

THE NEXT GENERATION

**The Impact of the Changing Work Force on Law Enforcement
Field Training Programs by the year 2003**

JOURNAL ARTICLE

by

Joseph P. Grebmeier

Command College Class 18
Commission on Peace Officer Standards and Training

July, 1994

With the approach of the next millennium there is more discussion every day about what the future may hold. The increasing interest in forecasting the future lies not only with an expanded interest in the next century, but also in a basic and fundamental realization that major changes are now before us.¹ This is followed by the desire to shape the future or at least, in some way, guide events as an active participant in the process.

A major component of how law enforcement will prepare for the future lies in reviewing its current critical programs and how the future will affect them. The Field Training Officer (FTO) program is critical to the success of both the individual but also of the organization as a whole. After completing the Basic Academy, new officers must successfully complete a FTO program. This program evaluates the new officer to ensure that the learned material presented in the Basic Academy and know how to apply this knowledge to enable them to work alone in the field. The FTO program also augments the material from the Basic Academy with further information, based upon the needs of the individual department, e.g., policies, procedures, rules and regulations. This researcher believes that the values demonstrated by the FTO staff today will be passed on to the work force of tomorrow.

It is critical that law enforcement practitioners investigate and discuss the issues facing the FTO program in the future. The major trends and events of today will impact the FTO program in the future, placing new demands upon it. To the extent that one can anticipate these trends and events, one can better prepare to make the changes necessary to best meet the changing demands of the future.

With a concern for the future of the FTO program, the author reviewed current research and other literature and began to focus on those trends and events that could impact the FTO program in the future. Using the STEEP (Social, Technological, Economic, Environmental and Political) taxonomy, information that pertained to the issue was compiled. It quickly became evident that major changes in this area were even now occurring. These include changes in demographic make up of the work force, to include

an increase in minorities and women, the level of education and age²; changes in the style and values of successive generations, such as career ambitions, the need for wealth, security, family life³ and future employee concerns, such as promotions, work place safety, self-fulfillment.⁴ All of these will impact the FTO program in the future.⁵

Advances in computers and other electronic devices will integrate themselves further into day-to-day law enforcement. Officers will use personal information assistants with complete access to all computer data bases used in criminal justice systems.⁶ Technological changes also will cause new types of crimes, such as the theft of information, financial crimes, and vandalism.⁷ Environmental trends show the possibility of increased civil disobedience over issues and the development of new forms of environmental crimes. An increase in "Eco-terrorism" and riots in urban areas are some examples of this.⁸ On the economic front the question of paying for training and the availability of jobs is still unanswered. There are many indicators that the trend of increasing public debt will continue into the future. Local government will continue to have problems funding the basic programs that it supplies, e.g., police, fire, streets, parks, libraries, etc.⁹

In an attempt to focus on the issue questions, several coworkers were consulted: this included a FTO-corporal, two FTO-sergeants, and one sergeant assigned to the Administration Division (with a background in hiring.) These discussions developed a futures wheel, diagramming the issue and sub-issues. (Illustration 1)

A recurrent theme was that of the changing work force and its impact on all aspects of our operations. This was especially felt in the recruiting and training areas. Certain trends or changes in the work force were identified by both the participants and from the scanning process.¹⁰ A primary concern developed concerning the changing values of the work force and how they will impact the FTO program in the future.

The published material on the FTO program consisted of several articles which discussed past or current problems. Sources dealing with changes in the work force were

found in business and academic writings. The basic premise of the issue is directed toward the future impact of the changing work force, and this material was more applicable.

In reviewing the future wheel produced; a common theme was found: *the changing work force on law enforcement*. Taking this one step further, the selected issue became the Field Training Program. The issue question was defined as:

**Will Changes in the Work Force Impact Law Enforcement
Field Training Programs by the Year 2003?**

The sub-issues were related to the issue: :

Will the changing work force impact the program guidelines?

The program guidelines were defined as the basic structure of the FTO program, to include the mission statement, the Field Training Guide and the policies and procedures used by the program.

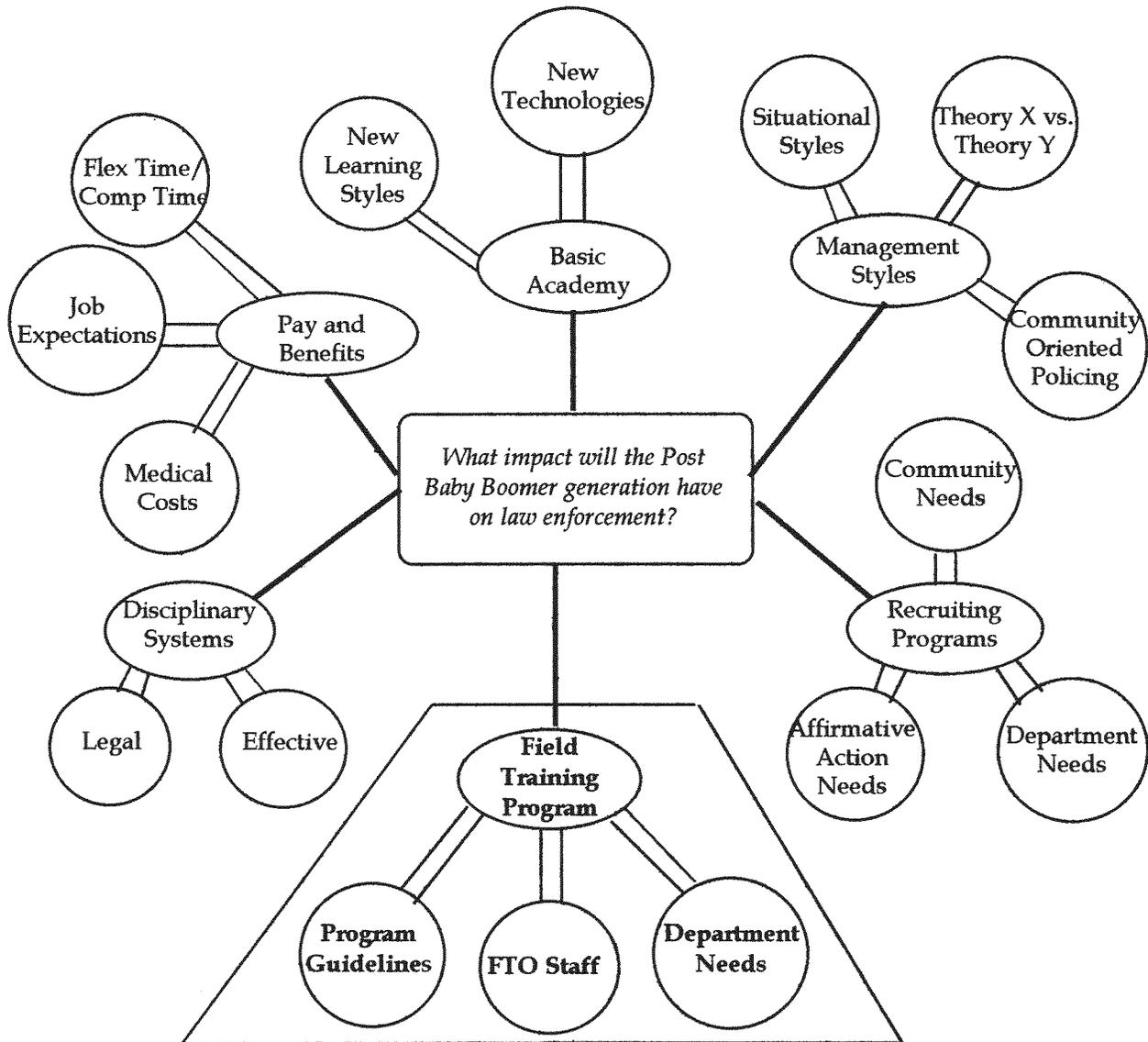
Will changes be made in the training provided to the FTO staff?

This was defined as the type of training that will be needed to address the issue, *the changing work force* and the need to provide the FTO staff with the knowledge and tools to address the issue.

Will changes be made to meet department needs?

The future needs of the department were defined in context of the issue, *the changing work force* and what impact this will create on the future needs of the department.

IMPACT OF THE CHANGING WORKFORCE ON THE FTO PROGRAM



The Post Baby Boomers (born 1965 to 1990) are just now entering the workforce. They are different from the previous generations, to include values, motivation, education, ethnic and cultural diversity, gender roles, and an outlook on life. Each generation has a style and makeup of its own when looked at as a whole. As the Baby Boomers were confusing to the Depression Era generation, the Post Baby Boomers will present new and unique problems to the Baby Boomers, who are now entering middle and executive management positions. It is imperative that law enforcement give thought now as to how to train the next generation of new officers.

The Field Training Program has a major impact on the future of a department. The success or failure of the program affects the department for many years.

A Nominal Group Technique (NGT) group was created to discuss the issues. NGT describes a group that acts in name only, while formed as a group, the generation of ideas is done in such a manner to minimize the impact of group consensus or coercion on individual members. The NGT group consisted of eight people representing an eclectic selection. This group generated lists of possible trends and events that might impact the issue in the future. These lists were then distilled into the top ten choices in each category. These lists were then reviewed by the group using a Modified Delphi Technique (MDT). This technique consisted of secret balloting on the impacts of each trend and event. The results from this portion of the session produced a median ranking for the future impact of each trend and event.

These results were processed further by utilizing a Cross-Impact Evaluation Matrix (CIEM) procedure. The Cross-Impact analysis changed the probability of each event, adjusting to account for the impact of one event upon another event. The list of trends, as to how they would impact each other, was also analyzed.

The results from the Cross-Impact analysis were then used with a scenario generating program called Sigma. Using a seed number as a starting point, the program generated different scenarios based upon a random number generator and the starting probability for each event. In reviewing several scenarios, three were selected representing a Nominal, Normative and Hypothetical future. These scenarios then provided a background in which a discussion could be made about possible futures for the issues.

The last section of this study reviews some supplemental trends, identified from the literature research. Finally, the chapter ends with a discussion of policy identification and analysis based upon the normative scenario and its impact on the issues.

NOMINAL GROUP TECHNIQUE DESIGN

The first step in designing the NGT group was selecting who should be included in the group. The goal was to select a group consisting of law enforcement practitioners and representatives from the field of public education. The first choice reflected the need to include persons who were well versed in both defining the issue and having some type of professional experience in dealing with current problems associated with the issue. It was hoped that these people also would provide some type of insight into the future of the issues. The second part of the group was chosen both for their experience in dealing with students who represent the target group (the future work force) and who also would (hopefully) have distinct or divergent perspectives on both the issues. Using the alternate, the final size of the group was eight persons.

Using the format originated by Professors Andre L. Delbecq and Andrew H. Van DeVen in the late 1960s, the NGT panel first silently generated their individual ideas on the trends that may influence the issue and those events that could impact the issue over the next ten years.

Using the round-robin method of collection, forty trends were identified and some forty events were identified. A discussion period clarified the lists to ten of trends and ten of events. A voting period, using a secret ballot, resulted in the top ten trends and top ten events being identified.

After the identification of the top trends and top events, the NGT panel was instructed in forecasting methods for the trends and events. Individually listing their forecasting estimates on provided forms, the information was collected, calculated and the median forecasts determined.

The NGT took about two hours to complete. It produced a list representing a consensus on the top ten trends and events associated with the issue.

TRENDS

TABLE 1

| TREND EVALUATION FORM | | | | | |
|-------------------------------|--|---------------------------------------|-------|-------------------|--------------------|
| TREND STATEMENT (Abbreviated) | | LEVEL OF THE TREND** (Today = 100) | | | |
| | | 5 Years Ago | Today | *5 Years from now | *10 Years from now |
| Trend # | | | | | |
| 1 | U. S. Economy | 140 | 100 | 95/150 | 125/195 |
| 2 | Intermingling of Races | 90 | 100 | 115/140 | 130/155 |
| 3 | Individual Values | 100 | 100 | 100/150 | 107.5/190 |
| 4 | Media Scrutiny | 80 | 100 | 115/75 | 135/65 |
| 5 | Liability Concerns towards Training | 72.5 | 100 | 125/105 | 150/110 |
| 6 | Standards of Training | 80 | 100 | 115/97.5 | 117.5/95 |
| 7 | Style of Learning | 80 | 100 | 115/122.5 | 145/150 |
| 8 | Number of Women in Top Management | 50 | 100 | 137.5/150 | 172.5/130 |
| 9 | Complexity of Hiring Process/Attrition in Work Force | 67.5 | 100 | 110/100 | 150/100 |
| 10 | Immigration Problems | 85 | 100 | 127.5/70 | 155/65 |

**** Panel Medians N=8** ***Nominal/Normative**

The forecasts for each trend reflected a concern with the economy. The forecasted trends in liability concerns for training, training standards, hiring process changes/attrition rate, and even immigration problems displayed a concern with the uncertainty of the economy in the future and the impact that this would have in other trends.

The future of the economy and its impact upon the ability of local government to address the future needs of society were foremost on the minds of the participants.

Trend #1 U. S. Economy

This trend was identified as the status of the U. S. economy. It quickly became apparent that the group had a very pessimistic outlook for the health of the U. S. economy. This might reflect both reality and the fact that all of the participants had some

type of government job. In each case, their respective agencies were experiencing fiscal crisis and this had to weigh heavily on everyone's mind.

The short term consensus was that the economy would not improve in the next five years but would show some improvement after that, in the final five years of the forecast. A prevalent sentiment in all of the discussions was that of a pessimistic outlook for the future of the economy and the availability of financial resources.

This trend would impact the issue by the availability of resource or lack of, to address the issue.

Trend #2 Intermingling of Races

This trend reflected the belief that the future would consist of a more diffused ethnic make up. It also reflected a hope that this would also create a more homogenous ethnic future. There did appear to be more of a consensus as to the extent this will happen in the Nominal projection than in the Normative projections.

The impact of this trend seems to reflect the changing ethnic makeup of the future work force. In conjunction with increasing immigration and birth rates in minority groups, a trend towards inter-racial marriages is predicted in the future and will contribute to the continuing change in the ethnic makeup of our society. This trend would reflect part of the change in the work force.

Trend #3 Individual Values

The next trend identified by the group was one of individual values. This trend made the top ten in the first round of balloting. During the clarification step this trend was further defined as, personal motivation, career plans, work ethic, etc. This trend agreed with the earlier literature search.¹¹

The group was not as cohesive in coming to agreement on what the changing values would be but only that they are changing. Although the group was unable to reach

an agreement as to the exact definition of this trend, their consensus that it was occurring and would have a strong impact upon the issue, reinforced what the author had found in a review of literature research on the next generation.

The forecasted change in individual values helps to define the future work force and how it will differ from the past.

Trend #4 Media Scrutiny

This trend made the top ten list on the second ballot. During the discussion phase the consensus seemed to be one that the current level of media scrutiny of law enforcement would continue at a high level, with a slight increase each year in the future. This reflected the events in 1992 with the media and the attention given to the beating of a black man in Los Angeles by the police during an arrest. The beating was video taped by a witness and the subsequent criminal trial and civil trials became a media event.

During a subsequent discussion with a focus group, this trend was augmented with an observation that the future might include technological changes such as live video from cameras in the patrol car or from helmets worn by officers. This would permit direct observation by supervisors and dispatchers, but would also include the media.

Trend #5 Liability concerns towards Training

The panel noted the trend in liability law suites with the resulting pressure to mandate increased training. They felt that this trend would increase in the future and would continue to be a driving force on the topic issue. This also reflected the continuing concern about the economic impacts on the issue: where the money come from for this increase in mandated training? This concern continued to affect many of the subsequent trends and their evaluations.¹²

A review of new legislation, revealed an increase in the number of new training mandates in areas such as, ethics, domestic violence, child abuse, cultural awareness and other areas.¹³

The impact upon the issue was that liability concerns will become a driving force in future changes to the FTO program.

Trend #6 Standards of Training

It expressed the concern that the pressure felt today to lower standards to meet personnel requirements will continue on into the near future. It should be noted that this trend was originally nominated by one of the law enforcement practitioners. Each of the practitioners who had worked with a FTO program expressed this concern of a perceived demand to lower standards, but one that was not articulated in formal policy.

This pressure will have an affect on both the issue and the strategies selected to address the issue.

Trend #7 Style of Learning

This trend was described by the participant nominating it as: "a change in the style of how people will learn in the future."¹⁴ The increased use of technology and the increasing technological literacy of the work force was also reflected in this belief. Most participants assumed that the future work force would be far more proficient with using computers than the present generation.¹⁵

This projected change in styles of learning also suggests a corresponding change in styles of teaching, a basic premise in the thesis of this study.

Trend #8 Number of Women in Top Management

The trend was defined as a continuing increase in the number of women in top management. A variation between the nominal and normative forecasts was noted from several of the other participants, most notably from the law enforcement practitioners.

The author's research in this agrees with the trend in that "baby-boomer" women will continue to push the glass ceiling higher in management, but that the next generation of women entering the workforce may not have the same career desires.¹⁶

The impact upon the issue will be seen in the decisions made by these women concerning the issue and sub-issues.

Trend #9 Complexity of Hiring Process/Attrition in the Work Force

This trend represented the combination of two trends; the increasing complexity of the hiring process and a corresponding increase in the attrition rate of both employment candidates and probationary employees. Again, an underlying feeling of frustration with the present seemed to project itself into a pessimistic future.

The impact on the issue will be one of increased pressure and complexity in all phases of training. As the hiring process becomes more complex, a greater investment of both time and money will be made in each new recruit. This will increase the pressure to retrain the recruit as noted in Trend #5. The antithesis of this trend may be a corresponding increase in the complexity of firing someone who fails the FTO program.

The final half of the trend impacts the issue in that a higher attrition rate will also feed the pressure to recruit and retain more people.

Trend # 10 Immigration Problems

This trend was defined as an increase with both law enforcement and social problems arising from the increasing number of illegal immigrants entering the state.

The impact of this trend affects both the future work force and the increasing demands that will be placed on the new employee in the future. A recurring theme in the Futures Files was that of the economic impact of immigration upon the economy.¹⁷

This trend will impact the issue by virtue of its impact on the workforce. Not only will there be a generational change in the future workforce, but also gender and ethnic one as well. Many of the immigrants will enter the work force, to include law enforcement.

EVENTS

TABLE 2

| Event Evaluation Form | | | | | | |
|-----------------------|---|---|---------------------------|----------------------------|--|------------------------|
| Event # | EVENT STATEMENT | *Years Until Probability First exceeds Zero | *PROBABILITY | | IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED | |
| | | | 5 Years from now (0-100%) | 10 Years from now (0-100%) | *POSITIVE (0-10 scale) | *NEGATIVE (0-10 scale) |
| 1 | U. S. Stock Market Crashes | 3 | 7.5 | 17.5 | 0.25 | 9 |
| 2 | State of Calif. declares Bankruptcy | 3 | 22.5 | 50 | 0 | 10 |
| 3 | Calif. repeals Prop. 13 Mandates | 2 | 30 | 45 | 4 | 4 |
| 4 | State eliminates all Funding for POST | 2 | 15 | 25 | 1 | 9 |
| 5 | U.S. Economy enters National Depression | 3 | 15 | 40 | 1 | 8 |
| 6 | Calif. splits into Three New States | 3 | 12.5 | 25 | 3 | 5 |
| 7 | Calif. ceceeds from Union, joins Mexico | 5 | 0 | 0.5 | 0 | 9 |
| 8 | Community Colleges withdraw from POST | 1 | 15 | 22.5 | 1 | 8 |
| 9 | State Police assume all Law Enforcement Tasks | 5 | 0 | 3.5 | 2 | 6 |
| 10 | All Drugs are legalized for Personal Use | 3 | 7.5 | 15 | 1 | 7 |

**Panel Median N=8 *Nominal/Normative

During the introduction an attempt was made to stimulate spontaneous generations of ideas in a nonjudgemental environment. This produced a large number of events that reflected many divergent concerns about the future. While the variations provided many unique events that all had some probability of occurring, the events were all given quite

low probabilities of happening. This seemed to epitomize an apprehension with what the future will hold.

The variety of events did provide an interesting group for inclusion in the scenario generation phase of the study.

Event #1 U. S. Stock Market Crashes

The prediction of a crash (sudden decline in the average value of stocks) in the U. S. stock market was one of the first events nominated and made the top ten list on the first ballot. While discussed as a possible event it received low median probabilities of occurring.

This event is notable as a continuing concern on the dire economic outlook for the near future. Again, a latent feeling of impending economic doom underlay much of the exercise. The economy is an intricate part of both future problems that may affect the issue and possible solutions to those problems. Thus, the economic concerns express by the NGT panel became a reoccurring, driving force behind other events.

Event #2 State of California declares Bankruptcy

This was also one of the first events nominated and also received the most votes. This reflected the overall pessimistic attitude with both the national and state economies. The fact that all of the participants were government employees might reflect this concern with the economy and the current impact of fiscal constraints on everyone.

At the time of the NGT, each participant was looking at budget reductions in their respective agencies. This event is connected to the previous event, again exemplifying the economic concerns constantly on the minds of the NGT panel.

The financial impact upon the Field Training program will make it more difficult to address the problems associated with the issue.

Event #3 California repeals Prop. 13 Mandates

While this event was nominated early in the process, it did not make the final list until the second ballot. The participants who were education practitioners seemed to favor this event. The criminal justice practitioners were far more pessimistic about the probability of this event. It is also related to the overall concerns with the economy and the funding of government services.

Subsequent discussions among focus groups, Modified Delphi Groups (MDG) and associates of the author, indicated that this event was not only wisely selected, but that the probability of its occurrence could be adjusted to a higher level after five years.

This event will help to mitigate the negative impacts of the trends and events that will decrease the available revenue for program such as Field Training.

Event #4 State eliminates all funding for POST

This event was also firmly grounded in the concern of the impact of the economy on all phases of the government. There also appeared to be some humor intended as the agency most likely to be assigned a large part of finding the solution to the problems associated with the issue would also be the most likely one to be eliminated as problems increased.

The impact upon the issues will be to increase the difficulty in solving problems as POST has provided the major impetus and guidelines for the Field Training Program.

Event #5 U. S. Economy enters National Depression

This event seemed to be a variation of the other economic events, but in reviewing each, the participants felt that this was a unique and independent event. The impact of this event would be great but it was given low probabilities of occurring.

A year after the NGT panel developed the possibility of this event, there is very little consensus among leading economists as to the chance of this event occurring in the next ten years.

A national depression will have a greater economic impact upon Field Training program than many of the other economically oriented trends or events.

Event #6 California splits into three New States

This event had been recently discussed in the news media. This forecast represented an acknowledgment of both current events and the short term possibility of occurrence. The impact of this event seemed to be somewhat unclear. While most participants agreed that the impact would be negative, there was less consensus as to how negative it would be and for whom.

Event #7 California secedes from the U. S. and joins Mexico

This quickly became a "wild card" event. The fact that it made it through both ballots caused the author to explore the issue further with some of the participants. It was connected with the trend of immigration problems and a foreboding that demographic changes could foretell significant changes in the political makeup of the state.

While the author thought this event was improbable, its nomination and final selection did add to the development of the possible scenarios. A wild card event creates the opportunity to explore the possible scenarios and create a further discussion and review.

Event #8 Community Colleges withdraw from POST

This event also represented an economic concern with current programs. While this was suggested by an education practitioner it made the list during the final ballot.

It was postulated by the group that the economic problems of both the State and of the local economy would impact the Community College's ability to participate in the academy program.

The pessimistic outlook then led to the hypothesis that the future would hold further problems as the economic problems cascaded into other problems, creating a synergistic effect.

Event #9 State Police assume all Law Enforcement Tasks

This event also represents an economic concern with how local agencies will find the revenue to fund law enforcement in the future. The panel felt that the possibility that the state would step in and take over local law enforcement was a possibility. The impact on the issues was one of the possible consolidation of training efforts.

Several members of the panel felt that a larger, consolidated agency would be more able to address the future needs of the Field Training Program. By nature of its larger size, a state agency can bring more resources to bear upon a problem. It was also felt that a state agency would have a much larger pool of expertise upon which to draw from.

Event #10 All Drugs are legalized for Personal Use

Again, this event might be described as a "wild card." It reflected a contemporary concern of the law enforcement practitioners that the resources devoted to fighting criminal drug violations may not be effective.¹⁸ The education practitioners seemed to be swayed by their votes, although there was no discussion on this topic during the voting.

CROSS-IMPACT ANALYSIS

Cross-Impact analysis attempts to improve the accuracy of scenario forecasting by taking into account the impact of each event or trend against the others.¹⁹ If more than

one event or trend occurs in the scenario, each might have some impact upon the other, such that the probability of the original event or subsequent events changes. In this use, the decision as to what the extent of each cross impact could be was determined by expert judgment. The group consisted of the author and two sergeants from the issue development phase of the study. In each case, the occurrence of a cross impact and the magnitude of the impact are based upon the subjective judgment of the reviewing group.

Event #2, U. S. Stock Market Crashes was impacted by some, but not all of the other events. (Table 23) It was impacted by the following events:

#3, State of California declares Bankruptcy Impact 5

If the State of California declared bankruptcy, then this would have some type of impact on the U. S. Stock Market. The positive number represents the extent that Event #3 would impact or change Event #2.

#7, California repeals Prop. 13 Mandates Impact -20

If California was to repeal the Proposition 13 mandates that restricted the ability of local government to increase property tax assessments or rates. This would have a possible impact upon Event #2. The group believed that the impact would be one of decreasing the probability of Event #2 occurring.

#12, U. S. Economy enters into National Depression Impact 40

The correlation between Event #2 and Event #12 was more apparent. If the U. S. economy were to enter into a national depression then this would most likely impact the U. S. stock market in a negative manner, thus increasing the probability of Event #2 occurring..

#24, California secedes from Union, joins Mexico Impact 15

The unlikely event of California seceding from the Union and joining Mexico was somewhat of a wild card event. It was placed on the top ten list by the MDT group and was added to the events list. The Cross-Impact review group felt the circumstance that would result in Event #24 occurring would also impact Event #2, making it more likely to happen.

Events #8, #18, #22, #34, and #36 were thought to have no impact on Event #2. A positive number represents an increase in the probability that the original event will occur. A negative number represents a decrease in the probability that the original event will occur. The original probability for Event #2 was 17%, after adjustment taking into account the possible impacts of the other events, the estimated new probability was 30%

Each event was reviewed for the possible impact of the other events. The estimated impact was entered into the Cross-Impact Evaluation Matrix (CIEM), which calculated the final impact for the event. The CIEM was a basic spread sheet program template that had the cross-impact formula entered into each cell. This allowed the user to enter the starting probability for each event and the impact of the other events. The spreadsheet automatically calculated the corresponding changes in probability for each impact. This process was also used showing the influence of the selected trends, at their greatest level of magnitude, upon the events. (Table 4)

EVENTS IMPACTED BY EVENTS

TABLE 3

| CROSS-IMPACT EVALUATION MATRIX | | | | | | | | | | | |
|--------------------------------|----|----|-----|----|-----|-----|-----|-----|-----|-----|---------------------|
| Initial Prob--> | E2 | E3 | E7 | E8 | E12 | E18 | E24 | E25 | E32 | E36 | Final Probabilities |
| | 17 | 50 | 30 | 25 | 40 | 25 | 1 | 22 | 4 | 15 | |
| E1 17 | X | 5 | -20 | 0 | 40 | 0 | 15 | 0 | 0 | 0 | E1 30 |
| E2 50 | 45 | X | -25 | -5 | 45 | 70 | 15 | 0 | 10 | 0 | E2 85 |
| E3 30 | 45 | 45 | X | 0 | 75 | 0 | 78 | 0 | 25 | 0 | E3 92 |
| E4 25 | 35 | 60 | -20 | X | 45 | 60 | 80 | 0 | 0 | 0 | E4 89 |
| E5 40 | 78 | 65 | 0 | 0 | X | 15 | 45 | 0 | 0 | 0 | E5 90 |
| E6 25 | 15 | 75 | 0 | 60 | 40 | X | 40 | 0 | 0 | 0 | E6 96 |
| E7 1 | 35 | 50 | 0 | 0 | 65 | 0 | X | 0 | 0 | 0 | E7 58 |
| E8 22 | 35 | 80 | -25 | 60 | 45 | 10 | -30 | X | 35 | 0 | E8 97 |
| E9 4 | 75 | 45 | 25 | 10 | 20 | 10 | 50 | 0 | X | 0 | E9 60 |
| E10 15 | 25 | 30 | 0 | 0 | 45 | 50 | 50 | 0 | 0 | X | E10 65 |

| | |
|-----|---|
| E1 | U.S. Stock Market Crashes |
| E2 | State of Calif. declares Bankruptcy |
| E3 | Calif. repeals Prop. 13 Mandates |
| E4 | State eliminates all Funding for POST |
| E5 | U.S. Economy enters National Depression |
| E6 | Calif. splits into Three New States |
| E7 | Calif. secedes from the Union, joins Mexico |
| E8 | Community Colleges withdraw from POST |
| E9 | State Police assume all Law Enforcement |
| E10 | All Drugs Legalized for Personal Use |

EVENTS INFLUENCED BY TRENDS

TABLE 4

| CROSS-IMPACT EVALUATION MATRIX | | | | | | | | | | | |
|--------------------------------|----|----|----|----|-----|----|----|----|----|-----|-------------------|
| Initial Probability | T1 | T2 | T3 | T4 | T5 | T6 | T7 | T8 | T9 | T10 | Final Probability |
| E1 30 | 40 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E1 53 |
| E2 85 | 40 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E2 57 |
| E3 92 | 10 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E3 98 |
| E4 89 | 15 | 0 | 0 | 0 | -20 | 0 | 0 | 0 | 0 | 0 | E4 82 |
| E5 90 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E5 90 |
| E6 96 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E6 96 |
| E7 58 | 0 | 10 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 10 | E7 71 |
| E8 97 | 0 | 0 | 0 | 0 | -15 | 30 | 0 | 0 | 0 | 0 | E8 99 |
| E9 60 | 20 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E9 71 |
| E10 65 | 0 | 0 | 25 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | E10 78 |

| | | | |
|-----|---|-----|---|
| E1 | U.S. Stock Market Crashes | T1 | U. S. Economy |
| E2 | State of Calif. declares Bankruptcy | T2 | Intermingling of Races |
| E3 | Calif. repeals Prop. 13 Mandates | T3 | Individual values |
| E4 | State eliminates all Funding for POST | T4 | Media scrutiny |
| E5 | U.S. Economy enters National Depression | T5 | Liability concerns towards training |
| E6 | Calif. splits into Three New States | T6 | Training standards |
| E7 | Calif. secedes from the Union, joins Mexico | T7 | Style of learning |
| E8 | Community Colleges withdraw from POST | T8 | Number of women in top management |
| E9 | State Police assume all Law Enforcement | T9 | Complexity of the hiring process/Attrition rate |
| E10 | All Drugs Legalized for Personal Use | T10 | Immigration problems |

The word scenario comes from the theater. It is an outline of the plot or what will happen in the story. By using Multiple Scenario Analysis (MSA) the forecaster deals with ranges of trends and event.²¹ These provided a framework in which the possible scenarios or futures can be discussed and evaluated for strategic planning. A good scenario must have certain elements. There should be rational, explicit and documented analysis of trends and events over a period of time. Alternative scenarios based upon a common set of data, events and trends, should be produced. The outcomes of the multiple scenarios should be internally consistent with each other. Finally, they should provide different views of the future that can be used for planning and decision making.²²

To develop the scenarios used in this paper a program called The SIGMA Scenario Generator²³ was used. The final probability of each trend and event was derived from the Cross-Impact Evaluation Matrix. These were then entered into the SIGMA program to produce a data file consisting of the list of events, their probability, and the positive and negative impact of each.

Starting with the list of events, fifty scenarios were generated by changing the starting seed number for each scenario. Given a specific run, increasing the seed number by 1, it was noticed that the program began to alter the probability of each event, approaching a probability of approximately 90% for each event. When the series of the seed numbers was changed, the original probabilities, as derived from the cross-impact analyses, returned. The program was limited to running about 10 "events" for each scenario.

In reviewing the fifty scenarios that were generated, different families of scenarios began to appear. Some would occur only once, others would be very similar and were then grouped together as a family. Three scenarios were selected to represent the Nominal Scenario, the Normative Scenario, and the Hypothetical Scenario.

The Nominal Scenario occurred the most often, as a family group, in the fifty program runs. The Normative scenario consisted of a family that presented the most

desired future. Finally, the Hypothetical Scenario was chosen from those runs in which all of the events occurred. After selecting each of the three types of scenarios generated from the event data file, corresponding trend scenarios were generated using identical seed numbers for each type. This resulted in three unique scenarios that incorporated both events and trends from the earlier phases of the study. In this way, each scenario had a common basis of trends and events, selected and evaluated using expert judgment.

Normative Scenario

The Journal of Field Training Officers, Volume 38, No. 2, 2004

The last ten years has been very eventful for both the citizens of this state and law enforcement as a profession. Just four years into the next millennium, and much still stands before us. Looking back at the last ten years may help us understand how we arrived at this point today and what the future may hold for us.

In an attempt to mitigate the financial hardship of the state, the voters decided to split the State of California into three new states in October, 1994: North California, retaining Sacramento as the capitol; South California, comprising the central portion of the state, with its capitol in San Jose; and the new State of Atlantis, with Los Angeles as its new capitol. North and South California formed a joint agency to replace POST. Atlantis decided to form its own version of POST and several new guidelines for the Field Training Program were developed, such as channeling, holistic crisis intervention using herbs and other programs.

Political forces increased the pressure to lower standards in the Field Training Program in an attempt to increase the diversity of the work force in December, 1994. This was countered-balanced by liability concerns. In July, 1999, a seminal work was published by San Jose State University, Administration of Justice program, that documented the changing trends in individual values. The new emerging generation, the

"Post Baby Boomers" or "Generation X" was the target of the study. The lessons learned from this study were quickly incorporated into the Field Training Program.

California repealed Proposition 13 (passed in 1977) mandates releasing the constraints placed upon local government and its ability to raise revenue. The Field Training program was one of the first recipients of the new funds. The state continued to try usurp the traditional methods of raising local revenue and discussions were held to establish a local income tax in several areas. This increased taxation helped the cities in the short run but caused an unforeseen economic impact to the rest of the state as both business and private individuals moved out of the state to escape the increasing taxation.

The new millennium ushered in a period of increasing numbers of women in top management. The turn of the century represented the breaking of the glass ceiling that had stifled the careers of many women. The executive staff of several Field Training programs reflected this change.

The U. S. economy entered a period of decline in November, 2000, that continued for several years, resulting in a national depression in March, 2002. This only exacerbated the economic problems that had plagued local government in the last ten years. The major driving force of the last ten years was the economy. The loss of funds continued to hurt local training programs, such as the Field Training program. To paraphrase a message told to the one term president, 1993-1997, Bill Clinton; "It was the economy." The election of President Perot in 1997, slowed the decline of the national economy, but the final results are only starting to be seen today.

The new century also saw an increase in concerns about liability issues in law enforcement in March, 2001. Field Training programs were subject to these increasing liability concerns. This resulted in further mandates from the state in the area of training. Hand-in-hand with the increasing liability concerns their arose an increase in the media scrutiny of the police. As law suite followed law suite, the media began to increase its observation of the police. Roving television units would follow patrol cars or respond to

incidents. The press was successful in requiring access to all police video tapes from routine patrol and booking areas. This increased exposure resulted in some behavior modification by uniformed personnel but it also increased the number of occasions where the police refused to take action fearing liability or crucifixion by the press.

To add insult to injury, given the economic problems facing the state at the time, all funding for POST was eliminated in November, 2002. This soon proved to be a disaster when looking back at the concerns that preceded this decision, such as liability issues. Field Training programs across the state are still struggling to recover from these cutbacks. The profession has yet to recover from this loss.

What will the future hold for law enforcement in the state of California? In the words of governor Julio Rodriguez-Chavez, "*¿Quién sabe?*"

SUPPLEMENTAL TRENDS

In addition to the trends identified by the NGT group, the author also reviewed trends discussed in the literature research that might impact the issue. These included the following trends. Marvin Cetron, in "An American Renaissance In the Year 2000"²⁴ identified several trends that will impact the issue in this study:

Demand for lifelong education and training services will heat up throughout society.

New technologies will greatly improve education and training.

Business is taking on a greater role in training and education.

Education costs will continue to rise.

School districts throughout the United States are reinventing the educational system.

Educational institutions will pay more attention to the outcomes and effectiveness of their programs.

Improved pedagogy-the science of learning-will revolutionize education.

Institutions of higher education are shrinking.

Specialization is spreading throughout industry and the professions.

More women will continue to enter the labor force.

Women's salaries will slowly approach men's

More African Americans and other minority groups are entering the labor force.

Workers are retiring later.

Unions will continue to lose powers.

Second and third careers are becoming common, as more people make mid-life changes in occupation.

The work ethic is vanishing from American society.

In their book, Future Work, Coates, Jarrat and Mahaffie also identified several trends that will impact the issue in this study.²⁵ Several of the trends identified by this group were similar to those identified by the NGT group earlier in this study:

Increasing diversity in the work force: making heterogeneity and flexible management work.

Hispanics are the largest fast-growing minority population in the United States.

Women move gradually into the executive suite

A shrinking labor pool creates opportunities for traditionally underemployed workers.

The changing nature of work: training and reeducation for a knowledge-based work force.

New critical skills are emerging.

Training and education budgets stay high as corporations stretch for new results.

The cooperation reaches deeper into the educational system to influence the quality of its supply of workers.

Office automation thrives despite questionable gains in productivity.

Artificial intelligence is jerkily moving from the laboratory to practical application.

The author has added these trends to supplement those identified by the NGT group to facilitate the following policy discussions and to better set the background for later sections of this study.

POLICY IDENTIFICATION AND ANALYSIS

The normative scenario forecast, that of attaining a desirable future was isolated for policy development and analysis. Utilizing this scenario environment, five policies were isolated from a candidate list of sixteen. These policies were selected by a focus group assembled after the futures study.

The MDT group used earlier became a Modified Policy Analysis (MDA) group. The policies were screened using the following criteria:

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

The policies identified were:

Policy #1: Support increased hiring standards for trainees and increase spending for recruitment, screening, and hiring.

Policy #2: Greater effort in selecting the best FTO staff.

Policy #3: Monitor the evaluation of the trainees to assess the quality of the program.

Policy #4: Periodic evaluation of the FTO staff and program.

Policy #5: Assess community satisfaction with the FTO program.

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:Individual Values

The policies selected are designed to complement the changing individual values of both the trainee and of the FTOs, who are often from the same generation. The constant monitoring and assessment of how well the program is doing will also indicate the programs ability to adapt to the new values of the recruits.

Trend:Media Scrutiny

The increase in media scrutiny can be combined with the continuing evaluation of the staff and program. The media can become an integral part of the feedback system, assessing both community attitudes and the impact of changes upon meeting the mission objectives of the program

Trend:Liability Concerns for Training

The policies selected reflect the concern with this trend. The rising cost of liability, combined with the other fiscal hardships, acts as a driving force for much of the issue. While the eventual cost of attrition and poor performance are factors, liability costs are more often sudden and have a much higher profile in the public eye. Each of the policies supports efforts to address this trend.

Trend: Style of Learning

The evaluation of trainees will provide feedback as to how the training. Again, as with the trend in changing individual values, these policies will help to evaluate the program and how well it's working. The policies are also intended to be followed up with corrective action when problems are discovered.

Trend: Complexity of Hiring Process/Attrition in Work Force

The policy of increasing hiring standards, combined with a greater investment in retention should help to alleviate the problem presented by this trend. The increasing complexity of the hiring process is both a problem and a result of the attempts to solve the other half of the problem, the attrition rate.

THE FUTURE

The driving force in the majority of trends and events was the economy. Fears about the future of the economy and how government will pay for services permeated the NGT group. As noted earlier, the fact that all of the participants were government employees may explain this pessimism. Changing individual values, increasing number of women in top management, hiring process complexity/increasing attrition, and the intermingling of races also seemed to be driving forces in the list of trends.

The list of events was also topped by economic concerns with the state declaring bankruptcy, the ending of all funding for POST, and a national depression. Even the legalization of drugs appeared to be more of a concern for the economic impact of enforcing drug laws than any concerns for personal liberties. The stock market crash, repeal of Proposition 13 mandates, and the splitting of the state into three new states also reflected the economic concerns of the NGT group.

While the other trends and events present material for review and speculation, the driving force for the immediate future of law enforcement, in the State of California, will

be the economy. Not only will law enforcement need to find new ways to do things they must also become more economical. Every day law enforcement will be forced to "get more bang for their buck."

In light of the economic bent of the results, it should also be noted that this affected many aspects of the topic, "the impact of the changing work force." The changing learning styles and individual values, along with the changing make-up of the work force also will drive the topic issue in the future.

How does this relate to policy implications? Law enforcement practitioners must incorporate these trends and events into future policy planning. A common theme arose in the research and scenarios. This must be taken into account when planning for the future.

SUMMARY

In researching the issue, the author used the STEEP taxonomy in scanning literature and other materials that had some type of relevance to the issue:

"The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the Year 2003."

Part 1 of the thesis, A Futures Study, demonstrated that the future work force will have an impact upon law enforcement in general and the Field Training Program specifically. The NGT panel identified several trends and events that they felt would impact the issue.

While the trends and events had a definite pessimistic outlook towards the economy, several elements were identified that concurred with the literature search. Specifically, the change in individual values and in the style of learning was seen in the research about the post baby-boomer generation or the next generation.

The author was able to elicit some ideas from the NGT and the later MDG group about these changes or the differences between the two generations, but had to rely heavily on recent studies to support the observations. The next generation is as different from the current generation as other generations have been from each other. The basic

premises which underlay past training programs, to include motivation, education, experience, etc. must be rethought in light of this change in generations.

The changing work force will impact Law Enforcement Field Training Programs by the year 2003. These changes will also impact the FTO program guidelines, the FTO staff and the needs of the department. Events and trends in the future will also impact the Field Training Program, but the changing work force will continue to be a driving force in these areas. A review of these trends and events will help law enforcement to better deal with the future.

ENDNOTES

- ¹Alvin Toffler, Future Shock (New York: Bantam Books, 1970), 9.
- ²Harper W. Moulton and Arthur A. Fickel, Executive Development, Preparing for the 21st Century (New York: Oxford University Press, 1993), 148-9.
- ³"How Generations Differ," USA TODAY, 30 July 1993.
- ⁴"Top concerns of U. S. workers," The Californian, 7 September 1992.
- ⁵R. Edwin Deutsch, "Tomorrow's Work Force: New Values in the Workplace," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 8-11.
- ⁶James R. Metts, "Super Cops, The Police Force of Tomorrow," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 71-76.
- ⁷Gene Stephens, "Crime and Punishment, Forces Shaping the Future," in The 1990s & Beyond, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1990), 98.
- ⁸David Day, The Environmental Wars (New York: Ballantine Books, 1989), 3-5.
- ⁹Penelope Lemov, "The Decade of Red Ink," Governing August 1992, 22-6.
- ¹⁰Deutsch, "Tomorrow's Work Force," 8-11.
- ¹¹USA WEEKEND. "Survey results from 126,000 teens," USA TODAY, 21-23 August 1992.
- ¹²Robert L. Snow, "ACCREDITATION: A 21st Century Necessity?" Law and Order, September 1992, 84-88.
- ¹³Legislative Update 1993, (Sacramento, CA: California Peace Officer's Association, 1993)
- ¹⁴Marvin J. Cetron, "Class of 2000," in The 1990s & Beyond, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1990), 41-47.
- ¹⁵James R. Metts, "Super Cops: The Police Force of Tomorrow," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 71-76.

¹⁶Peterson, Karen S., "Women's magazine explores X-ers choices," The Californian, April 26, 1994.

¹⁷Associated Press, The. "Factions debate whether influx of immigrants hurting or helping," The Californian, June 10 1993.

¹⁸Associated Press, The. "California police see drug war as a lost cause, racist battle," The Californian, 12 May 1993.

¹⁹James L. Morrison, William L. Renfro, and Wayen I. Boucher, Futures Research and the Strategic Planning Process: Implications for Higher Education, ASHE-ERIC Higher Education Research Report No. 9, (Washington, D.C.: Association for the Study of Higher Education, 1984), 58-62.

²⁰Ibid., 72.

²¹Heydinger and Zentner, "Multiple Scenario Analysis: Introducing Uncertainty into the Planning Process", 52.

²²Millett and Honton, A Manager's Guide to Technology Forecasting and Strategic Analysis Methods, 69.

²³William L. Renfro, The Sigma Scenario Generator, (Washington, D.C.: The Policy Analysis Co., Inc., 1993)

²⁴Marvin Cetron, "An American Renaissance In The Year 2000," The Futurist, March-April, 1994, insert.

²⁵Jospeh F. Coates, Jennifer Jarratt, and John B. Mahaffie, Future Work: Seven Critical Forces Reshapoing Work and the Work Force in North America, (San Francisco: Jossey-Bass Publishers), *ix-xii*.