THE FUTURE ORGANIZATIONAL ENVIRONMENT

FOR WOMEN IN LAW ENFORCEMENT

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

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

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

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

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Abstract

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Abstract

This study examines the issue of the organizational structure that will support a positive work environment for women in law enforcement by 2001. The study consists of four parts: a future study identifying significant trends and events which impact the issue; a strategic plan; a transition management plan; and conclusion with recommendations. Future scenarios were developed based on forecasted trends and events. A strategic plan is developed from a designated scenario and applied to the Santa Ana Police Department in California as a study model. Selected policies are developed into a transition management plan. The transition plan identifies the critical mass for implementation development; a management structure to assist in the change process and supporting technologies for the transition process. Conclusions and recommendations complete the study. Appendices contain survey data, forecasting graphics, supporting information and chart data, references and bibliography.

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EXECUTIVE SUMMARY

PART ONE - DEFINING THE FUTURE

The primary issue of the study is: What will be the organizational structure that will support a positive work environment for women in law enforcement by 2001? Sub-issue questions are: (1) What will be the effect of increasing women in law enforcement upon the organizational culture? (2) What will be the effect on job assignments and methods due to the increasing employment of women in law enforcement? (3) What kind of support programs should be provided for women in law enforcement? (4) What will be the effect of legal mandates on the organizational structure? Expert interviews, literature search and research techniques provided insight into the future work environment for women in policing.

Five issue-related trends were forecasted in the study. The three most significant trends forecasted were: (1) Level of acceptance of female officers by male officers; (2) Level of behavior of male officers and female officers within the organization; (3) Level of commitment to women in law enforcement. Five events with a probability of occurring by 2001 and which could have impact upon the issue were forecasted. The two events forecasted with the highest probability of occurrence by 2001 were identified as: (1) Federal child care legislation; (2) U.S. Supreme Court expands interpretation of the law concerning sexual harassment. Three scenarios were developed from the forecasts. The normative scenario describes a desired and attainable future state of a law enforcement organization.

PART TWO - A STRATEGIC PLAN

The Santa Ana Police Department was utilized as a study model in the development of a strategic plan. Organizational strengths and weaknesses, threats and opportunities as well as stakeholders are identified. Policy development recommended the utilization of a structural assessment task force to present recommendations to support a positive work environment.

PART THREE - TRANSITION MANAGEMENT

Critical mass stakeholders are identified as the chief of police, female officers, male officers, minority officers and the police officers association. The current commitment of the critical mass stakeholders compared to the desired commitment to the structural

assessment task force is evaluated. Negotiation strategies are developed to gain support from the critical stakeholders. The management structure utilizes a project manager and implementation task force. Several implementation technologies were selected including responsibility charting, training programs, surveys, team building and progress reports.

PART FOUR - CONCLUSIONS

The issue and sub-issue questions are answered along with recommendations for change, and future study recommendations are offered.

Issue Question: The research suggests that the majority of policing executives have not created the organizational culture that values the diversity of women within law enforcement. The organizational structure that will support a positive work environment for women is one that values the complex role and competing interest in which women face within both a societal and workplace environment. Developing an organizational culture which does not view women as an intrusion into the male-dominated profession of law enforcement.

Sub-Issue 1: The research indicates that the personal traits which women bring to law enforcement will foster a greater service-oriented and flexible approach to the organizational culture.

Sub-Issue 2: Police agencies will have to explore a restructuring of traditional work methods. Such options as job sharing and flex-time will have to be considered to assist women officers with family responsibilities and career development.

Sub-Issue 3: Women in policing need support programs to assist in family responsibilities including child care. The development of mentoring and network programs as well as specific programs for women to discuss gender-related issues to reduce unnecessary stress.

Sub-Issue 4: The research as well as the history of women in policing have shown that legal actions have driven the work environment for women in policing. The study data suggests that legal mandates may continue to drive change of the organizational structure in order to fill the void of executive commitment to supporting a positive work environment for women.

Recommended actions include: Executive commitment to create the organization structure which supports a positive work environment; provide awareness training that values the diversity of the work force; demonstrate agency support for women by providing mentoring for career development.

Recommendations for future study include: What will be the effect of flex-time and job sharing upon productivity? How will women impact the future of community oriented policing?

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INTRODUCTION:

A brief background on the work environment for women in law enforcement and the scope of this study.

PART ONE: DEFINING THE FUTURE
What will be the organizational structure that will support a positive work environment for women in law enforcement by 2001?

PART TWO: A STRATEGIC PLAN
A strategic plan for developing the organized structure to support a positive work environment for women in policing.

PART THREE: TRANSITION MANAGEMENT
Managing the transition to a positive work environment for women in law enforcement.

PART FOUR: CONCLUSIONS
Answers to main issue and sub-issue questions:

- Positive Work Environment
- Organizational Culture
- Job Assignments and Methods
- Legal Mandates
- Recommended Actions
- Future Study

INTRODUCTION

WHAT WILL BE THE ORGANIZATIONAL STRUCTURE THAT WILL SUPPORT A POSITIVE WORK ENVIRONMENT FOR WOMEN IN LAW ENFORCEMENT BY 2001?

INTRODUCTION

Historically, the women of America have always been part of the work force, predominately fulfilling traditional female employment roles such as nurses, school teachers, office workers and waitresses. That was to change, however, with the outbreak of World War II when women entered the work force in record numbers and occupied many non-traditional employment roles. Post-war prosperity still saw 30 percent of all women working outside of the home.[1]

As of 1990, nearly 55 percent of women work in the United States, and by the year 2000 that number may be as high as 75 percent.[2] The 1990s will continue to bring a wave of change sweeping through the American work force. Research suggests that women will account for two-thirds of the net growth in the labor force between now and the year 2000.[3] Within California alone by the year 2000, women are expected to compose 53 percent of the labor force.[4]

The law enforcement profession in California has not been isolated from the changing demographics of the work force and the increasing numbers of women within the policing ranks. Women in law enforcement have made slow but steady increases in their representation, particularly since the passage of the 1972 Amendment to the Civil Rights Act of 1964.[5]

The current research suggests, however, that legislative and judicial impact has driven the majority of increases of women in law enforcement versus organizational leadership by those in the policing community.[6]

ISSUE CONSIDERATIONS

As in the corporate world, the law enforcement community's culture is not structured in such a manner to promote and provide a positive work environment for policewomen. Today in law enforcement, the vast majority of women police officers in California occupy entry level positions. Female officers comprise less than 10 percent of the over 60,000 police officers in California.[7] Additionally, as of 1986, women officers in California represent less than three percent of the rank of lieutenant or above.[8]

The current organizational environment could be described as a clash between cultures -- between the once male white-dominated work force -- to a more diversified work force with women being a critical influence upon the new organizational environment.

The objective of this paper is to assist the law enforcement community in preparing for the expected changes of increased numbers of women within the work force by the year 2001. The increase of women within law enforcement will be examined by answering the issue question:

What will be the organizational structure that will support a positive work environment for women in law enforcement by 2001? To explore the main issue, four interrelated sub-issues have been developed:

- What will be the effect of increasing women in law enforcement upon the organizational culture?
- What will be the effect on job assignments and methods due to the increasing employment of women in law enforcement?
- What kind of support programs should be provided for women in law enforcement?
- What will be the effect of legal mandates on the organizational structure?

ORGANIZATIONAL CULTURE

The law enforcement culture exists within a male-dominated environment with the majority of police departments structured in a command and control model of management. Currently, literature suggests that policing needs to move toward a problem-oriented or community-based policing model which will require a shift in the traditional police culture.[9] Likewise, the literature suggests that women police officers may even enhance a community-based policing strategy. Women officers are not as likely to oppose change and are more likely to favor a service-oriented community policing style.[10] Additionally, since an organization's culture is based upon values that are commonly held, the literature suggests that women are socialized to internalize values greater than men. Thus, women officers are not as likely to value crime control methods by the value of "kick ass and then take names."[11]

JOB ASSIGNMENTS

Historically, women police officers have fulfilled traditional policing assignments in the areas of juvenile delinquency prevention, child abuse and crimes against women, as well as custodial functions.[12] As indicated previously, women have made progress since 1972 in their overall representation; however, their numbers do not necessarily reflect a significant increases in diverse job assignments by women officers. Women police officers are in more non-traditional assignments than ever before, but these officers are not the majority of women in law enforcement. Currently, there is no data to support that time alone will increase the use of women across police functions.[13]

The literature suggests that women who move from patrol to other assignments may be pushed by the negative attitude of male officers as well as being pulled to obtain work hours that ease the burden of family responsibilities.[14]

SUPPORT PROGRAMS

As of 1990, 73 percent of all working women in the United States are of childbearing age, and 60 percent of school-age children have mothers in the work force. Additionally, women with children under six years of age are the fastest growing segment of the labor force population.[15]

A national study of women in law enforcement revealed that policewomen have a considerably higher rate of divorce than male officers, and have a lower rate of marriage as a group than the national female rate.[16]

Women in law enforcement have shown to be a valuable asset to policing. Police administrators cannot allow an "either/or" situation to develop with the dual role of parent and police officer faced by women. Police leadership must empathize with the policewoman's plight by implementing policies that allow them to pursue a career in law enforcement.[17]

LEGAL MANDATES

Legal mandates, either by legislative action or court decisions, have had the greatest impact upon the law enforcement organization and the representation of women. It has been through such actions that women in policing have made significant progress in the past two decades.

In the early 70s, it was legislative action that resulted in policewomen being deployed on patrol.[18] During the same decade, court actions resulted in women being allowed equal promotion opportunities in the Los Angeles Police Department.[19] Additionally, court action resulted in the employment of women as state traffic officers with the California Highway Patrol.[20]

The current literature suggests that court actions are continuing to drive change within the law enforcement community as we enter the 1990s. Recent newspaper articles of actions filed against police departments report, "Police force got a crash course last week on the workplace standards of the 1990s."[21] Similar articles report, "...sexual advances from male colleagues brings a slew of lawsuits."[22]

SCOPE OF THE STUDY

To limit the scope of this study, the researcher will focus on the organizational structure that supports a positive work environment for women in law enforcement. For the purpose of this study, organizational structure will refer to the policies and processes within a police agency. A positive work environment will refer to the needs and concerns of women in policing being addressed within a police agency. The future, for the purposes of this study, is defined by the year 2001.

The study will focus upon a medium-size agency, defined as a law enforcement department consisting of 100 to 500 sworn officers. The researcher does not suggest, however, limits on the size of the organization in which a structure to support a positive work environment for women needs to be developed.

PART ONE

DEFINING THE FUTURE

WHAT WILL BE THE ORGANIZATIONAL STRUCTURE THAT WILL SUPPORT A POSITIVE WORK ENVIRONMENT FOR WOMEN IN LAW ENFORCEMENT BY 2001?

PART I

DEFINING THE FUTURE

Part One is a future study utilizing research methodologies to define and structure the issue within the study. The main issue of this study is: **"What will be the organizational structure that will support a positive work environment for women in law enforcement by 2001?"**

- What will be the effect of increasing the number of women in law enforcement upon the organizational culture?
- What will be the effect on job assignments and methods due to the increasing employment of women in law enforcement?
- What kind of support programs should be provided for women in law enforcement?
- What will be the effect of legal mandates on the organizational structure?

Trends related to the issue and sub-issues will be identified as well as potential events which will be forecasted and their possible impact upon the trends and issue. From the forecasted data and analysis, alternative future scenarios will be developed.

The issue was further developed and defined by scanning the literature and personal interviews with women police officers.

LITERATURE SEARCH

A review of the literature was conducted utilizing a (STEEP PROCESS): social, technological, environmental, economical and political considerations. Fifty-six (56) items of literature were reviewed and analyzed in regard to the study issue. The report itself includes only information necessary to develop the issue in order to arrive at conclusions and recommendations. The appendixes provided further suggested reading as Bibliography.

ISSUE

There was a time in America when the "work force" meant white male Caucasians.[23] Likewise, law enforcement was composed mostly of white male Caucasian officers. The struggle by women in the general "work force" to gain acceptance closely paralleled the efforts by women in law enforcement to be accepted in policing.[24] "If a policeman's lot is not a happy one, then a policewoman's lot is worse, for she is not accepted by most of her male colleagues."[25]

The research suggests that the attitudes toward women in policing have "clearly identified a continuing pattern of anti-policewomen orientations which have persisted despite their demonstrated competence."[26] The recently published Christopher Commission Report on the Los Angeles Police Department indicated in its findings that female officers are subject to harassment and a double standard. The Commission's conclusion was that female

officers are performing effectively; however, they are having a difficult time being fully accepted as part of the work force on an equal basis.[27]

In a recently published response by the Los Angeles Sheriff's Department to the Christopher Commission Report, the staff recommended that department executives and managers "affirmatively pursue the placement" of females and minorities to positions that had a history of higher promotability.[28]

The literature suggests that the organizational structure to support a positive work environment for women in policing rests with the leadership of the law enforcement community; that policing leadership must make a "philosophical commitment" to women in law enforcement and the organizational structure to support women.[29]

INTERVIEWS

The researcher identified and interviewed ten female officers from six different agencies ranging in rank from Captain to Police Officer. The interviewees had an average combined experience level of 10.4 years, with a high of twenty years and a low of two years.

When asked to identify from their own experience what organizational issues impact women in law enforcement, the common issues were: lack of understanding that women have family responsibilities; inadequate support systems to encourage career advancement; lack of assignment opportunities; the fear of raising

issues which may "spotlight" their gender causing a male backlash. The fear of backlash was stated during one interview as "that's what's to be expected -- she's a woman."

When the interviewees were asked to identify what organizational issues or structures should change to facilitate women within the organization, the responses were: child care provisions; acknowledgement of family responsibilities; flexible work schedules; job sharing; mentoring/support programs; diversity and awareness training; promotional opportunities; job assignments; involve men in programs so as not to alienate work force based upon gender; increase use of women as field training officers.

When asked from their own experience if different standards of performance had been expected from women than from male officers, all but one woman answered "yes." The majority felt they had to perform better just to be measured as equal to male officers. The majority revealed that they were under self-imposed pressure driven by the male-dominated environment to perform better. There was, however, a feeling of decreased pressure among the interviewees as their careers developed and they gained professional confidence. When asked if women officers are accepted by male officers in the same manner male officers are accepted, the answers by all those interviewed was "no." Their answers were further explained by statements such as: The male officers try to be overprotective; women have to prove themselves more; good performance by females was seen by male officers as "luck;" negative attitude toward women

in law enforcement by older officers and supervisors; organizational environment and culture not supportive of women in law enforcement.

When the interviewees were asked if they had been subject to any behavior by male officers in which they felt uncomfortable or sexually harassed, the vast majority (nine out of ten) answered "yes." The interviewees described being subject to lewd comments, solicited for sexual acts and touching. Of those subject to sexual harassment, over half indicated that they had been harassed by a supervisor. None of those interviewed indicated that they had reported the offending officer or supervisor. When asked why they did not report the harassment, their answers followed a similar theme -- they did not want to "spotlight" themselves or raise any attention to their gender.

The final question asked was, "If you have children, have you experienced difficulty in child care needs?" Five of those interviewed answered "yes" to this question. The difficulties described with child care during the interviews were: changing work hours; lack of child care providers to meet job assignments; inability to attend training outside the area; not able to compete for promotions out of fear of disrupting child care arrangements. Several women related that they would not be able to meet the demands of a law enforcement career without their family and extended family in providing child care.

Throughout the interview process, the majority of women felt that the "new male officers" appeared to be more willing to accept women in law enforcement and were sensitive to their needs. In comparison, they felt it was the exception to find among older officers and supervisors the same acceptance and sensitivity (see Appendix A for interview questions).

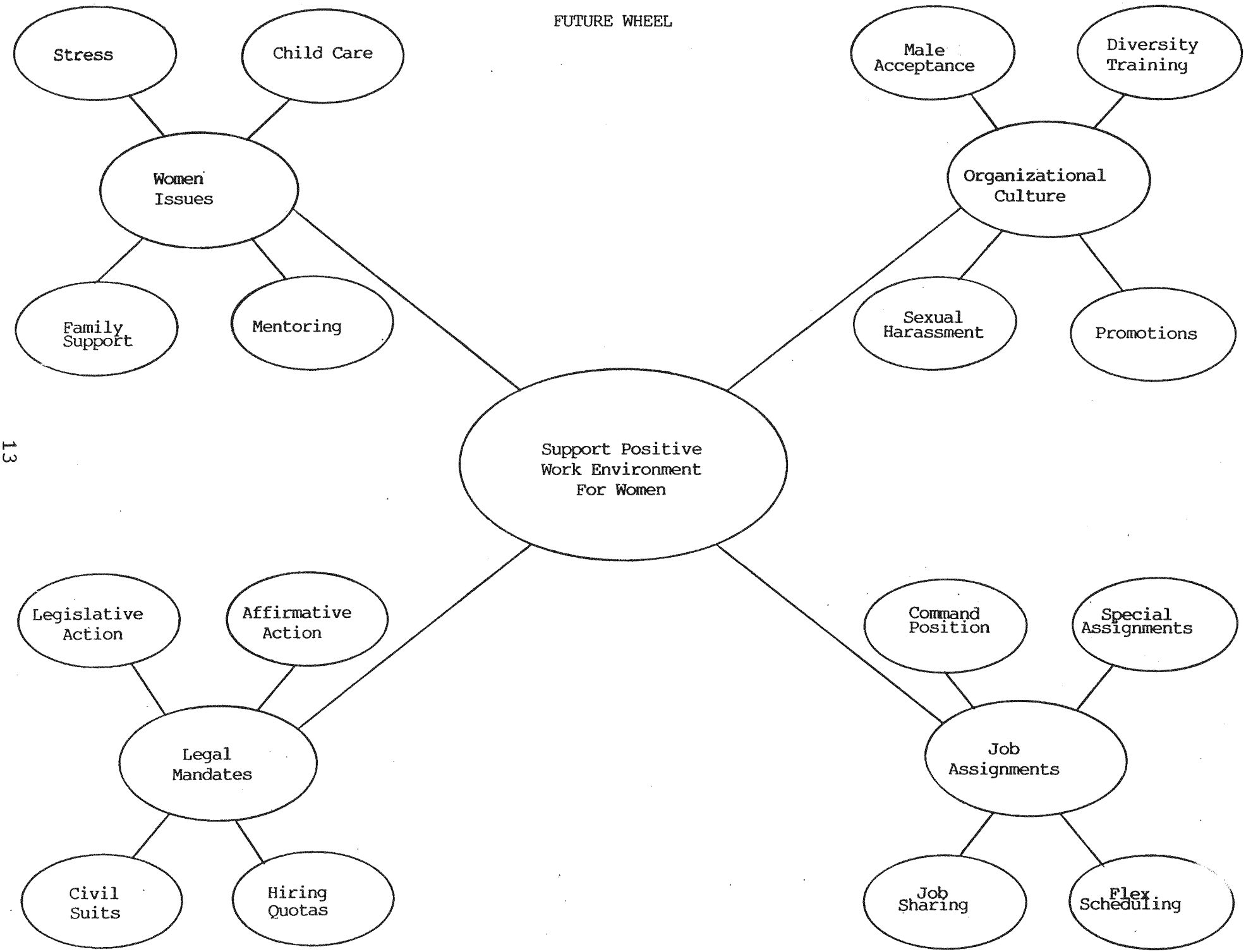
FUTURES WHEEL

All of the scanning techniques contributed to the development of a Futures Wheel which places the study issue at the hub and spins out impacts in the future. The first set of outward rings contain the primary impacts of the issue. The next set of rings indicate the secondary impacts upon the study issue. Illustration 1 (page 13) depicts various impacts upon the study issue affecting women in law enforcement.

FUTURES FORECASTING

A major component of a strategic plan is the identifying and analysis of trends that are related to the issue. In order to be conducted as an analysis, a forecast of trend direction and estimated levels is necessary into the projected future. The forecast determines what the trend line "will be" and what it "should be." The divergence between "will be" and "should be," if any, is of concern when developing a strategic plan. The trend analysis will evaluate the effects of critical events upon the forecasted trends. The negative and positive impact of the events

FUTURE WHEEL



on the issue and sub-issues will be examined, should the event occur. The cross-impact analysis will examine the events impacted against each other and upon trends.

TREND AND EVENT FORECASTING

To develop the forecast data, a Nominal Group Technique panel (NGT) was formed (see Appendix B). The panel was gender-biased intentionally due to the issue under study. For a description of the panel members, see Appendix C. The results of the panel's forecasts are displayed in Table 1 (page 15): Trend and Evaluation, and Table 2: Event Evaluation (page 21).

TREND FORECASTS

The NGT panel identified five trends to be analyzed (see Table 1). All figures are referenced to 100, the base level for "today" (1991), thus 50 is less than the current level, and 150 is greater than the current level. All figures reflect the panel's median forecast. For a complete list of candidate trends identified, see Appendix D. For NGT panel screening of trends, see Appendix E.

TREND EVALUATION

Table 1

TREND STATEMENT (ABBREVIATED)		LEVEL OF THE TREND * (Today = 100)			
#		5 years ago	Today	* Five years from now	* Ten years from now
1	Level of acceptance by male officers	70	100	120 160	150 200
2	Level of child care provision	40	100	150 175	180 200
3	Level of non-cash benefits	50	100	125 150	150 160
4	Level of behavior of male officers of female officers	60	100	120 160	150 190
5	Level of commitment to women in law enforcement	70	100	110 150	140 200

* Panel Medians
(7 members)

* Five years from now
"will be"/"should be"

* Ten years from now
"will be"/"should be"

TRENDS

T-1 LEVEL OF ACCEPTANCE OF FEMALE OFFICERS BY MALE OFFICERS
(The level at which male officers will accept female officers into the work force culture.)

Female officers' acceptance by male officers as "who they are" and not "what they are" is of major concern by women in policing. The NGT panel forecast revealed that the level of acceptance of female officers "today" had increased by 30% (70 to 100) in the past five years, but that the rate would decelerate in the next five years by 10% but would again accelerate by 10% by ten years. The "should be" forecast was at an accelerated rate of two times that of today. The panel felt strongly that although the "will be" trend level forecasts a continued acceleration of acceptances, this rate was significantly less than what "should be." The panel's strong forecast of "should be" is validated by the current acceptance of women, as found in the Christopher Commission Report.

> "Extensive research on women in police work throughout the United States reveals that while they perform as well as male officers, the main obstacle confronting female officers in all metropolitan police departments continues to be male attitudes toward them..."[30]

T-2 LEVEL OF CHILD CARE PROVISIONS WITHIN LAW ENFORCEMENT ORGANIZATIONS
(The level that police agencies will provide for child care of the dependents of sworn officers.)

The issue of child care has significant impact upon women officers with children. Oftentimes, the ability to provide child care determines job assignments, work hours and even promotions for women in law enforcement. The panel's "will be" forecast results indicated a 60% (40-100) acceleration rate of child care provision

in the past five years. The forecasted trend continues at a significant acceleration of 50% (100 to 150) by five years. The trend rate will continue to rise by ten years, but at a reduced rate of acceleration of 20% (50% to 30%). The panel's forecast of "should be" indicated a 75% rate of acceleration by five years and a significant deceleration rate in the subsequent five years. The panel's forecasts showed strong agreement as indicated in the median forecast of their "will be."

During the interviews of female officers with children, the issue of child care was described as having the single greatest impact upon their law enforcement career.

T-3 LEVEL OF NON-CASH BENEFITS
(The level which law enforcement agencies will offer non-cash benefits such as job sharing, flex-scheduling.)

The research suggests the ability to provide non-cash benefits is critical to the long-term success of women in law enforcement in meeting the needs of family responsibilities.

The panel forecast indicated that the level of non-cash benefits had accelerated at a rapid rate to 100% from five years ago, but that the trend level would decelerate over the next five years before accelerating again by ten years. The panel felt that non-cash benefits would enhance the ability of women to meet the challenges of being a police officer, mother and wife. They explained that the significant acceleration over the past five

years of non-cash benefits could be contributed to the awareness that has developed due to the current influx of women within the work force and then would decelerate thereafter.

T-4 LEVEL OF BEHAVIOR OF MALE OFFICERS AND FEMALE OFFICERS WITHIN THE ORGANIZATION
(To what extent will the behavior of male officers toward female officers change within the work force?)

The behavior of male officers toward female officers has dramatic impact, not only upon women officers but upon the organization itself. The panel forecast indicated a 40% acceleration in the trend line in the past five years. The next five years, however, indicated the "will be" trend line decelerates at a 20% rate. By ten years, the trend line only accelerates by 10%.

The panel's median forecast of "will be" by ten years equals that of the highest forecast of "will be," indicating a high level of agreement by the panel. The lowest panel forecast of "will be" indicates no change from "today" at 100 and by ten years.

The literature suggests that the behavior of male officers toward female officers may not be progressing at a significant rate, as indicated by the Christopher Commission upon its review of M.D.T. transmissions. (See Appendix F)

T-5 LEVEL OF COMMITMENT TO WOMEN IN LAW ENFORCEMENT
(To what extent will police organizations and police executives provide the necessary leadership in support of a commitment to provide a positive work environment?)

The commitment by law enforcement's leadership is perhaps the single greatest factor in providing an organizational structure to support a positive work environment for policewomen. The literature suggests, however, that a void has existed in the leadership role which has resulted in significant court actions in order to provide a positive work environment. The NGT panel's data indicates that there has been an increase of 30% in the past five years of leadership commitment, but then a significant deceleration is forecasted by the next five years, with an accelerated rate by ten years. The panel's "will be" median forecast by ten years indicates high agreement among its members in relationship to the panel's highest "will be" forecast. The "should be" forecast indicated a significant acceleration by five and ten years, equal to two times that of today (100 to 200).

EVENT FORECAST

The (NGT) panel selected events that would have an impact upon the issue question and identified trends. The panel identified a total of twenty-three events (Appendix G). The panel selected five events for forecasting. Refer to Table 2 for an explanation and the analysis of the forecasts.

EVENTS

E-1 FEDERAL CHILD CARE LEGISLATION
(Federal child care legislation would require employers to provide some form of child care arrangements for employees.)

Child care provisions have been identified by literature and from personal interviews as a significant factor upon women in policing. The panel indicated that this event would have a very positive impact (+8) if it were to occur, and only a minimal negative impact (-2). The probability of this event occurring at five years was forecasted at only 20%, but its probability of occurring increased significantly at ten years to 75%. The panel felt that the accelerated probability of occurrence at ten years would be driven by the increase numbers of women entering the work force.

E-2 FEMALE QUOTA IN MANAGEMENT
(A major court decision of affirmative action requires law enforcement organizations to promote women into management based upon a ratio quota.)

This event could have a major impact upon the organizational environment of law enforcement. This situation has already occurred under court decree in several agencies at the entry level for women. Currently, women only represent 3% of the management staff positions in California. This is a critical event with

EVENT EVALUATION

Table 2

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)	NEGATIVE (0-10)
1	Federal Child Care legislation	2.5	20	75	8	2
2	Female quota in management	4.5	10	40	3	8
3	Women 25 percent California law enforcement	9	0	10	8	2
4	Agency officers housing, child care	4	20	50	9	2
5	Expanded sexual harassment law	2	50	75	5	4

* Panel medians

(7 members)

direct impact upon the issue. However, the forecast indicates a high negative impact (-8) which reflected the fear of a significant backlash toward women by their male colleagues within the policing community. The high negative is slightly mediated by the positive impact (+3) of such an occurrence. The forecast indicates that the event will not occur for at least 4.5 years. The probability rises to 10% at five years and 40% at ten years.

E-3 WOMEN REACH 25% OF CALIFORNIA LAW ENFORCEMENT (Women would reach 25% representation in California law enforcement population.)

As with Event-2, this Event would have a significant impact upon the issue. The forecast indicated an extremely doubtful probability of occurrence since the results of years until probability first exceeds zero was at nine years and rises only to 10% at ten years. However, recent action under consideration by the City of Los Angeles to mandate 43% of sworn officers to be female by the year 2000 would significantly alter the probability of occurrence. This action by a single agency would raise the representation within California by over 40% of the current level (1991). The forecasted impact upon the issue was positive at +8 with a negative forecast of -2. The gender bias of the panel appeared to have had an influence upon the forecast of this event. The literature which suggests that women have struggled to accomplish employment gains appears to be validated by the female panel members' forecasts of this event's probability, which is directly related to the issue under study.

E-4 FIRST POLICE AGENCY OFFERS HOUSING WITH CHILD CARE
(A police agency offers housing assistance with child care.)

This Event, as with Event-1 (Child Care Legislation), has a significant impact upon the ability of women to pursue a law enforcement career. The panel felt strongly that this event would have a major impact upon entry level and lateral transfer of female officers. This event was forecasted to have the greatest positive impact (+9) among all of the forecasted events, with only minimal negative impact (-2). The probability of this event occurring at five years was 20% with a rise of 50% at ten years.

E-5 UNITED STATES SUPREME COURT EXPANDS INTERPRETATION OF THE LAW CONCERNING SEXUAL HARASSMENT

The literature suggests that sexual harassment is of significant concern for women within the organizational environment. Additionally, the personal interviews conducted for this study echoed the literature review. The years until probability first exceeds zero was 2, lowest of all forecasted events. The probability of this event occurring at five years was 50% and rises to 75% at ten years.

CROSS IMPACT ANALYSIS

Upon reviewing the panel's forecasting data of trends and events, a cross impact analysis was conducted. A three-member panel of police executives was formed for the purpose of reaching consensus on the cross impact analysis. A cross impact analysis assumes that each forecast event (actors) occurs. The forecasters then estimate the impact on the other four events and on the five trends. The

events or trends impacted become "reactors." The results assist in identifying trends and events in developing future scenarios. The impact is recorded as the percentage change plus or minus over the original NGT forecast and represents the maximum impact upon the event or trend. 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 primary focus for policy action. The cross impacts are shown on Table 3, Cross Impact Analysis. The three identified actors, events and number of hits on reactors:

1. **E-2 FEMALE MANAGEMENT QUOTA (8 HITS)**

   Such an event would have a major impact on the issue. A significant impact could be expected from the male dominated management staff of the law enforcement community. The greatest impact would be evident on Trend 1, Level of Acceptance by male officers with a high negative impact of 75%. The next greatest impact would be on Trend 4, Level of Behavior of Male Officers and of Female Officers Within the Organization with a negative impact of -40%. Both Trends 1 and 4 are closely connected and directly affect the organization environment within a police agency. Other trends which would be impacted at a significantly lower rate, Trend 3, Level of Commitment to Women in Law Enforcement at 15%.

2. E-3 WOMEN REACH 25% OF CALIFORNIA LAW ENFORCEMENT (9 HITS)

The literature has indicated that the greatest increase of women in law enforcement had been in the past two decades. This event, similar to Event 2, may raise the level of anxiety within the police organization, but has significant impact upon issue. The cross impact analysis reveal a significant positive impact upon Trend 3, Level of Non-Cash Benefits +70%, Trend 2, Level of Child Care Provisions +65%, and Trend 5, Level of Commitment to Women in Law Enforcement +65%. The two remaining trends, 1 and 3, were both positively impacted at +40% and +35%, respectively. Event 3 had a positive impact upon all five forecasted trends developed for study of the issue.

3. E-4 FIRST POLICE AGENCY OFFERS HOUSING WITH CHILD CARE (7 HITS)

The literature suggests that the first police agency to offer such assistance would place itself in the forefront of providing a positive work environment for policewomen. Event 4 has a major impact upon Trend 2, Level of Child Care Provision of 80%, with Trend 3, Level of Non-Cash Benefits impacted at +70%. Trend 5, Level of Commitment to Women in Law Enforcement with a +30%. The remaining Trends, 1 and 4, were impacted at a significant lower rate of +10 and +5. Event 4 like Event 3 both impact all of the forecasted trends. Likewise, Event 3 and Event 4 were the only events that impacted all of the NGT panel's forecasted trends.

CROSS IMPACT EVALUATION

TABLE 3 - Cross Impact Evaluation

MATRIX

(Panel Agreement) *

Maximum Impact (% change ±)
Years to Maximum

**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	"IMPACT" TOTALS
E1		0	+50/2.5	+85/4	0	0	+100/2	+50/2	0	+40/3	E1 5
E2	+20/5		+25/10	+25/4	+15/2	-75/3	0	+10/5	-40/1	+15/1	E2 8
E3	+50/4	+35/10		+30/10	+40/8	+40/3	+65/2	+70/2	+35/3	+65/2	E3 9
E4	+50/5	0	+55/9		0	+10/2	+80/2.5	+70/3.5	+5/5	+30/2	E4 7
E5	0	+10/7	+25/10	0		-20/1.5	0	0	+30/1.5	+50/2	E5 5

"IMPACTED" TOTALS

E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
3	2	4	3	2	4	3	4	4	5

** Legend

E1 Federal child care legislation
E2 Female management quota
E3 Women reach 25% of law enforcement
E4 Housing with child care offered
E5 Expanded interpretation of sexual harassment law

T1 Level of acceptance by male officers
T2 Level of child care provisions
T3 Level of non-cash benefits
T4 Level of behavior of male officers of female officers
T5 Level of commitment to women in law enforcement

* (3 member panel)

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SCENARIOS

The final segment of this section is the development of alternative scenarios as to possible futures based upon the trend and event forecasts. The purpose of scenarios development is to provide planners with some insight into the future. The scenarios are set in the city of Santa Ana, California, a major metropolitan area in Southern California. The city consists of 27 square miles with a population of over 293,000 of which 65% is Hispanic. A more complete description of Santa Ana is provided in Section Two, Strategic Planning.

The following three forecasting scenarios will consist of an exploratory ("surprise free") scenario, the normative ("desired and attainable") scenario, and the hypothetical ("what if") scenario. The setting is Santa Ana, California; the year is 2001.

EXPLORATORY FUTURE SCENARIO

Local Police Department Reports Business as Usual...

The year is 2001 and the newly appointed Police Chief, a 25-year veteran of the police department, has just concluded a staff meeting discussing the organizational work environment. Alone now, the Chief reflects upon what changes have taken place since 1990 to the working environment. The trend of affirmative action for minorities, based upon racial lines, has continued to progress -- mainly driven by national legislation. The Chief feels pleased that the police department reflects those changes in racial representation of its officers. The Chief ponders, however, about what progress women have made in law enforcement and at the department, specifically.

The Chief turns to a recently published report by POST concerning women in law enforcement in the year 2000. While scanning the report, the Chief notes that not much has changed since 1990. Women are still under-represented in the law enforcement ranks. They remain the "hidden minority," well behind Blacks and Hispanics. Even though the Chief realizes that as slow as it has been for the past ten years, progress has been made in the work environment for women. A few innovative police departments have experimented with job sharing, flex scheduling and limited child care provisions. What disturbs the Chief most, however, is how much commitment has come from the leadership of the law enforcement

community in bringing about positive change versus the leadership responding to civil suits and legislation. Equal opportunity for women is still being viewed as treating men and women equally versus valuing the diversities of men and women equally.

It's now late in the afternoon and the Chief prepares to leave for the day. The Chief writes on today's meeting notes a follow-up item: Create the organizational structure and processes to support a positive work environment for police women.

NORMATIVE FUTURE SCENARIO

Local Police Department Reinvents the Work Place...

The year is 2001 and the newly appointed Police Chief, a 25-year veteran of the police department, has just concluded a staff meeting discussing the organizational working environment and, specifically, the impact upon women.

Alone now, the Chief reflects upon what changes have taken place since 1990 to the work environment for women. Where would women in policing be today if the male-dominated command and control management model had remained? The Chief wonders what would have happened to the organizational environment for women if things hadn't changed. But they had, and the Chief was part of that change in policing to an open management model which values the diversity of the workforce.

The Chief turns to a recently published report by POST concerning women in law enforcement in the year 2000, scans it and notes what has changed since 1990. The Chief then reflects upon the past ten years, noting the events and their impact on women in law enforcement. Today's women police officers do not have to worry to the degree as their predecessors about child care since the passage of the federal child care statute of 1996 and the subsequent increase of non-cash benefits, such as job sharing and flex scheduling. Such job methods have now become acceptable, if not a necessary practice in many police departments.

The 1995 court decision, expanding the scope of sexual harassment in the work place, could have had a larger negative impact if not for the commitment by police executives to ensure a positive work environment for all. Today, women enjoy a positive work environment due largely to the commitment made by police leadership a decade ago to change the behavior and values of the work force. The number of women police officers represented in the law enforcement community has increased steadily, perhaps not as much as hoped for, but nevertheless, substantial gains have been made in the past ten years.

The Chief then ponders for a second and asks herself: Is law enforcement an attractive career for women? Have the organizational structure and processes been created to support a positive work environment for police women? With a smile on her face, she answers both questions with a single answer -- yes.

HYPOTHETICAL FUTURE SCENARIO

Local Police Department Described as Troubled by Change...

The year is 2001 and the newly appointed Police Chief, a 25-year veteran of the police department, has just concluded a meeting with her staff in reference to the organizational work environment. Alone now, the Chief reflects upon the changes that have taken place in the last ten years, although it has seemed almost like a lifetime to her.

The Chief ponders the events that opened the doors fully for women in law enforcement. The Federal Child Care Act required employers to provide assistance in child care. She remembers how many thought this was a law for women only, but since the legislation, both single parents and married couples have taken advantage of the law's provisions. She remembers how a short time later her department became the first agency to offer housing and child care at a new condominium project in conjunction with a local developer. She remembers the U.S. Supreme Court decision expanding the interpretation of the law of sexual harassment; how the initial reaction of the male officers was to say nothing to the female officers out of fear.

The Chief turned proudly to a recently published report by POST concerning women in law enforcement, which she helped co-author. While scanning the report, her eyes focused on a bar chart showing

how women had reached 25% of California law enforcement. She then turns the page and reads how the court decision on female management quotas has been strongly resented by the male officers, as well as some women. She knew, however, that the quota decision may have been a critical factor in her being appointed Chief. Never mind, she thought, she was qualified for the position and her detractors would have to accept that fact or not accept it.
It is now late afternoon and the Chief prepares to leave for the day. Her last thoughts, however, in reflecting upon the rapid change of events, was the initial chaos that it had brought to her organization.

While scanning the report, her eyes focused on a bar chart showing that women now had reached 25% of California law enforcement. She then turns the page and reads how the court decision on female management quotas has been strongly resented by the male officers, as well as some women. She knew, however, that the quota decision driven by the 25% representation women now enjoyed in policing may have been a critical factor in her being appointed Chief. Never mind, she thought, she was qualified for the position and her detractors would have to accept that fact or not accept it. It is now late afternoon and the Chief prepares to leave for the day. Her last thoughts, however, in reflecting upon the rapid change of events, was the initial chaos that it had brought to her organization.

PART TWO

A STRATEGIC PLAN

A STRATEGIC PLAN

The strategic planning involves "the process by which the guiding members of an organization envision its future and develop the procedures and operations necessary to achieve the future."[31] In this section of the study, a strategy is developed to achieve the desirable and attainable state of the normative scenario. The normative scenario represents the future state utilizing the Santa Ana Police Department as a study model for the purpose of strategy development, which could be transferable to other law enforcement agencies within California.

ENVIRONMENT

The city of Santa Ana is the second oldest city in the County of Orange and is the county seat of government. The city consists of 27 square miles with a 1990 census population of 293,742 of which 65 percent are Hispanic, 23 percent Caucasian, 9 percent Asian and 3 percent Black. The City currently has several major redevelopment projects underway to stimulate new growth. The housing stock consists of older single-family dwellings as well as several high-density developments. Several residential neighborhoods are impacted with overcrowded conditions, co-existing with tree-lined middle class and affluent neighborhoods. The city has for all practical purposes been built out, and no large land parcel remains for development.

The economic structure of the city of Santa Ana enjoyed continuous growth in the 80's. Like most cities in California, however, the early 90's has brought a slowdown in revenues as the nation's economy has struggled. The city's future economic outlook continues to remain strong for the 1990's and beyond.

The Santa Ana Police Department's authorized personnel for Fiscal year 91-92 is 412 sworn and 199 non-sworn personnel, with a total operating budget of 54.4 million dollars. Of the total non-sworn personnel, 83.9% are female. The total number of females, however, within the sworn ranks is significantly less, with only 3.8% being female. The following information reflects the rank and gender of the current sworn staffing levels.

RANK	MALE	FEMALE	PERCENTAGE
Captain	4	0	0%
Lieutenant	18	0	0%
Sergeant	49	1	2%
Corporal	45	1	2.1%
Officer	264	13	4.9%

See Appendix I for gender profile of Orange County law enforcement by total sworn personnel.

MISSION STATEMENT

The mission statement of any organization should communicate the type of business it is engaged in and express the values of that organization in accomplishing its goals. A "macro" mission statement is a description of the overall purpose of the organization.

> The mission of the Santa Ana Police Department is to insure the safety and security of all people in the city, by providing responsive and professional police services with compassion and concern. Our mission is accomplished within the moral and legal standards of the community through a problem-solving partnership with the community and members of our department.[32]

A "micro" mission statement describes a specific purpose or activity. The issue of women in California law enforcement is not isolated to a single agency. The developed "micro" mission statement is issue-specific and could be integrated into or supplement an existing mission statement as an organizational objective.

> The police department will actively support and provide a positive work environment for women. This mission will be accomplished through a cooperative effort by all members of the department.

SITUATIONAL ANALYSIS

An evaluation of the current situation or "Present State" must be an integral part of any strategic plan. For the purpose of this study, two situational assessment processes were utilized. The first process is the weakness, opportunities, threats, strengths, underlying planning analysis (WOTS-UP); the second process is the Strategic Assumption Surfacing Technique (SAST).

WOTS-UP ANALYSIS

The first stage of analysis is a probe for external and internal environment factors that could impact the study model of the Santa Ana Police Department's ability to attain the desired state. This analysis consists of two segments: an assessment of opportunities/threats in the external environment; and a

strengths/weaknesses review of internal conditions of the study model at the Santa Ana Police Department. An opportunity is any favorable condition or trend outside the agency environment, and a threat is any unfavorable external situation or trend. Internal strengths are resources that may be used to attain the desired objective, and weaknesses are conditions that would restrict the ability to achieve the objective. To obtain the WOTS-UP analysis information, the three-member Cross Impact Analysis panel was re-assembled. Each member of the panel individually evaluated key facts of the organization, both internally and externally as to the study issue and its implications for the organized opportunities, threats, strengths and weaknesses. A group discussion of the panel's analysis was conducted with a consensus being reached on the identified external opportunities and threats, and internal strengths and weaknesses.

EXTERNAL OPPORTUNITIES

Changing Demographics and Diversity of Work Force
Increased Number of Women Entering Work Force
Established Women Police Officers Organizations
Affirmative Action Programs
Positive Political Environment for Women
Renewal and Examination of Management Practices
Greater Sensitivity to the Needs of Women in the Work Force

EXTERNAL THREATS

Legislative Intervention
Traditional Socialization of Women's Role
Family Responsibilities
Discrimination and Prejudice
Lack of Community Support
Political Backlash Based upon Gender

INTERNAL STRENGTHS

Community Policing Strategies
Strong Innovative Leadership
Enlightened Management Practices
Increased Number of Women in Law Enforcement
Commitment by Top Management
Organizational Sensitivity to Family Responsibilities
Supportive Organizational Environment

INTERNAL WEAKNESSES

Traditionally Male-Oriented Organization
Reactive in Nature
Strong Biases
"Macho Image"
Lack of Internal Support Group for Women
Resistance to Change/Traditional

ORGANIZATIONAL CAPABILITY

The Santa Ana Police Department is capable of creating the organizational structure that will support a positive work environment for policewomen by 2001. Law enforcement organizations have demonstrated their capability to support a positive work environment for women in responding to legislative actions or court decisions. This organizational capability has been documented by the literature and personal interviews as previously indicated in this study.

Additionally, as indicated earlier by the literature and research, law enforcement has traditionally been a male-oriented profession, perhaps driven by or the result of a male-oriented management philosophy. Today's law enforcement leadership is in a unique position to change the organizational structure to support a positive work environment for women. Although many of the environmental threats to organizational change are due to our own

socialization, the same may act as an ally for the opportunity for organizational change. Essentially, the times are changing and so are the ways California policing agencies are managed.

The Santa Ana Police Department has developed, by educational requirements and incentives, a strong group of eighteen managers over the past five years within its ranks. The managers value the worth and dignity of all employees and realize that productivity and efficiency are linked to the organizational environment. The City Manager has expressed his support of a positive work environment for women by promoting women as executive directors of city departments as well as the Assistant City Manager.
Thus, with support and commitment from police management as well as from the City Manager to change the organizational environment, a solid foundation for the strategic plan can be set.

In order to further assess the organization's strengths and weaknesses, an organizational readiness/capability survey instrument was completed by five managers within the organization, three managers from the WOTS-UP analysis process as well as two senior command staff members were utilized (see Appendix J).

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

A critical element of any strategic plan is the identification of individuals and groups which may be impacted by, or who can impact the implementation or outcome of an issue. These identified individuals or groups become the stakeholders along with certain

positions which they may hold. Positions for the purpose of stakeholder analysis are deep rooted, often unstated basic values and beliefs held by the stakeholders.[33] A special variety of a stakeholder who oftentimes is unanticipated, yet may have significant impact upon the issue is identified as a "snaildarter."

The objective of the SAST process is to identify "stakeholders" and attempt to make certain assumptions as to their position on the issue.

STAKEHOLDER ANALYSIS

The following list represents only the principal identified stakeholders to the issue of a positive work environment for women in law enforcement and positions which are believed to be held by the stakeholders in reference to the issue. For a complete list of all identified stakeholders to the issue and positions believed to be held, see Appendix K). For a graphic display of assumption position, the certainty of each assumption and the importance of each, see strategic assumption map in Appendix L.

Department's Women Police Officers - The majority of women officers will be supportive of positive changes in work force and environment. A small percentage will oppose; they have adapted to a male-oriented culture and do not want to "rock the boat."

Department's Male Police Officers - The male officer will generally oppose changes in the work environment; they view law enforcement as male-oriented only. Some officers will strongly oppose what they perceive as special treatment for women.

Department's Police Chief - The Chief will be supportive to positive changes; the Chief will have concerns over organizational change and its impact or backlash within the department. The Chief may be cautious to the organizational changes as too threatening to morale and political pressure from the police union.

Department's Police Officers Association - The association may appear to be receptive; however, strongly oppose organizational change when male membership feels threatened.

Department's Minority Male Officers (Snaildarters) - The department's male minority officers may generally oppose organizational changes as a threat of increased competition for promotions and job assignments. Some male minority officers may strongly oppose based upon discrimination due to gender.

MODIFIED POLICY DELPHI

The purpose of the modified policy delphi is to identify and analyze alternate policies to be employed to enhance the probability that the chosen and desirable scenario would occur. The policy delphi panel represented a vertical slice of six organizational members of the Santa Ana Police Department,

including management, supervision and line peronnel. The panel's policy development focused on the chosen scenario which reflected an organizational structure which supports a positive work environment for police women. The recommended policies selected reflect that goal. See Appendix M for modified policy delphi process.

1. **Create a structural assessment task force to analyze organizational structure and present recommendations to support a positive work environment for police women.**
2. **Implement experimental programs that support a positive work environment for police women on a trial basis with selective personnel, administered by the Police Personnel Section.**
3. **Open contract negotiations with local Police Officer Association and bargain for organizational changes that will support a positive work environment for police women.**

POLICY ANALYSIS

Policy #1
Structural Assessment Task Force

The Assessment Task Force would operate out of the Office of Chief of Police. It would consist of a cross-section of department members representing internal stakeholders as well as members from city staff, such as Personnel and City Manager's Office. The task force would be facilitated by an outside management consultant who is familiar with the issue of developing an organizational structure that will support a positive work environment for police women. Additionally, external stakeholders could be included.

Although the Chief of Police would not be a direct member of the task force, the Chief would be responsible for communicating a vision and a mission of the task force. The task force would report its findings and recommendations to the Chief of Police.

The stakeholders generally would perceive the task force approach as a constructive way to bring about organizational change and allow their input. However, some stakeholders may view the task force negatively if they were not allowed to participate, or at least input their views into the task force process. Continued support by the stakeholders would be driven by the task force recommendations and the implementation of their recommendations.

PRO

- Develops Ownership by the Participating Stakeholders
- Sends organizational message of change utilizing outside consultant as neutral party among stakeholders
- Allows for input by stakeholders outside of the organization

CON

- Police Chief could feel threatened by task force recommendations
- Possible perception that Chief was not in control of organization
- Task force members perceived as puppets of Chief's office
- Task force develops into a non-productive "committee"

Policy #2
Experimental Programs

The Police Personnel Section would implement experimental work force programs, such as job sharing and flex scheduling with selective personnel in an effort to determine the organizational feasibility.

PRO

- Experimental program allows for the evaluation of different work environments within small segments of organization

- Flexible program changes can be made at a rapid pace without large disruptions
- Ability to demonstrate and educate members of organizations
- Successful programs would increase ownership throughout the organization

CON

- May create a backlash by those not selected to participate
- Programs may be sabotaged from within by those who do not support organizational change
- Lack of ownership by stakeholders
- Administered and evaluated by police personnel section only

Policy #3
Contract Negotiations

Through the meet and confer process of labor negotiations, the organizational structure would be changed. Through this process, however, only two groups would be involved; Labor, represented by the police officer association, and Management, represented by the city's negotiations team.

PRO

- Exact nature of organizational change clearly defined
- Management and Labor agree upon working conditions

CON

- Limited involvement of stakeholders conducted in adversarial atmosphere
- Police Officer Association determining structure of organization
- Internal stakeholders may become polarized over the issue
- External stakeholders have no input into process

Upon analyzing each proposed policy for its likelihood of accomplishing the mission, Strategy #1 - Structural Assessment Task Force was selected by the panel as the result of the panel's vote for which policy had the highest feasibility and desirability, thus having the greatest possibility of success.

IMPLEMENTATION PLAN

The implementation of a structural assessment task force to analyze the organizational structure and processes of the police department requires the commitment and leadership of the Chief of Police and the four members of the senior management staff to reinforce the Chief's vision. Additionally, the internal stakeholders must be convinced that a task force approach to providing a positive work environment for police women is beneficial to all members of the organization.

The task force's composition is critical to its own success and the organizational ownership of its recommendations. The task force's outside consultant, acting as the facilitator, should ease the internal stakeholders' fears that their positions will not be heard. Additionally, input from external stakeholders could be received without threatening the internal organizational environment.

The outside management consultant is responsible for facilitating and keeping the task force focused to the issue. The Chief of Police and senior management staff are critical in maintaining support of the task force and its mission, while communicating that support to the organization. Upon receiving the task force recommendations, the Chief of Police and the senior management staff is responsible for adopting agreed-upon recommendations. The

police department's entire management staff and first-line supervisors are responsible for implementing, communicating and supporting adopted recommendations into the department's organizational environment.

The resources necessary to support the task force are limited since the majority are internal and economic support of approximately $10,000 for the outside consultant is required. The following action steps are necessary to operationalize the task force.

Part I

- Chief of Police communicates the vision of an organizational structure that will support a positive work environment for police women.
- Chief of Police announces the creation of a structural assessment task force to analyze organizational structure to support a positive work environment for women.
- Outside management consultant to facilitate structural assessment task force interviewed and selected by the four-member senior management staff.
- Senior management staff solicits interested members from internal stakeholders to serve on task force. Time line - two months.

Part II

- Task force meets to discuss objectives and establish task force procedures and time lines. As a result of this study, a "white paper" would be submitted to the task force.
- Task force discusses and identifies external stakeholders to the issue.
- Contact and discussion with appropriate key external stakeholders to the issue.
- Task force conducts interviews and surveys of departmental personnel seeking information on what is and what will support a positive work environment for police women. Time line - three months.

Part III

- Task force defines what is a positive work environment for police women.
- Task force analyzes collected data to determine what organizational structure will support a positive work environment for police women.
- Task force prepares recommendations of organizational structure that will support a positive work environment for police women.
- Task force presents recommendations to Chief of Police and senior management staff. Time line - four months.

Part IV

- Implementation of selected recommendations.
- Evaluation of programs and progress. Time line - six months.

NEGOTIATING ACCEPTANCE OF THE STRATEGY

The key element to the success of the task force strategy is the participation of the critical stakeholders dealing with the issue of providing the organizational structure that will support a positive work environment for police women. The competing interest of the stakeholders' resistance to the task force and its mission can be anticipated. Critical to the success of the task force strategy is the ownership by the internal stakeholders and, in turn, the organization as a whole. Any significant change to the organizational culture is a slow process with obstacles and resistance to acceptance. However, the goal of the strategy and the participation of internal stakeholders is not negotiable.

There are, however, other critical components of this strategy which are negotiable with the stakeholders. Such negotiable areas as the number of stakeholder representatives and the internal workings and processes of the task force are negotiable.

Negotiating with the stakeholders is vital if ownership of the task force and its recommendations are to be expected.

The five principal or critical stakeholders negotiating positions including the snaildarter have been identified as:

- **Department's Women Police Officers** - Will strongly hold firm to the task force strategy opportunity and their equal representation. They will remain flexible about the task force process as long as their position is not threatened.

- **Department's Male Police Officers** - Will strongly demand and hold firm on representation in the task force, and may attempt to control the interanl workings and task force processes. Would be flexible in supporting not having a task force.

- **Department Police Chief** - Will hold firm on the concept of task force strategy and the participation of stakeholders. Will be flexible in allowing stakeholders to design task force processes and membership.

- **Department's Police Officer Association** - Position will be similar to that of male representatives of task force. Will be flexible to a point in representing the views of both men and women officers, until the male membership feels threatened.

- **Department's "Minority" Male Officers (Snaildarter)** - As "snaildarters," the male officers will hold firm on participation as a stakeholder group. Additionally, they may hold firm with the male officers on the task force's processes. However, due to the advantages which this stakeholder group may receive from the task force, they will be flexible on their positions until they feel threatened. As a "snaildarter" group, the direction and development of the outcome of the task force may change the positions of this stakeholder group.

NEGOTIATION STRATEGY OF CRITICAL STAKEHOLDERS

The desired results when negotiating with the stakeholders is to obtain mutual constructive participation within the task force. This will be especially difficult to achieve when dealing with the

highly sensitive issue of organizational change which will support a positive work environment for police women. Thus, the negotiating strategy is critically important in order to obtain a win-win outcome with the interest of the task force participants.

- **Department's Women Police Officers** - Negotiating with the women officers may become an emotional issue driven by historical data on the status of women in law enforcement. Consequently, a negotiating strategy employing psychological leverage supported by an information-based rationale. Such a negotiating approach can assure them that their concerns are the Department's concerns and thus establish a mutual relationship.

- **Department's Male Police Officers** - Negotiating with the male officers is strikingly similar to negotiating with the female officers. The male officers in general, however, are on the opposite side of the issue. A negotiating strategy primarily based upon rationale or factual leverage with a secondary psychological strategy to support the need for change is most likely to influence the group without alienating them.

- **Department's Police Chief** - Negotiating with the Police Chief by rationale and factual information-based leverage is the most likely approach for success. Attempting to utilize power leverage with the Chief would only serve to alienate a critical stakeholder in changing the organization structure and processes to support a positive work environment.

- **Police Officer Associations** - Negotiating with the POA is critical to the process. The POA is unique in that it also formally represents three of the stakeholder groups: male officers, female officers and the Department's minority officers. Due to their unique position in the process, a combination of leverages may be required for success. A factual-based rationale leverage to influence them in that their participation in the task force is critical and would be in the best interest of their membership and the Department. This could be followed by psychological leverage if necessary, stressing the responsibility of the POA to all of its members. Last, the use of power as leverage may bring about participation if all else fails.

Department's Minority Male Officers - Negotiating with the Department's minority officers is truly dealing with a "snaildarter." Their position on the issue is subject to change, making their behavior unpredictable. They have common interests with both the male officer stakeholders and the women officers. Therefore, it appears that an information-based/factual leverage approach would most likely be successful for participation. However, due to the emotional interest which the issue may generate, a psychological approach may also be helpful in their participation.

PART THREE

TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

The Transition Management plan is critical to the overall success of changing the "Present State" of the organizational structure to the desired or "Future State." The Transition Management plan must be developed to the unique conditions of the organization under change. "Managing change in a complex organization is like steering a sailboat in turbulent water and stormy winds."[34]

This section of the study will consist of identifying those individuals necessary to make change happen, an analysis of their current state of commitment and ways to build or change commitment. Additionally, to minimize the negative impact of organizational change, Transition Management methods and tools are recommended.

COMMITMENT STRATEGY

In order to implement the strategic plan of the structural assessment task force, several stakeholders had been previously identified which could have an impact upon implementation. From this list of stakeholders, a consensus group of four managers identified five stakeholders as the critical mass. The "Critical Mass" and their commitment are vital to the successful implementation of the selected strategy. The Critical Mass individuals or actors are displayed on the "commitment" chart, as well as their current commitment and the commitment necessary to make change occur (see Appendix N).

The following is of the Critical Mass members' current commitment, with recommendations for attaining the desired commitment level of the critical mass.

CHIEF OF POLICE

The chief is a law enforcement executive who is committed to reshaping the traditional command and control management style of law enforcement and would be committed to "make change happen." Although he is not a member of the structural assessment task force, he is in a very powerful position to informally influence others of the critical mass. The fact that the task force would operate out of the chief's office would also send an organizational message of commitment to changing the organizational structure to support a positive work environment for policewomen.

CITY MANAGER

The city manager has concerns with the influence of labor unions impacting management control of the city workforce and may view a change in the police department's work environment as an opportunity for the labor union to increase their power. As such, the manager may position himself to block change in the police department. The best course of action would be to utilize logic and factual information in support of changing the work environment for police women. The city manager's commitment for the task force would be better served if he were moved to "let change happen."

PERSONNEL DIRECTOR

The personnel director is a data-driven individual who is concerned with the bottom line of cost, present and future, in Personnel Administration. The director may, on the surface, take a position of "let change happen;" a latent commitment of block change may be closer to reality. The single greatest influence upon the personnel director will be the commitment of the city manager. If successful in moving the commitment of the city manager, then the personnel director is likely to follow suit. The most effective commitment by the personnel director would be one of "help change happen."

POLICE OFFICERS ASSOCIATION PRESIDENT

The union president would want to participate in the structural assessment task force. Based upon the historical position of the union and its president, it would appear that the president's initial position would be to "let change happen" as long as it appeared to be in the best interest of the union. If during the task force process the union's interest appears threatened, the president could unexpectedly change his commitment to "block change" until the perceived threat had passed. It would appear that the most successful strategy in moving and maintaining the POA President's position would be through psychological and political influences, convincing him that an organizational structure that will support a positive work environment for policewomen is in the best interest of the union and its membership.

INFORMAL LEADER (FEMALE OFFICER)

She would eagerly commit to the structural assessment task force, but perhaps due to organizational socialization, she would take a position best described as "let change happen," although her personal true commitment would appear to be "help change happen." However, like many women in law enforcement, they are leery of being perceived as "rocking the boat," particularly when the task force will be focusing on the issue of developing the organizational structure that will support a positive work environment for policewomen. The most effective influence upon this informal leader to move her to a position which would better serve the task force would be to utilize psychology and logic to convince her that it is safe to make a commitment to the goal of the task force.

ADMINISTRATIVE SERVICES DIVISION COMMANDER

The Administrative Commander's position within the Santa Ana Police Department has historically been responsible for organizational development. The commander would be in an excellent position to act as a transition manager of organizational change within the department. The commander's position would be described as "making change happen."

TRANSITION MANAGEMENT STRUCTURE

In order to move from the Present State of a command and control management model to a Future State of an open management model with structure and processes that are supportive of a work environment

for policewomen, a management structure of transition must be implemented. A "project manager" structure was selected to manage the organizational change.

The project manager form of transition management will work well with the structural assessment task force strategy selected to analyze the organizational structure and processes.

The project manager will also assume the responsibility for the role of transition manager. It is vitally important, however, that the transition manager be granted the executive authority of the chief of police so that he may assign specific responsibilities of action to members of the organization. Additionally, by utilizing the project transition style of management concept, then a "fast track" strategy can be employed in developing and implementing the transition plan.

TRANSITION MANAGEMENT TECHNOLOGIES

The transition process of change within the organization can expect to bring with it resistance by employees. This employee resistance is driven by the fear of the unknown due to the change upon the status quo of the Present State. In order to move from the undesired Present State to the Desired Future State, change must occur. However, a variety of techniques can be utilized to reduce the resistance and anxiety by those within the organization. By

employing transition management technologies, not only can resistance be minimized, but enhancement of the transition process can be obtained.

The key to the transition process is communication and participation by those within the organization. The following management transition technologies have been selected for implementing the change.

RESPONSIBILITY CHARTING

Responsibility Charting is an effective technique to provide a graphic representation of the actions to be taken, the actors involved and the level of responsibility for those actions. The chart is referred to as the responsibility, approvals, support, informs and irrelevant (RASI) chart.

The transition manager is responsible for implementing the adopted recommendations of the structural assessment task force to support a positive work environment for police women. The police chief and city manager are the only actors with approval and veto power. The personnel director is responsible for supporting the structural assessment task force. The outside management consultant is not only responsible for facilitating the task force, but supporting the implementation process (see Appendix O).

Training - Specific training programs will be developed to educate members of the organization on the current undesirability of the Present State and the need to move the organization to the Desired Future State of providing a positive work environment for policewomen.

Surveys - Surveys will be developed in order to seek employee input in an effort to identify any unresolved areas of conflict caused by or because of a changing organizational environment that supports a positive work environment for policewomen.

Task Force - A transition task force will be formed from the structural assessment task force, as well as additional stakeholders whose commitment has developed during the structural assessment task force process to assist in the implementation of organizational change to support a positive work environment for policewomen.

Team Building - Team building techniques and workshops for the newly formed transition task force will be utilized to develop the task force into a cohesive transition team.

Progress Reports - During the transition process of organizational change, informational memorandums in a newsletter format will be developed and published on a department-wide basis to inform

members of the department on progress and to promote department-wide communications in support of a positive work environment for policewomen.

Celebrate Milestones - During the transition process, significant accomplishments or milestones of organizational change will be recognized. Such activities will be pre-planned and celebrated to maintain focus and create enthusiasm within the organization for supporting a positive work environment for policewomen.

PART FOUR

CONCLUSION

CONCLUSION

The Conclusion Section of this study will consist of three parts. First, answers to the issue and sub-issue questions will be presented. Second, specific recommendations for change will be offered to assist the law enforcement community in preparing for the future. Lasty, recommendations for future study on the impact of women within law enforcement will be offered.

THE ISSUE QUESTION

What will be the organizational structure that will support a positive work environment for police women by 2001? The scope of this research project was to identify and exam the organizational structure that will support a positive work environment for policewomen. The study project research and literature clearly indicates that the work environment for women in policing has made steady but slow progress since the 1970's. The research indicated that the progress made by women in law enforcement has been driven by legal mandates and not executive leadership. The research data obtained during the course of this study suggests that the current organizational structure within the law enforcement community in support of the working environment for women in policing could be described as indifferent at best.

The research study suggests that the future development of the organizational structure to support a positive work environment for women in policing rest with the chief executive of each policing agency.

Unfortunately, the research also suggests that the majority of policing executives have not created the vision or organizational culture within the policing community that values the diversity of women within law enforcement.

The organizational structure that will support a positive work environment for women is one that recognizes and values the skills and contributions which women bring to the policing ranks. Creating the organizational culture and behavior that values the difference between men and women within the workforce versus viewing women as an intrusion into the male-dominated profession of law enforcement. Developing organizational sensitivity to the complex role and competing interest in which women in policing face within both a societal and workplace environment.

The future organizational structure in support of a positive work environment for women in law enforcement will generate a by-product of policies and processes that enhances the total work environment for all within the organization regardless of gender.

Sub-Issue 1: **What will be the effect of increasing women in law enforcement upon the organizational culture?**

The research has indicated that the traits which women bring to law enforcement such as a greater sensitivity to others, consensus-building skills, desire for teamwork and a nurturing attitude, along with leadership abilities, problem solving skills, greater compassion and diplomacy, coupled with verbal skills will create a positive influence upon the organizational culture of law

enforcement. The current trend within law enforcement to a community-based policing style which is service-oriented would only be enhanced by increased women police officers within the profession. The research would seem to indicate that by providing a an organizational structure that supports a positive work environment, would also reinforce the organizational culture of a community-based policing agency. Since community-based policing is concerned with the quality of life issues within the community it serves, a similar parallel could be drawn in providing a positive work environment for women within the policing community they serve. As the role of policing expands beyond traditional crime fighting into community service, the increased presence of women may help improve the sometimes tarnished image of policing, improve community relations and foster a more flexible approach to the policing ranks.[35]

Sub-Issue 2: **What will be the effect on job assignments and methods due to the increasing employment of women in law enforcement?**

The research data and literature have indicated that women in law enforcement still continue to occupy traditional female assignments, such as juvenile and sex crime investigations, administrative assignments and custodial duties, with few exceptions. Increasing numbers of women within the law enforcement profession will generate a greater demand for job assignment opportunities.

In order to facilitate greater assignment opportunities, police agencies will have to explore a restructuring of traditional work methods. Such options as job sharing and flex-time will have to be considered to assist women officers with families or those who are single parents. A recent study conducted revealed that four out of ten businesses in California utilize some form of flex-time within the workforce.[36] Additionally, job assignments that lend themselves to being conducted at home via a computer link with the police agency should be explored to accommodate women on maternity leave or extended absence due to providing care to an immediate family member.

The net effect is that today's paradigm as to who and how job assignments and methods are performed will shift if an organizational structure to support a positive work environment for policewomen is to exist.

Sub-Issue 3: **What kind of support programs should be provided for women in law enforcement?**

The research data has suggested that generally no specific support programs for women in policing exist, except for that support which is legally mandated, such as maternity leave. Clearly, the research has indicated that women in policing need additional support in meeting family responsibilities as wives and mothers and child care needs. The research also indicates that women in law enforcement are in need of mentoring and network programs to further promotional and job assignment opportunities.

Due to the unique issues that face women in policing as suggested in this study, police agencies should develop specific programs such as formalized support groups that encourage women to discuss gender-related issues that affect them as law enforcement professional to reduce unnecessary stress.

In order to support and foster a positive work environment for women, law enforcement organizations will need to develop and conduct diversity and awareness training for members of the department so as not to further alienate women within the male-dominated profession of policing.

Sub-Issue 4: **What will be the effect of legal mandates on the organizational structure?**

The literature and research as well as the history of women in policing has shown that legal actions have driven the work environment for women in the policing profession, such as patrol duty and promotional opportunities. The research indicates that legal actions have been and will continue to be taken to combat sexual harassment and hostile working environments for women in policing. Additionally, the data suggests that mandated hiring and promotional quotas for women will force a change in the organizational structure. Without a proactive leadership role by executives within law enforcement, to provide the organizational structure that will support a positive work environment for women, the probability of history repeating itself with additional

legal actions is high. Law enforcement agencies have two choices in support of a positive work environment for women in policing, either act to develop the environment or face being acted upon.

RECOMMENDED ACTIONS

The 1990's will see California law enforcement organizations faced with a variety of challenges to the traditional methods of operations. Along with these challenges come opportunities for developing the organizational structure to support a positive work environment for women in law enforcement. Based upon the information gained during this study, the researcher recommends the following:

- Law enforcement executives must have a commitment to supporting a positive work environment for women in policing.
- Law enforcement agencies must establish that a positive work environment for women is a priority in their mission statement, organizational values, policies and procedures.
- Agencies must provide awareness training that values the diversity of the workforce to all members of the organization.
- Agencies must manage and maintain the work environment by holding individuals accountable for their actions which are harmful to any segment of the workforce.
- Agencies must actively seek out problems within their organizational structure which inhibits a positive work environment for women.
- Agencies must develop and employ mechanisms that allow women to express concerns without "spotlighting" gender.
- Agencies must demonstrate their support of a positive work environment for women by actively providing opportunities for career development.

RECOMMENDATIONS FOR FUTURE STUDY

During the course of this study, the researcher has identified additional areas for future study consideration:

What will be the effect of flex-time and job sharing assignments upon productivity?

How will women in policing impact the future of community oriented policing?

What type of future programs should be developed to assist women officers in coping with stress?

What is the future of mentoring programs for women in law enforcement?

What future impact will increased numbers of women in policing have upon citizens' complaints?

What will be the effect upon male officers by the increased number of women in policing?

INTERVIEW QUESTIONS

1. **From your own work experience, what organizational issues impact women within the police organization?**

   . Support mechanisms to encourage career advancement
   . Fear of raising issues that "spotlight" gender
   . Child car needs, maternity leave and family responsibilities
   . Motherhood, lack of understanding of dual role of women
   . Inability to discuss women's issues that effect career, have to keep secret out of fear.

2. **If women increase in numbers within law enforcement, what organizational issues or structures should change to facilitate the increased number of women?**

   . Need for awareness and diversity training
   . Increase monitoring and support programs
   . Support for child care and family responsibilities
   . Officer orientation for women on what to expect in a law enforcement career.
   . Flexible scheduling would attract and retain more women in law enforcement.
   . Increased promotional and assignment opportunities

3. **From your own experience, have different standards of performance been expected of women than from male officers?**

   . Yes
   . Always felt pressured to perform
   . Had to always do better than men to be considered equal
   . Women have not been able to deal in a man's world as well
   . Women in desired assignments are resented by male officers
   . Only luck when women perform better than men
   . Performance is second guessed.

4. **Have you been subject to any behavior by male officers in which you felt uncomfortable or sexually harassed?**

   . Yes
   . Sexually harassed by supervisors
   . Solicited for sex while on duty
   . Afraid to report harassment, "win the battle and lose the war."
   . Subject to graphic descriptions of sexual acts
   . Do not date officers to avoid problems
   . Just being nice doesn't mean you want a relationship.

5. **Do you believe that, as a woman, you are accepted as a police officer by male officers in the same manner male officers are accepted?**

- No, male officers are accepted first
- Newer officers appear to be more accepting of female officers.
- No way; had to prove self more.
- Segment of older officers believe women have no business in law enforcement
- Male officers remain protective of female officers
- Older supervisors are anti-women in law enforcement
- Who are you sleeping with to get what you got?
- Values and skills of women in law enforcement not appreciated.

6. **If you have children, have you experienced difficulty in child care needs?**

- Without question have experienced difficulty with child care.
- Would have enjoyed child care assistance early in my career
- Relied very much on family members for child care
- Used family network to support child care
- Having children in law enforcement not easy to handle.

APPENDIX B

NOMINAL GROUP TECHNIQUE PROCESS

In order to assemble the NGT panel, each prospective panel member was personally contacted and asked to participate in the process. After explaining the project issue, the question under study and the NGT process, each panel member was sent a follow-up letter.

MAYOR
Dan Young
MAYOR PRO TEM
Miguel A. Pulido
COUNCILMEMBERS
John Acosta
Daniel E. Griset
Patricia A. McGuigan
Rick Norton
Robert L. Richardson

CITY OF SANTA ANA
POLICE DEPARTMENT
24 CIVIC CENTER PLAZA • P.O. BOX 1981
SANTA ANA, CALIFORNIA 92702

ALL-AMERICA CITY 1982-83

CITY MANAGER
David N. Ream
CITY ATTORNEY
Edward J. Cooper
CLERK OF THE COUNCIL
Janice C. Guy

June 3, 1991

Dear

Thank you so very much for consenting to participate in my independent study project, Nominal Group Technique (NGT) excercise. As I mentioned to you, it is a form of "structured brainstorming" exercise with a relatively strict protocol. The process will include both individual and collaborative work in a group setting.

We will be meeting on Wednesday, June 5, from 0830 until about 1230 at the Elks Lodge, 212 Elk Lane, Santa Ana. Lunch will be provided.

Let me share some information about the issue we will address and the process that will be used in our analysis.

The Issue

How will police managers create the organizational structure and processes to support a positive work environment for police women by 2001?

Definition: Leadership is the creation of structures and processes in the achievement of goals

Subissues

1. How will increasing numbers of women in law enforcement affect the organizational culture?

2. How will job assignments/methodologies change due to the increasing numbers of women in law enforcement?

3. What kind of provisions for family responsibilities should be provided due to the increase of women in law enforcement?

N.G.T. Process

We will be using the Nominal Group Technique (NGT) to identify inportant trends and events which are related to or may affect or impact the issue/subissue. We will also forecast the trends and probabilities of events.

Here, for your review, are samples of possible trends and events I have already developed.

CS 73

Trends

1. Level of job sharing in law enforcement.
2. Amount of flexible work hours.
3. Level of child care provided to employees.
4. Degree of acceptability of diversity awareness training.
5. Level of stress for women officers in law enforcement.
6. Level of acceptance of women command staffs in law enforcement.
7. Level of acceptance of women in law enforcement.
8. Degree of mentoring and networking for women in law enforcement.
9. Number of sexual harassment lawsuits filed by women.
10. Level of acceptance of women by male officers.

Events

1. Women officers are promoted 50% more often than men.
2. POST mandates by diversity awareness training for all law enforcement officers.
3. Police women are assigned to specialized all-women units.
4. California Supreme Court mandates 20% of sworn officers to be women.
5. U.S. Supreme Court expands the law of sexual harassment.
6. California has first woman Attorney General.
7. Los Angeles Police Department has first woman police chief.
8. President appoints first woman U.S. Attorney General.
9. Governor appoints woman as chief of enforcement division for the Department of Justice.
10. First woman is appointed Director of the FBI.

Again, thank you for your willingness to participate in this process.

Sincerely,

DANIEL G. MC COY
/it

APPENDIX C

NOMINAL GROUP TECHNIQUE PANEL

Female Police Captain - Medium-size Agency, Command College

Female Police Sergeant - Medium-size Agency, Police Foundation, Women in Policing Member, 1981

Female Police Corporal - Medium-size Agency, Concerned with Issue of Women in Law Enforcement

Female Corporate Executive - International Corporation

Male Police Captain - Medium-size Agency, Command College

Male Police Lieutenant - Medium-size Agency, Command College

Male Civilian Law Enforcement Manager - Medium-size Agency, Former Law Enforcement Consultant with National Firm

TREND STATEMENTS

1. Level of flexibility scheduling
2. Levels of education
3. Levels of supportiveness (networking)
4. Organizational recruitment of non-traditional officers with COP
5. Level of sexual harassment in discrimination lawsuits
6. Focus on non-cash benefits vs. straight cash
7. Level of equality (promotability, etc.)
8. Level of psychological services offered
9. Level of competitiveness among women officers
10. Federal pressure for affirmative action and equal opportunity for change
11. Use of females as marketing tool
12. "City" pressure for affirmative action and equality
13. Level of behavior of male officers, of female officers
14. Degree of acceptability of diversity awareness training
15. Level of commitment to women in law enforcement
16. Levels of women managers
17. Level of conflict between protected and non-protected classes
18. Level of child care provisions
19. Need for Departments to have their marketing rhetoric match their organizational realities
20. Level of stress for women in law enforcement
21. Level of acceptance by male officers

TREND SCREENING

CANDIDATE TRENDS IN RANK ORDER *		FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?				
#		Price-less	Very Helpful	Helpful	Not very helpful	Worthless
1	Level of acceptance by male officers	6	1			
2	Level of child care provisions	4	2	1		
3	Level of non-cash benefits	1	5	1		
4	Level of behavior of male officers of female officers	4	2	1		
5	Level of commitment to women in law enforcement	5	2	0		
6	Level of conflict between protected and non-protected classes	1	1	5		
7	Need for department's rhetoric to match realities	2	2	2	1	
8	Level of flexible scheduling	1	2	3	1	
9	Level of stress for women in law enforcement	0	4	0	3	
10	Level of sex harassment and discrimination	0	4	3		

* Panel total for each estimate category

INDEPENDENT COMMISSION
ON THE LOS ANGELES POLICE DEPARTMENT

SELECTED MESSAGES FROM THE LAPD
MOBILE DIGITAL TERMINAL SYSTEM

"Get a job woman.One that is more suited to awoman.Like a secretary,or a receptionist....."

"Yea and I have a little cholita for a trning ofcr:::::::::: oh she luvs me tooooooomush:::::::::"

"The troops have already nicknamed her . . . Skycunt . . . the pilot is her niece (name omitted)."

"They found something that does the work of 5 women. . . 1 man"

"And don't forget LAPD recruitment . . . they may be able to get her thru the academy before she wakes up . . ."

"Hey babes, hows it going, having a good nite Liz"

"Got your gun girl"

"Robbie you better make sure she has it loaded . . ."

"What difference does it make they don't give her real bullets..."

"How's your little boy Ben:::: I kid u not Laura, every boot I've had is a 3 ft female, that's been a problem::: I feel like I'm riding with Barbie dolls"

"Nice job . . . for a girl . . ."

"If I told you that you had a beautiful body would you hold it against me . . ."

"I dont know what the problem with these ofcrs are . . . . . .but Im getting tired of the harrassment . . . . . If they keep this up Im going to have to take my complaint to the Captain . . . ."

"Are you gals avail to do a food pick up, [Restaurant name/address omitted]? This could be beneficial to your careers, you know ..."

"Just out of curiosity, why do u call me fifi"

"I call all the women I likke fifi. And once in awhile, ones I don't like"

"Houston PD has a new chief --- Elizabeth Watson 40 yrs"

"40 yrs on the job or 40 yrs old. . . "

"I bet that's going over reeeeeeaaalll good with the troops dude . . . they have some dyke bleding heart for a mayor . . ."

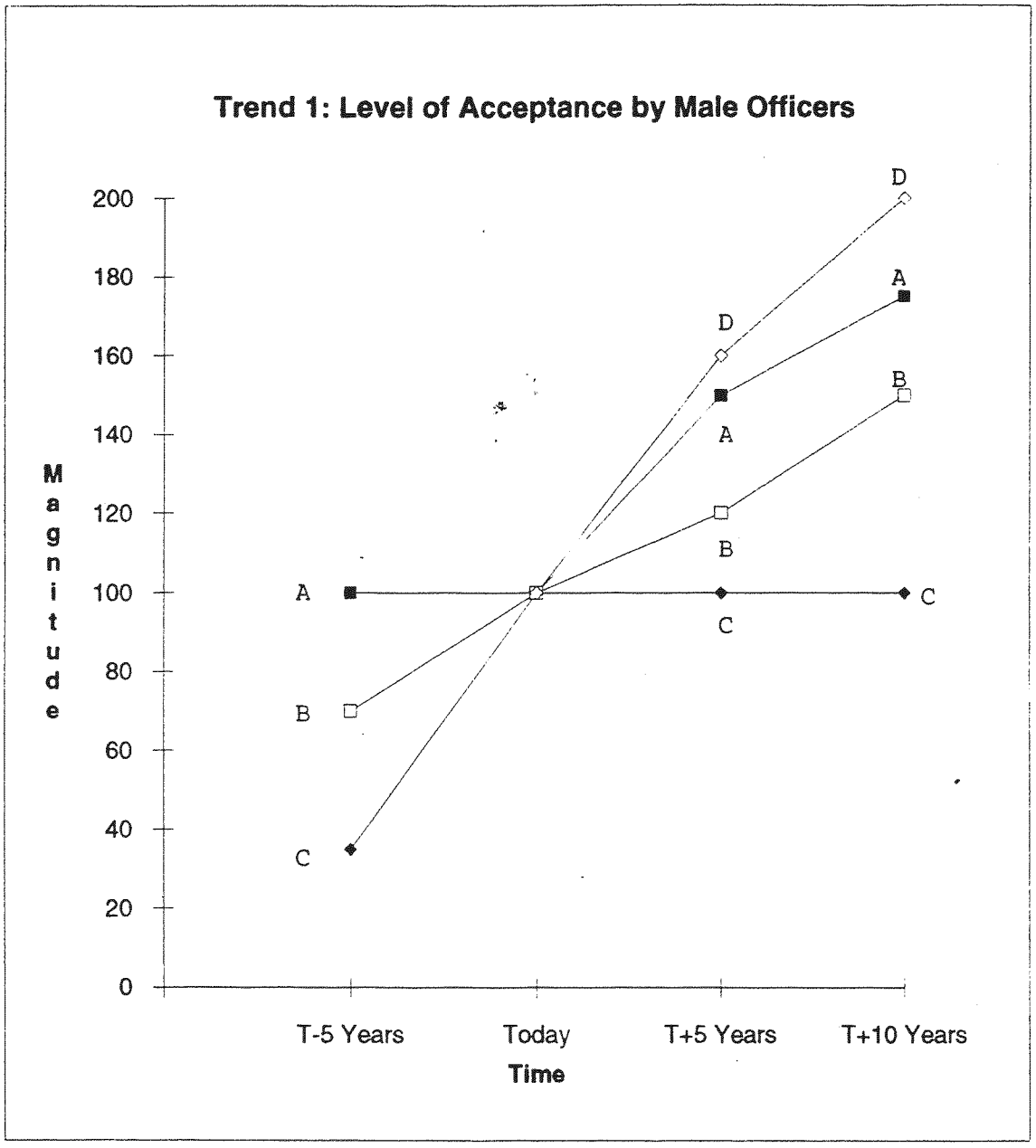
HaHa . . .she apointed her."

"Ok, I guess...except[name omitted]...he s a pain in the butt....doesnt givve me any troubleabout work, just sexual harrassment type sttuff...you know"

"Boy do I know I should have burned him when I had the chance"

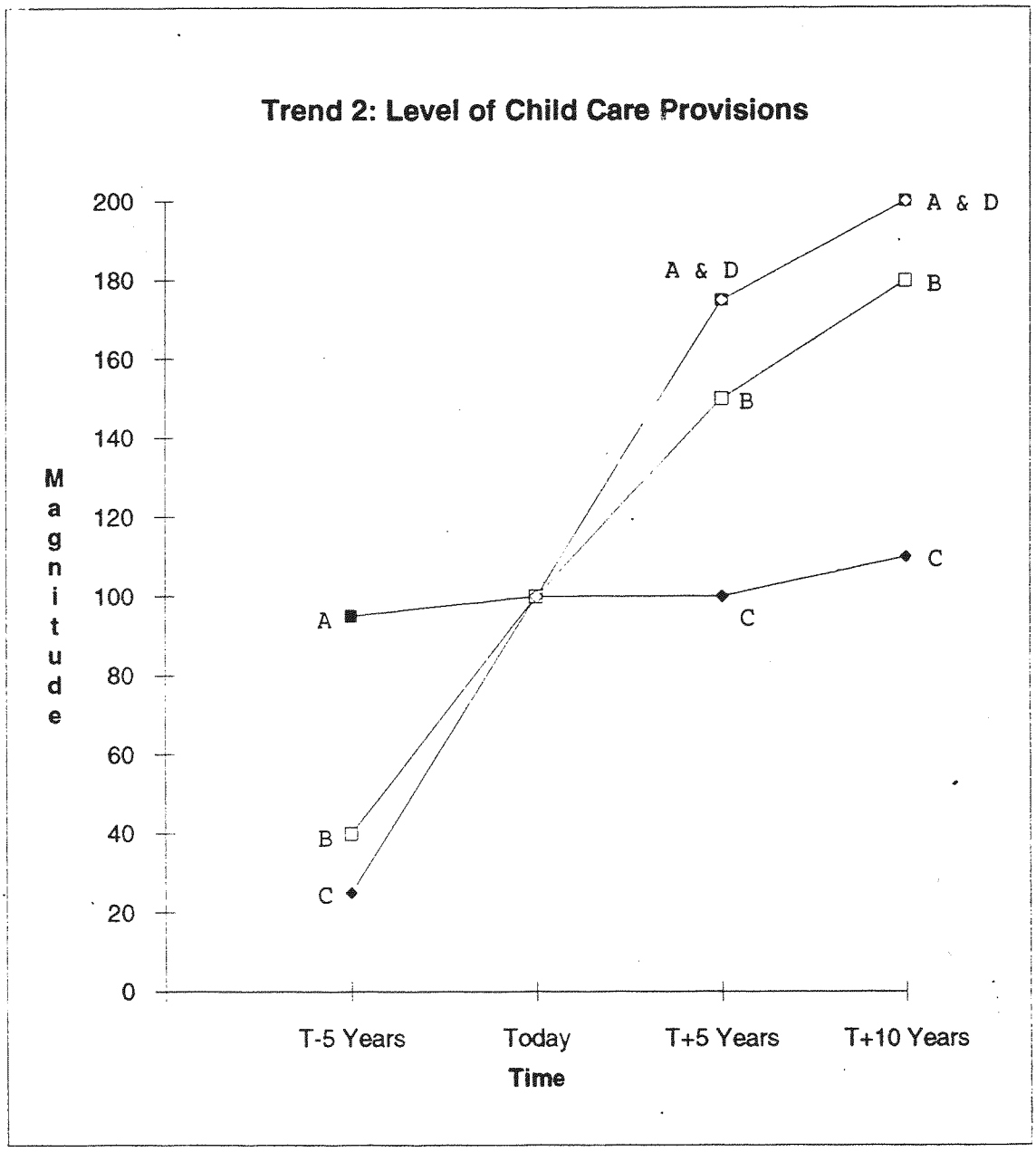
EVENT STATEMENTS

1. Women reach 25% of California law enforcement
2. Court decision requirement for female management quota
3. 75% of elected officials in city government are women
4. POST offers first COP Program
5. Female law enforcement executive convicted of major crime
6. Publishing of census results
7. Woman elected governor of California
8. Non-cash benefits are 50% of pay package
9. Development of all-female training academy
10. Female executive convicted of sexual harassment
11. Published report of pervasive police racial and sexual bias
12. Female sheriff elected to L.A. County
13. First female President
14. Police women assigned to all-female specialized unit
15. U.S. Supreme Court expands the law of sexual harassment
16. Major California agency Chief fired; replaced by female
17. First all-woman command staff in major PD
18. Of six L.A. cities, woman is one of the Chiefs
19. First agency offers housing with child care
20. Huge demonstration led by female captures nation's attention
21. Federal child legislation passes
22. POST mandates diversity training for all officers
23. State law requires light duty assignment for pregnant officers



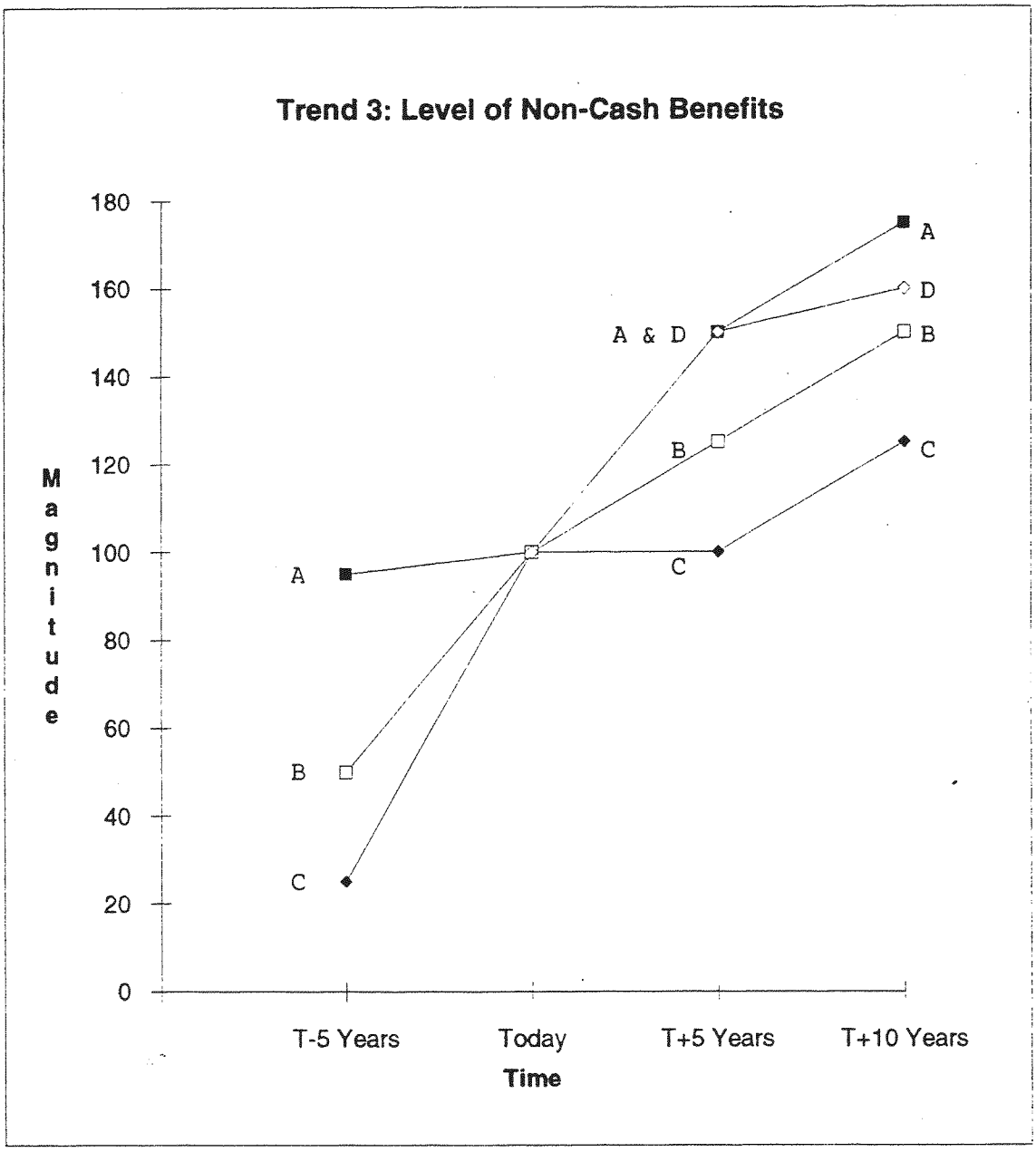
	T-5 Years	Today	T+5 Years	T+10 Years
Highest Forecast = A	100	100	150	175
Median Forecast = B	70	100	120	150
Lowest Forecast = C	35	100	100	100
Median "Should Be" Forecast = D		100	160	200

N = 7



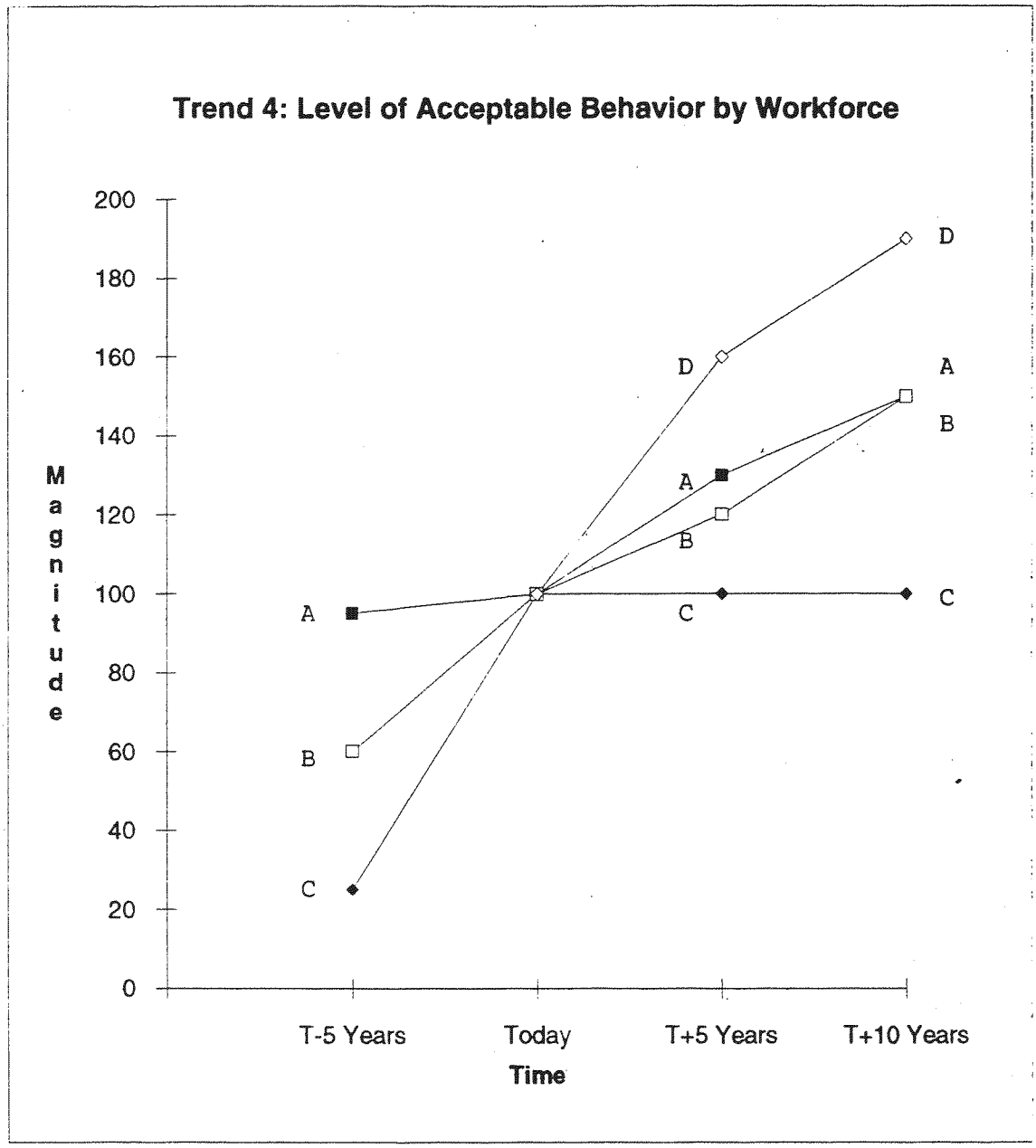
	T-5 Years	Today	T+5 Years	T+10 Years
Highest Forecast = A	95	100	175	200
Median Forecast = B	40	100	150	180
Lowest Forecast = C	25	100	100	110
Median "Should Be" Forecast = D		100	175	200

N = 7



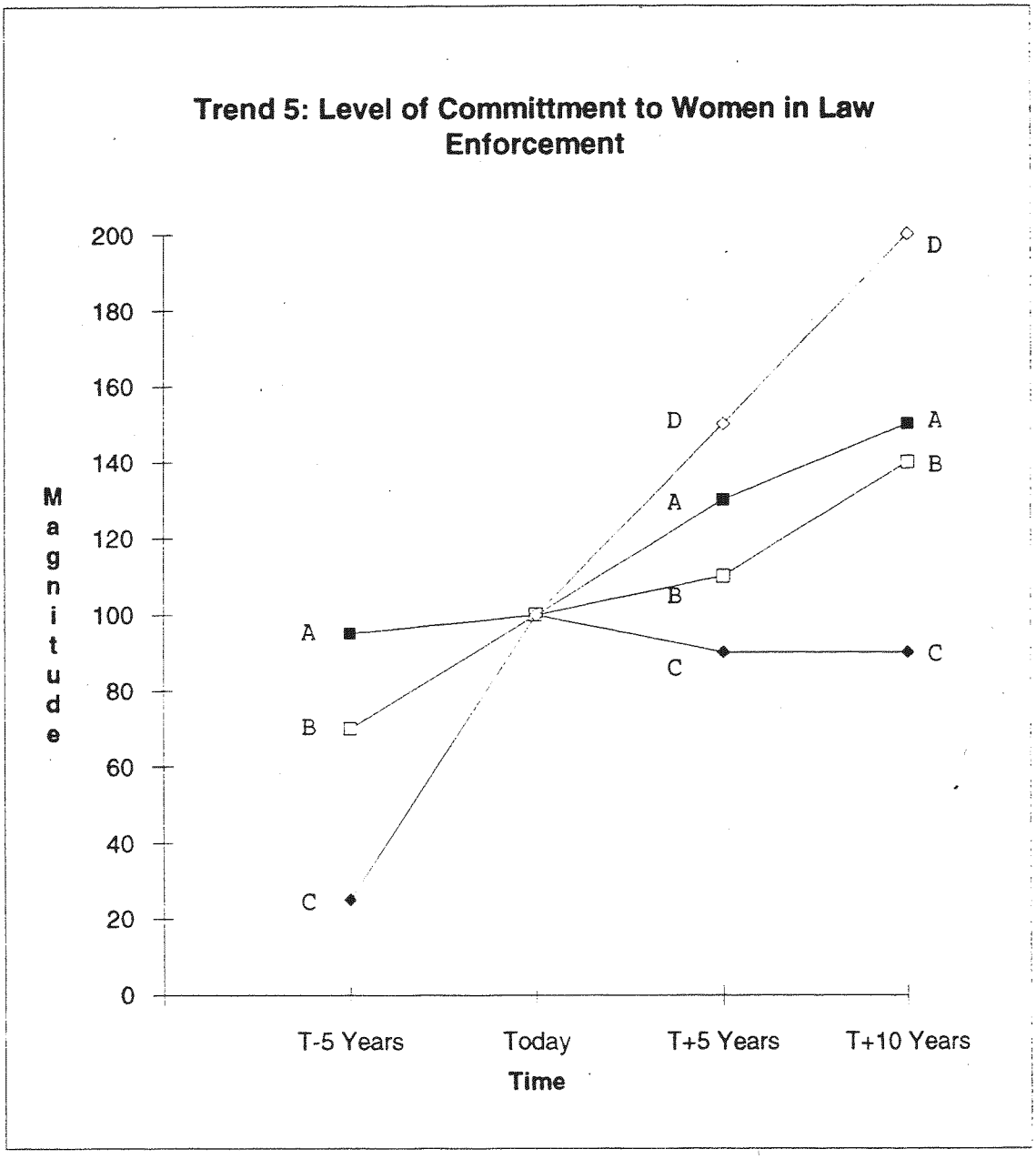
	T-5 Years	Today	T+5 Years	T+10 Years
Highest Forecast = A	95	100	150	175
Median Forecast = B	50	100	125	150
Lowest Forecast = C	25	100	100	125
Median "Should Be" Forecast = D		100	150	160

N = 7



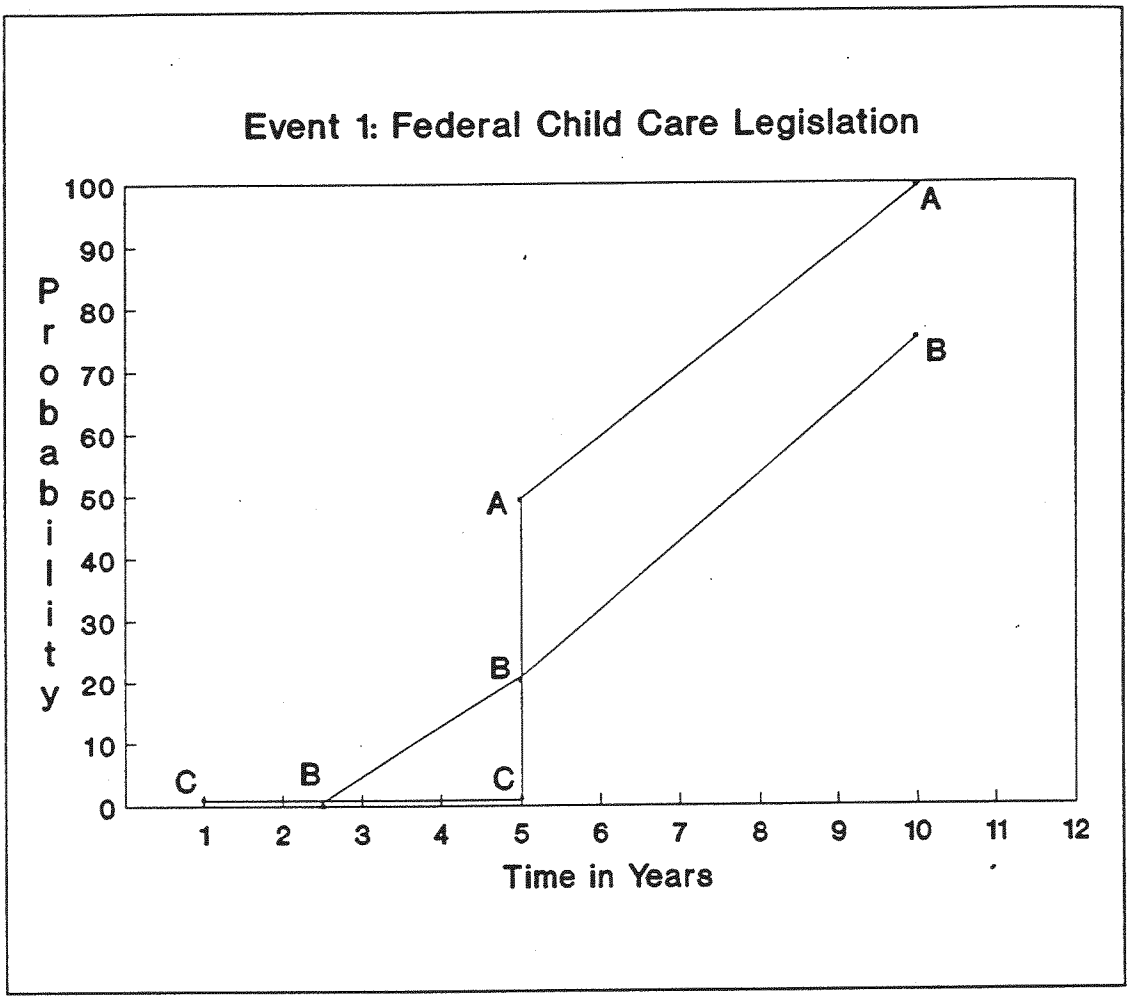
	T-5 Years	Today	T+5 Years	T+10 Years
Highest Forecast = A	95	100	130	150
Median Forecast = B	60	100	120	150
Lowest Forecast = C	25	100	100	100
Median "Should Be" Forecast = D		100	160	190

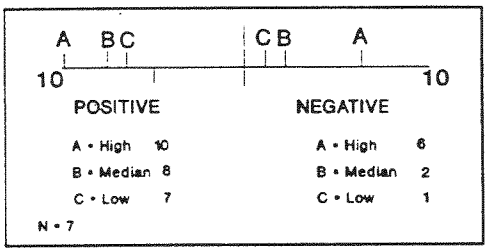
N = 7



	T-5 Years	Today	T+5 Years	T+10 Years
Highest Forecast = A	95	100	130	150
Median Forecast = B	70	100	110	140
Lowest Forecast = C	25	100	90	90
Median "Should Be" Forecast = D		100	150	200

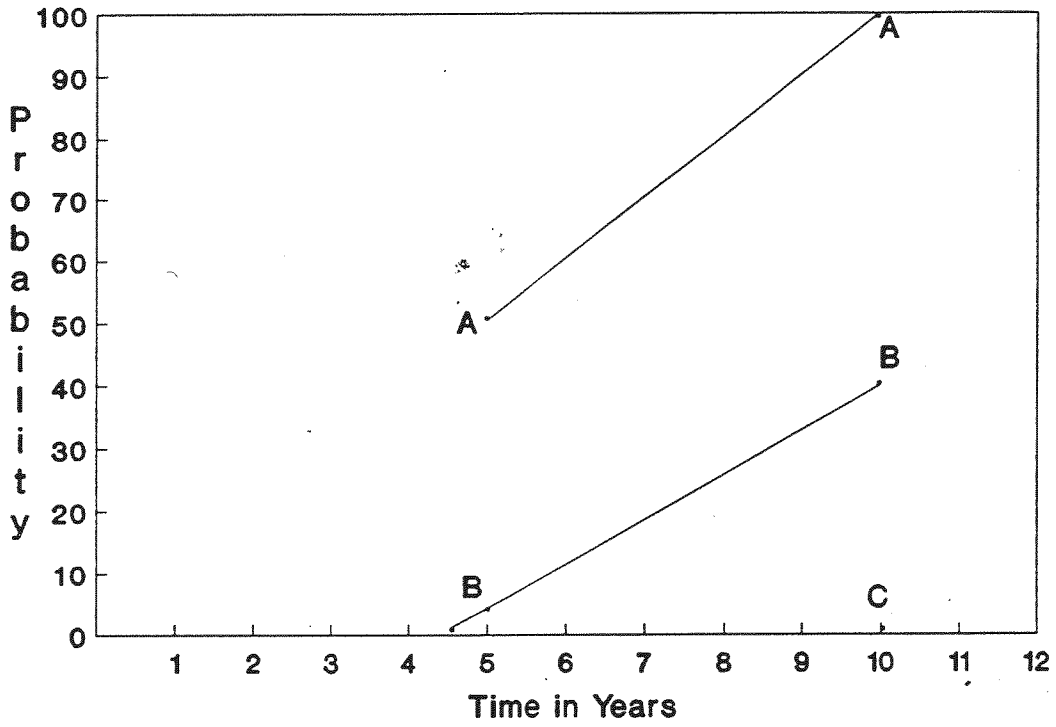
N = 7

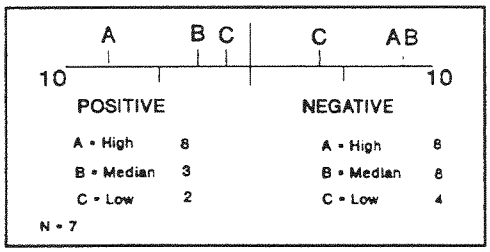




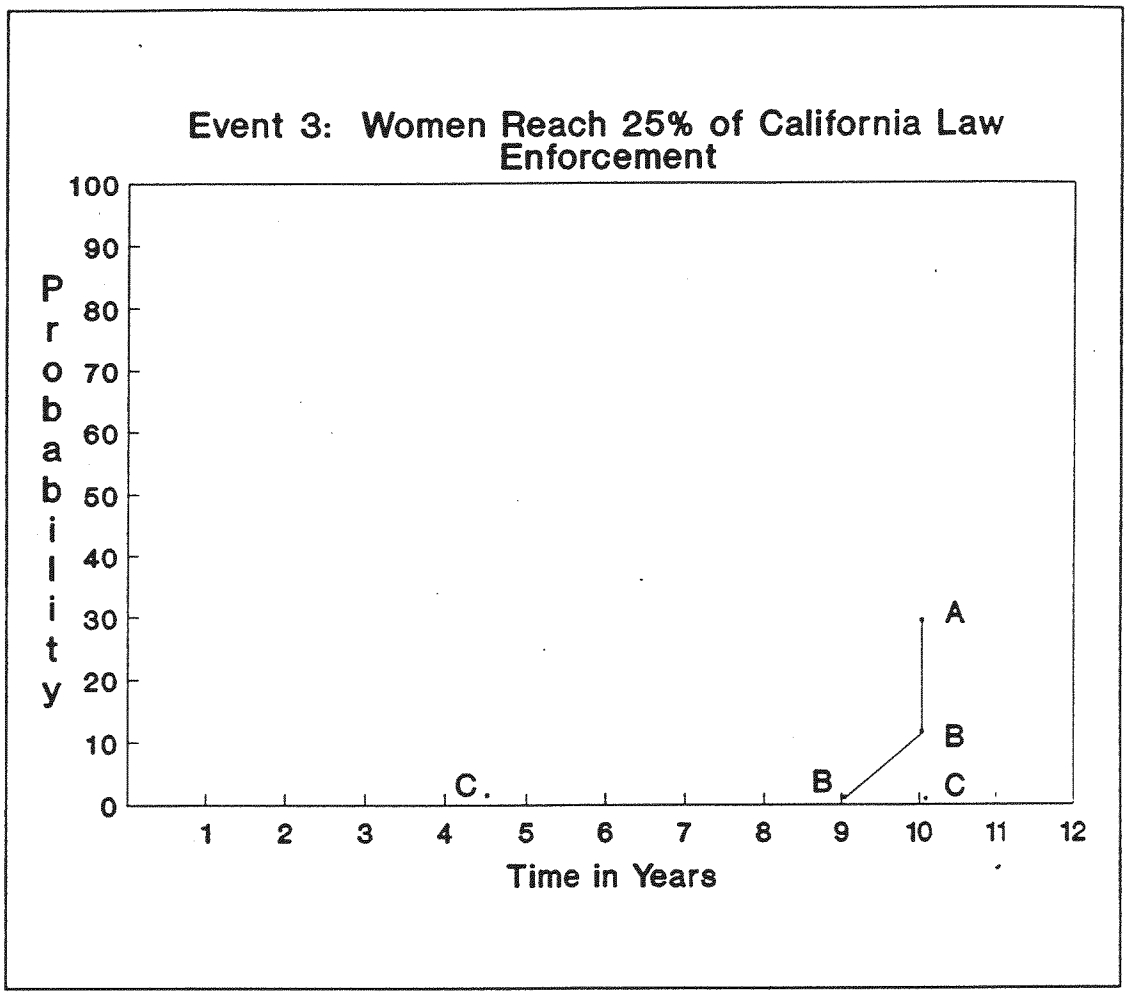
		Exceed 0	5 Years	10 Years
High =	A	5	50	100
Median =	B	2.5	20	75
Low =	C	1	0	50

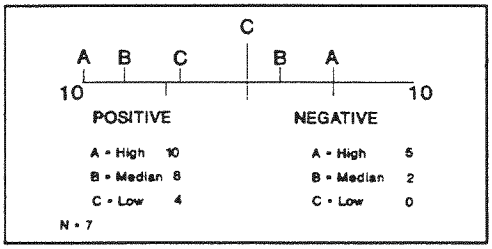
Event 2: Legal Requirement for Female Quota in Management



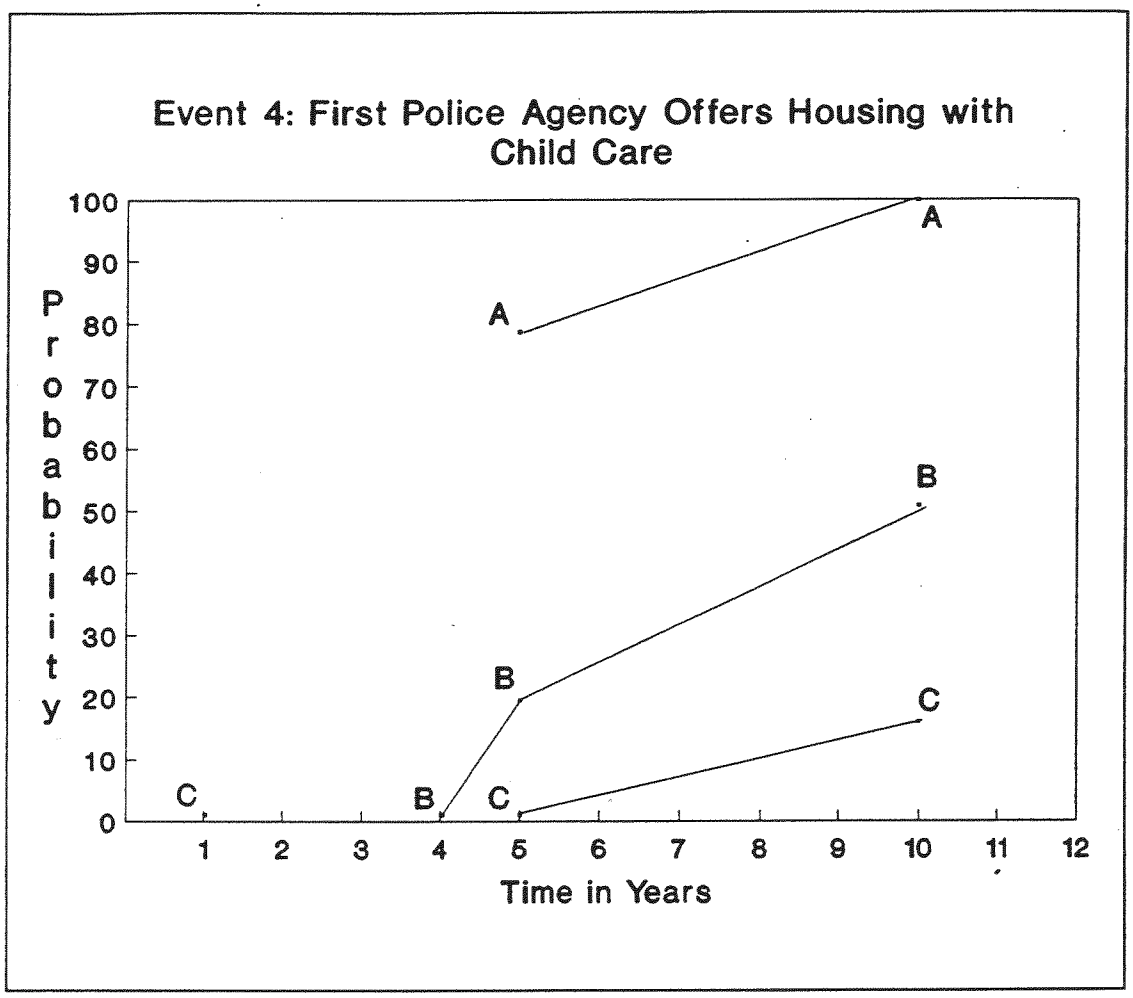


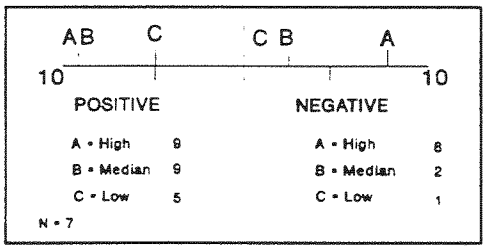
		Exceed 0	5 Years	10 Years
High =	A	6	50	100
Median =	B	4.5	10	40
Low =	C	0	0	0





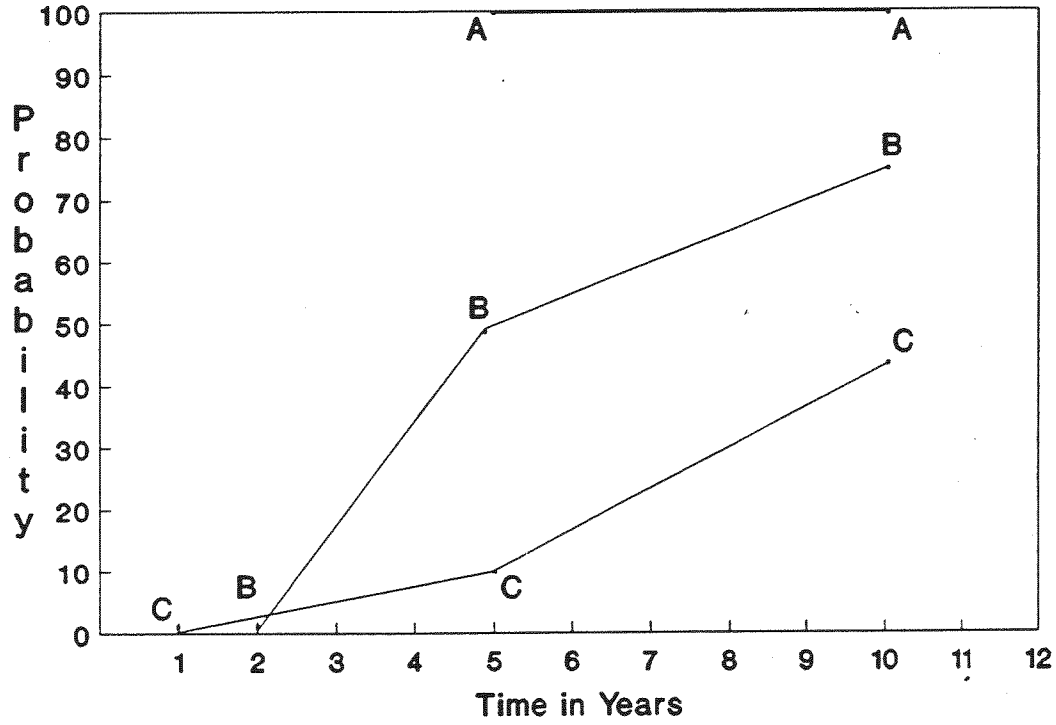
		Exceed 0	5 Years	10 Years
High =	A	10	0	0
Median =	B	9	0	10
Low =	C	4.5	0	0

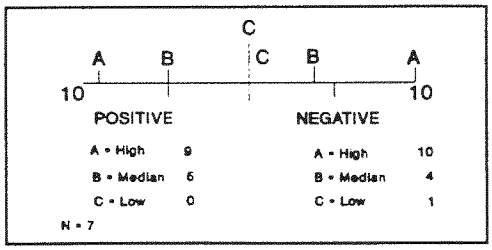




		Exceed 0	5 Years	10 Years
High =	A	5	80	100
Median =	B	4	20	50
Low =	C	1	0	15

Event 5: U.S. Supreme Court Expands Sexual Harassment Law





		Exceed 0	5 Years	10 Years
High =	A	5	100	100
Median =	B	2	50	75
Low =	C	1	10	45

GENDER PROFILE OF ORANGE COUNTY LAW ENFORCEMENT AGENCIES

ANAHEIM

Total Police Force - 348
Male - 94.6% - (329)
Female - 5.4% (19)

BREA

Total Police Force - 104
Male - 90.4 % (94)
Female - 9.6% (10)

BUENA PARK

Total Police Force - 89
Male - 97.8% (87)
Female - 2.2% (2)

COSTA MESA

Total Police Force - 141
Male - 97.8% (87)
Female - 7% (10)

CYPRESS

Total Police Force - 53
Male - 92.5% (49)
Female - 7.5% (4)

FOUNTAIN VALLEY

Total Police Force - 53
Male - 88.7% (47)
Female - 11.3% (6)

LA PALMA

Total Police Force - 24
Male - 95.9% (23)
Female - 4.1% (1)

FULLERTON

Total Police Force - 148
Male - 94% (139)
Female - 6% (9)

GARDEN GROVE

Total Police Force - 171
Male - 94.8% (162)
Female - 5.2% (9)

HUNTINGTON BEACH

Total Police Force - 220
Male - 97.3% (214)
Female - 2.7% (6)

IRVINE

Total Police Force - 128
Male - 92.2% (118)
Female - 7.8% (10)

LAGUNA BEACH

Total Police Force - 48
Male - 89.6% (43)
Female - 10.4% (5)

LA HABRA

Total Police Force - 62
Male - 95.2% (59)
Female - 4.8% (3)

SANTA ANA

Total Police Force - 396
Male - 96.2% (381)
Female - 3.8% (15)

LOS ALAMITOS

Total Police Force - 24
Male - 95.9% (23)
Female - 4.1% (1)

NEWPORT BEACH

Total Police Force - 149
Male - 94.7% (141)
Female - 5.3% (8)

ORANGE

Total Police Force - 149
Male - 94.7% (141)
Female - 5.3% (8)

PLACENTIA

Total Police Force - 53
Male - 96.3% (51)
Female - 3.7% (2)

SAN CLEMENTE

Total Police Force - 49
Male - 83.7% (41)
Female - 16.3% (8)

Source: Los Angeles Times
11/30/91

SEAL BEACH

Total Police Force - 41
Male - 92.7% (38)
Female - 7.3% (3)

TUSTIN

Total Police Force - 81
Male - 95.1% (77)
Female - 4.9% (4)

WESTMINSTER

Total Police Force -101
Male - 97.1% (98)
Female - 2.9% (3)

ORANGE COUNTY SHERIFF'S

Total Police Force - 1,285
Male - 85.2% (1,094)
Female - 14.8% (191)

ORANGE COUNTY TOTALS

Total Sworn - 3,919
Male - 3,592
Female - 8.5% (337)

READINESS/CAPABILITY CHART

	READINESS			CAPABILITY		
	High	Medium	Low	High	Medium	Low
Police Chief		X		X		
Police Managers		X			X	
Police Officer Association			X		X	
City Manager		X		X		
City Personnel Director		X			X	
Department Female Officers	X					X

APPENDIX K

STAKEHOLDERS

A. Local Women Police Officers
   1. Majority supportive of positive changes in work force and environment.
   2. Small percent will oppose. They have adapted to male-oriented culture. Do not want to "rock the boat."

B. Women Police Officer Associations
   1. Strongly supportive. Not overly concerned with racial issue. Gender differences equalize racial differences.
   2. Association will want to be cautious so as not to alienate other labor organizations.

C. National Association for the Advancement of Colored People
   1. Cautious support for organizational changes in law enforcement, promoting diversity of the work force.
   2. Indifference or opposition if goals of NAACP threatened by gender issue which would dilute issue of racial equity.

D. Latino Peace Officer Association
   1. Cautious support - similar assumptions as that of NAACP.
   2. Same as NAACP.

E. State and Federal Courts
   1. Generally supportive of equal opportunities for women.
   2. Cautiously receptive but concerned for reverse discrimination. May be driven by court actions.

F. National Organization of Women
   1. Strongly supportive. Single-issue group that sees no racial difference, only gender.
   2. May temper support publicly, depending on political environment, but would continue support.

G. Local Community Members
   1. Generally receptive by the majority of community members.
   2. Small percentage of community members not receptive, particularly of police women in management positions.

H. Local Male Police Officers
   1. Generally opposed. View law enforcement as male-oriented only.
   2. Strongly oppose women receiving special treatment.

I. Local Police Chief
   1. Supportive. Will have concerns, however, over organizational change and its impact or backlash within the department.
   2. Cautious - may view organizational changes as too threatening to morale and political pressure from police union.

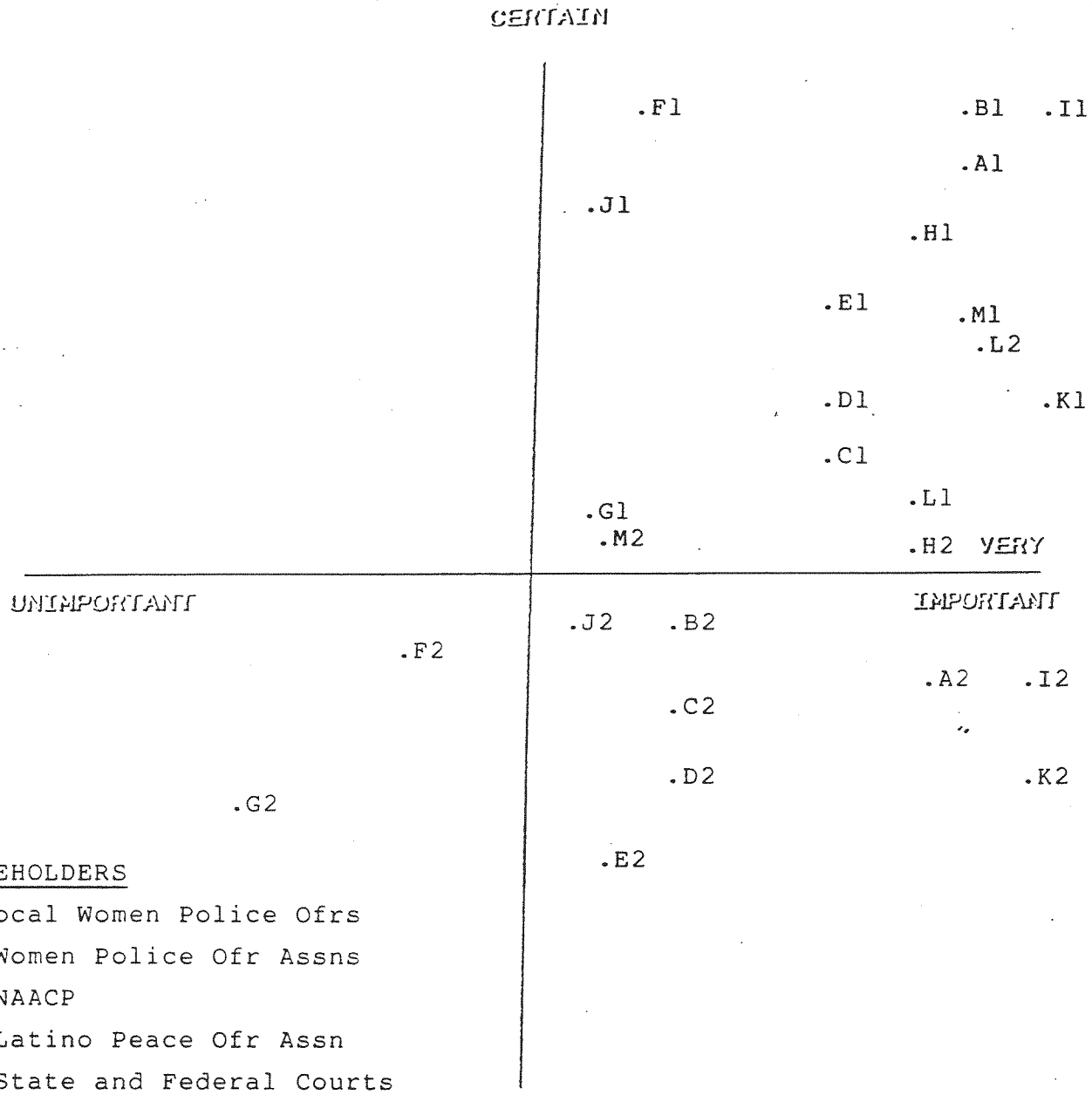
J. Peace Officer Standards and Training
   1. Generally receptive. Will take no direct actions. May become drawn into issue as consultants.
   2. Opposes organizational change when male membership feels threatened.

L. Local Police Officer Association
   1. Receptive. May give appearance of support.
   2. Opposes organizational change when male membership feels threatened.

L. Local Minority Male Officers (Snaildarter)
   1. Generally oppose. Threatened by increased competition for promotions and job assignments.
   2. Strongly oppose. Court actions claims of discrimination due to gender.

M. Local City Manager
   1. Supportive of programs that will increase or promote equal opportunity within the work force.
   2. Concerned over organizational backlash within Police Department. May caution Chief over management of change.

ASSUMPTION MAPPING



STAKEHOLDERS

A. Local Women Police Ofrs
B. Women Police Ofr Assns
C. NAACP
D. Latino Peace Ofr Assn
E. State and Federal Courts
F. Natl. Organization of Women
G. Local Community Members
H. Local Male Police Officers
I. Local Police Chief
J. Peace Officer Standards & Training
K. Local Police Ofr Assn
L. Local Minority Male Ofrs (Snaildarter)
M. Local City Manager

APPENDIX M

MODIFIED POLICY DELPHI PROCESS

MODIFIED POLICY DELPHI PANEL

1 - Male Police Captain
1 - Male Non-Sworn Manager
1 - Female Non-Sworn Manager
1 - Female Police Corporal
1 - Female Police Sergeant
1 - Female Police Officer

The purpose of the modified policy delphi is to explore and identify a variety of alternative strategies to addressthe study issue.

STUDY ISSUE

What will be the organizational structure that will súpport a positive work environment for policewomen by 2001?

Four sub-issues have been identified to explore the main issue:

- What will be the effect of increaseing women in law enforcement upon the organizational culture?
- What will be the effect on job assignments and methods due to the increasing employment of women in law enforcement?
- What kind of support programs should be provided for women in law enforcement?
- What will be the effect of legal mandates on the organizational structure?

For the purpose of this study, organizational structure will refer to the policies and processes within a police agency. A positive work environment will refer to the needs and concerns of policewomen being addressed within a police agency.

Project research has identified trends and events that could impact the issue. A normative scenario has been developed of the desired and attainable future state which will be used to develop policies that may be implemented.

In order to facilitate the process, the panel members, prior to meeting, will develop a possible policy that will assist in making the attainable future state occur. Each policy alternative is based upon its feasibility and desirability in addressing the study issue and sub-issue. Upon convening, the panel will rate each policy in a structure manner reducing the suggested policies to three.

MODIFIED POLICY DELPHI

RATING FORM

Alternative 1: _____

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE =
Desirabiity	VD (3)	D (2)	U (1)	VU (0)	

Feasibility:

Definitely Feasilble	no hindrance to implementation no R&D required no political roadblocks acceptable to the public acceptable to the stakeholders
Possibly Feasible	indication this is implementable some R&D still required further considereation to be given to political or public reaction
Possibly Infeasible	some indication unworkable significant unanswered questions
Definitely Infeasible	all indications are negative unworkable cannot be implemented

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Desirability:

Very Desirable	will have positive effect and little or no negative effect extremely beneficial justifiable on its own merits
Desirable	will have positive effect, negative effects minor beneficial justifiable as a by-product or in conjunction with other items
Undesirable	will have a negative effect harmful may be justified only as a by-product of a very desirable item
Very Undesirable	will have a major negative effect extremely harmful

COMMITMENT CHART

COMMITMENT

Actors in Critical Mass	Block Change	Let change happen	Help change happen	Make change happen
Chief of Police				⊗
City Manager	X . . .	 0		
Personnel Director		X . . .	 0	
POA President		⊗		
Informal Leader (Female Officer		X . . .	 0	
Administration Division Commander				⊗

X - Present commitment

O - Minimum Commitment

	RESPONSIBILITY CHART (RASI) (Actors)				
Decisions or actions	Chief of Police	City Manager	City Personnel Director	Transition Manager	Outside Consultant
Communicate vision	R	S	S	S	I
Select outside consultant	R	A	S	I	---
Select Task Force members	A	I	I	R	I
Identify internal resource	A	---	---	R	S
Present Task Force recommendation	I	I	I	R	S
Adopt recommendation	R	A	S	S	S
Implementation of recommendation	A	I	S	R	S
Evaluation of progress	I	I	I	R	---

R = Responsibility for a particular action, but not necessarily authority.

A = Must approve, has power to veto the action.

S = Must support, has to provide resources for the action (may not agree with action).

I = Must be informed or consulted before action but cannot veto.

-- = Irrelevant to the particular action.

APPENDIX P

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