DEVELOPING MANAGERIAL RESOURCES IN CALIFORNIA LAW ENFORCEMENT AGENCIES BY THE YEAR 2001

by

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COMMAND COLLEGE CLASS XII

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

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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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Standards and Training

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Executive Summary

SECTION ONE -- A FUTURES STUDY

The main issue of the study is: What management development systems will be necessary within California law enforcement by the year 2001? Sub-issue questions are: (1) what kinds of training programs will be appropriate to prepare police managers for the emerging work environment; (2) what learning strategies would be desirable for developing law enforcement managers by the end of the decade and (3); what are the implications of this study for changes within the management development programs presented through POST? A survey revealed that 65% of selected size agencies (100-500 employees) have no management development program. Expert interviews provided insight into challenges facing managers in the future. Three of the more important issue-related Trends were forecast as follows: (1) The number of female and minority managers will increase significantly by 2001; (2) CEO commitment to management development will continue to increase; (3) POST commitment to leadership training will be increasingly reflected in its programs. Events with a strong probability of occurring and a substantial impact on the issue were forecast as (1) mandated cultural awareness training; (2) mandatory POST leadership training; (3) ethnic balance required in public employment. Three scenarios were developed from the forecasts. The normative scenario describes a desired and attainable situation in which management development is stressed and positive results are emphasized.

SECTION TWO -- A STRATEGIC PLAN

Using the normative scenario, a strategic plan is developed for Los Buelos, a renamed but real California city. Strengths, weaknesses, threats and opportunities are identified. Stakeholders, such as the Chief of Police, managers, supervisors, POA, other agency CEOs, the City Manager and others are evaluated. Recommended policies include: a strong policy supporting management development that includes promotional prerequisites; encouraging community input; and formation of a steering committee to implement a management development program in phases over a three-to-four year period.

SECTION THREE -- TRANSITION MANAGEMENT

The current commitment of the critical mass stakeholders compared to the desired commitment to the strategy is evaluated. Critical mass stakeholders are the Chief of Police, management personnel, supervisory personnel, the City Manager and other agency CEOs. Some negotiations with stakeholders will be necessary to overcome resistance and provide an acceptable infrastructure for the program. The management structure is a steering committee with a strong leader as chair. Implementation technologies include responsibility charting, instilling the vision and sharing of information.

SECTION FOUR -- CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

The issue and sub-issue questions are answered.

Main issue: Management development is best accomplished with a systematic, multi-layered program that begins when potential managers are identified. The program should use private industry resources, community stakeholder involvement and local government commitment. Training programs for managers must emphasize developing future leaders.

Sub-issue 1: The researcher proposes a change in training models from teaching based to learning based. The current popular model is teaching or lecture based, with little opportunity for experimentation or non-rote retention. The learning based model emphasizes knowledge gained through experience, with guidance provided by coaches or mentors. A graphic presentation of the model is included. Programs must be flexible and molded to the individual agency.

Sub-issue 2: The recommended learning strategy is experiential learning, which has shown promise as a method of developing those traits and behaviors identified in the study. Developing learning facilitators is one of the greatest challenges to be overcome by host agencies.

Sub-issue 3: POST should continue to incorporate the experiential model into existing management development programs, while adding new programs directed at leadership development in managers. The traditional management development model with technical skills as a central theme should be replaced with a new model stressing leadership development. A graphic presentation of this model is also included.

Recommended actions include: managers should press for management development programs in their agencies; networking of experiential learning program graduates; identification and development of potential managers as soon as possible; CEOs should make it clear that management development program involvement is a priority for promotion; non-sworn managers should be brought into management development programs; and passing and funding ACR 58 recommendations. POST should encourage more experiential based programs, both inside and outside the POST environment.

INTRODUCTION:

A short background on management development issues, where we are now, and a window to the future.

SECTION ONE: DEFINING THE FUTURE

What management development systems will be necessary within California law enforcement by the year 2001?

SECTION TWO: A STRATEGIC PLAN

A strategic plan for developing law enforcement managers for the new work environment and workforce of the year 2001.

SECTION THREE: TRANSITION MANAGEMENT

"Getting from here to there"; managing the transition from management development by accident to programmed management development.

SECTION FOUR: CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

The answers:

- what systems?
- what kinds of programs?
- what learning strategies?
- what about POST
- what should be done soon?
- future research?

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INTRODUCTION:

A SHORT BACKGROUND ON MANAGEMENT DEVELOPMENT ISSUES, WHERE WE ARE NOW, AND A WINDOW TO THE FUTURE.

New Culture: Management style and how it affects organizations has been a very popular topic for study during the last four decades. With the advent of the computer as a viable and accessible tool for business, industry and government, the industrial age and culture gave way to a new age and work culture. This emerging and constantly changing culture has been described as the information society[1] / age / culture, the superindustrial culture[2] and the metaindustrial culture[3]. Whatever it is called, it promises to change the way management functions for many years, possibly decades, to come.

Issue and Sub-Issues: The nature of the workforce and the community it serves will undergo significant changes during the next ten years. One needs only to look around to get a sense of the scope and complexity of these changes. (Appendix A further addresses the changes in the social and work environment that will affect the manager in the year 2001.) These transitions will involve cultural, demographic, philosophical and ethical changes that will have a marked impact on management and managers. Considering the manifest changes forthcoming, the objective of this paper is to prepare California law enforcement managers for the unique challenges presented by the altered work environment, both internal and external. This will be accomplished by answering the issue question: **What Management Development Systems Will Be Necessary Within California Law Enforcement by the Year 2001?** Three sub-issues, closely related to the issue area, were identified and refined during the research into the issue area. Discussions with experts, while involved in the research process, served to further solidify the parameters of the study. The sub-issues selected are:

- What kinds of training programs will be appropriate to prepare police managers for the emerging work environment?
- What learning strategies would be desirable for developing law enforcement managers by the end of the decade?
- What are the implications of this study for changes within the management development programs presented through POST?

POST Training: As a background for this study, management training for law enforcement was examined. California law mandates certain specific peace officer training courses through the Commission on Peace Officer Standards and Training (POST). To augment this standard training, many agencies supplement their programs with other types, or levels, of training and development. At the present time, POST has several management

development programs in place. These courses include Executive Development, Team Building Workshops, Law Enforcement Executive Seminar, New Sheriff Seminar, and others. These presentations span a broad array of goals. Some are highly technical in nature, such as the Management Course, while others are more theoretical and futures oriented, as in the Command College. Recently, POST has implemented the Supervisory Leadership Institute (SLI). Although not open to managers, the format of the SLI coincides with the methodologies the investigator's research indicates management development programs should use to prepare managers for the future.

Need for Management Development: The investigator conducted a recent survey of 106 California law enforcement agencies employing between 100 and 500 persons. The data revealed that, of 80 agencies responding, only one in four has any "formal" Management Development Program beyond the 80 hour Management Course required by POST. (See Appendix B and Section One for further information on the survey). Analysis of personnel figures in the surveyed agencies reveals that 30.2% and 32.9% of the average city police/public safety and sheriff/coroner departments, respectively, are non-sworn employees.[4] Despite this relatively high percentage, managerial development needs for non-sworn managers are generally not addressed within POST courses. All of the POST required courses are considered technical courses, and teach the "student" skills applicable to the job at hand. Technical skills are important, however, their importance decreases as the manager rises in the organization. With the notable exceptions of the Command College and the SLI, neither of which are mandatory, none of the POST managerial development courses attempt to impact the basic beliefs or attitudes of the manager as pertains to those with whom he or she interacts beyond stating what they "should be". Research has revealed that the changing environment, both internal and external, will require a change in leadership styles for many managers, and the development of leadership qualities in many others currently in, or desirous of, management positions. This paper will present a plan for accomplishing these changes and meeting those desires.

Scope of the Study: To limit the scope of this inquiry the researcher concentrated on those management and leadership development programs and learning strategies that can be effective in California law enforcement agencies with total personnel between 100 and 500. There are approximately 106 such agencies in California. Agencies of this size were chosen for several reasons. Foremost, the intent of the study is to provide a guideline for agencies wishing to inaugurate or enhance a formal management development program of the type and scope suggested in this document. This necessitates choosing an agency large

enough to have the resources for such a program. Generally speaking, agencies of 100 to 500 should have these resources. Agencies larger than 500 personnel are likely to already have such a program if they have identified a need for one. Many large agencies, such as San Diego P. D., Sacramento P. D. and Los Angeles P. D. have such programs in place. There is ample research to support the statement that managers and organizations must undergo transformation to be successful in the changing culture. It is the intent of this paper to contribute to this change and to identify how appropriate changes in managers can best be accomplished.

Study Format and Overview: This report employs a systematic approach in arriving at the answer to the issue and sub-issue questions. In defining "effective managers", all "managers" and "executives" are included in the class "managers". Further, the assumption is made that these managers want to be leaders, therefore, where "manager" is used, it implies manager/leader. They not only "do the right thing", they "do things right".[5] In Section One, Defining the Future, Trends and Events that could impact on the development of managers for the year 2001 are identified. A futures forecast is then developed, with an accompanying cross impact analysis. Using this data, three distinctly different scenarios are presented; an Exploratory or "surprise free", a Hypothetical or "worst case" and a Normative "desired and attainable". Next, a Strategic Management plan is presented within the context of the "Los Buelos Police Department". An analysis of the environment, internal and external, of Los Buelos P. D. and the community is made. In addition a strategic plan for implementing policies and strategies is presented, with a mission statement as an integral part of this strategic plan. In Section Three, Transition Management, optimal policies and strategies was reviewed, and a plan for implementing them proposed, with an analysis of structure and responsibility for accomplishing the goal included. Conclusions and recommendations for action, coupled with answers to the issue and sub-issues, complete the study. The body of this report includes only information deemed necessary to arrive at the conclusions and recommendations. The appendixes provide further details on the study and the process.

SECTION ONE: DEFINING THE FUTURE

WHAT MANAGEMENT DEVELOPMENT SYSTEMS WILL BE NECESSARY WITHIN CALIFORNIA LAW ENFORCEMENT BY THE BY THE YEAR 2001?

Purpose: Of primary interest in any change process is that of systematically defining the future within the context of the issue being studied. In this study, the main issue is: **What Management Development Systems Will Be Necessary Within California Law Enforcement by the Year 2001?**. Trends related to the issue and sub-issues must be identified, as well as possible future Events which might impact on the issue and identified relevant Trends. For the purposes of this study, the future is defined as the next ten years.

Environment Scan: The strategy for accomplishing the scan utilizes three methodologies: a literature scan; a survey of selected law enforcement agencies; and interviews with experts on the issue area.

Literature Search

Management styles: Management development has become a popular publication topic in the past 40 years. Many of the studies and publications stand out, and are worthy of comment. In recent years, researchers have concentrated on classifying management styles, and, in the process, have developed a new lexicon. In 1960, McGregor classified managers as "Theory X" (authoritarian) style and "Theory Y" (egalitarian or humanistic) style.[6] Ouichi, in "Theory Z" expanded on style X and added interpersonal skills, participative management, and humanistic components, the result being style "Z".[7] Earlier studies by Argyris[8] and Likert[9] had concluded that a "participative" type of management (Y) had more chance for success, in most organizations, than the authoritarian (X) management style. A survey of Arizona law enforcement managers and supervisors completed in 1982 indicates that these employees are "highly supportive of a participative model".[10] Later, Hersey proposed the "Situational Leader", a flexible leadership style that changes as the situation environment demands.[11] From these and other "theories" came the "transformational manager (leader)".[12] These are only some highlights of the management development literature. For a suggested reading list, see Bibliography, (Appendix L).

Traits and behaviors: The literature search revealed several desirable traits and behaviors that will be most effective for managers in the new environment. These include: caring about others; the ability to communicate at many levels; an acceptance of change; a tolerance for ambiguity; a tolerance for diversity; a thirst for knowledge; a concern for growth in themselves and others; a commitment to succeed; a willingness to take risk; pride

of workmanship; high self esteem; and a tolerance of failure. This array is by no means comprehensive, as the successful manager is a blend of these traits and behaviors.

Plan needed: The central theme of the cited studies is personal skill enhancement, not technical skill development. What has been lacking in many of these studies cited is a program for developing these traits and behaviors in tomorrow's law enforcement managers. Managers are managers regardless of the workplace, however, those in law enforcement perceive their workplace is different. Therefore, a customized systematic approach to management development in law enforcement is necessary.

Survey Questionnaire

In order to determine the status of management development programs in agencies of the selected size, surveys were sent to the Chief Executive Officer of 106 police and sheriff departments in California. The researcher requested that the CEO personally complete the instrument Of the 80 surveys returned, 45 (56%) were completed by the CEO. Of those agencies responding, 28 (35%) police agencies have a program that goes beyond POST minimum training for managers. Of the responding sheriffs departments, none have such a program. The programs in place rely heavily on mandatory and optional POST courses. The most popular training methodologies used within the individual programs were:

- Lecture (primarily POST courses)
- Assignment of selected college courses
- Group discussions
- Assignment rotations
- Team learning

Those methodologies identified as most effective in those internal programs were:

- Mentoring
- Group discussions
- Brown bag sessions
- High level executive briefings
- Individual directed research
- Individual directed reading
- College courses
- Assignment rotations

When asked if their programs were doing what they wanted them to do, 24 (86%) of the responders replied "yes", with one chief adding that it "could be better". Although 22 responders felt such a program was desirable, only 10 planned to develop or implement one. Less than 23% of the agencies have management development as a component of their Mission Statement and only 28% include it in their Strategic Plan. A complete compilation of the survey results are available in Appendix B.

Interviews

The researcher was able to identify and interview 11 experts in the field of management and leadership development. These experts range from police chiefs to directors of leadership development centers. Of the 11, four work for, or closely with, POST in the area of management or leadership development.

When asked to identify challenges facing the manager of the 1990's, the common issues were: Rapidly shifting demographics; decreasing resources; and the need to develop leaders. Six felt that changing demographics of the workforce, changing ethics and mores of the workers, and increased expectations of the police as social problem solvers are major changes to be dealt with. Obstacles mentioned centered on overcoming inflexibility and unwillingness to accept change and diversity. A lack of a supportive environment for management development was also cited by three of those interviewed. Another major obstacle was the shortage of time and money. When asked to identify desirable traits and behaviors for effective managers through the 1990's, the interview answers and those identified during the literature scan were remarkably similar.

Identified effective methods for developing leaders are very similar to those mentioned in the survey. The most popular method identified in the interviews was mentoring/coaching, which is also popular in the survey. When asked if the average department of the size surveyed could use the methods mentioned, the majority (six) felt that they could not due to organizational constraints or unwillingness to devote the necessary resources to the project. Two out of three Chiefs of Police interviewed felt the methods could work if certain criteria are met within the organization.

The final question dealt with the direction POST should take in management development. Identified was the need for POST to focus on leadership development, futures orientation and enhancement of the ability to learn. Most felt that POST is moving in the right direction with the Supervisory Leadership Institute (SLI), the redesigned Executive Development Course (EDC), and was well positioned to move into the 1990's. A complete list of the questions and a summary of the answers are in Appendix C.

All of these scanning techniques contributed to the formulation of a Relevance Tree (Illustration 1), which depicts the various branches of human resource development as applied to management and leadership training.

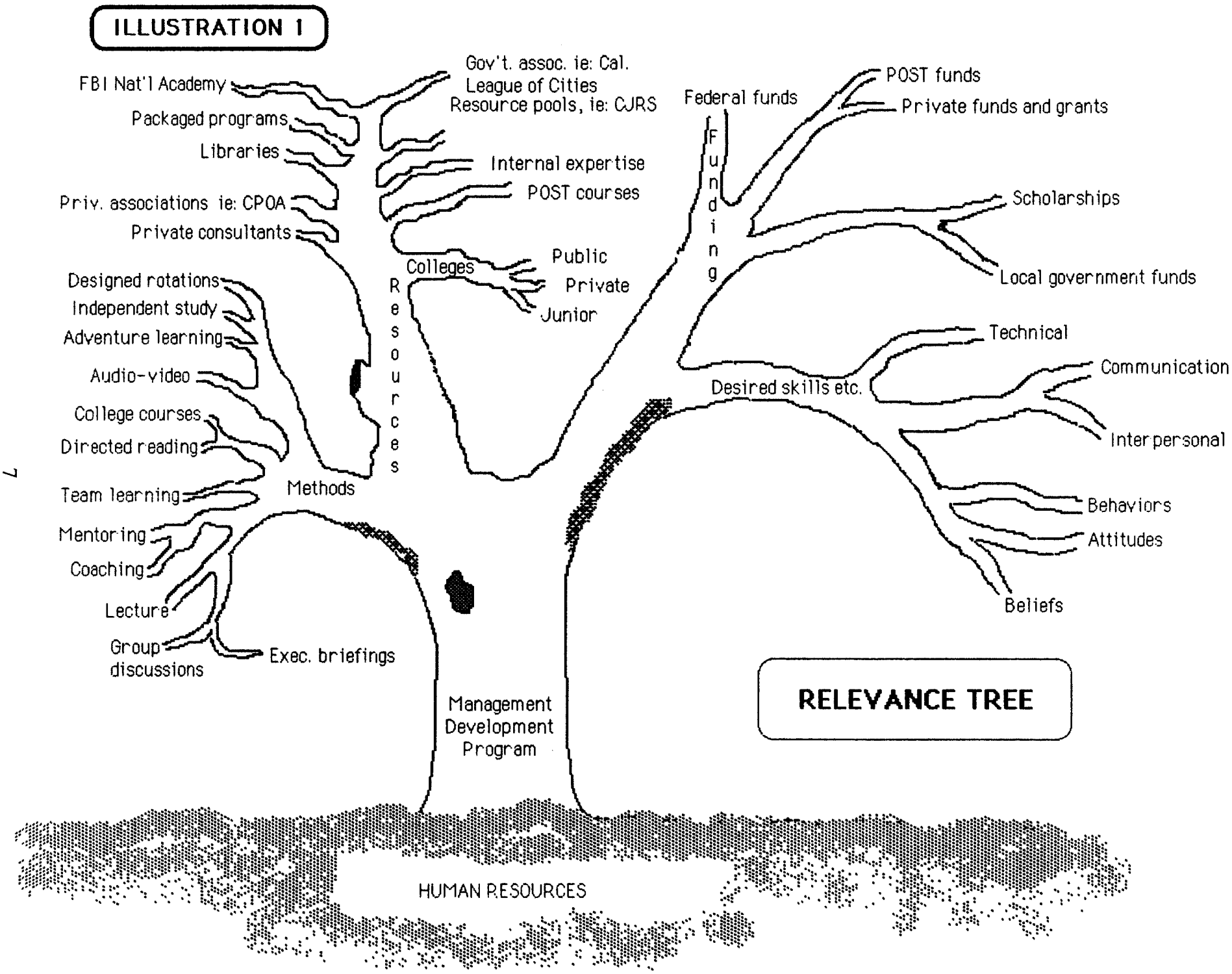


ILLUSTRATION 1
FBI Nat'l Academy
Packaged programs
Libraries
Priv. associations ie: CPOA
Private consultants
Gov't. assoc. ie: Cal. League of Cities
Resource pools, ie: CJRS
Internal expertise
POST courses
Colleges
Public
Private
Junior
Resources
Designed rotations
Independent study
Adventure learning
Audio-video
College courses
Directed reading
Team learning
Mentoring
Coaching
Lecture
Group discussions
Exec. briefings
Methods
Management Development Program
Federal funds
Funding
POST funds
Private funds and grants
Scholarships
Local government funds
Technical
Communication
Desired skills etc.
Interpersonal
Behaviors
Attitudes
Beliefs
RELEVANCE TREE
HUMAN RESOURCES

Futures Forecasting: One major component of a strategic plan is an identification and analysis of Trends that are related to the main issue. During this process, it is necessary to forecast the direction of the Trend and estimate Trend levels during the projected future. The forecast determines what the Trend line probably "will be", and what it "should be". Any divergence between "will be" and "should be" is of concern in the formulation of a strategic plan. To complete the Trend analysis, the effect(s) of critical Events (those that could modify one or more Trends if they occur) were evaluated. The negative and positive impact of the Events on the issue and sub issues were also examined. For the cross impact analysis, Events were impacted against other Events and Trends. (see Appendix D).

Trend and Event Forecasts: To obtain the forecast data, a nine member Modified Conventional Delphi (MCD) panel was used (See Appendix E). The results of the forecasts are displayed in Table 1, Trend Evaluation, and Table 2, Event Evaluation. For a graphic display of Trend and Event forecast data, see Appendix F. The Cross Impact Analysis results are shown on Table 3.

Trends and forecasts:

Those Trends identified for forecasting, a definition of the Trend, and the analysis of the forecasts of the MCD panel for that Trend, are listed following Table 1. The complete range of forecasts is shown in Table 1, Trend Evaluation, on the following page.

NOTE: All figures are referenced to "100", the base figure for the current level, thus 50 is less than current level and 150 is higher than the current level. Unless otherwise indicated, all figures reflect the median forecast.

Table 1 -- Trend Evaluation

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100) 5 Years Ago	Today	* Five years from now	* Ten years from now
1	Females/minorities in management positions	H 90 Mdn 50 L 20	100	H 150 Mdn 125 L 100	H 200 Mdn150 L 120
				H 200 Mdn150 L 115	H 250 Mdn 150 L 130
2	Formal education level	H 125 Mdn 90 L 25	100	H 125 Mdn 110 L 80	H 175 Mdn 120 L 70
				H 180 Mdn 135 L 110	H 200 Mdn 160 L 120
3	POST cultural awareness training	H 100 Mdn 50 L 25	100	H 200 Mdn150 L 105	H 225 Mdn160 L 110
				H 200 Mdn150 L 110	H 200 Mdn 160 L 120
4	Commitment of agency CEO	H 95 Mdn 75 L 25	100	H 200 Mdn 130 L 95	H 350 Mdn 150 L 120
				H 200 Mdn150 L 110	H 225 Mdn 200 L 120
5	Community expectations of professionalism in L E	H 110 Mdn 80 L 50	100	H 120 Mdn 110 L 100	H 200 Mdn120 L 90
				H 190 Mdn 120 L 100	H 250 Mdn 150 L 100
6	POST commitment to leadership training	H 90 Mdn 50 L 05	100	H 140 Mdn 120 L 100	H 200 Mdn 150 L 115
				H 200 Mdn 140 L 125	H 225 Mdn150 L 100
7	POST mandated management development programs	H 100 Mdn 95 L 50	100	H 150 Mdn 140 L 100	H 200 Mdn 175 L 110
				H 200 Mdn 125 L 80	H 300 Mdn 150 L 80

** Nine member Modified Conventional Delphi panel forecasts

H High
Mdn Median
L Low

* "will be" / "should be"

T1 Females/minorities in management positions: (The total number of females and minorities in management level positions as a percentage of the total full time staffing of the agency.) Females and minorities in the workforce are a major issue in many agencies. The promotion of these "protected classes" has drawn attention from several professional groups and "fairness" advocates. Although the median shows a 100% increase from five years ago (50 to 100), the forecast rise after "today" is less accelerated, increasing from 100 to 150 in ten years. The Trend line shows a steady rise in the level of this group in the management workforce. This is to be expected considering forecasts of demographic change in California population. Of interest is the leveling of the "should be" line after five years, and the merging of "will be" and "should be" levels at ten years. None of the forecasters felt the Trend level would decrease

T2 Formal education level: (The average level of formal education attained by those in a management position.) Twenty years ago, it was uncommon for an agency to require a post-high school education for entry, and few had an advanced education requirement for promotion. As recruitment became more difficult, requirements dropped at all levels. The MCD panel results show a change in that Trend. With one exception, the forecasts show an increase in the formal education level over the next ten years. The "will be" level rises slowly for the next ten years, to 120, with the "should be" Trend line showing a steeper but equally steady rise to the 160 level. Given the diversity of the panel, the range between high and low forecasts is low (maximum range 105), and even the lowest forecasts show a 10 and 20 point increase over current.

T3 POST cultural awareness training: (The amount of cultural awareness training in management development courses presented by POST.) Although POST has been mandated to develop this type of training and guidelines for it, there is no requirement for local law enforcement to provide it. Clearly, the figures show that this level will increase markedly over the first five years and rise less rapidly between five and ten years. The forecast of 150 at plus five years reflects five out of nine responses, and the 160 at ten years was forecast by four of the nine panelists. The agreement among panel members is further shown by the identical "will be" and "should be" figures at five and ten years. This agrees with the expert interviews, as seven mentioned cultural diversity as a change or challenge to be addressed over the next ten years.

T4 Commitment of agency CEO: (The level of commitment of the CEO to management and leadership development training in the average agency of surveyed size.) As managers move from the "industrial" age management styles toward behaviors more effective in the modern workforce, the CEOs that commit to leadership development will be more effective. The expert interviews clearly show this as the desired direction. The forecasts show a steady rise in CEO commitment level, with a increase of 30 points during the first period and a similar rise of 20 during the next five years, reaching a maximum of 150 at the end of ten years The "should be" forecasts imply that the CEOs should make stronger commitments during both periods, as there is a 50 point range between "will be" and "should be" levels at ten years.

T5 Community expectations of professionalism in L E: (Level of community expectation of professionalism in law enforcement managers.) As the community becomes more sophisticated, and diverse cultures blend in, expectations of law enforcement change. This community expectation must be a concern to the manager. The forecasts indicate that the community expectations of professionalism will increase slightly (20 points total) during the entire ten year forecast period. This slight increase may be the result of the general feeling that community expectations of professionalism are already high, and cannot go much higher. There is an even range of 10 points separating low, median and high forecasts at the five year point. Seven of nine forecasts in the those areas showing high disagreement ranges ("should be" at five and ten years) were clustered tightly around the median figures.

T6 POST commitment to leadership training: (The level of POST commitment to management development courses that utilize the experiential training methodology similar to the Supervisory Leadership Institute.) Experts interviewed saw experiential learning as an effective method of developing leadership skills. POST has implemented one successful program (SLI) and more are under consideration. The forecasts show that POST will increase this commitment during the next ten years, reaching 150 at the end of that period. Interestingly, the commitment five years ago (median figure) was felt to be half of what it is currently. The "will be" and "should be" levels are very close, which may be an indication that POST is on the right track.

T7 POST mandated management development programs: (The number of mandated management development courses or hours required of managers at all

levels and positions.) For the past fifteen years there has been only one, the Management Course (80 hours), and it is primarily for sworn personnel. The "will be" forecasts show that mandatory management development programs will probably increase, however, those for "should be" levels show that this increase may not be desirable. This is the only Trend that indicates less is desirable. Research shows that management development must be desired by the manager for it to be effective, and that these programs should be voluntary. This may explain the difference between "will be" and "should be" forecasts.

Events and forecasts:

Those Events identified for forecasting, an explanation of the Event, and the analysis of the forecasts of the MCD panel for that Event, are listed following Table 2.

NOTE: Unless otherwise noted, probability forecast and impact forecast comments relate to MCD panel median figures. The entire range of forecasts is displayed in Table 2, Event Evaluation, on the following page.

Table 2 -- Event Evaluation

Event #	EVENT STATEMENT	* Years until probability first exceeds zero	* Probability in %		* Impact on the issue area if the event occurred	
			Five Years From Now (0-100 %)	Ten Years From Now (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
1	Mandated cultural awareness training	H 7 Mdn 1 L 0	H 80 Mdn 70 L 0	H 100 Mdn 90 L 40	H 10 Mdn 7 L 2	H -4 Mdn 0 L 0
2	ACR 58 adopted and funded	H 9 Mdn 2 L 0	H 65 Mdn 30 L 0	H 90 Mdn 50 L 20	H 10 Mdn 8 L 2	H -4 Mdn 0 L 0
3	Graduate level education mandated by CEO	H 5 Mdn 2 L 0	H 50 Mdn 40 L 5	H 55 Mdn 40 L 20	H 8 Mdn 4 L 0	H -9 Mdn -5 L 0
4	POST makes leadership training mandatory	H 5 Mdn 2.5 L 0	H 60 Mdn 50 L 10	H 85 Mdn 60 L 20	H 10 Mdn 8 L 1.5	H -8 Mdn 0 L 0
5	Federal Court requires ethnic balance in public employment	H 10 Mdn 2.5 L 0	H 100 Mdn 45 L 0	H 100 Mdn 50 L 0	H 9 Mdn 4 L 0	H - 9 Mdn - 3 L 0
6	POST director replaced with non-futures oriented director	H 11 Mdn 4 L 0	H 75 Mdn 20 L 0	H 100 Mdn 50 L 0	H 8 Mdn 0 L 0	H -10 Mdn -5 L -4
7	Crime task force recommends ethics training	H 5 Mdn 2 L 0	H 70 Mdn 40 L 25	H 80 Mdn 70 L 55	H 10 Mdn 7 L 5	H -5 Mdn -1 L 0

* Nine member Modified Conventioal Delphi panel forecasts

H High
Mdn Median
L Low

E1 Mandated cultural awareness training: (Legislature mandates cultural awareness training for all law enforcement management level personnel.) Cultural awareness training should be a component of modern law enforcement training programs, regardless of the level. If training is not effectively implemented at the local level, it will increase the probability of this Event occurring. The forecast probability of this Event occurring was the highest of all the Events in both forecast periods (70% at plus five years and 90% at plus ten years). The panel feels it will not occur during the first year of the forecast period. The forecast of the effect of the Event is a positive 7 with no negative impact to the issue.

E2 ACR 58 adopted and funded: (Assembly Concurrent Resolution Study 58, on California Law Enforcement training into the 1990's, identifies needs in the law enforcement (L E) training area, such as technology, facilities, productivity and professionalism.) Adoption and funding of ACR 58 recommendations would change many aspects of training in California and increase training effectiveness. It was felt that this will not occur during the first two years, after which it reaches a 30% probability of occurring at five years. The probability at ten years is 50%. The impact of the Event on the issue is positive (8), with no negative impact.

E3 Graduate level education mandated by CEO: (The CEO of a survey size agency mandates that all candidates for new manager positions must have a post-graduate degree.) This Event is directly related to Trend 2. The impact of this Event on the given agency would be largely determined by the level of education already required, and the size of the agency. Larger organizations will experience less impact than small agencies. The forecast median shows two years until it could occur, and reaches a maximum probability of 40% both at five and ten years. The high/low range is moderate at five years (45%) and somewhat lower (35%) at ten years. The impact of the Event on the issue is mixed, with medians of four positive and five negative, a possible reflection of the effect agency size would have on the level of impact. Panelists from the larger agencies forecast more positive impact than negative, with the opposite for small agency MCD panel forecasters.

E4 POST makes leadership training mandatory: (POST implements a mandatory leadership training program for all sworn and non-sworn management level personnel.) Closely related to Trends 6 and 7, the occurrence of this Event would heavily impact those Trends. The "years until probability first exceeds zero",

forecast is two and a half years. The forecast probability shows a rapid rise to 50% at five years and a slight increase to 60% at ten years. The "issue impact" of the Event is forecast to be entirely positive, with most forecasts (eight of nine) within two points of the median (8) on the positive side.

E5 **Federal Court requires ethnic balance in public employment**: (A federal level Court requires that all public employee ethnic composition match community ethnic composition.) This Event could create major problems in a community that has a high level of ethnic diversity. Many cultures look with disfavor on law enforcement as a profession. This Event would make recruitment in those cultures a priority, and could lead to a reduction in requirement for employment. This situation already exists under court decree in several agencies. This is a critical Event, and its impact on the issue question is evident. The forecast indicates that the Event will not occur for at least two and a half years. The probability rises to 45% at five years and 50% at ten years. The range is extreme (0-100%) at both five and ten years. The impact forecasts are mixed, with an almost equal, but moderate, positive and negative impact (+4 vs. -3). Overall, this Event produced the widest diversity of forecasts.

E6 **POST Director replaced**: (A futures oriented POST Executive Director is replaced by one who strongly advocates an emphasis on technical skills training.) The Executive Director has great influence on training priorities at all levels in California law enforcement. Any change in emphasis at the State level will have a trickle down effect on local agencies. This impact would be inversely proportional to the size of the agency, as large agencies tend to be more self-sufficient in this area in the researcher's experience. Forecasts show the Event probably will not occur for four years, and then has a low probability of 20% at five years, increasing to 50% at ten years. Although three panelists felt the probability was zero at five years, only one forecast zero at ten years, with eight at the median level or above at ten years. The forecast impact on the issue is all negative (-5), with only three forecasts, all low (2 or less), on the positive side.

E7 **Crime task force recommends ethics training:** (The Crime Task force proposed by President Bush in his 1991 State of the Union address is formed and recommends that ethics training be a component of all law enforcement management training.) If such a recommendation is made the impact on the issue would center mainly on the ethics component of management/leadership development. Forecasts

indicate it will be two years until it is likely to occur, then a 40% probability at five years, after which it will almost double (70%) at ten years. The range of forecasts is moderate to low in all areas, with a maximum of 45% at five years and the lowest range of all Events, 25%, at ten years. The forecast impact is mixed, with the positive impact (7) on the issue far outweighing the negative (-1)impact.

Cross impact analysis:

A cross impact analysis assumes that each forecasted Event ("actor Event") occurs. The forecaster then estimates the impact on the other six Events, and on the seven Trends. The Events or Trends impacted become "reactors". The results help identify Trends and Events for use in developing future scenarios. During this process, the impact is recorded as the percentage change (plus or minus) over the original MCD forecast, and represents the maximum impact upon the Event or Trend. To obtain the data, three law enforcement managers were used as a consensus panel. Based on the number of impacts or "hits" on reactor Trends and Events, the three most potent "actor Events" were identified. These actor Events should be considered as a focus for policy action. The cross impacts are shown on Table 3, Cross Impact Analysis.

TABLE 3 -- CROSS IMPACT ANALYSIS

Impacting Events — Impacted Events and Trends — Maximum Impact (% change ±) (3 member consensus group)

**	E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7	"IMPACTS"
E1	X	--	--	--	--	--	--	+20	--	+70	--	+50	--	+10	E1=4
E2	--	X	--	+30	--	+30	--	--	+10	--	--	+10	+30	+70	E2=6
E3	--	--	X	--	--	--	--	-10	+100	--	+20	+50	--	--	E3=4
E4	+20	--	+30	X	--	--	--	+10	--	+20	+50	+30	+100	+70	E4=8
E5	+70	--	-40	+20	X	--	+20	+100	-20	+100	--	+30	-20	--	E5=9
E6	-50	--	-10	-50	--	X	--	--	--	-60	--	-10	-50	-20	E6=7
E7	--	--	--	+10	--	--	X	--	--	-10	+10	+50	+50	+20	E7=6

"IMPACTED" TOTALS

E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7
3	0	3	4	0	1	0	4	3	5	3	7	5	5

** Legend

E1 Mandated cult. awareness trng.
E2 ACR 58 adopted and funded
E3 Grad. educ. mandated by CEO
E4 POST leadership training
E5 Mandatory ethnic balance
E6 POST director replaced
E7 Ethics trng. recommended
T1 Females/ minority mgrs.
T2 Formal education level
T3 POST cult. aware trng.
T4 Commitment of CEO
T5 Comm. expectations
T6 POST ldshp. commit
T7 POST mgmt. development.

The figures shown are consensus forecasts. The identified actor Events and number of "hits" on "reactors" are:

1. E4 - POST mandates leadership training (8 "hits")
   Such a mandate would have a broad impact on the issue. History has shown that whenever POST has mandated training in a given area, agencies scramble to provide the training as required. In this case, managers would have no choice on minimum levels of leadership training. The greatest impact would be evident on Trend 6, POST commitment to leadership training, as it would increase the Trend level 100% above forecast. Other heavily impacted Trends are: mandated management training (T7), with an increase of 70% over forecast level and, CEO commitment to leadership development (T4) up 50%. Other Trends and Events that would be "hit" at a lower level are: community expectations of professionalism (T5), and CEO requires a graduate degree for promotion (E3), both with a 30% increase.

2. E5 - Court requires ethnic balance (9 "hits")
   History has shown that when the Federal Court system has become involved in local issues regarding racial balance, such as bussing or hiring, it creates high levels of anxiety. The impact on the issue would be felt in lateral hiring, promotion, assignment, training and many others. The cross impact analysis reveals a high (100%) impact on the level of females and minorities in management positions (T1) and the amount of POST cultural awareness training (T6) levels. The probability of the implementation of mandated cultural awareness training (E1) would increase by 70%. A negative impact of -40% would be felt on the probability of requiring a graduate degree for promotion. Other Trends showing impact from the Event are formal education levels (T2), community expectations (T5) and Post leadership commitment (T7), which would decline (-20%).

3. E6 - POST director replaced with "non-future" person. (7 "hits")
   The current POST Executive Director has driven the futures oriented programs of POST. He has "fathered" the Command College and has been at the forefront in the move to use more advanced methods and different strategies for training. In the event the Governor were to replace the current director with one who feels that skills training in the traditional method is the proper function of POST, the impact on the issue would be immense. "Reactor" Trends and Events would all suffer negative impact. Hardest hit would be Event 1 and Trend 3, both related to cultural awareness training (-60%)

and Event 6 mandatory leadership training (-50%). Although it would appear that E6 would be impacted greater than -50%, the panel agreed that pressure on POST from CEOs would lessen the impact by insisting that such training be put in place to some extent. Other Events and Trends would also be affected but to a much lesser degree.

Scenarios: The final segment of this section is the development of alternative scenarios - or glimpses into possible futures - based on the Trend and Event forecasts. The purpose of scenarios is that of providing planners with some windows into the future. The scenarios are set in the community of Los Buelos, a city of 50,000+ people located within a major metropolitan area in California. A more complete description of Los Buelos is provided in Section Two, Strategic Planning.

The three forecasting scenarios presented are Exploratory Mode (nominal or "surprise free"); the Hypothetical Mode ("what if"); and the Normative Mode ("desired and attainable"). The setting is Los Buelos, Ca., July, 2001.

Exploratory Scenario

JULIA BAKER APPOINTED CAPTAIN *Los Buelos Picayune, February 1, 1993*
HATE CRIMES UP 40% LAST YEAR *Los Buelos Picayune, February 23, 1996*
POLICE CHIEF GLUTZ LEAVING *Los Buelos Picayune, July 12, 2001*

There are now 14 management positions on the department, six non-sworn and eight sworn. Of the 14, three are females and four are "minorities", although the definition of what is a "minority" has changed since 1995. The city population is now 70% Hispanic or Pacific rim ethnic groups. Whites currently comprise only 20% of the population. Many of the new managers came from outside the department due to a shortage of viable candidates for the positions from within. The POA has tied the hands of the Chief to the point that he is ineffective in dealing with the employees.

The lack of management training in the department led, in part, to the decision to go outside the department for manager candidates. The morale of the department took a sharp downturn, and everyone blamed the Chief. Although POST had implemented several new leadership development programs since 1993, the Chief did not make involvement in these

presentations a high priority. The community is closely examining the management of the department due to several incidents over the years. The demographic changes have caused displacement of some groups, and, as a result, a large number of "hate crime" events have occurred. The police have had little impact on the problem. The number of incidents peaked in 1998, with 127 reported that year. Requests for training in cross-cultural awareness have fallen on deaf ears. Several press conferences conducted by senior managers leave little doubt that police management is clearly out of touch with community expectations. Activists, both local and regional, have made the LBPD a target. The Police Department is, to quote an activist leader, "still in the dark ages professionally".

Although the economic picture for the City is bright, City fathers have not approved recent training and equipment requests from the Police Chief. The City Council is unhappy with the Department and its management. Several nearby cities have offered to join Los Buelos P. D. in presenting cooperative management/leadership development training sessions however, the offers have been declined. As it stands, the next ten years do not look much brighter than the last ten.

Hypothetical Scenario

CHIEF LAUDS STATE FUNDING PROGRAM FOR TRAINING *Los Buelos Picayune, February 1, 1994*

U. S SUPREME COURT DECIDES FOR ETHNIC BALANCE *U S A Today, October 13, 1996*

TASK FORCE RECOMMENDS POLICE ETHICS TRAINING *U S A Today, January 13, 1997*

In retrospect, the past ten years have been quite eventful in the issue area. It began in 1994, when the Legislature and Governor joined forces to pass the recommendations made in the 1991 ACR 58 study. This totally revamped the method of delivering skills training in California, and at the same time, it freed up funds for leadership development programs at the state level. In mid 1994, POST, in response to pressure from minority and civil liberty activist groups, made cultural awareness training mandatory for all entry level officers. It recommended that agencies put local programs in place, however, many agencies, including Los Buelos, did not.

By mid-1995, POST had decided that leadership training in the same model as the SLI was the way to go for all law enforcement managers, and had placed the new MLI (Management Leadership Institute) in the "must complete" category. LBPD managers were quite concerned, as many of them were ready to retire and did not wish their careers enhanced. Although it was mandatory, the Chief resisted the mandate and did not support those attending with any internal programs. The Chief refused to go at all, citing "work load" as the reason. POST backed down, and gave him an exemption. The managers received another blow when, in October, 1996, the U. S. Supreme Court dropped a "bomb". In a landmark case, the Court stated that all public employers must match workforce demographics with local population demographics. Los Buelos P D was struck hard, as there had been no effort made to recruit minorities in the Police Department. The managers openly resisted the implementation of any plan to comply with the mandate. Finding qualified management level personnel had required the Department to go far afield, and also reduce the qualifications for those positions.

To compound the already bad situation, one year later, the Chief decided that education would become a priority for the Department. To set an example, he required that all future candidates for manager positions must have a Masters Degree from an accredited College or University. None of the current managers, and only two supervisors, met the new requirements. This did nothing to improve morale, although it did excite a few incompetent managers from other agencies who had degrees and wanted to move out and up. In 1998 the Commission on POST replaced the Executive Director, and, at first, no one really paid any attention. Within a few months it became clear that all leadership, management development, and non-technical skills oriented programs were as good as finished. By then it was too late for LBPD to recover. Any possibility for an in-house leadership training plan was finished. When the National Crime Task Force made its recommendation that law enforcement agencies institute ethics training programs, Los Buelos ignored the recommendation, with the Chief stating "Ethics is not an issue in this Department, not now and not in the future".

Normative Scenario

LOS BUELOS CHIEF PROMOTES MENTORING/COACHING AS WAVE OF FUTURE *PORAC News, March, 1991*
CHIEF LAUDS STATE FUNDING PROGRAM FOR TRAINING *Los Buelos Picayune, February 1, 1994*
LEADERSHIP TRAINING PROGRAM EXPANDING *PORAC News, August, 1994*

For the most part, the past ten years were good to Los Buelos P D. Forward thinking had turned some potentially harmful events into opportunities for improvement. In March, 1992, POST approved funding for cultural awareness training at all levels, making it mandatory for all management personnel. LBPD Management personnel had received the additional training in a positive way, as it integrated into the overall management development program in place.

When the bill authorizing funds for the "California Law Enforcement Training in the 1990's" (ACR 58) recommendations passed into law, the chief was delighted. The new State training center facilitated a systematic approach to training from the bottom up, and gave her the opportunity to send managers to a central facility that was equipped with state-of-the-art gaming and simulation modules. Coupled with the mentoring/coaching program that she had initiated in 1991, it provided a good base for development. When she had originally discussed the management development program with the managers, almost all had felt that a systematic approach was best and that it should include non-police oriented formal education. As a result of these discussions, she decided to require an advanced (beyond Bachelor) degree for promotion to manager level positions. Several other management development components had been added as appropriate. Directed reading, group discussions, staff briefings, informal sessions with city officials and planned rotations had enhanced the total package.

This combination of education and training had placed LBPD in the forefront of progressive, professional law enforcement management practices. Minorities and females from the community had watched what was happening, and had joined the department. Several of these new employees had reached management level, and were still on the way up. As a result of these successes, the Department as a whole very closely matched the

ethnic balance of the community. Other agencies had taken advantage of the availability of POST and local resources, and started management development programs of their own.

The POST Supervisory Leadership Institute had placed supervisors in a position to move into management as promotions became available. When promoted, they often acted as a negotiator when the new work ethic clashed with the old, or when cultural barriers between employees started to emerge. The resource pool to replace retiring managers or fill new management positions was full of high quality candidates. Retiring managers were working with the supervisors to bring them up to speed so that the transition could be made as painless as possible for the organization. Overall, things were going very well.

SECTION TWO: A STRATEGIC PLAN

A STRATEGIC PLAN FOR DEVELOPING LAW ENFORCEMENT MANAGERS FOR THE NEW WORK ENVIRONMENT AND WORKFORCE OF THE YEAR 2001.

Purpose: The process of strategic planning has been defined as "A structured approach, sometimes rational, other times not, of bringing anticipations of an unknown future environment to bear on today's decisions."[13] In this section, a strategy to achieve the "desirable and attainable" state of the Normative scenario is presented. This scenario paints a picture of what could happen if management development was a priority for Los Buelos*.

The Setting: The city of Los Buelos is a well balanced residential community which also supports commercial and light industry developments. The 1990 census shows a population of 50,000, up 37% since 1980. The community is well diversified culturally and ethnically, with a large Hispanic and Southeast Asian population. All major ethnic groups are represented within the population. The economic structure is diversified, with six large hotels, eight shopping centers and two large combination light industry or service industry developments. The per capita income is comfortable, and there are no pockets of poverty. The city is well set financially, and, although constantly a consideration, it is not a major factor in day to day operations. The Los Buelos Police Department (LBPD) employs 101 total personnel, with 76 sworn and 25 non-sworn. Ten of the employees are managers within the definition of this study.

Mission and Micro-Mission Statements: The current "macro", or overall, mission statement for Los Buelos P. D. is: **"We are committed to protect lives and safeguard property by providing our community with <u>professional and responsive</u> police services at all levels within the organization"** (emphasis added). On examination, it was felt that further enhancement to the basic mission statement was necessary. A three member management team developed a "micro-mission statement" directed at delivery of "<u>professional and responsive</u>" service at the management level. It is: **"We are committed to professionalism in law enforcement and will provide effective and responsive management through quality leadership."**

Situational Analysis: An evaluation of the current situation must be an integral part of any strategic plan. For this study, two situational assessment processes were used. The first is the WOTS-UP Analysis, an acronym for Weaknesses, Opportunities, Threats, Strengths - Underlying Planning, and second, the Strategic Assumption Surfacing Technique or SAST.

* "Los Buelos" is a pseudonym, the California city and law enforcement agency that it serves is real.

WOTS-UP Analysis

The first phase of this analysis was a scan for external and internal environmental factors that could impact the LBPD's ability to achieve the desired state. This evaluation consists of two segments, an assessment of "opportunities-threats" in the external environment and a "strengths-weaknesses" review of internal conditions at LBPD. An opportunity is any favorable condition or trend outside the departmental environment and a threat is any unfavorable external situation or trend. Internal strengths are resources that could be used to achieve the desired objective, and weaknesses are conditions that would limit the ability to attain the goal. To obtain the information, a group of five Los Buelos managers were assembled, and consensus was reached in each aspect of the analysis.(See Appendix G WOTS-UP Analysis Tables)

OPPORTUNITIES: The area is rich in resources that could be used to attain the normative scenario. High technology companies with a worldwide reputation abound. Private management development firms, such as the Peters Group, are also based in the area. The City Council is highly supportive of management development, as many of the Council members work in excellent management environments. There have been no significant conflicts between the police and community for many years, and there is a high level of community support for increasing professionalism at all levels within the department. The increased emphasis POST has placed on leadership development (Trend 7), coupled with the increasing demand for leadership by example, all contribute to the opportunities for reaching the goal. More females and minorities in management positions (Trend 1) will provide a diversity of views that will be healthy to the organization. Increasing CEO commitment to leadership development (Trend 6) will increase the probability that the LBPD Chief will move in that direction.

THREATS: The City Manager has expressed little interest in developing managers, and has not made it a priority. He is essentially neutral. The unstable California economy has led to a reluctance to become involved in new programs despite the fiscal health of the City. The increase in calls for service is a concern if it impacts on the ability to address the attainment of the desired management development goals. In addition, the public has increased their demands on law enforcement in the traditionally non-law enforcement services which further erodes the ability to meet calls for service requirements. A general lack of highly qualified applicants for law enforcement positions, both minority and non-minority, has made the task of achieving a well balanced management corps very difficult.

Politicians are increasingly becoming involved in the day-to-day operations of the agency, and this could hamper the flexibility of any program designed to reach the desired goal.

STRENGTHS: The department has a group of very dedicated and intelligent managers, all with at least a Bachelor degree in law enforcement administration. The existence of a "revolving fund" for training, fed by POST reimbursements, provides a more than adequate resource for training programs. In addition, the City has a college tuition reimbursement program that would supplement any higher education deemed desirable in reaching the goal. Eight of the ten supervisors are under 40 years of age, and five of them are members of protected groups. The potential of this group as replacements for retiring managers over the next ten years is outstanding. During that time, over 50% of the current managers will leave the agency. This will allow a new generation with new ideas to make their mark. The City is financially stable and growth should continue well into the 21st century.

WEAKNESSES: The current internal structure does not lend itself to establishing programs that support the desired goal. There has been no push for a management development program among managers or supervisors. There is also a feeling that advanced education is not necessary for advancement into management. During the next ten years the managers leaving will leave a gap of experience that will be hard to fill unless a management development program is instituted. The current training programs rely very heavily on POST delivered training, and this situation could constitute a weakness unless the emphasis is changed. At this time, beyond rotations, there is no supervisory or management development program in place that would support reaching the desired goal. An effort has been made to provide a wide base of experience, however, there is no supervisor development infrastructure.

OTHER FACTORS: In addition to the internal strengths and weaknesses, there are several conditions that will impact the strategy. The area surrounding Los Buelos is rich with technical resources that would be willing to contribute Human Resource Development experts and technical support to this type of project. A number of the experts contacted are willing to participate in the initial phases of the plan, and will actively support it as necessary. There is no resistance to this plan in the area, and the local press will provide support when asked. What local agencies do in the issue area will impact local pressure to implement programs, and the direction will be driven by resource availability in those agencies.

Internal Capability Analysis:

In order to further assess the organization's strengths and weaknesses, a two part organizational capability survey instrument was completed by seven managers and four supervisors. The results are shown in Appendix H, Internal Capability Analysis Tables

Strategic needs: The organizational capability to address the need for management development is relatively good. The main areas needing improvement are, for the most part, in the same target area as the strategic issue. Management skills, supervisor training, management training, management flexibility, organizational structure and morale all need improvement. Organizational structure will have to be modified to implement the strategic plan. On the plus side, the backbone for the strategic plan is in good shape, with money, technology, supplies and technical skills all better than average. The critical areas of community and City Council support are also rated above average, as is the public image of the department.

Reception to change: The survey results show that change in the organization is acceptable as long as it is not a radical or unfamiliar change. This indicates that if the change is understood by those affected, it will be acceptable. The implication is that those impacted by the change must be involved in the change process and "buy in" to them.

Strategic Assumption Surfacing Technique (SAST): A very important part of any strategic plan is the identification of those persons and groups or constituencies impacted by the issue questions. These individuals or groups can be broken down into three sub-groups. These are: (1) those that are impacted by the policy or decision; (2) those that care about what you do and; (3) those that impact or control what you do. Collectively, these are known as "stakeholders". The goal of the SAST is to identify these stakeholders and attempt to clarify or make assumptions as to their position on the issue. The stakeholder identification, and analysis of positions, was accomplished by a group of three managers, all familiar with the agency, the issue, and local political climate.

Stakeholder Analysis:

The stakeholders are listed in order of their importance as determined by their potential impact. Assumptions are also made as to their projected position on the issue and the certainty of that assumption. An assumption is defined as a "basic, deep rooted, often unstated values and beliefs that individuals or groups have about the world"[14] These

assumptions on position, the certainty of each assumption, and the importance of each are graphically displayed on the Strategic Assumption Map in Appendix I. (SD) indicates a stakeholder that could assume a higher level of importance if the conditions are changed.

1. LBPD Chief of Police: Non-supportive - critical to the strategy
   Conceptually supportive of the issue, however, must be convinced that gains exceed resource expenditures Will want an effective monitoring system

2. LBPD managers: Supportive - critical to success of the strategy
   Will want a fair selection process Can influence the POA if necessary

3. LBPD supervisory staff: Highly supportive - critical to success of the strategy
   Has some concern as to fairness of selection for the process

4. LBPD POA: Mixed, conditionally supportive - important
   Support based largely on position of those affected by the issue

5. Other agency CEOs: Supportive - important
   Will want something in return for their people, and are concerned about resource commitment

6. LB City Manager: Neutral to Supportive - somewhat important
   Will approve only if the Chief supports it, and will monitor program closely

7. Minority community representatives: Supportive - somewhat important
   Will want input to any cultural awareness components and will monitor results closely

8. Other LBPD personnel: Mixed support - somewhat important
   Will express displeasure first if problems arise Will want input on any plan

9. LB City Council: Supportive (uncertain) - somewhat important
   Will monitor any program closely

10. LB City Personnel Dep't.: Conditionally supportive - somewhat important
    Will insist that any favoritism issue be resolved, and will want an evaluation system

11. POST: Supportive - unimportant
    Will cooperate in POST related matters, and will provide resources for programs

12. Outside HRD program vendors: Supportive - unimportant
    Will happily provide services as needed, and will provide input at start-up of any program

13. Local training academy: Supportive (SD) - unimportant
    Will provide resources as available, and may provide educational units as appropriate Could try to block if impacts on their programs

Modified Policy Delphi:

A six member Modified Policy Delphi (MPD) panel, made up of a vertical slice of management and supervisory personnel from LBPD, was used to formulate, examine and select policy alternatives (See Appendix J). The purpose of the MPD is to enhance the probability that the chosen scenario, "desirable and attainable" would occur. In that scenario, management development was a primary component, and the recommended policies reflect that goal. The policies are listed in order of ranking for a combination of desirability and feasibility, with the points assigned (xx points) of a total possible of 36.

Policy alternatives:

1. Perform an internal assessment of management development needs (32 points)
   LBPD should do an internal assessment of current systems, such as evaluations, training delivery, assignments, and management readiness for change. This would identify the infrastructure needed to support management development.

   PROS:
   - Would provide a basis for the infrastructure necessary to establish and support an internal program for management and leadership development
   - Would involve department members affected by the program
   - Would identify weaknesses at the management level and provide direction for improvement

   CONS:
   - Would reveal weaknesses in the current environment that could be embarrassing if not held completely confidential

- Would raise expectations which could backfire if no program results

2. Establish a written policy on management development (30 points)

   LBPD should develop a written policy outlining the agency's commitment to management development. Emphasis should be placed on developing supervisors and current managers for higher positions within the department.

   PROS:
   - Would send a clear message that management excellence is a priority and that managers should become involved in programs aimed at that goal
   - Would provide a basis for establishing internal programs to support the policy
   - Such action would serve to inform the community that management excellence was a goal
   - Applicants for positions would get the message that LBPD is a dynamic department

   CONS:
   - Would require a restructuring of priorities
   - Would make it hard to stop the momentum of the program

3. Implement a leadership development program (29 points)

   The Chief should move to implement a management development program that is directed at all supervisory and management positions.

   PROS:
   - Necessary for any movement to take place in the issue area
   - Would provide solid proof of Chief's priority on management development
   - Establishes direction for program

   CONS:
   - Commits the Chief to action
   - Would make the Chief vulnerable if plan fails to develop

4. Encourage community input and support for the program (27 points)

   The LBPD managers should contact prominent members of the community. They should seek their input and support for the program, as these people, or groups they represent, could contribute to the program by providing ideas and resources.

   PROS:
   - Community involvement would serve to strengthen the program

- Resources not available within the PD could be utilized
- Business expertise in management development could be tapped
- The community would be exposed to managers they would not normally observe at work
- It would allow discussions on regional leadership development programs

CONS:

- Managers may not want to be involved in a community outreach program
- The community may try to influence how the program is run
- The Chief would have a hard time controlling the program due to the visibility created

5. Establish an internal steering committee (22 points)

The Chief should form a committee from a vertical cross section of the department to design and oversee a management/leadership development program.

PROS:

- Would provide a broad based view of management development needs
- Would be a component of the overall management development plan
- Would allow method for monitoring the program as it progresses and identify needs for in-progress modification
- Would encourage others to become involved with and buy into the potential of such program
- Would provide the Chief with a method of overseeing the process without becoming directly involved
- Would reduce the Chief's vulnerability

CONS

- Selection of the committee could cause jealousies
- Could be seen as an effort to control promotions

6. Phased implementation (19 points)

The plan should be implemented in phases to allow the development of human resource needs, such as facilitators, coaches, mentors and instructors involved in the program. Stretching out the implementation would also allow flexibility in delivery and design as necessary.

PROS:

- Makes it easier to modify the program
- Requires constant monitoring and evaluation
- Adds to confidence in the program

CONS:

- Does not allow long term planning past current time frame
- Takes longer to obtain visible results
- Program could lose momentum or interest could wane

Recommended policies

This section of the study does not focus on the entire strategic planning process related to the development of managers for the year 2001. What it does do is focus on one potential scenario, the Normative, or "desirable and attainable", and work toward attaining that future state. The policies recommended by the Modified Policy Delphi panel are directed to that goal. In order to implement a management development program for current and future managers, one policy will not suffice. In order to make the program viable, several of the policies recommended by the MCD group are included in the strategic plan. The recommended strategy will work towards accomplishing the goal addressed in the micro-mission statement: *"We are committed to professionalism and will provide effective and responsive management through quality leadership."*

The recommended strategy includes the following policies:

1. Development of a written policy: One of the foundations for the strategic plan is the establishment of a priority level. A policy addressing this issue will establish the goals for the program and provide a base from which to build the plan. The policy should also make participation in the program necessary for promotion. This is a controversial facet of the policy, however, the individual manager candidate can decide if he or she wishes to become involved in the program with this condition in mind.

2. Encourage community input: In order to encourage community involvement, the Chief must make it clear that the ranking members of the Department are expected to become more involved with the community. The formulation of this policy should

involve those affected by it. Involving the managers and supervisors would increase the acceptance of the tasks to be done.

3. Implement a management development program: The community expects professionalism from their police. The establishment of a program that would enhance the ability of supervisors and managers to deliver professional police services is both necessary and desirable. This policy would be in support of the primary policy statement establishing the priority of the goals.

4. Establish a steering committee: In order to get broad based support for the program, and insure that the program remains on track, the involvement of a group representing a cross section of this department, with representation from other involved departments, is desirable. This group would be responsible for monitoring the program and overseeing the various aspects of the plan. They should have the power to establish policy within the context of the program, and should have a leader with the necessary management responsibility to enforce the policy. They should also be charged with establishing milestones and maintaining communication within the organization.

5. Phased implementation: This plan will involve many members of the department and will draw on resources from the community, the local environment, and outside resources. In order to maximize the utilization of these resources, the participants in the program must be ready to use them properly and to the best advantage. Development, by definition, is "to cause to expand or to grow gradually ··· to make more available or effective"[15]. To implement the program as a complete package would defeat the purpose and restrict flexibility. This policy will also increase acceptance of the program within the department and among other departments which will be involved in the plan during the later stages.

Action Steps and Time Line Projections: Section Three will discuss a Transition Management Plan for implementing the strategy. Prior to implementation, it is necessary to identify action steps, establish a timetable or time line, and identify resources needed. The action steps listed are general, with more specific definitions left to the steering committee. The steering committee will also establish the goals and objectives of the strategy. The Chief's support is essential to all phases of the strategy, as he has overall responsibility for management development in the Department. He must make available

most of the resources required for the plan, and give it the priority necessary to implement the strategy. The Chief must also take the lead in contacting other CEOs for assistance and cooperation on a regional level. NOTE: The time lines shown are cumulative from the previous phase.

Phase 1: Assessing Internal Needs:

Time line: Zero to six months

This phase lays the ground work, and includes:

- Establishment of the steering committee and selection of a project manager.
- Internal assessment of the interest in a management development program. This should include personal assessments and interviews with potential participants.
- A survey of the organization to determine the current state of the management infrastructure and culture.[16]
- An identification of internal resources available to the program. Contact outside public and private resources for potential support.
- An evaluation of current management and leadership development programs available at the State and local area level.
- Identify internal and external resources available for the program.

Phase 2: Development of a program

Time line: One to three months

This phase involves a number of steps and actions. These are:

- Provide an overall structure for the plan.
  - ◊ Identify training methods and learning strategies to be used. These should minimally include those methods found to be most effective in experiential learning, such as mentoring, coaching, group discussions, self-awareness exercises, etc.
  - ◊ Establish a time line for the different components of the program.
  - ◊ Selection of participants for the different components.
  - ◊ Identify internal and external human resources to be used.
  - ◊ Identify internal and external fiscal and other resources to be used.
- Set a target date for implementation

Phase 3: Preparing for Change:

Time line: Six months to 1 year

- Contact outside resource providers to obtain input and commitment to the plan
- Gain support and commitment to the plan from outside agencies.
- Maintain contact with stakeholders and keep them informed. This is an ongoing process through all stages once the plan is implemented.

Phase 4: Implementation:

Time line: One year to four years

During this phase, the program is implemented. It includes:

- Phased implementation of the management development program, which will take roughly three years for an individual to complete
  - ◊ Segment 1 involves current managers and supervisors in self-learning, directed reading, and evaluation exercises.
  - ◊ Segment 2 incorporates outside resources, such as the Supervisory Leadership Institute (SLI) or other appropriate POST courses, plus guest facilitators, as contributors or support for the program.
  - ◊ Segment 3 focuses on establishing mentor and coaching relationships using those that have progressed through the prior segments plus in place qualified managers. Participants at this level are also involved in Segment 1 and 2 exercises as guides and leaders in the learning processes used.
  - ◊ Segment 4 brings in members of other agencies involved in similar programs as members of a local support group.
- Ongoing evaluation of the program results with effectiveness of the chosen training and learning methodologies closely examined
- Maintenance of communication with all those involved in the program to determine if needs are being met

SECTION THREE: TRANSITION MANAGEMENT

"GETTING FROM HERE TO THERE", MANAGING THE TRANSITION FROM MANAGEMENT DEVELOPMENT BY ACCIDENT TO PROGRAMMED MANAGEMENT DEVELOPMENT.

Purpose: Critical to implementing the strategic plan is the process of "getting from here to there", or moving from the current state to the desired state.[17] The success, or failure, of the change process depends on how well the transition process is managed. A transition management plan must be designed for the unique environment of each individual organization. This section consists of three distinct but interdependent parts. First, those persons necessary to make the change begin are identified, their current commitment state is analyzed, and ways to build or change commitment are suggested. Next, the structure(s) necessary to manage the change effectively are identified. Finally, methods and tools to minimize the negative impact of change on the organization are suggested.

Commitment Strategy: Among the stakeholders identified in Section Two, Strategic Plan, were five "actors" that must commit to the plan to make change happen. These five stakeholders form a "critical mass" group. If the stakeholders in this critical mass support the plan it is likely to succeed, and if they oppose it, the plan is likely to fail. A consensus group consisting of five managers identified these critical mass actors, and agreed on the current commitment and needed commitment of the critical mass group. These critical mass actors are:

- ◊ LBPD Chief of Police
- ◊ LBPD management personnel
- ◊ LBPD supervisory staff
- ◊ LB City Manager
- ◊ Other local agency CEOs

The levels of current individual commitment and the commitment necessary to make the change occur are shown on the Commitment Chart.

Table 4 Commitment Chart

Commitment / Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
LBPD Chief of Police	X			O
LBPD management personnel		X		O
LBPD supervisory personnel			X	O
LB City Manager	X		O	
Local agency CEOs		X	O	

X - PRESENT COMMITMENT O - MINIMUM COMMITMENT NEEDED

The following evaluations of current individual commitment include recommendations for approaching members of the critical mass to achieve the desired commitment level.

◊ LBPD Chief of Police: The lack of commitment to a management development program equals "block change" position. The Chief must be convinced that the benefits of implementing the strategy will outweigh the expenditures in resources. In order to move the Chief from "block change" to "make change happen" will require a united effort of management and supervisory personnel. They should stress that it would not only benefit the department but the community. The Chief must be willing to negotiate on the form and structure of the department in order to facilitate the implementation of the strategy.

◊ LBPD Management Personnel: As the future leaders of the department they should take the lead in applying pressure for a management development program. They can start by approaching the Chief and expressing an interest in the issue. A lead person from the manager group should be chosen to speak for the managers. To lessen the impact on resources, managers must be willing to give up some skills training in exchange for this program.

◊ LBPD Supervisory Personnel: If the managers and the Chief move to initiate the change process, the supervisors can be enlisted as active members in the team. The supervisors would move quickly from "let change happen" to "make change happen". Supervisors have a large stake in this issue, and may also have to give up some level of technical skills training to free the resources for the strategy.

◊ Los Beulos City Manager: The City Manager's current position on the strategy coincides with that of the Chief due to a desire to support the Chief. If the Chief were to change commitment, the City Manager would follow suit, as he has no personal resistance to the strategy. The City Manager must be assured that the resources are available, that the City will benefit from the program, and that those involved as stakeholders support the strategy. These assurances can be provided by the Chief.

◊ Local Agency CEOs: A local law enforcement CEO group is in existence, and this would be the perfect forum for the LBPD Chief to raise the issue of cooperative management training. The Chairperson of this group should be the conduit for any action required for the strategy. Resource commitments from the outside agency is minimal, requiring only that the agency personnel be allowed to network and meet occasionally.

Transition Management Structure: For a structure to change itself from within, using existing structures, is very difficult. As Beckhard and Harris observe; "The most appropriate management system and structure for the ambiguous transition state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system."[18] As pointed out in the critical mass analysis, the Chief is key to the process. He must appoint the proper person to chair the Steering Committee specified in the strategy. To be effective, that chairperson must have the position and commensurate authority to speak for the Chief. The chairperson chosen must have the following attributes:

- Effective interpersonal skills; leadership requires a high level of communication and the ability to persuade and, ideally gain consensus, or at least consent. This is not the place for a person who only has power from position. This person must be able to communicate with the stakeholders effectively.
- The respect of those involved in the change process, both above and below in the hierarchy. The chairperson must have the ability to bring wisdom and objectivity to bear in order to gather and allocate the resources necessary to implement the strategy.
- The authority or clout to keep up the momentum once the structure is in place and the strategy is operational. In the event competition for resources occurs, the Steering Committee chairperson must have the ability to gather the resources necessary to implement the strategy.

As the Chief is not a member of the Steering Committee, it appears that the logical choice for that position would be a Captain. There is currently a Captain in the organization that would meet the requirements. The Steering Committee should be made up of a cross section of management and supervisory level personnel from LBPD, plus one representative from each local agency participating in the program. The size of the Committee will vary, however, it should minimally include at least one representative from each management and supervisory level within LBPD, both sworn and non-sworn. In the later stages of the strategy, it would be appropriate to include community leaders for input.

Implementation Technologies: Resistance to change is to be expected, and several technologies are available to lessen, or at least manage, change generated anxiety. At the same time, responsibility for specific tasks must be assigned, communication must be

maintained, and progress recognized. The change must be supported by those involved in the process. The following technologies have been selected for implementing the change.

Responsibility Charting: Responsibility charting provides a graphic display of the actions to be taken, the actors involved in those actions, and level of responsibility for those actions. The Steering Committee is the main actor, and is responsible for implementing and "steering" the strategy. The Chief has a high level of approval-veto authority, therefore, the Chief and the Committee must work as a team. The managers are the other key actor group. They must support the program, and are in the information loop throughout the process. The Responsibility Chart is found in Appendix K.

Instilling the Vision Every effort must be made to infect each member of the organization with the vision of what management development can accomplish in terms of the LBPD mission. The concerns of the employees about resource allocation and change in structure must be addressed during this process. This is a group effort best handled by the internal stakeholders. Included in this process is a high level of role modeling and rumor control.

Shared Information: It is critical that any information obtained during the process that will assuage anxiety be shared. This can be done by word of mouth on an individual basis or by a series of meetings with those involved in the program. Any attempt to keep those not involved in the process informed will work toward reducing the anxiety created by the unknown.

SECTION FOUR:
CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

THE ANSWERS:

- WHAT SYSTEMS?
- WHAT KINDS OF PROGRAMS?
- WHAT LEARNING STRATEGIES?
- WHAT ABOUT POST?
- WHAT SHOULD BE DONE SOON?
- FUTURE RESEARCH?

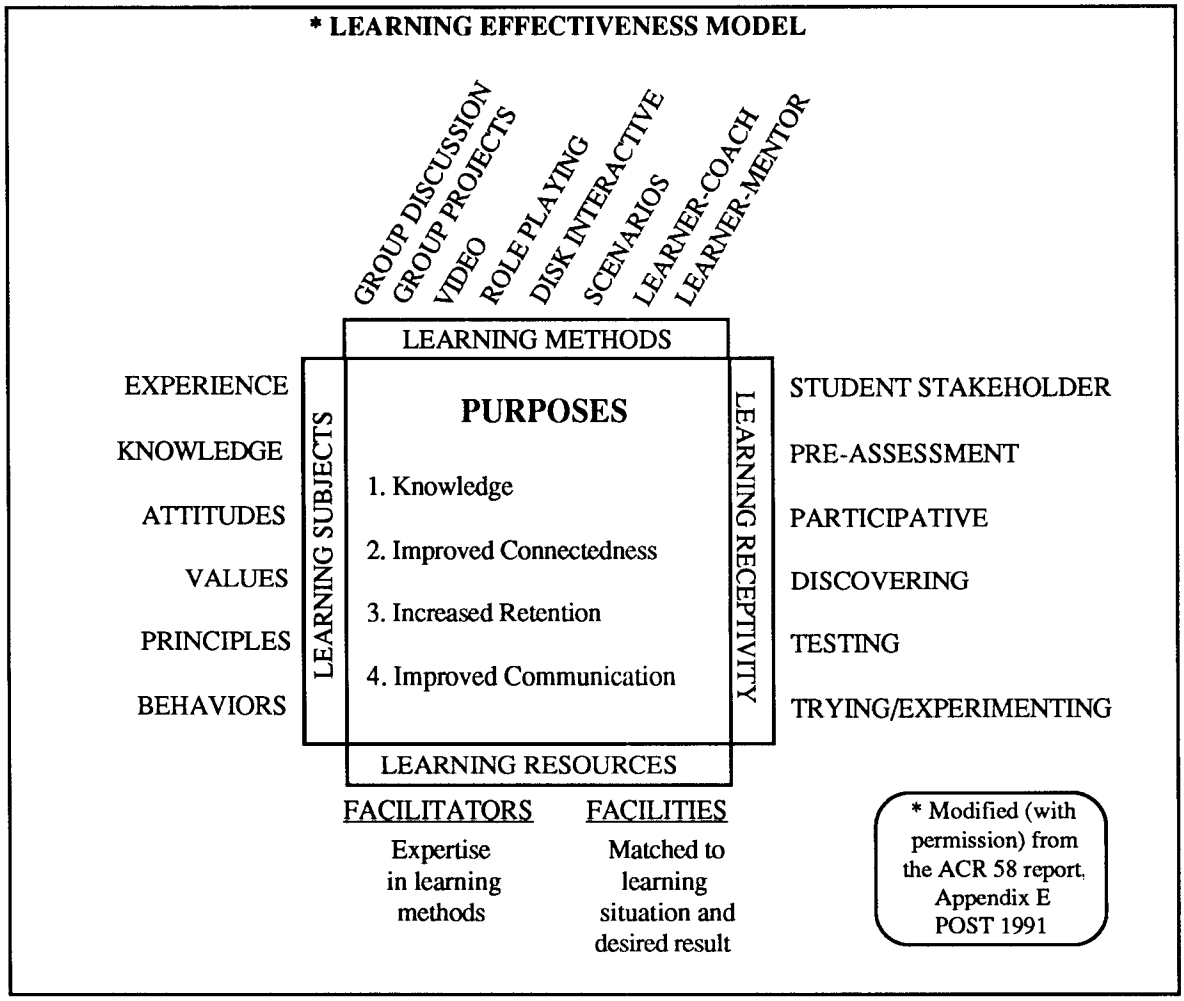
This section consists of three segments. First, the issue and sub-issue questions will be answered. Next, some recommendations for action to better prepare California law enforcement to address the issue, and completing the paper, some recommendations for future study.

The Issue: What Management Development Systems Will Be Necessary Within California Law Enforcement by the Year 2001? An examination of the information obtained from the literature scan and expert interviews reveals that a number of interrelated skills and behaviors are required to be an effective manager. A 1989 POST Command College study on in-service training addressed technical skill development using emerging educational technologies, and many of these systems could be integrated into management development programs.[19] This study has focused on personal skills and behaviors necessary for effective management, as these form the foundation for the whole management development package. In order to integrate technical skills development and personal skills development, a unified approach is necessary. A system of management development combining POST resources, private industry programs, local government commitment and community stakeholder input appears to be the most effective design. Organizations should work towards providing a flexible infrastructure and internal environment for such a system in order to obtain optimal results.

Management and leadership development is more learning than training. Many of these management skills and effective leadership behaviors identified can only be learned through experience, augmented by understanding of self and surroundings. The key word is experience, for without the experience, lecture, reading, reporting and rote testing will not accomplish the goal of effectively learning the desired knowledge. As an example, in order to trust, care for and believe in others, one must experience being trusted, cared for and believed in. The systems for developing "effective" managers should have, as a basis, learning through personal experience and evaluation. The methodologies necessary to develop these managers should, in the researcher's opinion, rely on the experiential model with internal and external support available as needed. To enhance the experience, the participant in any experiential program should have a support group to interact with, and a mentor or coach to assist him or her in the learning process. The most effective methodologies for the individual environment can be selected from the lists of available options addressed in this study. In order to provide quality managers for the year 2001, law enforcement must begin now to develop a system of management development not only for current managers but also those wishing to become managers for the future.

Sub-issue 1: *What kinds of training programs will be appropriate to prepare police managers for the emerging work environment?* In order to prepare effective managers, the programs must be based on developing leadership skills. To change the direction of current programs, a basic change in training models is required. In the ACR 58 report, a "Training Effectiveness Model" is proposed for a systems approach to skills training.[20] With slight modification, this model becomes a "Learning Effectiveness Model", which could be used in a management -leadership development program.

Illustration 2: Learning Effectiveness Model



It is clear that tolerance to change will be one of the most valuable attributes for the manager of the year 2001. Many of these changes and resulting challenges will be a function of diversity in ethnic values, culture and changing workforce ethics. Obviously, components addressing these areas should constitute a significant element in any

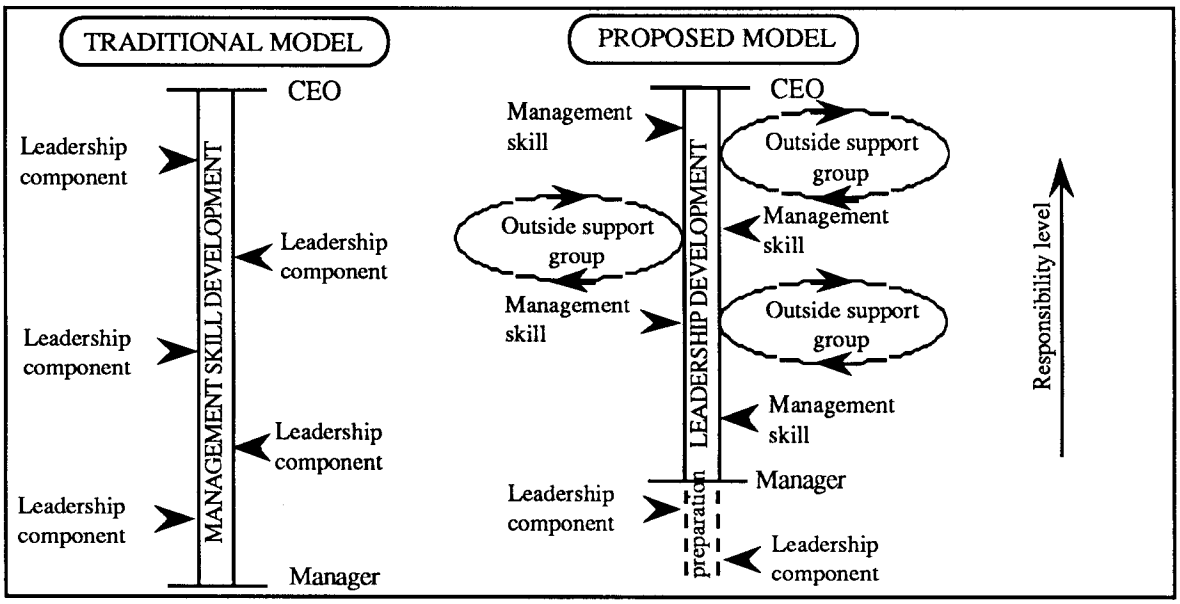
management development program. Training in communication skills, negotiation, creative problem solving, counseling, change anxiety management, strategic planning and any other skills needed to effectively interact with others should also be included. Some agencies have a program wherein law enforcement managers are "loaned" to other city or county agencies for a period of time. This component should be considered when designing a well integrated management development program. Overall, training programs should be learning based, not instruction based, and must be designed with the resource development potential of the agency constantly in focus. The goal of the program should be to develop future managers from within the organization.

Sub-issue 2: *What learning strategies would be desirable for developing law enforcement managers by the end of the decade?* In order to provide a resource for the future, all members of the agency should be considered "developing managers". With the notable exception of the SLI, POST training from the Basic Course through the Executive Development Course (prior to the 1991 pilot program changes), are skills development by nature and design. Local agencies use this design in their individual programs, and the pattern persists. What is needed is a change in emphasis at the career point where humanism starts to become more important than technical ability. This occurs at roughly the time an employee is assigned supervisory duties. True, technical skills are still important, however as the manager progresses upward, the need for technical skills decreases and the need for leadership skills increases. When examining effective ways to teach skills, the method chosen 45% of the time is by "doing it".[21] What is required is a change in training methodology that encourages learning by doing. A change in this direction has begun at the State level, and local agencies should integrate the change into their programs. The greatest challenge will be to develop facilitators that can assist in the learning process. Typically, experts teach skills and students are asked to demonstrate proficiency in a testing process. Experiential learning requires a completely different methodology. The test for learning is the ability to: apply abstract thinking to concrete problems; be creative; be flexible; respond to situations in effective ways; communicate vision, and to provide a role model for other developing managers. One of the key components of a management development program should be mentoring or coaching, as this pairing of mentor/learner or coach/learner provides an effective environment for personal development, and at the same time, allows feedback.

Sub-issue 3: *What are the implications of this study for changes within the management development programs presented through POST?* At this time, POST is not

using the experiential model in management development. The "new" Executive Development Course format is not a true experiential model, however, it does open the door for introducing components of leadership development. At the middle manager level, POST has no course with development of leadership as a goal. At the present time, POST is using a "traditional" model, which emphasizes management skills development with an occasional leadership component injected into the program, almost always in a teacher/student environment. Examples of management skills presented in the traditional model are budgeting methods, deployment, planning, labor relations, etc. Leadership components in the traditional model could be "how to listen", cultural awareness, personal ethics identification, teamwork, etc., most frequently presented in a lecture mode. What is needed for true leadership development is a change in the basic model POST uses for management development. Illustration 3 represents the researcher's evaluation of the current POST model and a proposed model for such programs.

Illustration 3: Leadership Development Model



In the traditional model, the central theme is management skills development, with the base set at management entry level. In the proposed model, leadership becomes the central theme with management level technical skills, such as manpower deployment, cost accounting, grant writing, etc., injected into the program as appropriate to the level. There is no defined base for the leadership core, as one could enter at any level deemed appropriate by the agency. This model also incorporates an "outside support group", an informal group of managers at relatively the same level with, presumably, the same types

of problems or concerns. This support group could be comprised of managers or supervisors with experience in SLI or any other experiential learning based program POST or an individual agency may initiate in the future. This group could act as a resource for problem solving or as a vehicle for addressing self-awareness issues, such as ethics, communication, beliefs, etc., and should be supported by POST at the local level. POST should encourage continuing development of managers beyond the completion of the POST presented programs by encouraging local agencies to network their managers by providing trained facilitators, or at least facilitator training, at the supervisory and management level. It is also suggested that POST inaugurate a Management Leadership Institute, patterned after the Supervisory Leadership Institute, as an adjunct to Command College.

Recommended Actions: Law enforcement in California will be faced with a wide range of challenges and opportunities over the next decade, and management will be called upon to determine how those challenges and opportunities are to be addressed. The decade of the 1990's will see the demise of the "industrial age" law enforcement manager, and the rise of the "information" or "superindustrial" age manager. This new style manager must deal effectively with ethnic, cultural and moral diversity in the community and workforce. At the same time, management will increasingly be held to answer for the actions of employees in their charge. It is imperative that the local agencies move quickly to make management development a high priority. In light of the information gained during this study, the researcher recommends the following:

- At the local level, managers should press for effective management development programs, while, at the same time, increasing their involvement in the community.

- As the cadre of graduates from POST experiential model programs increases, local agencies of all sizes should network these supervisors and managers and create an environment conducive to sharing experiences and problems.

- Potential managers should be identified as soon as possible, and they should be allowed to participate in management development programs at as low a responsibility position as possible.

- CEOs should make it clear that to be promoted, supervisors and managers must show that they are interested in, and will participate in, such programs.

- Excellence in management should be a goal stated in the Mission Statement and be an element of the agency's Strategic Plan. As the survey shows, this is currently not the case in four out of five surveyed agencies.

- Individual agencies should make a concerted effort to include non-sworn managers in the management development process, and should press POST to establish a program for these managers.

- POST should initiate more experiential learning based programs, and should encourage and support their development among outside presenters and individual agencies.

- The California legislature and Governor should be encouraged to pass into law legislation designed to implement ACR 58 recommendations.

Recommendations for Future Study: During this study, the researcher identified several issue areas that appear to be worthy of future study. Some of these are:

- What technical skills will be most important for managers of the future?

- Should law enforcement provide leadership development for entry level employees, and, if so, how should it be accomplished?

- What will be the impact of female managers in law enforcement?

- What processes are available to identify future managers, and how does an agency select them for management positions once they are identified?

- What funding resources can be developed for management and leadership development programs?

- How can emerging technology be incorporated into management and leadership development programs?

The researcher strongly feels that management development, with leadership development as a core, will place California law enforcement in a position to meet the challenge of the new century by providing effective and creative guidance during the transition period to come. It is the sincere hope that this study will create some impetus in that direction.

APPENDIXES

APPENDIX A -- STUDY BACKGROUND:

THE EMERGING WORKFORCE; THE CHANGING ENVIRONMENT

"Nothing endures but change" is just as true now as when Heraclitus uttered it circa 500 bc. It is true that change is always occurring, however, this next decade shows signs of being one of the most drastic change decades California has ever experienced.

Nationwide, during the 1970's, the population of Asian and Pacific Islanders increased by 142% and Spanish and Hispanic populations jumped 49%. The increases continued into the 1980's. During the same period, growth in the white population was roughly 7%. By 2000, nearly one in three Americans will be a minority. Immigrants will represent the largest share of the increase in the population and the work-force since the first World War.[22] Only 15% of the new workers will be white.[23] California will be heavily impacted by this change in population makeup. By 2001, roughly 47% of the population will be what are now termed minorities, with 29% of these Hispanic and over 10% Asians.[24] Of the roughly 900,000 Southeast Asian immigrants, over 340,000 have settled in California.[25] In Santa Clara County, in 1980 it was projected that the white population would decrease from 71% in 1980 to a projected 55% in the year 2000, however, the 1990 census shows whites at 58% already. In the same County, Hispanics comprise 21%, up 39% from 1980, and Asians are up 162% to 17.5% of the total population. In Los Angeles, Hispanic, Asian and Black populations, when combined, form a majority population of 63%, a figure forecasters saw for the year 2000, not 1990.[26] According to the U. S. Bureau of Labor, by 2000, over 50% of the U. S work-force will be between the ages of 35 and 54, an increase of 17% over 1985 figures. At the same time, the age 20 to 30 population will decrease by 2.5%. Females are projected to comprise over 49% of the work-force by the turn of the century, and of those entering the arena between 1988 and 2000, 28% will be native minorities. California will reflect this trend. The community will no longer accept, nor can law enforcement afford to accept, the plain vanilla manager.

Although it is too early to tell, it is clear that the war in the Middle East will have an impact on the work-force. In all likelihood, the veterans emerging from the military will have a completely different outlook on life than the average member of their generation. They will want direction and leadership from managers and will know it when they see it. Although it is not possible to predict what percentage of these new workers will seek law

enforcement as a vocation, some will, and they will bring these changed attitudes with them.

Coupled with these changes in cultural mix will be a manifest change in attitudes, beliefs and expectations of the work-force. The industrial age manager relied on experience and knowledge to direct workers to accomplish the organizational goals. The postindustrial period manager must deal with a work-force that increasingly demands input to the process and self-fulfillment as a product of its work. As female managers emerge and impact the organization, new management behaviors will develop. The demographics also suggest that the emerging female style of management will prevail, as their mediating approach will be necessary to deal with the new heterogeneous workers.[27] This has ominous implications for the industrial style manager who does not wish to change and meet the challenge. The thrust of organizations has shifted from management control of an enterprise to leadership directed towards bringing out the best in people and allow rapid change within.[28] The concept of leadership will also undergo change in the 1990's. As stated by Roger Selbert, editor of FutureScan, "Effective leadership in the '90s will mean encouraging people to lead themselves."[29] The change in population makeup will also have a marked effect on how law enforcement does business. It will no longer be possible to pass off social and economic problems as someone else's concern.

Although it is not possible to forecast the economy over any significant span of time, there is certainly no indication that any appreciable increase in funding levels for local government or social programs is forthcoming. Most law enforcement agencies are looking at doing more with less, as increasing demands on social services to deal with the homeless, the mentally ill, the unemployed, etc. will force reallocation of funds to these areas. Law enforcement will become more and more a social services delivery medium. The law enforcement manager will need to develop and skillfully implement service delivery techniques that are much different from traditional methods. At the present time, community oriented policing is one of the techniques being tested in several communities.

The new worker has a new concept of loyalty to the work. The job no longer comes first. He (or she) has not necessarily lost the old work ethic, he just wants some personal enrichment that goes beyond the paycheck.[30] "Kinder and gentler" is the expectation of the new generation worker, and self-fulfillment is becoming a workplace issue. The new employee shops for a job, takes a look at wages and short-term benefits, and makes comparisons from one job to another. He leaves one agency for another if his personal

needs are better met.[31] The new worker will insist on participating in the management process and will want to interact with superiors at all levels. A flatter organizational structure will be sought, and if not attained, will increasingly exist outside the confines of the hierarchal chart as a phantom structure.

The terms "superiors" and "subordinates" hardly seem accurate today, and will be even less so in the future.[32] The changes in the way the "baby boomers" look at things will also impact such areas as home, family priorities, child rearing, single parenthood, job mobility and their view of the world as a whole. Sociologist Morris Massey of the University of Colorado has dubbed this generation "the Synthesizers". This group must create a value system of their own from a combination of their parents values and their grandparents values.[33] Compounding these changes in attitudes and values will be the impact of cross cultural integration in the work-force. The work ethic of first and second generation immigrants, to wit, the job is a commitment that must be honored regardless of personal cost, will clash with the baby boomer philosophy of self-fulfillment. In addition, the concept of order and discipline will change. Discipline by suspension or pay cuts will become increasingly ineffective, as the new culture worker feels that they have more than enough to make life comfortable as it is, and will only ask that they take the discipline in conjunction with scheduled vacation or days off. When imposed, it will frequently be challenged, an event rarely occurring in the past.

All this will take place while the age 19 to 30 work-force, the recruiting area for law enforcement, shrinks by approximately 500,000 per year through 1995. What impact will this change in work-force and worker culture have on law enforcement organizations and managers as they approach the new century?

One of the major impacts of the coming environment is the proliferation of Human Resource Development divisions and programs within private industry, and, of late, government agencies. This function has existed in various pieces and locations in organizations for many years, however, only recently have they combined recruitment, selection, skills training, evaluation, personal growth and employee retention into one "command function". With the advent of the metaindustrial age, it became increasingly clear to private industry that training and developing workers and managers was going to be a high priority for the successful organization of the future.[34] All California law enforcement agencies have a program for training employees at the "worker" and supervisory levels.

A recent POST Command College study sought to identify the most effective behaviors for law enforcement leaders in the year 2000.[35] Using these behaviors as a starting point, the researcher has broken down the behaviors into component parts underlying the behavior. For example, "empowerment" implies trust and risk taking. These are two of the beliefs and attitudes within "empowerment" as a behavior. In addition to Garner's paper, research into this area has revealed other expert opinions as to what behaviors etc. will be necessary for manager/leaders to be effective in the year 2001. Many of these have also been analyzed and reduced to belief, attitude and skill components, and are included in the futures section.

Organizational development is an ongoing process and proceeds at the rate necessary to remain competitive in the applicable environment. In the information age, this change rate is much higher than ever before. Robert Waterman calls the process "renewal" and states "Renewing companies generate motion, break habits, and scrape the barnacles of bureaucracy by changing people".[36] In many ways, the speed of the process is determined by how fast these changes in people occur.

Law enforcement organizations also undergo renewal. Some face it in a positive way, by evaluating needs in an ongoing "temperature taking" mode and changing continually. Others change in a cataclysmic manner, due to social upheaval, change in leadership, change in economy or other events that alter the organizational culture. Obviously, the former renewal pattern is preferred over the latter. Those agencies that feel they never change are probably destined to undergo the latter type of change. It is the goal of this study to provide law enforcement managers with a scenario for an orderly, planned and attainable management development program that will prod the organization toward positive renewal or development. At the same time, individuals within the organization will look toward the future and fill in the gaps identified by their agency, using the skills felt to be necessary for effective management in the year 2001 and, hopefully, beyond.

APPENDIX B

MANAGEMENT DEVELOPMENT PROGRAM SURVEY RESULTS

106 surveys sent, 80 replies returned (75.5%) January, 1991

NOTE: The cover letter requested that the Chief Executive complete the survey. Of those responding for their departments, 6 Sheriffs (46%) and 39 Police Chiefs (75%) personally completed the instrument.

Employee classification responding 80 Sworn 0 Non-sworn

1. Does your agency currently have a formal or structured management development plan, other than POST requirements, for lieutenants or non-sworn unit managers and above?

28 Yes			52 No		
Sheriff	P. D.		Sheriff		P. D.
0 0%	28	100%	13	25%	39 75%

If Yes, what year did you begin your program? **1968 to 1989, with most (20) in the past five years**

2. Does this plan include the Chief of Police or Public Safety Manager?
18 Yes 10 No

3. If 2 was "No", are any other manager or executive levels excluded from this plan
0 Yes 10 No

4. Please check those management training or development methodologies or techniques used in the in-house portion (if any) of your program and circle those you feel are most effective in management development training: *(MOST EFFECTIVE ARE SHOWN IN ITALICS)*

14	Lecture	9	*Individual directed reading*
9	*Individual directed research*	17	*Group discussions*
3	Gaming or scenarios	13	Team learning
11	*Mentor program*	5	Coaching
5	Computer instruct.	11	Team research
3	Tutored program	3	Internship
0	Dramatizations	5	Panel discussions
0	Adventure learning (wilderness trng)	5	Demonstration
14	*College courses*	5	*"Brown Bag" sessions*
10	*High level executive briefings*	13	*Specified assignment rotations*

5. Please check external programs your agency uses for management development:

26	POST courses
24	Courses from outside vendors presented in-house
25	Courses from outside vendors presented elsewhere

6. Which POST courses are you using for management development?

24	Executive Development Course	28	Management Course
19	Command College	23	Supervisory Leadership Instit.
16	Team Building	14	Executive Update Seminar
12	Chief Executive Seminar	12	L. E. Executive Seminar
14	Chief/City Manager Seminar	4	Other F. B. I. National Academy

7. Do you feel that your program is doing what it was intended to do in terms of management development for the future?
24 Yes 4 No

8. If the answer to question 1. is No, does your agency have any such program in development?
10 Yes 70 No

In development 4 Sheriff 6 PD

If Yes, when do you anticipate start up? **Now through 1993**

9. If the answer to the above question is No, do you feel that your agency should have such a program?
48 Yes 22 No

10. Is management development for the future a specific item in your agency's mission statement or strategic plan?

Mission Statement	18 Yes	62 No
Strategic plan	22 Yes	58 No

APPENDIX C

EXPERTS INTERVIEWED

President, management development firm
Private leadership development consultant
Senior Consultant, POST Management Counseling Services
Senior Consultant, POST Center for Executive Development
Captain, large Sheriff's department
Commissioner, The Commission on POST
Administrative Services Mgr., medium size Police Department
Director, Organizational Development Unit, large Police Department
Chief of Police, medium size Police Department, large metropolitan area
Chief of Police, medium size Police Department, metropolitan area
Director, nationwide leadership development center

INTERVIEW QUESTIONS AND ANSWERS

NOTE: All questions were placed in the context of an agency of the size selected for this study. All responses not in quotes are paraphrases of the interviewees answer. The (#) indicates the number of the same or similar responses to the question.

Q: What do you see as the three greatest challenges facing law enforcement which will impact the preparation of their managers in the next ten years?

Changing workforce demographics, changing values and ethics (6)
Financial problems and how to deal with them. (4)
The lack of leadership in law enforcement (3)
Having managers learn to take responsibility (2)
Decreasing City Manager power (2)
Preventing burnout (2)
Developing training methods for bringing the new work force into management.
Developing new workers to be new leaders
Unstable political climate
Recruitment and what we will have to do to recruit employees
Identifying the methods we will use to develop leaders
Overcoming the lack of ethics at the management level.
The sensitivity of the community to what law enforcement does
The sensitivity of the community to what law enforcement does
Teaching managers to learn to trust their people
Departments must learn how to respond to the needs of the community
Need to identify and clarify law enforcements role in society
Learning to manage change
Changing organizational culture to reflect the new management philosophy
Finding manager candidates that can deal with diversity

Encouraging participation
Maintain a contemporary Command College program with focus on the future

Q: What changes in the social, economic, technological, and political environments do you feel will have the most impact on law enforcement management in the next 10 years?

Increasingly limited resources (3)
Changes in demographics and attitudes in the workforce (2)
The complexity of cultural changes and need for cultural awareness (3)
Public attitude toward the police and impact on L E managers (2)
Changes in technology will cause us to change the way we work (2)
More females and minorities in executive and manager positions (2)
The higher median age in society, aging of the workforce
Younger politicians in major positions in government
The separation or gap between the rich and poor
Federal immigration policies impact on the workforce available
The effect of the Mid-East war on the economy
Public demand for professionalism
New approaches to planning, where procedure or policy are analyzed for total impact
A change in the emphasis on expenditures from law enforcement to social programs
Social program cuts will decrease middle class
Changes in the roles of the police
Multi-cultural city and county governing bodies
The impact of the Pacific Rim
Politicians will deal more directly with department heads

Q: Considering the changing environment, what do you feel will be the most desirable traits, skills, attitudes and behaviors for <u>effective</u> law enforcement managers through the 1990's?

Problem solving skills (5)
Law enforcement and supervisory technical skills (4)
Trust in themselves and others, belief in people (4)
Personal integrity and responsibility (4)
Situational leadership style, flexible (4)
Caring about people, a desire to develop people and willingness to empower others (3)
Good self-image and self-confidence (3)
The ability to conceive a vision then impart it to others (3)
Have the ability to handle a lot of issues at the same time (3)
Understand organizational culture, community values and expectations (3)
The ability to work within networks and build people relationships outside the organizational structure (2)
The ability to communicate and interact one on one with other (2)
The ability to take personal responsibility for their actions, personal integrity (2)
Courage to take risks and the willingness to delegate (2)
Facilitative, that is helping others to get their jobs done, supportive (2)
A broad perspective of law enforcement
The ability to generate excitement and support for ideas and a vision
Can use group facilitation and group involvement skills

Ability to move from single focus to broad systems approach to problems
Project management skills
Courage to make decisions no matter how tough they are
A well rounded education in the humanities
Must have an open mind and a tolerance for diversity
Must be a learner and have a thirst for knowledge
Ability to make decisions and be creative
Have honesty, integrity and sincerity and a high level of ethics
Willingness to take a hands on approach
Be open, sensitive and articulate and have a high level of energy
Be persuasive, not heavy handed but with a light touch
Must have the ability to deal with a large amount of ambiguity
Be a consensus builder, or at least a consent builders

Q: What do you feel are the most effective methods for training law enforcement managers in those traits, skills, etc for the future?

Mentoring and coaching (6), with feedback and evaluation (3)
Rotation of assignments (5)
Action learning, learning by doing, experiential model (4)
Formal education as a foundation (3)
Self-discovery, not just teaching, but learning, with feedback (3)
Adult experiential learning within a safe and warm environment (2)
Transformational learning, facilitative instruction rather than lecture (2)
Interactive approach to learning, with feedback at all levels of the experience (2)
Any reading outside the law enforcement field
Active involvement in simulations and discussions in a trusted forum
Management preparation training, ie. sending sgts. to a management course
Encouraging ongoing subordinate training
Encourage innovation, and make it alright to make mistakes
Train them to be good followers
"In many ways the methods mirror the competencies you are trying to train"
The opportunity to practice what they've learned on return from the training
Allowing risk taking without punishment for failure
Make the environment exciting and make them want to be a part of it
Develop incentives that encourage participation in the group
Encourage personal commitment to a project or program

Q: Do you feel that most law enforcement agencies are able to use such methods effectively? Please elaborate on your answer.

- No
- "Generally not, because the managers lack the understanding themselves"
- No
- "Yes, but it must be choreographed very carefully". Experiential learning relies heavily on facilitators, and they must be well trained in the process; it needs a large base of support.
- "Yes, however, they will need to use somewhat different approaches"
- No, due to a mind set on the lecture method of instruction; a lack of resources to do the mentoring or experiential training; lack of creativity to think of new ways to do things in this area

- "Yes, I'm optimistic"; organizations can be flexible enough to incorporate POST courses into local environment using the methods outlined. Interactive management gaming can be integrated into agency training as it becomes available.
- They are capable, but not doing it; they are driven by a negative mentality, that of control rather than support.
- Probably not. Most organizations are trained to use diversified approaches to training or learning while law enforcement utilizes a regimented or lock step program early on, and never seems to stray far from it.
- "No, that's why our inertia, our momentum, keeps going down the same path". We are functioning pretty much the same way we functioned in the past and that's the reason.
- Yes, if they have a fixed rotation policy and an organizational commitment to having them succeed and assist them in goals they want to attain.

Q: What do you feel are the greatest obstacles facing those seeking to develop effective managers in the law enforcement environment?

Lack of time and money (3)
Inflexibility of people in regards to change (3)
A lack of vision at the manager or top executive level (3)
The lack of a supportive environment for developing managers (3)
The cost of traditional types of training (3)
Trading short term goals for long term development (2)
The mass of knowledge needed to be effective (2)
The management development problem, and the willingness to do nothing about it (2)
Unwillingness to take risks (2)
The feeling that leadership cannot be developed or learned (2)
The rising level of frustration among managers
The technology has outdistanced our mental capacity to use it effectively
Lack of ability to be visionary, to see what lies ahead and envision a future
The insistence on being in control and always have the answers
Inability to step back and focus on the whole environment

Q: What trends do you see developing that will have an effect on law enforcements ability to develop effective managers during this decade? Please identify at least three.

SEE APPENDIX D

Q: What are three <u>significant</u> events that could impact the direction of the above trends, either positively or negatively, in the next ten years?

SEE APPENDIX D

Q: What do you think POST management development programs should emphasize during the next decade?

Improve creative problem solving skills (4)
Continue to focus on futures study (4)
People development as a focus, not skills development as it is now (3)
Leadership and the components that go with (3)
Development of humanistic skills and behaviors (3)
Change the focus from pure training to learning, training and implementation (3)
Continue to focus on Command College training segments (3)
Concentrate on quality of instructors and work on instructor development (2)
Developing facilitative leaders (2)
Concentrate on teaching people how to learn, to think (2)
Creativity and openness (2)
Help agencies pool their resources for greater benefit in training and operations (2)
Focus considerable time and effort on ethnic studies and training (2)
Bring management development and leadership skills into a total package
Use of management development techniques available outside law enforcement
Leadership development in the management courses
Must spend more time developing leadership across the boards
Deal with vision and ethics
Identify human resource management as a priority
Help managers develop a clear and definitive idea of what they are out there for
Studies that address the impact of the training they present
Offer a course in Community Oriented Policing

APPENDIX D

TRENDS AND EVENTS LIST

TRENDS

Trends and events were identified by several methods, among these are: informal interviews with management development (MD) and human resource development (HRD) professionals; the literature scan; expert interview answers; and the researcher's 27 years of experience in law enforcement, enhanced by increased awareness developed in Command College. The total list of trends and events was reduced by a group of five law enforcement managers. After three forced choice rounds, the list was finalized at the seven trends and seven events analyzed in the study

NOTE: ALL TRENDS AND EVENTS ARE TO BE INTERPRETED AS THEY WOULD APPLY TO LAW ENFORCEMENT AGENCIES WITH BETWEEN 100 AND 500 TOTAL PERSONNEL.

TRENDS FROM RESEARCH

Females and minorities in management positions as a percentage of management personnel
Amount of management level training presented by POST
Amount of management development training provided by agencies
Number of agencies with management development programs
Amount of technologically enhanced L. E. management development training available
Level of formal education of management personnel
Amount of State mandated management development training
Level of POST management development training that addresses cultural awareness
Level of political involvement in law enforcement operations
Level of Chief Executive Officer commitment to management development training
Amount of time spent by agencies in handling "non-police" problems
Number of supervisors that wish to become managers
Level of focus on visionary leadership
Quality of people in a leadership position
Occurrence of consolidation in law enforcement agencies
Amount of training on management ethics
Level of focus on leadership development
Level of concern about quality of training
Amount of technology based training
Amount of legal intervention impacting management level decisions
Level of community expectation of professionalism in law enforcement managers
Level of impact of technology on the teaching/learning environment
Amount of time managers spend in managing community resources
Level of POST focus on futures oriented programs
Level of POST commitment to management development programs

Level of reliance on technology
Lateral entry positions available at the management level
Average age of management personnel
Amount of time spend on neighborhood and community problem solving programs
Average layers of organizational structure
Number of cities with existing police departments contracting services from other L E agencies
Percentage of minorities in the workforce
Percentage of women in the workforce
Impact of the Mid-East war on law enforcement recruitment

TRENDS FROM INTERVIEWS

The level of diversity within the newly hired employees (4)
Number of minorities in the agency (3)
Time spent on neighborhood and community problem solving programs (3)
Level of POST commitment to management development programs (3)
Level of POST focus on futures oriented programs (2)
Level of community expectations of professionalism in law enforcement manager (2)
Percentage of minorities or women in the workforce (2)
The overall quality of people in a leadership position (2)
Level of education of law enforcement officers
Level of focus on leadership development
Number of layers in the organizational structure at the management level
Level of focus on management development
Number of women and minorities in management positions
Level of enforcement expectation of community in drug and crime control areas
Society's expectations of police to do more with less
Legal professions influence on law enforcement managerial roles
Sense of community identification within the communities

EVENTS FROM RESEARCH

Replacement of POST Executive Director with skills oriented Executive Director
Non-law enforcement executive appointed CEO of a large agency
Legislature mandates cultural awareness training for all management level personnel
Adoption and funding of recommendations of ACR 58 "California Law Enforcement Training in the 1990's A Vision of Excellence" report.
Governor signs bill allowing non-citizens to become police officers without restrictions.
Supreme Court upholds large civil award against city where manager fails to behave professionally.
National task force on crime recommends management level ethics training.
Establishment of police department that combines several survey size agencies into one agency.
Major riot stemming from failure of police to deal with community problems.
CEO mandates graduate level education for all managers
POST implements "experiential training" format in all Mgm't. or Exec. development programs.
POST mandates leadership training for all sworn and non-sworn management level personnel.
POST requires agencies to include ethics as priority in agency mission statements

Federal court requires that public employee ethnic composition match that of the community
Electromagnetic anomaly that disrupts all data systems
Mid-East war lasts longer than one year
Legal intervention that mandates extensive training, stopping development of other programs
Change in way POST training is funded
Large civil awards stemming from management ethics deficiency suit
Manager disciplined contrary to what CEO publishes as departmental standard
Large riot in a major California city.
Court mandates promotion of female L E manager in a discrimination case
An identifiable change in minority plurality in the community
Local citizens group forms vigilante committee and lynches a drug dealer
Municipality or County declares bankruptcy
Legislative action limits state growth
Adoption of recommendations and funds for ACR 58 (training and delivery systems for L E)
Development of a Command College type program in adjacent state

EVENTS FROM INTERVIEWS

A change in the process of funding POST (2)
Veterans return from Mid-East war (2)
Legal intervention mandating certain training and put a halt to new programs
Establishment of a large department by joining several small ones
A large civil award stemming from a management ethics deficiency suit
A bad decision by a manager without any input from others
A major riot in a a large city
An identifiable change in minority/majority status in the community
Federal court mandates promotion of female L E manager in discrimination case
Municipality or County declares bankruptcy
Legislature rescinds law that requires hate crimes be investigated
Legislative action limiting state growth
Convening a national task force on crime as outlined by Bush on 1/27/91
Infusion of large amounts of monies for law enforcement
Development of another Command College program in an adjacent state.
The adoption of the recommendations of ACR 58 (training delivery study) by the legislature, coupled with the funding

APPENDIX E

MODIFIED CONVENTIONAL DELPHI PROCESS DOCUMENTATION

MODIFIED CONVENTIONAL DELPHI PANEL

President, management development consulting firm
Assistant Sheriff, surveyed size Sheriff's Department
Senior Consultant, Commission on POST,Management Counseling Services.
Captain, very large metropolitan Sheriff's Department
Captain, surveyed size Police Department
Captain, surveyed size Police Department
Chief of Police, surveyed size Police Department
Honorable Commissioner, Commission on POST
Captain, very large metropolitan Police Department

MCD Panel Letter #1

Dear Panel Member:

Thank you again for agreeing to participate in the futures forecasting section of my Command College paper addressing "WHAT MANAGEMENT DEVELOPMENT SYSTEMS WILL BE NECESSARY WITHIN CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2001" with subissues of:

1: What kinds of training programs will be appropriate to prepare police managers for the emerging work environment?

2: What learning strategies would be desirable for developing law enforcement managers by the end of the decade?

3 What are the implications of this study for changes within the management development programs presented through POST?

NOTE: This study is limited to agencies with a total staffing of between 100 and 500 sworn and non-sworn.

I have compiled a list of trends and events that will influence those trends which will impact the issue or sub issues. This list is a result of research and interviews of experts like yourself and others. I selected a group of trends and events that (1.) will directly impact management development methods and strategies (2) can be addressed when formulating a strategic plan and (3) local agency policies or practices can impact. I have included an explanation that attempts to explain the idea behind the trend or event. If you do not understand the explanation, please call me at **408-942-2400**.

The Modified Delphi process has been chosen for my futures forecasting methodology. The enclosed documents are the first of two Modified Delphi rounds. Each should only take a few minutes to forecast. **Please complete the forms as quickly as possible and mail them back or (preferably) FAX them to me at 408-945-3953. I would appreciate them within a few days, as I have a short deadline.** I will

tabulate the data and send you the results. That will constitute the second round of the Modified Delphi. You will be asked to examine the data and determine if you wish to modify your original response.

In this current round, please evaluate the lists of trends and events using your knowledge, background and opinions. Keep in mind that the analysis should be in relation to my project issue and sub-issues.

TREND EVALUATION (instructions for process)

In futures research, a trend is a series of events. It is ongoing, and the way the statement is presented is non-directional (that is, it does not imply increases, decreased, or a set opinion). The enclosed trend evaluation form contains --- trends. The trend evaluation form calls for you to make estimates on each trend, using the base of 100 for today. The estimates asked for are five years ago, five years from now, and ten years from now. Additionally, on the five and ten years from now forecasts, a diagonal; line is provided. The upper part of the diagonal is for your forecast on what the trend will be. The bottom half is for your forecast on what you think it should be, or, stated another way, what you would like it to be. An example of trend forecasting is:

	TREND	Five Years Ago	Today	Five years from now	Ten years from now
1	Cost of housing	80	100	130 / 120	190 / 150

In the case of this trend, the forecast was that five years ago costs were at level 80 compared to the 100 of today's cost. It could also be expressed as 80% of todays cost. Five years from now, the forecaster feels that the cost of housing will be 130% of todays cost, or an increase of 30% over today's cost and that it should be 120% or an increase of 20% over todays cost. The forecaster feels that ten years from now the cost will be 90% higher than now but that it should be 50% higher. NOTE: the trend can go up and down. In the above example, it could go from 130 to 100 between the five and ten year forecast.

TREND DEFINITIONS (ATTACHED)

EVENT EVALUATION

The second evaluation asked of you, is an evaluation of events. Unlike trends, which are a series of ongoing events, events are things that can or have happened. They are incidents which can be said to have occurred at a certain place or time. For example, the number of earthquakes occurring in California per year is a trend. The Loma Prieta earthquake of 1989 is an event.

The attached Event Evaluation sheet contains a list of --- events related to my study issue. For each event you are asked to forecast three things:

- Years until the probability first exceeds zero
  This is your opinion as to when, in years from now, the probability the event could occur first exceeds zero. Fractions of years are acceptable.

- Probability-Five years from now and ten years from now
  This is your forecast as to the probability the event will occur within five years from now and ten years from now. The probability is based on a percentage. Thus, 50 means it is as likely to occur as not occur, 90 means it has a very good possibility of occurring, etc.
  CAUTION: The probability can only increase from five to ten years, it can not decrease. It is cumulative. If it is 50 within five years it cannot be 20 within ten years.
- Impact on the issue area if the event occurred
  This is your opinion as to the impact on the issue studied if the event occurred. Positive and impacts may or may not be linked. Please consider them separately and rank them on a 0 to 10 scale, with 10 being the greatest impact possible.

An example of event forecasting is:

Event #	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100 %)	Ten Years From Now (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
1	Recycled paper house marketed	2.5	25	50	0	-5

In this case, the forecaster felt that the probability a recycled paper house would be marketed would not exceed zero (it won't happen at all) until 2.5 years from now. There is a 25% probability it will occur within five years and a 50% probability it will happen within 10 years. If the event does occur it will have a moderate negative impact on the issue.

EVENT DEFINITIONS (ATTACHED)

Thank You:

Ken Petersen

MCD Panel Letter #2

Dear Panel Member:

Thank you very much for completing the first round of my Modified Delphi evaluation. I have taken the data from all the respondents and prepared two charts each on the events evaluations and the trends evaluations. One chart contains the median estimates as determined from the responses. The second chart reflects the range of responses of the participants.

This is the second, and final phase of the Modified Delphi. In this round, you are asked to review the data charts and compare them to your original responses. If, after reviewing the responses of the group, you wish to change your original opinion, you may do so. **It is not a requirement that you alter your original evaluations. Do so only if you feel you should.**

For simplicity, I have enclosed copies of your original responses and the definitions of the trends and events. If you wish to change a response, please enter the new information on the appropriate location on the blank forms. Please try to have the forms returned to me by February 15th, 1991 (if at all possible, earlier). Sorry for the tight turnaround, but I am trying to keep on schedule to complete the project by the due date.

Thank you again for taking time out form your busy schedule to help me with my research project. Your insight has been a valuable contribution to my futures research project

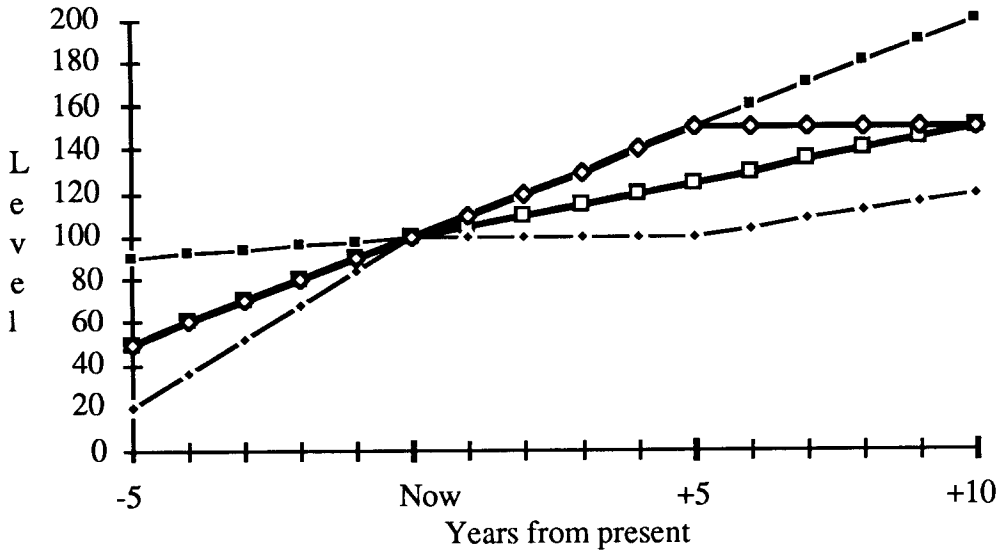
Ken Petersen

NOTE:	NONE OF THE MCD PANEL MADE CHANGES IN THEIR FORECASTS DURING THIS SECOND PRESENTATION OF THE DATA

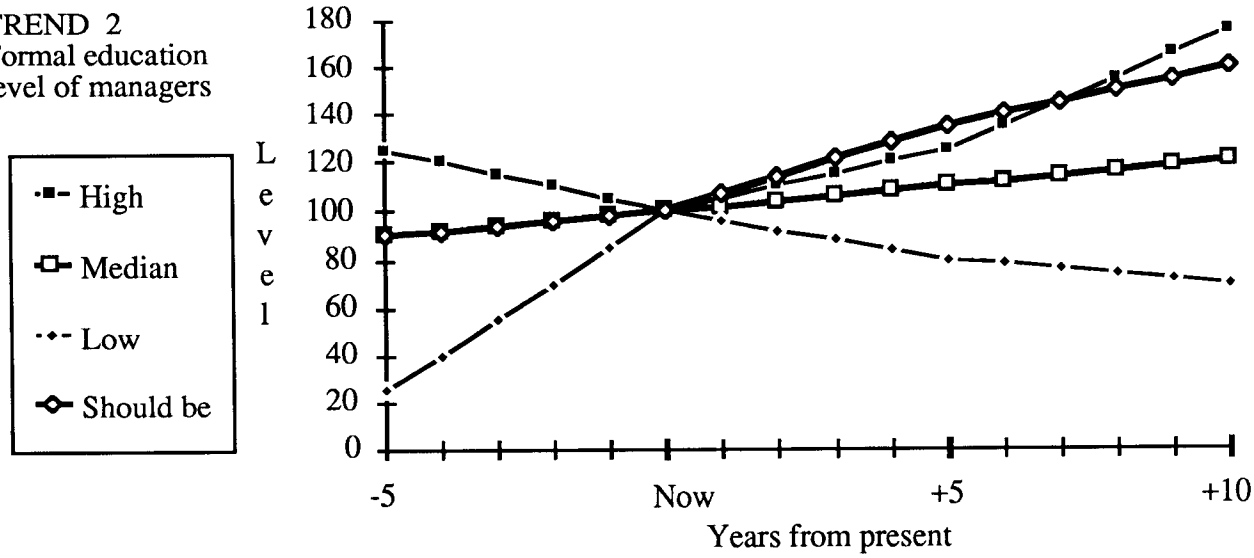
APPENDIX F

TREND FORECAST GRAPHS *

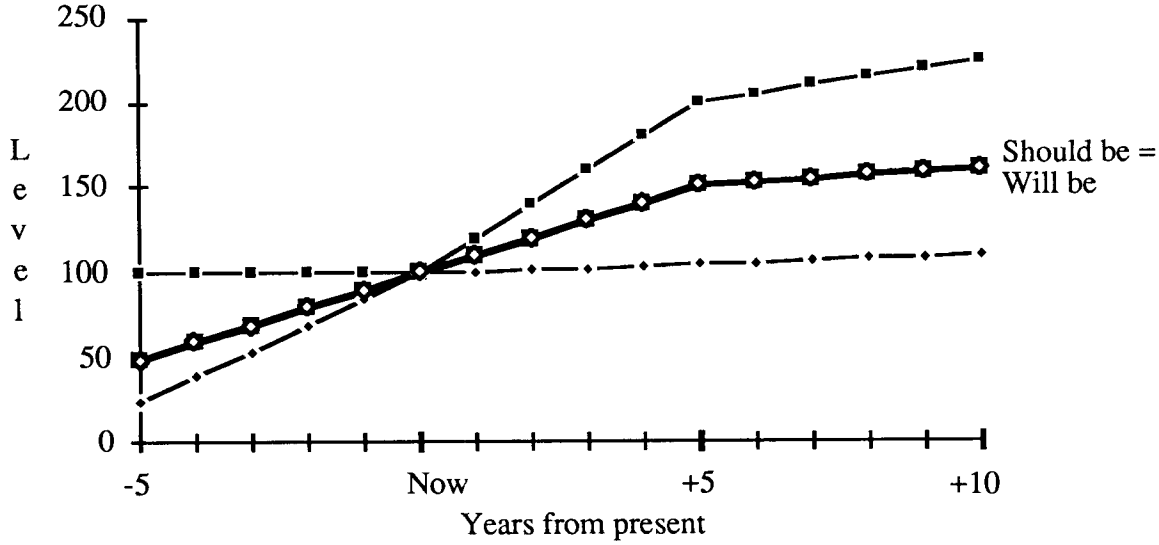
TREND 1
Females/minorities in management positions



TREND 2
Formal education level of managers

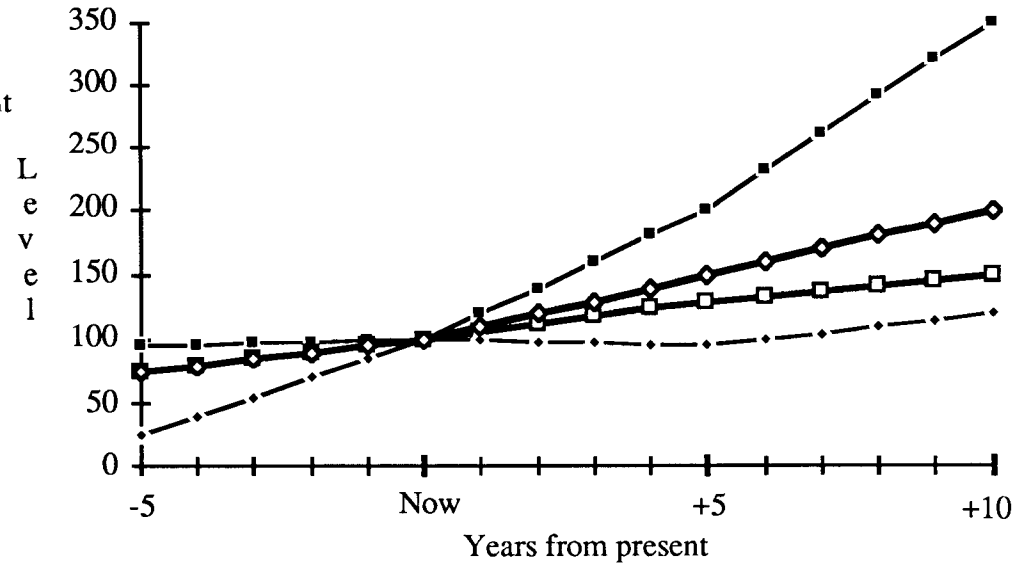


TREND 3
POST mandated cultural awareness training

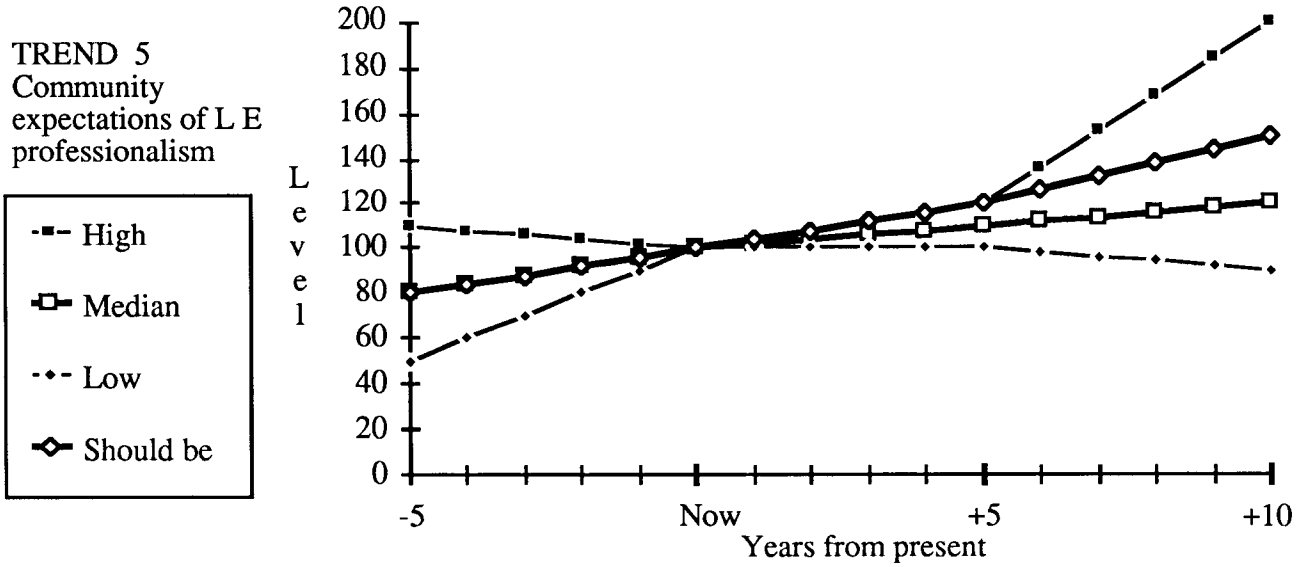


* Forecasts of a nine member Modified Conventional Delphi panel

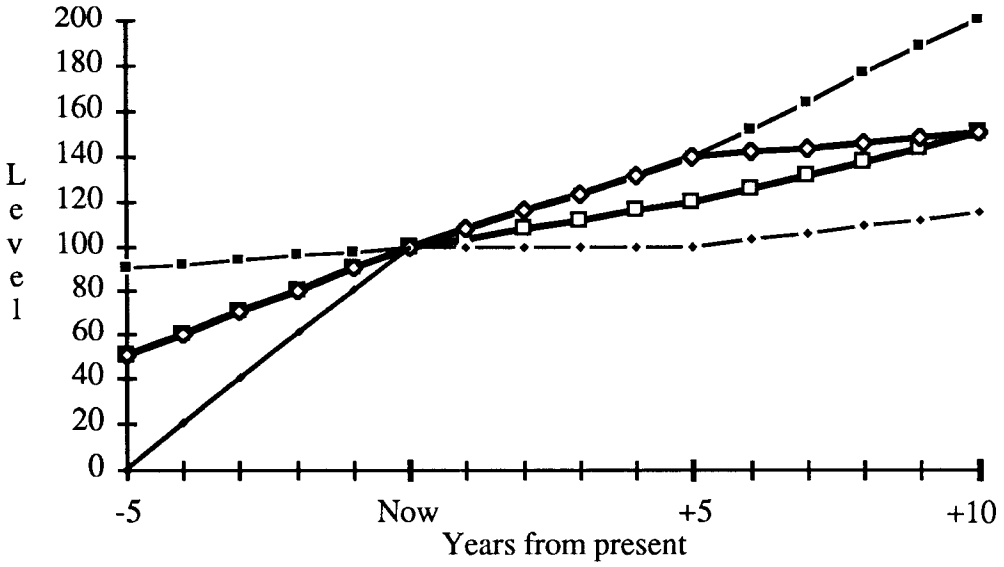
TREND 4
Commitment of CEO to management and leadership development



TREND 5
Community expectations of L E professionalism

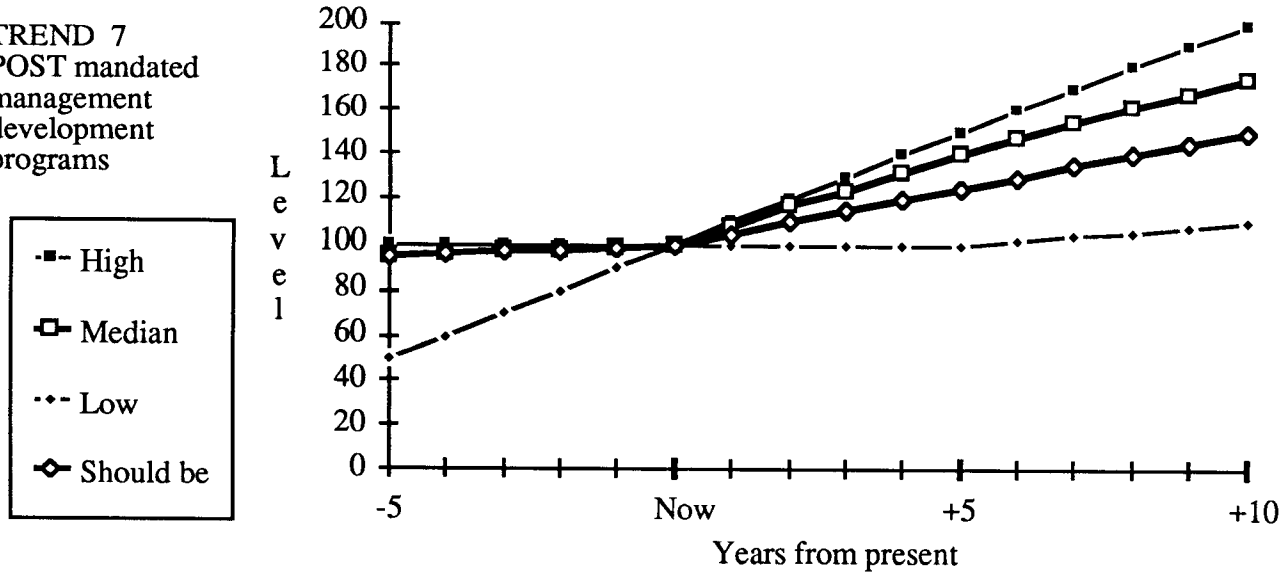


TREND 6
POST commitment to experiental leadership development training



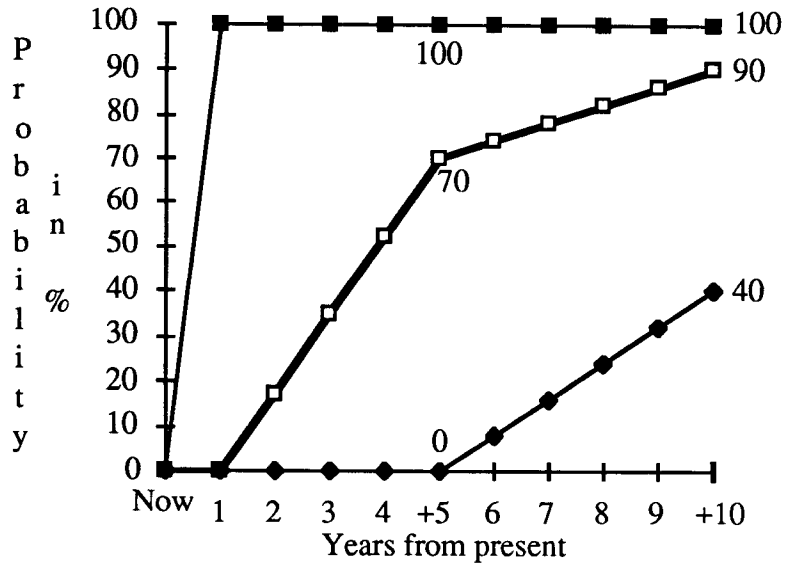
* Forecasts of a nine member Modified Conventional Delphi panel

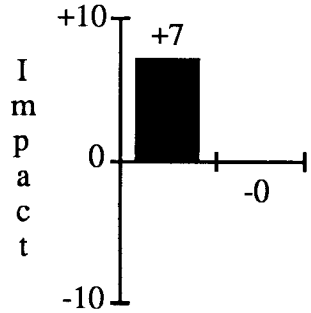
TREND 7
POST mandated management development programs



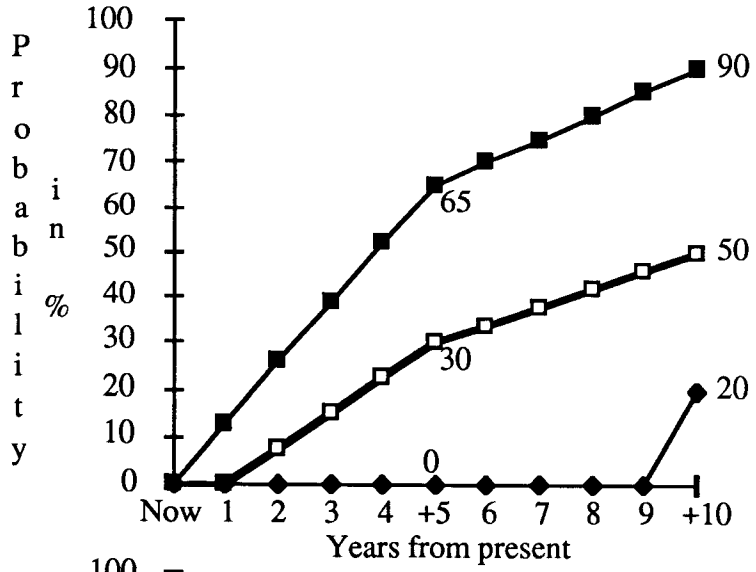
EVENT FORECAST GRAPHS *

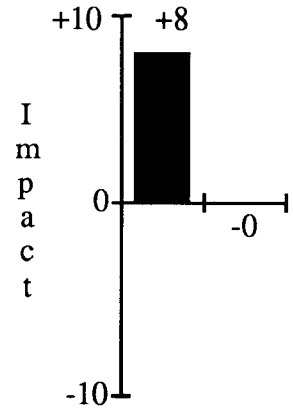
EVENT 1
Mandatory cultural awareness training



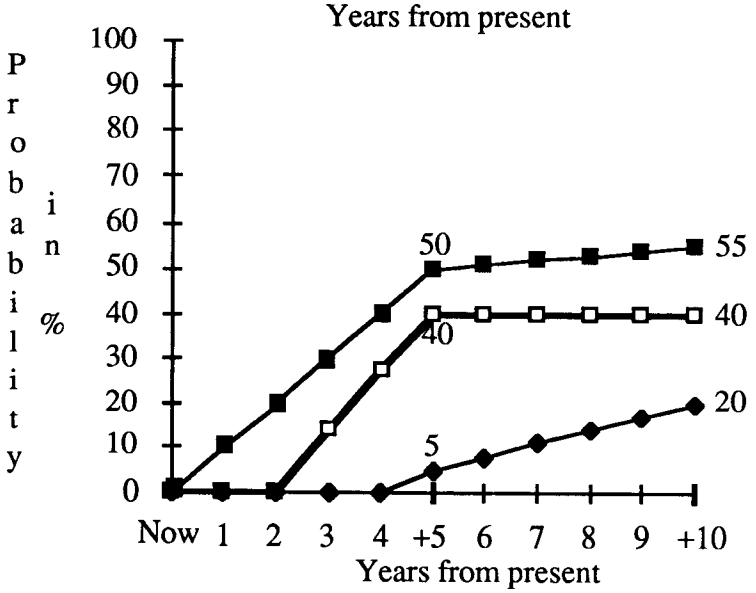


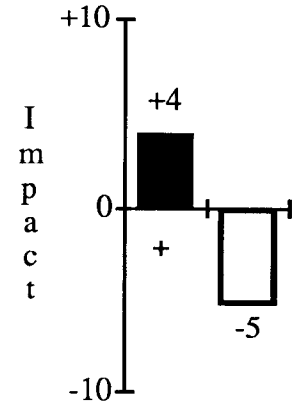
EVENT 2
ACR 58 adopted and funded

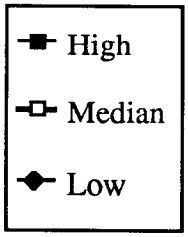




EVENT 3
Graduate level education mandated by agency CEO

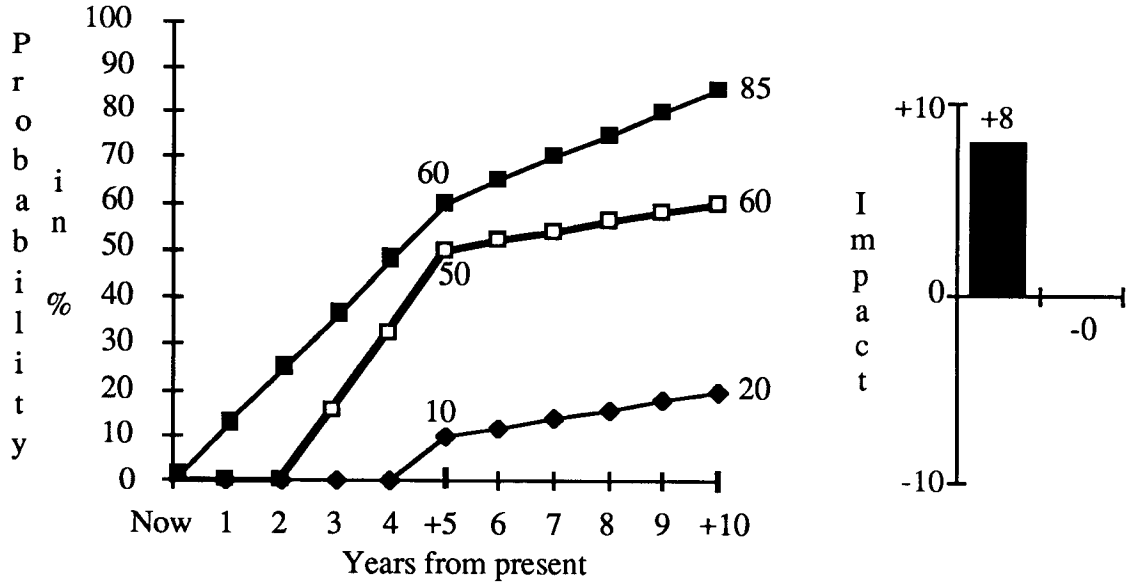




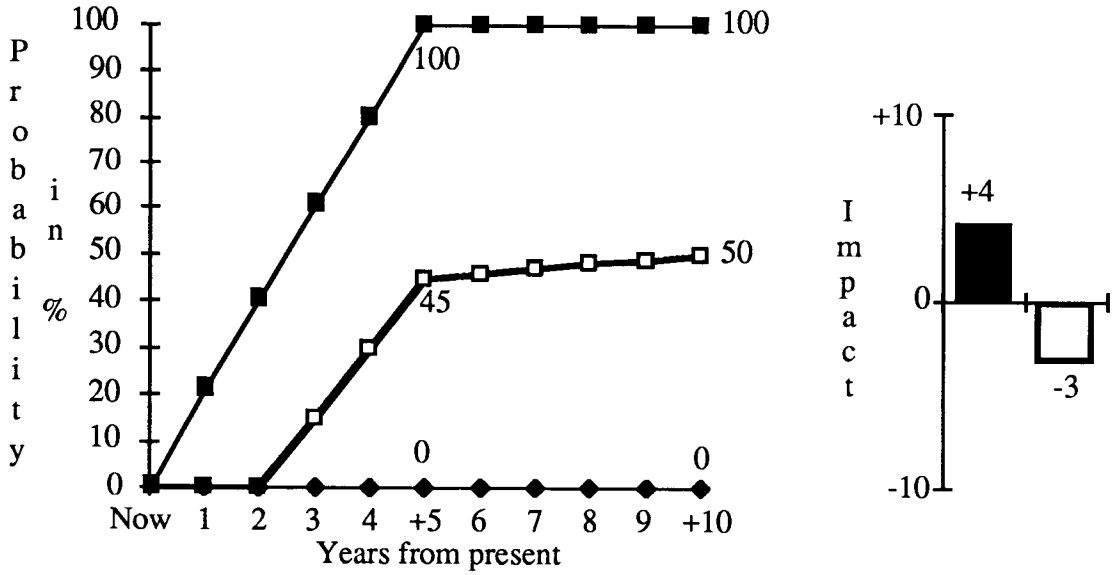


* Forecasts of a nine member Modified Conventional Delphi panel

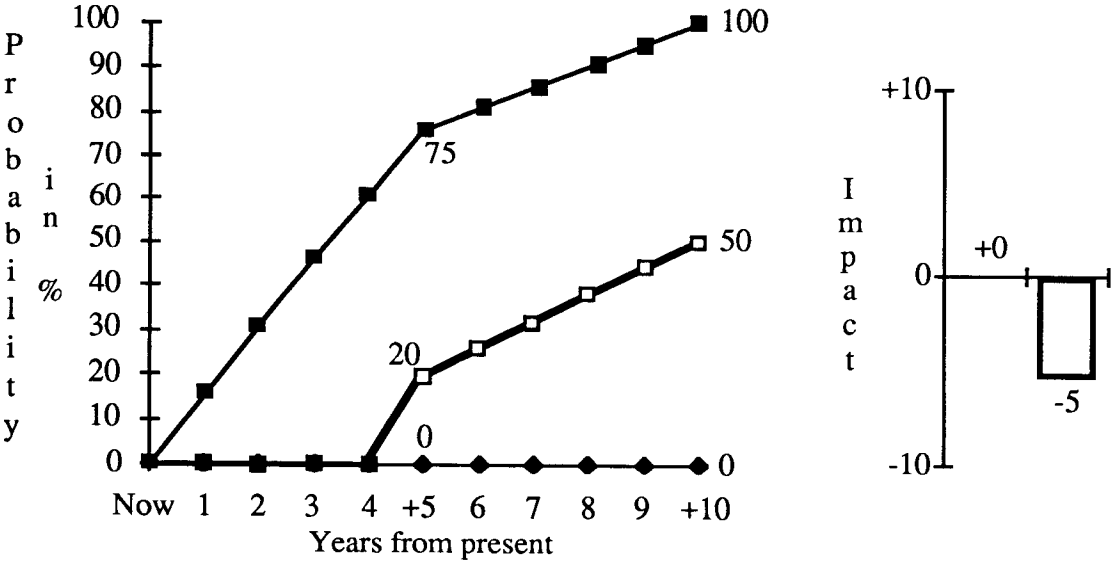
EVENT 4
Leadership trng. mandated by POST

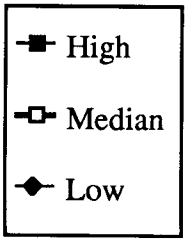


EVENT 5
Federal Court mandates ethnic balance in public agencies, incl. law enforcement

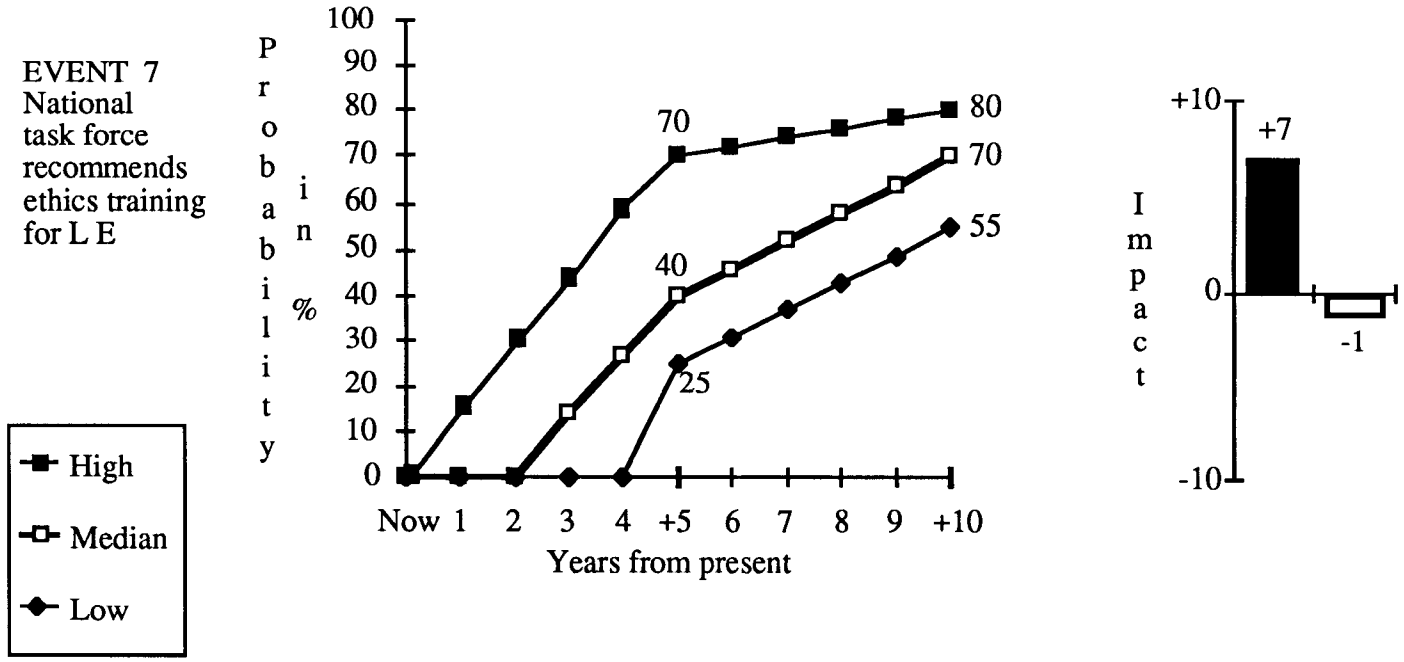


EVENT 6
POST director replaced by skills oriented director





* Forecasts of a nine member Modified Conventional Delphi panel



* Forecasts of a nine member Modified Conventional Delphi panel

NOTES ON GRAPHS: These graphs represent forecasts of the significant Trends and Events identified by the researcher, as forecast by the Modified Conventional Delphi panel. The panel made a first forecast, then were sent the results and given an opportunity to change their forecasts, None chose to make changes to their original forecast. The Trend graphs show the direction and magnitude of the Trends into the future with a reference to what they were five years ago and are now, which is set at 100 as a base. The high and low forecasts are included to show the forecast range. The "should be" forecast gives direction for desirable change. Only the median is reflected in the "should be" plot. For a complete table showing a synopsis of trend forecasts, see "Trend Evaluation" located in Table 1.

The Event graphs depict the probability of the Event occurring, how long before it is likely to be before it could occur, and the positive or negative impact it will have if it occurs (only median is shown). The complete range of forecasts is depicted on the "Event Evaluation" table found in Table 2.

APPENDIX G

WOTS-UP ANALYSIS

Opportunities and Threats

EXTERNAL

Opportunities	Threats
• Availability of outside resources	• Ambivalent City Manager
• Positive City Council position on issue	• Unstable economy
• High level of community support	• Increasing calls for service
• No police-citizen conflicts	• Shortage of qualified entry level employees
• POST emphasis on mgm't. dev. (T6,7)	• Increased expectations of L E
• Leadership becoming an issue	• Political intervention increasing
• Professionalism expectations rising	
• Females and minorities in management (T1)	
• CEO commitment level (T4)	

Strengths and Weaknesses

INTERNAL

Strengths	Weaknesses
• Intelligent managers	• No CEO commitment to issue
• Open training budget	• Internal structure limitations
• Young and diverse supervisor group	• No push for management development program from supv. or mgrs.
• Managerial turnover in next ten years	• Managerial turnover in next ten years
• College tuition funding available	• Lack of advanced educational goals
• Ethnic and sexual diversity among mgrs.	• Reliance on POST programs
• Commitment to professional L E	• Lack of supervisory development program
• Financial stability of City	

Source: Five Los Buelos managers reached consensus on each aspect of the analysis.

APPENDIX H

INTERNAL CAPABILITY ANALYSIS TABLES

Strategic Needs Capability

Strategic need area: Management development for the future.

CATEGORY	**RATING ***				
	SUPERIOR	BETTER	AVERAGE	IMPROVE	CRISIS
Manpower			X		
Technology		X			
Organization structure				X	
Money		X			
Workload			X		
Supplies		X			
Sworn/non-sworn ratio			X		
Turnover			X		
Management skills				X	
"People" skills			X		
Specialty training		X			
Skills training		X			
Supervisor training				X	
Mgm't. training				X	
Public image of agcy.		X			
Community Support		X			
Council support		X			
City Manager support			X		
Management flexibility				X	
Morale				X	

* Median rating of 11 returned surveys

LEGEND

SUPERIOR:	Better than anyone else. Beyond present needs
BETTER:	Better than average. Suitable performance. No problems
AVERAGE:	Acceptable. Equal to other agencies. Not good, not bad.
IMPROVE:	Not as good as it should be. Deteriorating. Must be improved.
CRISIS:	Real cause for concern. Situation bad, action must be taken at once

Reception to Change Analysis

CATEGORY	RATING *				
	I	II	III	IV	V
TOP MANAGERS					
Mentality/Personality			X		
Skills/Talents			X		
Knowledge/Education			X		
ORG. CLIMATE					
Culture/norms		X			
Incentives to change			X		
Power structure		X			
ORG. COMPETENCE					
Middle Management		X			
Supervisory		X			
Line personnel		X			

* Median rating of 11 returned surveys

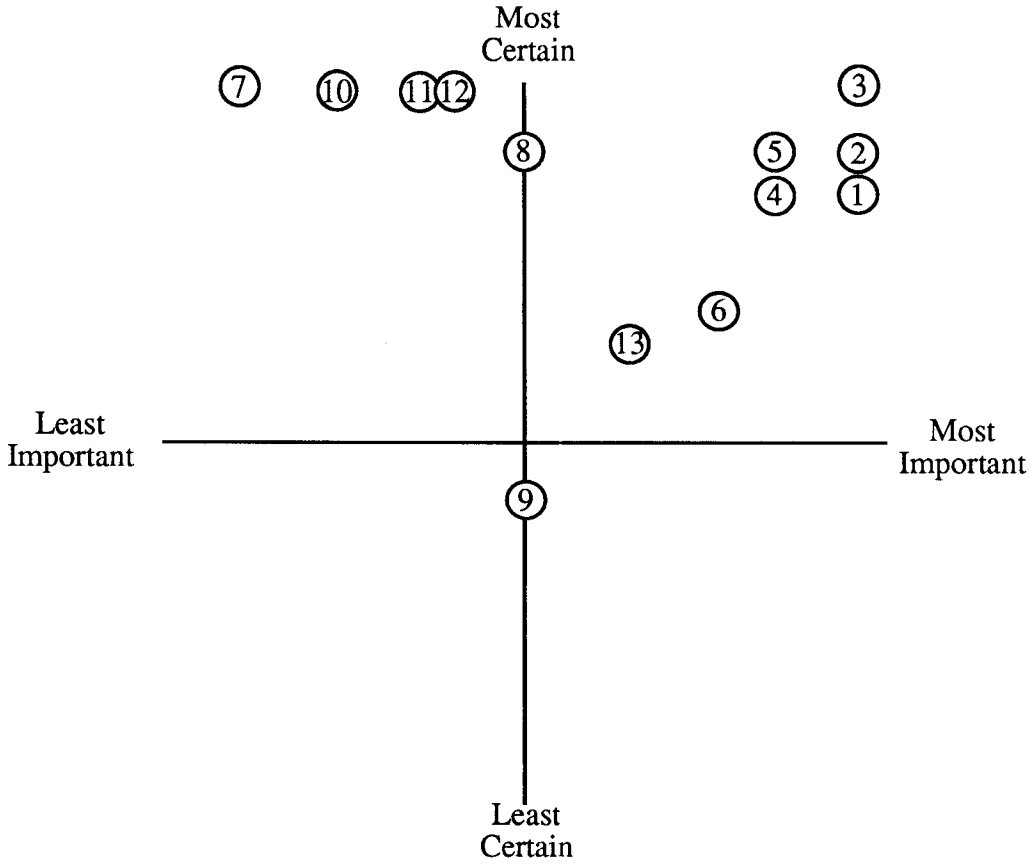
LEGEND

I	Custodial, rejects change
II	Adapts to minor changes
III	Seeks familiar change
IV	Strategically oriented, seeks change related to the issue area
V	Flexible, seeks novel change

Source: Five Los Buelos managers reached consensus on each aspect of the analysis.

APPENDIX I

STRATEGIC ASSUMPTION MAP *



1. LBPD Chief
2. LBPD Managers
3. LBPD Supervisors
4. LBPD POA
5. Other CEOs
6. LB City Manager
7. Minority community
8. Other LBPD employees
9. LB City Council
10. LB City Personnel
11. POST
12. HRD program vendors
13. Local academy (SD)

* Assumptions determined by consensus of a group of LBPD managers and supervisors

APPENDIX J

MODIFIED POLICY DELPHI PANEL

1 Captain, 3 Lieutenants, 1 Sergeant and 1 non-sworn manager

Modified Policy Delphi Process Information (Sent to panel)

Thank you for agreeing to participate. As part of my Command College research project, I am conducting a Modified Policy Delphi (MPD). This will provide me with a wide range of insights on the issue and help insure that the paper is not the result of preconceived ideas. The research focuses on the issue question:

"What Management Development Systems Will Be Necessary Within California Law Enforcement by the Year 2001?"

Three sub issues have been identified within the main issue, these are:

- What kinds of training programs will be appropriate to prepare police managers for the emerging work environment?
- What learning strategies would be desirable for developing law enforcement managers by the end of the decade?
- What are the implications of this study for changes within the management development programs presented through POST?

For the purposes of this study, managers are defined as any employee with management level responsibilities, sworn or non-sworn. The scenario agency is the "Los Buelos Police Department", with a total personnel of 101.

Research has identified trends and events that could impact the issue areas, and, from these, a Nominal scenario was developed. This scenario is of the "desired and attainable" genre, and is to be used to develop the policies that can be implemented today, or in the foreseeable future, that could assist in making this scenario a reality in 2001.

I would appreciate it if you would take a few moments and read the attached scenario and list two policies that would work toward making the desirable future occur. Please consider policies that could be implemented by Los Buelos. An example of a policy would be "a policy that would insure that only those interested in promotion get promoted" An example of a policy that could not be implemented would be "a policy that only allows the promotion of non-minorities". The first type of policy could be enacted by Los Buelos, while the second could not, as it flies in the face of law. The policies should address the broad topic of the issues and sub-issues questions. When we meet, we will present each members policies to the group (there will be six of us), and discuss them, and reduce the list to 9 policy alternatives. We will then rate them with the attached form. I plan on using the best five or six of the nine for my paper. I hope this preview of the work to be done will speed the process.

ATTACHMENT: **NORMATIVE SCENARIO**
POLICY RATING FORM EXAMPLE

Policy Rating Form:

Alternative 1: _____

*Feasibility	DF	PF	PI	DI	TOTAL	___
	(3)	(2)	(1)	(0)		
*Desirability	VD	D	U	VU	TOTAL	___
	(3)	(2)	(1)	(0)	SCORE	___

Etc. through Alternative 9

Feasibility:		
	Definitely Feasible (DF)	no hindrance to implementation no research and development required no political roadblocks acceptable to the public acceptable to the stakeholders
	Possibly Feasible	indication this can be implemented some R and D still required further consideration to be given to political or public reaction
	Possibly Infeasible	some indication it is unworkable significant unanswered questions
	Definitely Infeasible	all indications are negative, unworkable and cannot be implemented
Desirability:		
	Very Desirable	will have a positive effect and little or no negative effect extremely beneficial acceptable to the public
	Desirable	will have positive effect, negative effects are minor beneficial justifiable as a by-product or in conjunction with other items
	Undesirable	will have a negative effect or be harmful may be justified only as a by-product of a very desirable item
	Very Undesirable	will have a major negative effect, extremely harmful

RESPONSIBILITY (RASI) CHART

ACTORS / DECISIONS or ACTS *	Chief of Police	Steering Comm. Chair	LBPD Managers Spoke-person	City Manager	CEO group Chair
Formulate policy	R	I	S	I	
Choose steering committee chair	R	I	S	A	
Select steering committee	A	R	I		S
Assess organization and culture	A	R	S		
Identify internal and external resources	A	R	I		S
Design M D program	A	R	I	I	S
Identify M D program participants	S	A	R		
Maintain contact with stakeholders	A	R	S		S
Begin M D program	A	R	S	I	S
Monitor program and community reaction	A	R	S	I	
Periodic reports to Chief	S	R	I		I

* Legend

R = RESPONSIBILITY for action (but not necessarily authority)
A = APPROVAL (must apporve, has power to veto the action)
S = SUPPORT (has to provide resources, but does not have to agree to the action)
I = INFORM (must be informed before the action, but cannot veto)
Blank = Irrelevant to that particular action

APPENDIX L

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