingredients, but most importantly, the people who work for the organization. The sub-issues address these individuals.

RELEVANCE TREE

The relationship of the central issue with the sub-issues is illustrated by the use of a relevance tree depicted below. This allows the reader and researcher to visualize related forces that are impacting the subject.

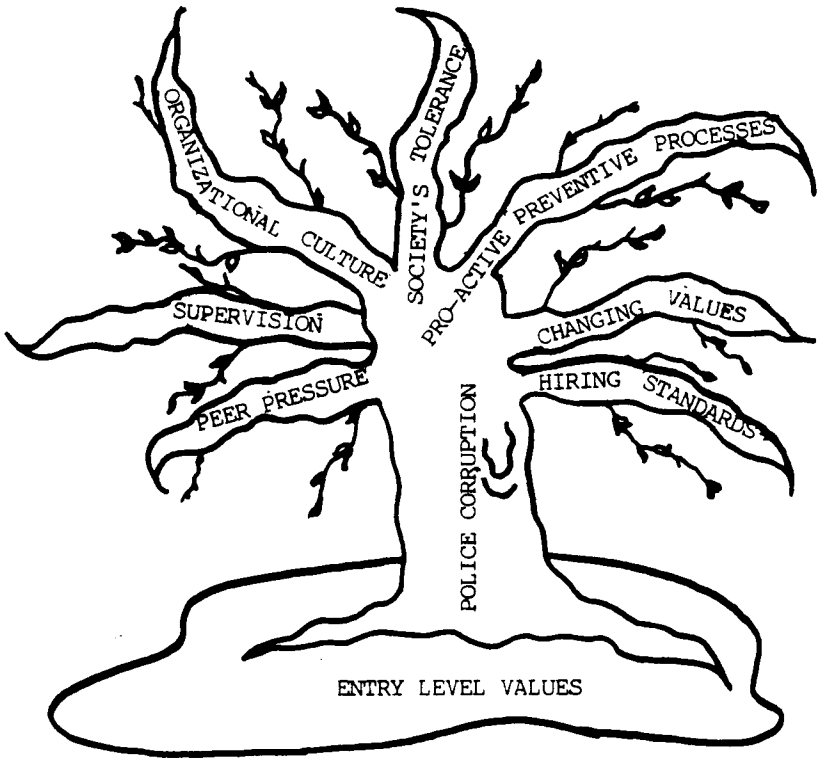


FIGURE 1: RELEVANCE TREE

LITERATURE REVIEW

The scanning process for this study began in August of 1988. The process involved collecting data and information from articles, books, field studies and papers dealing with the general issue of police corruption. This was completed through manual research and a computerized scan of national and worldwide literature available on the topic. Newspapers and periodicals provided the most current information on police corruption activities. Books and manuscripts provided the most in-depth information on patterns, types, and the control of police corruption. This search was augmented by the review of a comprehensive field study of ten large police agencies across the country.

Over the last few years writings on police deviance have increased significantly. Much of the work is both informative and popular, as well as theoretical and practical. The reasons for this interest, in the author's opinion, are reflective of the increase in incidents involving police corruption. In addition, society has demanded that police be held to higher standards than officials, businessmen and public figures. It is generally an accepted principle that the conduct of the police mirror that of the society they serve.

Perhaps best known among the writers is Edwin J. Delattre. Professor Delattre is an Olin Scholar in Applied Ethics at Boston University. His recent book on police ethics has been widely reviewed by police executives and managers nationwide.[9] Delattre argues that corruption prevention within police departments must

address the avoidance of "rotten apples," as well as "rotten structures" in policing. High standards of selection and recruitment are critical to avoid rotten apples; strong leadership that will not tolerate corruption, coupled with accountability, competent investigations, commonality of purpose and moral ideals among command and patrol personnel are key to proper structures. Lastly, a decent political and governmental environment is also required to avoid rotten structures, according to Delattre. Law professor and author Jerome Skolnick would agree with Delattre. In response to the recent videotaped LAPD brutality incident, Skolnick stated, "The LAPD may try to label these officers 'bad apples,' but my studies indicate that, like police corruption, brutality is more likely attributable to a 'rotten barrel' than to 'bad apples'."[10] Delattre admits, though, that in practice it is difficult to reform and/or implement the critical components of a solid organizational structure due to entrenched institutional habits. Reform of this matter always requires proper planning, implementation, and follow-up.

In 1989, the International Association of Chiefs of Police completed a concept and issue paper on corruption prevention.[11] The study was supported under a grant funded by the U.S. Department of Justice. The study examined the causes and definition of corruption and provided a prevention strategy for police administrators. Like most studies recently completed on the dynamics of police corruption, this article focused on the organization and the individual as the two key component parts that

influence corrupt behavior. Informal structures within police organizations allow for the development of corrupt behavior. Organizations which provide the police officer with not only an opportunity to break the rules, but also a transgression, which is supported and encouraged by a subculture code of beliefs and expectations.[12] Studies have shown that informal organizations within police departments and peer group constraints weigh heavy on the police officer decision-making process. In addition, informal organizations are influential in producing behavior contrary to the officer's personal intent; police officers are likely to accept this behavior if it is acceptable to the subculture.[13] As might be expected, the leadership of police departments should convey in word and deed its commitment to a corruption-free work environment. This has not always been the case, in the author's opinion. Some departments set a poor example through unworthy solicitation of funds and benefits. In some cases, departments readily accept gratuities for its executives, yet prohibit other department members from doing so. Some agencies prohibit solicitation of gratuities but not acceptance, causing misunderstanding and doubt of the policy's intent.

Individual explanations point out other considerations. Different and changing values of police recruits may affect the relationship between new officers and the organization. According to the IACP study on corruption prevention, "Changing societal values will introduce more independent officers to a standard of integrity. Police corruption lies between the gap of the ethical

standards promoted by the police department and the ethical standards held by the individual officer."[14]

Overall, the literature review conducted for this paper found a surprising commonality among researchers as to the causes of corruption. Frequent postulates included poor supervision, inadequate training, poor recruiting standards, and unclear or non-existent policies and procedures. The author's research clearly indicates that no single factor is responsible for causing police corruption.

FIELD STUDIES

The Los Angeles County Sheriff's Department, faced with increasing criticism from the public and the press on the handling of complaints and disciplinary matters, began a comprehensive study of the issues in 1990. This research included on-site visits to ten large law enforcement agencies throughout the United States. The study focused on ways to enhance the management of department investigations (administrative and criminal) involving deputy personnel. Although the field studies were directed primarily at investigative practices affecting law enforcement employees, anti-corruption practices were also examined. The field studies were conducted by four experienced supervisors assigned to the units that are responsible for handling criminal and administrative investigations against deputies.

The ten departments that were part of the research were:

- Houston Police Department
- Kansas City, Missouri, Police Department

- Los Angeles Police Department
- Long Beach Police Department
- Miami Metro-Dade Police Department
- New York Police Department
- Orange County Sheriff's Department
- Philadelphia Police Department
- St. Louis Police Department
- Washington D.C. Metropolitan Police Department

Some departments that were reviewed, like NYPD, have extensive and sophisticated programs in place for combatting corruption. Others, like the Orange County Sheriff's Department, have done very little in terms of corruption prevention. There appears to be a correlation between a department's experience with corruption and the number of programs they have instituted to prevent it. One illustration of this is the recent implementation of four anti-corruption programs by the LASD. All were implemented after the discovery of the organized corruption within their Narcotic Bureau in 1989. A summary of the corruption-related policies and practices that are employed by the departments appear in Table 1. The data in the chart was extracted from the information contained in the field study. Included in this summary, as a comparison, is the anti-corruption profile of the LASD.

Anti-Corruption Profile of
Eleven Large Law Enforcement Agencies

Table 1

	Previous Case(s) of Organized Corruption	Drug Testing	Integrity Tests/Stings	Office of Profess. Stds/Integrity Control Unit, etc.	Anti-Corruption Training (Ethics)	Criminal (Employee) Investigations Unit	Disciplinary Records Review	Rotation of Personnel from/with in Sensitive Assignments
Houston	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
Kansas City	Yes	Yes	No	No	No	No	No	No
Los Angeles	Yes	Yes	Yes	No	Yes	No	No	Yes
Long Beach	No	Yes	Yes	No	No	No	Yes	Yes
Metro-Dade	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
Washington D.C.	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
New York City	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes
Orange County	No	No	No	No	No	No	No	No
Philadelphia	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes
St. Louis	Yes	Yes	No	Yes	No	No	Yes	No
Los Angeles SD	Yes	Yes*	Yes	Yes*	Yes	Yes	Yes*	Yes*

*Instituted after discovery of LASD drug corruption scandal in 1989.

The field research also reflected some of the positive changes that have occurred through proactive anti-corruption programs. Prior to 1970, the New York Police Department did not have a unit dedicated to investigating corruption. In 1970, Mayor John V. Lindsay established the well-publicized KNAPP COMMISSION to investigate the extent and nature of corruption within NYPD. The commission's findings revealed a law enforcement agency rife with corruption. The KNAPP COMMISSION's findings resulted in the criminal conviction of many NYPD officers of all ranks and the resignation or termination of several command officers. More importantly, the department initiated various programs to combat

the corruption. Since the time of the KNAPP COMMISSION, the NYPD has adjusted from a posture of tacit acceptance of corruption to one of nearly obsessive efforts to prevent and eradicate the problem. Their efforts have apparently been successful, as indicated by the number of officers who have been prosecuted for misconduct over the last several years. A downward trend has been noted since 1987, when 112 officers were prosecuted. In the first six months of 1990, 33 officers had been prosecuted. NYPD credits this trend to their strong anti-corruption profile.

FORECASTING

A Modified Conventional Delphi Panel of 11 members was comprised of the following: Sworn members of the Los Angeles County Sheriff's Department, a police psychologist, a noted author on police topics, a chief of a large Southern California police department, and a county council attorney from Los Angeles County (Appendix A). This process was used because of scheduling factors and commuting distances for some panel members. A group process was utilized to evaluate trends and events impacting the issues. The process was explained in a letter sent to each of the participants. A preliminary list of trends and events was included. The candidate trends and events are attached for review as Appendix B. Two rounds of trend and event analyses were required from the group. All 11 participants completed both sets of evaluations. After tabulation, the following sets of trends and events were identified as being the most impactive on the issues:

TRENDS

1. Level of Supervision Quality: The quality of first-line and secondary supervision provided within law enforcement agencies.

2. Level of Hiring Standards: Applied criteria for police candidates.

3. Level of Job Satisfaction: Level of satisfaction with pay, working conditions, and sense of accomplishments for police officers.

4. Level of Self-Interest: The emphasis on individual versus societal needs, demonstrated in materialism, importance of leisure, altered work ethic, increased mobility, lessened sense of community, and increased independence.

5. Level of Positive Public/Police Relations: Level of cooperation and interaction between law enforcement and the communities they serve.

EVENTS

1. Mandatory Ethics Training for Police Officers: Organized and implemented by Peace Officers Standards and Training (POST). Includes entry-level and recurrent training.

2. Integrity Tests Instituted Statewide: "Sting" operations become routine practice for most large police agencies in California.

3. Office of Special Prosecutor Established: An adjunct to the State Attorney General's duties will prosecute public corruption related cases.

4. California State License for Police Officers: State law enacted requiring police officers in California to be licensed prior to "practicing law." License would be subject to periodic reviews.

5. Drug Decriminalization: The elimination of criminal consequences for possession of marijuana and cocaine.

TREND EVALUATION

The five selected trends were forecasted by the author and additional members of the LASD, consisting of one lieutenant, one sergeant, and one deputy. A Trend Forecasting Table was used to

reflect the data. Based upon today being rated 100, they established what the trend level was five years ago. The group was then instructed to use the premise that if the trend keeps going and there are no intervening events, what will be the level of the trend at five and ten years. The median results appear in Table 2. The results are graphically represented in Appendix C.

Trend Forecasting Table — Level of the Trend (Ratio: Today = 100)

TREND STATEMENT	5 Years ago	Today	** 5 Years	** 10 Years
T1 Level of Supervision Quality	105	100	110 / 200	140 / 200
T2 Level of Hiring Standards	110	100	95 / 150	100 / 200
T3 Level of Job Satisfaction	120	100	100 / 200	150 / 200
T4 Level of Self-Interest	90	100	110 / 100	120 / 100
T5 Level of Positive Public/ Police Relations	100	100	95 / 200	110 / 200

**Will be/Should be

Table 2

Trend 1. Quality of Supervision. The median panel response felt that the quality of police supervision has actually gone down in the last five years. What was perceived as an increasing number of negative incidences involving law enforcement officers was the primary reason for this response. The prospects for improvement over the next ten years fall short of what the panel felt the quality should be.

Trend 2. Law Enforcement Hiring Standards. The panel's responses for this trend also show a lower level today than five years ago. This response was primarily based upon the difficulty

large departments are having recruiting qualified applicants. Again, based upon many contributing forces within the work force, the outlook for higher standards within the next ten years is doubtful, according to the forecast.

Trend 3. Job Satisfaction of California Police Officers. The panel felt that job satisfaction of police officers has declined in California over the last five years. The satisfaction is forecasted to improve somewhat by the turn of the century. The reasons for the decline and eventual improvement were primarily based upon the working conditions for the officers, coupled with their values and work ethics.

Trend 4. Individual Interest vs. Societal Interest. The trend shows officers developing more self-interest over the last five years and continuing to rise over the next ten years. This forecast is compatible with the lower job satisfaction, as reflected in Trend 3.

Trend 5. Public/Police Relations. Primarily because of "Community Oriented Policing," this trend was forecasted by the panel to improve slightly over the next ten years. A slight decline was reflected over the last five years. The videotaped brutality incident involving LAPD that occurred on March 3, 1991, significantly injured relationships between police and their many respective communities.

EVENT EVALUATION

A list of 16 candidate events was reviewed by each member of the evaluation panel. The group was asked to add any additional

events they felt relevant to the issues. Five events were ultimately identified as being the most critical to the issue. The five events were then analyzed further by the forecasting panel using an Event Evaluation Form (Table 3). The Interval Probability of the events was first rated, and then the Cumulative Probability of the events was computed in Columns 2 and 3. The impact of the specific issue area, as well as the impact on law enforcement in general, was rated by the forecast panel on a basis of 0 to 10. The results of the event evaluations are graphically represented in Appendix D.

Event Evaluation Table	Probability 1	Probability 2	Probability 3	Impact on the Issue Area if the Event Occurred	
EVENT STATEMENT	First Year Exceeds Zero	By 1995 (0-100)	By 2000 (0-100)	Positive (0-10)	Negative (0-10)
E1 Mandatory Ethics Training for Police Officers	1992	95	100	10	0
E2 Integrity Tests Instituted Statewide	1993	75	70	6	5
E3 Office of Special Prosecutor Established	1994	70	80	5	2
E4 New Law Enacted Requiring Calif. P.O. to be Licensed	1996	50	75	6	2
E5 Decriminalization of Marijuana and Cocaine	1998	0	2	3	8

Table 3

Event 1. Mandatory Ethics Training for Police Officers. The group felt certain this event would occur in a relatively short period of time. The program would be based upon POST standards and requirements. The impact was considered only positive by the

panel.

Event 2. Integrity Tests Instituted Statewide. The group forecasted that most large police departments in California will begin integrity tests within five years. Although some already have such tests, they are not conducted at random. The panel felt such "sting" operations will become common in California law enforcement over the next decade. Much of the positive impact is offset by the negative, in terms of low morale, loss of mutual trust, and further separation of management and the rank-and-file.

Event 3. Office of Special Prosecutor Established. The group, again, felt there was a strong possibility this event would occur in the next five years, but would include prosecution of all public officials for corruption where personal gain was the motive. The panel forecasted an 80 percent chance of occurrence by the year 2000.

Event 4. New Law Enacted Requiring California Peace Officers to be Licensed. Although the group felt this was an excellent idea, the probability of occurrence was not as great in the next few years as the first three events. Nevertheless, it was felt the event would have a 75 percent chance of occurring by the year 2000. Overall, the group felt the negative impact would be small if this event occurred.

Event 5. Decriminalization of Marijuana and Cocaine. This event, by far, has the least probability of occurring, according to the panel, but could have significant negative affects on the issue and law enforcement if it occurs.

CROSS-IMPACT ANALYSIS

Further forecasting took place in the form of cross-impact analysis. Briefly, this process involved the same panel who evaluated the levels of the trends and probability of events. They provided assessments of how the five selected events would positively or negatively influence trends and the probability of other events occurring by the year 2000. Individual values in Table 4 represent median group scores. The comparisons also show how the level of each trend could be altered by the occurrence of specific events.

CROSS-IMPACT EVALUATION

Suppose this event occurred.

	How would the probability of the events below be affected?						How would the level of these trends be affected?				
	E1	E2	E3	E4	E5		T1	T2	T3	T4	T5
E1		-10	0	5	0		25	5	10	20	30
E2	20		30	15	0		20	15	10	5	5
E3	25	30		20	0		5	5	0	0	5
E4	25	10	10		0		5	10	15	20	10
E5	5	50	0	5			-10	-15	-35	15	-5

Table 4

EVENTS

E1 Mandatory Ethics Training for Police Officers
E2 Integrity Tests Instituted Statewide
E3 Office of Special Prosecutor Established
E4 New Law Enacted Requiring California Peace Officers to be Licensed
E5 Decriminalization of Marijuana and Cocaine

TRENDS

T1 Quality of Supervision
T2 Law Enforcement Hiring Standards
T3 Job Satisfaction of California Police Officers
T4 Individual Interest vs. Societal Interest
T5 Public/Police Relations

The following is a brief description of the results of the cross-impact evaluation:

Events 2, 4, and 5 are forecasted as actors due to their high number of impacts (eight) on the Cross-Impact Table. Actor events are those that generate the greatest amount of change in other events and trends. Events 1, 2, and 4 are considered to be reactors due to the number of events which impact them (four). The most significant impacts involved the interaction of the events. In essence, the matrix data reflects a relationship (active/reactive) between most events and trends.

Event 1 will be used as an example of how event occurrences interact within the matrix. If ethics training was mandatory for all California police officers, it would:

- decrease the probability of statewide integrity tests by 10 percent.
- increase the probability of a law being passed requiring California law enforcement officers to be licensed by 5 percent.
- increase the probability of enhancing the quality of supervision by 25 percent.
- increase the probability of raising law enforcement hiring standards by 5 percent.
- increase the probability of raising the job satisfaction of California law enforcement officers by 10 percent.
- increase the probability of elevating societal needs over the personal needs of law enforcement officers in California by 20 percent.
- increase the probability of enhancing public/police relations by 30 percent.

Trend 1 will be used as an example of how trends are impacted by events. The quality of supervision would:

- increase by 25 percent as a result of mandatory ethics training for police officers in California.
- increase by 20 percent as a result of statewide integrity tests in California.
- increase by 5 percent as a result of an Office of Special Prosecutor being established.
- increase by 5 percent as a result of mandatory licensing for all California police officers.
- decrease by 10 percent as a result of decriminalizing cocaine and marijuana.

FUTURE SCENARIOS

From the information and data gathered from the preceding methodologies, three future scenarios have been developed for this study. The scenarios are written from the perspective of a police chief, a police lieutenant, and a police officer, back from the year 2000.

The purpose of the scenario is to focus on the information that has been developed from the futures study so far and project it to the year 2000. The perspective of a given scenario is determined by the assumptions made about the future.

The three scenarios that are presented include two from the Normative Mode and one from the Hypothetical Mode. The first normative scenario (desired and attainable) is that in which a future may be achieved if policies are developed and guidelines established that ensure the preferred future actually occurs.

The second normative scenario (feared but possible) is that in which a future may be realized if trends and events are not addressed in a proactive manner, including shaping the future

through policies and procedures.

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

SCENARIO #1 - CALIFORNIA LAW ENFORCEMENT RATED BEST IN THE NATION

As Chief Dillon sipped his morning cup of coffee from his office chair, he smiled as he read the newspaper. Several articles appeared regarding his police department. All of the stories were positive and non-controversial. The media coverage for his department has been excellent over the last year. Quite a feat for a department who just ten years ago was rocked by several corruption scandals and numerous citizen complaints.

A lot has happened since then, the chief reflected. Ten years ago, in 1990, he was captain in charge of the internal affairs unit. He realized then the need for change within the department. Poor supervision, low hiring standards, and changing societal values had all taken its toll on the department. The discipline process was inconsistent, and there were no "safety valves" in place to audit the officers. Other mid-size and large departments throughout California were in similar straits. Convincing the chief of the need for change was not difficult. For the most part, the press had already done that.

First to be implemented in 1991 were "integrity tests" for officers suspected of misconduct. These "tests" eventually became

routine and accepted. By 1995, automated "early warning systems" were in place within most departments. These systems alert department managers when officers, by their conduct, fit certain criteria. POST made ethics training mandatory for all police agencies in California in 1993. This was the start of an organized effort statewide to combat the developing corruption and decaying values of police officers. Why, Chief Dillon thought, did this take so long to come about?

In 1995, after several notable incidents of police corruption, the state established an Office of Special Prosecutor to deal with corruption cases involving public officials. The cases prosecuted received wide publicity and serve as a deterrent to others. Over the last year, only two police officers in the state have been prosecuted. Not bad, the chief thought, especially given the trend ten years ago.

The biggest event occurred in 1998, when the state began requiring all peace officers in California to be licensed, with a review every five years. Even though many opposed this law, it has done much to professionalize law enforcement in the eyes of the public. Cases of misconduct have dropped dramatically in California in the last year. Salaries have been raised to recruit only the best candidates. Even morale has gone up as a result of the new policies and practices. Law enforcement in California has never enjoyed such popularity by the press and the public.

Chief Dillon is drawn back to the moment as he hears a knock on the door. His secretary enters and leaves the morning mail. As

he thumbs through it, he counts eleven letters of appreciation, two more than yesterday. Again, there are no negative comments in the stack. Things have changed. The chief is happy with his contributions to the department and law enforcement.

SCENARIO #2 - PETTY POLICE CORRUPTION SPREADS THROUGHOUT CALIFORNIA

As Officer Dave Rollins entered his patrol car with his young partner, Jim Davis, his thoughts took him back to 1971, when he was a rookie. Although 30 years had passed since then, it felt like yesterday to him. A lot had happened over the years to now cause him concern for Jim's career. Jim had been out of the academy for less than a year, yet he seemed more interested in finding the best "deals" on merchandise than he did in arresting crooks. Jim had also become a lot more violent than necessary when making arrests. Dave remembers having to pull Jim off a drunk who had spit on him. Jim would have really hurt him with his nightstick if he had not intervened. Once, at a liquor store burglary scene, Dave saw Jim pick up several candy bars and put them in his coat pocket. When Dave asked him about his "sweet tooth," Jim laughed and said he could soon open his own store if "business" continued to be as good. Dave could only wonder how many other thefts he had committed with the three other partners he has had over his short career.

Dave wondered why he was surprised about Jim's conduct. It was only a reflection of the entire department. That's why he had left the Los Angeles area 15 years ago. He felt that a smaller

department in central California would not have the corruption problems he saw developing in Los Angeles. The Sheriff's Department drug scandal in L.A. in 1989, followed by the brutal beating of a suspect by four LAPD officers in 1991 while 15 others watched, did not surprise him. Yet his small department theory had been wrong. All the things that happened in the Los Angeles area were now routine in his department. Los Angeles tried in 1991 to establish several anti-corruption programs to stop the drugs, graft, and violence that was becoming obvious in their ranks. Most of the programs were derailed by the unions after the extremely violent crime waves in 1995 and 1996. The remaining programs died a slow death after the Supreme Court struck down mandatory drug testing for officers in 1998. A lot of departments, Dave knew, had been naive about corruption and did nothing to stop its infiltration.

Dave knew, as everyone else did, that the California justice system was a joke. It had gone from bad to worse over the last ten years. Along with it went law enforcement. The majority of officers felt their efforts were useless. Hiring standards had been lowered consistently over the last ten years, partly because of the shortage of recruits. Given the continuing population explosion in California, the demand for qualified police personnel has never been higher.

Yes, it was no wonder that police officers had little enthusiasm for their jobs. Even the supervisors and management seemed to be just "marking time" until something better came along

or they retired. Dave felt sorry that he had not done more over his career to control the corruption problem that now faced California law enforcement, but, given the peer pressure and the code of silence, it was all he could do to stay honest himself. Oh well, he was retiring in another year and moving to the country in northern Nevada. He couldn't wait.

As the patrol car left the parking lot, Jim brought him back from the past, "... Let's go for our complimentary steak dinner at the Ranch House. Then I need to see Bill at the tow yard. He owes me $200 for last week's road service referrals." Dave could only wonder where it would all end.

SCENARIO #3 - HARD WORK AHEAD FOR POLICE MANAGERS

As Lieutenant Davidson looked out over the crowd of officers assembled for the swing-shift briefing, he wondered what the night would hold for them. Some of the officers, he knew, were better prepared to handle the stress and temptations of police work than others. His 20 years of police work in Los Angeles County had taught him that--if nothing else.

It wasn't easy being a cop in Southern California, especially in the year 2001. The diverse population of 1990s had swelled beyond belief. Some communities had a better rapport with their department than others, but all had problems from time to time.

Although Lieutenant Davidson knew that some of his officers were unfit to serve the public, they were insulated by a civil service system and a strong union. Over the last five years, as a

lieutenant, he had conducted many internal investigations. Without conclusive evidence (as was the case in most investigations), he could not impact those he suspected of corruption, excessive force, and other misconduct. Davidson realized that California law enforcement had not become a 1970's New York Police Department clone, as some had suggested, but corruption and organized misconduct was still prevalent in some agencies.

POST, over the last ten years, had continued to be proactive in law enforcement training. Yet, it had done little, politically or otherwise, to impact the work ethic of police officers. Many departments, such as Lieutenant Davidson's, had developed their own programs, along with other strategies, to influence officer behavior. The programs in his department have been successful to a degree, but not what he had hoped for. He wasn't naive enough to believe his department could be free of errant employees, but he did feel there was more left to do.

It was obvious to Lieutenant Davidson that his officers were a direct reflection of society as a whole--some good, some bad. It was his job to manage his resources the best he could and take action when necessary. Conditions would never be perfect, he knew, and hard work was ahead if progress was going to continue.

SECTION III: STRATEGIC MANAGEMENT PLAN

SITUATION

Several trends and events were discussed that would likely impact corruption in California law enforcement over the next decade. This section will detail a strategic plan for creating the desired future as described in the normative (desired and obtainable) scenario.

Although this research explores issues with a statewide problem, it would be difficult to continue this course without the use of a model agency for examination. The Los Angeles County Sheriff's Department (LASD) has been selected as an organizational model for the development of the strategic management plan.

The LASD, with almost 8,000 sworn officers and 4,000 civilians, is organized in the typical hierarchial pyramid with the top executive being the Sheriff--who is elected every four years by county residents. The department is divided into eight major divisions, including custody and court services responsibilities.

The selection of sergeants has been severely impacted by a court challenge that has continued for several years. Over 450 sergeants have been promoted from the list as the case drags on. Ordinarily, the list is certified for two years and approximately 150 are promoted. It is the perception of some that the quality of supervision will suffer from the extended promotions from the current list. At the present time the case is still deadlocked. Morale has suffered significantly because no new exam has been given in almost five years.

Although organized corruption within the department has not surfaced until the narcotics scandal in 1990, other incidents and trends have indicated a need for additional ethics training and policy changes. The department has continued to analyze its anti-corruption posture and disciplinary process over the last year.

ENVIRONMENTAL CONDITIONS

The environment in which the proposed change is made will provide an opportunity or create a threat for the various department members. Before making changes, managers and executives must identify strengths and weaknesses of the organization within which the change is taking place. This assessment will assist proper strategy formulation. Determining the department's weaknesses, opportunities, threats, and strengths is an integral part of the planning process. The Situation Analysis is the technique by which this determination is made.

SITUATION ANALYSIS

The analysis was conducted with a representative group of five deputy sheriffs from the LASD (Appendix E). Their assignments and work experience varied, as did their rank and extent of formal education. They were asked to conduct an analysis of the agencies' environment relevant to corruption, and the potential for corruption among the personnel within the department. Strengths and weaknesses are internal parts that represent resources or limitations for the organization in achieving its issue-specific objectives. This information was collected using a Capability Analysis Chart (Appendix F). A review of the strengths and

weaknesses of the Los Angeles County Sheriff's Department follows:

STRENGTHS

Training - The department has an excellent training facility and staff and is training-oriented at all rank levels.

Image - Overall, the panel felt the department has an excellent image in the community, based upon recent executive discussions, community feedback, and the strong posture of contract services within the department.

Community Support - A very strong base of support exists in the communities primarily because of efforts by the department. A new program called "Service Oriented Policing" has received wide support.

Management Skills - Managers and executives of the department were considered highly trained and committed to their profession in the opinion of the panel members.

Growth Potential - Excellent opportunities for growth exist in the department in the areas of contract services and custody. This is due to the population growth, especially in the north county area.

WEAKNESSES

Staffing - The department was rated weak in this area because of its vacancy factor and overtime expenditures.

Money - The county budget crises has limited and curtailed new facilities and programs.

Facilities - Many department buildings are old and in need of refurbishing. Money has been a limiting factor.

Morale - The panel felt the morale of the department was weak, primarily due to the ongoing problems with the promotional system.

Turnover of Personnel - This has exacerbated the vacancy factor and drained resources, the panel felt.

OPPORTUNITIES

POST Training Management - a valuable resource to assist in new training programs, as well as further examination of officer certification.

Political Support - The department enjoys a wide base of political support because of its size and the sheriff's involvement and leadership in state law enforcement affairs.

Media Relations - The media is an excellent tool for assisting in policy implementation when used appropriately. The department has a professional and friendly relationship with the media with few exceptions.

Community Expectations - Recent incidents involving police corruption and abuse have shown the public is not apathetic toward better police practices. Major changes and reorganization should be explained and the public's support capitalized on.

Police Technology - An innovative, developing field that should be employed to seek out methods for better control of police corruption activities.

THREATS

Economic Conditions - Poor economic conditions, coupled with the high cost of living in Los Angeles County, can be a threat to an officer's integrity.

Drug Decriminalization - Could increase conflict between the anti-drug values of police organizations and the drug tolerance values of police officers and applicants.

Traditional Nuclear Family - The decline of this structure may result in the development of potentially conflicting values that could be detrimental to police organizations.

Declining Educational Achievement - Diminishes number of candidates available for recruitment, especially minority applicants.

MISSION STATEMENT

Having assessed the internal and external environment relative to the model agency, it is now important to develop a mission statement.* The mission statement is valuable to an organization because it provides both direction and purpose. A model statement, drafted by the author, appears below.

> The mission of California law enforcement is to enforce the laws of the State of California and protect the lives and property of the public in a manner that will improve the quality of life in our communities and enhance mutual trust and respect between our organizations and the public. As law enforcement members, we recognize that we are responsible for accomplishing the mission and that our actions reflect our values and commitment to our duties. We shall always conduct ourselves in a lawful manner and never neglect our duties for personal gain or favors.

(*Author's Note: The LASD has a comprehensive mission statement, although it was not used for this model.)

This mission statement provides a broad framework for the provision of basic police services, yet addresses the ethical concerns that are important to this study. Once a mission

statement is developed, it should not be a secret to the members of the organization or the public.

SHAPING THE PLAN

Based upon the completed situational analysis, it is now time to begin formulating a plan, beginning with the identification of policy alternatives. The Modified Policy Delphi technique was used to shape these alternatives. The same individuals used for the situational analysis were used again here. They were each given the issue, as well as Scenario #1--the desired state. The panel members were asked to develop policy alternatives relevant to this information and the structure of LASD. The following are the original alternatives identified:

POLICY ALTERNATIVES

1. Assume a leadership role in anti-corruption training and techniques.

2. Selection of qualified applicants who possess high ethical and moral standards should be maintained as a top priority of the recruiting program.

3. Begin testing commercial instruments that evaluate candidates' honesty and integrity standards.

4. Encourage the formulation of a state panel consisting of criminal justice officials, community members, and other concerned individuals to explore the feasibility of licensing law enforcement officers in California. Statewide licensing would create a regular review process for officer conduct.

5. Draft and support legislation that would increase penalties for public corruption.

6. Develop specific policy relevant to ethical and integrity standards. Violations of these standards should be considered a serious breech of trust. Discipline should be consistent and timely.

7. Develop Public Service Announcements relevant to the department image which highlight service, commitment of personnel, high standards, etc.

8. POST should be encouraged to mandate ethics and value training at all levels.

The policy planning group was asked to evaluate the listed alternatives in a modified policy delphi. Through successive rounds of voting, they scored each policy for both its feasibility and desirability. Specific results are illustrated in Appendix G. The final selection of alternatives appear below. Some of the selected alternatives are a composite of the ones proposed.

1. In conjunction with POST, LASD should assume a leadership role in anti-corruption training and techniques. This training should include ethical issues as well as techniques for controlling corruption activities. Efforts should be pursued to have ethics training mandated for all peace officers in California on a reoccurring basis. It is recommended that chiefs of police and executives take a specifically developed course that discusses implementation and management of anti-corruption programs, as well as conflicts of interest that may be present within their departments. Performance audits and internal audits should be an integral part of this training and resulting policy. This alternative will serve as an anti-corruption plan for police agencies once organized and compiled. POST would be the lead agency for modeling this policy change.

2. Review and publish department priorities in the selection process. Integrity and competence should be the two principle objectives in selecting personnel. Examine and test commercial instruments that evaluate a candidate's honesty and integrity. This will be an ongoing process. Maintain data on those officers violating these principles, as a form of comparison, and audit on the selection process.

3. Reinforce values internally and through community support. Begin at the top within the department. Practices that give even the slightest suggestion of impropriety should be curtailed or completely explained and justified. Develop Public Service Announcements relevant to department image, service commitment, and high standards. These announcements will set a standard of conduct that will serve as a goal for some officers and reinforcement for others. In addition, a value reinforcement program should be initiated and maintained

at all levels within the department. Department personnel should regularly discuss and analyze the rationale for standards of conduct in order to strengthen understanding and a commitment to adherence.[15] This type of ongoing dialogue will assist in reducing conflict between organizational and individual values.

ALTERNATIVE ANALYSIS

After selecting the alternatives, it is now necessary to analyze them relevant to their "pros" and "cons." The abbreviated alternatives, along with their pros and cons, are listed below:

1. Assume leadership role in anti-corruption training and techniques in conjunction with POST:

   Pros:

   - Will ultimately reduce corruption within department and other state police agencies
   - Will reflect department's determination to thwart and eliminate corruption activities
   - Will reinforce organizational values.

   Cons:

   - Department members may be skeptical and attempt to undermine efforts
   - Sworn associations may attempt to stall programs as part of negotiation process
   - Negative publicity may result as corruption activities are uncovered.

2. Review and publish department hiring priorities:

   Pros:

   - Will ultimately reduce incidents of corruption and enhance integrity
   - Will strengthen applicant process
   - Will enhance department morale
   - Will strengthen community support.

   Cons:

   - May cause department to fall short of recruiting goals
   - Overall mission of department could be impacted if too great a shortfall of personnel occurs
   - Retraining and familiarization with new technology relevant to background investigations may be necessary.

3. Reinforce values internally and through community support:

Pros:

- Will ultimately reduce incidents of corruption and enhance integrity
- Will enhance department image
- Will assist in recruiting compatible candidates
- Is consistent with community orienting policing concept.

Cons:

- Backlash from media and community when negative incidents occur
- Some resistance from personnel may occur at various levels of department
- Consistency of program could be difficult to maintain without adequate resources and commitment.

STAKEHOLDERS AND ASSUMPTIONS

A situation audit needs to be conducted that will identify those persons, groups, and organizations (stakeholders) who may have a stake in new policy. It should also generate potential assumptions upon which policy or strategy might be based. Using the Strategic Assumption Surfacing Technique (SAST), a list of stakeholders were identified who would most likely influence the issue or be influenced by it. A SAST "map" appears in Appendix H that plots the assumptions of the stakeholders. The most significant stakeholders are identified below:

Los Angeles County Board of Supervisors
Los Angeles County Chief Administrative Officer
Departmental Executives
Middle Management
First-line Supervisors
Training Officers
Deputy Sheriff's Assoc./ Members
Media
Peace Officer Standards and Training (POST)

Assumptions were made about each of these stakeholder's feelings concerning their involvement and the impact that new

direction or policy would have on them, their group, or organization. Those assumptions follow:

Board of Supervisors:

- Are concerned about recent negative press about LAPD/LASD corruption problems.
- Will support anti-corruption programs, even at additional cost.
- Board members are politically motivated.
- Recent change in board make-up from conservative majority to liberal may impact strategy.
- Board members' support is important for ensuring policy implementation.

Chief Administrative Officer (CAO):

- CAO is financially important to any policy changes.
- CAO has excellent rapport with the sheriff and department executives.
- Internal or external opposition to policy changes will not influence CAO.

Department Executives:

- Their support is crucial to the development and implementation of the strategic plan.
- Not all share the same feelings toward the importance of the issue.
- Training and recruitment will be acknowledged as areas most impactive on the issue.
- Most are receptive to change.
- Some are parochial to their areas of interest, which could result in delays and concessions.
- They are sincerely interested in what is best for the department and law enforcement.

Middle Management:

- The majority see need for change in policy, relevant to disciplinary process.
- Managers must be empowered to implement and sustain program.
- They are the critical link in "selling" the program to contract city officials.
- They must take active role in training and orienting supervisors with new policies.

First-line Supervisors:

- They are a critical link in any policy implementation, as their support, or lack of support, will directly influence

subordinates' behavior.
- Supervisors are the first line of defense against corruption.
- They will require additional training in anti-corruption activities.
- Supervisors should be involved in the policy-making process.
- Most will support new programs/policies with proper implementation.

Training Officers:

- Training personnel should be role models.
- They may resist change if the reasons are not thoroughly explained and the benefits delineated.
- Any new programs should be made part of training officers curriculum for trainees.

Deputy Sheriff Association/Members:

- Association/Members are wary of management's reasons for changing system.
- They would like to be involved in planning and implementation.
- Their support is important for long-term success of program.
- Benefits should be clearly stated and not related to discipline.

Media:

- They will continue to observe department very closely relevant to disciplinary matters.
- Several media organizations have own agenda in terms of shaping future of department.
- They will most likely support pro-active anti-corruption programs.

Peace Officer Standards and Training (POST):

- POST would generally be receptive to new programs.
- They would be excellent ally for legislation proposals.
- POST is an excellent resource for gathering statewide police support on issues.
- POST will want control over certain statewide programs.

RECOMMENDED STRATEGY

The Los Angeles County Sheriff's Department should adopt a broad, comprehensive approach to corruption issues. The strategy should address anti-corruption training, hiring standards, and value reinforcement through internal sources, as well as community

support. Program development should involve all levels of the department to ensure a cross-fertilization of ideas. This wide participation will also facilitate a more accurate statement of shared concerns and values. In essence, it is necessary to challenge and reshape the very culture of the department. Actual program development can be accomplished in about two years. Changing the culture of the organization will be more difficult and time consuming.

COURSE OF ACTION

With a clearer understanding of the stakeholders and their positions relevant to the issues and alternatives, it is now possible to look at the specifics of a strategic plan. It is important to view this strategic plan as a multi-year process, starting on a limited basis and gradually expanding as the department gains experience and expands its base knowledge and techniques. Secondly, it is important that this strategic plan be incorporated into the department's master plan to ensure linkage and continuity of the organization's planning process.

The implementation of the three strategies selected should not be as a result of three separate plans, but rather one coordinated plan that combines the three. For the sake of ease in presentation, the three will be addressed separately.

The strategy with the longest implementation period and the one that poses the most threats is the anti-corruption training program. This plan should be broken down into the following component parts:

- LASD/POST mandatory ethics program development (prevention).
- Anti-corruption training/techniques for selected personnel (enforcement).

It is important that LASD think globally rather than simply within its own boundaries. LASD should work closely with POST to influence those positive changes that will aid California law enforcement. Ethics training on a reoccurring basis should be required of all police officers. LASD should take the necessary action to facilitate this training. The Los Angeles County Sheriff's Department currently has an informal ethics training program that consists of an eight-hour workshop. This type of training should be mandatory for all and expanded to a minimum of eight hours of instruction every two years. (Although this number of hours may seem small in comparison to other programs, it is realistic given POST and other training requirements.) This would be an excellent value reinforcement tool in conjunction with other programs. Without LASD's demonstrated commitment to the ethics training program, it is doubtful they can "sell" the package to POST. Regardless of the additional cost funding, the direction and necessity is clear. Implementation of the expanded program should take about one year. The department's training bureau should have responsibility for program design and implementation. Various political and social intervention, coupled with POST's cooperation, should be all that is required for statewide implementation. The cost for this program would be partially funded through POST, with the remainder paid by the individual agencies. At a minimum, this training should be given every 24 months in eight-hour blocks of

instruction. Instructors should be highly motivated and from all ranks within the agencies. Because this event will impact all law enforcement agencies in California, two years should be allowed for implementation.

Specialized anti-corruption training will primarily involve supervisors and managers from the department. The priorities will consist of the following:

- Developing internal control audits within an automated framework.
- Training line supervisors and managers to recognize signs of corruption and what action to take.
- Train supervisors charged with investigating corruption activities, especially in new technology and surveillance techniques.
- Purchase appropriate equipment.

This portion of the plan will be the most sensitive and time consuming. Total implementation should take one to two years, depending on funding, personnel, and training development. Periodic scheduled reviews should occur at the executive level to ensure proper direction and control. A steering committee comprised of supervisors, managers, and executive representatives should have responsibility for formulating the operational plan. Collective knowledge from other police agencies will be a valuable resource. Negotiations with the sworn officers' association should be scheduled after the plan is drafted. The costs for this program will require budget allocation and could be significant, depending on the number of personnel trained and the cost of the equipment.

The department's hiring standards for deputy sheriffs should be reviewed and updated. Special emphasis should be given to background investigations and any other area that focuses on the

candidates' honesty and competence. The strategy for redefining the selection process objectives should include:

- Developing a clear and specific statement of policy which defines the exact level of priority given to department integrity. This policy should be widely disseminated and reviewed whenever practical. Those who play a role in developing and/or applying hiring standards must subscribe to this policy.

- Conducting a thorough review of the selection process. This review should include a job task analysis to determine what qualifications and personal attributes the department is seeking in potential officers (although this may seem basic, it is important to note the changing work force of the '90s will be older, more female, more ethnic, and more educated than ever before). The analysis should take into account the demographic, social, attitudinal, and lifestyle changes that define our time. A comparative study should also be conducted with other agencies that are considered to have model selection processes. Test and implement these procedures wherever feasible.

- Make necessary changes. The objective of reviewing the existing hiring standards is to identify those specific areas that need adjustment in order to meet the current goals and objectives. Again, the two principal objectives in the selection process should be to hire individuals who will maintain department integrity standards and who will be competent officers.

Reinforcement of values within a police department is a continuous process that requires commitment and involvement by department personnel, as well as the community members they serve. Program implementation should include the following:

- Identify and publish organization values (may be in conjunction with integrity statement).

- Design training (for trainers) so values are integrated into all department training programs.

- Develop and air Public Service Announcements (PSAs) relevant to department values and commitment.

- Validate the organization's values through various community group meetings and events.

Value identification should be accomplished through a task force effort consisting of a "diagonal slice" of the department. This approach will promote diversity while identifying differences and potential conflict. Once completed, the value statement should be integrated into all department business and training. All trainers should be trained in this process. The cost for this program is minimal and relatively easy to implement. Six to eight months should be sufficient to accomplish these tasks.

PSAs are a valuable tool to law enforcement agencies, but should be used wisely. Enhancing the department's image while reinforcing values is one way to maximize this resource. Professional assistance to ensure a high quality production is necessary. Television is the ideal medium, but radio and newspapers will also suffice. The messages should be conveyed so as to build commitment (both internal and external) to the department values. The image of the department will naturally be elevated when the PSAs are properly executed. This should be an ongoing, innovative program that continues to build on previous successes. Some costs could be incurred, although many media organizations are willing to freely assist.

Community meetings should also be used as a forum to validate, share, and reinforce values. Agenda items should frequently include this and related topics. These meetings are especially helpful for the beat officer who has regular contact with the community members. The cost for this program is insignificant when the program is integrated into regularly scheduled police/community meetings. The process should be continuous, yet innovative.

SECTION IV: TRANSITION MANAGEMENT

SITUATION

In Section III, an anti-corruption strategic plan was developed based upon the department's stated mission, various internal and external forces, and stakeholder assumptions. The desired future scenario served as a "road map," although new "roads" were designed during the drafting of the plan. Section IV will develop the transition process for implementing the plan. The methods that will be used to achieve this transition are listed below with a brief description.

TRANSITION METHODS

- Management Structures and Control Systems - techniques applied during the development of the plan to maintain direction and balance while minimizing uncertainty.
- Responsibility Charting - a method of assigning responsibility within the management structure for planned activities.
- Commitment Planning - charting by individual's current required commitment to the proposed change.
- Readiness Analysis - charting the readiness and capability of key individuals for required change.

MANAGEMENT STRUCTURE

The transition from the present to the planned future will require the establishment of a management structure. The duties will be temporarily and specifically focused on the change process. The transition for this strategy calls for a project manager who will be appointed by the chief executive. He will be supported by a task force of organization members. The project manager should have delegated authority and resources independent of his routine functions. The task force will be comprised of department members

from various levels and responsibilities. They will make recommendations, provide needed data, and give feedback to the project manager. In the case of the LASD, it is recommended that a department executive at the rank of commander serve as the project manager.

CRITICAL MASS

When an organization faces any major change, there exists a minimum number of persons or groups (stakeholders) whose active support will be critical to ensure that changes occur. These minimum number of actors are known as the critical mass. Transition managers must recognize and focus on the critical mass when developing plans.

The critical mass identified from this study are as follows:

- Sheriff
- Department Executives
- Department Managers/Supervisors
- Department Trainers
- Deputies
- Deputy Sheriff Association
- Media
- POST

COMMITMENT CHARTING

Chart 3 is a chart which depicts the actors in the critical mass, an assessment of each actor's current level of commitment toward the recommended strategy, and a projection of the actual minimum level of commitment needed from each actor to make the change successful. Chart 3 is followed by possible intervention strategies which can be used to gain the required commitment for success of the transition plan.

COMMITMENT CHART

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. Sheriff				XO
2. Department Executives			X——→	O
3. Department Managers/ Supervisors			X——→	O
4. Department Trainers		X——→	O	
5. Deputies		X——→	O	
6. Deputy Sheriff Association		XO		
7. Media		X——→	O	
8. POST		X——→		O

O - What do you need from the critical mass?
X - Where does critical mass (individually) stand now regarding the change?

Chart 3

Based upon the results of the commitment charting, several actors need to adjust their level of commitment. Department executives, managers, supervisors, and trainers will help make change happen through additional training and information on the issues. When brought into perspective, it is much easier to see the seriousness of the problem. Where possible, other agencies that have excellent anti-corruption programs should be used as a resource. The officers' commitment will grow over time if proper training and reinforcement is given. This will be an ongoing process. The media and POST should be viewed as resources to assist in the problem of police corruption. Regular meetings

should be held and a committee formed to address the issues. Solutions shuld be sought. Cooperation among the groups will be the key to building a lasting commitment. None of the actors are considered serious threats to the plan. Some individuals within certain actor groups may attempt to impede the plan and will have to be dealt with separately.

Department middle managers and supervisors are critical to the success of this plan. Their commitment can be enhanced through proper representation in the development and implementation phases of the strategic plan.

POST is considered a key actor for any plan requiring their official support or mandate. Their commitment can be strengthened through various political and administrative tactics. Initial attempts to intervene should be made by the sheriff or another top department executive. POST resource limitations, such as personnel and material, may also cause a lower than desired commitment.

The media, as a group, will be difficult to influence in the short term. Their level of commitment will be raised through long-term, positive relations. The department must display a cooperative and open attitude, even under the most trying conditions. A department spokesperson with a thorough understanding of the plan should be appointed to address the media throughout the implementation process. Press conferences should be strategically scheduled and attended by top executives. The media intervention strategy could be viewed as a tacit admission of executive concern for department corruption activities. Generally

speaking, this should not be viewed as a threat, but as an opportunity to gain community and media support.

READINESS/CAPABILITY FOR CHANGE

Just as individual actors in the critical mass will not share the same commitment for change, they will not have the same level of readiness or ability. Transition managers must understand these inhibitors in order to tailor an action plan to the actors and the strategy. Chart 4 illustrates the author's assumptions about each actor's readiness and ability relevant to the proposed strategy.

READINESS/CAPABILITY CHART

Actors in Critical Mass	Readiness			Capability		
	Hi	Med	Lo	Hi	Med	Lo
Sheriff	X			X		
Department Executives	X			X		
Department Mgrs/Supv.		X			X	
Department Trainers		X		X		
Deputies			X		X	
Deputy Sheriff Assoc.			X		X	
Media		X		X		
Post		X		X		

Chart 4

SUPPORTING TECHNOLOGY

General approaches to the broad issues of transition management have been discussed. It is now necessary to describe some of the specific methods and tools that will support the transition, while helping to manage anxiety and uncertainty.

1. Responsibility Charting: This is a technique that focuses on allocating work responsibilities during the transition phase of the strategic plan. The responsibility chart in Appendix I lists the actors, the assignments, and the expected behavior of the actors.

2. Formal Training: A structural review of appropriate literature, events, and techniques will help orient and increase the knowledge of the transition management team.

3. Department Workshops: An informal but direct approach to defining the issues and the necessity for transition. The workshops should be conducted by the peers of those in attendance. The workshops can help build approval and support for the plan.

4. Department Survey: An assessment of organizational members concerns relevant to the transition and understanding of the issues and their readiness for change. The survey can be a valuable tool for supporting the transition in some cases. Providing feedback to the participants would be appropriate.

5. Videotape Message: A philosophy statement from the top executive describing the plan, expectations, and avenues for feedback during transition.

6. Department Announcements: Formal recognition of the broad plan to address the issues. Every member should be provided an abbreviated copy of the plan.

7. Department/Public Newspapers: Provide press releases to the press outlining the program and its benefits to the community. Department newsletters should also be used as an informal message channel.

8. Updates: Provide regular feedback to department personnel as to the status and progress of the plan.

9. Hotline: Provide a hotline during duty hours for questions and concerns about the program.

SECTION V: CONCLUSIONS AND RECOMMENDATIONS

STUDY PROPOSAL AND CONSIDERATIONS

This study proposed several questions at the outset. The primary issue was, "What impact will police corruption have on California law enforcement agencies by the year 2000?" The related sub-issues identified were:

1. How will anti-corruption programs affect the personnel of these agencies?

2. To what extent will conflict with organizational value systems tend to increase?

3. How will recruitment of police officers be impacted by anti-corruption programs?

This research suggests that incidents of corruption, as defined in this study, will indeed adversely impact some police agencies in California. This is based on several factors:

- statistical data relevant to incidents of corruption
- a lack of formalized anti-corruption programs in California police agencies
- changing societal values
- poor morale among police officers
- questionable leadership and supervision in some agencies.

As presented in this paper, the author recommends that each agency establish a comprehensive anti-corruption program that includes:

1. A mandated ethics training program for all officers on a continuing basis (prevention);

2. Anti-corruption techniques training for selected personnel (enforcement);

3. Integrate selection process into an anti-corruption program. Ensure that integrity and competence are primary objectives in hiring new officers.

4. Reinforce values internally and through community support.

Because of the human factor involved in the proposed changes, it may very well be necessary to focus on changing the culture of the organization over a period of time.

Some anti-corruption programs, when initiated, have caused resentment, suspicion, and a lowering of morale and performance. To a large extent, this could have been avoided through better implementation procedures. New policies and programs should be clearly stated and enforced. The primary focus of the program should be on prevention. Line personnel should be actively involved in the policy development. Making changes is a dynamic process that is influenced by the situation, the subordinate, and the leader. Organizational as well as individual considerations should be taken into account when implementing any new policy. Once implemented, strong, effective leadership will be critical to the program's success.

A corrupt individual will lack integrity and positive values. As such, his behavior will be in conflict with the organization. Given the projected increase in corruption activities over the next decade, it is reasonable to assume that overall value conflict will increase between the organization and the employee. There are many other reasons for this increased conflict, including positive ones. The real challenge will be how the organization deals with the conflict. The informal organization can help deal with the specific issue of corruption. While formal organizational initiatives are essential to controlling corruption, police administrators must consider the informal organization as the

dominant force for resolving value conflicts and resisting peer group pressure. A comprehensive (prevention/enforcement) anti-corruption program provides "an excuse for being honest" that may be acceptable to many of the rank and file. The ultimate goal of corruption management should be the development of an agency that regulates itself through positive peer pressure.[16] Each organization has to be cognizant of the increased value diversity in the future workplace in order to manage it and reduce conflict.

Recruiting qualified police applicants in the future will be a challenge for most organizations. The 1990s will be noted for its non-nuclear families, self-interest, leisure time, and diminished job commitment. Cultural and ethnic values will also change due to the demographics of the labor pool. The selection process must be an integral part of any anti-corruption program. All personnel involved in hiring new officers must thoroughly understand that honesty and competence are the two most important selection criteria. Recruiting programs should stress these values as non-negotiable. The fact that a department takes a proactive stance against corruption should not necessarily impact recruitment efforts. In all likelihood, those applicants eliminated for integrity and/or competency reasons would have posed a serious liability to the department if hired. Most new officers have a genuine desire and commitment to enforce the laws properly. Not all though, have the same sense of values, which are built over many years of learning.

In 1972, the U.S. Army suffered from drug abuse, racial hatred, poor morale, and an appalling breakdown in basic discipline. Even though these problems seem extreme when compared to police organizations of today, similarities can be drawn as to causes and solutions. "Over the last 20 years, largely out of view of the public, the army has undergone nothing less than a cultural revolution..."[17] Their mettle was tested and proven this year when 40 Iraqi divisions were demolished in four days during the Gulf War. The winning combination, according to army leaders, was proper planning, good communications, flexibility on the battle field, timing, and, most importantly, well-trained troops led by knowledgeable and well-trained leaders. This strategy can be adapted and successful in most organizations of today, especially police departments.

Corruption among police officers has been a problem for many years. It is unlikely it will ever be eliminated totally. It can, however, be controlled and reduced through an aggressive, balanced anti-corruption program. Implementing such a program will not be easy. It can be accomplished though, by people who care and are committed to the police profession and the public they serve.

APPENDIXES

APPENDIX A

MODIFIED CONVENTIONAL DELPHI PANEL

The Modified Conventional Delphi Panel consisted of the following individuals:

- A chief of police of a large Southern California city.
- A division chief from the Los Angeles County Sheriff's Department.
- A noted author on police corruption and ethics.
- A police psychologist from a large Southern California police department.
- An attorney for the Los Angeles County Council.
- A reporter for a medium-sized newspaper in Southern California.
- A commander from the Los Angeles County Sheriff's Department.
- Three captains from the Los Angeles County Sheriff's Department.
- A sergeant from the Los Angeles County Sheriff's Department, assigned to the Internal Affairs Bureau.

APPENDIX B

CANDIDATE TRENDS AND EVENTS

TRENDS

Number of law enforcement officers in California convicted of corruption.
Number of citizen complaints alleged against law enforcement officers in California for alleged corruption.
Amount of illegal drugs entering California.
The changing demographics in California.
Law enforcement hiring standards in California.
Number of potential police applicants available.
Judgements assessed against California law enforcement agencies for acts of their officers.
Organized crime in California.
Job satisfaction of California law enforcement officers.
Attitude of police unions.
The level of trust and respect law enforcement holds in the eye of the public.
News media coverage and influence in the reporting of corruption.
Changing age distribution of the population.
Level of cooperation and interaction between police agencies and the public they serve.
Employee rights.
The family unit within our society.
The rate of violent crime.
California law enforcement's dependence on narcotic forfeiture assets.
Quality of police applicants and supervisors due to affirmative action hiring and promotion policies.
The emphasis on individual versus societal interests.
Quality of supervision/leadership provided to line-level personnel.

EVENTS

Bill passed requiring law enforcement officers in California to be "licensed" by state board as condition of employment.
Several major California law enforcement agencies institute formalized "sting" programs.
An anti-corruption agency is established.
Office of Special (Corruption) Prosecutor is created.
Gambling is legalized in California.
Public survey in California reveals high regard and trust for police officers.
Police Chief of major California police agency convicted of corruption.
Ethics training mandated for all police officers in California.
Relaxation of immigration quotas.
Legalization of drugs currently classified as illegal.
Significant increase in unemployment and underemployment.
"Community Oriented Policing" becomes standard for all law enforcement agencies in California.

APPENDIX B (Continued)

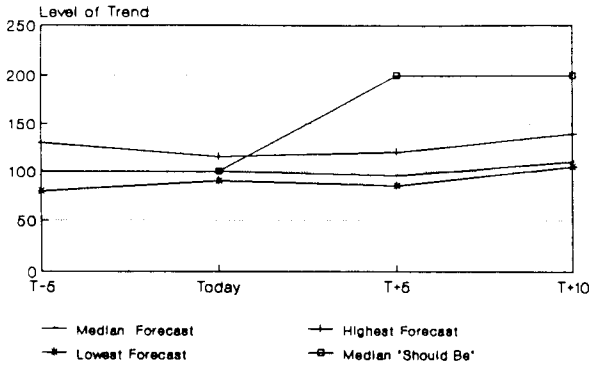
CANDIDATE TRENDS AND EVENTS

Police Officers Association of large metropolitan police agency in California engage in work action as result of corruption prevention practices on part of department.
Binding arbitration is approved for all California law enforcement agencies.
California legislature mandates stricter sentencing for public employees found guilty of corruption.
A world-wide economic depression occurs.

APPENDIX C

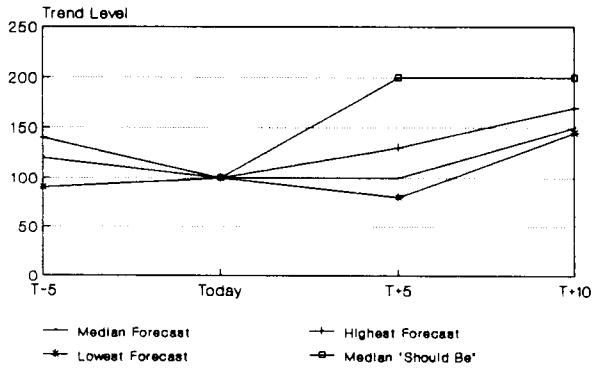
TREND FORECASTS

Level of Public/Police Relations

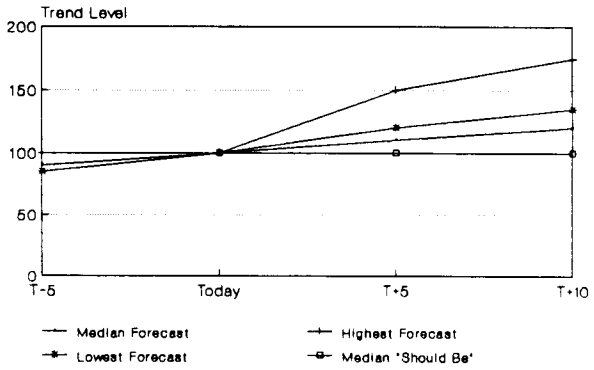


TRENDS

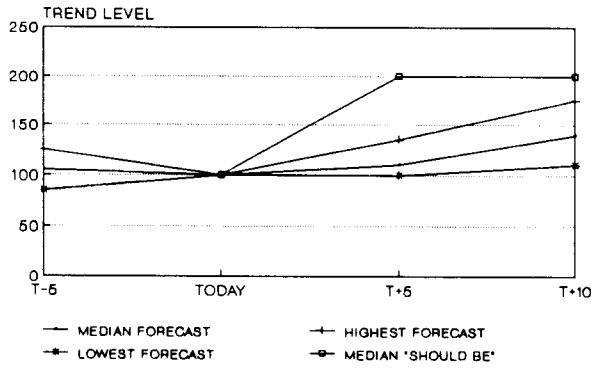
Level of Job Satisfaction



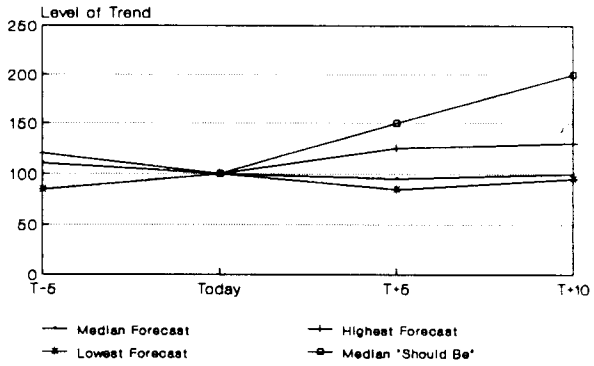
Level of Self Interest



Level of Supervision Quality



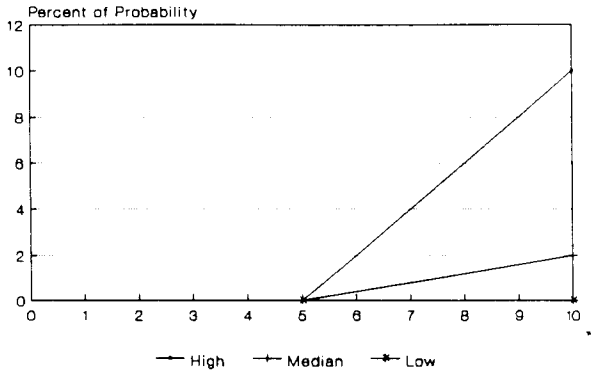
Level of Hiring Standards



APPENDIX D

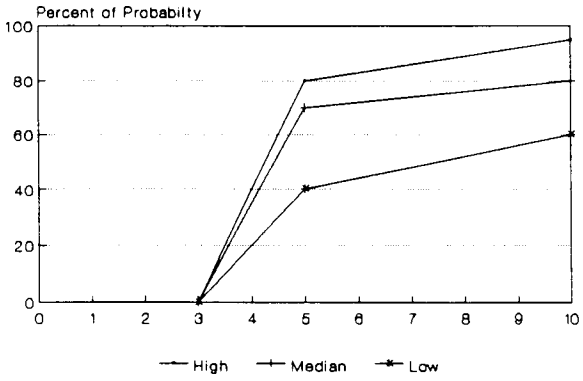
EVENT FORECASTS

Drug Decriminalization

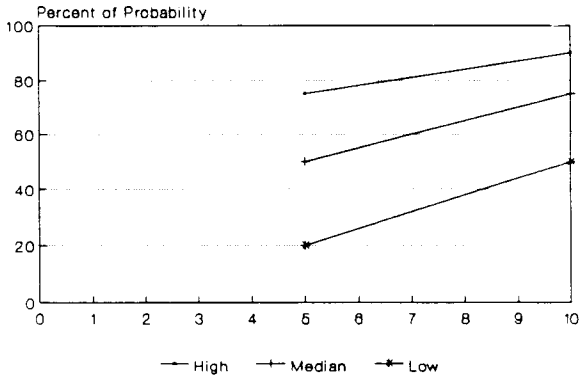


EVENTS

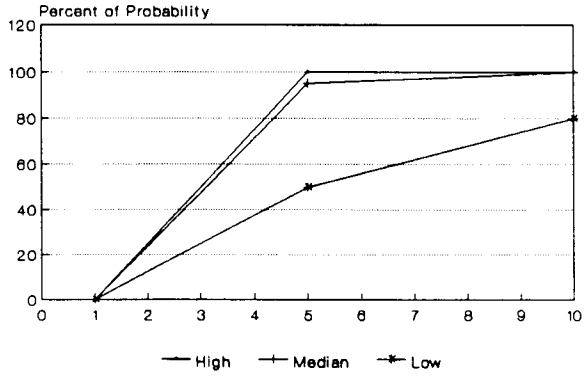
Off. of Special Prosecutor Est.



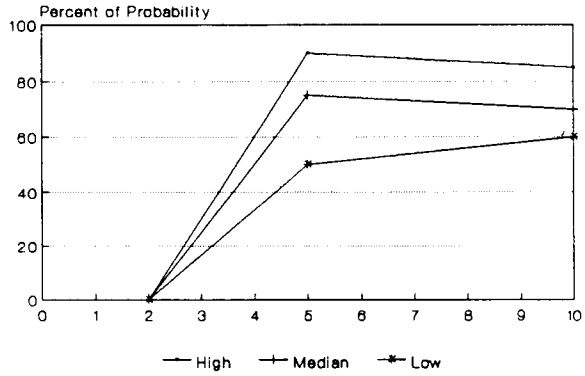
Police License Required



Mandatory Ethics Training



Integrity Tests Instituted



APPENDIX E

SITUATION ANALYSIS PANEL MEMBERS

The panel members conducting the Situation Analysis were five deputy sheriffs from the Los Angeles County Sheriff's Department. Their rank and department experience are as follows:

- Two lieutenants with both over 20 years experience.
- One sergeant with 15 years experience.
- Two deputies with both over 10 years experience.

All five department members had worked a variety of assignments, including custody, patrol, and administrative.

APPENDIX F

CAPABILITY ANALYSIS

Instructions:

Evaluate each item, as appropriate, on the basis of the following criteria:

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

(Numbers represent group median scores.)

Manpower	= 3
Technology	= 3
Equipment	= 3
Facility	= 3
Money	= 3
Mgmt. Skills	= 2
P.O. Skills	= 2
Supervision	= 3
Training	= 1
Attitudes	= 2
Image	= 2
Sick Leave Use	= 3
Morale	= 3
Board of Supervisors Support	= 2
CAO Support	= 2
Mgmt. Flexibility	= 3
Sworn/Non-Sworn Ratio	= 2
Pat Scale	= 3
Benefits	= 3
Turnover	= 3
Community Support	= 2
Complaints Received	= 3
Hiring Practices	= 3
Disciplinary Process	= 2

TOP MANAGERS

Mentality/Personality	= 2
Skills/Talent	= 1
Knowledge/Education	= 1

ORGANIZATION COMPETENCE

Structure	= 2
Resources	= 2
Middle Management	= 2

ORGANIZATION CLIMATE

Culture/Norms	= 3
Rewards/Incentives	= 4
Power Structure	= 3
Organization Loyalty	= 3

APPENDIX G

POLICY FEASIBILITY/DESIRABILITY

Policy	Rank	Feasibility	Desirability	Total
1. Mandatory Ethics Training	2	17	17	34
2. Anti-Corruption Leadership Role	1	17	18	35
3. Reprioritize Recruitment Policies	4	14	16	30
4. Honesty and Integrity Tests for Recruits	5	13	15	28
5. Panel for Licensing Police Officers	8	7	12	19
6. Anti-Corruption Legislation	7	9	13	22
Develop Integrity and Ethical Standards	6	14	13	27
8. Develop PSAs	3	16	17	33

The scale ranged from definitely infeasible (0) to definitely feasible (3), and very undesirable (0) to very desirable (3). With six members voting, the maximum score for either category was 18--combined totals for feasibility and desirability suggest the relative value of each policy for inclusion in a broad strategy.

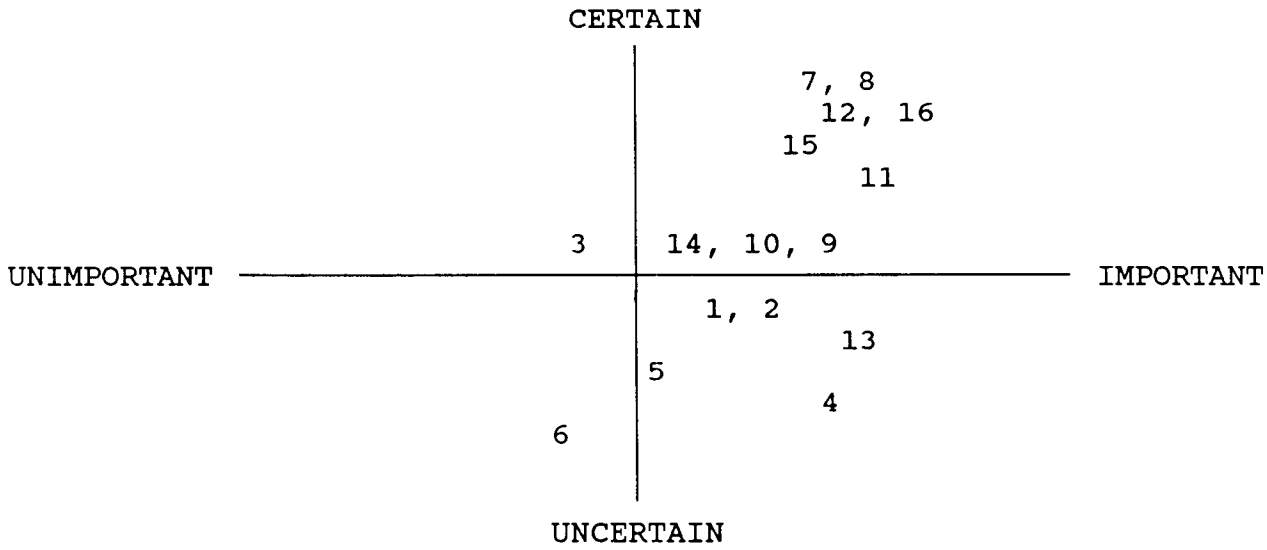
APPENDIX H

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST) MAP

Two criteria were applied to plotting stakeholders on the SAST map:

1. How important is the stakeholder to the issue and the organization?

2. What is the level of certainty that the assigned assumptions are actually correct?



1 - California State Sheriff's Association
2 - Civil Service Commission
3 - Civilian Employees
4 - Contract City Officials
5 - County Residents
6 - Criminals
7 - Department Executives
8 - First-Line Supervisors
9 - Los Angeles County Board of Supervisors
10 - Los Angeles County Chief Administrative Officer
11 - Media
12 - Middle Management
13 - Other Police Agencies
14 - POST
15 - Training Officers
16 - Deputy Sheriff Association/Members

APPENDIX I

RESPONSIBILITY CHART

Actions	Sheriff	Dept. Exec.	Mgr. & Supv.	Dep.	Dep. Assoc.	POST	Task Force	Proj. Mgr.
Goals and Objectives	A	S	S	S	I		S	R
Department Announcement	R	I	I	I	I	I	S	S
Training Program	S	A	S	I	I	S	R	R
Status Reports	I	I	I	I	I	I	S	R
Implementation Plan	A	S	S	I	I	I	S	S
Evaluation Plan	A	S	S	I	I	I	S	S
POST/LASD Negotiations	A	S	S	I	I		S	R
Inform Significant others	R	I	I	I	I	I	S	S
Develop PSAs	A	S	S	S	I		S	R
Publish New Policy	A	S	S	S	I		S	R

R = Responsibility (Not Authority)
A = Approval (Veto)
S = Support (Resources)
I = Inform

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