Alternative Career Paths: Application to Law Enforcement

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Abstract

An examination is conducted of the traditional definition of "success" in law enforcement - promotion. Alternatives are explored to allow a new definition - job satisfaction at any rank through the pursuit of excellence. By the year 2004, incentives are explored that would encourage the adoption of that new definition by law enforcement officers through the selection of alternative career paths (those other than promotion). Financial, non-financial, and status incentives are proposed. The study includes trend and event evaluations, references, and a bibliography.

ALTERNATIVE CAREER PATHS

TECHNICAL REPORT

ERIC A. LILLO

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ALTERNATIVE CAREER PATHS

INTRODUCTION

BACKGROUND

Ever since the beginning of "modern" police departments about a century ago, almost all have adopted a paramilitary orientation.[1] As a result, in those agencies, for the individual employee, "success" in police work has been synonymous with "promotion".[2] Anyone in law enforcement may be doing a good job, may be helping the department achieve its goals, and may be doing many of the things that officers are supposed to do including arrests, answering calls, and helping the public. However, regardless of those efforts, the traditional view has been that if an officer has not received a promotion within the past few years, he or she has been a failure. In fact, even for those officers who have been transferred to new assignments, if they have remained at the basic police officer level throughout their career, they have been considered unmotivated, unable, or unsuccessful.

Unfortunately, for many law enforcement employees at every rank, promotion has taken a difficult turn. The budget reductions from "Proposition 13" types of initiatives, the difficulties caused by recession, and the trend to "flatten" organizations have made promotion difficult.[3] In addition, demographic changes and the emphasis on affirmative action for minorities and women have limited promotional opportunities for some employees.[4] Even employees who had attained a relatively high rank now find

that their promotional opportunities are over. As a result, in many agencies, opportunities for promotion have been few.[5]

As one example, the ranks of captain and higher today comprise fewer than one percent of the total number of positions on some major police agencies.[6] If the traditional definition of success was to be retained, could these organizations really consider that 99% of their people had not reached a level of success? Could they really be considered failures?

The answers to these questions depend on each individual's personal definition of success. Law enforcement agencies have many promotional ranks. For some, success would be defined as attaining the rank of sergeant or lieutenant. For others, success would be considered no less than the attainment of the rank of deputy chief. However, for the vast majority of employees, because of human nature, success is defined as the attainment of a position <u>higher</u> than the one they currently occupy.[7] As a result, there is a tremendous pressure to promote -- even if the increased responsibility is not desired.

There is another reason that promotions are sought. In law enforcement, because of the very nature of Civil Service, promotions result in increased pay and status in addition to increased responsibility.[8] Unfortunately, in most cases, no other option has been available to obtain an increase in pay, benefits, and status. As a result, many candidates apply for promotion even when they do not desire the increased responsibility over others that comes with those promotions.

Why is this issue an important one for law enforcement during the next decade? The traditional definition of success demands that officers at all ranks seek promotion. However, promotions will be increasingly difficult for most. This "catch 22" has the potential to leave many employees unsatisfied, frustrated and disgruntled. Such a situation would present major problems. The challenge for effective managers and law enforcement administrators during the next decade is clear. Can a system of dual or multiple career paths be devised that will ensure job satisfaction for those employee while still retaining a promotional system for those who truly want the responsibility that comes with those positions? Such a system would constitute the implementation of Alternative Career Paths (ACP's).

Section Overview

This first section of this report provides an introduction. The importance of Alternative Career Paths is presented and the need for change is emphasized. A review of the literature is included to establish an historical background on how the present situation developed. ACP's are defined. Emerging issues, trends, and events are discussed. The issue question is then introduced and sub-issues are identified. The section concludes with a futures wheel as a part of a discussion defining the issue.

LITERATURE SCAN

Historical Perspective-Selecting Leaders and Defining Career Paths

Leadership has been defined in many ways over the centuries.

James M. Kouzes and Barry Z. Posner credit Vance Packard with a definition of leadership as:

> "Leadership appears to be the art of getting others to want to do something that you are convinced should be done."[9]

Leadership is essential for all major human endeavors. It offers the ability to coordinate efforts toward a unified goal. Without this factor, efforts, no matter how intense, will work in opposition to each other and eventually lead to failure.

The necessity for leadership has been understood for thousands of years. At the dawn of civilization, every tribe and society selected leaders in the form of chiefs and kings. If these leaders became ineffective, they were replaced--often immediately through violent means. As the centuries passed, formal hierarchies were established with leaders responsible for leading other leaders. At the same time, the difference between effective leadership and a position of leadership was beginning to be understood.[10] The complexity of the hierarchial system did not always allow for the removal of ineffective leaders.

Attila the Hun understood the difference between effective leadership and a position of leadership. He organized his tribes on the basis of effective leadership. Leaders were promoted because they could do the job. If it was revealed that anyone could not handle the responsibilities, removal was swift. He recognized the powerlessness of those in the Roman Empire who were placed in leadership positions but who had not developed

leadership skill through practical experience. The Romans had evolved a system that often used promotion as a reward for political or nepotistic reasons rather than as a reward for good leadership. As a result, over time, the Huns and other tribes of "barbarians" were able to outmaneuver, outsmart, and eventually overcome the resistance of the theoretically superior Roman forces. The lack of effective leadership again resulted in disaster. While the Romans had tremendous advantages in the form of modern equipment, larger numbers of troops, and fortified cities, the Huns were able to overcome the Romans through effective leadership (or through the Roman's lack of it).[11]

During the Middle Ages, the importance of this concept of effective leadership was recognized by the Roman Catholic Church. The Church established an organizational hierarchy placing effective leaders in charge of other effective leaders in an organization of only a few levels, worldwide. Those levels included the selection of a pope, cardinals, bishops, priests, and deacons to staff descending levels of the organization. That organization has been so effective that it has allowed the operation of the Roman Catholic Church for hundreds of years with few organizational changes.[12]

By 1829, the challenge of effective leadership became an issue for law enforcement. The Metropolitan Police in London, England, established a military like hierarchy (constables, sergeants, inspectors, and superintendent) and adopted recruitment, selection, and training systems to put the proper people in

leadership positions and designate promotional career paths.[13]

By the 1930's, the need for effective leadership in law enforcement had become obvious. Corruption within departments had become a way of life for many. Promotional exams were often sold. Kickbacks and bribes were far too common. The need for effective leadership, rather than just someone in leadership positions, was clear.

By the 1950's, Chief of Police William H. Parker instituted major changes such as the establishment of a personnel complaint system and an Internal Affairs Bureau that worked to "clean-up" the Department.[14] Those changes were carried through by his successors. However, the conflict still existed between promotions and leadership - who was selected for promotion and why.

In the early 1970's in the City of Los Angeles, a system titled the "Jacobs System" was implemented.[15] Additional compensation was available for employees, at nearly every rank, who had more responsibilities than their peers. In concept, the Jacobs System was a strong step forward toward providing alternatives for employees other than promotion. Unfortunately, in practice, the system quickly became merely an extension of the promotional system and all of the "alternatives" merely became additional ranks on the promotional ladder with all the assorted problems previously discussed.

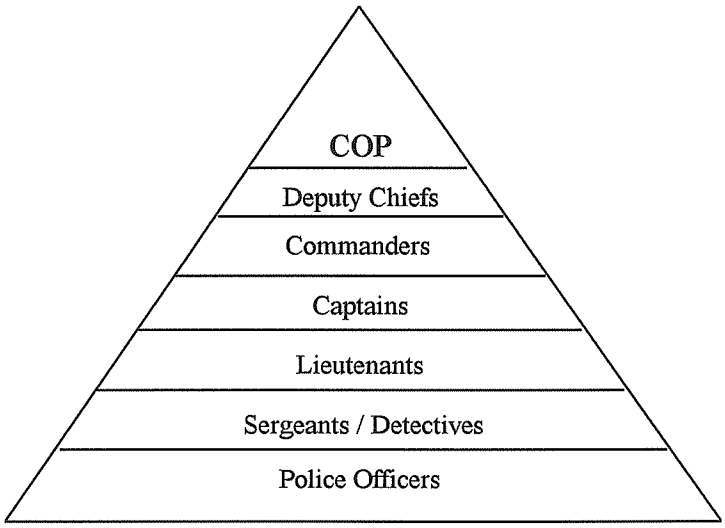
In his autobiography, Chief of Police Daryl F. Gates emphasized the value of real leadership in a position of leadership.[16] He

defined real leadership to be the ability to "get the job done" as opposed to the actions of those who merely occupy leadership positions without providing leadership. Perhaps nowhere that distinction more critical than during large civil or natural disorders. The Webster Report, which was prepared in the aftermath of the 1992 Los Angeles Riots, emphasized the need for leadership training for crisis control and the selection of the right leaders.[17]

In many respects, the overall Civil Service systems that were developed in many cities were developed in recognition of the importance of placing leaders in leadership positions and in an attempt to overcome difficulties presented by non-objective selection systems. They were also developed to control graft, remove politics, and to ensure fairness of treatment.[18] Removing personnel selections from subjective political and partisan considerations appeared at the time to allow more objective and fair promotions. The system was intended to provide a method for the best leaders to obtain the highest positions.

The Need for Alternatives

In a typical law enforcement organization, the hierarchy traditionally has been comprised of a half dozen or so civil service levels that may include the ranks of police officer, sergeant, lieutenant, captain, commander, deputy chief, and chief of police.[19] Charts depicting such a hierarchy are often drawn as shown below.



L.A.P.D. HIERARCHY

ILLUSTRATION 1

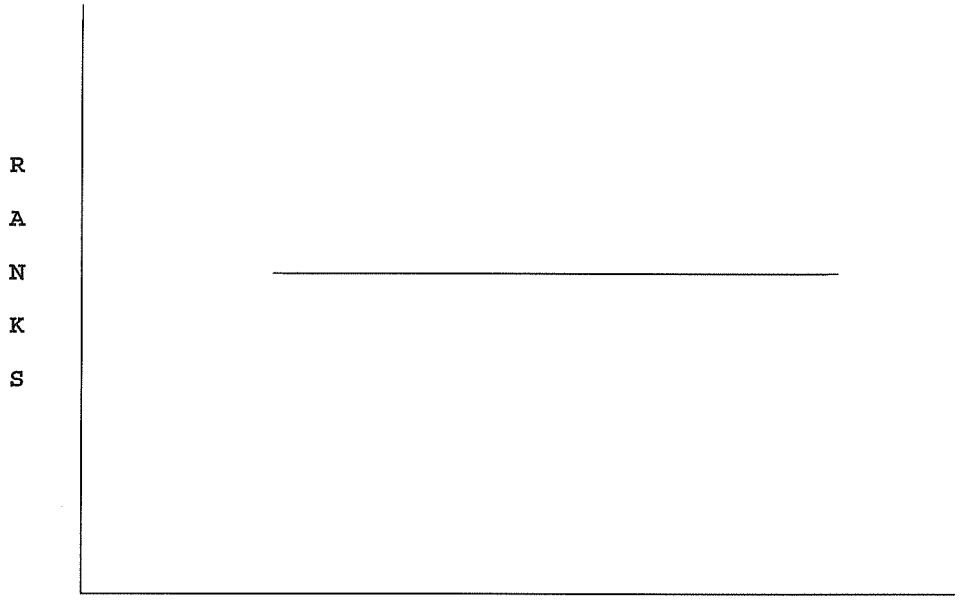
NOTE: Additional non civil service levels (such as Assistant Chief) may also be used. Those levels have not been included in this illustration.

However, those charts give the impression that the organizations are very top heavy with many management and executive positions available for promotion. In actuality, a drawing to scale of a typical hierarchy, such as the one for the Los Angeles Police Department (LAPD) depicted in the following illustration, looks almost like a flat line.[20] This is because there are only seven civil service ranks (the vertical axis on this illustration) and because there are over 7,000 employees in the organization

(the horizontal axis). As a result, the illustration reveals an extremely flat organization with few opportunities for promotion.

HIERARCHY TO SCALE

ILLUSTRATION 2



Note that the pyramid displayed in Illustration 1 flattens to the appearance of a straight line when drawn to scale. The "top heavy" appearance of the pyramid disappears.

For other law enforcement agencies it is also true that fewer than one percent of the positions are at the rank of Captain or above. Because of this, few of the remaining 99 percent of the employees will ever be able to attain that rank. If any organization were to send a "message" to its employees that promotion to the level of Captain is the only way to be successful, 99 percent of the employees would be considered unsuccessful. It would be a very undesirable state of affairs if those employees were to become unmotivated or even disgruntled

However, real success within law enforcement is not necessarily contingent upon obtaining a high rank. Many of the most effective members of law enforcement agencies are the police officers and detectives who constantly "get the job done" in their dealings with the public. The organization must be able to ensure successful employees that their efforts are appreciated and valued. It is true that a few benefits (such as overtime or longevity pay) are reserved for lower levels. However, in most cases, financial rewards, non-financial benefits, and status enhancements are only available through promotion. Some employees may be motivated exclusively by a desire to do a good job. However, in reality most people are motivated by other factors as well.[21]

Because of this, many employees seek promotion even when they do not have the necessary skills or when they don't actually have the desire to accept the responsibility.[22] Motivation drives employees to seek promotion for many reasons other than the desire for additional responsibility over others.[23] In many cases they are very successful at performing at their current level but do not have the potential for satisfactory performance at the higher level. If they do have the potential, the agency may not be able to evaluate or develop those skills. The typical agency simply does not have a sufficient number of promotional opportunities to justify assisting all employees to seek promotion. However, because promotion is the only way to increase benefits, promotion is sought. The result is an increased potential for placing the wrong people in the wrong job

resulting in an ineffective organization.

WHAT ARE ALTERNATIVE CAREER PATHS

To understand this issue, it must be clear what constitutes a traditional career path. The traditional career path for law enforcement officers has always been the promotional ladder. New police officers seek promotion to sergeant. Sergeants seek promotion to lieutenant. Lieutenants seek promotion to higher level positions. Managers in higher positions seek promotion to executive level positions. These promotions have been the principle method for obtaining increased financial rewards, non-financial benefits, and enhanced status.

ACP's, then, are any non-traditional methods for obtaining the financial, non-financial, and status benefits to assist employees in obtaining job satisfaction without requiring promotion to higher levels. For example, a financial reward would be an incentive pay system providing a bonus for goal achievement at any rank. An example of a non-financial benefit would be a provision allowing alternative work schedules (such as flex time, the 4-10 plan, or 9-80 plan) that are adapted to meet the needs of an individual employee. Status benefits would demonstrate the importance of a particular job and offer recognition to those who have done the most to assist in the accomplishment of the mission.

WHAT HAS ALREADY BEEN ACCOMPLISHED

As with many issues, the subject of ACP's is a current futures oriented subject for law enforcement only after a lengthy

evolution in the private sector. The public sector often lags private industry in management theory and practice.

During the 1970's, American business began to feel the "crunch" provided by the competition offered by successfully managed Japanese corporations.[24] Many of those corporations were beginning to bloom because of the employee oriented leadership approach provided their management.[25]

During the 1980's, American managers refocused attention on the worker and the efforts being taken to assist in the development of a shared commitment to the quality of the product. Many experiments were undertaken to develop common ideas, values, and goals. Attention to the personal worth of each employee (empowerment) was given a high priority.[26]

By the 1990's, the efforts evolved to revolutionary changes in pay--salary or hourly. Pay for performance became the hottest area in compensation for many far reaching companies. Bonus pay plans also were refined to avoid the traditional tactic of "simply paying for time" instead of performance.[27] This issue caused a re-examination of pay for executives as well. Automatic cost of living adjustments were replaced with performance related provisions.[28]

Benefits were also examined. For example, pensions were proposed for many categories of employees who had never previously been covered.[29] Medical coverage was expanded--even with increasing costs--as a recognition of the need for average workers to be

able to seek satisfaction in their selected careers.[30] However, the use of temporary workers--those without benefits--also increased as a part of a conflicting trend.[31]

Much remains to be done in the private sector. The pay, benefit, and status changes that have taken place have not yet reached all industries let alone all companies. However, much progress has been made.

For the public sector, this trend has only just begun. Clearly, the next decade will result in a re-examination of the entire relationship between law enforcement employees and their agencies. ACP's will be an issue as pay, benefits, and status are dramatically altered.

EMERGING ISSUES, TRENDS, AND EVENTS

Many California law enforcement organizations are at a crisis point because of the financial constraints imposed by the recession and the restructuring of the tax base. As a result, pressure has been placed on promotional systems. In addition, it is recognized that the purely subjective nature of selection systems for promotion that existed in the past opened the door for corruption. On the other hand, it is clear that objective Civil Service systems that have been used until recently often resulted in the promotion of candidates who were technically competent but who lacked the skills to specifically handle the job at hand.[32]

A review of some writings such as those included in the attached bibliography can lead one to ask serious questions. Can a hiring and retention system evolve in the next decade to resolve this conflict. Can such a system include consideration of the objective and subjective requirements of leadership?[33] Will law enforcement executives be prepared for the changes that will come?[34] Can alternatives be offered to employees at all levels to ensure that those seeking promotion actually desire the increased responsibility over other people? A review of social, technological, economic, and political issues may help to answer these questions.

Social Issues

California is becoming an increasingly diverse state because of demographic changes. It will become even more important for governmental agencies to make selections in a manner that not only appears to be fair and equitable, but that is in fact fair and equitable. Racial composition will change, the work force will age, and opportunities for women and minorities will be greater.[35] Affirmative Action pressures will continue with more special interest groups requesting hiring and promotional quotas and goals. In actuality, every ethnic group will soon become a minority.[36] These groups will be part of the effective leadership in law enforcement in the coming years.

Technological Issues

The dramatic expansion of technology, especially in the fields of communication and data storage, will make the understanding of

new technological tools even more important for all law enforcement employees after the turn of the century. Leadership will change. No longer will face-to-face supervision be the critical skill. Telecommuting, fax machines, the use of computers, and improved communication devices will minimize the need for employees to physically work in the same or nearby buildings. The ability to communicate, from a distance, will become much more important.[37]

Economic Issues

Leadership issues are closely tied to the economic realities of life in large organizations. Many people want to be promoted because they get paid more if they advance through the organization ranks. Others have attempted to affect their pay through disruptive union activities such as strikes, work slowdowns, and the application of political pressure. Fortunately some efforts have been made to develop a non-confrontational system for controlling pay to minimize uncertainty and political influence. For example, in the City of Los Angeles, pay was controlled for years by a process called the prevailing wage.[38] Unfortunately, recent efforts have dramatically limited the benefits of such a system. In fact, political interests were successful in introducing a ballot measure (Proposition H) that was approved by the voters that completely eliminated the prevailing wage provision.[39]

Political Issues

The need for effective leaders in law enforcement has resulted in

many actions by politicians. For example, in California, the state legislature has created the Commission on Peace Officers Standards and Training (POST) to raise the level of competence of law enforcement through standards and training. Montgomery Van Wart, in an article in Public Personnel Management, emphasizes the importance of this training at the state level.[40] There is no question that properly trained and effective managers/leaders can play a vital role in facilitating an agency's development.[41] It is clear that there is a need to develop effective leaders to deal with the challenge of providing satisfying career paths for their subordinates.

ISSUE QUESTION

Method

The prior literature review has identified a futures oriented need from which an issue question was derived.

Question

The Issue Question can therefore be expressed as:

> What alternative career paths will be available by the year 2004 for employees in large agencies.

FUTURES WHEEL

The issue question was examined by a committee in an effort to identify related sub-issues. That committee consisted of nine law enforcement middle managers from eight different law enforcement agencies. They were selected because of their experience in law enforcement, their interest in the subject presented by the issue question and their willingness to accept

the task. The members of the committee were:

Lieutenant D. Bliss, Foster City Police Department
Lieutenant C. Bolanos, Salinas Police Department
Captain J. Frazier, Inglewood Police Department
Lieutenant S. Heal, Los Angeles Sheriff's Department
Lieutenant J. Latta, Burbank Police Department
Lieutenant D. Myrick, Glendale Police Department
Captain W. Pannell, Los Angeles Police Department
Commander E. Piceno, Santa Barbara Sheriff's Department
Commander D. Watson, Los Angeles Police Department

The committee reviewed the issue question and "brainstormed" related factors that could comprise smaller pieces of the puzzle presented by the issue question (sub-issues). The committee arrived at dozens of sub-issues. A few are recorded here:

RELATED SUB-ISSUES

TABLE 1

Should pay be based on promotional success and rank?*

Can appropriate status be provided for excellent performance?*

Will Chiefs of Police be allowed to select executives at will?

Will appointing decisions be delegated entirely to personnel departments?

Will Civil Service examinations continue to be used as impartial tests?

What is the future of assessment centers?

How will the analysis of job qualifications be performed?

What method can be utilized for examining candidate qualifications?

What impact does Affirmative Action have on the system?

How will politics be a factor?

What appeal process is possible for protests by candidates?

How can candidate qualifications be matched to job requirements?

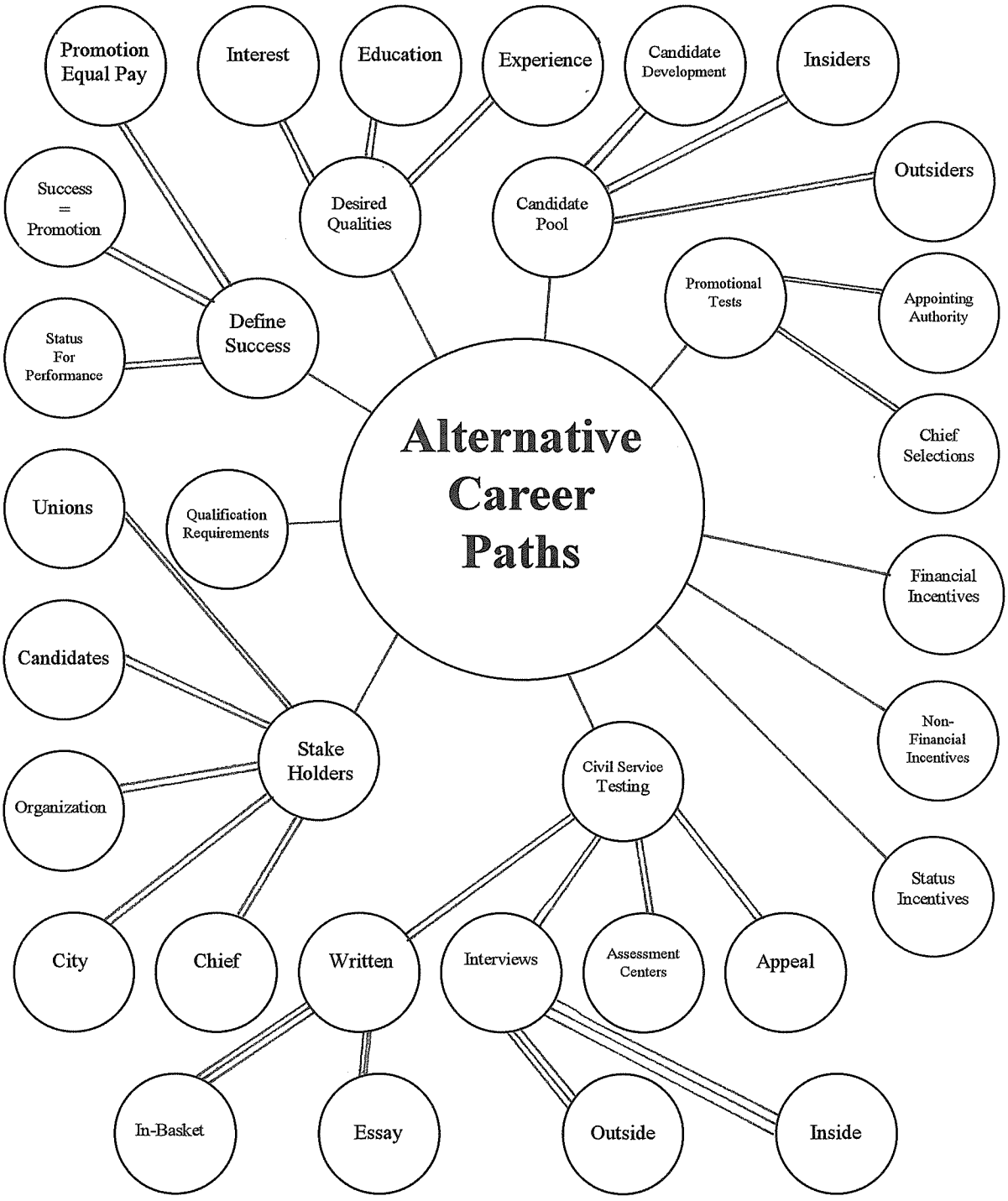
Can non-financial benefits be appropriately distributed?*

***Sub-issues further referred to arrive at the main three (see following sections).**

Some sub-issues identified by the committee were recorded on a future's wheel in order of importance (see illustration 3). The issue question forms the hub of the wheel. Major sub-issues form the first layer of surrounding topics on the spokes of the wheel. Second and third level issues form subsequent layers reflecting a lower level order of importance and demonstrating connection to the main issue. The entire futures wheel allows the issue and its relation to all sub-issues to be examined in order of importance at a glance.

Futures Wheel

Illustration 3



SUB-ISSUES

While many possible sub-issues can be derived from the issue question, three have been selected. These three deal specifically with the incentive to compete for promotion by those who neither want the responsibility nor have the required leadership background or experience.

(1) What financial incentives, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

(2) What non-financial benefits, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

(3) What status changes, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

CONCLUSION

Alternative career paths have the potential for providing a new definition to the term success. Properly organized, they can allow people to accept increased responsibility while remaining at their most effective level and still obtain increased pay, better benefits, and enhanced status. In addition to rewarding people for working at the appropriate level, such systems also reduce the number of candidates for promotion, leaving those who remain as those who truly want the increased responsibility and are capable of performing at a level of increased responsibility.

FUTURES FORECASTING AND ANALYSIS

BACKGROUND

In the introduction it was explained that this project began with an area of concern (the limited availability of promotions). After a review of the literature, that concern was refined into the Issue Question (ACP's) and related Sub-issues (financial, non-financial, and status incentives).

Section Overview

In order to examine the question of what ACP system may be relevant by the year 2004, a futures methodology utilizing a Nominal Group Technique, forecasting, and scenario development was used to collect and evaluate data connected with this issue.

These steps have been depicted graphically in the attached flow chart (illustration 4).

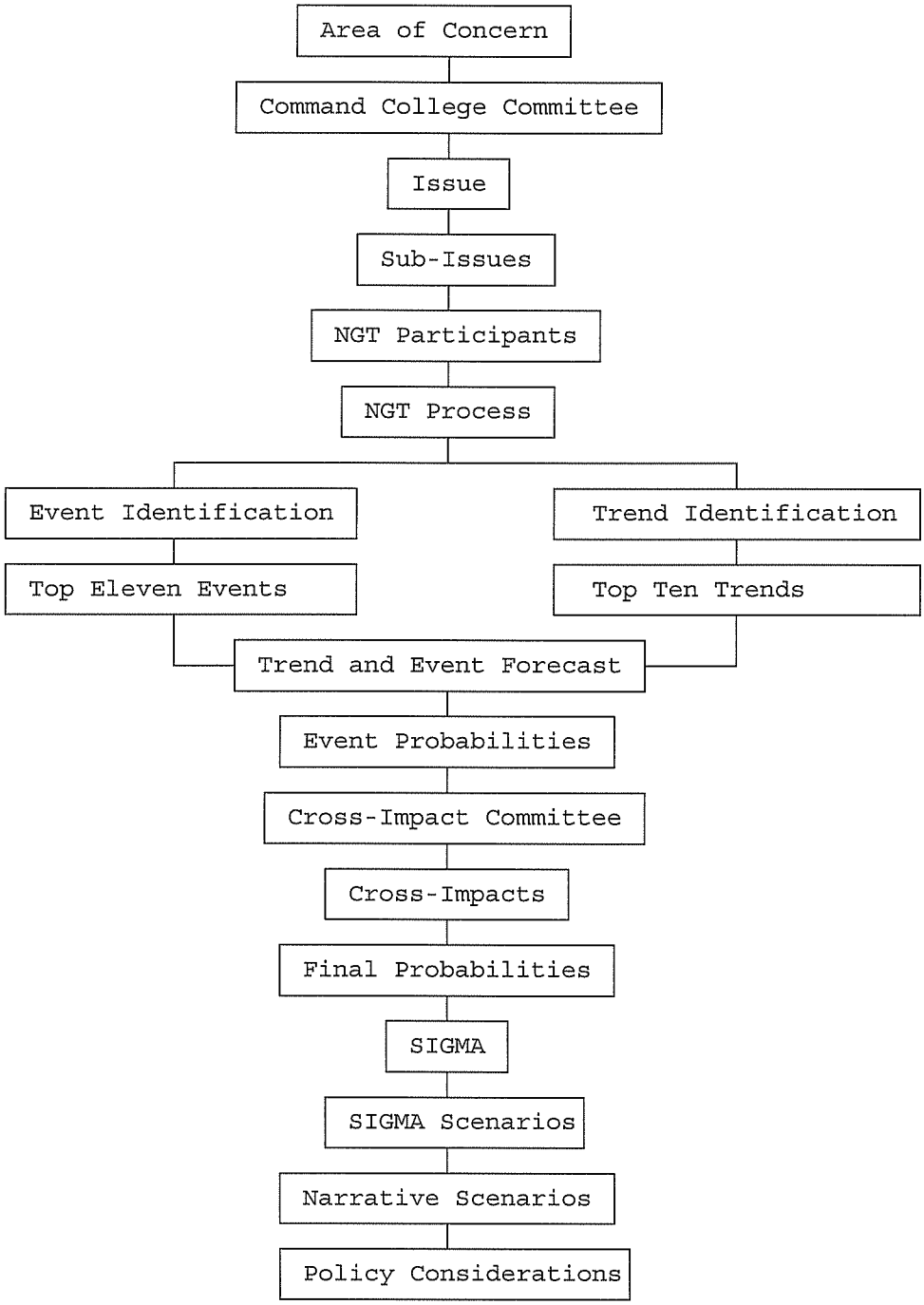
Scanning Process

This section of this technical report deals in some detail with forecasting the future of Alternative Career Paths and analyzing the results of those forecasts.

To obtain adequate information to support forecasting activity, several steps were taken. A literature search was conducted to identify past efforts. A small portion of that literature search is contained in the introduction to this technical report. In addition, informal interviews were conducted by the researcher with people in positions who would be directly impacted by ACP's.

FORECASTING FLOW CHART

ILLUSTRATION 4



Those people included Mr. Donald Lawrence, a personnel director for the City of Los Angeles, Commander Dan Watson, the Personnel Group Commander for the LAPD, and Captain Robert Martin, the Commanding Officer of the LAPD Personnel Division.

The information obtained from those interviews has been included in the identification of trends and events and in the scenarios. It included advantages and disadvantages of ACP's and the effects that could be felt by law enforcement agencies. In general, comments focused on frustration with existing promotional systems, disappointment over a lack of an ability to seek career satisfaction for non-promoting employees, and a feeling of loss caused by the early retirement and/or resignations of valuable employees brought about by problems with the current promotional system.

NOMINAL GROUP TECHNIQUE

Events and trends have the potential for dramatically impacting the issue of Alternative Career Paths. Events are a discreet, one time occurrence that affect the issue. Trends are a series of events by which change is measured over time. In other words, a trend is a series of events that are related, occur over time, and can be forecasted.

Obviously, no one knows exactly what events will occur during the next decade. However, many people may have opinions that could be useful in identifying potential events and trends. One technique to assist in identifying these is called the Nominal Group Technique (NGT). The NGT is a small group session for

achieving acceptable consensus on the answer to a single question that alternates private work and open discussion. NGT's are conducted in a very structured format. The following table describes the agenda used during the NGT for this project and outlines the required steps.

POST COMMAND COLLEGE

NOMINAL GROUP TECHNIQUE EXERCISE

TABLE 2

*** Introduction**

Participants

Topic/Method

Events versus Trends

*** Idea Generation (Individual)**

Events and Trends

*** Round Robin Collection of Ideas (Group)**

Refine events and trends

*** "Quick cut" Vote on Top Ten (Individual)**

*** Break**

*** Discuss Concepts of Top Ten (Group)**

Events and Trends

*** "Refine" Vote on Top Ten (Individual)**

Ten Scale

*** Forecasts (Individual)**

Events - probability (5 and 10 year) and impact

Trends - objective and subjective

Participants

Several actions were taken to identify potential participants for an NGT panel. Obviously, it was important that such a group include participants involved in law enforcement because the

issue specifically relates to police agencies. To that extent, a police officer, police lieutenant and police captain were utilized. However, it is also recognized that for balance it was important to obtain input from experts outside of law enforcement. Traditionally, police agencies have neglected the resource provided by those not directly involved in law enforcement. Because of the nature of this issue, personnel experts were also included. Recognizing the need for diversity and to expand beyond City government, several individuals involved in private industry were also included.

The following table outlines the participants for this NGT and their occupations. The researcher participated as a facilitator.

NGT PARTICIPANTS

TABLE 3

Police Participants

Police Officer

- **Officer Edgar Palmer, LAPD**

Police Lieutenant

- **Lieutenant Joseph Latta, Burbank PD**

Police Captain

- **Captain Dan Schatz, LAPD**

Personnel Experts

Los Angeles City Personnel Coordinator - Sue Gordon

Los Angeles Personnel Group Commanding Officer - Commander Dan Watson

Los Angeles City Psychologist - Dr. Nels Klyver

Private Industry

Home Savings and Loan - Mr. Frank Knight

Finney Insurance Services - Mr. Rick Finney

Attorney - Dave Hotchkiss

NGT Design

This NGT was held at the Los Angeles Police Academy on November 12, 1993. The session began with an introduction of the participants and the topic and method. The area of concern, the issue question, and the sub-issues (see table #4) were explained in some detail.

TABLE 4

AREA OF CONCERN

The status of selection systems for staffing executive level positions in large police agencies.

ISSUE QUESTION

What alternative career paths will be available by the year 2004 for employees in large agencies?

SUB-ISSUES

What financial rewards can be provided?

What non-financial benefits can be offered?

What status changes can be enhanced?

The concept of an NGT was presented to the panel along with definitions of events and trends (see the following table).

TABLE 5

WHAT IS THE NOMINAL GROUP TECHNIQUE (NGT)?

The Nominal Group Technique (NGT) is a small-group technique for achieving acceptable consensus on the answer to a single, usually two-part, question by a process that alternates private work and open discussion.

EVENT

"A DISCRETE, ONE-TIME OCCURRENCE"

IN OTHER WORDS, AN EVENT IS A ONE TIME OCCURRENCE THAT CAN HAVE AN IMPACT ON THE ISSUE.

TREND

"A SERIES OF EVENTS BY WHICH CHANGE IS MEASURED OVER TIME"
IN OTHER WORDS, A TREND IS A SERIES OF EVENTS THAT ARE RELATED, OCCUR OVER TIME, AND CAN BE FORECASTED.

Sample events and trends were provided to each participant.

SAMPLE EVENTS AND TRENDS

TABLE 6

EVENTS

* EPA requires reduced work week for non-executives.
* US implements national health plan.
* Supreme Court decides that FLSA applies to middle managers.
* LA "taps" pension fund.
* SF "taps" deferred compensation plans.
* SD revokes pension plans.
* SAC alters pay schedule to provide enhancements for alternative career paths.
* SF reorganizes to enhance status of middle managers.
* State assumes funding responsibility for law enforcement.
* SB reduces the number of "executive" positions.

TRENDS

* **Level of traffic congestion affecting commuters.**
* **The use of alternative work schedules.**
* **Level of "flex time" usage.**
* **Availability of "cafeteria style" benefits.**
* **Law enforcement funding levels.**
* **Level of bonuses (training, POST, educational, etc.).**
* **Efficiency of transportation systems.**
* **Degree of "compression" between pay levels.**
* **Use of decentralized work sites.**
* **Availability of telecommuting.**

The next step involved an individual idea generation session in which the participants, working alone, identified as many events and trends as possible that related to the issue. Step three included a round robin collection of these ideas, one at a time from each of the participants and the posting of the concepts on flip charts.

As an expedient method for reducing the list to the top ten at the conclusion of the round robin, each participant was individually requested to identify his/her top ten. This was done by allowing each participant to designate "tally" marks on the flip charts. This individual work was then followed by a group discussion to clearly define each of the proposed items followed by an individual vote on the magnitude of each. As a final step, forecasts from each participant were individually requested outlining the probability of each of the top ten events and their potential impact and an evaluation of each of the top ten trends.

The members of the Nominal Group Technique panel evaluated the impact of each of the ten events that they selected as those with the greatest magnitude as it applies to the issue of Alternate Career Paths. Each event was given a score (on a scale of 1 to 10) reflecting the NGT panel's opinion of the positive impact of the event and the negative impact. Obviously, every event has both positive and negative impacts. However, only two of the events had a larger negative or neutral vote than a positive vote. Clearly, the NGT panel selected events that, for the most part, were a positive force in the issue of Alternate Career Paths.

It should be noted that the evaluations of each event reflect the impact on the issue of Alternative Career Paths, not the impact on society in general. For several events, NGT panelists expressed concern over the dramatic negative impact on society that the event would have. For example, the legalization of drugs (event number 7) and a law enforcement draft (event number 9) were generally considered as negative events for society. Events two (Mandatory Ethnic and Gender Balance) and three (Residency Requirement) were also considered as having negative impacts on society. However, both of those were considered to have a positive impact on the issue (alternative career paths).

Event and Trend Results

As a result of the individual input, the NGT panel identified 46 events and 54 trends as having significant impact on the issue of future alternative career paths (see appendices). Following this

process, a series of voting rounds was conducted for the purpose of rank ordering the trends and events. The following top ten events and top ten trends were identified.

TOP ELEVEN EVENTS

TABLE 7

NEW #	OLD #	
1.	1.	Civil Service is eliminated for all law enforcement managers of the rank of Captain and higher.
2.	2.	Requirements for a mandatory ethnic and gender balance for all law enforcement ranks are implemented.
	*3.	The federal government takes over all law enforcement agencies and functions.
3.	4.	A residency requirement is imposed for all law enforcement executives.
4.	5.	An effective non-lethal weapon is developed.
5.	6.	A law enforcement draft is implemented for entry level positions.
6.	7.	Physical standards (regarding physical agility) are eliminated.
7.	8.	The use and sale of all drugs are legalized.
8.	9.	Assessment centers are universally implemented for promotion to management in law enforcement.
9.	10.	A legislative act allows the interdepartmental and intradepartmental trading of managers to become common.
10.	11.	The universal law enforcement retirement plan (national) is implemented.

* Event #3 was eliminated (the remaining events renumbered) when the NGT panel opined that the probability of its implementation within 10 years was zero.

NOTE: See the corresponding graph for a definition of each event and an analysis of its significance to the issue.

TOP TEN TRENDS

TABLE 8

1. **Level of the California economy.**
2. **Use of educational requirements for law enforcement personnel.**
3. **Degree of decentralization of law enforcement work locations.**
4. **Effectiveness of the criminal justice system.**
5. **Use of valid selection criteria for promotions in law enforcement.**
6. **Degree of pooling of law enforcement resources among agencies.**
7. **Use of employee empowerment by law enforcement agencies.**
8. **Level of unemployment.**
9. **Availability of an effective crime analysis system.**
10. **Use of privatization of law enforcement.**

NOTE: See the corresponding graph for a definition of each trend and an analysis of its significance to the issue.

Graphs of Events and Trends

For each event, the NGT panel members forecasted the probability that the event would have occurred five years or ten years from "today", 1993. For each trend, an arbitrary value of 100 was established to represent the degree of the trend as of 1993. Estimates were made to relate that level five years ago and forecasts were made for five and ten years from 1993.

As a result of the forecasts for each event and trend by each individual NGT panel member, the median values were obtained. These medians were charted along with the maximum and minimum values. For trends, the upper and lower quartile values were also calculated and included on the charts.

NOTE: Median: A value in an ordered set of values below and above which there is an equal number of values.[42]

Quartile: the value that marks the boundary between two consecutive intervals in a frequency distribution of four intervals with each containing one quarter of the total population.[43]

EVENT MEDIANS
TABLE 9

Event	Descriptor	Line	1993	*	Years From 1993	
					5	10
1	Civil Service Eliminated	Max.	0	93	75	90
		Median	0	97	30	50
		Min.	0	03	0	0
2	Mandatory Ethnic & Gender Balance	Max.	0	95	50	100
		Median	0	95	25	50
		Min.	0	96	2	10
3	Residency Requirement	Max.	0	96	45	85
		Median	0	96	30	50
		Min.	0	03	0	0
4	Non-Lethal Weapon	Max.	0	93	95	100
		Median	0	93	60	90
		Min.	0	98	0	5
5	Law Enforcement Draft	Max.	0	95	60	60
		Median	0	98	20	20
		Min.	0	03	0	0
6	Physical Standards Eliminated	Max.	0	93	90	100
		Median	0	93	20	40
		Min.	0	03	0	0
7	Drugs Legalized	Max.	0	93	50	50
		Median	0	95	10	20
		Min.	0	03	0	0
8	Assessment Centers	Max.	0	93	90	100
		Median	0	93	60	90
		Min.	0	95	10	25
9	Manager Trading	Max.	0	93	45	80
		Median	0	98	30	50
		Min.	0	03	0	0
10	Universal Retirement	Max.	0	98	90	90
		Median	0	98	10	20
		Min.	0	03	0	0

* Year Probability First Exceeds Zero

TREND MEDIANS

TABLE 10

Trend Trend Number	Line	Five Years Ago	(Today) 1993	Five Years From 1993*	Ten Years From 1993*
California Economy 1	Max.	150	100	120	160
	Upper	125	100	120	150
	Median	120	100	109	120
	Lower	120	100	100	95
	Min.	60	100	80	65
Educational Requirement 2	Max.	100	100	120	200
	Upper	90	100	120	150
	Median	90	100	110	125
	Lower	90	100	110	120
	Min.	70	100	110	120
Centalized Work Locations 3	Max.	100	100	150	200
	Upper	90	100	110	140
	Median	90	100	110	120
	Lower	85	100	105	115
	Min.	50	100	105	110
Criminal Justice System 4	Max.	165	100	110	150
	Upper	150	100	110	130
	Median	110	100	95	90
	Lower	110	100	90	80
	Min.	100	100	85	75
Selection Criteria 5	Max.	160	100	150	300
	Upper	110	100	125	160
	Median	100	100	105	110
	Lower	100	100	100	105
	Min.	100	100	80	60

N=9 This N=9 is the number of respondents

TREND MEDIANS

TABLE 10

Trend Trend Number	Line	Five Years Ago	(Today) 1993	Five Years From 1993*	Ten Years From 1993*
Resource Pooling 6	Max.	100	100	120	300
	Upper	100	100	110	150
	Median	100	100	110	120
	Lower	95	100	100	105
	Min.	75	100	100	60
Employee Empowerment 7	Max.	100	100	130	180
	Upper	100	100	120	140
	Median	95	100	105	110
	Lower	80	100	100	100
	Min.	75	100	100	100
Unemployment 8	Max.	125	100	110	120
	Upper	120	100	105	110
	Median	110	100	100	100
	Lower	100	100	90	80
	Min.	90	100	75	60
Crime Analysis 9	Max.	100	100	300	600
	Upper	85	100	120	200
	Median	75	100	115	160
	Lower	70	100	100	105
	Min.	70	100	100	100
Privatization 10	Max.	100	100	150	150
	Upper	100	100	110	130
	Median	100	100	110	120
	Lower	90	100	100	100
	Min.	50	100	100	100

N=9 This N=9 is the number of respondents

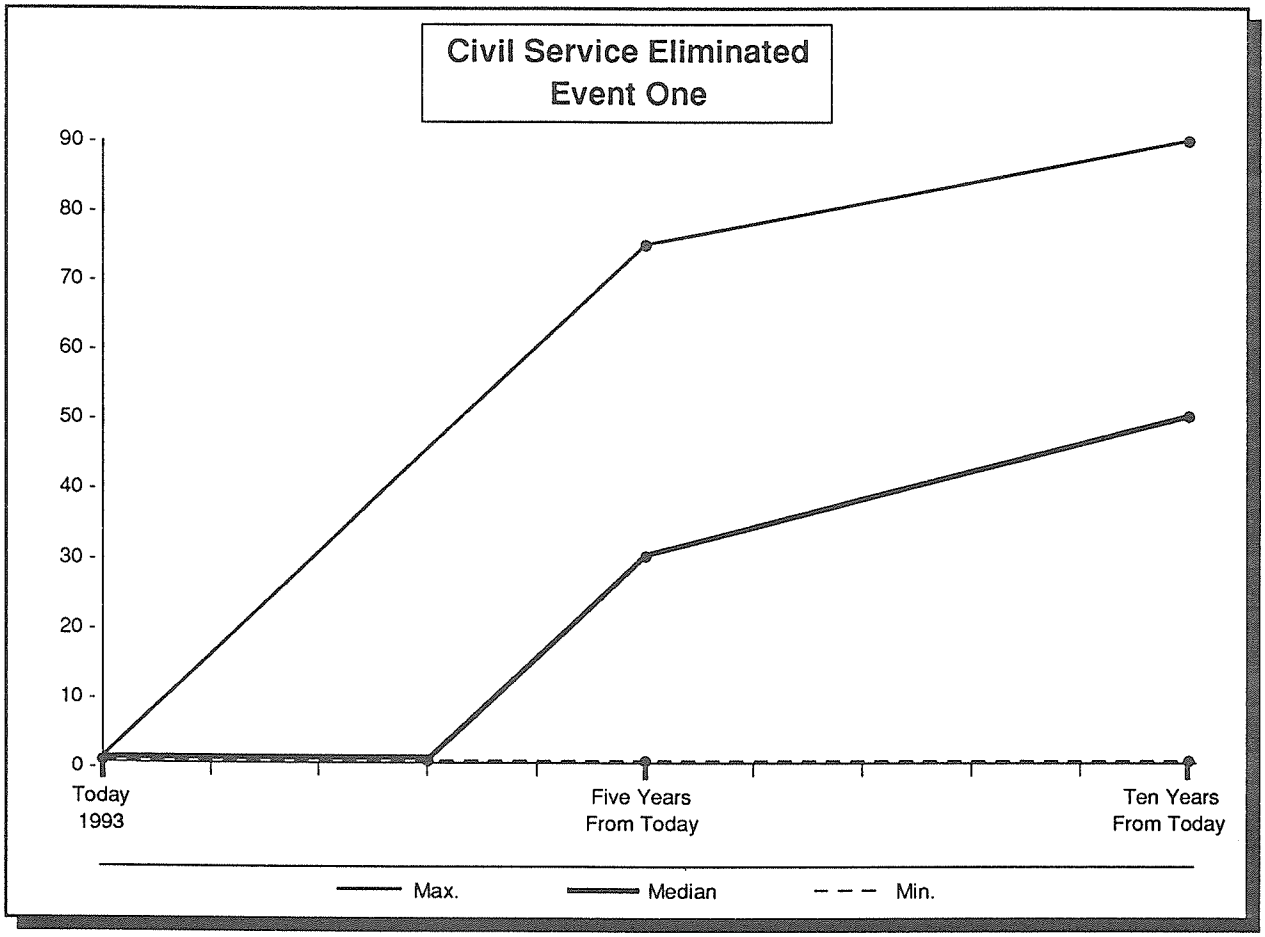


ILLUSTRATION 5

The NGT panel defined this event as the "elimination of civil service for all law enforcement managers of the rank of Captain and higher." This definition implied two separate concepts: 1) that civil service protection would be removed; and 2) that civil service tests would be eliminated.

The panel concluded that eliminating civil service protection would mean that anyone occupying such a position could be immediately replaced "at the pleasure" of the appointing authority, the chief of police. With some appointing authorities, those actions would result in the removal of those who were not able to do the job. However, with others, the removals could be based on "the good old boy concept" or even racial or sexual prejudices.

Eliminating civil service testing would mean that the selection of people for promotion would, again, be at the discretion of the appointing authority. Many appointing authorities would base these decisions on experience, education, and ability to do the job. However, there would be nothing to prohibit the making of selections on the basis of race, sex, and/or "who you know."

This event could dramatically impact ACP's. The closing of promotional "doors" would make the availability of alternatives much more important. The NGT participants forecasted that there would be no chance of this event "happening" before 1996, but that the elimination of civil service could have a 50% chance of occurring before 2004.

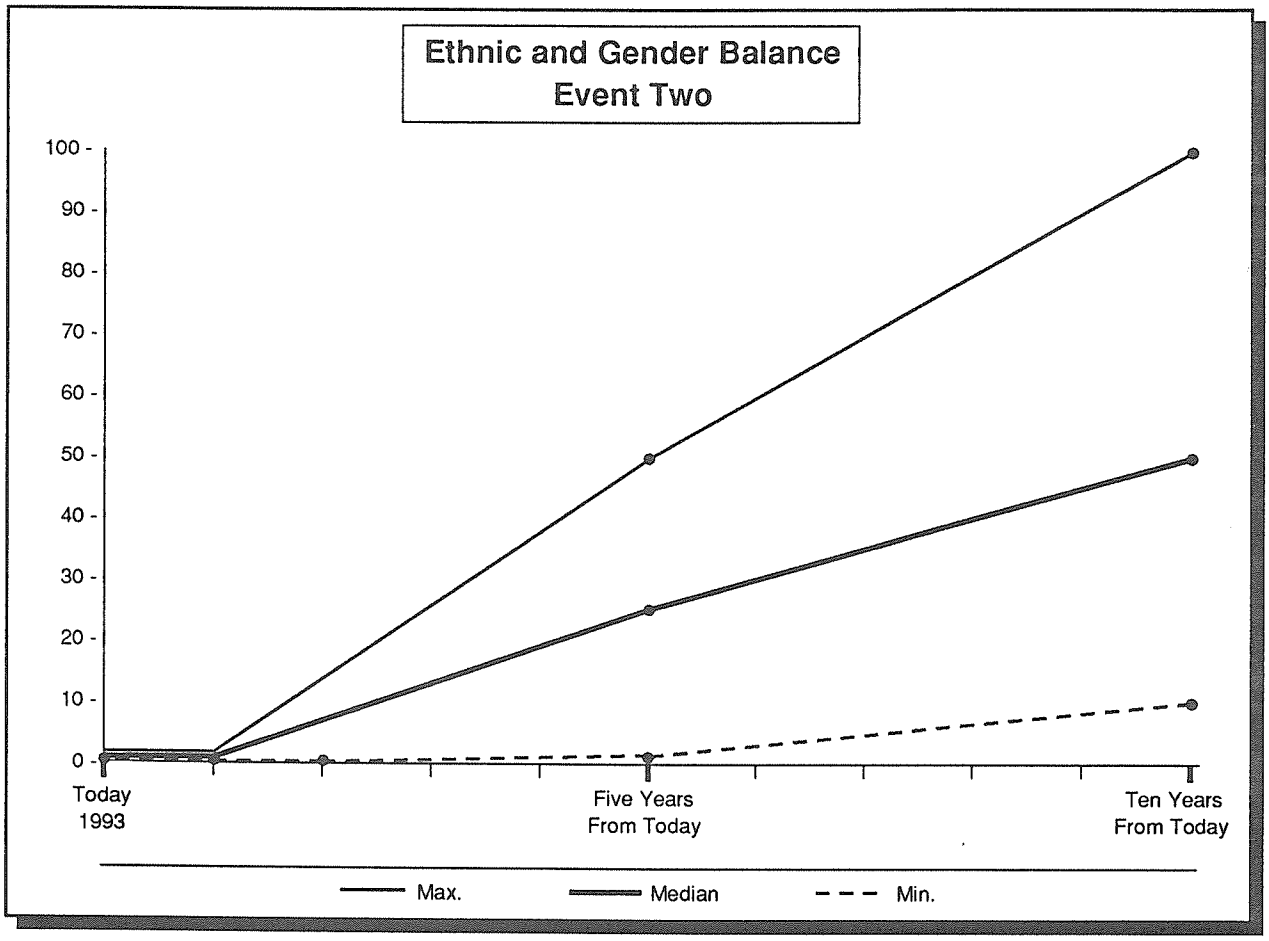


ILLUSTRATION 6

This event was described as "Requirements implemented for a mandatory ethnic and gender balance for all law enforcement ranks." The NGT panel suggested that such an event could only come about in one of two ways: 1) an enactment of congress; or 2) a decision by the supreme court.

Regardless of the method of implementation, the panel concluded that the effect would be the same. Race and sex of the applicant would be major factors in the selection of law enforcement officers. Hopefully, qualified candidates would be identified in numbers that would adequately reflect their numbers in the civilian work force. However, to the degree that such a hope was not fulfilled, selections would either be reduced in total number to maintain the required balance, or lesser qualified candidates would be hired in categories not complying with the mandate.

The panel concluded that the affect on ACP's would be substantial. Promotional opportunities could be dramatically limited. Having appropriate alternatives for employees seeking job satisfaction would be critical to efforts to retain current officers at all ranks. The NGT panel forecasted no likelihood of this event until 1994, then a gradually increasing probability to a 50% level over the next nine years.

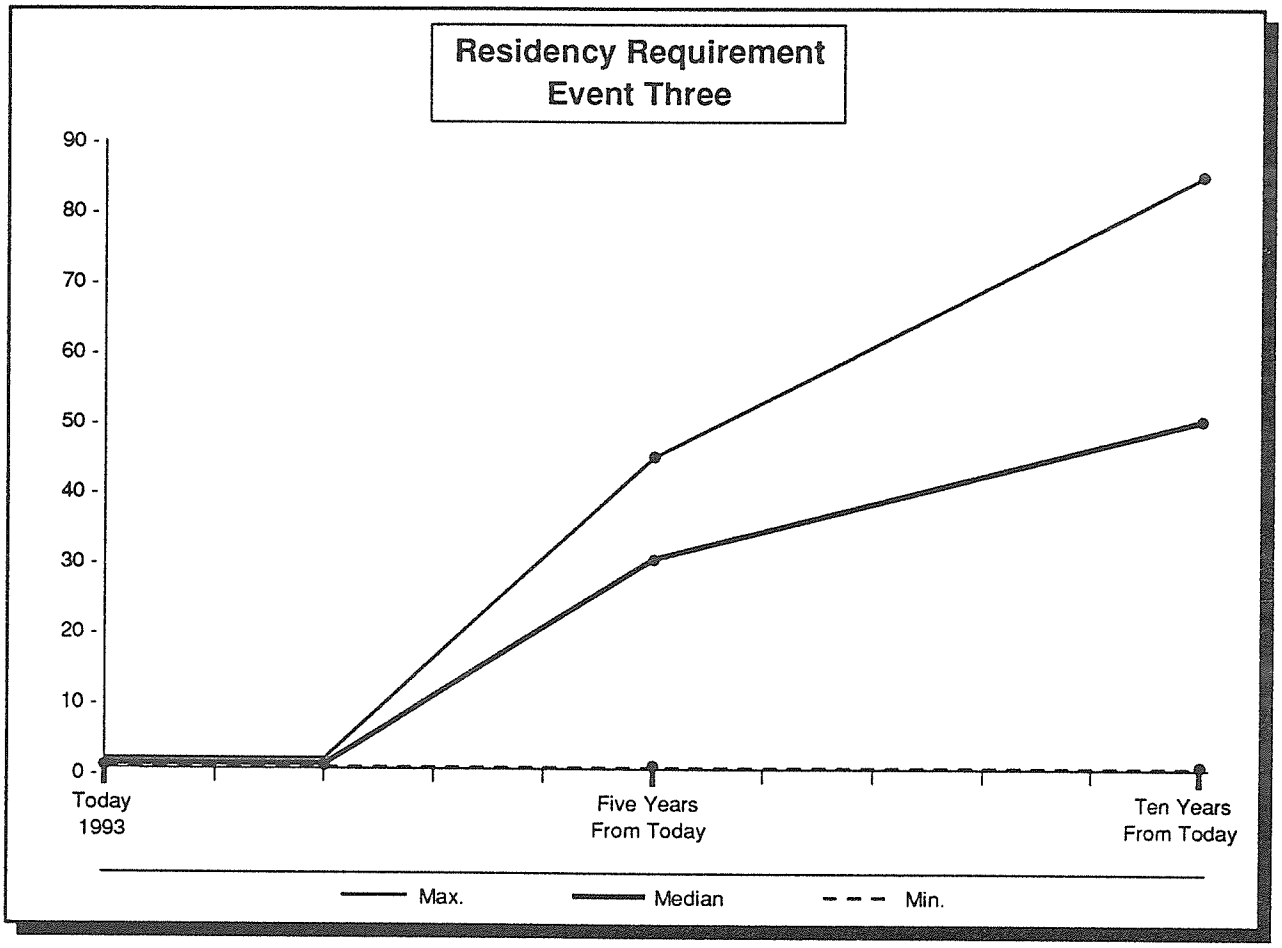


ILLUSTRATION 7

"A residency requirement for all law enforcement personnel" was the NGT panel's concern. Such a requirement could be imposed by the voters through an initiative or referendum or by the courts through a case decision. The panel defined the event as a mandatory requirement that all sworn law enforcement employees live within the boundaries of the jurisdiction for which they work.

The panel concluded that the implementation of such an event would dramatically affect ACP's and current employees. In some agencies, fewer than five percent of the employees lived within the jurisdiction during 1993. For others, primarily because of large jurisdictions, most did. However, many employees would be faced with the decision to resign, retire, or move.

The panel believed that those who decided to leave their employment would provide many promotional and entry level opportunities. If those positions were filled by qualified applicants, the need (or desire) for alternative career paths would be lessened because many employees would be successful in seeking promotion. However, to the degree that agencies would have difficulties finding qualified applicants, and selected less qualified ones, job dissatisfaction could increase.

The NGT panel forecasted little chance of a mandatory residency requirement until 1995 when it would first exceed zero probability and then forecasted an increasing likelihood reaching a maximum probability of 50%.

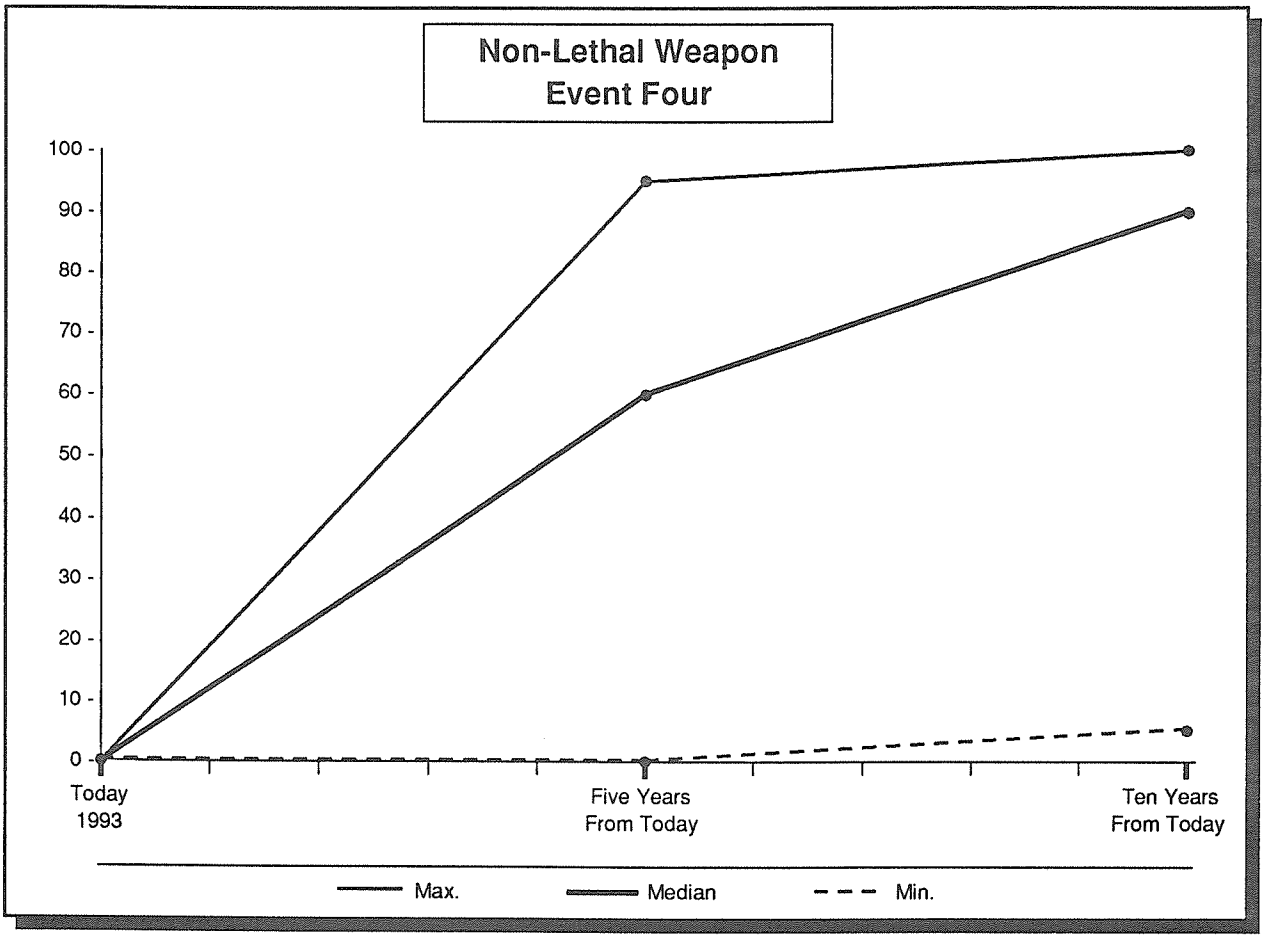


ILLUSTRATION 8

The NGT panel defined this event as "the development of an effective non-lethal weapon" and included the provisions that such a weapon would be within the budgetary restrictions of police agencies, could be produced in sufficient quantities to allow distribution to all law enforcement officers, and could be utilized to disable an aggressive suspect without causing injury.

The panel concluded that this event would impact law enforcement and ACP's by changing the selection criteria and training needs for officers. An officer's physical abilities would no longer be significant. Strength would not be required to take hostile suspects into custody. The ability to use any restraining device other than this tool would be unimportant. As a result, many more people would qualify to be law enforcement officers, competition would increase, the need for alternative career paths would intensify.

The NGT panel forecast a significant chance of this event, beginning to exceed zero probability in 1993, with increasing likelihood of occurring over the next decade.

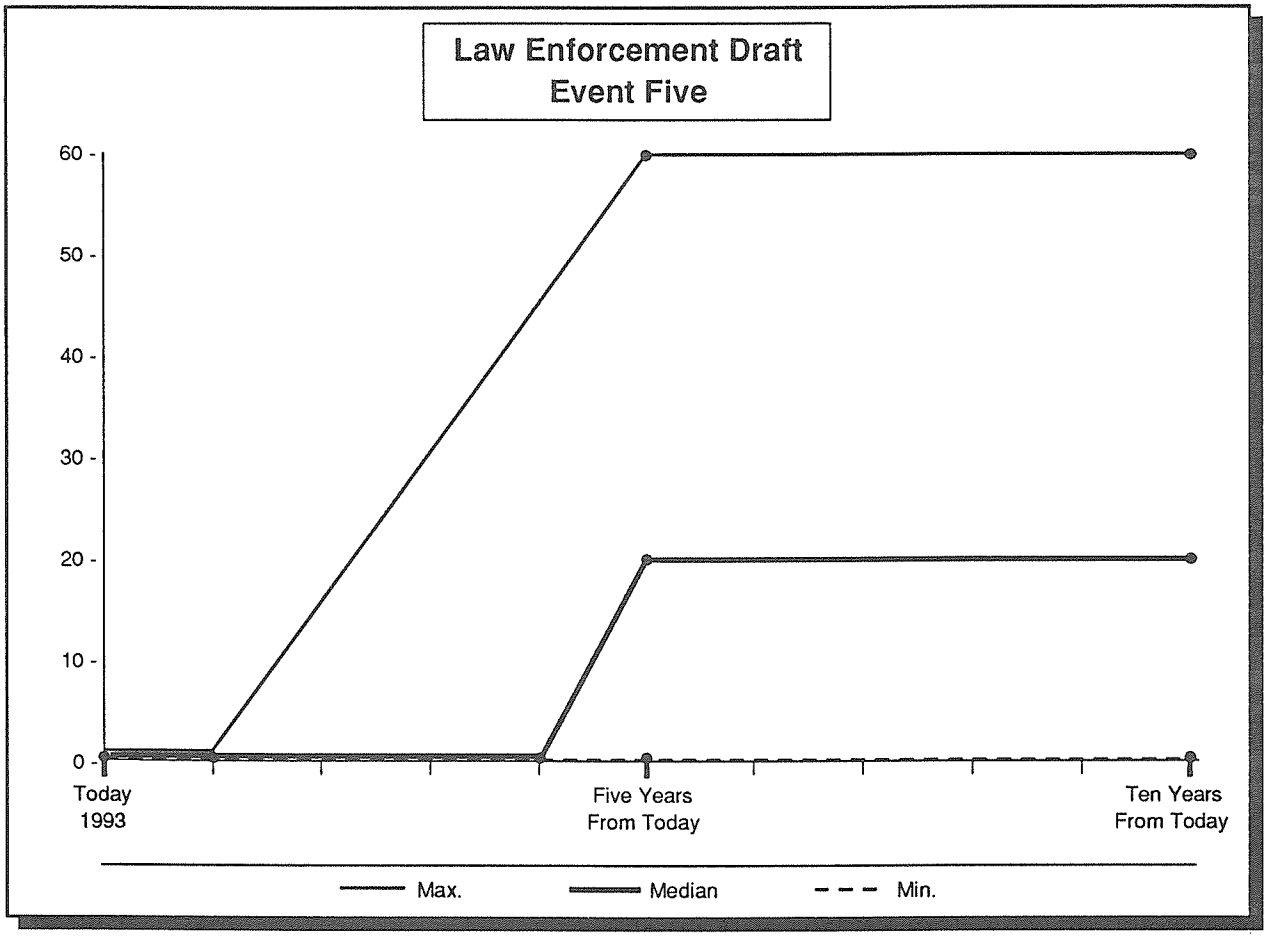


ILLUSTRATION 9

This event was defined by the NGT panel as a "mandatory conscription requiring all able bodied young men and women to register and be available for selection as entry level law enforcement officers for a two year tour of duty." Additional considerations included the ability of each law enforcement agency to select draftees at will after the failure of efforts to obtain sufficient volunteers.

The panel concluded that this event would constitute a drastic step that would only come about as a result of the failure of law enforcement to offer sufficient rewards to entice new recruits. If that were the case, the success of ACP's would be questionable. If agencies were not able to provide sufficient rewards for entry level employees, how could such rewards be provided for those already employed? ACP's would almost certainly fail.

The NGT forecast this event as unlikely until 1997 when it would start to exceed zero probability and only somewhat likely during the following six years reaching a low 20% probability.

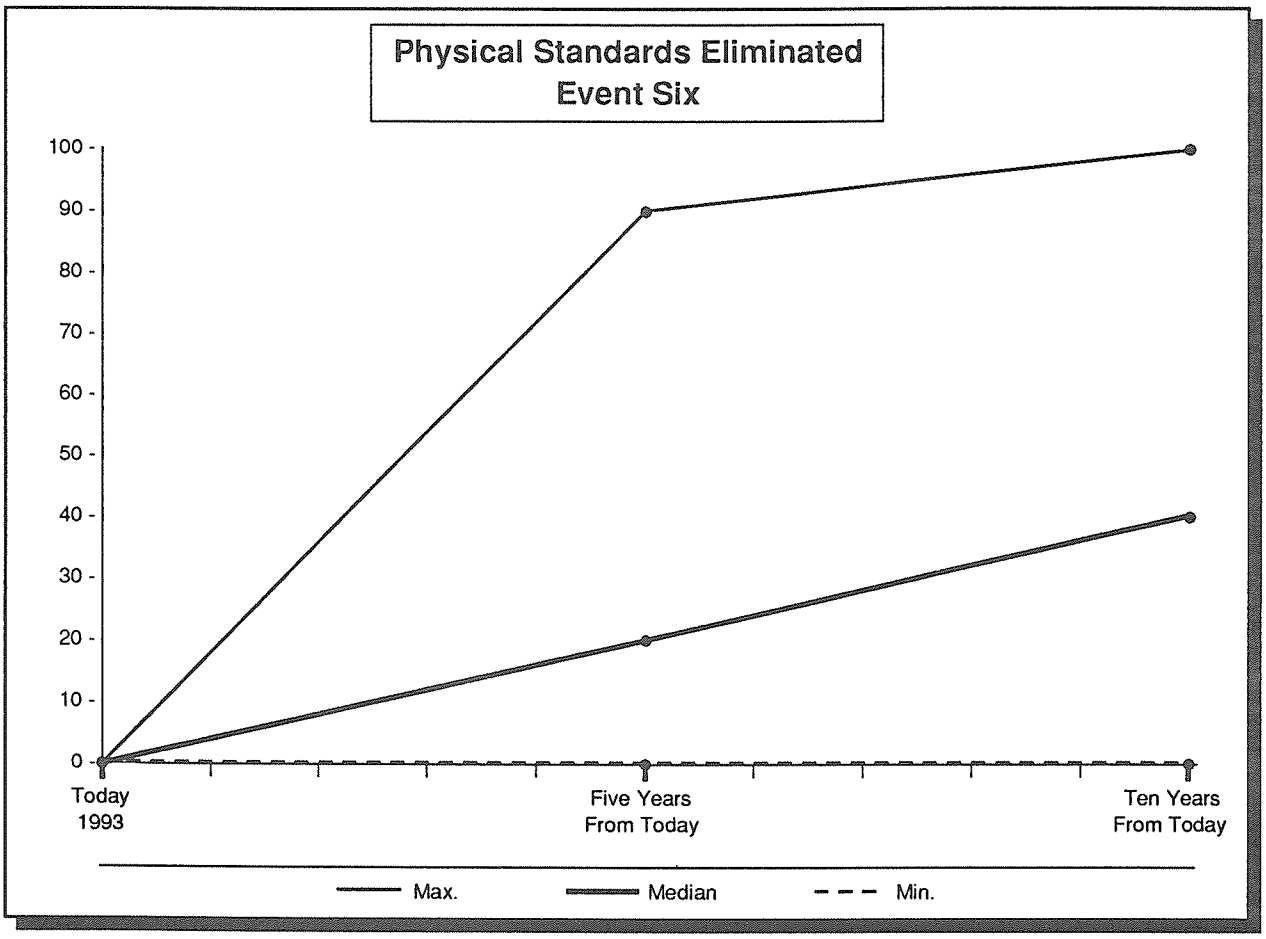


ILLUSTRATION 10

Physical standards involving physical agility have been demanded of law enforcement officers for decades because the nature of the job often required the use of extreme levels of physical force. This event was defined by the NGT panel as the elimination of those standards as entry level considerations. This could come about because of a court ruling alleging that the standards were discriminatory, or could come about as superior weapons and tactics develop eliminating the need.

The panel concluded that the impact on ACP's would be considerable. Fewer standards would naturally increase the number of available candidates. More candidates would result in increased competition for promotion. Increased competition would result in more frustrated candidates and an increased need for job satisfaction through alternatives, ACP's.

The NGT forecast a likelihood that physical standards could be eliminated as soon as 1993 with an increasing likelihood throughout the next decade to a final probability of 40% by 2004.

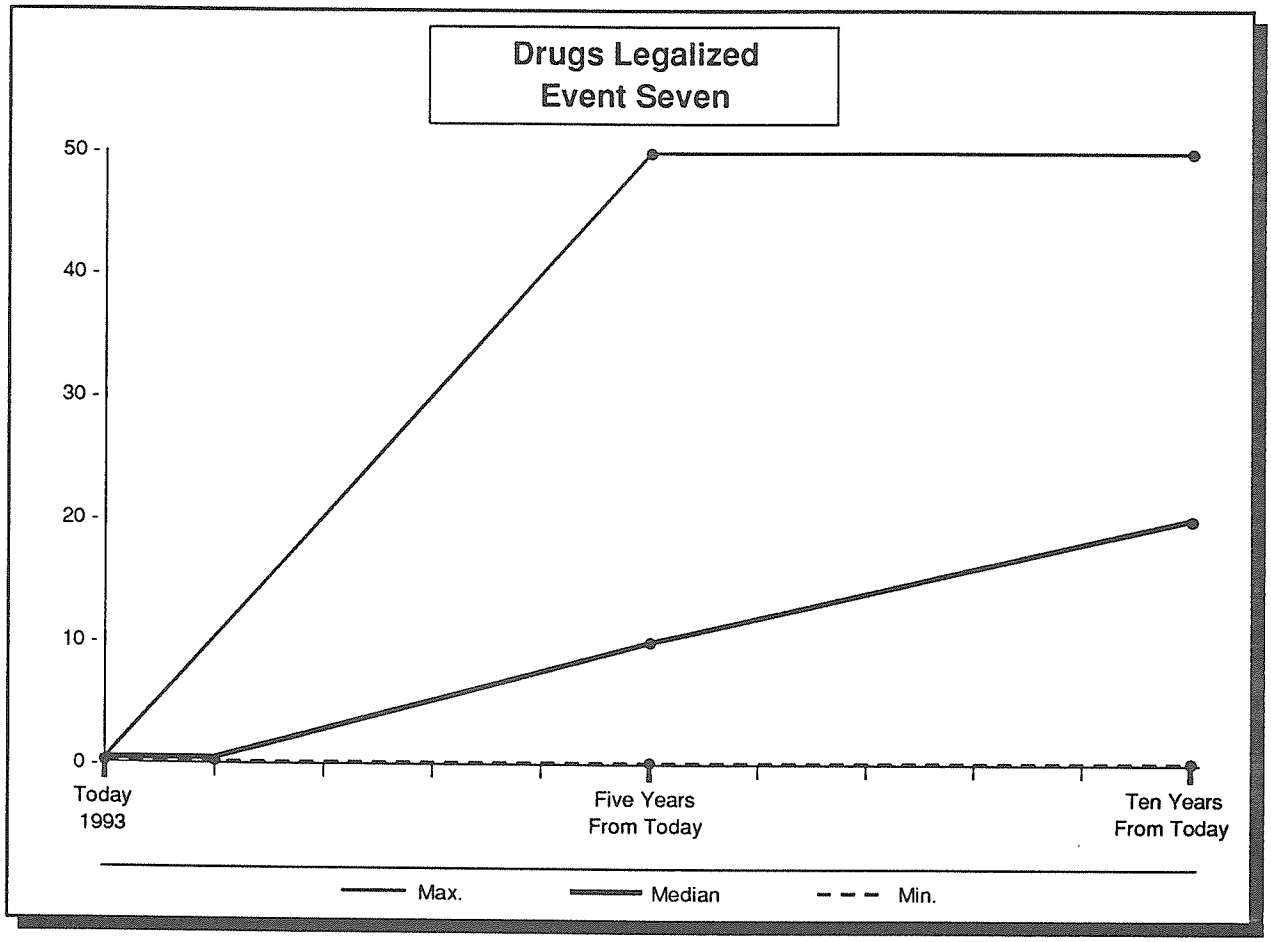


ILLUSTRATION 11

The NGT panel defined this event as "the legalization of the use and sale of all drugs." Implied in their comments was the definition of drugs as all controlled substances as currently restricted in the penal and health and safety codes. Also implied was the concept that with legalization would come the "right" to possess and use such drugs at work. Being under the influence of narcotics would not, in and of itself, be considered misconduct on the part of a law enforcement officer.

The panel concluded that the effect on ACP's could be variable. The routine use of such substances could induce apathy and cause few employees to have an interest in either promotion or ACP's. However, the use by a few could demonstrate to others the intense need to properly enforce remaining laws (such as DUI) and could intensify the drive for ACP's by non-drug using employees.

The NGT forecast that beginning in 1994, the probability of this event first exceeds zero and that it would increase gradually every year until 2004 topping at 20%.

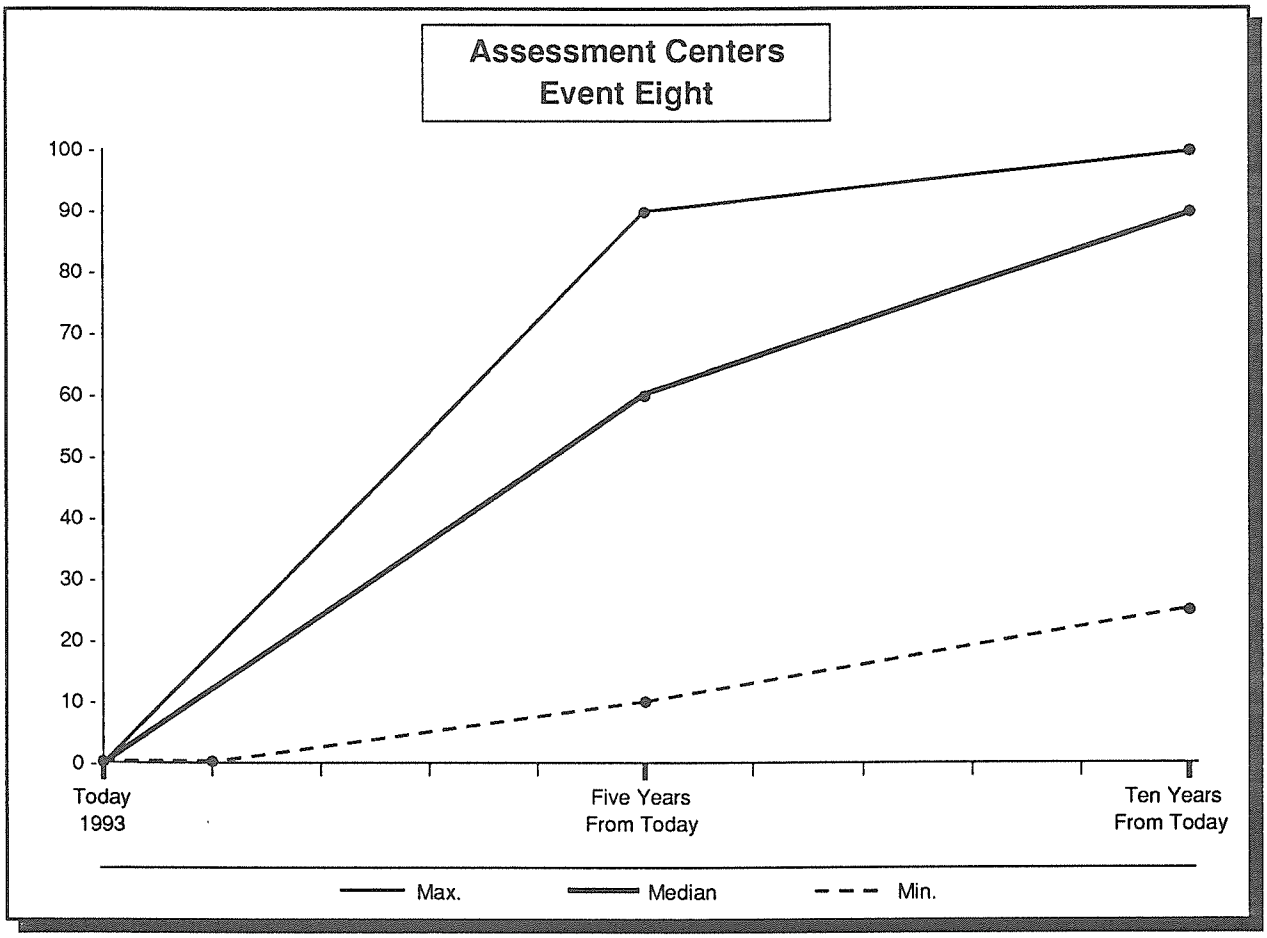


ILLUSTRATION 12

Assessment Centers have been used sparingly for the selection of higher level officers in a few law enforcement agencies. For this event, the NGT panel considered the possibility that such centers could become universally implemented for promotion in law enforcement by state law. That definition considered an assessment center to be the use of a combination of job related tests designed to identify the candidates who would be most successful in performing in the desired position. Such centers often include tests such as leadership groups, in baskets, and simulations in addition to the more traditional tests of written exams and oral interviews.

The panel concluded that the use of assessment centers could result in more qualified candidates for promotion. Such an event would reduce the importance of ACP's for qualified candidates, but would certainly not change the number of promotional opportunities. The net result would maintain the desire for alternatives.

The NGT panel forecast a likelihood of increased assessment center use beginning in 1993 with that probability increasing greatly until, in 2004, there would be a very strong likelihood of this event occurring (90%).

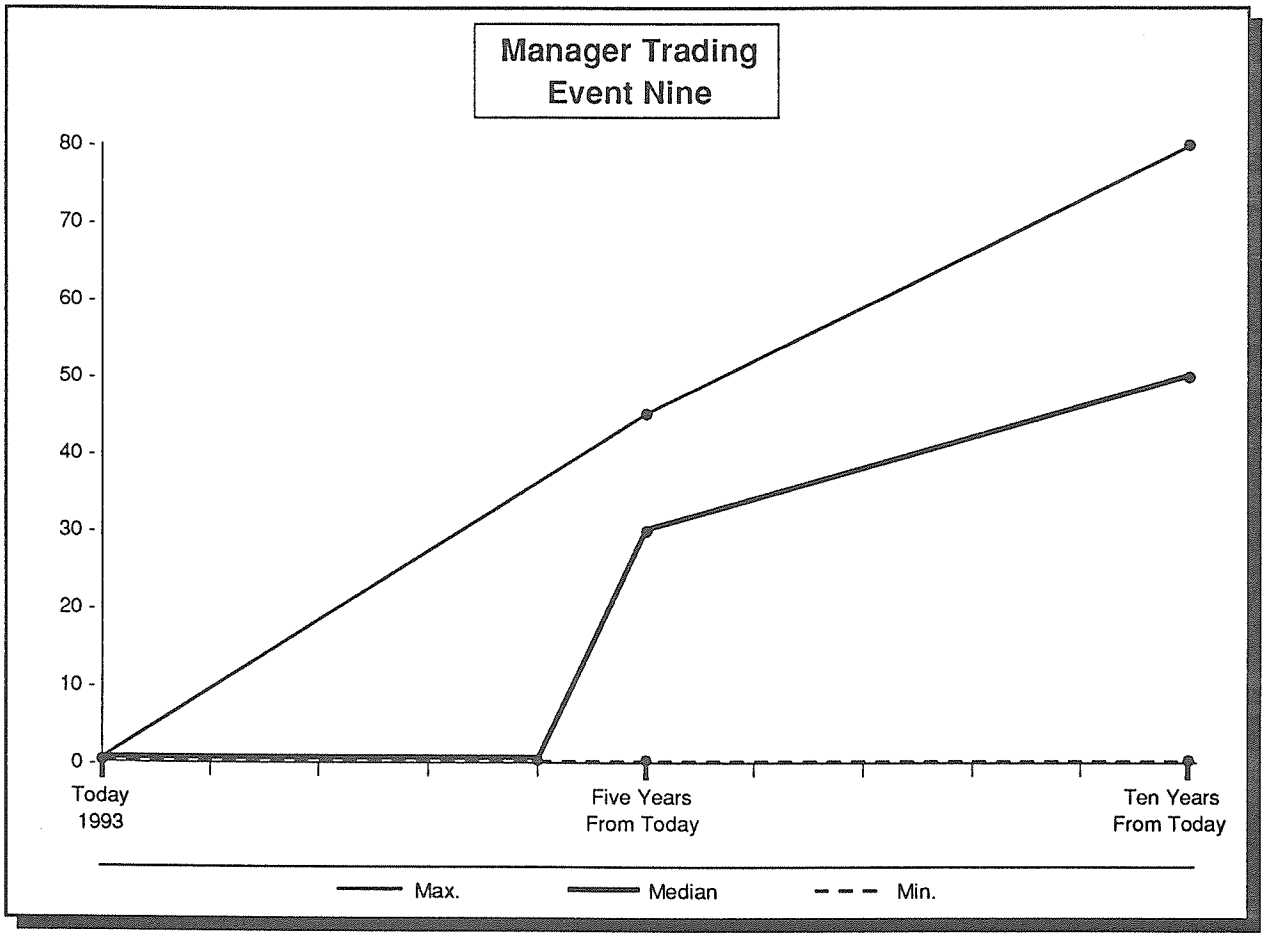


ILLUSTRATION 13

The NGT panel defined this event as "the interdepartmental and intradepartmental trading of managers becomes common." In 1993 it was quite rare for a law enforcement supervisor or manager to begin to work for another agency, especially for only a short period of time. The panel considered it possible that such "trades" could become commonplace.

The panel considered that this event, in and of itself, would be a type of Alternative Career Path. If managers had the opportunity to temporarily work for another agency when they began to lose interest in their present position, they could be revitalized. Such an event would be a valuable addition to the financial, non-financial, and status rewards that would be developed.

The NGT panel considered it highly unlikely that this event would first exceed zero probability before 1997, but forecast that it was likely to reach 50% probability before 2004.

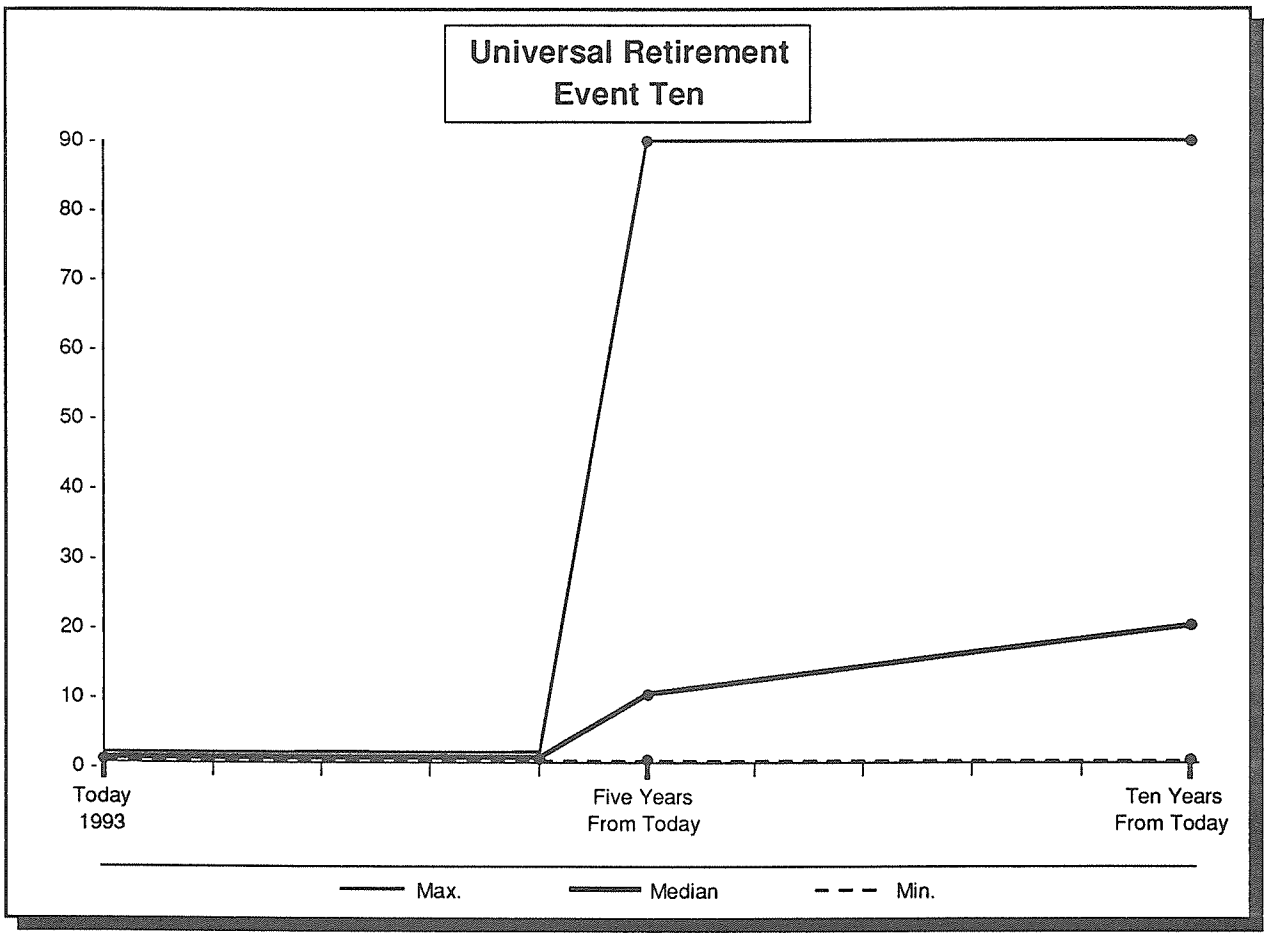


ILLUSTRATION 14

"A universal law enforcement retirement plan (national) is implemented" was the NGT's definition of this event. The consensus was that the plan would have to be mandatory and affect all officers, at all ranks, nation-wide. The event could be implemented by act of congress.

The panel concluded that the impact on ACP's would be related to the provisions of such a plan as they would allow employees to move from agency to agency. In 1993, one of the biggest restrictions to employee mobility was pension plans that would not transfer. This event would decrease the emphasis for ACP's by opening another avenue for job satisfaction. Of course, this event could also become a valuable part of an ACP and could be one of the alternatives offered.

The NGT panel considered little opportunity for this event before 1997 (when the probability first exceeds zero) and then only a small likelihood thereafter with a 20% probability by 2004. Note, however, that one NGT panel member disagreed and believed that there was an extremely high probability (90%) of this happening by 2004.

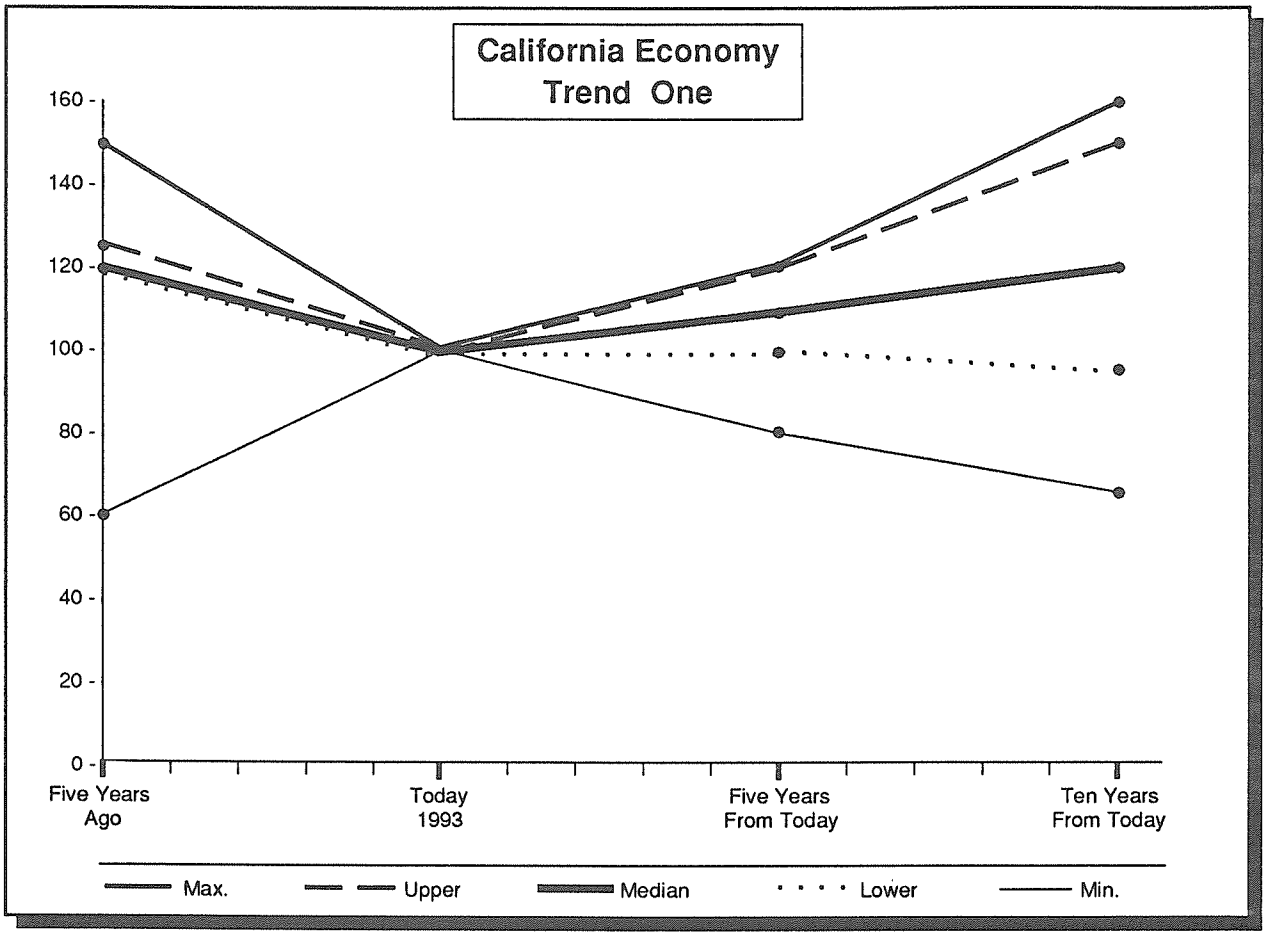


ILLUSTRATION 15

The level of the economy as it applied to law enforcement in California was considered by the NGT panel as a significant factor. As business prospers, or fails, in the state, funds become more or less available for all law enforcement functions, including benefits.

Alternative Career Paths are nothing more than a series of benefits designed to entice employees to pursue excellence in the positions in which they are most interested. As the economy fluctuates, the availability of ACP's may change. However, the NGT panel noted that the implementation of ACP's would not necessarily require increased funds. ACP's could be adopted by merely altering current funding levels to provide such incentives.

Fortunately for ACP's, the NGT forecast a slight, but gradual improvement in the California economy from 1993 through 1997 and then an increased level of improvement through 2004. As a result, there would probably be funds available to deal with ACP implementation.

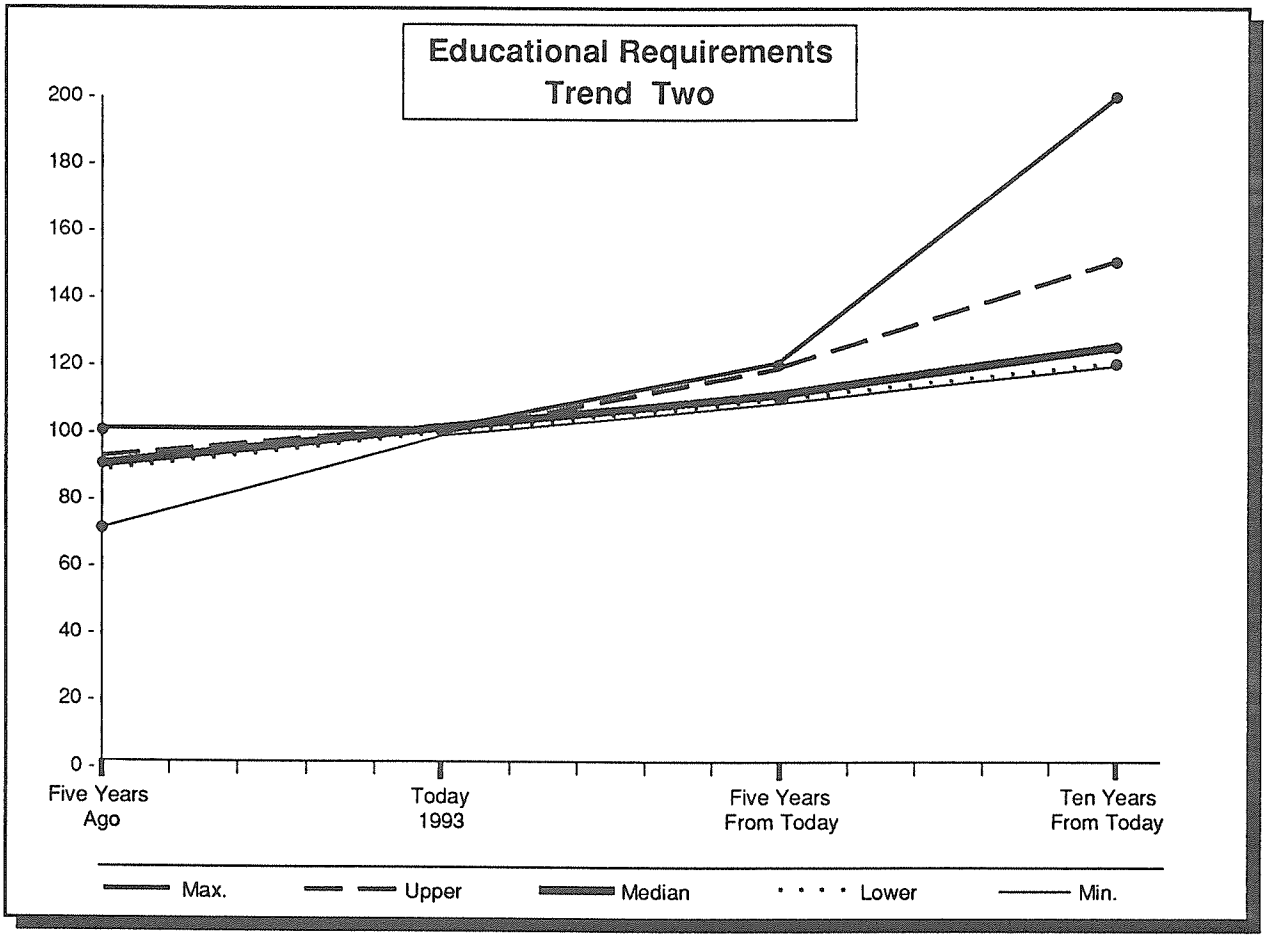


ILLUSTRATION 16

The NGT panel defined this trend as the "use of educational requirements for law enforcement personnel." It was intended to apply to the development of educational standards for entry level as well as for promotion. The NGT panel sidestepped the issue of what those educational requirements might by (high school graduation, AA, BA, MS, etc). However, they recognized that in some agencies the trend is to increase such requirements, while in others it is to decrease them.

The panel concluded that this trend would impact ACP's by decreasing the number of eligible candidates in agencies where requirements were increased, and vice versa. A decreasing number of eligible candidates would mean that there were more ineligible ones who would be seeking alternatives - ACP's.

The NGT panel forecasted only a very slight increase in this trend over the five years from 1993 through 1997, and only a slightly larger increase during the subsequent five years.

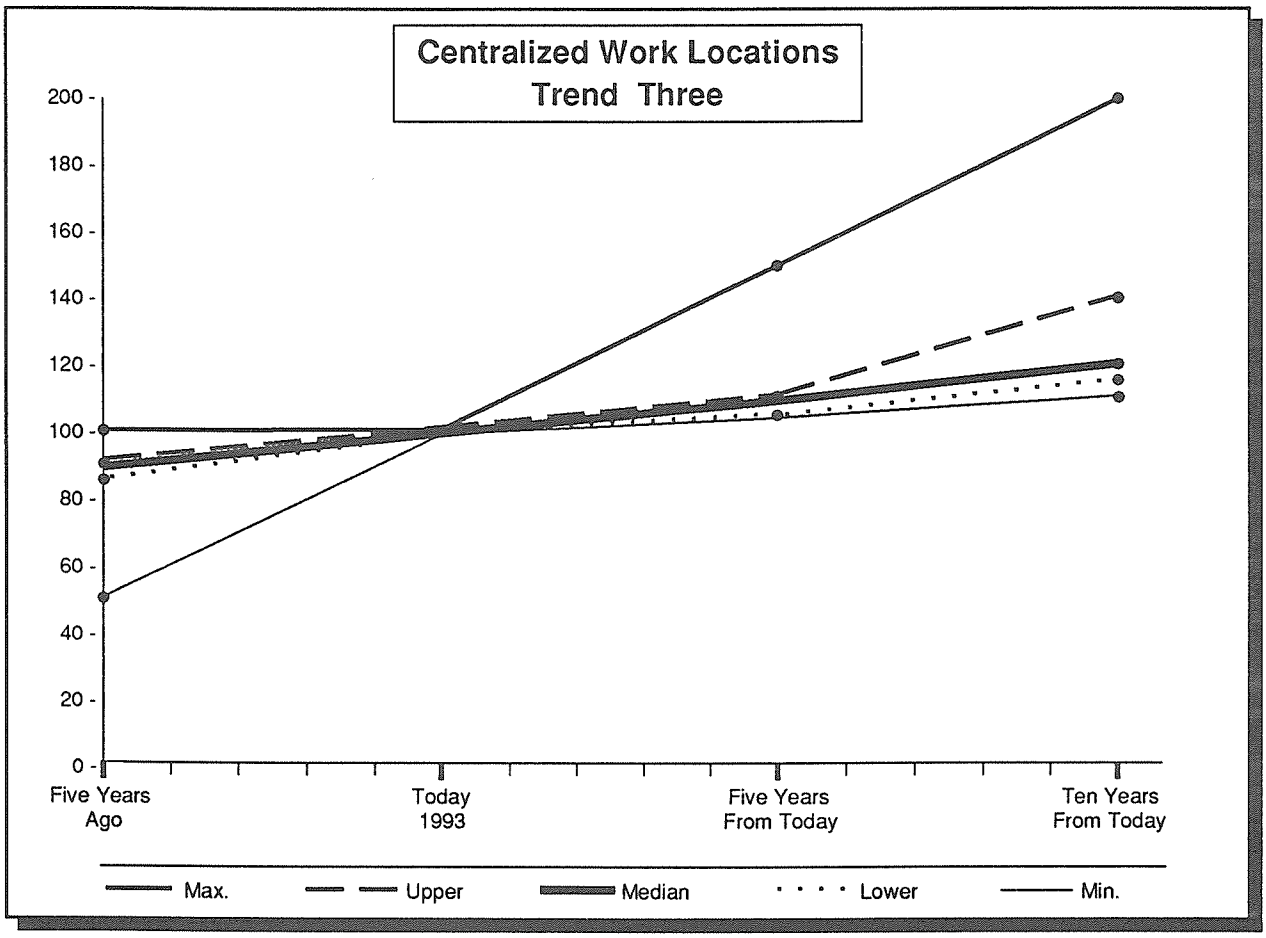


ILLUSTRATION 17

Traditionally, law enforcement officers have been required to commute to a centrally located police station to begin their work day. The NGT panel defined this trend as the "degree of decentralization of law enforcement work locations." With the increased use of fax machines, cellular telephones, and other communications equipment, and with the increasing difficulty in commuting because of traffic congestion and longer commute distances, there will be pressures to implement decentralization.

The panel emphasized that the time required for commuting is a major factor for employees at all ranks. ACP's will need to be developed to consider reducing the employee's commute as a major benefit. Some employees seek positions, and avoid others, based in part on the work location and the difficulty in getting there daily.

The NGT panel forecast only a small increase in the use of decentralized work locations through 2004.

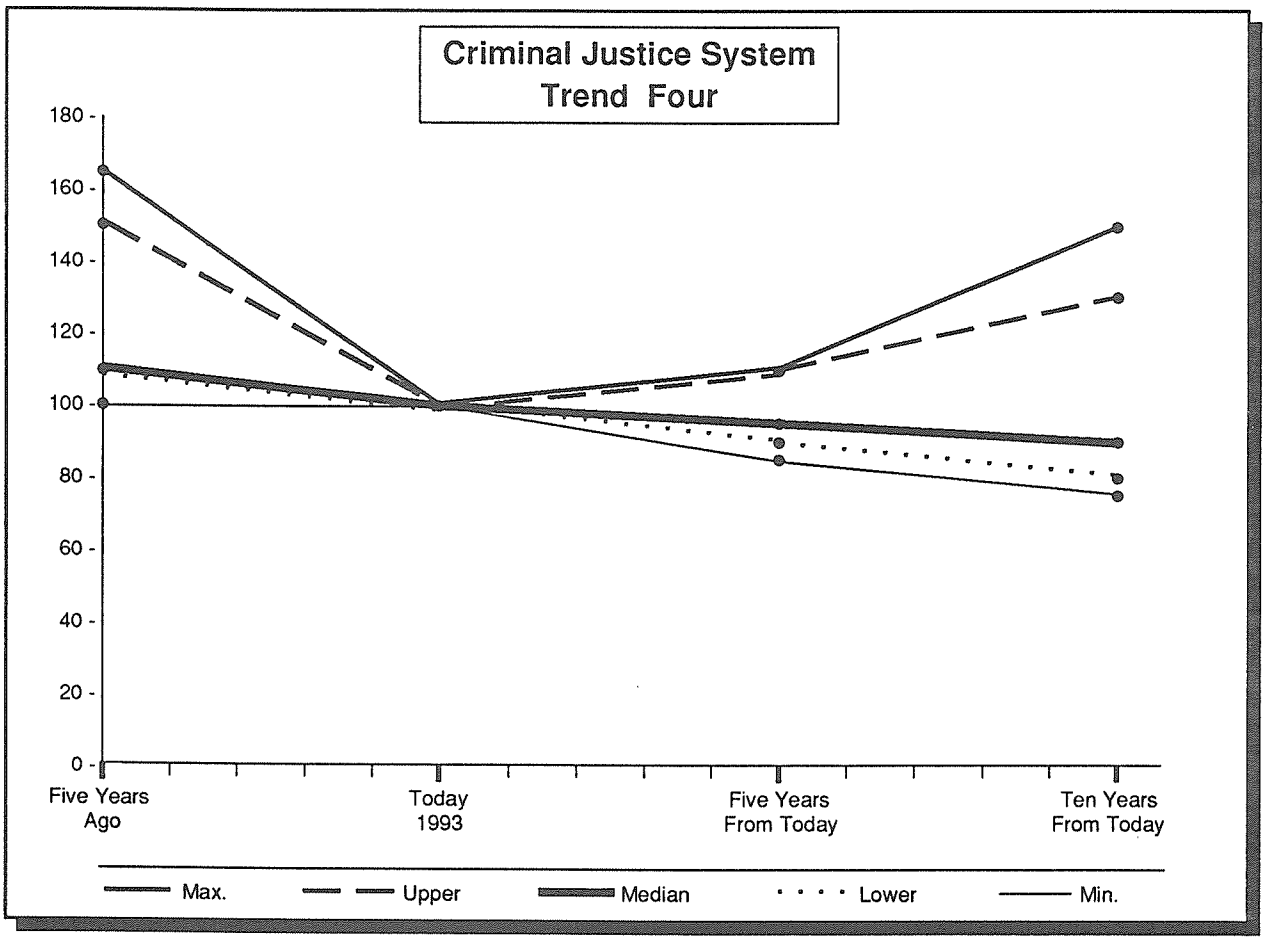


ILLUSTRATION 18

Few systems have such a direct affect on law enforcement personnel as does the criminal justice system (CJS). The CJS includes law enforcement, the courts, and the penal system. As a significant part of that system, officers of all ranks are concerned with the system's effectiveness. The NGT panel recognized that law enforcement is only a part of the CJS. The entire system's ability to ensure that justice is done is important to employees.

The panel opined that the effectiveness of the CJS directly affects job satisfaction for police officers. If law enforcement is not able to arrest violators, if the courts are unable to convict guilty parties, and if the prisons release suspects who are intent on committing additional crimes, then the system has failed. Regardless of benefits provided for employment, job satisfaction demands an effective system. ACP's could be implemented even in an ineffective system. However, the ability to retain qualified employees would be exasperated.

The NGT panel forecasted a minor decrease in effectiveness for the CJS over the entire ten year period ending in 2004.

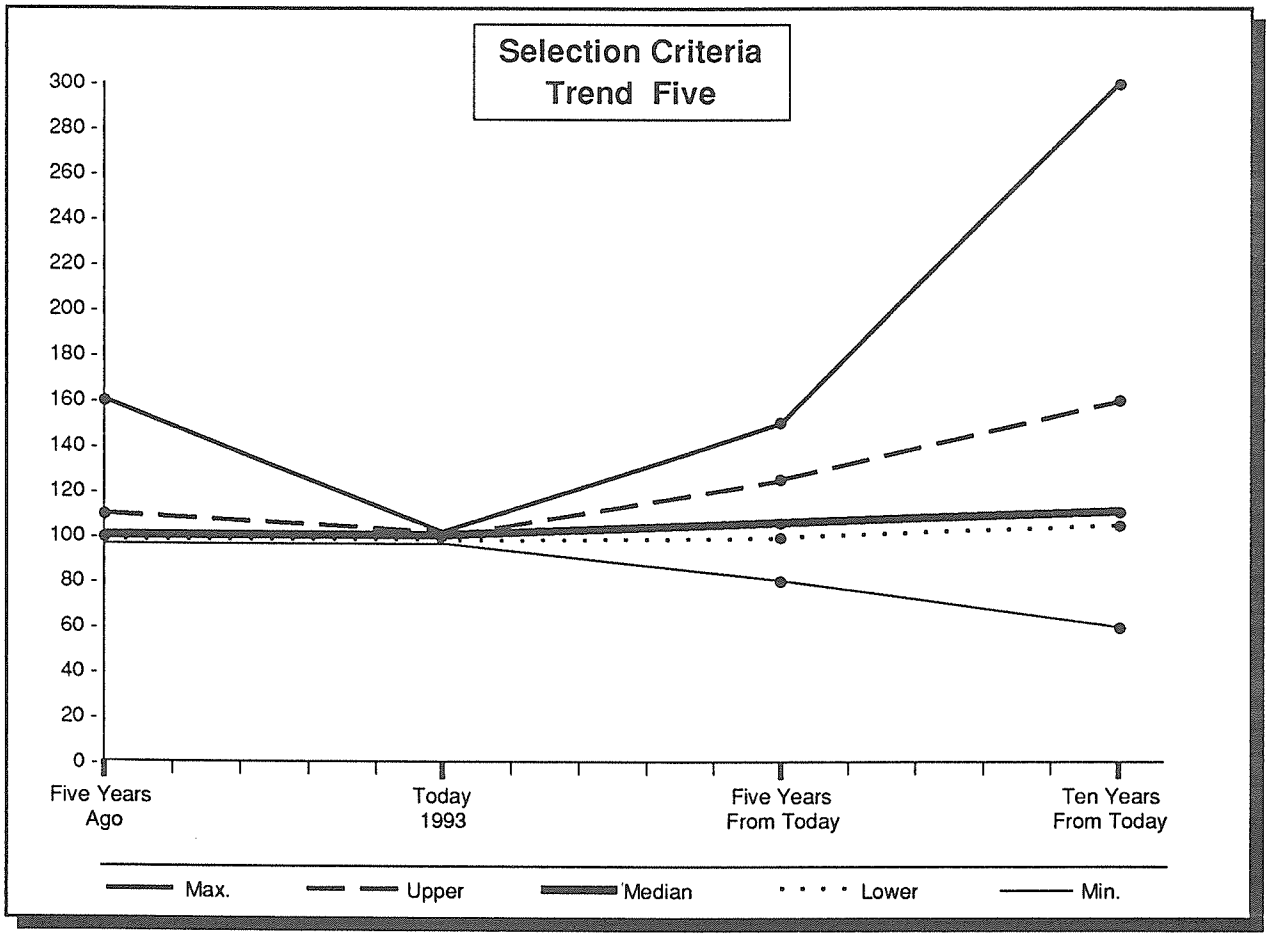


ILLUSTRATION 19

The NGT panel defined this trend as the "Use of valid selection criteria for promotions in law enforcement." Many selection criteria have been used in the past. Only some of those have related directly to the position to be filled or the qualifications necessary.

The panel concluded that the affect of this trend on ACP's is significant. In many ways, this trend is one of the driving forces behind the entire ACP movement. Indeed, if all employees really believed that the selection systems always placed the best employees in promotional positions, there would be less dissatisfaction. The fact that the system is not always appreciated by those competing in it has supported ACP's for those who want to avoid the unjust promotional ladder.

The NGT panel forecasted that this trend would continue to increase at a very minor rate during the decade concluding in 2004.

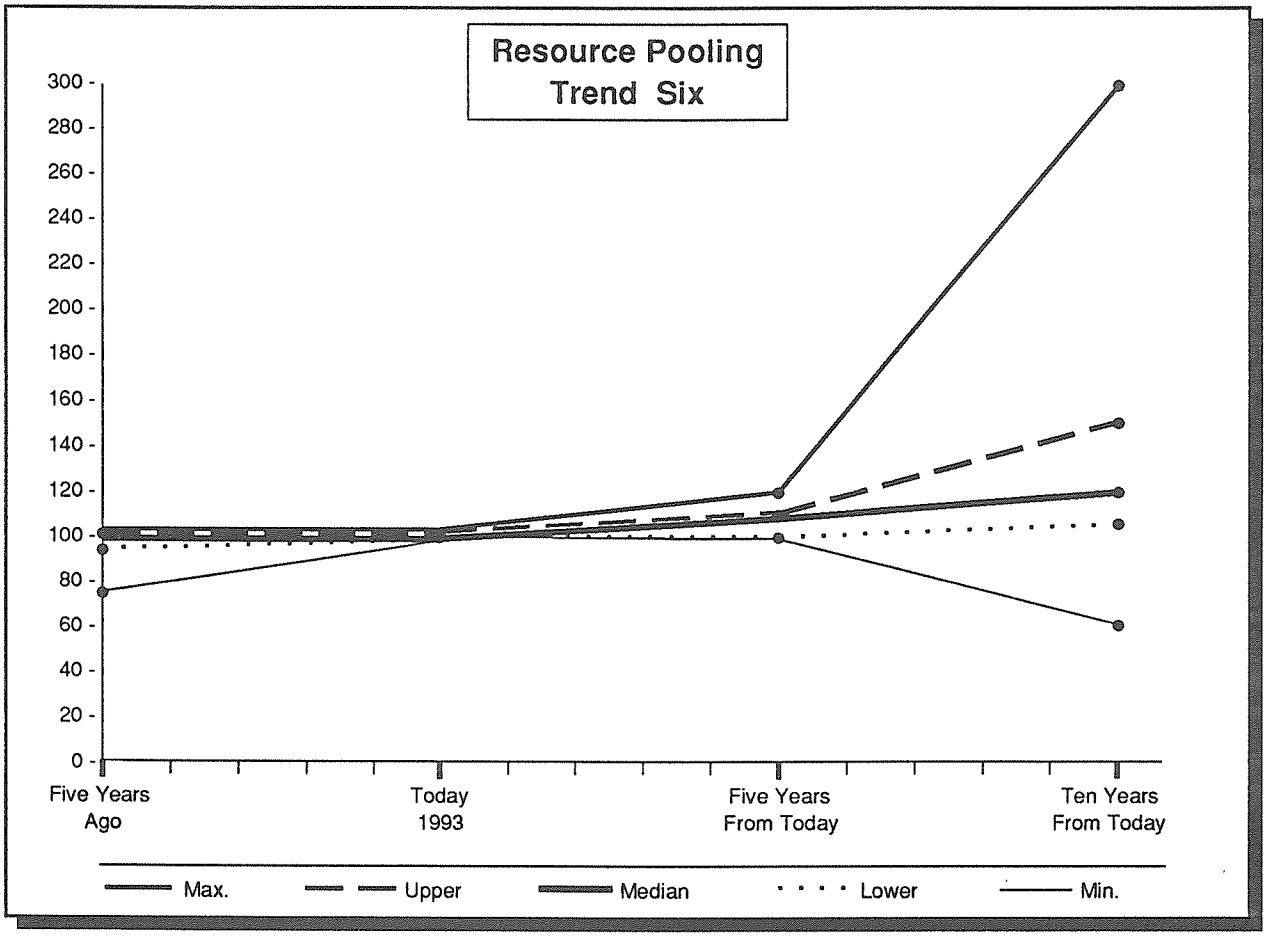


ILLUSTRATION 20

The NGT panel defined this trend as the "degree of pooling of law enforcement resources among agencies." For the discussion, this was confined to agencies working in California (although those agencies may also have operations in other states). Resources were determined to be materiel, personnel, and information.

The panel concluded that the pooling of resources would increase effectiveness. That effectiveness would improve job satisfaction. Improved job satisfaction would decrease the emphasis on alternative career paths.

The NGT panel forecasted only a slight increase in the use of pooling of resources between 1993 and 2004.

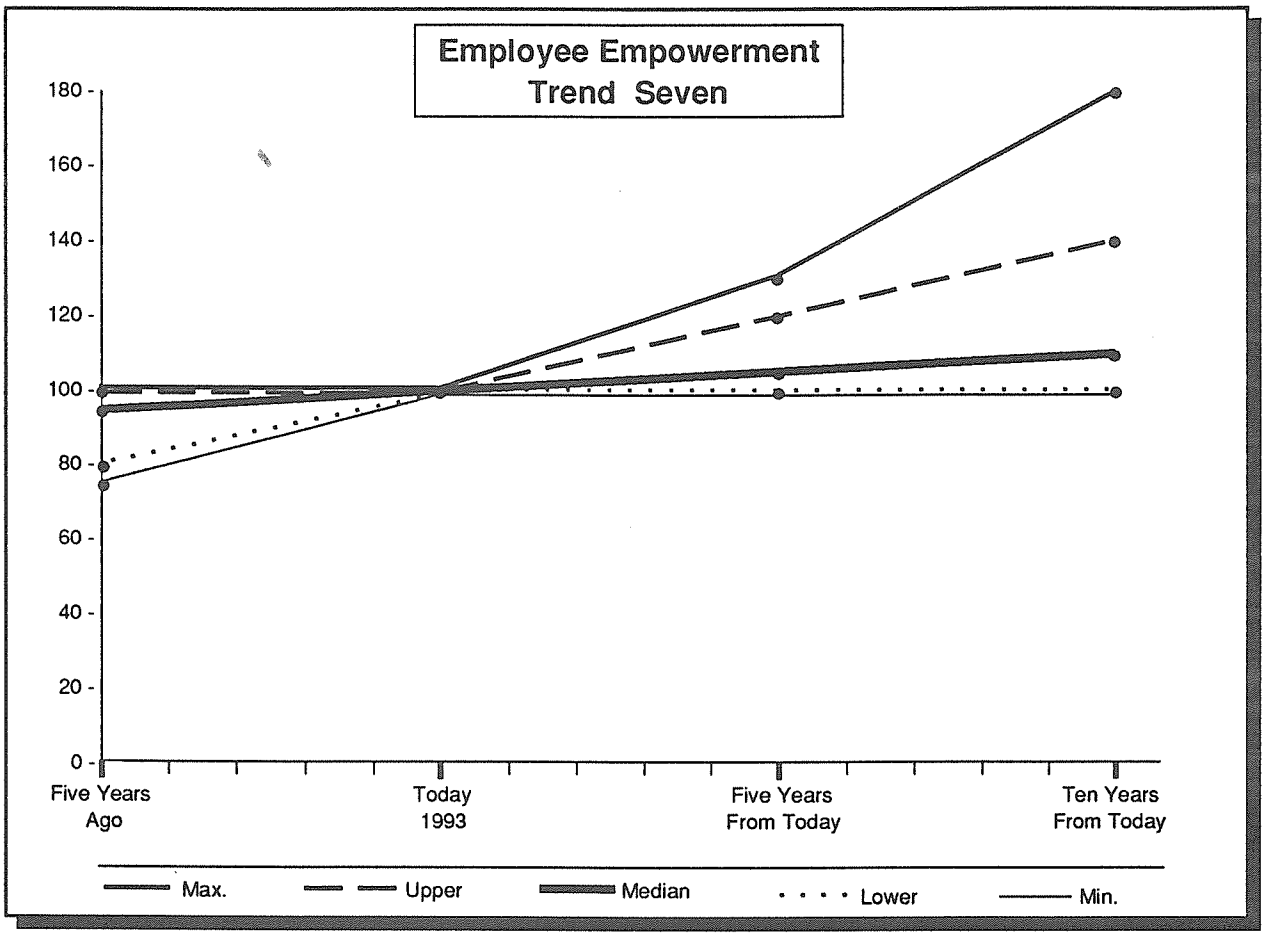


ILLUSTRATION 21

One of the "buzz words" of the 1990's was employee empowerment. The NGT panel defined this as the tendency for law enforcement agencies to allow their employees the freedom to interpret the need, design solutions, and be creative in correcting problems.

The panel concluded that employee empowerment has the potential for dramatically affecting morale. People want control over their lives and jobs. They feel more successful if they can help design their work. Empowerment is really a part of ACP's and it would be difficult to envision an ACP program that did not allow employees that type of choice.

The NGT panel forecasted a gradual increase in employee empowerment over the decade following 1993.

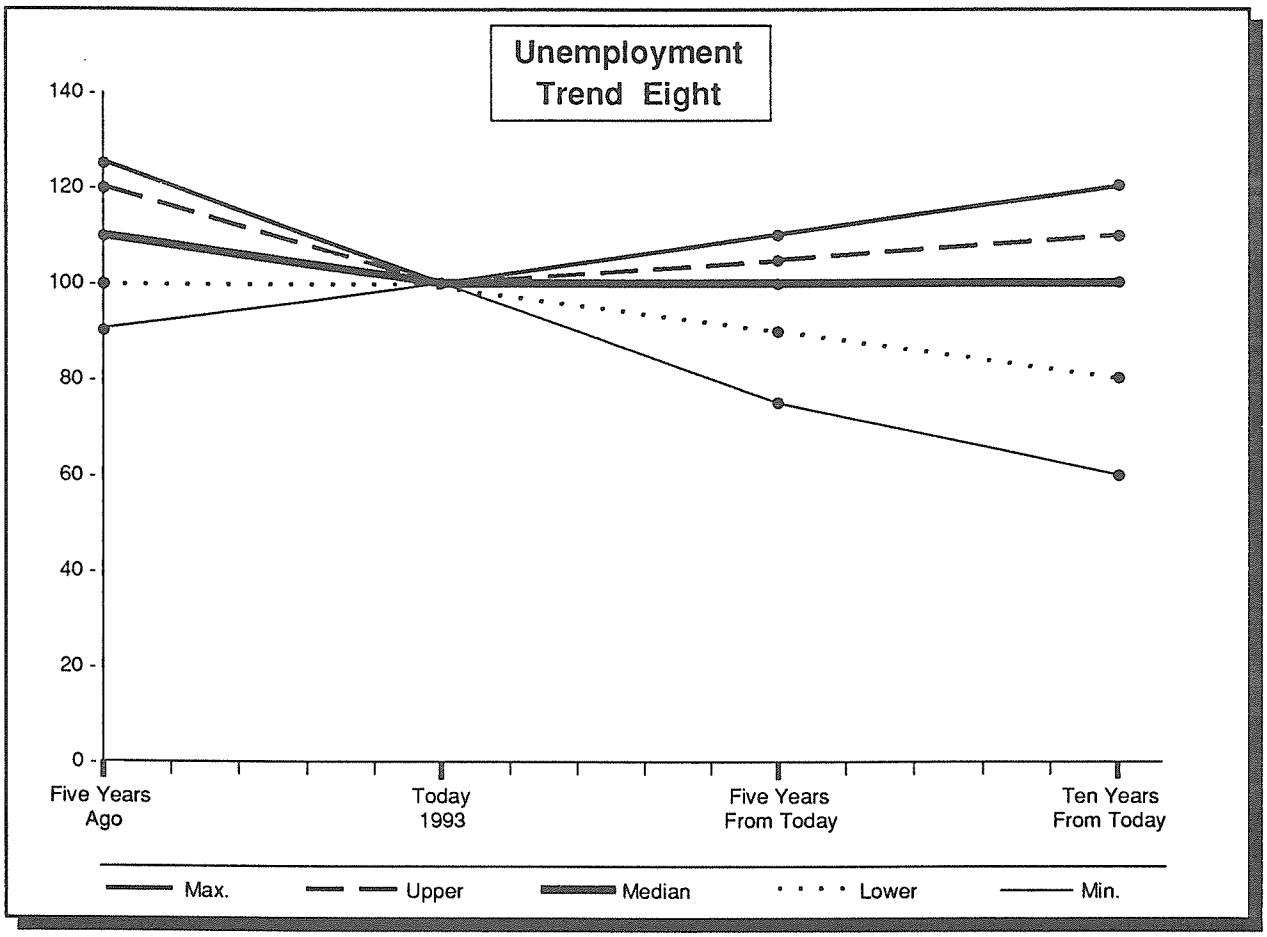


ILLUSTRATION 22

The NGT panel defined this trend as the "level of unemployment in the California work force." It was recognized that unemployment is strongly related to the economy and that many of the same considerations would apply; however, it was determined that there was enough of a difference to retain this as a separate trend.

The panel concluded that unemployment directly affects the ability of employees to leave law enforcement. Many line level employees will see increased competition for their jobs as other unemployed workers seek the security of civil service positions. However, the concept also affects promotional opportunities. People who occupy high level positions in law enforcement often leave to take positions in private industry. When unemployment is high, fewer positions are available, fewer people leave, and promotional opportunities lessen. ACP's become more attractive.

The NGT panel forecasted that the level of unemployment would remain relatively constant through 2004.

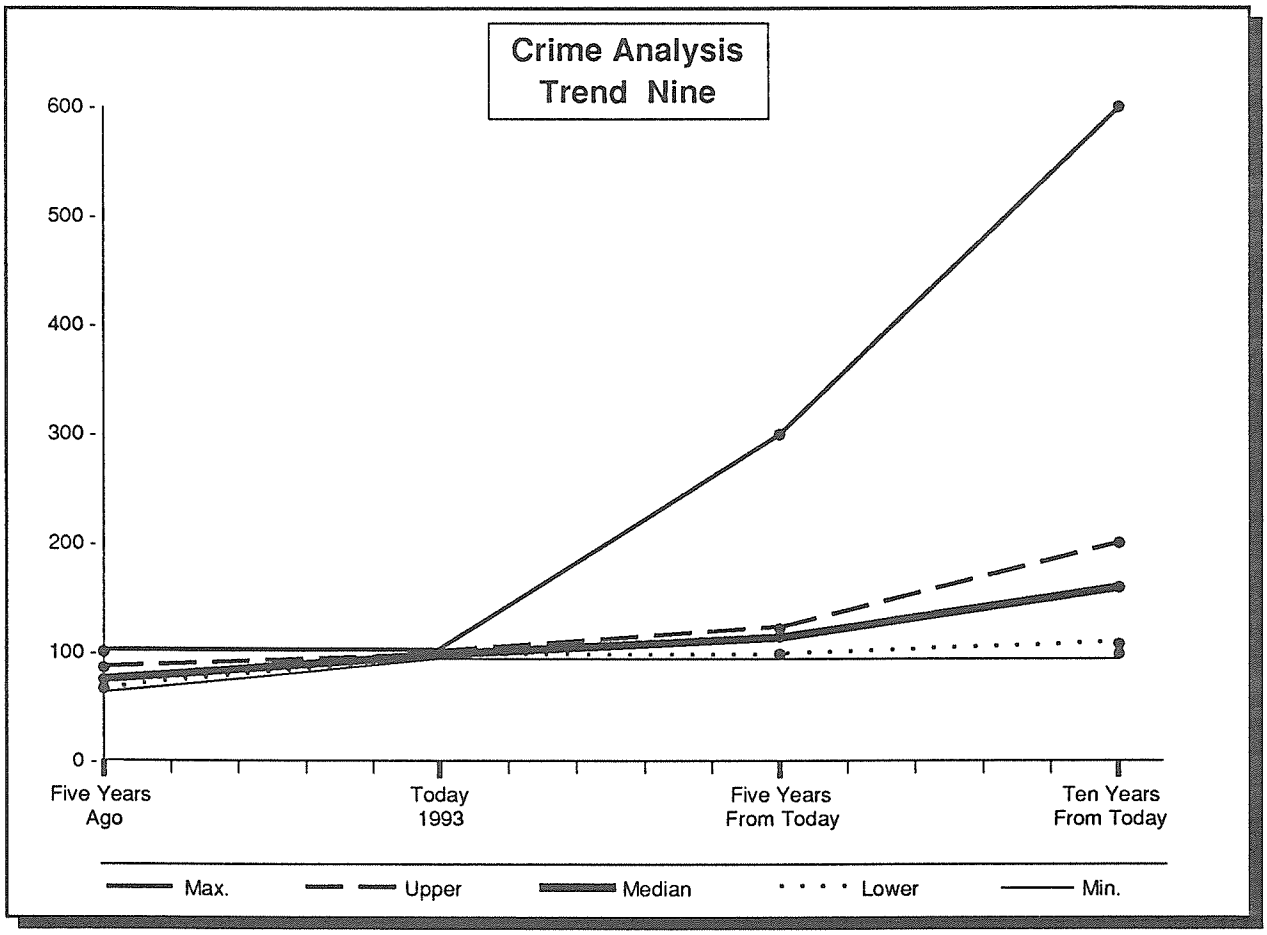


ILLUSTRATION 23

The "availability of an effective crime analysis system" was considered an important trend. In 1993, when the NGT panel met, crime information in California was only beginning to be computerized on a level in which meaningful data could be obtained and shared among previously competing law enforcement agencies.

The panel concluded that the impact of crime analysis on ACP's relates directly to job performance and satisfaction. If crime analysis were to be developed to the level where officers could more effectively prevent and solve crime, job satisfaction would increase. Such a trend would decrease the emphasis on ACP's.

However, the NGT panel forecasted only a moderate increase in the ability to analyze crime over the five year period following 1993 and only a moderate increase in the following five years. The many factors affecting crime were considered too nebulous.

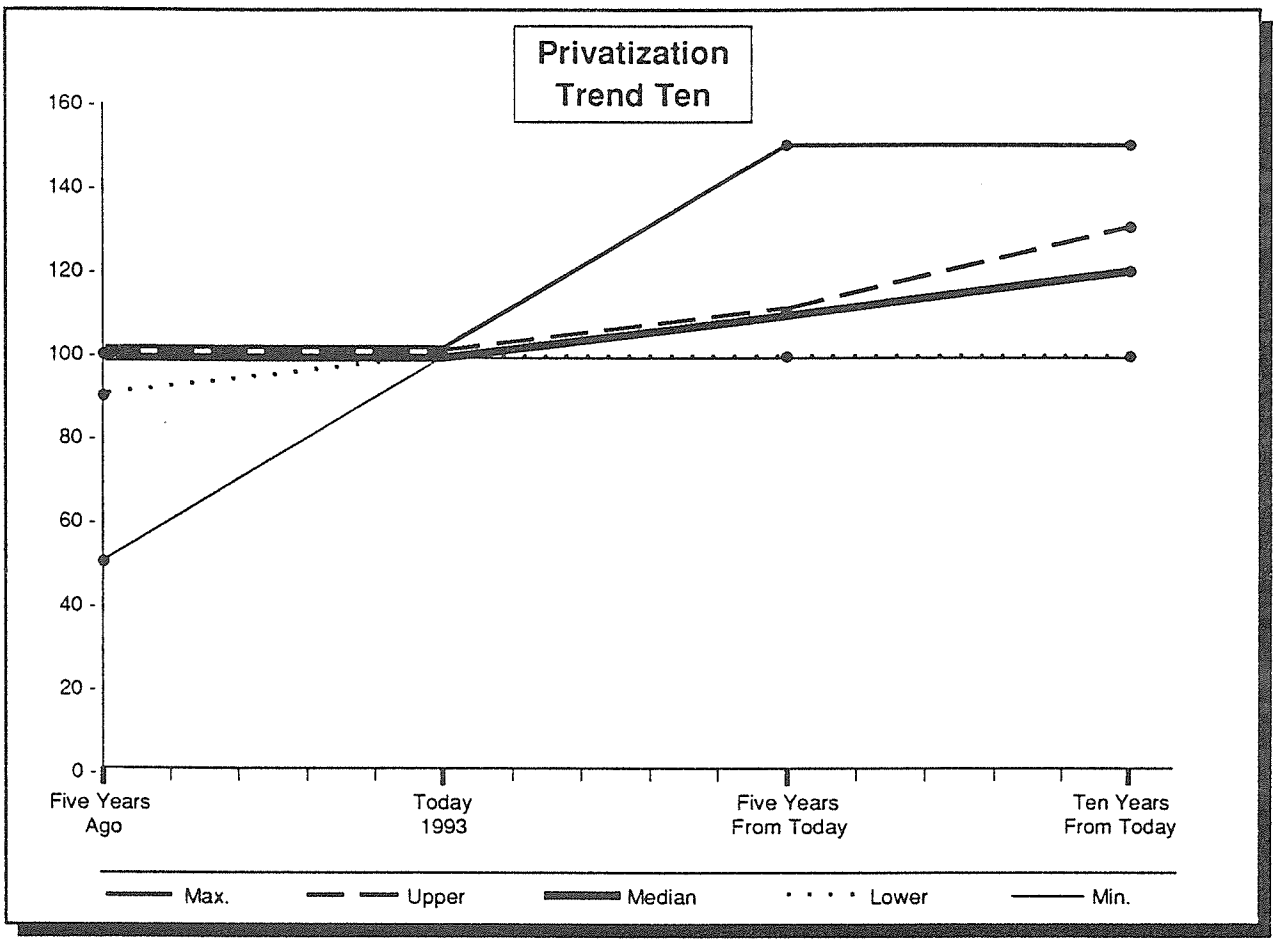


ILLUSTRATION 24

Many tasks that had previously been performed by sworn law enforcement officers had been reassigned to private security officers by 1993. The NGT panel strongly considered the "use of privatization of law enforcement" as it affected ACP's.

The panel concluded that the more tasks that are performed by private security, the fewer that remain for sworn police officers. The effect on ACP's will depend on the actions taken by cities as a result of that trend. If police department resources remain constant in spite of privatization, officers may become more effective with a resulting increase in job satisfaction. If resources decrease as a result of privatization, work loads could increase, dissatisfaction could increase, and the pressure for ACP's could intensify.

The NGT panel forecasted a steady, moderate, increase in privatization during the ten year period ending in 2004.

CROSS-IMPACT ANALYSIS

Each of the top ten events was analyzed by the NGT panel and the researcher in great detail. The median probability of occurrence before the end of the study was computed (as obtained from the NGT panel). Note that the median is that figure that is in the middle of all of the figures (for example, for 1, 2, 3, 4, 9 the median is 3). The median figures were then evaluated through a process called cross-impact analysis. That analysis was designed to determine the impact that the occurrence of one of the events would have on the others. The same process was completed for each of the events.

The cross-impact figures reflecting the change in the median probabilities were determined by a Modified Conventional Delphi (MCD) process. Two police managers, Dan Watson and Willie Pannell, and two other law enforcement officials, Sergeant Terry Pratt and Detective Brian Odenwald, all from the LAPD, evaluated all 90 of the cross-impacts and arrived at a consensus regarding the change that may occur. For example, the committee agreed that if event number two occurred (mandatory ethnic and gender balance), then the probability of event number one (Civil Service Eliminated) occurring would dramatically increase (by 20 percent). These changes were utilized along with the initial probabilities offered by the NGT panel to compute the final probability, as affected by cross-impacts. A POST computer program titled, "X-MPACT" evaluated these figures. The program took the original probabilities as presented by the median figures prepared by the NGT panel, computed the effect of the

cross-impacts as offered by the MCD panel, and computed the final probabilities. The final probability for each event was derived from this program (see following table).

CROSS-IMPACT MATRIX

TABLE 11

10 X 10 Cross Impact Matrix — Screen 3 of 4
10 = Number of Events

Initial Prob \/ \/	E 1 50	E 2 50	E 3 50	E 4 90	E 5 20	E 6 40	E 7 20	E 8 80	E 9 50	E10 20	Final Probabilities
E1 50	X	20	5	0	5	5	0	-20	10	0	E1 55
E2 50	20	X	10	0	10	5	5	-20	10	0	E2 59
E3 50	10	5	X	0	15	10	5	-20	-10	0	E3 45
E4 90	0	0	0	X	5	10	10	0	0	0	E4 97
E5 20	5	20	10	5	X	10	5	0	0	5	E5 48
E6 40	10	25	10	25	5	X	5	10	0	0	E6 95
E7 20	0	0	0	20	0	0	X	0	0	0	E7 38
E8 80	10	-10	-5	0	5	5	0	X	10	5	E8 87
E9 50	10	10	10	0	0	0	5	30	X	10	E9 92
E10 20	-5	-5	-5	0	10	-5	0	20	10	X	10 34

LEGEND

Event #	Event Title
1	Civil Service Eliminated
2	Mandatory Ethnic and Gender Balance
3	Residency Requirement
4	Non-Lethal Weapon
5	Law Enforcement Draft
6	Physical Standards Eliminated
7	Drugs Legalized
8	Assessment Centers
9	Manager Trading
10	Universal Retirement

The cross-impacts produced through this process were tremendous. Events that were originally viewed as having relatively low probabilities were found to have very high probabilities if the other events occurred. For example, event #9, the trading of managers, was originally forecasted with a 50% probability.

However, if civil service were eliminated and a universal retirement were provided, along with other events, then the probability of manager trading would increase to 92%. That is, it has a very high probability of occurring by 2004.

SIGMA

The final probabilities obtained from the cross impact computer program were utilized in a second POST computer program titled, "SIGMA." SIGMA utilized random number generation to develop possible scenarios. Each time the computer was "run", a different scenario was produced (because of different input in the form of "seed numbers"). A typical SIGMA scenario is included:

SAMPLE SIGMA PRINTOUT

TABLE 12

For - Seed No. > 4851486 < and the ERIC.SIG data --
in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS !!

Sep. 1996 E- 10.UNIVERSAL RETIREMENT
Jun. 1999 E- 5.LAW ENFORCEMENT DRAFT
Nov. 1999 E- 6.PHYSICAL STANDARDS ELIMINATED
Dec. 1999 E- 8.ASSESSMENT CENTERS
Jan. 2001 E- 2.MANDATORY ETHNIC AND GENDER BALANCE
Oct. 2002 E- 1.CIVIL SERVICE ELIMINATED
Nov. 2002 E- 4.NON-LETHAL WEAPON
Jan. 2003 E- 7.DRUGS LEGALIZED
Mar. 2003 E- 9.MANAGER TRADING

The EVENTS which do NOT Happen are:

1. E- 3.RESIDENCY REQUIREMENT

Note that the computer has identified several events that "happened" along with the date in which they "occurred". Events that do not occur are also listed. By conducting multiple computer "runs", families of possible scenarios can be identified. For this study, 35 SIGMA runs were conducted. The families easily divided three categories: those that represented an extension of the past; the "best" case; and the "worse" case as applied to the issue of Alternative Career Paths.

The scenarios generated by the SIGMA computer program could be used as a basis for dozens of futures. In fact, each SIGMA scenario has the potential for becoming a possible future. Naturally, no one knows what the future will really become. However, these computer generated possibilities can form the basis for an evaluation of what may be.

SCENARIOS

The following scenarios are each based upon one of the iterations from the SIGMA random generator program and reflect the various trends and events played out in a cosmopolitan city.

The SIGMA scenarios have been used to identify three possible futures all related to the Issue of Alternative Career Paths. The first is a future in which what may come is better, for the development of alternative career paths, than the past. The second is a future that is merely an educated extension of the past. The third is a future in which the better events and trends do not happen or continue; a future worse than the past for ACP's.

The following three scenarios have drawn heavily on the evaluations provided by the NGT panel. However, in what is probably an unusual move, the scenario titled "An Extension of the Past" has all ten events occurring before 2004. The other two scenarios have only a few of the events, each. The "Chamber of Commerce" description is actually an introduction that sets the scene for the three scenarios.

Agency "Chamber of Commerce" Description - 1993

Throughout this project, many opportunities arose for allowing more specific descriptions of processes by personalizing them as they refer to a specific city. Although the concepts of Alternative Career Paths related effectively to many organizations throughout California, using a specific city enhanced the process. However, a hypothetical city was used.

For a time perspective, these scenarios have been written as if they were a part of a historical record prepared in the year 2004. Therefore, for each, it has been assumed that the appropriate events have already occurred and that the impact of the trends has already been felt.

La Ville Des Anges

La Ville Des Anges, which often has its name shortened to "Des Anges", is a coastal city in California. It is the only large city with an ocean port midway between Los Angeles and San Francisco. As a result, shipping is a major industry with millions of tons of cargo arriving annually from throughout the Pacific Rim. Of course, the shipping industry would never have been able to flourish without the supportive transportation provided by the Central California Railroad, which has its western terminus there, and without the interstate highway, I-50, which extends from Des Anges east to Richmond, Virginia. These three transportation systems have contributed to the prosperity of the city and have also contributed to its ethnic and cultural diversity.

Des Anges was founded in 1781. Originally it had been one of the 21 Spanish missions founded by the Catholic Church. However, it was captured through military action by the French military during that country's efforts to establish a "beach front" in the stronghold of Spanish influence. It was the French military that renamed the town. La Ville Des Anges has remained the official designation ever since.

Des Anges, in 1993, was a city of approximately three million people. Because of the jobs provided by the transportation industry, a diverse population had come to call it home. The Spanish influence had remained from its early days and from the pressure from immigration (both legal and illegal) that affected all of California during the 1980's and '90's. A substantial, but not majority, portion of the population was White. Asians and Blacks also comprised significant, but smaller percentages of the population.

The City government is of a California Charter City type with a major/council form of organization. The 15 City Councilmembers are each elected by district and each serve on three council committees (15 such committees exist including the powerful Budget and Finance Committee and the Public Safety Committee). It is those two committees, along with the mayor, that have the most influence on the police department.

The Des Anges Police Department (DAPD) was established in 1869. In 1993, it was organized into eighteen geographic "Areas," each of which operated to a certain extent as an independent police agency. For policing purposes, however, the city was divided into four geographic "Bureaus" and each Area reported to one of those bureaus. This internal organization encouraged independent actions by the Area commanding officers, within the confines of the guidelines provided by those Bureau chiefs. As a result, some Areas had become quite independent and entrenched in their past method of operation. Some of those were considered "management dinosaurs" with autocratic tendencies. Others were very receptive to change and were in the process of embracing Community Based Policing as a organizational philosophy.

In 1993, special interest groups had obtained a significant hold on the Department. The previous mayor had encouraged, and been very responsive to, ethnic and political interest groups. With the election of a new mayor, those groups were dismayed at the diminished level of their power. This change had resulted in efforts to retain, or regain, that power through new efforts outside of the mayor's office, directly to the Area and Bureau commanding officers of the police department.

In 1993, the concept of Alternative Career Paths was foreign to the Des Anges Police Department. The Department embraced the traditional view of "success" in law enforcement - the only successful people were those who had been promoted. Anyone remaining at the rank of police officer throughout their career

or failing to receive a promotion - at any rank - was generally considered unmotivated or inept. Those employees were encouraged to retire early and to seek other employment. As a result, much of the expertise of the Department was lost. Those who knew the most about effectively performing police work were ushered out of the organization.

However, a handful of employees at all levels had a different vision. They could see the Department in the year 2004 after a decade of effort to implement the concept of Alternative Career Paths. They recognized that providing meaningful financial, non-financial, and status rewards could dramatically change the organization. The result would be an organization in which people felt appreciated for the contributions that they made to the Department's mission - regardless of rank. Employees would be able to find fulfilling rewards by doing their jobs well. Success would be redefined as becoming the best one can be. The organization chart would not be significantly changed, but the people in those positions would be dramatically different. People in management and leadership positions would be there because they truly wanted that type of responsibility. Those in other positions would not feel compelled to seek promotion merely to increase their benefits.

SIGMA - EXTENSION OF THE PAST

TABLE 13

For - Seed No. > 4851486 < and the ERIC.SIG data --

in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS !!

E- 4. Jun. 1994 NON-LETHAL WEAPON

E- 9. Nov. 1995 MANAGER TRADING

E- 7. Feb. 1996 DRUGS LEGALIZED

E- 6. May 1997 PHYSICAL STANDARDS ELIMINATED

E- 2. May 1999 MANDATORY ETHNIC AND GENDER BALANCE

E- 1. May 1999 CIVIL SERVICE ELIMINATED

E- 3. Jun. 1999 RESIDENCY REQUIREMENT

E- 8. Sep. 1999 ASSESSMENT CENTERS

E- 5. Sep. 1999 LAW ENFORCEMENT DRAFT

E- 10. Oct. 2003 UNIVERSAL RETIREMENT

The events which do not happen are: None

An Extension of the Past

By the beginning of 1994, law enforcement agencies throughout California almost universally espoused the traditional career path of promotion as the only way to truly be considered "successful". The Des Anges Police Department was no exception. As a result, new police officers entering the agency devoted their efforts to promotion. Officers could be found studying before, during, and after work. Study groups were initiated to bring career minded officers together for study efforts. Educational institutions offered police science and administration of justice courses. Those offerings were well attended with enthusiastic scholars. Many hundreds of hours were spent by off duty officers studying law, procedures, policy, and supervision. For some new employees, promotional efforts far exceeded the efforts they devoted to the job itself.

Unfortunately, in 1994, promotional candidates far exceeded the promotional opportunities. The Sergeant's exam in the Des Anges Police Department, for example, had 600 to 800 applicants for fewer than 100 positions. In smaller agencies, the ratio was even more bleak. Small departments often had dozens of qualified sergeant candidates but no vacancies for year after year. Promotion to higher ranks was even worse. If the civil service system worked at all, competition increased as candidates sought selection for lieutenant. After all, sergeants were those successful candidates who had once been police officers. Once they "tasted" success, they were even more intent on achieving more. Of course, the only way to be successful was to be promoted.

In June, 1994, an effective non-lethal weapon (NLW) was developed (event No. 4). At first glance, it may appear that this could not possibly impact the issue of alternative career paths, but it did. The weapons were so effective, inexpensive, and available that the Des Anges Police Department quickly issued one to every officer. Because of liability concerns, firearms were quickly prohibited. The Des Anges City Attorney emphasized that city management could not risk going to court to explain an officer involved shooting when the non-lethal weapons were available. Use of force incidents (officer involved) decreased dramatically. Even the crooks recognized that there was no need to fight when the officers had the NLW's. Law enforcement managers no longer had to be concerned with foot pursuits, shootings, or the use of force. These traditional lawsuit prone activities ceased to be a part of police activities. Liability was no longer the major concern of management.

Well, it didn't take long for the politicians to realize that the quality of their law enforcement managers was no longer a major issue. After all, police officers were no longer involved in "permanent" life endangering activities. The fact that deadly force no longer had to be used meant that every action could be reversed, if necessary. A mistake could be rectified with little trouble or liability. Anyone could be "promoted" without risk. Unfortunately, many unqualified people were. The qualified candidates desperately sought other positions - alternate career paths, but few were available.

By November of 1995, slightly more than one year later, the situation had deteriorated. The mayor of Des Anges recognized that she needed a method for developing her new executives. She contacted the mayors in nearby cities and the interdepartmental and intradepartmental trading of managers became common (E-9). Providing this type of on-the-job training helped tremendously - for those already in higher positions. Unfortunately, their success meant fewer opportunities for promotion. Unsuccessful candidates sought other positions - alternative career paths, but few were available.

Three months later (February of 1996), an especially surprising event occurred. A little known but potentially dramatic state ballot measure passed even though it was given little chance of passing by political "experts". The ballot measure provided for the use and sale of all drugs to be legalized (E-7). Suddenly, the law enforcement managers in Des Anges found that a large part of their jobs were simply not needed. Even worse, the use of drugs that had previously been illegal became common in the "new breed" of law enforcement managers. Some of the DAPD's managers quickly became terribly ineffective. Even the crooked politicians could not justify retaining the drug addicts in trusted positions. The development of alternative career paths suddenly seemed unimportant because of much bigger concerns.

Things stabilized over the next year, but by May of 1997, the United States Supreme Court issued a surprise decision. At the urging of some special interest groups (especially those representing physically disadvantaged candidates), physical standards (regarding physical agility) were eliminated for police officers of all ranks (E-6). In essence, the American Disabilities Act was determined to apply to all ranks in law enforcement. Well, the interpretation of this ruling soon resulted in no physical standards at any level. Everyone was sure that any efforts to enforce standards would be found to be discriminatory. Police managers who could have, and should have, retired or resigned, stayed on the job.

They were convinced that their positions were protected. Other candidates sought other positions - alternative career paths, but few were available.

The situation stabilized over the next two years. However, by May of 1999, the United States Supreme Court issued another surprise decision. At the urging of civil rights groups, a case was appealed to the highest court. As a result, the court decreed that mandatory ethnic and gender balance was required for all law enforcement ranks - immediately (event No. 2). In a typical overreaction, local politicians in Des Anges and throughout California immediately implemented "affirmative action" quotas that virtually eliminated promotional opportunities for white males. Those candidates sought other positions - alternative career paths, but few were available.

It quickly became evident that the civil service system hampered the efforts to comply with the Court's decision. It was not easy to immediately implement the quotas when candidates were required to pass objective civil service exams. Of course, qualified minority candidates could be developed through training and job experience programs, but those took time. The California legislature enacted a shortcut measure. By state law, civil service was eliminated for all law enforcement managers of the rank of captain or higher (event No. 1). Promotional opportunities for non-minority candidates were virtually eliminated, for the foreseeable future. Those candidates sought other positions - alternative career paths, but few were available.

No one had really expected the two prior events to really occur. Civil rights groups who wanted to ensure that minority groups were adequately represented in the higher ranks of law enforcement were actively pursing other courses of action. Only one month later as a result of those efforts, California voters delivered another surprise related to the issue. As a voter sponsored initiative, a residency requirement was imposed for all law enforcement executives (E-3). As a result, candidates for promotion who lived in the outlying "bedroom" communities outside of Des Anges could no longer compete for promotion. Those candidates sought other positions - alternative career paths, but few were available.

Well, it took only a few months for the effects of the last three events to be felt. The "white backlash" along with efforts by other minority groups that had not been included in the May, 1999, court ruling, resulted in appeals to legislators. They recognized the futility of attempting to overturn the court decisions or the

voter initiative, but they did identify an alternative. The California legislature greatly enhanced the funding for the Commission on Peace Officer Standards & Training (POST) and expanded its responsibility. POST was given the responsibility for training each agency in the use of assessment centers and had the authority to restrict all training funds for any agency that refused to use assessment centers for the selection of personnel. As a result, assessment centers were universally implemented for the promotion to management in law enforcement (Event No. 8).

The economic problems that had begun in the early 1990's continued. The "peace dividend" was not a plus for California. The aero-space companies that had contributed so heavily to the state's economy never completely recovered. The City of Des Anges was particularly hard hit. The transportation industry was "rightsized" but only at great cost to jobs and business. The influx of illegal aliens taxed the resources of every level of government. Quite honestly, law enforcement at the entry level became an unpopular career. The middle class, including the best qualified police candidates and employees, fled the state for more lucrative positions in other states. Unfortunately, the resolution of this problem focused on a forceful solution instead of enticements. A law enforcement draft was implemented for entry level positions (E-5).

The balance of events stabilized. For over two years (until October 2003) things remained the same. The Des Anges economy and political situation stabilized. Only then, the United States congress enacted a surprise resolution. Law enforcement was recognized as a national issue, not a local or state issue. The deterioration of law enforcement (and the subsequent increase in crime) in California had been recognized as a threat to the entire country. The need to enact legislation that made law enforcement a more desirable occupation was recognized. The universal law enforcement retirement plan (national) was implemented (E-10). This step allowed officers to move between Departments (and even between states) while retaining their retirement benefits. Although this was a benefit that applied equally to all levels of law enforcement, it was the beginning of a movement - alternative career paths. Unfortunately, few other incentives were made available to encourage employees to pursue ACP's. Financial and non-financial benefits were limited. The "status of those pursuing careers other than the traditional career ladder was maintained at its low esteem level.

SIGMA - A BETTER FUTURE

TABLE 14

For - Seed No. > 4851486 < and the ERIC.SIG data --

in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS !!

E-4	Jun. 1994	NON-LETHAL WEAPON
E-9	Nov. 1995	MANAGER TRADING
E-6	May 1997	PHYSICAL STANDARDS ELIMINATED
E-8	Jan. 2000	ASSESSMENT CENTERS
E-10	Oct. 2003	UNIVERSAL RETIREMENT

The EVENTS which do NOT Happen are:

E- 1.CIVIL SERVICE ELIMINATED

E- 2.MANDATORY ETHNIC AND GENDER BALANCE

E- 3.RESIDENCY REQUIREMENT

E- 5.LAW ENFORCEMENT DRAFT

E- 7.DRUGS LEGALIZED

A Better Future

By the beginning of 1994, law enforcement agencies throughout California almost universally espoused the traditional career path of promotion as the only way to truly be considered "successful". The Des Anges Police Department was no exception. As a result, new police officers entering the agency devoted their efforts to promotion. Officers could be found studying before, during, and after work. Study groups were initiated to bring career minded officers together for study efforts. Educational institutions offered police science and administration of justice courses. Those offerings were well attended with enthusiastic scholars. Many hundreds of hours were spent by off duty officers studying law, procedures, policy, and supervision. For new employees, promotional efforts far exceeded the efforts they devoted to the job itself.

Unfortunately, in 1994, promotional candidates far exceeded the promotional opportunities. Sergeant's exams in the Des Anges Police Department, for example, had 600 to 800 applicants for fewer than 100 positions. In smaller agencies, the ratio was even more bleak. Small departments often had dozens of qualified sergeant candidates but no vacancies for year after year. Promotion to higher ranks was even worse. If the civil service system worked at all, competition increased as candidates sought selection for lieutenant. After all, sergeants were those successful candidates who had once been police officers. Once they "tasted" success, they were even more intent on achieving more. Of course, the only way to be successful was to promote.

In June, 1994, an effective non-lethal weapon (NLW) was developed (event number 4). At first glance, it may appear that this could not possibly impact the issue of alternative career paths, but it did. The weapons were so effective, inexpensive, and available that the Des Anges Police Department quickly issued one to every officer. Because of liability concerns, firearms were quickly prohibited. The Des Anges City Attorney emphasized that City Management could not risk going to court to explain an officer involved shooting when the non-lethal weapons were available. Use of force incidents (officer involved) decreased dramatically. Even the crooks recognized that it was useless to fight when the officers had the NLW's. Law enforcement managers no longer had to be concerned with foot pursuits, shootings, or the use of force. These traditional lawsuit prone activities ceased to be a part of police activities. Liability was no longer the major concern of management.

Well, this development had a positive effect on the issue of alternative career paths. With liability less of a concern, the mayor of Des Anges, the police chief and other appointing authorities were able to concentrate on the promotion of subordinates. While lesser liability reduced the need for litigation experts in management, it also helped managers recognize that promotions were a new source of liability. It was also recognized that some alternative was needed for those who were unable to promote. The efforts for the development of alternate career paths were intensified.

By November of 1995, slightly more than one year later, the situation had progressed. The mayor of Des Anges recognized that she needed a method for developing the new executives. She contacted the mayors in nearby cities and the interdepartmental and intradepartmental trading of managers became common (E-9). Providing this type of on the job training helped tremendously - for

those already in higher positions. Fortunately, it was also utilized for those in lower positions. In essence, manager trading became the first universally implemented step toward alternative career paths in that the trades alone were viewed as a type of alternative. Many managers viewed the trades as career enrichment without promotion - an alternative career path.

During February of 1996, a effort to implement a significant event failed. A little known but potentially drastic state ballot measure was proposed even though it was given little chance of passing by political "experts". The measure would have caused the use and sale of all drugs to be legalized. The failure of this measure left law enforcement in just about the same situation that had existed before the proposal. Unsuccessful candidates sought other positions - alternative career paths, and some were beginning to be available.

Things stabilized over the next year, but by May of 1997, the United States Supreme Court issued a surprise decision. At the urging of some special interest groups (especially those representing physically disadvantaged candidates), physical standards (regarding physical agility) were eliminated for police officers of all ranks (E-6). In essence, the American Disabilities Act was determined to apply to all ranks in law enforcement. Well, this interpretation gave even more incentive for alternative career paths. With even more candidates applying for each position, everyone recognized the importance of providing alternatives. In Des Anges promotions were few, but job enrichment became more important. People stayed on the job. They were convinced that alternative career paths would be available.

The situation stabilized over the next two years. However, by May of 1999, the United States Supreme Court issued another surprise decision. At the urging of civil rights groups, a case was appealed to the highest court. However, the court decreed that mandatory ethnic and gender balance was <u>not</u> required for all law enforcement ranks. If the court had ruled differently this would have been the implementation of event number 2. By not mandating quotas, the court ensured that everyone would have access to promotions. However, the process still left many who were not able to fill higher position and who were seeking alternative career paths. Fortunately, more were becoming available.

There were many who believed that the civil service system hampered the political system by making appointments to higher positions less subjective. It was also more difficult to immediately implement quotas

when candidates were required to pass objective civil service exams. Of course, qualified minority candidates could be developed through training and job experience programs, but those took time. Fortunately, wise political leadership recognized the value of taking that time. In the City of Des Anges when the issue of the elimination of civil service for all law enforcement managers of the rank of captain or higher (event number 1), was raised, it was decided to retain the present system. Promotional opportunities for non-minority candidates remained available. However other candidates were seeking other courses of action - alternative career paths. Fortunately, many were beginning to become available.

No one had really expected the two prior events to really occur. Civil rights groups who wanted to ensure that minority groups were adequately represented in the higher ranks of law enforcement were actively pursing other courses of action. Only one month later as a result of those efforts, California voters were given the opportunity to consider another question regarding the issue. A residency requirement for all law enforcement executives was proposed (E-3). Fortunately, for the issue, the measure failed. As a result, candidates for promotion who lived in the outlying "bedroom" communities outside of Des Anges could still compete for promotion. However, many others sought other positions - alternative career paths. Many were becoming available.

Well, it took only a few months before there were appeals to legislators. As a result the California legislature greatly enhanced the funding for the Commission on Peace Officer Standards and Training (POST) and expanded its responsibility. POST was given the responsibility for training each agency in the use of assessment centers and had the authority to restrict all training funds for any agency that refused to use assessment centers for the selection of personnel for promotion. As a result, assessment centers were universally implemented for the promotion to management in law enforcement (E-8).

The economic problems that had begun in the early 1990's faded into history. The "peace dividend" that had not been a plus for California resulted in the development of many alternative industries. In addition, the aero-space companies that had contributed so heavily to the state's economy recovered by expanding into commercial enterprises. In Des Anges these additional industries provided a "shot in the arm" for the transportation industry that had formed the backbone of Des Anges economy. Quite honestly, law enforcement at the entry

level again became a popular career. The middle class, including the best qualified police candidates and employees, began to return to the state for more lucrative positions than had been available in the other states to which they had fled. A law enforcement draft for entry level positions was proposed (E-5). Fortunately, with the improved economy, there was little incentive to adopt this drastic step.

The balance of events stabilized. For over two years (until October 2003) things remained the same. The Des Anges economy and political situation stabilized. Only then, the United States congress enacted a surprise resolution. Law enforcement was recognized as a national issue, not a local or state issue. The deterioration of law enforcement (and the subsequent increase in crime) in California had been recognized as a threat to the entire country. The need to enact legislation that made law enforcement a more desirable occupation was recognized. The universal law enforcement retirement plan (national) was implemented (E-10). This step allowed officers to move between Departments (and even between states) while retaining their retirement benefits. Although this was a benefit that applied equally to all levels of law enforcement, it was the beginning of a movement - alternative career paths.

Each of the events contributed to the movement to develop alternative career paths. It became clear that if California was to receive the type of service that it expected, and deserved, from its police officers, they needed careers, not just jobs. Without adequate promotional opportunities, the only valid future included financial and non-financial enhancements that allowed officers to enter law enforcement, satisfy themselves in their own "pursuit of excellence," and become successful without promotion. For those who had already advanced to middle management, this need was no less important. At every level, employees need to be assured that they can be "successful" by doing their jobs to the best of their ability. The status of those who pursued alternative career paths was enhanced. Promotion was not necessary, nor desirable, for everyone.

SIGMA - THE WORSE SCENARIO

TABLE 15

For - Seed No. > 4851486 < and the ERIC.SIG data --

in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS !!

E- 4	Jun. 1994	NON-LETHAL WEAPON
E- 7	Feb. 1996	DRUGS LEGALIZED
E- 6	May 1997	PHYSICAL STANDARDS ELIMINATED
E- 2	May 1999	MANDATORY ETHNIC AND GENDER BALANCE
E- 1	May 1999	CIVIL SERVICE ELIMINATED
E- 3	Jun. 1999	RESIDENCY REQUIREMENT
E- 5	Sep. 1999	LAW ENFORCEMENT DRAFT

The EVENTS which do NOT Happen are:

E- 8	ASSESSMENT CENTERS
E- 9	MANAGER TRADING
E- 10	UNIVERSAL RETIREMENT

The Worse Scenario

By the beginning of 1994, law enforcement agencies throughout California almost universally espoused the traditional career path of promotion as the only way to truly be considered "successful". The Des Anges Police Department was no exception. As a result, new police officers entering agencies devoted their efforts to promotion. Officers could be found studying before, during, and after work. Study groups were initiated to bring career minded officers together for study efforts. Educational institutions offered police science and administration of justice courses. Those offerings were well attended with enthusiastic scholars. Many hundreds of hours were spent by off duty officers studying law, procedures, policy, and supervision. For new employees, promotional efforts far exceeded the efforts they devoted to the job itself.

Unfortunately, in 1994, promotional candidates far exceeded the promotional opportunities. Sergeant's exams in the Des Anges Police Department, for example, had 600 to 800 applicants for fewer than 100 positions. In smaller agencies, the ratio was even more bleak. Small departments often had dozens of qualified sergeant candidates but no vacancies for year after year. Promotion to higher ranks was even worse. If the civil service system worked at all, competition increased as candidates sought selection for lieutenant. After all, sergeants were those successful candidates who had once been police officers. Once they "tasted" success, they were even more intent on achieving more. Of course, the only way to be successful was to promote.

In June, 1994, an effective non-lethal weapon (NLW) was developed (event number 4). At first glance, it may appear that this could not possibly impact the issue of alternative career paths, but it did. The weapons were so effective, inexpensive, and available that the Des Anges Police Department quickly issued one to every officer. Because of liability concerns, firearms were quickly prohibited. The Des Anges City Attorney emphasized that city management could not risk going to court to explain an officer involved shooting when the non-lethal weapons were available. Use of force incidents (officer involved) decreased dramatically. Even the crooks recognized that it was useless to fight when the officers had the NLW's. Law enforcement managers no longer had to be concerned with foot pursuits, shootings, or the use of force. These traditional lawsuit prone activities ceased to be a part of police activities. Liability was no longer the major concern of management.

Well, it didn't take long for the politicians to realize that the quality of their law enforcement managers was no longer a major issue. After all, police officers were no longer involved in "permanent" life endangering activities. The fact that deadly force no longer had to be used meant that every action could be reversed, if necessary. A mistake could be rectified with little trouble or liability. Anyone could be "promoted" without risk. Unfortunately, many unqualified people were. The qualified candidates desperately sought other positions - alternate career paths, but few were available.

By November of 1995, slightly more than one year later, the situation had deteriorated. The mayor of Des Anges recognized that she needed a method for developing her new executives. She contacted the mayors in nearby cities and proposed the interdepartmental and intradepartmental trading of managers (E-9). Providing this type of on the job training could have helped tremendously.

Unfortunately inter-city and even inter-department competition made cooperation impossible. This meant that there were even fewer opportunities for promotion. Unsuccessful candidates sought other positions - alternative career paths, but few were available.

Three months later (February of 1996), an especially surprising event occurred. A little known but potentially dramatic state ballot measure passed even though it was given little chance of passing by political "experts". The event (number 7) caused the use and sale of all drugs to be legalized. Suddenly, the law enforcement managers in Des Anges found that a large part of their jobs were simply not needed. Even worse, the use of drugs that had previously been illegal became common in the "new breed" of law enforcement managers. Some of the DAPD's managers quickly became terribly ineffective. The crooked politicians used law enforcement positions as rewards for political favors. The development of alternative career paths suddenly seemed unimportant because of much bigger concerns and because so many promotional opportunities became available - for those who were willing to "play" the system.

Things stabilized over the next year, but by May of 1997, the United States Supreme Court issued a surprise decision. At the urging of some special interest groups (especially those representing physically disadvantaged candidates), physical standards (regarding physical agility) were eliminated for police officers of all ranks (E-6). In essence, the American Disabilities Act was determined to apply to all ranks in law enforcement. Well, the interpretation of this ruling soon resulted in no physical standards at any level. Everyone was sure that any efforts to enforce standards would be found to be discriminatory. Police managers who could have, and should have, retired or resigned, stayed on the job. They were convinced that their positions were protected. Other candidates sought other positions - alternative career paths, but few were available.

The situation stabilized over the next two years. However, by May of 1999, the United States Supreme Court issued another surprise decision. At the urging of civil rights groups, a case was appealed to the highest court. As a result, the court decreed that mandatory ethnic and gender balance was required for all law enforcement ranks - immediately (event No. 2). Local politicians in Des Anges and throughout California immediately implemented "affirmative action" quotas that virtually eliminated promotional opportunities for white males. Those candidates sought other positions - alternative career paths, but few were available.

It quickly became evident that the civil service system hampered the efforts to comply with the Court's decision. It was not easy to immediately implement the quotas when candidates were required to pass objective civil service exams. Of course, qualified minority candidates could be developed through training and job experience programs, but those took time. The California legislature enacted a shortcut measure. By state law, civil service was eliminated for all law enforcement managers of the rank of captain or higher (event No. 1). To comply with the quota requirements, promotional opportunities for non-minority candidates were virtually eliminated, for the foreseeable future. Those candidates sought other positions - alternative career paths, but few were available.

No one had really expected the two prior events to really occur. Civil rights groups who wanted to ensure that minority groups were adequately represented in the higher ranks of law enforcement were actively pursing other courses of action. Only one month later as a result of those efforts, California voters delivered another surprise related to the issue. A residency requirement was imposed for all law enforcement executives (E-3). As a result, candidates for promotion who lived in the outlying "bedroom" communities outside of Des Anges could no longer compete for promotion. Those candidates sought other positions - alternative career paths, but few were available.

Well, it took only a few months for the effects of the last three events to be felt. The "white backlash" along with efforts by other minority groups that had not been included in the May, 1999, court ruling, resulted in appeals to legislators. They recognized the futility of attempting to overturn the court decisions or the voter initiative, but they did propose an alternative. The California legislature considered greatly enhancing the funding for the Commission on Peace Officer Standards and Training (POST) and the expansion of its responsibility. POST would have been given the responsibility for training each agency in the use of assessment centers. Unfortunately, the political efforts won, and the measure failed. In fact, the use of assessment centers faded.

The economic problems that had begun in the early 1990's continued. The "peace dividend" was not a plus for California. The aero-space companies that had contributed so heavily to the state's economy never completely recovered. The City of Des Anges was particularly hard hit. The transportation industry was "rightsized" but only at great cost to jobs and business. The influx of illegal aliens taxed the

resources of every level of government. Quite honestly, law enforcement at the entry level became an unpopular career. The middle class, including the best qualified police candidates and employees, fled the state for more lucrative positions in other states. Unfortunately, the resolution of this problem focused on a forceful solution instead of enticements. A law enforcement draft was implemented for entry level positions (E-5).

By October 2003, the deterioration of law enforcement (and the subsequent increase in crime) in California had been recognized but continued unchecked. It was a threat to the entire country. The Des Anges economy continued to spiral downward. Unfortunately, for those seeking alternative career paths, few opportunities were available. Financial rewards were only available to those seeking promotion. Non-financial rewards for lower level employees were few. The status of those who remained in their positions without promotion was summarized in one word - low. The issue of ACP's had never seemed important to those in a position to make the necessary changes. Nothing had been done.

CONCLUSION

Policy Considerations Regarding The Future of Alternative Career Paths

NOTE: The following comments were compiled from interviews with each of the NGT panel members.

The trend and event analysis presented earlier in this section and a review of the scenarios suggest policy considerations. Many of those are addressed in the narrative section for the event and trend graphs (illustrations 5-24). Others have been addressed below.

Without question, during the decade beginning in 1994, the American work place will continue to expand the use of alternative career paths. If the past is an indicator, law enforcement will follow, after a period of time. The issue will

be driven by limited promotional opportunities brought about by "flattening" organizations and by the economic considerations of a society emerging from a major recession. The movements supporting the importance of the individual will also be a factor. The employees of 1993 did not consider that they were less successful than their bosses. In many organizations today, managers are simply viewed as employees with a different job to perform - no better, and no worse - than their subordinates. When that attitude arrives in law enforcement, the development of alternative career paths will come of age.

A strategy to help bring this about must deal first with the para-military orientation of law enforcement. During emergency situations it is essential for one leader to be "in charge" to allow decisions to be made in a timely manner. However, most of law enforcement does not involve this type of critical event time management. In fact, the more recent emphasis of police work such as Community Based Policing, Problem Oriented Policing, and even Team Policing all require a lot of input from the "bottom" of the organization. This empowerment of line level employees will also be an incentive for the development of alternative career paths. When it is recognized that those at the line level are those who actually do the work, compensation, benefit, and social changes will be implemented to recognize their contributions.

Policy implications are many. Law enforcement has a long tradition that can be changed only with great effort over a long

period of time. That reluctance to change has often been good because many of those traditions are quite valuable. However, it greatly hampers change - especially improvements of a sweeping nature. Alternative Career Paths is an issue of a particularly sweeping nature. It has the potential to change the entire organization of law enforcement and its compensation systems. Is it necessary, or even desirable, for supervisors to be more heavily compensated than their subordinates? Not necessarily.

STRATEGIC MANAGEMENT PLAN

BACKGROUND

The three scenarios presented in the previous section of this Technical Report were similar, but had dramatically different outcomes for the issue of Alternative Career Paths. Of course, the scenario titled "a better future" would be the most desirable future state and has been used for the development of this strategic plan.

Section Overview

This section begins with a description of the City of Des Anges in the year 2004 after the successful adoption of ACP's. A "Mission Statement" for the DAPD follows - specifically related to the issue of ACP's and the attainment of that successful state. An evaluation of the "present" state of the City and the issue then appears using an evaluation tool called WOTS-UP. The concerned stakeholders are then identified along with their assumptions regarding the issue. A Modified Policy Delphi process is then used to assist in the development of alternative strategies, again in an effort to obtain the desired state. The section ends with an implementation plan for taking actions to implement ACP's and help De Ville Des Anges obtain the "better future" by 2004.

AGENCY "CHAMBER OF COMMERCE" DESCRIPTION IN THE YEAR 2004

La Ville Des Anges

La Ville Des Anges, which often has its name shortened to "Des Anges", is a coastal city in California. It is the only

large city with an ocean port midway between Los Angeles and San Francisco. As a result, shipping is a major industry with millions of tons of cargo arriving annually from throughout the Pacific Rim. Of course, the shipping industry would never have been able to flourish without the supportive transportation provided by the Central California Railroad, which has its western terminus there, and without the interstate highway, I-50, which extends from Des Anges east to Richmond, Virginia. During the late 1990's, the construction of the western port for the space shuttle added a new dimension to the transportation industry. The daily flights to the three space stations have resulted in an economic "shot in the arm" to the local economy. These four transportation systems have contributed to the prosperity of the city and have also contributed to its ethnic and cultural diversity.

Des Anges was founded in 1781. Originally it had been one of the 21 Spanish missions founded by the Catholic Church. However, it was captured through military action by the French during that country's efforts to establish a "beach front" in the stronghold of Spanish influence. It was the French military that renamed the town. La Ville Des Anges has remained the official designation ever since.

Des Anges, in 2004, is a city of approximately four million people. The population has increased by 33% in one decade. Because of the jobs provided by the transportation industry, a diverse population has come to call it home. The Spanish

influence has remained from its early days and from the pressure from immigration (both legal and illegal) that affected all of California. A substantial, but not majority, portion of the population is White. Asians and Blacks also comprise significant, but smaller percentages of the population.

The City government is a California Charter City type with a major/council form of organization. The 15 city Councilmembers are each elected by district and each served on three council committees (15 such committees existed including the powerful Budget and Finance Committee and the Public Safety Committee). It is those two committees, along with the mayor, that have the most influence on the police department.

The Des Anges Police Department (DAPD) was established in 1869. Today it is organized into twenty-four geographic "Areas," each of which is operated, to a certain extent, as an independent police agency. For policing purposes, however, the city is divided into six geographic "Bureaus" headed by a Bureau Chief. Each Area reports to one of those bureaus. This internal organization encourages independent actions by the Area commanding officers, within the confines of the guidelines provided by those Bureau chiefs. Because of the foresight of department management during the 1990's, the Department as a whole adopted an attitude that was very receptive to change. An issue specific Mission Statement was developed to assist in the implementation of ACP's through all ranks within the Department. Community Based Policing had long ago been adopted as an

organizational philosophy.

In 1993, the concept of Alternative Career Paths was foreign to the Des Anges Police Department. The Department embraced the traditional view of "success" in law enforcement - the only successful people were those who had been promoted. Anyone remaining at the rank of police officer throughout his/her career or failing to receive a promotion - at any rank - was generally considered unmotivated or inept. Those employees were encouraged to retire early and to seek other employment. As a result, much of the expertise of the Department was lost. Those who knew the most about effectively performing police work were ushered out of the organization.

Today, in 2004, the entire organization has a different vision. The Mission Statement has become a living document - kept alive by the support of each leader. Each manager recognizes that providing meaningful financial, non-financial, and status rewards dramatically changes the organization. The result of ACP's is an organization in which people feel appreciated for the contributions that they make to the Department's mission - regardless of rank. Employees are able to find fulfilling rewards by doing their jobs well. Success has been redefined as becoming the best you can be. The organization chart has not been significantly changed, but the people in positions are dramatically different. People in management and leadership positions are there because they truly want that type of responsibility. Those in other positions do not feel compelled

to seek promotion merely to increase their benefits.

MISSION STATEMENT

Development

To achieve the desired state (as described above) by the year 2004, the "mission" must be clear to the employees of the organization. Ordinarily, a mission statement is prepared by many people at every level of the organization. Unfortunately, because La Ville Des Anges is a hypothetical city, the real city workers were not available. However, the researcher and two other law enforcement executives, Dan Watson and Rick Dinse, were able to arrive at a consensus on the type of statement those city workers might develop. This was accomplished by reviewing other mission statements, identifying those aspects that best related to the issue of ACP's and combining those into the following mission statement.

Statement

To achieve its mission, the Des Anges Police Department must develop Alternative Career Paths (ACP's) for all employees at all levels that will redefine "success" in law enforcement and provide job satisfaction as reflected in the:

* financial rewards offered employees;
* employee benefits provided as a reflection of need and recognition for outstanding performance; and
* status recognition given reflecting the importance of their job and the value of their efforts to the department and to society.

These steps are essential for encouraging employee:

* Participation,
* Innovation,
* Creativity,
* Efficiency, and
* Accountability.

These steps also ensure that the agency:

* recognizes the true value of the work performed by its people;
* provides quality police service through community-based policing to all of its diverse communities;
* supports a philosophy of continuous improvement, and
* demonstrates respect for individuals both in and outside of the organization.

WOTS-UP ANALYSIS

In addition to a mission statement, the preparation for achieving a state in which ACP's are accepted requires an analysis of the current (1993) state. An analytical method called WOTS-UP has been used for this analysis. WOTS-UP is the acronym representing the examination of an issue with a focus on identifying organizational environmental factors regarding Weaknesses, Opportunities, Threats, and Strengths-Underlying Planning on the issue and addressing the desired future state.

This analysis was performed by the researcher in conjunction with another Command College student, Dan Watson. Input was also obtained from discussions with line-level police officers. The

resulting "brainstorming" sessions revealed the following.

Environmental Analysis

No better format exists for the examination of the organizational environment as it applies to the issue of Alternative Career Paths than the social, technological, economic, environmental, and political format (STEEP). It should be noted that STEEP is a categorizing process not an analytical tool. However, the STEEP format allows the consideration of many aspects applicable to the issue within the WOTS-UP framework. It is understood that each of these segments of the analysis apply to ACP's as they relate to California law enforcement, in general, and to La Ville Des Anges, in particular as they existed in 1993.

Social

Opportunities. The social environment provides many opportunities for the adoption of Alternative Career Paths. One reason for this is that throughout La Ville De Anges, as well as the rest of California, Community Based Policing has been so popular with the public. ACP's mesh so nicely with that philosophy. Enhancing job satisfaction for employees at ground level and helping them develop their abilities will certainly provide a "boost" for the efforts to make DAPD more responsive to the needs and desires of the community. The Community Support Group (CSG's) created as part of the CBP concept in DAPD are a ready made booster organization for ACP's. The public support for and attitude toward CBP and private industry's efforts to enhance employee motivation are pushing ACP's in the public sector.

A second reason is the effort underway to improve efficiency in government. Many members of the public within Des Anges are working to reduce costs, eliminate unnecessary high level positions, and get more "bang" for the "buck". The pursuit of ACP's assists in all three of these areas by reallocating resources, flattening the organization, and encouraging employees to pursue the definition of success that allows them to achieve all they can in their current position. This concept is particularly attractive to the Des Anges business community. Government has never been known for its efficiency. ACP's help introduce new efficiencies that are naturally attractive to business people.

A third reason is the perception of the Des Anges public that "fairness" is a highly desired goal (although definitions of fairness differ greatly). ACP's make success available to more people. They help create happier people. They enhance job satisfaction and, therefore, are viewed by the public as an effort toward "fairness". In Des Anges, one of the groups most enthused by this concept is the educational community. The staff at the University has been vocal in support of ACP's because of the fairness issue.

Threats. The social environment in Des Anges also poses threats to the implementation of ACP's. The adoption of ACP's is a change. Change may not be viewed as positive, depending on the design, and it is often viewed as a threat. A good example of an entity threatened by the changed introduced by ACP's is the

Des Anges Personnel Department. They have handled the promotions for DAPD for decades and they are steeped in traditions that do not include ACP's. It is easy to make modifications to a system (such as the promotional system in DAPD). However, to make the right changes to bring about the right result is not always easy. Recognizing the public perception of change as a threat will dictate the tactics to be used to bring about ACP's.

A second social threat is the potential for a loss of power for some special interest groups. The current system in Des Anges has evolved over a period of time and a number of ethnic, religions, and gender based associations have developed with the ability to take advantage of the current system. Some of those groups have been able to obtain benefits for their members because of their political influence through the Des Anges City Council. Change will threaten their power and as a result, some of those groups will oppose changes. When promotion is no longer viewed as the attainment of success, as it was in the past, the power of those groups will be reduced.

Technological Opportunities. Alternative Career Paths pose many opportunities involving technology. Ideally, all the employees of the City of Des Anges would be eager to learn and would demand new equipment. The changes brought about by ACP's should increase the availability of funds for such demanded equipment. If cost savings are realized for the City through the compression of pay schedules and the elimination of higher level positions,

decisions will need to be made by the City Council regarding the use of those funds. The new employees will be motivated to seek new equipment and to provide input regarding the design of new technology. This will be a demanding work force with motivation to ensure that they have the equipment they need. That fact will provide a significant opportunity for the Des Anges City Council and Mayor.

The other side of this issue is the opportunities that technology will provide for the development of ACP's. The availability of home computers, fax machines, portable copy machines, and other telecommuting devices will make it easier for the Des Anges City Council to implement many of the possible benefits of Alternative Career Paths. This technology will assist workers in becoming more productive. That productivity will provide City resources for enhancing benefits. Telecommuting by itself will be viewed as a benefit that is a part of ACP's. In many respects, this change can only be implemented because of the technological achievements of this age.

Threats. For Des Anges, many routine, low level positions will be eliminated. Many people have been content with their role in those positions. They will feel threatened by the new technology and the social changes that it brings about. Des Anges city management will need to be able to deal with this. The technological revolution brought about by the information age will ensure that even routine jobs will not remain constant. It is clear that the City Council will have to be prepared to assist

people to adapt to change or face the fact that they will be severely threatened--possibly even by their loss of employment. For these people, ACP's will not be viewed as a positive change. For city management, ACP's will pose a significant challenge.

Economic Opportunities. The creation of Alternative Career Paths will ensure that people will tend to remain in their positions within the City of Des Anges much longer. That will be because, ideally, people will be happier and will have less of an incentive to move. That trend will reduce city training costs for new employees as well as the costs associated with having new people in new positions (reduced efficiency, waste, etc.). If ACP's result in reduced costs for the city (a possible, but not essential result), through salary compaction and increased efficiency, decisions will have to be made regarding the use of those savings. Of course, it would be possible to return those funds to the public by reducing taxes. More likely, however, would be the reallocation of those funds. If that is the case, alternatives will need to be identified and decisions made.

Threats. The recession that began in 1990 was much stronger and lasted much longer than most experts had predicted. Even though ACP's have the potential for long term reduction in Des Anges City costs, every change (including ACP's) has short term costs for implementation. Change requires money. With the budget crunch, that money may not be made available for ACP's.

In addition, it must be considered that the traditional system

has existing benefits, such as the Des Anges city pension systems, that must be adapted to the new system. City managers must decide how to handle the merging of the two systems. What will happen to the current pay of high level executives if pay compression alters the pay schedule for their position? What will happen to accrued pension benefits if future benefits are altered? Questions such as these have to be addressed to everyone's satisfaction. Without question, answering these will involve costs.

Environmental Opportunities. Many of the aspects of Alternative Career Paths include the decentralization of organizations with the city and of work locations. Those aspects pose a tremendous potential advantage to the City of Des Anges and the environment through reduced pollution by minimizing commuting. Conversely, the fact that those potential advantages exist will play a strong role in decisions by the City Council to implement ACP's. The environmental special interest groups are powerful and will work to enhance their cause. Alternative work schedules, a reduced work week, flex time, telecommuting, and other aspects will result in less traffic and fewer and shorter commutes for city employees that will benefit all of the members of the public. The potential for the improvement in the efficiency of transportation systems is great. That improvement could result in further environmental benefits that would accelerate use of ACP's.

Threats. It is difficult to envision the connection between ACP's and threats to the environment of the City of Des Anges. The only identifiable threats would be second-hand ones that could come about indirectly as a result of the effects of ACP. For example, if ACP's were to result in additional off-duty time for employees, the city may have to deal with the issue of how those employees may spend that time in non-ecological leisure pursuits. (However, it is also equally possible that free time could be used enhancing the environment.)

Political

Opportunities. Alternative Career Paths have a tremendous political potential because encouraging change in law enforcement is a popular stance within Des Anges. For a multitude of reasons, many members of the public believe that such change is necessary and good. The potential for happier, more satisfied workers also could serve as an incentive for politicians to "jump on (or even to start) the bandwagon". Especially if ACP's can demonstrate increased governmental efficiency, politicians will support it. Every politician would like to be able to explain an increase in efficiency--especially if the deletion of unpopular higher level positions is involved.

Threats. Change in law enforcement could be misdirected especially if the change becomes a political issue. The political design of incentives within Des Anges could politicize law enforcement in a negative sense. For less ethical politicians, there would be fewer high level positions available

as political appointments and more opportunities to exert pressure on "empowered" employees.

Organizational Analysis

Strengths. In La Ville Des Anges, law enforcement is ready for a change. Many officers have been discouraged over the lack of promotional opportunities and their inability to obtain increased financial, non-financial and status benefits without seeking promotion. The changing demographics of the Department work force has also made the time right for change. During the early 1990's, many new officers have been brought into the DAPD. Many of those new workers have had a different attitude toward the department and their "career" and are less committed to the traditional methods - they are willing to embrace a new system. The attitude of the employees has allowed a change.

Communication problems also have "set the stage" for the adoption of ACP's. The DAPD has so many levels in its organization that communication - both up and down - has been hampered. Reducing those levels, empowering employees, and compacting the pay schedules will all tend to enhance communication. Fewer levels will mean fewer chances for "buffering" or filtering information. Empowering employees will encourage them to talk directly to others in the organization without the necessity to transmit their requests through an overly structured chain of command. The compaction of pay schedules will have a settling effect. People will see others in the organization as co-workers rather than "untouchable" higher level command officers. Adopting ACP's

in DAPD has the potential to greatly improve communication. The existing communication problems provide an incentive for the adoption of ACP's.

The condition of the DAPD's facilities also offers an opportunity for the adoption of ACP's. Most of the buildings were constructed during the "boom" days of the 1950's,'60's, and early '70's. Very few improvements were added since the passage of Proposition 13 (in the late 1970's). As a result, much needs to be done. Many structures need to be completely replaced. Others need substantial remodeling. These facts provide good timing for ACP's. The adoption of ACP's could most easily be accomplished at a time when resources would be available for the construction of appropriate facilities. Decentralized work locations, enhanced communication technology, and the selection of new sites for department facilities would all greatly assist ACP's. The timing is right.

Weaknesses. It is a natural tendency for people to resist change. In DAPD the development of alternative career paths would involve many changes. As a result, abuse is possible. Resistance is almost certain. The issue of existing benefits (for example, previously accrued pension benefits for current employees) has to be addressed. These issues could be so complicated that the implementation of ACP's would be opposed.

It must also be considered that many people are pleased with the status quo. There are many who have done quite well under the traditional system. Many of those at the highest levels in

La Ville Des Anges like the traditional system because they have done well under it. A few of those are unable to understand the frustration of those who have not been as successful.

It must also be considered that some changes proposed as a part of Alternative Career Paths would not necessarily help the police department itself in Des Anges. Instead, those changes were designed to help the employees. Hopefully that would help the agencies indirectly, but not necessarily. For example, alternative work schedules such as the 4-10 plan or the 3-12 plan have been proposed by the DAPOA and are very strongly desired by employees. However, other agencies have found that those schedules hamper the deployment of personnel at the times when they are most needed. For this example, the ability to maintain critical staffing levels with ACP's would be a significant weakness.

As another weakness, it must also be considered that there are many more people at the lower levels in DAPD than at the higher ones. As benefits are provided, small increases for lower level employees require large expenditures, but major cuts in benefits for higher levels result in little savings. These effects compound when multiplied by the large number of employees involved.

Many of the ACP concepts involve decentralization. However, there are many people in the highest levels of authority in DAPD who are not willing to give the trust necessary for the implementation of ACP's. Empowerment is a "buzz word" that has

become politically correct. However, unless the concept behind that word is exercised much of ACP's would not be possible. Law enforcement executives, especially those in DAPD, must be willing to loosen controls to allow people the time and freedom to do their jobs.

The traditional system has resulted in the devotion of a tremendous effort toward promotion on the part of many candidates. Will ACP's result in the loss of that effort or in its redirection toward improving current job performance?

ISSUE RELATED STAKEHOLDERS AND THEIR ASSUMPTIONS

To develop a strategic plan for the implementation of ACP's, it is important to understand the people (individuals or groups) who have the power to affect the plan or its implementation. Stakeholders are groups or individuals. They have an interest in the implementation (or against the implementation) of the issue of Alternative Career Paths for law enforcement in La Ville De Anges. Assumptions are the critical concerns of each stakeholder regarding the issue. These concerns are statements of what the stakeholder is looking for in terms of the issue and how it is addressed. Stakeholders and their assumptions must be incorporated into the implementation plan for it to be effective.

This stakeholder analysis was conducted through a process called Strategic Assumption Surfacing Technique (SAST) by the researcher in conjunction with another Command College student, Dan Watson. In addition, discussions were held with line-level police officers. "Brainstorming" sessions were held to identify

stakeholders, snaildarters, and their assumptions. The same duo analyzed those assumptions to prepare the attached assumption map.

A snaildarter is an unanticipated stakeholder that at first appears insignificant in relation to the issue but in actuality has the potential for causing major problems with the implementation. For the issue of Alternative Career Paths, employee special interest groups have been identified as a possible snaildarter. Although these groups would certainly be considered stakeholders, their reaction to ACP's would at first appear to be insignificant. These groups include ethnic, religious, and gender-based organizations that were created to benefit their members. They were selected because, at first glance, it would appear that such groups would welcome ACP's because they could greatly improve salary, benefits, and status of the group members. Therefore, it is generally assumed that they would support ACP's and become a relatively insignificant factor in the adoption of ACP's. However, when it is recognized that the success of the members could threaten the very existence of the groups, it is clear that at least some special interest groups could raise strong opposition. Happy, satisfied, and content employees do not form or support such groups. This issue has the potential to dramatically affect the issue of ACP's. Groups that were expected to quietly accept ACP's could become part of a strong coalition providing vehement opposition.

STAKEHOLDERS AND THEIR ASSUMPTIONS

TABLE 16

1. Union for lower level employees
   A. Fear that change is bad.
   B. Belief that alternative career paths will reduce union power.
   C. Concern over the past practice that unions do not agree to change without receiving benefit.
   D. Hope that pay and benefit increases for members will be good.

2. Union for higher level employees
   A. Concern that alternative career paths will result in a lowering of esteem for high ranking officials.
   B. Fear that ACP's will result in fewer incentives for candidates to seek promotion.

3. Police Officers and Detectives
   A. Feeling that promotion will not be as desirable with ACP's.
   B. Concern that those pursuing career paths will have to change gears.
   C. Faith that some positive alternatives are already available.

4. Candidates for Promotion
   A. Skepticism that there will no longer be an incentive to promote.
   B. Belief that efforts regarding the pursuit of "success" will need to be re-evaluated under the new systems.

5. Department Management
   A. Mistrust that ACP's will cause a lack of respect for management.
   B. Hope that job interest will be enhanced for the positions people are in today.

6. Public
   A. Feeling that ACP's will provide a better system for encouraging work and performance.
   B. Faith that ACP's will result in a better allocation of funds.

7. Chief of Police
   A. Faith that ACP's will provide enhanced job satisfaction for workers.
   B. Mistrust that pay compression may result in lower pay for high level law enforcement personnel - including Chiefs!

8. Civil Service Commission
   A. Feeling that ACP's will result in fewer heated protests over promotions.
   B. Belief that ACP's will ease pressures on Civil Service Commissions.

9. Personnel Department
   A. Concern that there will be less pressure on the system for examining candidates for promotion.
   B. Assumption that new controls will be necessary for administering the benefits that results from ACP's.

10. "Head hunter" organizations (management recruitment companies).
    A. Skepticism that business will suffer because there will be fewer candidates for higher level positions.
    B. Mistrust that fewer high level positions will result in lower pay for candidates and, as a result, for "head hunter" organizations.

11. City politicians
    A. Belief that ACP's will create happier workers.
    B. Hope that ACP's will create a happier public.

12. Appointing Authorities
    A. Feeling that ACP's will result in fewer good candidates for promotion.
    B. Doubt that ACP's will result in fewer overall candidates for promotion.

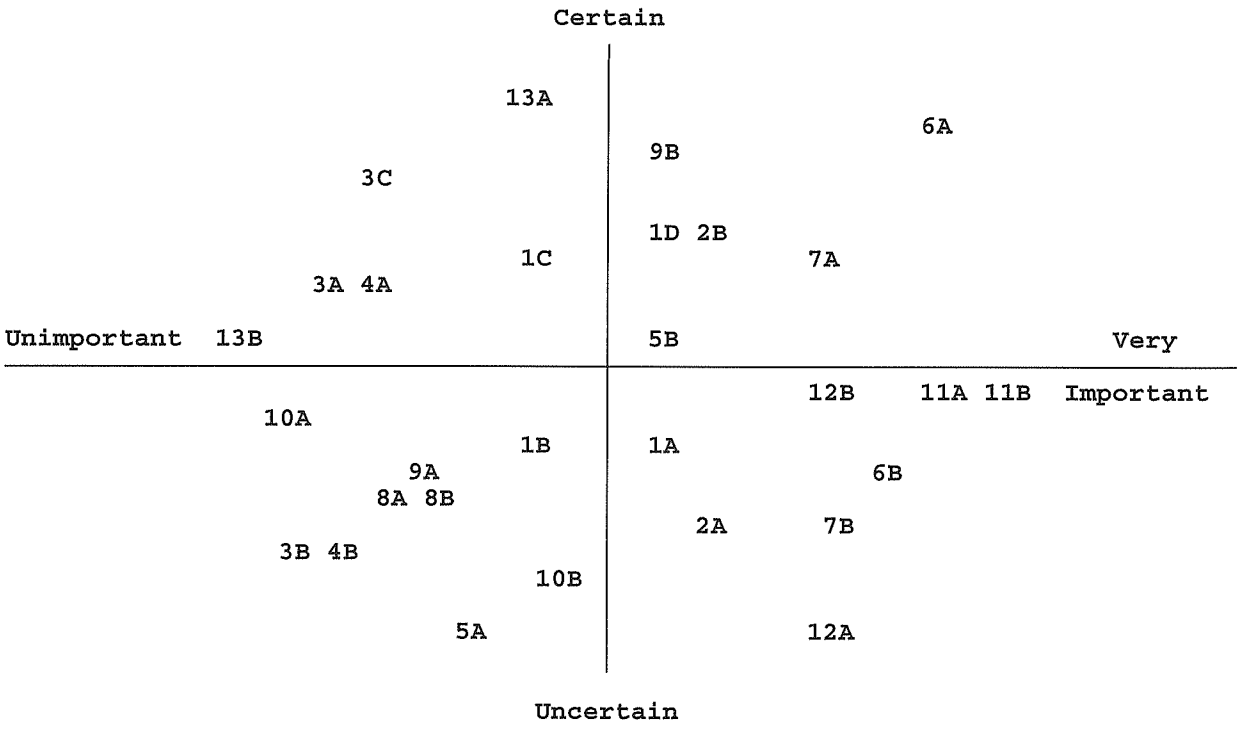
13. Snaildarter - Employee special interest groups
    A. Concern that ACP's will result in fewer incentives for promotion.
    B. Belief that group power will decrease if employees are self actuated.

Assumption Mapping

The assumptions were plotted on the attached "Assumption Map" to demonstrate the relationship among them. The map has as the X-axis reflecting the importance of the assumption to the issue -- the adoption of ACP's. The Y-axis reflects the certainty. Obviously, the second quadrant (the one in the upper right corner) contains those assumptions (and the identify of these stakeholders) that will be most significant to the issue. They are the most important and most certain. They are the factors that must be addressed in the development of a strategic plan.

ASSUMPTION MAPPING

ILLUSTRATION 25



Legend of Stakeholders

1. Unions for lower level employees.
2. Union for higher level employees.
3. Police Officers
4. Candidates for Promotion
5. Department Management
6. Public
7. Chief of Police
8. Civil Service Commission
9. Personnel Department
10. "Headhunter" Organizations
11. City Politicians
12. Appointing Authorities
13. Snaildarter-Employee Special Interest Groups

NOTE: See Table 16 for definitions of assumption.

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi (MPD) process was used to identify and analyze alternative strategies that could be implemented over a ten year period to achieve the desired mission of implementing

ACP's. A MPD has the potential for being far more effective than simple "brainstorming" by one or two people. It obtains input from each participant, shares that input, allows comments, and then encourages the modification of the ideas based on the discussion. A group of seven law enforcement executives were selected to participate as the Modified Policy Delphi panel.

The MPD panel was comprised of the researcher and the following participants:

1. Captain J. Frasier, Inglewood Police Department.
2. Lieutenant S. Heal, Los Angeles Sheriff's Department
3. Lieutenant J. Latta, Burbank Police Department
4. Lieutenant D. Myrick, Glendale Police Department
5. Commander W. Pannell, Los Angeles Police Department
6. Commander D. Watson, Los Angeles Police Department

The MPD participants were selected because of their assignments in various agencies of different sizes, their interest in the concept of ACP's, and their willingness to participate in this day long session. Although no line level employees were scheduled in the panel, each participant was requested to provide the input from prior discussions with police officers.

The panel met in Los Angeles on Sunday, March 6, 1994. The goal of the session was to generate a list of alternative strategies for the implementation of ACP's and to evaluate those strategies.

Criteria

A set of criteria specific to the issue was identified to assist the Modified Policy Delphi panel in the identification of and rating of alternative strategies. The criteria was selected by

the panel based on their recognition of factors most important to ACP's. The criteria selected included the following:

* short term desirability
* long term desirability
* feasibility - political & social
* cost
* stakeholder support
* legality

Using this criteria, the Modified Policy Delphi panel selected seven possible strategies. The panel then identified the two highest ranking alternatives by discussing each of the seven, considering the criteria, and voting on each strategy as each criteria was applied. An analysis was conducted by the researcher of both of those highest ranking alternatives along with the alternative that represented the one with the most diversity of support. That analysis considered the application of each strategy as it was applied against the desired future state, the mission statement, the WOTS-UP analysis, and the stakeholder analysis.

Identified Strategies

* Request that the Chief of Police begin the meet and confer process with the involved unions.
* Request that the Union begin the meet and confer process by contacting department management.
* Appeal to the Police Commission to direct the Chief of Police to reorganize the department to establish a transition management team to implement the program.
* Request a state law to be implemented by the senate or

assembly granting significant employee benefits for those who remain in law enforcement at their current rank without promotion (benefits such as: longevity pay, pensions and lateral entry procedures).

* Lobby the City Council to adopt benefits by ordinance.
* Begin a referendum by the voters to cause the creation of a special position in the Mayor's office to serve as the catalyst for developing and implementing ACP's.
* Create a special interest group to campaign for the issue by serving as a political action committee to "push" for adoption of individual employee benefits consistent with ACP's.

Strategy One (Ranked highest by the Modified Policy Delphi panel by a 6 to 1 vote). Without question, the members of the Modified Policy Delphi panel overwhelmingly identified the following as the preferred strategy:

> Request that the Chief of Police request that the meet and confer process began with the City, Department management, and the employee unions as participants to implement the reward systems that will serve as the incentives to encourage employees to adopt Alternative Career Paths (those other than promotion).

Pros. This strategy will "ruffle the fewest feathers". It brings the primary parties together with the intent of improving working conditions and eliminating some of the barriers. It would allow the process to be conducted in an orderly fashion

with due consideration of policy and legal constraints. It would allow all parties the opportunity to provide input and to ensure that each side of the issues are considered. This strategy would allow the COP to merge the CBP implementation with ACP's. It will also allow him to improve efficiency and to support the public's perception that ACP's are a more "fair" method of operation.

Of course, this strategy also addresses several of the most critical stakeholder assumptions (as identified in the right top quadrant of the Assumption Map). Specifically, this strategy corresponds with the COP assumption that ACP's will provide enhanced job satisfaction for workers (#7A). It also complements the public assumption that ACP's will provide a better system for encouraging work and performance (#6A). Of course, the assumption of department management that job interest will be enhanced for the positions people are in today (#5B) would also be addressed.

Cons. Unfortunately, this strategy would be very slow. It takes a lot of time to allow every party to consider each issue and the opposition's point of view. This time delay will exasperate the problems already in existence that the imposition of Alternative Career Paths are designed to overcome. The time delay would also allow the proposal to be sabotaged by those who do not want change. The process can be so cumbersome that it is possible to bury the proposal in the paperwork and ensure that nothing ever happens. This strategy also does little to relieve concerns over change--both on the part of the public and within the Department.

From the stakeholders perception, having the COP introduce ACP's would support the union's assumption that ACP's would result in fewer incentives for candidates to seek promotion (#2B).

Strategy Two (Ranked Second by the Modified Policy Delphi Panel by a 5 to 2 vote). The panel identified as its second proposal a strategy that is merely the reverse of the first:

> Request that the employee unions begin the meet and confer process with the Chief of Police to implement the reward systems that will serve as the incentives to encourage employees to adopt alternative career paths (those other than promotion).

Pros. This strategy will avoid the natural resistance on the part of employee unions. Traditionally, unions view every change proposed by management as suspect. As a result, they often take the position opposing any proposal. If they do not oppose it, employee unions will almost certainly demand a benefit in return for agreeing to the proposal, even if the proposal is something that they recognize would be good for the organization or employees. However, if the unions propose the changes, all of these potential problems will be avoided. This strategy will also allow the unions to address the economic considerations--allowing benefits to be more equitably distributed while staging implementation to minimize the budget "crunch" posed by the recession.

From the stakeholder's analysis point of view, this strategy would reinforce the union assumption that pay and benefit increases would be good (#1D). After all, the unions would have great control over those benefits.

Cons. Unfortunately, allowing the employee unions to raise the issue will give them control over the issue. From management's point of view, that can pose quite a problem. The unions will determine which benefits or changes will be suggested and they will feel free to "pick and choose" rather than submit the entire package. Many of the proposals will never be brought to the bargaining table. The potential for political interference is great. Once it becomes known that the union has introduced this concept, many politicians with personal agendas will be tempted to get involved.

The stakeholder perception (The Personnel Department assumption) regarding the lessening of "pressure" on the system for examining candidates (#9A) could be addressed by this strategy, but not necessarily. It would depend on the specifics of the union's initiative.

Strategy Three (most controversial per the Modified Policy Delphi panel as indicated by the panel's 4 to 3 vote). The Modified Policy Delphi panel was decidedly divided over the appropriateness and wisdom of the following strategy:

> Lobby the City Council to request that they adopt, by ordinance, the reward systems that will serve as incentives

to encourage employees to adopt alternative career paths.

Several panel members, who had experience in dealing directly with City Council members, felt that this was clearly the best strategy. Others were far from certain.

Pros. Without a doubt, this strategy would be the quickest. The entire process could be adopted within weeks. The Council has the power to direct the City Attorney to prepare the necessary paperwork for each ordinance and then to vote it into law. No one group has more power over the economic aspects of ACP's than does the City Council.

The stakeholder perception on the part of the public that ACP's would provide a better system for encouraging work and performance (#6A) would be addressed. In addition, both union assumptions (#1A--increases would be good for members and #2B that ACP's would provide fewer incentives for promotion) would be included.

Cons. Unfortunately, this strategy could be political suicide. If the process were not handled with a great deal of political finesse, the lobbyists and the proposal could be "dead". In addition, the political process often results in compromises that are not what any party intended. Clearly, special interest groups would make their views known. The end product would not be guaranteed. In addition, it would be almost certain that the employee unions would appeal any unpopular changes to court and allege that the city failed to negotiate in good faith before

implementation.

This strategy would not necessarily address any adverse impacts from stakeholder assumptions because of the nature of the political process.

Preferred Strategy

Implementation Plan and Key Issues. The preferred strategy was selected by the researcher after review of all of the strategies offered by the Modified Policy Delphi panel. It contains the best portions of each of the seven strategies identified earlier. It is a selected use of the best procedures, not a use of all three strategies. The preferred strategy involves four parts: (1) obtaining the COP's commitment; (2) seeking support for the concept from the unions; (3) preparing those in the political process; and (4) selecting a timetable that would provide clear guidance for the accomplishment of the strategy over time.

First, as indicated by the Modified Policy Delphi panel, the highest ranked strategy (seeking the Chief of Police's involvement) must be one of the first steps. If the COP is not sold on the idea of alternative career paths, then the process will be doomed to failure. On the other hand, with the Chief's approval, the implementation process has the potential for quickly moving forward. Chiefs have the ability to use their contacts to make things happen.

Second, a preferred strategy must also involve "greasing the skids" by contacting the employee unions. Outlining the proposal

to union representatives and getting their support before the formal meet and confer process would go a long way toward streamlining the implementation. They also have the ability to greatly influence, and reassure, their members. ACP's will certainly be considered a threat by some. Having the reassurance of the employee unions will be valuable. In addition, the meet and confer process can be very lengthy. However, when both parties want to implement the change, the process can be very quick.

Third, there are many others who need to be brought in on the idea at the ground level. Clearly, working to inform the city politicians of the proposal and its benefits will also work to help speed the implementation. Many others in city government, including influential members of the public, should be contacted for their support. The more people who know of the potential benefits of Alternative Career Paths, the more who may work to help toward the implementation.

Fourth, a timetable must be established to cause the reorganization and initiation steps necessary to bring about ACP's. Such a timetable has been included at the end of the fourth section of this technical report under the title "Transition Management Timetable."

Note that this strategy offers the flexibility to adapt to the events listed earlier, if they should occur, and to adapt to the trends that are already underway. For example, "requirements were implemented for a mandatory ethnic and gender balance for

all law enforcement ranks" is the description of event #2. If that event were to occur, the preferred strategy would be able to accommodate it and still allow the adoption of ACP's. Actually, this event would assist the strategy in that it would certainly make it easier to "sell" the need for ACP's to the Chief of Police and the unions. If promotional goals were severely restricted for White males, the unions would be searching for alternatives that would assist them in obtaining job satisfaction -- ACP's. In a similar manner, the preferred strategy has the inherent flexibility necessary to accommodate all of the events and trends previously discussed.

Major Obstacles. Political battles should be reserved as a last ditch effort at implementation. Special campaign committees, a referendum, lobbying, and the like all have the potential for sidetracking the proposal because of special interests. Police departments are known for not being politically wise. It would be prudent to avoid all such efforts beyond informing the parties of the proposal and its benefits.

Tasks to be accomplished. To understand the steps that need to be taken to implement alternative career paths, the definition of ACP's must be clear. First, alternative career paths are NOT proposed "promotional" paths designed by management for the advancement of subordinates. They are, rather, personalized and individualized decisions regarding positions to be sought and tenure in those positions made by the concerned employee based on incentives created by management to address the financial,

benefit, and status rewards traditionally available only through promotion. As a result, to implement alternative career paths, management must implement a series of incentives and then allow the employees to seek job satisfaction through their own pursuit of those incentives.

Financial Incentives. Traditional career paths offer increased pay (actual increases - not cost of living adjustments) only by the attainment of a higher rank. The pay scale must be altered to reduce promotional incentives and to allow other methods for increasing pay. One possible step would be the compression of pay scales for higher ranks. This would clearly lessen the incentive for promotions. Another step would be the creation of higher pay scales for performance within the same rank. Both methods could be pursued simultaneously. Another consideration would be the issue of bonuses. Traditionally, bonuses have not been used in law enforcement. Consideration could be given to using them on a regular basis to reward employees for outstanding achievements.

Benefits. Traditional career paths offer increased benefits only on the attainment of higher ranks. In actuality, benefits would be fairly distributed under two theories. For the first, there are some benefits that are appropriate on the basis of need. For example, health insurance is needed by employees and their families whether the employee is the Chief of Police or a beginning recruit. For the second, there are some benefits that are appropriately distributed on the basis of performance. Those

benefits serve as rewards. Those could include such things as preferential parking, office assignment, or uniform insignia.

Status. Traditional career paths have allotted increased status based on the attainment of higher ranks. In actuality, that need not be the case. Status is afforded as a result of thousands of little things that are done by the agency and the Chief of Police on a regular basis. Many actions could be taken to demonstrate that the status of lower ranking officers has been enhanced and that their efforts are sincerely appreciated. Empowerment of lower ranking officers, allowing them to make final decisions on matters affecting their commands, is but one example.

CONCLUSION

The entire proposal of developing alternative career paths can be started by implementing the first financial, benefit, or status changes. The changes could include the compaction of pay schedules, the elimination of preferential parking spots, and the removal of artificial rank insignia. Other changes could follow individually or as a package. Those changes could include the reallocation of salaries, parking benefits, and insignia to reflect productivity and value to the organization.

The implementation of alternative career paths is possible. The first steps have already been taken in some agencies. A conscientious effort on the part of an implementation team has the potential for introducing major change.

TRANSITION MANAGEMENT

BACKGROUND

The traditional definition of success in law enforcement can no longer be synonymous with promotion. Alternative Career Paths (ACP's) must be developed to provide employees with actual job satisfaction throughout their careers. Every employee wants the ability to increase financial rewards, improve employee benefits, and enhance their personal status. After all, those three factors are often used by people outside of law enforcement to define success in business. It is necessary to adopt a new definition of success in law enforcement and to provide the incentives to demonstrate commitment to that definition.

Strategic Analysis and Change Issues

In the Strategic Planning portion of this technical report, a preferred plan was proposed for implementing the adoption of Alternative Career Paths in the hypothetical City of La Ville Des Anges (often shortened to "Des Anges"). That city's law enforcement agency has become known as the Des Anges Police Department (DAPD).

That plan called for the establishment of an implementation oversight committee (transition management team) and the creation of "pilot program" incentives as primary steps in establishing Alternative Career Paths. However, it was also recognized that successful change requires an effective transition management plan. This section of this Technical Report expands on the steps

necessary for the development of such a transition management plan.

Section Overview

The first step would be the identification of the "critical mass" (those who have the ability to initiate or stop the adoption of Alternative Career Paths). Identifying the commitment level of each of these "key players" follows. A determination of the best organizational structure for the implementation is then made. The section then evaluates the different technologies and methods that may be applicable. The section concludes with an updated timetable for implementation.

Commitment Strategy

The first steps of such a transition management plan involve the development of a Commitment Strategy. Such a strategy requires an identification of the "key players" (those who are vital to the change effort) and the identification of the critical mass.

The Strategic Plan section of this project identified thirteen issue related stakeholders and their assumptions. Stakeholders are those groups or individuals who have an interest in the implementation (or against the implementation) of the issue of Alternative Career Paths for law enforcement.

CRITICAL MASS

Definition of Critical Mass Concept

Stakeholders vs Critical Mass. From the list of stakeholders, those individuals must be identified that comprise the critical mass.

> "Critical Mass is defined by those people, who if actively in support of the change, ensure that the change will take place."[44]

Critical Mass Chart

Applying the critical mass definition, the researcher and one other Command College student (Dan Watson) identified the following critical mass actors for the implementation of ACP's paths in the City of Des Anges. This was done by examining the list of stakeholders presented in the previous section and considering the influence each could have on the others. Of particular importance were those stakeholders with assumptions located in the upper right quadrant of the Assumption Map. However, others with assumptions very high on the "importance" axis were also considered. The strengths and weaknesses of the organization as presented in the WOTS-UP analysis in the previous section were determining factors. The critical mass was determined to be:

Chief of Police
President, City Council
President, Employee Union (representing line level and lower ranking officers)
President, Employee Union (higher ranking officers)
Chairperson, City Council's Public Safety Committee (representing the communities from which elected)
Chairperson, City Council's Budget and Finance Committee (representing the communities from which elected)
Transition Team Manager

Commitment Charting

For each of the critical mass actors, an evaluation must be made of their commitment. The attached chart identifies each actor, evaluates their current commitment to the issue of ACP's paths, and contains a prediction of the minimum commitment required from each to ensure the desired change (the adoption of ACP's in La

Ville Des Anges). Although each actor is an individual, it must be noted that during the transition period the people in those positions will certainly change. Some critical mass actors are elected officials with term limits who will be replaced through the election process. Others serve in limited assignments (such as the Chief of Police who has a 5 year tenure).

CRITICAL MASS COMMITMENT CHART

TABLE 17

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police		X ————>	0	
President, City Council		X ————>	0	
President, Employee Union (lower ranking officers)			0 <————	X
President, Employee Union (higher ranking officers)	X ———>	0		
Chairperson, City Council's Public Safety Committee		X0		
Chairperson, City Council's Budget & Finance Committee	X———>	0		
Transition Team Manager			X ————>	0

Legend: X = Present Level of Commitment. O = Minimum Commitment for change.

Critical Mass Individuals

Current Commitment Level

Minimum Commitment Level

Approach to Move Commitment Level (each)

Chief of Police. The Chief of Police has indicated a real interest in the issue of Alternative Career Paths. Although the

concept is not a familiar one (the Chief rose through the ranks of the traditional system with the traditional definition of success in law enforcement), the Department is fortunate to have a CEO who is willing to examine new ideas. Because of his lack of familiarity with ACP's, the Chief's commitment level is "let change happen." However, simply by providing a better understanding of the incentives and concepts, the Chief's commitment could be enhanced to "help change happen." This could be accomplished with a simple meeting outlining the benefits of ACP's. The possibility of that transformation is very important. Without the Chief in the "help change happen" category, the change could not be implemented. The Chief has enough "clout" with the other members of the critical mass to ensure that they would never force such a system on him without his consent.

President, City Council. The adoption of Alternative Career Paths will require the successful approval of several City ordinances and resolutions. Those Council actions would be the "meat" of the ACP plan in that they would enact the employee benefits that would serve as incentives for ACP's. The entire City Council has the opportunity to vote on each of those. The current City Council President has the personal charisma needed to serve a catalyst for the other Council members. The President can deliver the votes of a majority of the Council. This is indeed fortunate. Without that ability, the list of critical mass actors would be greatly extended. With it, the process is greatly simplified. The President's current commitment is "let change happen." With the help of the Chief of Police, that

commitment could easily be moved to "help change happen." That commitment level should suffice because the President does not have to actively push for the adoption; his ability to handle the other Council members will be enough when the issues come up for a vote.

Chairperson, City Council's Public Safety Committee and the Chairperson, City Council's Budget and Finance Committee. These two critical mass individuals have been discussed together because of the similarity of their roles. The proposed ordinances and resolutions necessary for the adoption of Alternative Career Paths will get to the full City Council only if they are first approved by two Council committees. Because of that, the Chairperson for each of those committees is an important part of the critical mass. Although each committee is comprised of three Council members, because of the issues involved and the personalities of the involved Council members, the chairperson for each committee has the ability to "deliver the votes" necessary to move the issue to the full council. However, because each of the issues must be approved by both committees before presentation to the entire council, each of the chairpersons are part of the critical mass.

Fortunately, the Chairperson of the City Council Public Safety Committee is currently in the "let change happen" mode and that level of commitment should suffice for the passage of the issues.

Unfortunately, the Chairperson of the City Council's Budget and Finance Committee is currently in the "block change" mode. Her

commitment level must be no less than "let change happen." It will take personal meetings with the Transition Manager and perhaps by the Chief of Police to modify her commitment. Her opposition has been based on the incorrect notion that ACP's will, of necessity, require increased City costs. With the right explanation, and the revelation that increased costs are optional, her commitment could be changed.

President, Employee Union (lower ranking officers) and the President, Employee Union (higher ranking officers). These two critical mass individuals have been discussed together because of the similarity in their roles. Development of ACP's involves the offering of substantial employee benefits, but also the selective offering of those benefits. By definition, ACP's do not provide the same incentives to all employees. The nature of this issue is foreign to most employee unions. Unions traditionally work to obtain the same benefits for all of their people. Although any contract must be approved by a vote of the entire union membership, the "tone" established by the Union President usually paves the way for adoption.

In this case, the President for the lower ranking officers' union (the Des Anges Peace Officers Association or DAPOA) is emphatically for ACP's. His commitment level can only be described as "make change happen." At first glance, that would appear to be very beneficial. Unfortunately, the political reality paints a different picture. The transition team manager will be faced with the difficult job of modifying the commitment

levels of the President of the City Council and the President of the Budget and Finance City Council committee. Both of those individuals will be highly suspicious of any proposed change that is supported strongly by the POA president. Past contract negotiations have indicated that the POA president is only interested in increasing benefits without consideration of the overall good for the City. Because of that, it will be necessary to lower his level of commitment to "help change happen" to avoid the political problems in modifying the commitment level of others. That change will be easy to arrange. He is well aware of the political realities. When the Transition Team manager explains the potential problems, the president of the POA will recognize the need to step away and stay in the background.

In this case, the President for the higher ranking officer's union (the Des Anges Command Officers Association or DACOA) is opposed to ACP's and has a commitment level of "block change." That stand is based on his belief that ACP's are only of value for lower level employees. The members of his association, he believes, will have their benefits reduced or held static if the program is adopted. The Transition Team Manager will find it necessary to explain the direct and indirect benefits. Direct benefits will, of course, include financial incentives to lower level employees in the DACOA. Indirect ones include the status enhancement provided by commanding a department with better, more motivated, employees at the lower level. It may be necessary to solicit the influence of other critical mass individuals such as the Chief of Police or the Council President to help him truly

understand ACP's. His commitment will need to be moved to "let change happen."

Transition Team Manager. The Chief of Police has the option of selecting one of his highest ranking officers, a new commander, to head the Transition Team (as a "top down imposed" organization). That selection would be made based on the attitude displayed by that manager to the idea of ACP's. His commitment level was already "help change happen." With the assignment of this duty, he eagerly will move into the "make change happen" category. Because of his personality, and the commitment of the Chief of Police, that transition will be easy.

READINESS-CAPABILITY ASSESSMENT CHART

A second step in developing a Transition Management Plan is the analysis of the readiness and capability of key individuals. Note that the list of key individuals includes the Critical Mass individuals but goes beyond that concept to include other individuals and groups that will have a part in the change. The analysis considers both the awareness of the need for change and willingness to get involved and the ability to carry out the change because of position, skill, and resources.

READINESS-CAPABILITY ASSESSMENT CHART

TABLE 18

Alternative Career Paths

Key People or Groups	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Police Commission	X			X		
Chief of Police	X			X		
Staff Officers		X			X	
Command Officers			X		X	
POA Members		X		X		
Mayor			X			X
City Council		X			X	

Clearly there are some key people or groups who are both ready and capable, but those are the exception. Most are ambivalent toward the issue of ACP's, in large part because of a lack of familiarity. The Chief of Police is, of course, a critical actor who, fortunately, has both the readiness and capability. Others will be a larger factor with additional education.

GOVERNANCE/TRANSITION MANAGEMENT STRUCTURE

A third step in the development of a transition management plan is the identification of the management structure necessary to assist the organization in implementing the change.

Definition of Concept

> "In any change there is always a future state - a place or condition one wishes to achieve; a present state - the current condition in relation to the desired state; and a transition state - the getting from the present to the desired state: the period during which the actual changes take place."[45]

During the transition state things cannot remain as they were (if they did there would be no change). One of those "things" is the structure of the organization. An effective organizational structure can greatly enhance the transition. An inappropriate one will delay or inhibit change.

The selection of the person who will have the responsibility for bringing about the change is critical. In fact, the entire transition management team must be carefully recruited and integrated into the formal organization. Several alternatives are possible for the selection of the transition management team and structure.

Why Most Appropriate Structure

Analysis and Explanation of Situation to Support Structure

Alternative Structures. Each of the following structures was considered for the implementation of ACP's in La Ville Des Anges. The final structure was chosen because of the implied efficiency and the personalties of those involved.

Primary
- Chief Executive (COP responsible)
- Project Manager
- Line-management Hierarchy

Secondary (supplemental)
- Representatives of Constituencies
- Natural Leaders
- Diagonal Slice
- Official Bodies
- Kitchen Cabinet

Chart

For the implementation of ACP's, the Chief of Police of La Ville Des Anges has determined that a project manager of the rank of commander be assigned. This was done to ensure that the manager had the actual and organizational authority necessary to bring about the transition. A commander is at a sufficiently high level in the organization to overcome the inherent "resistance to change" that may be present. That commander was given the implementation as a primary duty assignment; all other duties were reassigned (this was easily accomplished because the commander position was a new one without a history of assignments). As a convenient coincidence, the Department's expansion plan included the addition of one commander who was added to the Department's authorized strength to head a separate program. However, that program could be placed on "hold" to allow the new commander to be utilized for ACP's.

To provide staffing for the implementation team, the commander's secretary and adjutant were included. Because of timing, this commander's staff was newly created (as new budget authorizations) and was assigned to the transition before any other duties had been attached.

A transition management team needs input from those within the organization. To assist in this capacity for ACP's, an executive steering committee was assigned. The members of this committee retained their usual duties but were requested to meet periodically to provide suggestions and comments on the

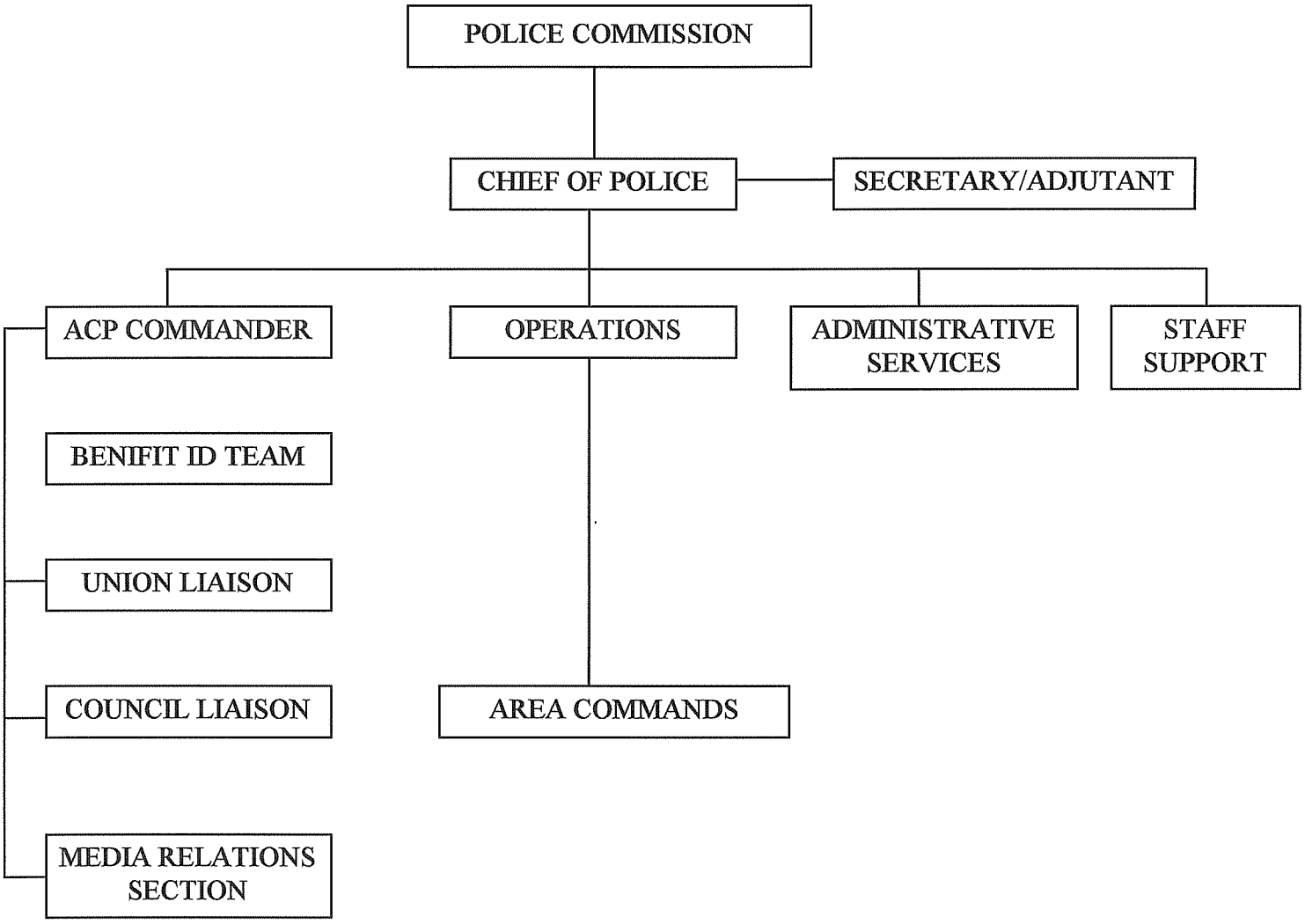
implementation. In addition, they had the responsibility to serve as a conduit to provide information regarding the implementation to those in their chain of command.

Because of the importance that the Chief of Police has placed on this transition, the commander assigned as the transition manager was included as one of the subordinates in the direct span of control of the Chief. Functional supervision was assigned to allow the transition manager control of the executive steering committee.

ILLUSTRATION 26

LA VILLE DES ANGES
POLICE DEPARTMENT

ORGANIZATIONAL CHART



TECHNOLOGIES AND METHODS

A fourth step in the development of a transition management plan is the identification and use of appropriate technologies.

Listing and Description

Across the Board Interventions (full faculty meeting). This technology merely provides for a universal orientation to the concept of Alternative Career Paths by gathering all of the participants together to explain what is to be done. For DAPD the meeting would consist of the Staff and Command officers of the department, the two employee union presidents, and the Chief of Police. The meeting would involve an introduction by the Chief and a general orientation by the Transition Manager.

Pilot Project. For the implementation of Alternative Career Paths, a pilot program would be highly desirable. That would not be the traditional pilot program that implements the program in a test area. It would, rather, be the type of pilot program that implements employee benefits one or two at a time to evaluate the effect. The goal of ACP programs is to encourage employees to modify their own concept of success and to pursue other career goal other than promotion. It is not inherently obvious which employee benefits would be effective to achieve that goal. Pilot programs would be very important to ensure that the steps being taken toward ACP's really have an effect on the employee's perceptions and definition of success. Mechanically, the pilot program could be administered by the commander who was placed in charge of the implementation team.

Experiments. Experiments differ from pilot programs by comprising a test that has the ability to be repeated in different areas. Unfortunately, for the issue of alternative

career paths, it would be virtually impossible to repeat a pilot program (and thus have it comprise an experiment). The conducting of a pilot program within the DAPD would in and of itself alter the department. Because of that, repeating the "experiment" would not be possible under the same conditions.

Responsibility Charting. Responsibility charting is designed to clarify the behavior needed by each party required to implement tasks necessary to bring about the desired change. It is designed to allow each participant to understand their role in each task to eliminate redundancy and ambiguity. The chart lists each "actor" along the horizontal axis and the actions, decisions, or activities that affect their relationship along the vertical axis. The involvement of each actor in each decision is then evaluated using the codes presented in the legend. Note that the guidelines for responsibility charting specify that only one code can be applicable for each box and only one R (responsibility) code can be assigned for each activity. This responsibility chart was prepared by the researcher, acting independently, by considering the role of each "actor" and the functions that had to be accomplished for successful implementation.

RESPONSIBILITY CHART

TABLE 19

	Actors												
	A	B	C	D	E	F	G	H	I	J	K	L	M
Decision													
Select benefits to be offered	I	A	S	S	A	A	R	A	I	I	A	A	A
Identify Costs of ACP's	I	I	I	I	I	I	S	I	S	R	I	I	I
Training	A	I	I	I	I	I	S	I	R	S	I	I	I
Provide staff assistance	S	-	-	-	-	-	S	I	R	S	-	I	-
Liaison with Unions	I	I	S	S	I	I	S	I	S	I	-	R	I
Liaison with City Council	I	R	S	S	-	-	S	I	S	I	-	I	I
Media presentations	R	I	S	S	I	I	S	I	I	I	-	S	I
Evaluation of program	A	A	I	I	I	I	R	A	S	S	A	A	A

Actors

A. Chief of Police
B. President, City Council
C. President, Employee Union (lower ranking officers)
D. President, Employee Union (higher ranking officers)
E. Chairperson, City Council's Public Safety Committee
F. Chairperson, City Council's Budget and Finance Committee
G. Transition Team Manager
H. Police Commission
I. Staff Officers
J. Command Officers
K. POA Members
L. Mayor
M. City Council

Legend: R = responsibility (not necessary authority)
A = approval (right to veto)
S = support (put resources toward
I = inform (to be consulted)
- = irrelevant to this item

The results of the responsibility chart were significant in that the importance of the transition team manager became clear. The need for the creation of a transition team was demonstrated by the large number of tasks for which the team had support responsibility. The importance of selecting the proper person for handling the transition team was demonstrated by the two areas for which that manager had a direct responsibility: (1) the selection of ACP benefits (the backbone of the ACP concept) and (2) the evaluation of the program.

Evaluation and Feedback

As discussed earlier, the adoption of ACP's would not involve the selection of career paths by management for employees. Instead, ACP's involve the creation and selection of career paths by employees for themselves based on their pursuit of a new definition of "success" that is not promotion oriented. The stimulus for the pursuit of new career paths would be the financial, non-financial, and status benefits offered for those who remain in their current positions and/or at their present rank. Therefore, the success of ACP's can be measured in two ways: (1) directly by the pursuit of those benefits by employees as measured by the number of employees who arrange to obtain these benefits and (2) indirectly by a subjective evaluation of employee satisfaction through survey, counselling, and good management techniques, such as Management by Wandering Around (MBWA), that allows managers to listen to their employees to evaluate their level of satisfaction and the degree to which they have redefined "success."

The direct measurements could be made by simply charting each proposed benefit (either financial, non-financial, or status) vs. the number of employees who have taken the steps necessary to obtain that benefit. The indirect measurements could best be quantified by confidential job satisfaction surveys completed annually. A second measurement could involve the examination of job satisfaction as expressed by (1) those employees who leave the organization (their stated reasons) during exit interviews, (2) those who seek promotion and succeed (as expressed in post promotional interviews), and (3) those who seek promotion but are not selected (as expressed in confidential interviews after the expiration of promotional lists).

Confrontation/Goal Setting Meeting. A Confrontation/Goal Setting Meeting would be one technique that could assist in the implementation of ACP's. Obviously, ACP's involve major changes in the law enforcement organization. Getting the major players together to agree on where the program will be going would be a great start. This meeting would begin with a presentation by the Chief of Police to outline the purpose. Subgroups would be assigned and asked to meet separately to create lists of desired changes (ACP financial, non-financial, and status benefits). The entire group would be reconvened to hear subgroup reports and to sort the proposed changes into categories. The subgroups would meet again to select their action items and frame action plans (recommending priorities to the Chief of Police). The entire group would then be reassembled for subgroup reports and to provide input for managers to make decisions. As necessary,

follow-up meetings would be planned.

Accountability Charting. Another tool that has great potential for assisting with the change required through the introduction of alternative career paths is Accountability charting. That tool is very similar to Responsibility Charting, described above, but is much more specific. While RC deals with decisions that must be made by actors, AC deals with the specific tasks that must be handled by each individual. The "actors" for AC's must be clearly identifiable as unique individuals; for RC's they can be groups with mobile participants. The tasks for AC's must be specific duties; for RC's they will generally be decisions that need to be made at a broader level.

For Alternative Career Paths, accountability charts would be useful for the Transition Team Manager to prepare for each of the people who will be working with him during the implementation. For example, an AC chart could be prepared for the manager listing tasks such as hiring staff, preparing periodic activity reports, and supervising subordinates. However, that use of such a chart would be implemented only after the process of adopting ACP's was well underway.

Methods and Tools for Managing Anxiety and Uncertainty

Because transition states are, by definition, neither the present nor the future states, they give rise to different organizational dynamics. These include:

high uncertainty/low stability

high levels of inconsistency

high emotional stress on people

high energy (often undirected)

increased intergroup conflict

increased adherence to current behavior patterns

Uncertainty can be addressed and emotional stress reduced through education. The more that people know about ACP's and how the program can affect them, the better they will feel about the implementation. Of course, education will be effective only with sufficient communication. The executive steering committee has been assigned the collateral duty of informing their people of the steps being taken by the transition management team. Other educational steps must be communicated to the people through bulletins, video tapes, notices, and through the personal presentations by the chief and department management.

Misdirected energy, inconsistency, conflicts, and control (or lack of it) become issues when change is implemented without proper direction from those in authority and when there is insufficient input allowed from those affected by the change. For ACP's it will be essential to ensure that the orderly transition is managed and that benefits (financial, non-financial, and status) are selected and offered based on input from the proposed recipients. This could be handled by using a pilot program to "test" benefits coordinated by the implementation team commander. After all, if the benefits are

not interpreted as significant by those who would be seeking them then the proposed alternative career paths will not be attractive. Without incentives, ACP's will not be pursued.

TRANSITION MANAGEMENT TIMETABLE

The last step in the development of a transition management plan is the recognition of the appropriate steps and the dates for implementation of each.

Outline

The attached outline has been adopted from a general outline presented by Dr. Reuben Harris during a Command College presentation. Of course, the general outline has been modified to specifically relate to ACP's.

TIMETABLE

La Ville Des Anges

Alternative Career Paths

Transition Plan

Outline of Major Events

Phase I - Plan and Organize

	DATE
A. Make decision to change and announce it.	January 1995
1. Define the future state of ACP's; design new structure for; and select people to comprise the transition team.	

2. Rational for the change (definition of success, limited promotional opportunities, job satisfaction, etc.).
3. Parameters for change.
4. Design of transition plan, team, timetable.

B. Building Commitment and Understanding. Summer 1995

1. One-on-ones - COP with "critical mass" (especially those representing the public).
2. Executive team meeting - all staff officers.
3. Analysis of individual readiness and capability to change - especially the two involved issues (DAPOA and DACOA).
4. Information meeting for all City Councilmembers.
5. Orientation for union leaders in preparation for the meet and confer process.
6. Input from public as represented in community meetings.

C. Communications Strategy and Plan. Spring 1996

1. Announcements and updates: content and timing - include unions - meet and confer, and community.
2. Feedback mechanism from organization. Design benefits as "cafeteria plan" to determine employee interest.
3. Set up media and administration to keep public and employees informed.

4. Prepare personal presentation and field tour - allow the "troops" to understand ACP's.

D. Analyze new organization - where the ACP implementation team will be placed in the organization during (and if necessary) after the adoption of ACP's. Summer 1996

1. Tasks and work flow.
2. Formal structure; new department start up - include transition team.
3. Management processes and systems.
4. Reward/incentive system developed.
5. People and available skills.
6. Coping with changing unit and environmental. demands.
7. Political realities - will the budget support the start-up costs of ACP's?
8. Cultural/psychological impact.
9. Legal obligations and constraints.

E. Establish interim management roles and processes. Summer 1996

1. Individuals
2. Committees
3. Processes

F. Design selection processes. Summer 1996

1. Use of existing vs special systems.
2. Development of task and behavioral job descriptions.

3. Job evaluation.

Phase Two - Implement — Spring 1997

A. Implement phases of change.
   1. Movement of people/functions - transition team. Removed from normal chain of command.
   2. Changes in committees, etc.
   3. Allocate resources (budget, equipment, facilities). Obtain Council approval by ordinance.
   4. Provide needed skills and information (training, meetings, etc).

B. Carry out studies required - survey employees to identify their ACP preference. — Summer 1998
   1. New interfaces.
   2. New processes.
   3. Start up of entirely new functions.

C. Integrate new systems and processes. — Fall 1998
   1. Financial systems.
   2. Information systems.
   3. Approval procedures and levels.

Phase Three - Formalize — Spring 2000

A. Formalize new structure.
   1. New committees in place and operating.
   2. New managers in place and operating.
   3. Accounting and records in place.
   4. Formal communications.

5. Second executive team meeting for team building and trouble shooting.

B. Fine-tuning organization and interface relationships.

C. Include community component for input.

Phase Four - Evaluate

A. Throughout the plan, continue to evaluate progress. Fall 2004

B. Evaluation of the transition - has the definition of success in law enforcement truly been changed.

C. Monitor new organization.

D. Consider community reaction - positive?

CONCLUSION

FINDINGS

This technical report focused on the definition of "success" in law enforcement. Many tools and techniques were used to address the issue question and the three related sub-issues. A review of the related literature and discussions with line level officers and subject matter experts established a foundation. From that foundation eight panels were convened. Those panels ranged from the sub-issue subcommittee to the nominal Group Technique panel, to the Modified Policy Delhi panel. The following conclusions are a compilation of the opinions, forecasts, and recommendations of all eight of those panels based on the research techniques utilized during this project.

Issue: What alternative career paths will be available by the year 2004 for employees in large agencies.

Result: It is certain that Alternative Career Paths will be available to one degree or another.[46] However, they will not be the types of career paths designed by personnel departments or police managers. They will, instead, be career paths "plotted out" by the involved employees themselves based on the incentives provided by their city and the status allotted by department management. Each will be an individual effort reflecting the revised definition of "success" reinforced by those incentives and status changes. Employees will be free to pursue the goal of becoming the best employee that they are capable of becoming by

specializing in those aspects of law enforcement that best adapt to their interests and abilities. For those who do have interests and abilities in seeking increased responsibility for supervising others, the promotional system will still be available. However, even at higher level positions, there will be no necessity to promote further to be considered successful. Employees at every level will be enabled to increase their benefits and status by improving their performance without a requirement that they seek promotion. This system will indeed ensure that those candidates for promotion have no incentive for doing so other than their honest desire to seek the type of increased responsibility that those positions would provide.

Three sub-issues were explored.

Sub-issue 1: What financial incentives, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

Result: Several types of financial incentives can be provided to allow employees to increase their pay while remaining at their current rank. Pay schedules will be restructured to reflect higher pay for promotions only when the promotion actually results in increased responsibility over the performance of others. Superficial layers in organizations will have to be eliminated. Pay schedules may be compressed to correspond to responsibility. Organizations could be "flattened" to remove promotional levels that are not really required for supervision. The span of control for each manager may be

increased - but increased with empowered employees who will be more self directed and responsible.

Within each rank, pay schedules will be reorganized. There is no reason that every employee of a certain rank should receive the same pay. The concept of ACP's mandates, in fact, that pay be commensurate with performance, responsibility, and a revised definition of "success." To use a management term, employees should be receiving the highest pay when they are "self-actualizing" - not when they reach the highest rank. This reorganization may well result in opportunities for employees to obtain higher pay than their supervisors. In fact, with the true adoption of ACP's, it should not be of concern if a line level police officer actually receives more pay than the chief of police. That scenario would require, of course, that the police officer be performing at an exceptionally high level and accomplishing tasks that would have a high reaching impact on the entire department - as far reaching as those performed by the chief. For example, a line police officer who has developed an outstanding program that has served as a model for other agencies and who has been able to make that model work successfully for the department should be compensated appropriately. There should be no requirement for promotion (to a position for which the officer may not be qualified) to receive that extra compensation. Success should be rewarded - financially.

Sub-issue 2: What non-financial incentives, not involving promotion, can be provided to enhance job satisfaction for

employees who are conscientiously performing their duties.

Result: Police agencies traditionally provide benefits on the basis of rank. The higher an employee is in the organization the greater the benefits. For the purpose of this discussion, non-financial benefits are considered to be those other than pay. It is understood that all benefits have a cost to the organization (even the assignment of a parking stall requires expenditures for the lease, asphalt, paint, etc.). It is also understood that those benefits do impact the employee's financial situation to a minor degree (a parking stall may eliminate the need for paying for parking). However, for this discussion, all benefits other than those resulting in a change in the employee's paycheck have been considered non-financial. Unfortunately, additional non-financial benefits are often not even wanted by those who attain higher positions. ACP's will allow the allocation of benefits on the basis of need and position - not rank.

Few solutions offer more potential for resolving the sub-issue of non-financial benefits than do "cafeteria plan" benefit packages. Such a system of benefits would allow each employee to identify those that have the greatest value to him or her. Such systems allow for benefits to be allocated to those who have the need or the desire. They eliminate the "push" for promotion merely to obtain the desired benefits. They help insure that candidates for promotion are truly seeking the increased responsibility offered by the promotion.

Sub-issue 3: What status changes, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

Result: Rank in law enforcement has always been associated with increased status. The higher the rank, the more "status." Unfortunately, that has been true even for employees who have not been performing well in their high ranking positions. Status changes can be made that will recognize employees for their outstanding performance and contributions to the department. Status will reflect the individual's value to the organization - not rank. The rank structure could become de-emphasized. It will not be necessary to seek promotion to receive those "rewards." Within each rank, it will be possible to allocate titles, insignia, and other acknowledgement to recognize performance. While this must be carefully constructed to avoid creating pseudo ranks from these additional status symbols, it can ensure that employees can feel confident that they will be recognized, and appreciated, for their performance. There will be no need to seek promotion merely to obtain that recognition. The pursuit of promotion can be left to those actually seeking the increased responsibility of such a position.

WHAT SHOULD BE DONE NEXT?

This study has dealt with the theoretical aspects of Alternative Career Paths. A lot of assumptions have been made regarding what employees really will consider benefits of all types that will allow them to obtain success without promotion. The next step

would be for those who have the authority to actually initiate change to conduct a pilot program to test those assumptions. Financial, non-financial, and status changes need to be actually implemented to allow employees the opportunity to begin to design their own career paths. The changes must be in place for a long enough time to give employees the assurance that this is not a temporary program that will leave them with only the traditional career path in the future. Once they really believe that they can pursue non-traditional avenues toward improving their performance and obtaining appropriate rewards, then ACP's will be pursued. Only then will the definition of "success" in law enforcement truly have been changed.

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APPENDICES

Events

Trends

EVENTS

* EPA requires reduced work week for non-executives.
* US implements national health plan.
* Supreme Court decides that FLSA applies to middle managers.
* LA "taps" pension fund.
* SF "taps" deferred compensation plans.
* SD revokes pension plans.
* SAC alters pay schedule to provide enhancements for alternative career paths.
* SF reorganizes to enhance status of middle managers.
* State assumes funding responsibility for law enforcement.
* SB reduces the number of "executive" positions.
* The elimination of Civil Service for Captains and above.
* Cancer is cured.
* An effective non-lethal weapon is developed.
* All law enforcement agencies are consolidated.
* California divides into two states.
* The law enforcement draft system is implemented.
* Physical standards are eliminated for police officers.
* The possession and use of drugs is legalized.
* The border is opened with Mexico.
* Ethic and gender balance at all ranks becomes mandatory.
* The federal government takes over all law enforcement agencies.
* Sovereign immunity is re-established.
* Restrictions are imposed on immigration.

* Residency requirements imposed for law enforcement executives.
* Courts are decentralized.
* The AQMD restricts the use of vehicles.
* Take home vehicles are provided to all City employees.
* A mandatory retirement age is imposed.
* The use of assessment centers to determine promotability is implemented.
* The interdepartment trading of managers is imposed.
* The intradepartment trading of managers is imposed.
* A police strike occurs.
* A non-lawyer based judicial system is established.
* A board of governors replaces the Chief of Police.
* The elimination of civil service protection is implemented for Captains and above.
* The position of Chief of Police is civilianized.
* Parole is eliminated in California.
* Employees are surveyed to determine their desires and needs.
* All freeways become toll ways.
* Employee special interest groups are eliminated.
* A court decision requires that all off duty employment be contracted through the Department.
* A universal law enforcement retirement plan is implemented.
* The automated highway becomes a reality.
* Job sharing imposed for managers.
* Child care services become available for all employees.
* A medication is developed that eliminates the effect of alcohol.

TRENDS

* Level of traffic congestion affecting commuters.
* The use of alternative work schedules.
* Level of "flex time" usage.
* Availability of "cafeteria style" benefits.
* Law enforcement funding levels.
* Level of bonuses (training, POST, educational, etc.).
* Efficiency of transportation systems.
* Degree of "compression" between pay levels.
* Use of decentralized work sites.
* Availability of telecommuting.
* Change is budgets.
* Rate of literacy.
* California economy.
* Private ownership of weapons.
* Population shift involving urban areas.
* Use of computers.
* Emotional makeup of recruits.
* Educational standards.
* Technological developments.
* Community based policing.
* Decentralization.
* Flattening of organizations.
* Contracting of services.
* Megalopolis merger.
* Environmental conditions.
* Violence against officers.

* The perception of assignment status.
* Self-directed work groups.
* Terrorism.
* Field assignments.
* Prosecution of officers.
* Crime rate.
* Discipline criteria.
* Selection criteria.
* Pooling of resources.
* Corporate donations.
* Criminal justice system.
* Alternative sources of energy.
* Racial tensions.
* Housing costs.
* Migration of employees.
* Custodial technology.
* Volunteers.
* Litigation.
* Empowerment of employees.
* Possession of ammunition.
* Organizational diversity.
* Flattening of the organization.
* Major unemployment.
* Homeless.
* Crime analysis computer.
* Contract services.
* Privatization.

* Major crimes (only).