THE IMPACT OF AN ETHNICALLY DIVERSE WORKFORCE ON THE ROLE OF THE FIELD TRAINING OFFICER BY THE YEAR 2002

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 possisble scenarios for strategic planning consideration.

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

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

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

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JOURNAL ARTICLE

(25 Pages)

INTRODUCTION

INTRODUCTION

Prior to 1970, the San Jose Police Department's field training of new police officers was not any different than most police agencies at that time. The new police officer would simply be assigned to work with a "senior officer" for a few days of "on-the-job-training" before being assigned to work alone. There was no structure to the training received and the evaluation of performance was done without guidelines, if done at all. The training received by the new police officer was dependent solely on the style and priorities of the individual "senior officer" assigned to the task.

In 1970, however; that was to change. A San Jose Police recruit was involved in a fatal traffic accident in which a passenger in the other vehicle was killed and the officer was seriously injured. The cause of the accident was the officer's negligent on-duty operation of a police vehicle. Although those familiar with the officer knew that he had inadequate skills in many job-related areas, particularly driving, he had never been rated "unsatisfactory." This incident served as the catalyst that led to the development of the San Jose Police Department Field Training Officer (FTO) Program.[1]

Over the past 22 years, the San Jose Police Department FTO Program has met many challenges, including court challenges, and has been improved and fine tuned to the point that it is literally used as a "model FTO Program" for hundreds of law enforcement agencies across the nation.[2] The San Jose Model FTO Program is recognized by law enforcement nation wide as a valid and reliable program for the training and evaluation of new police recruits. Speaking in terms of police selection processes, Royberg and Kuykendall indicate that "validity" refers to the accuracy of a measure; that is, does it

[1]Hurley, Kathleen J., Criminal Justice Induction Training, ed. Peter Charles Unsinger and Harry W. More, First Edition, Thomas Books, (1990): page 3
[2]Haider, James T., Field Training Police Recruits, First Edition, Thomas Books, (1990): page 26

measure what it is intended to measure? In contrast, reliability refers to a measure's ability to yield consistent results over time.[3]

Two key elements of the San Jose Model FTO Program which contribute to it's validity and reliability are it's "daily observation report" and it's "standardized evaluation guidelines."[4] The daily observation report is the form which the trainer fills out daily to evaluate the recruit officer. It contains 30 evaluative categories which are based on over 10,000 narrative comments made by FTOs over a two year period. These narrative comments in essence became the data base for the creation of the daily observation report, to wit: a job task analysis. The standardized evaluation guidelines are also the result of input from working FTOs. Approximately 100 current and former FTOs were asked to relate behavior which described each of the 30 performance traits on the daily observation report in terms of "unacceptable," "acceptable," and "superior." The responses were compiled and the results indicated a high level of consistency among the FTOs for each category. These guidelines clearly define acceptable and unacceptable performance so that FTOs use the same criteria for evaluating every recruit.[5]

Used properly, the daily observation report and the standardized evaluation guidelines certainly contribute to meeting the aforementioned criteria which defines "validity" and "reliability." These instruments, along with other elements in the FTO program, such as rotating recruits through a minimum of three FTOs, also protect against bias and prejudice. But even with these built in protections in the FTO Program, lawsuits sometimes occur which indicate the possibility of bias problems within the program. Although the majority of these lawsuits have occurred in other cities in California and

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[3]Royberg, Roy R. and Kuykendall, Jack, Police Organization and Management, First Edition, Brooks/Cole (1990): page 236
[4]Statement by Dr. Michael Roberts, Field Training Officer Seminar, (1981)
[5]Moore, Sharon A. and Womack, Aleda, San Jose Field Training and Evaluation Program-A Case Study, Unpublished, (1975):

throughout the nation, the San Jose Police Department FTO Program recently experienced its first lawsuit in many years charging race discrimination.[6] In the lawsuit, a former recruit alleges he was forced to resign from the San Jose Police Department's FTO Program because of racial discrimination. He claims that he was treated unfairly and given negative performance ratings solely because of his race and that he was subjected to "harsher standards" than his white male counterparts.

Although this lawsuit has not gone beyond it's initial stages, the FTO Commander indicates he has personally reviewed the training file of the recruit and the documentation clearly indicates the recruit was performing below standards and there is no indication of race discrimination on the part of the FTOs.[7] There is no reason to dispute this but perhaps this lawsuit is as good a reason as any to ask at this time; "What about the future?" Are the current "protections against bias" in the FTO Program enough for the future workforce? The San Jose Police Department FTO Program takes great pride in the fact they set their priorities so that they expend every effort to make each recruit a success. They are also aware that an FTO fulfills a number of important roles including teacher, evaluator, role model and counselor.[8] But will all this be enough for the next decade, not only for the San Jose Police Department FTO Program, but for all those agencies who use the "San Jose Model" Field Training Officer Program.

Noted police training expert Jack Molden tells us:

> "Evaluating any event is a human endeavor, subject to human error. We observe an occurrence and judge it to be good or bad, based on both internal and external criteria. The internal criteria are made up of attitudes, beliefs, values, personal standards, race, religion, parental influence, education and culture. We all maintain

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[6]Romano, Bill, "Former S.J. Police Recruit Files Race Harassment Suit" The San Jose Mercury News (September 19, 1992): page unknown
[7]Statement by Lt. Gary Johnson, personal interview, (January 26, 1993)
[8]Ibid.

certain attitudes and we all harbor a host of biases and prejudices for or against a variety of things and people.[9]

With this in mind, is there really a need to be concerned about the role of FTOs ten years from now? The San Jose Police Department FTO Program could easily rest on it's successful history and proclaim; "if it aint broke, don't fix it." And just how much more ethnically diverse will the workforce be ten years from now than it is today?

In less than 10 years, California will have no racial or ethnic majority. According to projections, we will be 33 percent Hispanic, 13 percent Asian-American, 7 percent African-American, and 47 percent Caucasian. These demographic changes will definitely impact California's workforce. By the year 2000, half of the state's workforce pool will be persons of color and only 15 percent of 21-year-old Californians entering the workforce will be white males.[10] Also, it is estimated that by the year 2005 more than 50 percent of California's population will be composed of people of color who will be speaking more than eighty languages.[11]

The San Jose Police Department, as well as California law enforcement in general, must assertively anticipate and plan for the management of the training of this future workforce. Will the role of the FTO continue as it has been for the last 22 years or will their role expand by necessity? Also, is the criteria used for selection of FTOs suffice for meeting the needs of the future workforce or will they have to be changed and/or adjusted?
In an era when "Community Oriented Policing" and other similar philosophies are becoming the norm among California Law Enforcement, there will also most certainly be

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[9]Molden, Jack. "The FTO As Evaluator, Part III-Evaluator Attitude and Bias" Law and Order (March 1992): page 21
[10]Vasconcellos, John, "Key to the Future: A Multicultural Workforce" The San Jose Mercury News (February 15, 1993): page unknown
[11]Jamieson, David and O'Mara, Julie, Managing Workforce 2000, First Edition, Jossey-Bass, Inc., (1991): page 21

increased expectations from society regarding the training and retention of ethnic minority police officers. This future workforce holds several implications for law enforcement in general, such as future recruitment efforts and Academy training, but the focus of this paper will be to examine the role of the San Jose Police Department Field Training Officer and the impact an ethnically diverse workforce will have on that role, and forecasting how the San Jose Police Department will manage those issues.

A FUTURES STUDY

Methodologies

This is a futures study that examines an issue and forecasts its evolution through a series of defined trends as well as possible events. The events selected were isolated as having potential to significantly impact the issue should they occur. The purpose of the study is to allow law enforcement an opportunity to plan for the changes which may be needed to manage the training of an ethnically diverse workforce by the year 2002. The study will isolate a model strategic plan drawn from one of three possible scenarios and then close with a transition plan geared at introducing necessary change. The study is intended to prompt thought and anticipation in an effort to assist the reader in preparing for the future law enforcement efforts in the area of the field training of new police officers.

Issue Isolation and Definition

The task of developing and refining this particular issue came about through a series of processes. The issue of the field training of police officers became an indirect topic of information on almost a daily basis subsequent to the Rodney King incident in Los Angeles, California. The issue of diversity in the state and more specifically an emerging diverse workforce was also a topic of information on almost a daily basis. Newspapers and technical publications were scanned extensively, not only historically but literally through the date of completion of this study. Published works dealing with this subject matter were also reviewed (see bibliography for listing). The study began with isolating an issue. At first it was too broad an issue and reducing it to a manageable size was the initial task. Considering the topic from a future perspective in law enforcement, the focus clearly became the role of the Field Training Officer and the impact that an ethnically diverse workforce will have on that role.

Initial meetings were held with supervisory staff from the Field Training Program of the author's employing police agency. There were also one on one meetings held with command staff from the agency. From these meetings, broad matters of concern were isolated and plotted on a modified futures wheel (Appendix A). This information was shared with law enforcement supervisors and command officers from around the country, high ranking city executives, criminalists and community leaders. The issues and concerns expressed centered around the Field Training Officer's ability to meet the challenges of training and evaluating new employees who are not only of a different ethnicity but may be from cultures which the FTO doesn't totally understand. The training and evaluation of the *Field Training Officers* became a common theme of concern.

Specific to the purpose of this futures study is the issue question:

What will be the impact of an ethnically diverse workforce on the role of the Field Training Officer by the year 2002?

To clarify the issue question, three component sub-issues were identified. These sub-issues serve to establish parameters and provide focus for both this study and the forecasting panel involved in the analysis. The sub-issues are:

1. What changes will need to occur in the evaluation process on the field performance of new police officers?

2. What will be the desirable knowledge, skills and abilities needed by a Field Training Officer?

3. What type of evaluation of the Field Training Officer will be required?

Discussion of Sub-issues

Changes in the evaluation process of new police officers

San Jose Police Department Field Training Officers evaluate their recruit officers daily, using a standard evaluation form called a "daily observation report." Standardized evaluation guidelines are used by all the FTOs to insure they are all rating the same performance with like scores. The validity and reliability of the FTO Program has been based on these two instruments for many years and there has been little or no change in how they are used or their content since their inception.

By the time a new recruit officer graduates from the academy and is preparing to enter the Field Training Program, he/she has already heard about the evaluation process of the FTO Program. Unfortunately, the term "evaluation" can carry a negative connotation and perhaps it is time for law enforcement management to look into making this "development phase" for the new police officer a more positive experience. "Career development is the identification and work-life enhancement of the human resources of an organization."[12] The career development of a new police officer starts the first day they enter the FTO Program, however; neither the FTO nor the recruit ever acknowledge this because in most cases, neither realizes it. With the emerging ethnically diverse workforce on the horizon, perhaps this needs to be stressed more and thus the job enrichment experience can begin much sooner for the recruit.

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[12]Royberg and Kuykendall, Police Organization and Management, page 231

Desirable knowledge, skills and abilities needed by a Field Training Officer

According to the Christopher Commission Report on the Rodney King incident, there were many Field Training Officers on the Los Angeles Police Department who openly perpetuated the siege ("we/they") mentality that alienates patrol officers from the community. Flaws in the process by which FTOs are selected and trained allowed too many FTOs to pass on to their trainees confrontational attitudes of hostility and disrespect for the public.[13]

The selection process for FTOs on the San Jose Police Department consists of background checks and a three-part oral interview. The oral interview tests the applicant's ability to teach one-on-one as well as in front of a group; their ability to communicate with a trainee, their sensitivity to special training issues, and their general knowledge of laws and department policy and procedure. Once selected to be an FTO, each candidate must attend a mandatory 40 hour FTO Training seminar. Although the issue of minority and female recruits is mentioned in some of the classes, there is no time set aside in the 40 hour curriculum for specific cultural sensitivity or awareness training.[14]

Regardless of the location of the agency, the size of the agency or the history of the agency, law enforcement must assertively prepare for the emerging ethnically diverse workforce by insuring that selected FTOs possess the knowledge, skills and abilities needed to accomplish the task of training and evaluating new police officers to the utmost benefit of their organization and their community.

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[13]Christopher, Warren (Chair), Report of the Independent Commission of the Los Angeles Police Department, California Public Management Institute, (1991): page 126
[14]Statement by FTO Administrative Officer Rodger Cripe, personal interview, (January 26, 1993)

Evaluation on the performance of the Field Training Officer

Like all non-probationary employees of the San Jose Police Department, Field Training Officers receive formal performance appraisals from their supervisors once a year. The evaluation form used is the same one used for every city employee and contains nothing specifically devoted to the officer's training ability. The supervisor is relied upon to include such information in the narrative portion of the appraisal. Every recruit officer is required to fill out an evaluation form on their FTO after working together for a four week period at which time the recruit officer is then assigned to their next FTO. These evaluations are subjective at best since the recruit is still in the FTO Program when the forms are filled out. Also, they do not become a permanent record in the FTO's file; they are merely used as a feedback tool for the FTO supervisors and commander. The probationary officer is given one final opportunity to evaluate the performance of their FTOs during their end of probation oral board. Since the recruit officer is several months removed from the FTO Program by the time this evaluation occurs, the information is considered to be more objective. Again, however; the information is used for feedback purposes only and not a permanent record in the FTO's file.[15]

The issue of evaluating the performance of the Field Training Officer will be one of critical importance to law enforcement in relation to meeting the needs of the emerging ethnically diverse workforce.

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[15]Ibid.

Selection and Assembly of the Nominal Group Panel

Using the Nominal Group Technique (NGT), seven panelists were selected to participate in a futures forecasting exercise. The panelists were selected by identifying individuals with established knowledge of police procedures, in particularly in the area of training. The panelists are as follows:

- One Chief of Police from a Bay Area small size Police Agency
- One Community College Administrator
- One Captain from Bay Area mid size Police Agency
- One Captain from Bay Area small size Police Agency
- Two Lieutenants from Northern California Police Agencies
- One Affirmative Action Director for large Northern California City

Trends and Events

A series of forecasted trends and events were developed by the panel using the NGT process. A "round robin" recording of ideas created a candidate list of 24 trends and 22 events as follows:

Candidate Trends

Trends selected for forecasting are highlighted in **BOLD**

- **Trainee value systems.**
- Recruitment goes nationwide.
- Authority of FTO Programs to eliminate unqualified candidates.
- Appeal process for negative FTO rating of trainee.

- Discipline process for recruits.
- Public demand for consistency of service.
- Cultural Awareness training.
- **Performance standards for new police officers.**
- FTO scheduling/matching with recruit.
- Bi-lingual FTOs.
- **The percentage of non-white FTOs.**
- Career development programs.
- Public concern over training techniques.
- **The level of the monetary cost of training.**
- Educational level of recruit pool.
- Non-acceptance of the evaluation standards by the recruit.
- Culture conflicts within the law enforcement pool.
- Values of incoming recruits.
- Delivery of police services.
- Alteration of the FTO mission (training vs. evaluation).
- **Training philosophy based on department and community needs.**
- Communication problem (language).
- Population pool is ethnically diverse.
- Community awareness.

Candidate Events

Events selected for forecasting are highlighted in **BOLD**

- **Ethnic minorities are 50% of recruits.**
- Civilianization of FTO personnel.
- Recruit challenges need for FTO Program in court.
- **FTO Program expands to one year.**
- Training budget eliminated.
- State police licensing instituted.
- **Community oversight group is established to review Field Training Standards.**
- Probation employees get full employment appeal rights.
- Ethnic communities demand role in training.
- FTO washout rate reaches 50%.
- Reverse discrimination lawsuit.
- Reduction in training time.
- **Department FTO performance standards rejected by Federal Court.**
- **50% reduction in department training budget.**
- Speaking English is no longer required.
- Arbitrator forces department to accept released trainee.
- Loss of authority to release unqualified trainee.
- Trainee files suit for release after refusal to use deadly force.
- Community endorses FTO philosophy and program.

Each trend was reviewed for clarity and lack of defined directionality. Following the review of the trend list, the events were reviewed, clarified and some of them consolidated. Upon conclusion of this clarification process the panel was asked to rank each trend and event based upon its impact on the issue and sub-issues.

Trends

From this ranking process five trends emerged as most valuable in the context of having a good long range forecast of their movement. This forecast would provide essential data in developing a strategic plan geared at managing the issues. The panel was asked to review each trend, forecasting their levels using a ratio establishing today with a value of 100. The forecasting required trend estimates of five years ago and both nominal (will be) and normative (should be) future estimates of five and ten years from now. Table 1 depicts the forecast of the panel using median values. The full range of each trend forecast are contained in Appendix B.

Table 1

TREND EVALUATION

		LEVEL OF THE TREND** (Today=100)			
Trend #	**TREND STATEMENT**	5 Years Ago	Today	*Five years from now	*Ten years from now
T-1	Performance standards for new police officers	75	100	120/140	130/170
T-2	Training philosophy based on department and community needs	75	100	120/130	140/150
T-3	The level of difference between trainee value systems & those of their trainers	70	100	120/110	140/140
T-4	The level of monetary cost of training	80	100	120/115	140/150
T-5	The percentage of non-white FTOs	80	100	120/125	140/160

** Panel Medians N=7

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

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

Trend 1

The performance standards for new police officers.

This trend was defined as the level of the performance standards used by the Field Training Officers when evaluating the new police recruit. The standardized evaluation guidelines which the FTOs use to evaluate the recruit are very defined and hold the trainee to a high level of acceptable performance.

Panel Analysis

The panel considered this trend to be very important to the future of law enforcement. Maintaining high performance standards was viewed as a must but the panel did feel that high performance standards go hand in hand with quality training. None of the panelists would even entertain the idea that performance standards would decrease in the future as they forecast a 20% increase in the five year future and 30% in the ten year future. Much of this increase from panelists was partly based on what they perceived as the knowledge needed by police officers to address the new technologies that will be impacting the profession. More ambitious "should be" forecasts denote a collective desire from the panelists to raise the performance standards by a total of 70% in ten years.

Trend 2

Training philosophy based on department and community needs.

This trend was defined as the philosophy of management in terms of the training that will be given to new police recruits *and* the FTOs. Will the trend be one of responsiveness to the needs of the department and the community? Conversely, could the trend remain static with no changes to address the emerging ethnically diverse workforce?

Panel Analysis

The panel viewed this as an increasing positive trend in which training philosophy for the department will very much be responsive to department and community needs. They considered this trend to play a significant role in the future community policing efforts of the department. They forecast this trend as gradually increasing with a ten year forecast of a 40% increase. Their "should be" ten year forecast was slightly higher, showing a 50% increase.

Trend 3

The level of difference between trainee value systems and those of their trainers.

For purposes of this study, panelists identified this trend as value systems based only on ethnic and cultural backgrounds, not on gender or generation differences. This is viewed as an important trend by the panelists because to ignore it could lead to disastrous results for the department.

Panel Analysis

The panel was in full agreement that there would be a level of difference between the value systems of the trainee and that of their trainer. They forecast these differences as taking a gradual increase, up 20% in five years and 40% in ten years. The panelists viewed this as an important trend in a couple of areas. First, if management doesn't consider these potential differences during the selection and training of their FTOs, it will lead to bad experiences for both the trainee and trainer. Secondly, if the trainee's value systems are such that they are in conflict with policy and procedure of the department, immediate attention would have to be given to the matter. An increase in the level of difference between trainee value systems and those of their trainers was not viewed as being necessarily negative by the panelists.

Trend 4

The level of monetary cost of training.

This trend is not limited to merely the cost of training new police officers, but includes the cost of training for the entire police department. Historically, even during times of fiscal constraints, training has been a priority on the department. Also, there is a certain amount of state mandated training, especially at the entry level, for police officers.

Panel analysis

Panelists were all in agreement as to the importance of training and felt that training funds was money well spent. Even though the department is currently going through fiscal constraints, the panelists felt the funding for training would increase and that within five years it will have gone up by 20%. Their forecast for the year 2002 shows a 40% increase in the cost of training, however; panelists felt it "should be" even higher (50%).

Trend 5

The percentage of non-white FTOs.

This trend was defined as the representation of an ethnically diverse workforce among the FTOs. Is this trend related to or important to the ethnic makeup of new police officers being trained?

Panel Analysis

The panel felt this trend has a very important relationship to the ethnic makeup of new police officers being trained. Similar to the issue of citizens demanding that their police department be representative of the community they serve; the panel felt the FTOs should be representative of the ethnically diverse workforce they will be charged with training and

evaluating. The panel also forecast this trend gradually rising to a 40% increase by the year 2002. The panelists saw a strong need for even higher levels of representation, however; as their "should be" ten year forecast was a 60% increase.

Events

The following five events emerged as having the highest probability of occurring and the most significant impact on the identified issue and sub-issues should they occur. The panel was asked to forecast each event on a percent probability scale. It was explained that the value of zero indicated that the event was not expected to occur and a value of 100% indicated that the event probably would occur. Each panelist was asked to provide a forecast as to when the probability of the event occurring would first exceed zero and what the subsequent probabilities would be at five and ten years. The panel was also requested to rate the impact, positive or negative, on the issues should the event occur. The impact, either positive or negative was scored on a scale of one to ten. Some events emerged as having split impact, affecting the event to some degree both directions. Table 2 depicts the collective median forecasts of the panel. The full range of these forecasts are contained in Appendix C.

Table 2

EVENT EVALUATION

Event #	EVENT STATEMENT	*YEARS UNTIL PROBABIL-ITY FIRST EXCEEDS ZERO	*PROBABILITY Five Years From Now (0-100%)	*PROBABILITY Ten Years From Now (0-100%)	IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED *POSITIVE (0-10 Scale)	IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED *Negative (0-10 Scale)
1	Department FTO performance standards are rejected in Federal Court.	2	50	50	4	7
2	Ethnic minorities are 50% of all recruits.	5	50	90	8	2
3	Community oversight group established to review Field Training Standards.	3	50	75	5	5
4	FTO Program expands to one year.	5	60	90	8	3
5	50% reduction in the department training budget.	3	40	40	-0-	8

Panel Medians N=7

Event 1

Department FTO performance standards are rejected by Federal Court.

This event is the precedent setting Federal Court ruling which invalidates the performance standards used by the FTO Program. For forecasting purposes, the ruling is the result of a discrimination lawsuit brought against the City by a former police recruit who is an ethnic minority and who didn't succeed in the FTO Program.

Panel Analysis

The panel did not believe such a ruling would occur within the next two years. This was based somewhat on the reputation of the FTO Program and the past proven validity of the standardized guidelines used to evaluate new police recruits. Also discussed by the panel was the fact that even if a lawsuit was brought up now, it would take a minimum of two years worth of litigation before any type of ruling was rendered on the lawsuit. The panel saw this event as having a strong negative impact on the issue should it occur but also found a slight positive impact simply based on an optimistic feeling that perhaps such an event will serve to force the department to somehow improve the FTO Program to something even better that what it currently is. The forecasting panel didn't feel strongly one way or the other in terms of such a ruling occurring in the next ten years, placing probabilities at 50% for both the five year and ten year time frames.

Event 2

Ethnic minorities are 50% of all recruits.

This event is the fact that of all the recruits graduating from the academy and entering the department's FTO Program, 50 % of them are non-white ethnic minorities.

Panel Analysis

Panelists believed there is a high probability of this event occurring by the year 2002, giving it a 90% forecast within that ten year time frame. Although the panelists forecast this event as not occurring within the next five years, they did forecast it as having a 50% probability of occurring five years from now. The panel is aware of the departments recruiting efforts for ethnic minority police officer candidates, however; they felt that the year 1997 was going to be a landmark year in this area. There was no explicable reason given for this, but the possibility of a more intense pre-test training and recruiting program

was mentioned as an area of future department efforts. This event was viewed as having a highly positive impact on the issue. The minimal negative impact expressed was based on the possibility of the FTO Program not being ready to train this ethnically diverse workforce.

Event 3

A community oversight group is established in order to review Field Training standards.

This event is defined as a politically appointed community group which is established specifically to review the evaluation standards used by the FTO Program in order to insure they are not biased against ethnic minority candidates.

Panel Analysis

This event, while not forecast as occurring within the next three years, was believed by the panel to be the direction that law enforcement is headed: more community involvement in the internal workings of the department. The panelists made it clear that this event is not related to the departments "Community Oriented Policing" efforts, but in fact is related to "special interest" groups expressing a desire for more involvement in the running of the department. Panelists forecast a 50% probability of such an event five years from now and a 75% probability at ten years. Such an event was seen as being evenly positive and negative to the issue. The panel felt that the makeup of the group and their individual motives for wanting to be on the group would have an effect on this events impact on the issue.

Event 4

The Field Training Officer Program expands to one year in duration.

This event is defined as the length of time a new police recruit stays in the FTO Program for training and evaluation is set at one year. This is approximately eight and one-half months longer than the current 14 week time period used by the FTO Program.

Panel Analysis

This event while not forecast as occurring within the next five years, was believed by the panel to be the direction the FTO Program was headed. Again, the panel sees the year 1997 as a landmark year for the FTO Program and forecast a 60% probability of such an event five years from now and a 90% probability in the year 2002. Such an event was viewed as being positive to the issue as it would give new police officers more time to learn the job and thus more of chance for success. There was a some negative impact expressed by the panel indicating that lengthening the FTO Program beyond its traditional 14 weeks could cause more FTOs to "burn out" sooner. It would also, in all probability force the department to expand the probationary period for new police officers to at least eighteen months.

Event 5

There is a 50% reduction in the department's training budget.

This event is defined as the training budget for the entire department, not just the FTO Program, being cut in half.

Panel Analysis

The panel forecast that this event will not occur within the next three years. In fact, even though the department may continue to go through fiscal constraints, the panel felt that training will remain a priority. Even though panelists felt the training budget could be reduced due to fiscal constraints, they forecast a low probability of it being cut in half by 1997 or 2002, giving a 40% probability of such an event occurring within either of those time frames. The impact on the issue if this event occurred was viewed as overwhelmingly negative by the panel with absolutely no positive side to it.

Cross Impact Analysis

The same seven members of the Nominal Group Panel also met to analyze the cross impact of the identified trends and forecasted events upon one another. The purpose of this analysis was to identify those trends and events in which interrelationships existed and to gauge their impact on one another. The purpose of doing this analysis is to develop a better understanding of how and to some degree in what sequence the future will unfold.

Cross Impact Methodology

Using a pre-established cross impact matrix (see Table 3), the five "actor" events were listed vertically on the matrix. An "actor" event is one which influences other events and/or trends should it occur. The five "reactor" trends were listed horizontally. They are referred to as "reactor" because a trend's movement is reactive to the occurrence of an event. It was explained to the panel that they would be forecasting the degree of impact, in positive and negative percentages, which each event had upon another. Subsequent to forecasting event influence upon other events, they would be asked to forecast the effect each event had upon the identified trends. The panel was then asked to forecast the

number of years (or portion thereof) until maximum impact occurs. This was applied in both event-to-event and event-to-trend analysis.

Table 3

CROSS IMPACT EVALUATION

MATRIX (Panel Medians) — Maximum Impact (% change + or -) / Years to Maximum

**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	"ACTOR" TOTALS
E1	X	+10 3.0	+10 1.0	+25 2.0	+5 2.0	-90 0.5	-60 0.5	X	-30 1.0	+20 2.0	E1-8
E2	+5 2.0	X	+20 3.0	+10 2.0	X	+10 1.0	+80 2.0	-40 1.0	+5 2.0	+60 1.0	E2-8
E3	-80 2.0	X	X	+25 3.0	+20 4.0	-50 2.0	-45 3.0	X	+10 3.0	+10 2.0	E3-7
E4	+80 2.0	+10 2.0	+70 2.0	X	X	+20 2.0	+25 2.0	X	+40 2.0	X	E4-6
E5	X	X	+10 2.0	-90 1.0	X	-60 2.0	-20 4.0	X	-50 1.0	X	E5-5

"REACTOR" TOTALS

E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
3	2	4	4	2	5	5	1	5	3

**Legend

E1	Fed. court rejects FTO performance standards	T1	Performance standards for new police officers
E2	Ethnic minorities 50% of all recruits	T2	Training philosophy based on needs
E3	Community group to review FTO standards	T3	Level of difference in trainee value systems
E4	FTO Program expands to one year	T4	Level of monetary cost of training
E5	50% reduction in department training budget	T5	Percentage of non-white FTOs

High Impact Events

From this analysis, three actor events emerged with a high impact score. Impact scores are determined by the number of "hits" received. A "hit" is defined as any time an event influences another event or trend, either positive or negatively. Future policy

considerations and organizational focus should be targeted toward fostering or mitigating the occurrence of these high impact events.

Department FTO performance standards are rejected by Federal Court. (Event 1)
This event influenced all other events and four out of five trends for a total of eight hits out of nine possible. Although this event is viewed more as a negative than a positive event, cross impact analysis indicates it would have a 25% positive impact on event 4. There is no question that a court ruling such as this would force the FTO Program to restructure, and expanding the time a recruit is in the FTO Program could easily be part of that restructuring. This event would have a 90% negative impact on trend 1 since the performance standards for new police officers are currently based on a "job task analysis" and having those standards rejected by the courts would set the program back many years. It also shows a 60% negative impact on trend 2 since the training philosophy would now be based on the perception of one person (the judge) rather than on department and community needs. Finally, the level of monetary cost of training would be tempered by 30%.

Ethnic minorities are 50% of all recruits. (Event 2)
This event influenced three of the other events and all five of the trends for a total of eight "hits" also. The biggest influence was on trend 2 wherein the training philosophy being based on department and community needs would be positively impacted by 80%. Also, trend 5 would be positively impacted by 60% because the percentage of non-white FTOs would necessarily increase, assuming trend 2 remained at the 80% positive impact level.

A community oversight group is established to review Field Training standards. (Event 3)

This event, with seven out of nine actor "hits," has one of the more negative influences on the normative future. It would have an 80% negative impact on event 1 since it is perceived that input from a community oversight group could have negative influence on the courts and thus foster the occurrence of event 1, which is viewed as an undesirable future. Also, it would have a 50% negative impact on trend 1 since performance standards for new police officers would be somewhat controlled by a politically appointed group. Likewise, the training philosophy would be negatively impacted by 45%.

The FTO Program expands to one year. (Event 4)

Although this event is not necessarily a "high impact" event in terms of the number of "hits," it still stands out in terms of it's mitigating impact. If this event occurs prior to event 1, which is an undesirable future, there would be an 80% less chance of the FTO standards being thrown out by Federal Court. Also, event 3 (the community oversight group), which is also viewed as somewhat of an undesirable future, would have a 70% less chance of occurring if event 4 occurs first.

50% reduction in the department training budget. (Event 5)

This event had the least amount of "hits," but it also stands out in that it has a negative influence upon the normative future. It would have a high negative impact on trends 1 and 2 and a very obvious negative impact on trend 3 in that the level of the monetary cost of training would go down simply because the budget was cut. If event 5 occurs before event 4, the negative impact on that event will be 90%.

Scenarios

Scenarios depicting what the future may hold for the role of the Field Training Officer in law enforcement have been developed by analyzing the information produced through research and forecasting. These scenarios offer three variations, which are: surprise free (nominal); desirable and attainable (normative); and "what if" - the least desirable scenario (hypothetical). Each provides a look at the future role of the Field Training Officer, dependent upon the approach taken by law enforcement.

Exploratory (Nominal) Mode

"TWO KUWAITI FORMER POLICE RECRUITS SUE THE CITY FOR DISCRIMINATION" - November 6, 1996
"DIVERSITY TRAINING ORDERED FOR THE ENTIRE POLICE DEPARTMENT" - January 15, 1998
"FIRING OF POLICE RECRUIT UPHELD-OFF DUTY USE OF COCAINE STILL DEEMED INAPPROPRIATE" - June 7, 2000

In the early part of 1996, a class of sixty police recruits graduated from the academy and entered the San Jose Police Department Field Training Program. There were three Kuwaiti male recruits in the class, all who have been in this country for less than seven years. After going through the fourteen week Field Training Officer (FTO) Program, two of the Kuwaiti recruits were not performing at an acceptable level, based on FTO Program performance standards, and they were terminated from the police department for failure to perform.

The two terminated officers sued the city to get their jobs back, claiming they were terminated based on racial discrimination rather than performance standards. They also challenged the performance standards of the FTO Program, alleging that these standards were racially discriminatory.

After the two officers filed their lawsuit, litigation lasted for over two years. However; during that two year period, the Chief of Police took assertive steps to insure that the integrity of the department, in particularly the FTO Program, maintained the highest standards of professionalism and progressiveness. The Chief started a new "Diversity Training" program for all the officers on the department. The training was not the traditional sensitivity training but was more of a "Diversity in the Workplace" training. Also, the Chief brought in a group of outside consultants, with expertise in training, to audit the performance standards used by the FTO Program to evaluate new police officers.

The Chief also continued in his support of the FTO Program both in word and action. In February, 1998, while speaking at a Rotary Club luncheon, he was quoted as saying; "My philosophy on training, and therefore the philosophy of my FTO Program, is that we will do everything humanly possible to bring about success for the trainee." And then, even during these times of fiscal constraint, he again authorized an increase in the training budget for the department. Finally, he has actively recruited non-white police officers to become FTOs in an effort to increase their percentages as trainers in the FTO Program.

After a little more than two years of litigation, the two former police recruits dropped their lawsuit against the City. They never publicly gave a reason for dropping the lawsuit, but the City Attorney stated the Chief's pro-activity more than likely influenced their decision.

Approximately one-and-a-half years later, another former recruit sued the City, claiming racial discrimination. This recruit was a Hispanic male, however; he was terminated for cause rather than for failure to perform. He was found in a house which was known to be heavily involved in drug use and sales. He admitted to using cocaine but claimed it was done off duty, and as a contemporary young man, he should not lose his job over the issue. His FTO and supervisor disagreed with him and they recommended he be terminated from the police department. The termination was upheld in court.

Normative (Desired and Attainable) Mode

"HALF OF SAN JOSE'S NEW POLICE RECRUITS ARE NON-WHITE ETHNIC MINORITIES" - November 1, 1997
"'VALUING DIVERSITY' IS AN IMPORTANT PHILOSOPHY FOR SAN JOSE POLICE OFFICERS" - February 18, 1998
"CHIEF OF POLICE SELECTS CITIZEN 'ADVISORY' BOARD" - May 29, 1997

On November 5, 1997, forty-one new police recruits will graduate from the academy and enter the San Jose Police Department Field Training Officer (FTO) Program. Twenty-one of the new police officers are non-white ethnic minorities. This marks the first time in the history of the department that at least 50% of new police recruits in the FTO Program are non-white ethnic minorities. Fortunately, in anticipation of this growing change in the new workforce, the San Jose Police Department had established a policy wherein the FTO Program actively recruited and selected ethnic minority police officers to become Field Training Officers. In conjunction with this, entry criteria for new FTO candidates was established so that the new FTOs selected were selected not only on their ability to teach and evaluate; but also on their ability to "value diversity," their sensitivity toward the

community, and their ability to be patient and empathetic while teaching new police officers.

A pleasant result of the FTO Program's changes in entry criteria for FTOs was that the FTO Program subsequently took a leadership role in bringing the department's level of awareness of the value of diversity in the workplace. The FTOs initiated a "valuing diversity" awareness program for all employees of the department. The FTOs used their training experience and expertise to set up role-playing workshops which enabled people to begin to recognize, understand, and appreciate the differences each person has. The role playing was set up so that people would play roles (race, culture, religion, etc.) different from theirs so they could experience "walking in another's shoes." The end result was a new found awareness, organizationally wide, of the value of diversity.

The Chief of Police was quite pleased with this since in fit right in with his often expressed philosophy that training on the department would be based on community needs as well as department needs. In his continued efforts to keep the San Jose Police Department on the "cutting edge" of law enforcement, the Chief had selected a citizen advisory group to help him maintain a grass roots liaison with the community. The people he selected to be in the group included leaders from the different ethnic minority groups who live in the community. This group was very helpful to the Chief in that they helped him (and subsequently the FTO Program) to understand that the new diverse workforce would not only be coming with new training needs but also with value systems different than their trainers. This type of information helped the Chief anticipate the needs of the recruits and do such things as the aforementioned changes in the entry criteria for FTO candidates.

At the same time the Chief was able to inform the community, through this advisory group that the performance standards for new police officers were very high but were based on

skills necessary to successfully do the job. With this open two-way communication, the performance standards used by the FTO Program never came under attack, even when ethnic minority recruits failed to succeed in the program.

Another change that occurred in the FTO Program as a result of community input, was the length of the program. Traditionally, a recruit went through 14 weeks of training and evaluation and if not performing at an acceptable level by the end of that 14 weeks, the recruit was terminated. With the help of some experts in the area of adult learning, the citizen advisory group was able to convince the Chief to expand the length of the FTO Program from 14 weeks to 20 weeks as a possible means of increasing the success rate of new recruits who may simply be on a slower learning curve due to cultural differences.

Finally, the citizen advisory group was very useful to the Chief and the department when he would seek increases in the department's training budget. The influence these community leaders had with the city policy makers was invaluable to the Chief and the department.

As a result of these policies and the Chief's training philosophy for the department, the San Jose FTO Program did not come under public scrutiny as other law enforcement agencies did. Agencies who had community oversight groups established to review Field Training standards, agencies who lost their performance standards in court decisions, and agencies who were forced to expand the length of their FTO Programs to one year. These had tremendous adverse impacts on their training budgets.

Additionally, the San Jose Police Department had Field Training Officers who wanted to be where they were and had the skill and abilities to do what was asked of them. Their

positive attitude was passed on to their new trainees, their non-FTO peers and to the community.

Hypothetical ("What if....") Mode

What if all five forecast events actually occurred by 1997?

"ETHNIC MINORITIES ARE 50% OF NEW POLICE RECRUITS" - June 23, 1994
"COMMUNITY OVERSIGHT GROUP IS ESTABLISHED TO REVIEW FIELD TRAINING STANDARDS ON THE POLICE DEPARTMENT" - March 5, 1995
"PERFORMANCE STANDARDS USED BY POLICE FTO PROGRAM ARE REJECTED BY FEDERAL COURT" - December 21, 1996

For the first time in the history of the San Jose Police Department, 50% of new police recruits graduating from the academy and continuing into the department's FTO Program were non-white ethnic minorities. The training and evaluation of this diverse group of people became problematic for several reasons. The large number of recruits from ethnic minority groups consisted of several cultures, backgrounds, values, and first languages other than English. The majority of the Field Training Officers were not really prepared to train and evaluate such a diverse new workforce.

The department did not prepare for this changing new workforce as a whole. First of all, the selection process for new training officers did not test them for their sensitivity toward ethnic diversity. Secondly, the FTO Program did not actively recruit ethnic minority police officers to become FTOs. The attitude and philosophy taken by management was "if they want the job, they can apply like any other police officer." This was an important issue in terms of providing "role models" for a new diverse workforce. The FTOs were

generally seen as insensitive and not empathetic to the needs of a new police trainee, in particularly one who was of a different ethnicity than that of the trainer.

As might be expected, many of the ethnic minority recruits struggled through the 14 week FTO program and in fact, a number of them failed the program and were terminated from the department. This did not go unnoticed by the ethnic minority community leaders and as a result, after great pressure from special interest groups, the City Council appointed a community oversight group to review the police department's field training performance standards. While this was going on, several of the ethnic minority recruits who had been terminated from the department, sued to get their jobs back, alleging that the performance standards were set up to eliminate ethnic minorities from the FTO Program.

In an effort to appease the community oversight, the department expanded the length of the FTO Program to six months, thus almost doubling the time a new recruit spent in the program being trained and evaluated. This caused a tremendous increase in the training budget because by virtue of extending the length of the FTO Program, recruit classes began to overlap each other in the FTO Program and more FTOs had to be selected, all of whom received extra pay for training new recruits.

It was at this time that a Federal Court decision was made regarding the lawsuit brought about by the ethnic minority officers who had sued to get their jobs back. The judge found that the recruits had been mistreated while in the FTO program and therefore threw out the performance standards used by the program to evaluate new recruits. At the same time this decision came about, the departments training budget was cut in half as part of a city wide fiscal crisis.

With all these events occurring so closely together, it is no wonder that the training philosophy of the police department was not based on any type of department or community needs. It was based on the perceptions of special interest groups and decisions of a Federal Judge. Another end result was that any efforts to now recruit non-white ethnic minority police officers to become FTOs were nullified because the low-morale among FTOs, brought about by these recent events, was common knowledge department wide and no one wanted to be an FTO at this time.

Policy Identification and Analysis

The normative scenario forecast, that of attaining a desirable future for the role of the Field Training Officer, was isolated for policy development and analysis. Utilizing this scenario environment, three policies were isolated from a candidate list of nine identified policies:

CANDIDATE POLICIES

Selected policies highlighted in **BOLD**

- Test FTOs on their sensitivity toward the community in general.
- Test FTOs on their ability to patiently teach.
- Test FTOs on their cultural diversity awareness.
- **Recruit ethnic minority police officers to become FTOs.**
- Select FTOs who "value diversity."
- Establish means for evaluating FTOs (critiques from the recruits)
- **Expand the FTO Program to 20 weeks.**
- **Establish new entry criteria for the selection process of new FTOs.**
- Chief of Police to appoint citizen advisory group.

These policies were selected by the same panel used for the NGT. The policies were screened using the following criteria:

1. Are they realistic and feasible?
2. Will they significantly impact the issues in a desirable manner?
3. Are they in the best interests of law enforcement?
4. Are they cost effective?

The policies identified were:

Policy 1: The San Jose Police Department Field Training Program will actively recruit and select ethnic minority police officers as Field Training Officers.

Policy 2: The San Jose Police Department Field Training Program will extend from 14 weeks to 20 weeks in duration.

Policy 3: The San Jose Police Department Field Training Program will establish new entry criteria for the selection process of new Field Training Officers which will address the candidate's sensitivity awareness to cultural diversity.

These policies were evaluated as to their potential influence on the identified trends and their impact on event probabilities. Only those trends and events believed to be directly affected by the policies were examined. This evaluation produced the following assessments:

Trend: **Training philosophy based on department and community needs.**

All three policies serve to influence this trend. It is very apparent that the policies are set to improve the retention rate of ethnic minority recruits without lowering the standards of the department or the FTO Program. The end result is for the good of the department and the community it serves.

Trend: **The level of difference between trainee value systems and those of their trainers.**

This issue is addressed by policy. The value systems of trainer and trainee will tend to be at a closer level if they are of the same ethnic/cultural background. Also, policy addresses the issue of attaining FTOs who, if not of the same background, will at least be sensitive and understanding of a different value system.

Trend: **The percentage of non-white ethnic minority Field Training Officers.**

Policy 1 directly influences this trend to the effect there will be an increase in the number of ethnic minority FTOs.

Event: **Department FTO performance standards are rejected by Federal Court.**

All three policies commingle to establish even more credibility to the Field Training Program. Policies that focus on this type of credibility serve to build a platform to defend against possible negative court decisions.

Event: **Community oversight group is established to review Field Training standards.**

Again, the influence that policy has on establishing credibility will serve to mitigate this event from occurring.

Event: **FTO Program expands to one year.**

Policy directly impacts this event. Used in conjunction with the other two policies, the policy expanding the length of the FTO Program to twenty weeks should mitigate this event from occurring.

STRATEGIC MANAGEMENT

Strategic Planning

Analysis of the issues facing the future role of the Field Training officer are quite interesting to say the least and for the most part indicate that change most certainly will occur. While adaptation to change can be discomforting, the San Jose Police Department Field Training Program is prime for again taking the law enforcement lead in actively attempting to bring about the most desirable scenario for the future role of the Field Training Officer and the Field Training Program in general. It is fortunate that at least at present, no insurmountable obstacles such as restrictive court decisions appear to exist. Intelligent analysis must occur to carefully anticipate, mitigate, and, to whatever degree possible, manipulate the future.

The normative scenario (desirable and attainable) was selected for development and is the objective of this strategic plan. The strategic planning process involves an assessment of the current environment, both external and internal to the selected model agency. It assesses external threats and opportunities, considers individuals, groups and entities who will either impact or be impacted by the process of change.

Model Agency

The San Jose Police Department was selected as the model for this strategic plan. The City of San Jose is the third largest city in California with a population of approximately 800,000 and is the center of "Silicon Valley." There is already a high mix of cultural diversity in the city, with the Hispanic population being the largest ethnic minority at approximately 23% of the population. The Police Department is staffed by 1200 sworn personnel and its Field Training Program currently has a staff of approximately 100 Field Training Officers.

Mission Statement

In the formation of a strategy, a statement of direction and purpose is useful. The San Jose Police Department has a macro-mission statement in place which serves to guide general operating philosophy as well as state specific goals. The Department's existing Mission Statement is as follows:

MISSION: *The San Jose Police Department was created to provide protection and services to the community. Major goals of the Department are to reduce crime through prevention, detection and apprehension; to provide for the orderly and safe movement of vehicular traffic through traffic law enforcement, accident prevention and accident investigation; to ensure public safety through regulation and control of hazardous conditions; the recovery and return of lost and stolen property; and to provide non enforcement services through programs reflecting community needs and desires.*

A proposed micro-mission statement specific to this issue has been developed to provide focus and direction:

Mission of the San Jose Police Department Field Training Officer (FTO) Program

The ongoing goal of the San Jose Police Department Field Training and Evaluation Program is to provide the department and the community it serves with a police officer who can competently and safely perform the duties of a solo beat officer. The goal of the program is the development of a higher number of well qualified police officers and the screening out of those not qualified.

The Field Training and Evaluation Program will maintain both formal and informal programs for field training as well as the operational formats for recruit evaluation. This integration of teaching, application and evaluation, coupled with formalization of the Field Training Officer's duties and responsibilities, places accountability for recruit performance in the hands of the Field Training Officer.

Providing a new recruit police officer every possible opportunity to succeed by providing them equal and standardized training and providing them remedial training in those areas where deficiencies are identified is a must. The Field Training Program will continue to select Police Officers as FTO's who value diversity and are sensitive to ethnic and cultural differences in order to ensure the training needs of every recruit police officer are met. FTO's who do not possess the skills and characteristics to meet the training needs of an ethnically diverse recruit police officer workforce will be screened out of the program.

The ultimate goal of the Field Training and Evaluation Program is to increase the overall efficiency and effectiveness of the Police Department by enhancing the climate of professionalism and competency demanded by the community and the ethical standards of law enforcement.

Situational Analysis

Two Police Captains from mid-sized Bay Area police agencies and two Police Lieutenants from mid-sized Bay Area police agencies participated in an analysis of environmental opportunities and threats, as well as organizational strengths and weaknesses (Modified Policy Delphi). Two additional members from outside of law enforcement reviewed and provided input to the organizational analysis, for purposes of objectivity.

Environment

The achievement of the stated mission, in particularly the issue of having FTO's who possess the skills and characteristics to meet the training needs of an ethnically diverse recruit police officer workforce, is dependent on the environment surrounding the San Jose Police Department Field Training and Evaluation Program over the next ten years. There are trends and events in the environment that are opportunities and will support the achievement of the mission, and there are trends and events that are threats and will block the achievement of the mission.

Opportunities

The trend seen across the country among law enforcement is better communication with minority communities. This trend will most certainly work as an opportunity that will support the achievement of the mission. On the San Jose Police Department it is seen in the form of recruitment and its newest venture; Community Oriented Policing. With the Department as a whole committing itself to the community in this manner, the number of police officers who are ethnically and culturally sensitive will continually grow. This won't happen simply because the Department puts on some sort of "sensitivity" training for its

officers. It will occur because the commitment will start at the top with the Chief of Police leading the way. The number of potential FTO's who meet the criteria needed will grow through sheer evolution.

Another trend, closely related to the above, will be a lower turnover rate of ethnic minority police officers. This will be a growing trend, not because of lowering of standards for new recruits, but because of better trained trainers who are also valuing diversity and are sensitive to the needs of ethnic minority recruits. By virtue of having a lower turnover rate of the ethnic minority police officers, we will eventually have a greater number of ethnic minority FTO candidates to chose from the overall workforce of the department. This most certainly will be an opportunity that will support the achievement of the mission.

An event that can be viewed as an opportunity to achieving the mission is the Rodney King incident in Los Angeles. There is not a law enforcement agency in the country that was not impacted by that event. The San Jose Police Department was no exception. As a result of that event, we are seeing a trend of increased community involvement in police department operations. This is a trend that is inevitable and it must be viewed as an opportunity because it will hold the San Jose Police Department more accountable to the community it serves. The FTO Program will therefore also be more accountable and more likely to achieve its mission.

Sheer demographic trends will be an opportunity that will support achievement of the mission. Statistical census data indicates that the population of California will be over 50% ethnic minority within ten years.[16] Police Officers who chose not to become culturally sensitive and aware will be viewed as "dinosaurs" and will not be in the

[16]Vasconcellos, John, "Key to the Future: A Multicultural Workforce" The San Jose Mercury News

mainstream of progressive law enforcement. They will be readily identifiable by the community and police administration, and will not be selected for the job of Field Training Officer.

Finally, an opportunity that will support the achievement of the mission are the trends occurring in technology. Every day brings some new technological idea into the fold; technology that enables us to improve the training of our new police officers and continually increase the level of that training. This is of particular importance when the person being trained is not only unfamiliar with the job of law enforcement, but perhaps even unfamiliar with the traditional American culture and language. FTO's may find themselves not only teaching such things as how to write a basic police report but may have to start by teaching basic writing skills. Computer technology will enable the FTO to accomplish this task much easier.

Threats

A trend that will be a definite threat to the achievement of the mission is the trend of our educational system being unable to educate all factions of our diverse population. Education, like every other public entity will experience fiscal shortfalls and will be unable to address the needs of a diverse population. As a result, the Police Department will find itself hiring people who perhaps have the high school diploma and college credits required for entry, but won't have the real formal education needed to get them through the arduous requirements and demands of the Field Training Program, regardless of how sensitive their FTO was to their training needs.

Another trend that will be a threat will be a new diverse workforce that has a language barrier. A police officer, new and old alike, must be able to communicate effectively in

order to be successful. While it certainly is an asset for a police officer to be able to communicate with citizens of an ethnic community in their native language, he/she must also be able to have command of the English language. If a police officer cannot communicate in English well enough where he/she is readily understood, the issue is much deeper than embarrassment to the officer and the department, it becomes an officer safety issue. For if an officer needs help or assistance; or has to bark out orders to a violent suspect, the results could be disastrous if the officer is not understood because he/she still cannot speak English fluently.

A trend that will be a threat to achieving the mission and can also be traced back to the Rodney King incident (event) is the trend of law enforcement not being an attractive career to pursue for ethnic minorities. The Rodney King incident is not the only reason this will occur, however. There will be a continuing trend of portraying a negative image of the police in the media and entertainment industry. When people are inundated with portrayals of police officers who are on the take, alcoholics, drug abusers, murderers, psychotics and worse, it is no wonder that potential candidates seek careers in private industry. Also, there will always be certain cultures that look at a career in law enforcement as socially unacceptable based on their culture's view of police officers from their native countries.

Another trend that will be a threat to the achievement of the mission will be the shrinking budget for the police department. This, while at the same time training costs will increase.

With things such as selective certification for hiring and promotion in order to meet Affirmative Action needs, another trend will surface that will be a threat to achievement of the mission. The trend will be a backlash of the white male population in the workforce. Thus, an "us and them" atmosphere will develop within the organization. This will not

only cause division among the rank and file of the organization but will create a great deal of peer pressure on the FTO's to get ethnic minorities fired in the FTO Program for "failure to perform" and "failure to respond to training."

Finally, a trend that will be a threat to the achievement of the mission will be the different cultures represented in the new workforce will also bring new values into the workplace. These new values in and of themselves are not the threat, but the fact that they will be values different than those of their FTO's will create the threat. Teaching the new employee the values of the organization at the very beginning of their careers and insuring the FTO's are sensitive to the values of their recruits are additions that could be placed in the environment in order to dilute this threat.

Organizational Capability

The present capability of the San Jose Police Department to achieve the stated mission is dependent on several key aspects of the agency. These key aspects are classified as either strengths or weaknesses.

Strengths

The most important strength in insuring that the stated mission will be accomplished is the commitment to the FTO Program by the Chief of Police. Not only is that commitment a matter of policy on the San Jose Police Department, but the Chief of Police himself is personally committed to the Program and its goals. The fact the Chief is Hispanic and a former Commander of the FTO Program simply solidifies his commitment and support of the FTO Program and its mission.

Another key aspect of the organization that is most certainly a strength is it's responsiveness to the community. The San Jose Police Department has made great in-roads over the last fifteen years in terms of it's responsiveness to the community it serves. The Chief of Police has made it very clear that he is committed to being responsive to the community and even improving that responsiveness. This in turn is leading to and will continue to lead to more community support which will assist the FTO Program in achieving its stated mission.

One of the key aspects of the organization that is a definite strength is the FTO Program itself; it's reputation and it's key elements. The San Jose Police Department Field Training and Evaluation Program is recognized nationally as the "model" Field Training and Evaluation Program for new police officers. It has met the test of time and the courts and is a recognized "valid" and "reliable" Field Training Program.

Another strength of the organization that will assist the FTO Program to achieve it's mission is its ability to staff the FTO Program with officers of different ethnic backgrounds. This is a strength because of the size of the organization and again, the commitment of the Chief of Police. However, evolution alone will not always accomplish this; the FTO Program must always continue to recruit ethnically diverse FTO's.

Weaknesses

A weakness in the organization that could impact the ability of the FTO Program to achieve it's mission is the resistance to change on the part of some police officers. This resistance to change is seen at all ranks and levels of the Police Department. It is seen in the resistance to the Chief's commitment to Community Oriented Policing. Although there is overwhelming support from the rank and file for this change, there is still an element

who resist it simply because it is a change. This same element of people are a definite weakness in terms of the organization progressing and the FTO Program achieving it's mission.

Another weakness within the organization which will surely impact the ability of the FTO Program to accomplish it's mission is the existence of racial bias and prejudice on the Department. The San Jose Police Department has a reputation for it's professionalism and progressiveness, but it is unfortunate that we still see officers being disciplined and terminated for behavior that is racially motivated. If this aspect of the organization is not held in check, the FTO Program mission will not be achieved.

The San Jose Police Department hires new police officers and sends them to a basic police academy and then places them in the FTO Program. At no time during this training does the Department have the ability or the time to teach basic education, in particularly in the area of English and grammar. It is quite easy to say that is not the job of the agency, but the reality is that this inability is a weakness of the agency. A weakness that causes us to lose ethnically diverse candidates who lack basic English writing skills, but who might have otherwise been successful police officers.

A most certain weakness in the organization is lack of financial resources. This fiscal urgency has caused some cut backs in the recruiting efforts for minority candidates. This will eventually mean there will not only be less minority police officers, but few minority candidates to chose from for the job of Field Training Officer.

Stakeholder Analysis

As a precursor to developing a strategic plan, a list of individuals, organizations or entities, which play a role by either impacting or being impacted by this issue, were identified. They are called stakeholders. Assumptions were drawn for planning purposes based upon historical perspective, environmental assessment and logical speculation. The following is a list of eleven stakeholders and their associated assumptions:

Stakeholders	Assumptions
1. Ethnic recruits	a. Organization will provide proper training.
	b. Will be treated fairly.
	c. Will be successful in the FTO Program.
2. Minority Community	a. Will now have representation on the Police Department.
	b. Will now have "status."
	c. Will get better treatment from the police.
3. FTO's	a. Job will be difficult.
	b. Recruit will succeed.
	c. Job is good for career enhancement.
4. Chief of Police	a. FTO Program makes him look better.
	b. FTO Program is designed for success.
	c. Status enhanced-political support from the Minority Community.
5. City Manager	a. FTO Program makes him look better.
	b. Political support from Minority Community.
	c. Values diversity.
6. City Council	a. FTO Program makes them look better.
	b. Political support from Minority Community.
	c. Values diversity.

7. Department Employees	a.	Pleased with higher staffing levels.
	b.	Expect fully trained recruits.
	c.	Expect FTO Program to terminate non performers.
8. Community at large	a.	Officers are culturally aware.
	b.	Police Department is professional.
	c.	Expectations will be met.
9. Ethnic employee organizations (LPOA, BPOA, Etc.)	a.	New members-larger role in representation.
	b.	FTO Program is fair and unbiased.
	c.	Organization is meeting their goals.
10. Non-Ethnic Recruits	a.	Minority recruits get special treatment.
	b.	Lucky to get a job.
	c.	Less opportunity for promotion.
	d.	Will receive fair treatment in the FTO Program.
11. Police Officers Association (SNAIL DARTER)	a.	FTO Program is fair and unbiased.
	b.	Change in policy means change in working conditions.
	c.	The change is a meet and confer item.

Assumption Mapping

After completing the process of establishing assumption for the listed stakeholder, each assumption was again reviewed and plotted on an "Assumption Map." This procedure allows the negotiator a visual depiction of the perceived certainty and importance of each assumption, as projected in the mind of the stakeholder. Those assumptions plotted as being less certain or less important tend to indicate areas for bartering and movement. Assumptions with high importance and high certainty tend to be less flexible, hence more difficult to mitigate or manipulate. Table 4 depicts the stakeholder assumption map.

Table 4

Stakeholder Assumption Map

Certain 7b Not	3a 11a 1a,b 4a 10d 7c 9b 4b 2c 5c 1c 3b 2a 9c 4c 2b 8b 5b 3c Important
Important 7a 6a 9a 11c	5a 6b 8a 6c 8c 10a 10b 10c 11b

Uncertain

ALTERNATIVE STRATEGIES

Using the modified policy delphi process with a group of six Police Command Officers and Administrators from various California Law Enforcement agencies (one Police Chief from a mid-size Northern California agency, two Captains from mid-size Bay area agency, one Lieutenant from large Northern California agency, two Lieutenants from mid-size Bay Area agencies), a list of alternative strategies was developed. Through the rating process, the list was narrowed down to three strategies. The following is an analysis of each of the three strategies.

Strategy One - Review the FTO Program to be certain the FTO's are receiving adequate cultural awareness training.

This was seen as the best strategy by the group as a whole. It was viewed as a positive strategy because it would give the organization an opportunity to critique and improve their FTO Program. It is also seen as an opportunity for the organization to show it's progressiveness to any internal or external observers by virtue of the fact it is seeking ways to improve it's FTO Program. Also, it improves the training of the FTO's if needed and was perceived as a strategy that would increase morale of the FTO's.

Other positive aspects of this strategy are that it can be accomplished quickly, it is inexpensive, it stays in-house and it further enhances and validates the FTO Program. In short, it is seen as a simple and quick way to deal with the problem.

In terms of "cons" of this strategy, it was viewed as a "band-aid" approach that assumes training is the answer. The feeling is the issue is much larger than just dealing with it with "training" and therefor this strategy may not be effective.

Also of interest was the fact that one rater saw this strategy as a morale builder for the FTO's, but another rater did not see it that way. Instead, he felt a review of this type would give the FTO's a feeling of being criticized if only they, and not the department as a whole, are being reviewed for adequate training.

Finally, there was a feeling of uncertainty as to who defines "adequate" and thus the results of such a review would be purely subjective at best.

Perception by Stakeholders

Naturally, the FTO's aren't the only stakeholders in this issue. The ethnic recruits, minority community and ethnic employee organizations would see this strategy as positive since it would make the FTO's more accountable to their needs. The Chief of Police, City Manager and City Council would also perceive it as a positive strategy for they would all see it as a sign of progressiveness on the part of the organization and another sign of responsiveness to the minority community.

The non-ethnic recruits, the general population of employees and the Police Officers Association could perceive this strategy in a negative light in that it could be interpreted as simply playing "politics" in order to appease the minority community.

Strategy Two - <u>Conduct brainstorming exercises comprised of minority officers who have been through the FTO Program. Determine strengths and weaknesses of the Program from their perspective and restructure the Program accordingly.</u>

This strategy was also seen as a very positive strategy by the group. It was perceived as an opportunity to get feedback and input from the ethnic minority officers who actually

went through the FTO Program. It is viewed as a comprehensive process that will get to the issue and again, this strategy gives the organization an opportunity to critique and improve their own FTO Program.

Also, by using this strategy, the organization would be using current information to use in improving their FTO Program and it is a strategy that would be conducted in-house.

Finally, this strategy was perceived as one that would provide a consistent review of the FTO Program and one that would provide the organization and its leadership an opportunity to show their commitment to the FTO Program.

Some of the "cons" perceived in this strategy are that non-ethnic minority officers will feel left out, and that the process may be labor intensive. The process in it self would not be the only cause of the labor intensiveness. It could create more labor if the feedback received required constant modifications and then the FTO's would be unable to keep up to speed with any changes being made.

Also, there would be fiscal constraints since the process would likely require at least some of the officers involved to attend during non-working hours, thus creating more overtime.

Finally, This process was perceived as possibly not getting complete feedback since it doesn't address ethnic minority recruits who failed to make it through the FTO Program. Their input would probably be just as valuable as that of successful trainees, if not more so.

Perception by Stakeholders

This strategy could be perceived positive or negative by the FTO's, depending on how much change they experience as a result of the process. The ethnic recruits will perceive this strategy in a very positive light because it allows them to give some valuable insight and gives them a feeling of empowerment in terms of improving the organization.

The Chief of Police, City Manager and City Council would also see this as a positive strategy because again, it would be viewed as a progressive step of responding to the needs of the community.

The Police Officers Association would look at this strategy with a certain amount of scrutiny and suspicion simply because they would not fully understand the process, nor would they be involved in the process.

Strategy Three - Develop a comprehensive ethnically diverse officer recruitment and training program along with an internal FTO recruitment and training program for eligible ethnic minority officers.

The "pros" of this strategy includes the fact that it would create an atmosphere of meeting the needs of the ethnic minority recruits. Also, it could include many of the FTO's and recruits in the process of program development. It is a strategy that was perceived as "obvious" and one which would easily gain community support as well as department support.

This strategy would have good "long-term" results and allows time for careful planning and analysis.

The "cons" of this strategy include the fact it is not a quick solution and there are no short-term benefits. Taking too long to develop was a common thread of criticism of this strategy. Also, because of its extensive time frame, it could eventually create a "white backlash" of non-ethnic minority officers.

Perception by Stakeholders

Without question, this strategy would have the support of the minority community and possibly the ethnic recruits and ethnic employee organizations. The other stakeholders, however; would possibly see it as time consuming and labor intensive with no "quick fix" element built into it. This would be especially true for the City Council.

Preferred Alternative - A Synthesis

The preferred alternative selected by the panelists was a synthesis of key elements from all three alternatives.

First of all, training of the FTO's in the area of cultural awareness is not the answer, however; it is a part of the answer. Therefore, part of the strategy would not be to review the FTO Program to be certain the FTO's are receiving adequate training in cultural awareness, rather it would be to include a block of cultural awareness training in the 40 hour block of training that every new FTO receives.

Feedback from minority officers who have been through the FTO Program is a key element of Strategy #2. However, rather than just conducting brainstorming sessions, specific questions would be developed that would address whether the FTO Program met their training needs and what improvements could be made to better prepare them for their chosen career. Likewise, specific questions could be developed to be asked of ethnic

minority recruits who were not successful in the FTO Program. These questions would be asked in an "exit interview" type atmosphere.

With these aspects of strategy #1 and #2 in place, it would enable the organization to develop an aspect of strategy #3 that could be implemented, to wit: develop an internal FTO recruitment and training program for eligible ethnic minority officers. This program would also be used to identify and recruit non-ethnic minority officers who value diversity and would be sensitive to the training needs of ethnic minority recruits.

Using these key elements from all three strategies to develop one strategy will enable the organization to make any needed immediate changes in the FTO Program to achieve it's mission, and at the same time plan for long range and on going positive results.

Administration and Implementation Plan

Bringing this alternative to reality would for certain have to involve the current Field Training Program Commander. In fact, he would be the most obvious person to implement the plan.

Cultural Awareness Training

The element of incorporating cultural awareness training into the 40 hour block of training required for all new FTO's is something the FTO Commander could implement immediately. The FTO Program and it's Commander control the curriculum of the 40 hour FTO Seminar and perhaps the biggest challenge in implementing this change in the curriculum would be to decide what to delete from it in order to make room for the cultural awareness training.

Feedback From Ethnic Minority Recruits

The element of attaining feedback from ethnic minority officers who have been through the FTO Program is something the FTO Commander could also implement. Using some of his key supervisors and FTO's, he could develop important questions to ask of minority officers who went through the FTO Program, both successful and non-successful recruits. The non-successful recruits could be questioned as part of their exit interview. The successful recruits should be questioned shortly after they have completed their probationary year, thus the answers to the questions would probably be more candid and honest.

After an initial brainstorming session with his key staff members, the Commander of the FTO Program should be able to develop a list of questions within a short time and then immediately start using this process of attaining feedback.

Recruiting for Ethnic Minority FTOs

The recruitment and training program for eligible ethnic minority officers and non-ethnic minority officers who value diversity and would be sensitive to the training needs of ethnic minority recruits, is an element of the strategy that will take more time to implement. Again, the FTO Commander would be wise to use his human resources and pick key people from his staff to implement a plan for the successful completion of this element. With a great deal of commitment and motivation on the part of staff members involved, this element of the strategy would still take at least three to six months to implement.

Cost Benefit Analysis

The purpose of a cost benefit analysis is to evaluate whether or not this is a good idea and help in the decision making process on whether to proceed with the different components of the plan. The cost benefit analysis is also a protective device in that it helps protect the

department from making bad decisions. The cost benefit analysis for this plan is very limited at this time due to the fiscal environment and the intangible elements of the plan.

The cost of the cultural awareness training should be a very limited additional cost if any at all. The inclusion of this training in the 40 hour block of training required for all new FTOs would be a non-cost item unless the instructor was brought in from outside the organization. Even then, the department could use leaders from community based organizations who would be willing to volunteer their time as part of a community/police partnership effort.

The elements of attaining feedback from ethnic minority officers who have been through the FTO Program and the element of recruiting for ethic minority officers can both be very low cost items. Both of these elements are based on the use of human resources who are already on line, to wit: FTO Commanders and supervisors. Any costs incurred would be in the form of overtime which can be easily controlled.

Monitoring Results

Once all the elements of the plan are implemented, the FTO Program should monitor the results. These results could come in the form of changes within the Program itself. Changes in the way recruits are trained and/or evaluated could be a result that occurs. An element of the FTO Program that should have on-going monitoring is the success rate of ethnic minority recruits in the FTO Program. The question to be asked should be; "With the implementation of this strategy and any resulting changes in the FTO Program, are we seeing an increase in the success rate of ethnic minority recruits? At the same time, are we seeing an improved quality of FTO in the Program?"

If the strategy does as hoped, the answer to both questions should be in the affirmative.

TRANSITION MANAGEMENT

Transition Planning

The development of a strategic plan now leads to the point of implementation. Using three police department managers (one Patrol Administration Captain, the FTO Commander for the Department and one Patrol Lieutenant), a transition management plan was developed. The purpose of such a plan is to facilitate change from where we are today to where we want to be in an orderly and calculated process. The process begins with identifying those key players who possess ability to advance or thwart our movement. Having identified those players, gaining their support or negating their opposition must be accomplished. Following the critical mass analysis, a suggested management structure will be proposed to motivate the change, guide the transition period, and plot progress to measure results.

CRITICAL MASS

There are a limited number of individuals that if they support the proposed change, the change will be successful, similarly if they don't support the change, it will fail.

This "critical mass" are more than just mere "stakeholders" in the issue in that they <u>ensure</u> the change will take place if they are actively in support of the change.

Those identified as "Critical Mass" participants are:

1. Chief of Police
2. Commander of the Field Training Program
3. City Manager
4. President of the Police Officer's Association (POA)

5. Respective Presidents of all the ethnic associations within the Police Department, to wit: Latino Police Officers Association (LPOA), Black Police Officers Association (BPOA) and the Asian Police Officers Association (APOA).

Readiness and Capabilities of the Critical Mass

Each individual or group bears a certain degree of willingness or motivation toward participating in and achieving the strategic plan. This is referred to as "readiness." Linked to readiness yet discernibly different is the power, influence or authority to make or allow the plan to occur. This power can be as simple as the authority to grant permission or as complete as being the only group member with the requisite knowledge required. Both of these examples represent "capability." Table 5 depicts the readiness and capability of the "critical mass."

Table 5

Readiness/Capability Chart

	Readiness			Capability		
Critical Mass	**High**	**Medium**	**Low**	**High**	**Medium**	**Low**
Chief of Police	X			X		
FTO Commander	X			X		
City Manager		X		X		
POA President			X		X	
"Other" POA Presidents	X				X	

Levels of Commitment

The following discussion lists each of the critical mass participants, focusing on their current level of commitment to the strategic plan and indicating the level of commitment necessary from them for the plan to be successful. A brief synopsis of how each of the player's respective position might be shifted to an appropriate degree of support is offered. To help visualize the current positioning and the change required, each of their present and required levels of commitment have been plotted on a "Commitment Chart" depicted in Table 6.

1. Chief of Police

The Police Chief is a community driven highly motivated manager who will want to be at the forefront and "make it happen." While this type of energy and support from the top administrator of the organization is very refreshing, the minimum level of commitment required of his is "help it happen." The Police Chief is very active in the community and his continued resourcefulness in that direction will certainly help the plan happen while his staff is used to "make it happen."

2. Field Training Officer Program Commander

The FTO Commander is a very important actor in the critical mass in that he will be the individual who will subsequently be relied upon for implementation of the plan. His current level of commitment to the plan is to "help change happen." The minimum level of commitment required from him in order to ensure successful implementation of the plan is "make change happen." This needed level of commitment should be a natural occurrence once the FTO Commander is made aware he is in charge of implementation.

3. City Manager

The City Manager, as the top administrator of the city, is in a key position to obstruct the success of the strategic plan if he so desired. All that is really needed of him is his support; to wit: "let it happen." Fortunately, this minimum level of commitment required of him is, in fact, his present commitment and there is no change required.

4. President of the Police Officer's Association

The current level of commitment for the plan by the President of the Police Officers Association is to "block change." This is not an unusual stance for the President of a labor organization. They will take the position that any change in policy means a change in working conditions and thus will want the change to be a "meet and confer" item. The minimum level of commitment required from the President of the POA in order to ensure successful implementation of the plan will be to "let change happen."

Moving the POA President to the required level of commitment, however; is not an impossible task. The approach in accomplishing this would be one of education and raising his awareness by showing him the change is good for the entire organization and the community. This would more than likely be handled by the Chief of Police. Assistance would also be offered in the task of informing all the membership of the change in order to reduce uncertainty.

5. Presidents of LPOA, BPOA and APOA

The respective Presidents of the LPOA, BPOA and APOA all have a current level of commitment of "help change happen." The commitment required from them in order to ensure successful implementation of the plan is "let change happen." The reason this "step down" in commitment level is necessary is because of the position of the POA. Rather than making this a special interest group issue, the plan must be seen as an organizational

issue and the different in-house organizations must take a "let change happen" stance so that it doesn't become a political football within the organization.

The respective Presidents of the LPOA, BPOA and APOA would be moved to "let change happen" from "help change happen" through positive communication. Again, the Police Chief would probably be the person to do the communicating, assuring them that their assistance would be sought and welcome once the plan is implemented, and informing them of the importance of all of us (POA, LPOA, BPOA, APOA) entering into this plan on common ground.

Table 6

Commitment Chart

Critical Mass Actor	**Block Change**	**Let it Happen**	**Help it Happen**	**Make it Happen**
Chief of Police			O<=========X	
FTO Commander			X=========>O	
City Manager		X/O		
POA President	X==========>O			
"Other" POA Presidents		O<=======X		

X=Current Commitment O=Commitment Needed

TRANSITION MANAGEMENT STRUCTURE

The management structure that would be established to manage the planned transition would be "appointed project manager." Not only is this the most appropriate structure, but the project manager is already built into the system - the Commander of the Field Training Program, who is a police lieutenant.

This individual is the logical choice as the transition manager simply because the planned change involves the Program he is in charge of and the coordination of concurrent activities will occur naturally.

Also, the Commander of the Field Training Program is already very familiar with the issue involved and will be 100% committed to the success of the transition. He is already in a position where he has the clout to mobilize the resources necessary to keep the change moving. Resources in terms of selected Field Training Officers and Sergeants to assist in implementation.

As a respected Command Officer in charge of his own Program on the Police Department, this individual is a seasoned leader whose interpersonal skills are such that he is very effective at using persuasion rather than force or formal power in accomplishing organizational goals. He is already a proven leader as evidenced by the fact he has been given such an important command position on the Police Department. This fact also exemplifies the support he will receive from top management on the department as well as the support he gives to top management. That upward support will be further exemplified by his effective management of the transition.

As Commander of the FTO Program, implementation of training for his FTO's will be much easier than it would be for someone from outside of the FTO Program. Also, setting up recruitment and training programs for eligible ethnic minority police officers is a task the FTO Commander should be directly involved in.

The FTO Commander is in the best position to oversee the transition plan, monitor its progress, and stay in control through active involvement in the transition process.

He is also in the most logical position to act as a center of information, support, and resources for the organization as it undergoes change.

IMPLEMENTATION TECHNOLOGIES

In all situations of change, resistance should be anticipated. Different perspectives bring with them different priorities and concerns. This concern, or confusion can manifest itself as obstacles to change. In order to move past these, a variety of "technologies" or methods need to be employed to clarify, placate, resolve or simply move past them when they create a barrier. In implementing the strategic plan the following technologies would be utilized.

Responsibility Charting

One technique that can be employed to support implementation of this transition plan is "responsibility charting." This particular technique aims at clarifying role relationships as a means of reducing ambiguity, wasted energy, and adverse emotional reactions.

The process of responsibility charting requires that at least two or more people whose roles inter-relate or who manage groups which have some interdependence, develop a list of actions, decision, or activities relating to the plan. This list would be placed on a pre-made form. The Commander would assign two or more of his sergeants to this task. These people would then, working individually, identify the "actors" who have some behavioral role concerning each action or decision and list these actors on the same form . The actors will include those directly involved, bosses of those involved, groups as well as individuals and people inside or outside the organization.

The required behavior of an actor towards a particular activity is charted using the classifications of:

R - RESPONSIBILITY to see that decisions or actions occur

A - APPROVAL of actions or decisions with right to veto

S - SUPPORT of actions or decision by provision of resources but with no right to veto

I - INFORMED of action or decision but with no right to veto

After completing their individual charts, the group meets and discusses their charts until they, as a group produce an agreed version of the responsibility chart by consensus decision.

True clarity will not be achieved if more than one R exists for an activity. Agreement on where the R resides is the first step. Once the R is placed other letters (responsibilities) can be agreed. A ground rule is that a decision must be made and two letters cannot go in one box.

Once the chart is developed the FTO Commander should circulate it to colleagues as a vehicle for communicating operating practice. The actors can use the chart to check whether their behavior is appropriate and to call attention to other actors to behavior which is out of line with the agreed upon "ground rules."

The usefulness of responsibility charting lies not only in the end product of an agreed chart, but also in the new understanding and appreciation of people's roles and their attitudes to them developed during the discussion. An example of such a chart is depicted in Table 7.

Table 7

RESPONSIBILITY (RASI) CHART

	Police Chief	FTO Commander	City Manager	POA President	Other POA Presidents
Develop Cultural Awareness Training	**A**	**R**	**A**	**I**	**I**
Select Ethnic FTOs	**A**	**R**	**A**	**I**	**S**
Review Hiring Standards	**R**	**S**	**A**	**I**	**I**
FTO Seminar Curriculum	**A**	**R**	**A**	**S**	**S**
Review Evaluation Guidelines	**A**	**R**	**A**	**S**	**S**

Confrontation and Goal Setting

This technique will do a great deal to help manage any uncertainty and anxiety about the transition.

In the confrontation/goal-setting meeting, the FTO Commander would meet with all his main actors, probably his FTO's and Sergeants. This eight hour process would begin with the Commander meeting with the entire group so he can outline the purpose and procedure for the meeting, thus setting the climate and agenda for the meeting.

The group would then break into mixed subgroups and prepare lists of desired changes. Nobody will be in a group with their immediate supervisor. Each subgroup will also identify two roles: a facilitator and a recorder.

After the groups have developed their lists of desired changes the total group reconvenes and the subgroups report. The Commander and his staff draft broad categories of change.

A meal break is taken and the total group reconvenes to sort proposed changes into categories. Functional subgroups then meet, now with their managers. They at this time select their action items and frame action plans, recommend priorities to top management and plan for communicating. They also determine what items are in their functional area to be addressed and then select 5 or 6 that they believe they can make significant progress on in the next 60 days.

The total group reconvenes and each subgroup reports each action item discussed. The managers then make the decisions. There are then follow-up meetings and progress reports.

These goal-setting meetings do a great deal of good in that they involve all the actors in the process and leave them with a feeling they had some involvement in the decision making process during the time of transition.

Team Building Workshops

Team building workshops are ideal for developing working relationships and defining goals. Anxieties caused by interpersonal problems can be quelled at the outset through the use of such workshops. Exercises where individuals can work together on a problem, where they hold no territorial bias, can build working relationships and trust.

Selected FTO supervisors or the FTO Commander himself would act as facilitators during these series of workshops. Field Training Officers would be included in these workshops, thus empowering them to have some input into the direction of their unit and their organization.

Conflict Management

The transition toward implementing the strategic plan will be laced with conflict. By sheer size and the makeup of the organization, opposing perspectives will arise. To manage conflict, individuals will be encouraged from the outset to surface concerns. Within the context of regular meetings, open discussion will be held isolating issues away from individuals, and jointly merging resources and perspective to achieve viable solutions.

The FTO Commander would again be the designated manager, always keeping in mind that some conflicts may need to be brought to the immediate attention of the Police Chief for quick resolution.

Managing the Neutral Zone

The Neutral Zone is the hard-to-describe gap between the old ways and the new. The nature of the strategic plan lends itself toward a period of resistance. There could be a period where people are self-absorbed and isolated. To manage this Neutral Zone it will be critical to monitor the direction, key decisions and recommendations to determine whether the plan has remained on course. The FTO Commander and his staff, with support from administration, must build solidarity and a sense of belonging to counter the mistrust, jealousy, and isolation that can flourish. Constant communication must occur, not just information, but concern where appropriate.

Evaluation and Feedback

Objectives and action steps outlined in the Strategic Plan will be shared with the organization. As objectives are accomplished updated information will be publicized. A measurement data that the Field Training Program already uses is the success rate of ethnic minority recruits going through the FTO Program. This data will serve as a portion of the evaluation and feedback system. Another element that would require evaluation is the quality of FTOs coming into the Program. This element is not quantifiable and the feedback system would have to come in the form of narrative reports from the FTO supervisors on a periodic basis.

Summary

What will be the impact of an ethnically diverse workforce on the role of the Field Training Officer by the year 2002?

- **What changes will need to occur in the evaluation process on the field performance of new police officers?**
- **What will be the desirable knowledge, skills and abilities needed by a Field Training Officer?**
- **What type of evaluation of the Field Training Officer will be required?**

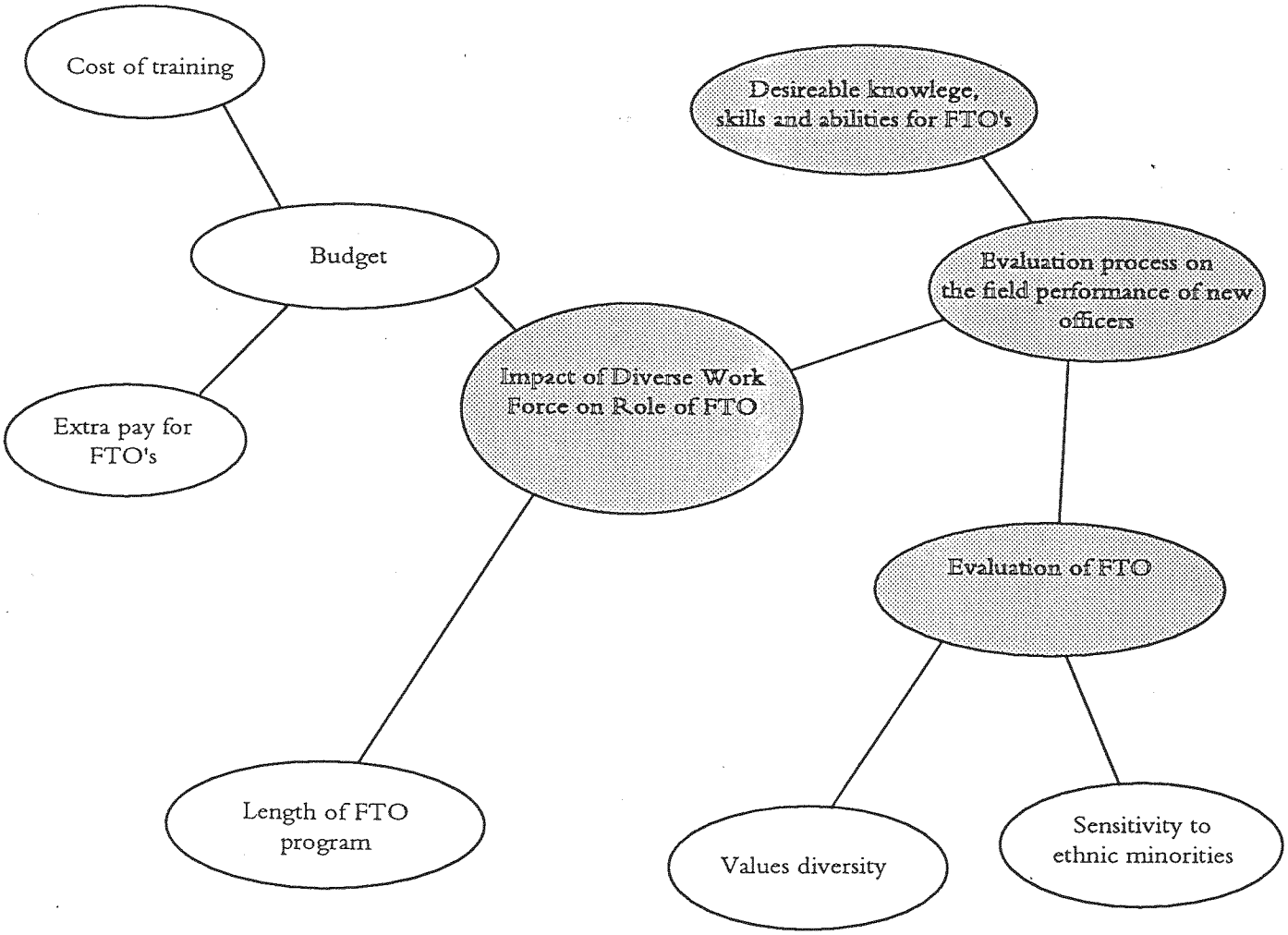
In the final analysis the impact of an ethnically diverse workforce on the role of the Field Training Officer will be quite broad. Law enforcement must by necessity select the right officers to do the job of training and evaluating new police officers. The Field Training Officer (FTO) should be selected for the job based on specific criteria which addresses the candidate officer's awareness of cultural diversity and his/her sensitivity to differences in culture possibly impacting the learning curve. The role of the FTO will no longer be that of just teacher, trainer and evaluator; but will expand to such things as coach, mentor, guide, leader and facilitator.

It appears that the performance standards used by the FTOs to evaluate new police officers will continue to bear the challenges of time and the courts as long as law enforcement takes the necessary steps to insure those performance standards are not abused by the evaluators. This again goes back to the selection of the proper individual to fill the role of Field Training Officer. Also, the study suggests that an in house review of the FTO standardized evaluation guidelines are in order. This, before a review by an outside special interest group or a court mandate, either of which could cause changes that may not necessarily be for the good of the Department or the community.

Evaluating the Field Training Officer will not be a matter of just a supervisor or manager appraising the performance of the officer; but will include current and objective feedback from the actual recruits trained by the FTO being evaluated.

APPENDIXES

Appendix A
Modified Futures Wheel



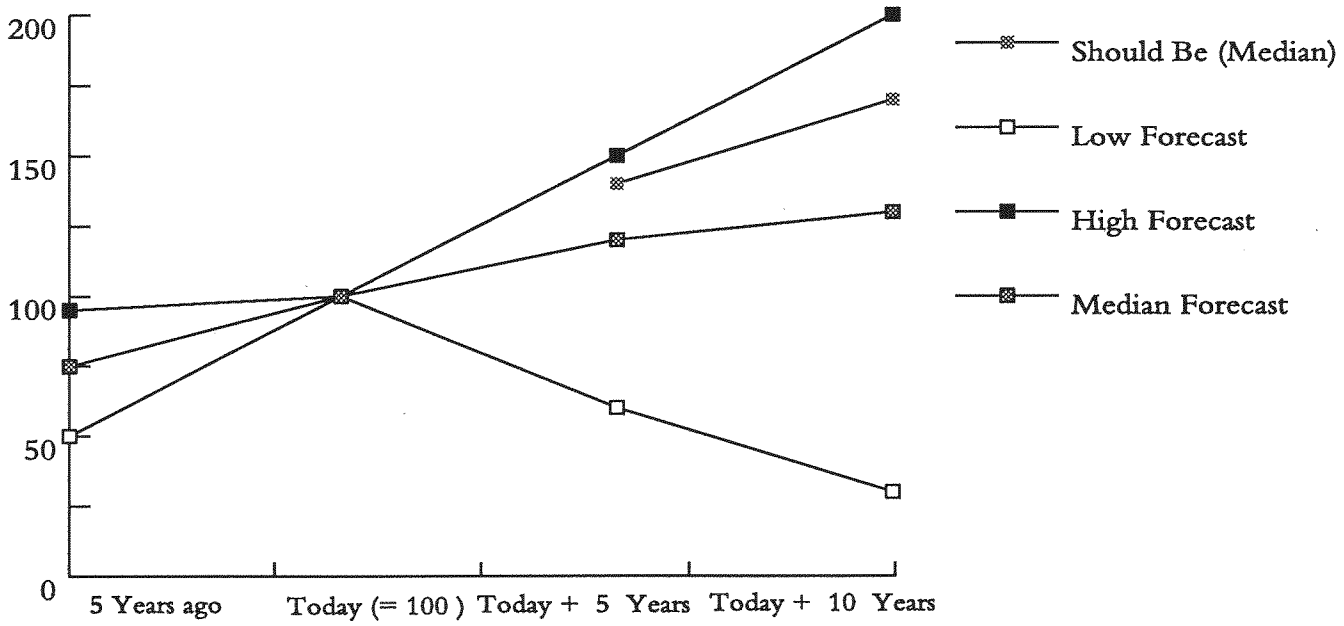
Shaded Areas Selected For Study

APPENDIX B

Trend Forecasts

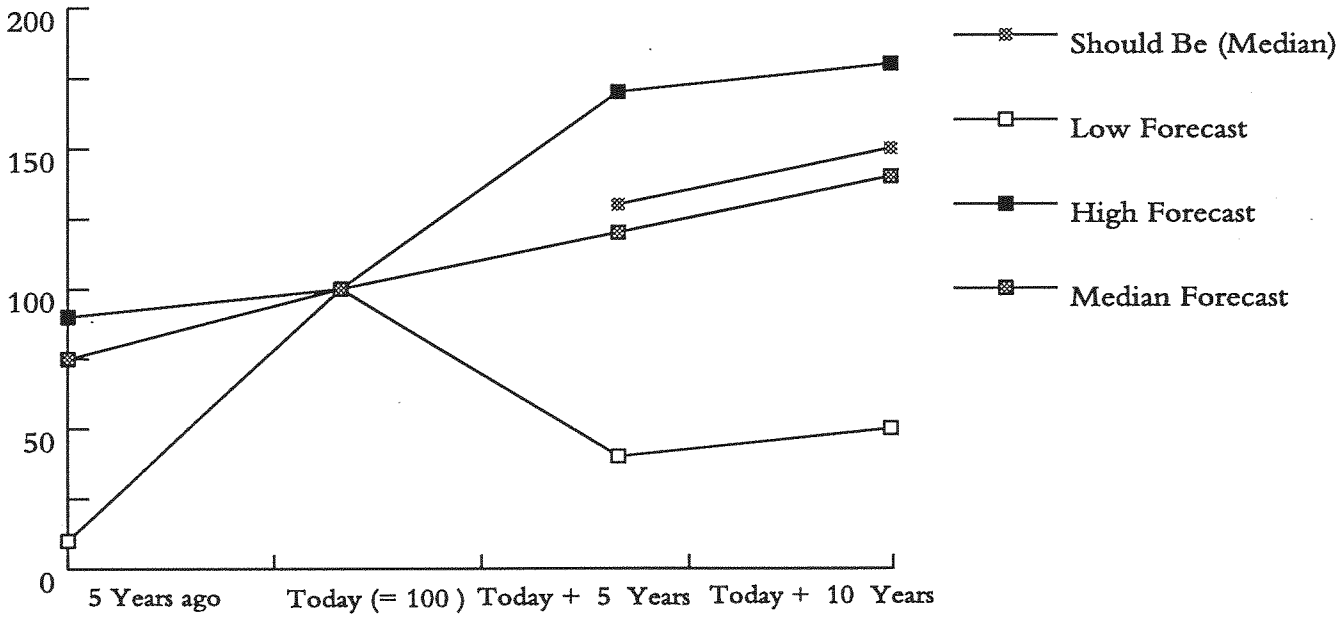
Trend One

Performance standards for new police officers



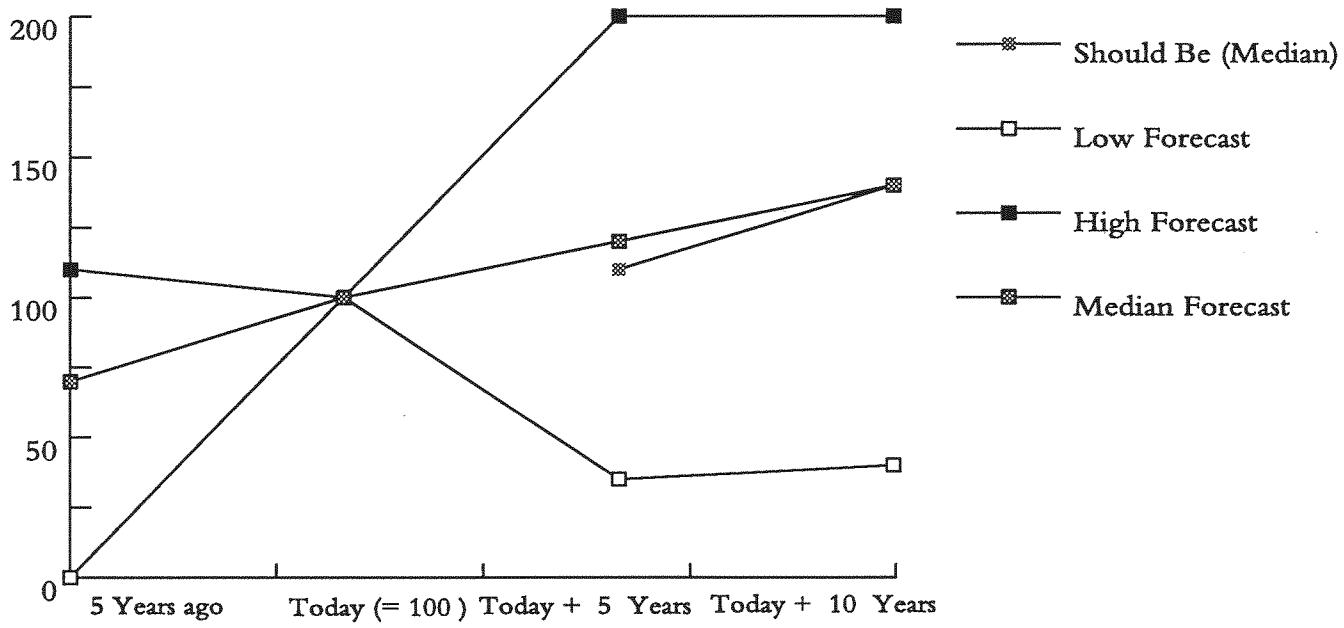
Trend Two

Training philosophy based on department and community needs



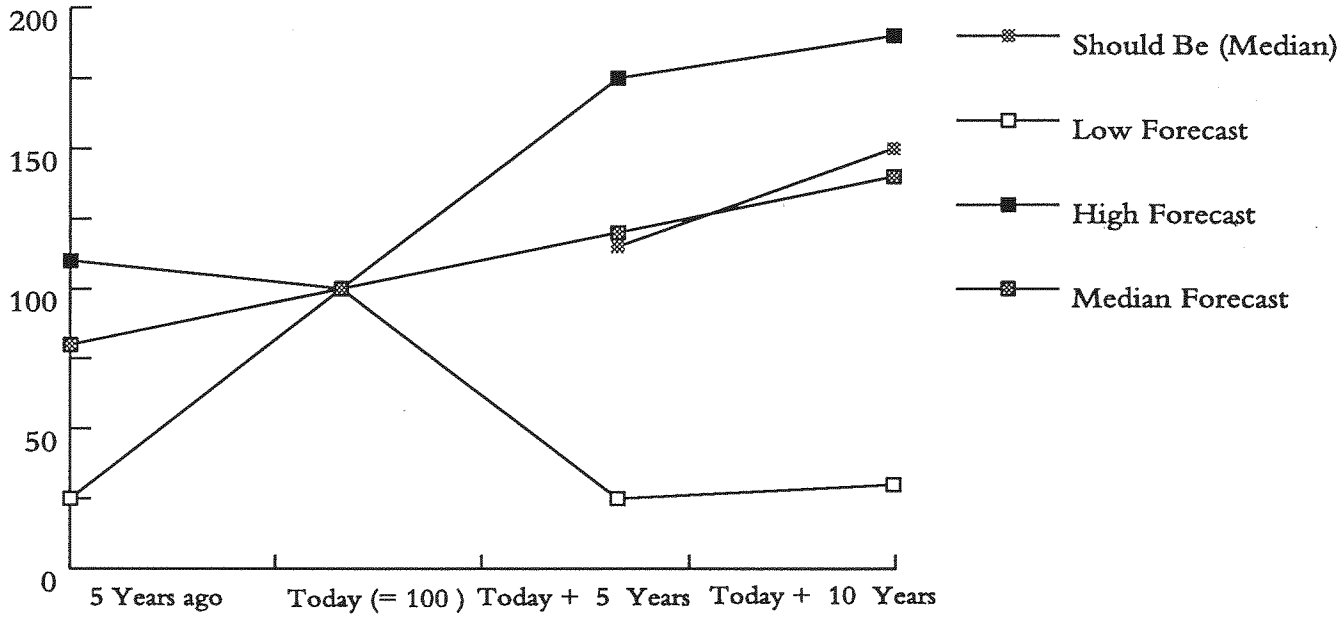
Trend Three

The level of difference between trainee value systems and those of their trainers



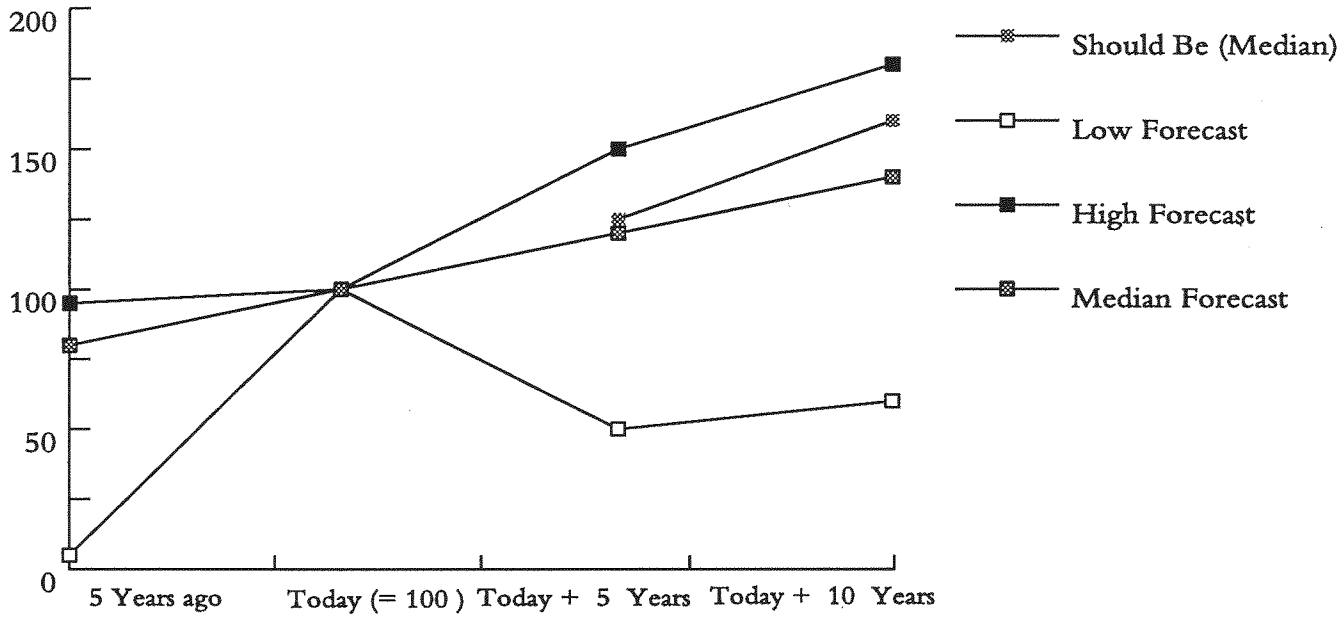
Trend Four

The level of the monetary cost of training



Trend Five

The percentage of non-white FTO's

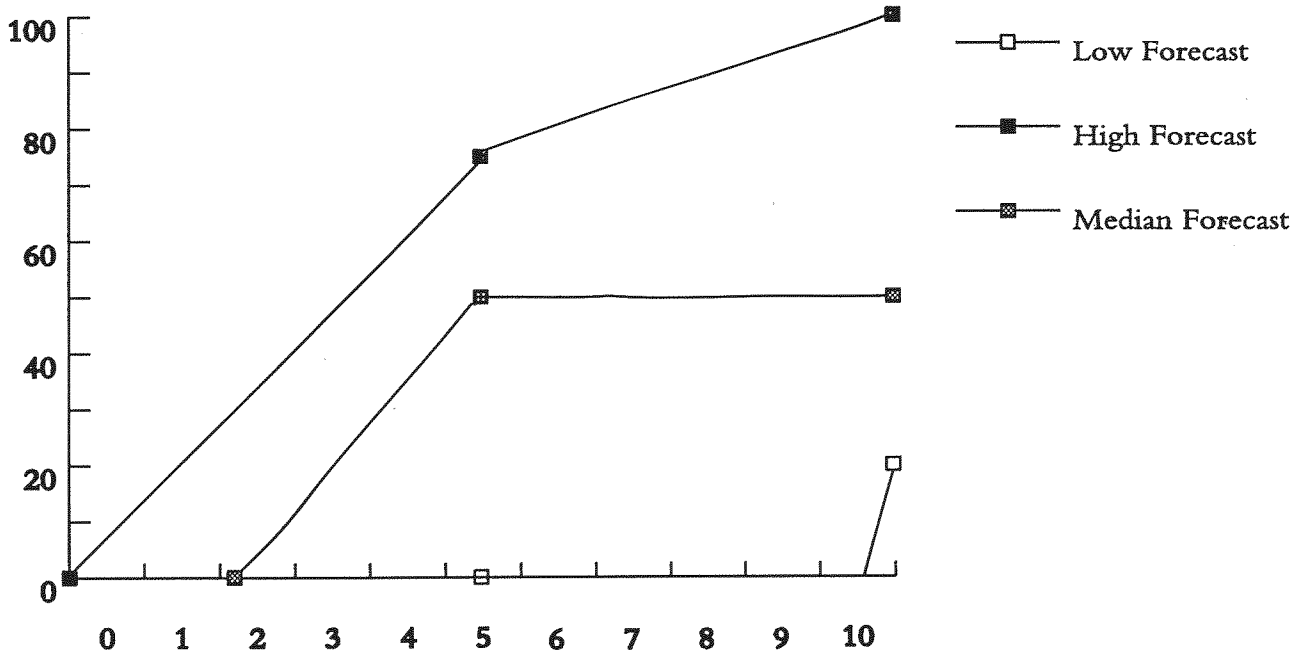


APPENDIX C

Event Forecasts

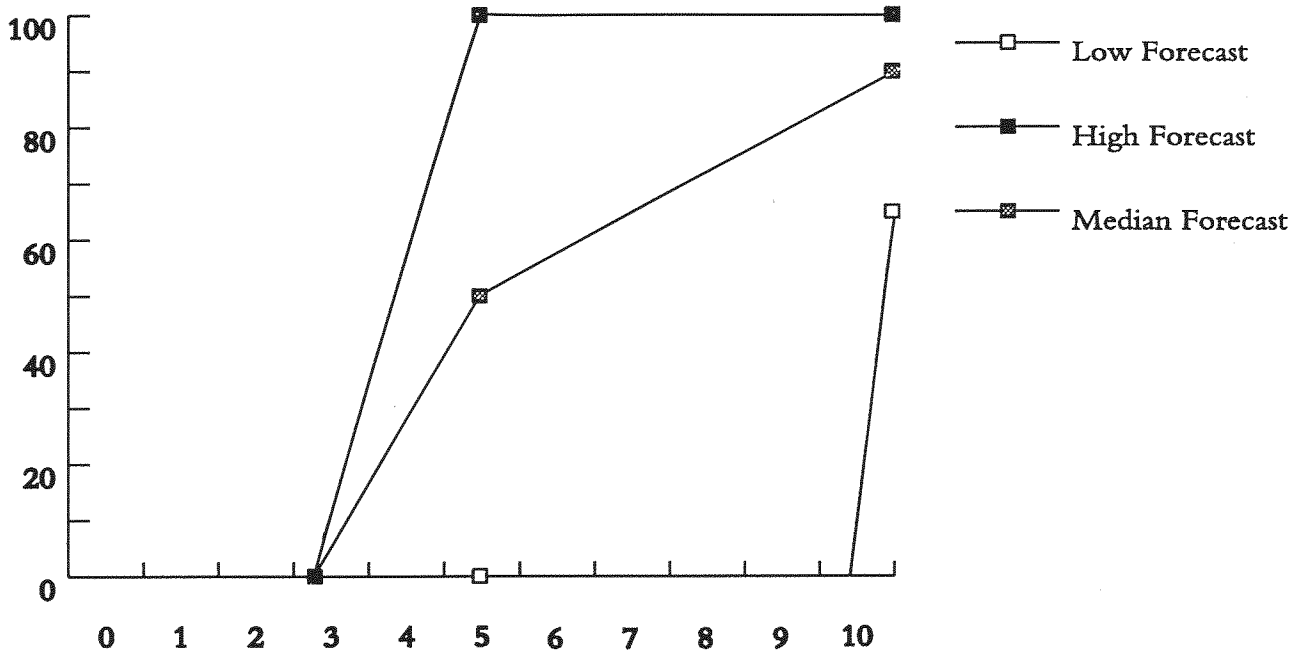
Event One

Department FTO performance standards rejected by Federal Court



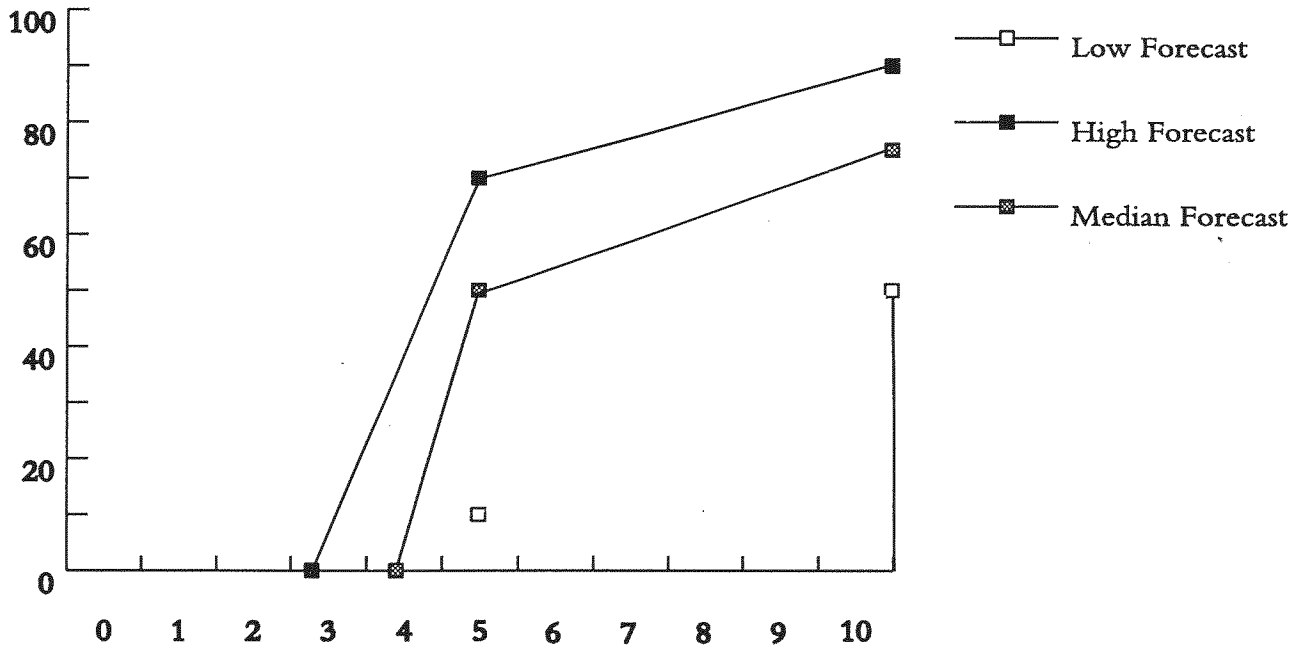
Event Two

Ethnic Minorities are 50% of recruits



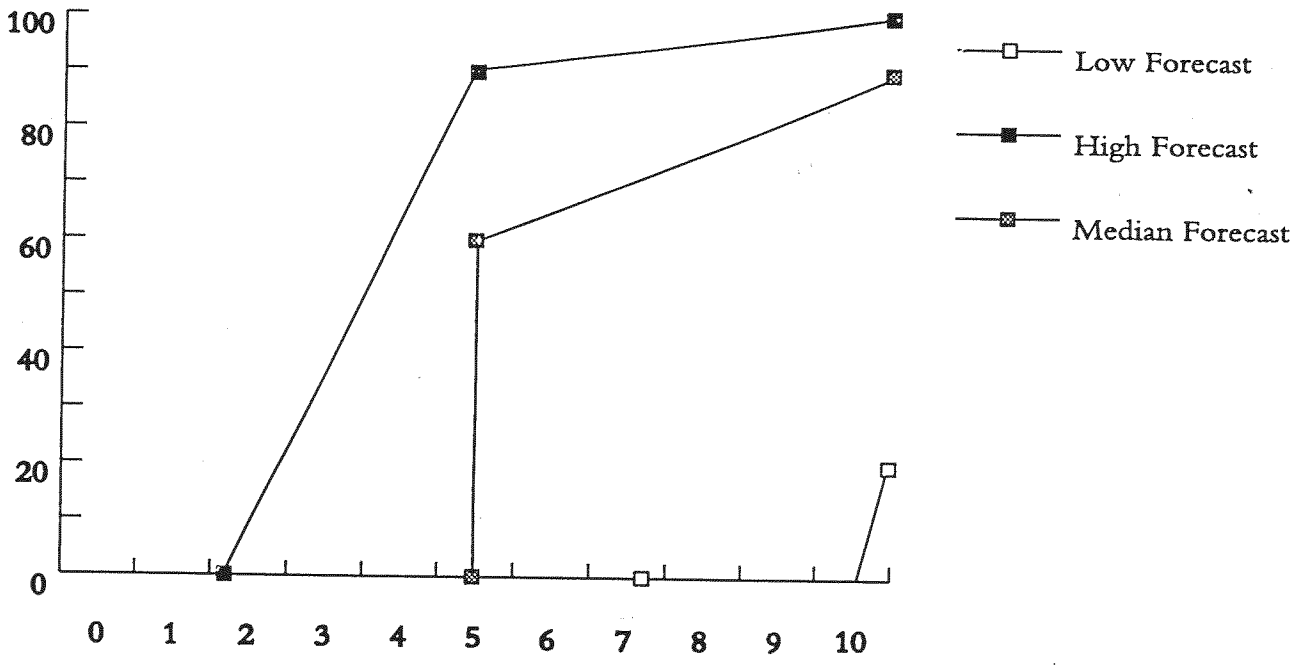
Event Three

Community oversight group is established to review Field Training Standards



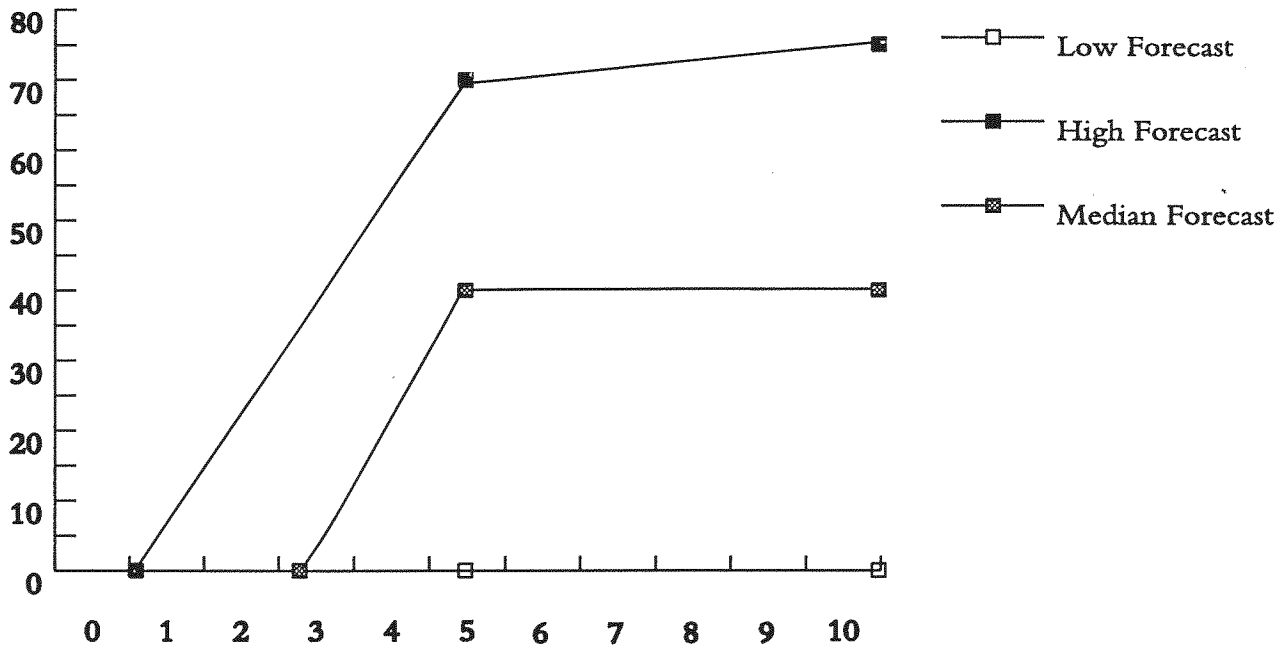
EVENT FOUR

FTO Program expands to one year



Event Five

50% reduction in department training budget



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