

HOW WILL LAW ENFORCEMENT LEADERS MOTIVATE
EMPLOYEES TO ACCEPT CHANGE BY THE YEAR 2006?

A project presented to the
California Commission on
Peace Officer Standards and Training

By

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Command College Class XXX

Sacramento, California

June 29, 2001

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

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

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

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This project, written under the guidance and approval of the student's agency, mentor and academic advisor, has been presented to and accepted by the Commission on Peace Officer Standards and Training, State of California, in fulfillment of the requirements of Command College Class Thirty.

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ACKNOWLEDGEMENTS

I wish to acknowledge the assistance of everyone who helped with this project. This would include all the Command College academic staff, the seven people who assisted with the Nominal Group Technique Exercise: Lisa Beutler, Bruce Boles, Todd Browning, Roland C. Dart III, Lois Franchimone, Matt Powers and Denzil Verardo, various people in the Sacramento County Sheriff's Department, Alicia Powers, Senior Consultant with the Commission on POST, and Lieutenant Steve Pierce, Davis Police Department, who served as my mentor. I especially want to acknowledge my wife, Nancy Switzer, who encouraged my participation in Command College and supported my efforts over the eighteen-month process.

CHAPTER ONE

ISSUE IDENTIFICATION

Introduction

A world without change...definitely not this one. Change is occurring everywhere and law enforcement is no exception. If it is such a common phenomenon, one ought to know a lot about it. Wouldn't you agree? Furthermore, leading an organization through change ought to be fairly easy as well, since change is so common. Wrong again. According to a recent article in the Harvard Business Review, entitled, "Cracking the Code of Change," seventy percent of all change initiatives fail.¹ And yet, the ability to implement change is so important. In his book, Managing Transitions – Making the Most of Change, William Bridges says, "Change is the name of the game today, and organizations that can't deal with it effectively aren't likely to be around long."²

Maybe since change isn't so easy to lead an organization through, perhaps it would be best to start at ground zero. What is change? Well, it depends on whether one uses the word as a verb or a noun. Webster's defines change when used as a verb as, "...to make different in some particular (way)...to replace with another...to undergo modification...to undergo transformation, transition, or substitution."³

Change, used as a noun, is defined as, "...the act, process or result of changing...transformation... substitution."⁴ Webster's adds this further comment, "Change implies making either an essential difference often amounting to a loss of original identity or a substitution of one thing for another..."⁵ These definitions are important to keep in mind as this project unfolds.

Change involves both the doing of something new or different, as well as a process of getting from the one thing to the other. In fact, one author views the process as involving change and transition. Change being situational, like a new policy, and transition being the “psychological process people go through to come to terms with the new situation.”⁶ Both aspects involve people who may be leaders and/or followers.

Law enforcement, as a profession, is dealing with changes on many fronts. Some change is internal, like changing operating philosophies, service delivery systems, technologies, and worker expectations. On the other hand, some change is external, like community expectations, types of crimes, and laws. An important point to make is that there is change going on both internal and external to a law enforcement organization concurrently, and sometimes those changes compete against one another.

The challenge for a leader today, and in the future, will be how to implement change in an environment where there is a convergence of many other changes. An analogy might be dancing on a floor that is both moving laterally and horizontally as one moves across the dance floor. The trick is fluidly moving in sync with your partner across the floor in spite of the lateral and horizontal movement around you. As in the dance analogy, a leader getting his/her employees to follow and stay in sync can be challenging, especially in the crucible of change.

According to the book, Enlightened Leadership, this is where leaders and managers get into trouble. As leaders focus on making changes and involve their employees, empowerment and similar ways of motivating employees can be viewed as soft stuff, which is much more difficult to get a handle on than numbers. “It’s the soft stuff that is the hard stuff, but it’s the soft stuff that makes the difference.”⁷ Leaders in both the public and private sectors are challenged to deal effectively with the soft stuff when making changes, and many are not successful.

Statement of the Issue

When one has been affected by change others are trying to implement, or when one is in the role of a change agent, it does not take long to see that things do not always go as hoped. The plan to be implemented may look easy and be very logical, but then something happens during the implementation and a leader can find him/herself frustrated, others ready to revolt and the plan scrapped.

The title of this project is, “How will law enforcement leaders motivate employees to accept change by 2006?” As the title implies, how can leaders, especially those in law enforcement, be more successful in implementing change. The key to success lies, in large part, in motivating employees to accept whatever change needs to be implemented. Obviously, some leaders are able to do this very successfully, while many others are not.

The very impetus for this project comes from the experience and observation that change can be very difficult for an organization, especially during a time when many organizations are changing from a traditional law enforcement delivery system of rapid response and follow-up investigations to one that embraces the tenets of community policing. A part of this involves moving from a department comprised of traditional centralized functions to one that is decentralized along the line of a stationhouse. The harder part is getting employees to embrace these changes.

At the core of this project is exploring trends and events that may impact the leader’s ability to motivate his/her people to change from doing one thing to doing something else and the process of how to implement the change. Understanding the dynamics of these two aspects of change can help a leader increase his/her effectiveness in implementing change. Using the analogy of dancing on a floor that is moving both laterally and horizontally, the goal of this

project is to help leaders be more successful in moving their partner, the employees, across the moving floor to the other side while remaining in sync through the dance.

The next section will provide a survey of the literature to identify some of the challenges that leaders must wrestle with when implementing change, including changes one can expect in the next five years, and information from two interviews. Following the survey of the literature, will be a presentation of a Nominal Group Technique Exercise in Chapter Two that will address trends and events identified by experts who are change agents in both the public and private sectors. Chapter Three will cover the development of a strategic plan that can be used as a model by leaders who are about to embark on implementing change. A transition management plan will be presented in Chapter Four and will address the readiness of the leader and a six-phase change management model. The final chapter will summarize the project, provide recommendations, and share some implications for leaders.

Survey of the Literature

From a futures perspective, what kind of changes lie ahead that will impact a leader's ability to motivate employees to accept change? A survey of the literature identifies a number of things that will come into play.

- The introduction of the Net Generation, which will mean that there will be at least four generations working in many organizations.
- A continuing increase in the number of older employees who have retired from another career or simply want to continue working within their field beyond the normal retirement age.
- An increasing difficulty in retaining female employees.

- A more rapid rate of change due to technology and other changes in society.

These changes will impact the workforce in law enforcement organizations. Unless leaders are able to connect with employees, effective change will become more difficult, especially when remembering that seventy percent of change attempts currently fail.

The first section will address the upcoming Net Generation.

Net Generation

A new generation of workers is just beginning to enter the work place. They are referred to generally as the Net Generation and represent people born between 1977 and 1997, so the oldest members of this group are twenty-three.⁸ They are just beginning to enter the age where they may be coming into the law enforcement profession. This generation represents some eighty million people and will be the largest generation ever.⁹ The reason this group is called the Net Generation is that this is the first generation that has been raised with the Internet.¹⁰

The Net Generation will be taking positions along side a still growing number of Generation X employees, Baby Boomers and remaining members of the Veteran Generation. Generation X represents those people born between 1965 and 1976 and number about forty-four million. Baby Boomers represent those people born between 1946 and 1964 and represent some seventy-seven million.¹¹ The Veteran Generation would take in those born between 1922 and 1943, and as shown later still represent a sizeable percent of the workforce.¹²

What are some anticipated characteristics about the Net Generation that a leader should know? First, they are comfortable with technology and the changes brought about by technology. Second, they have more of a global orientation, understanding the need for interconnectivity to the worldwide community. Third, they have seen their parents cut from

organizations due to downsizing, or restructuring. Hence, they have witnessed little company loyalty and realize that their training, skills and abilities are key to getting a job and determining a career path. Fourth, they regard change and chaos as normal.¹³

While this group is comfortable with change, companies should place more emphasis on teamwork and group performance. Leaders who act like they are an authority on everything will turn off these employees. Rather, they respect people who have demonstrated expertise and knowledge. Since they don't expect to spend a career with any one company, they don't care about organizational rank, age or tenure. They are interested in participating in decision making, collaborating, and establishing interconnectivity with others. The work environment will be one that "requires flexibility, multitasking, the running of numerous projects or programs concurrently, and working with different people as they enter and leave the company."¹⁴

This group knows more about major communication devices than most of their parents. Consequently, adults aren't looked upon as the authorities on everything.¹⁵ This factor is unique in and of itself.

Charlene Marmer Soloman, in her article entitled, "Ready or not, Here Come the Net Kids," says, "Trust their capabilities and their commitment; communicate with them; create opportunities for teamwork and entrepreneurship; and approach situations with mutuality."¹⁶ She further adds that this group "would get frustrated by people in bureaucracies going through channels."¹⁷

This generation expects to go through many different job changes, as well as five to eight different careers in their lifetime. Hence, they are attracted to jobs that will provide them training and experiences that will enhance their skills and abilities. They are strong advocates of lifelong learning.¹⁸

Although many Generation X people are already in the profession, others are yet to enter the law enforcement profession, so it would be helpful to understand something about this group.

- First, this group grew up with working parents. As a result they learned to become self-reliant and so are generally good problem-solvers, but don't want to be over-managed or over-watched.
- Second, they have been conditioned to expect immediate gratification as a result of automatic tellers, pagers, microwave ovens, etc. Consequently, in the work place they are likely to want answers and feedback immediately, and give it to them straight.
- Third, due to the climate in which they grew up starting with scandals, like Watergate, and ending with corporate layoffs, they tend to have more distrust of institutions and do not expect to have lifetime employment with a company. However, they do like training and new projects that will demand fresh skills.
- Fourth, their view of the environment has helped to create an attitude of wanting to know why they must learn before they are interested in knowing the how. Which is to say that the outcome is important to them before they are interested in knowing how to do the task.
- Lastly, they tend to have the ability to assimilate information quickly and focus on multiple ideas, which is referred to as parallel thinking. This is different from older workers who tend to go step-by-step. Flexibility in learning and working is important to this group.¹⁹

While some of these characteristics may seem negative, the flip side has a positive aspect that can enhance the workplace.

Bruce Tulgan, in his article entitled, “Managing Generation X,” provides some good pointers to working with Generation X employees: 1) Support their quest to acquire skills and expertise, 2) Give Xers creative responsibility for projects, 3) Provide constant feedback, 4) Keep the lines of communication open and 5) Discourage a dues-paying culture.²⁰

One additional point can be gleaned from Will Ruch’s article entitled, “How to Keep Gen X Employees From Becoming X-Employees.” Generation X employees are very brand-driven. Brand name means something to them. Ruch puts it like this, “If name is everything, what does your company’s name mean to the single most important audience it has? What is your brand position relative to the current and potential employees your firm has resolved to recruit and retain?”²¹ In other words, it is important to market your company internally and externally. How a company handles change in the work environment will be a factor these employees consider in deciding whether or not to weather the chaos and come to work for your organization.

From a law enforcement perspective, John Dineen adds several thoughts about Generation X officers. First, young officers “...have no fear when it comes to trying something new.” Second, “Comfortable with rapid change, most Xers are risk takers.” Third, “They don’t fear losing their jobs.” Fourth, “They would like pay increases and promotions, but if they don’t, they’ll simply lateral to another agency.” Fifth, “They’re up front and say what they think...They expect the same from association leaders.” Sixth, “They aren’t into career planning.” And last, “They want to do interesting and meaningful work.”²²

The leader of 2006 will have to learn to deal effectively with both the Net and X Generations, as well as the Baby Boomers and Veterans who are well entrenched. These four generations interacting in the workplace represent a challenge likened to “...a clash of the

generations, a collision of values, ambitions and mind-sets.”²³ When it comes to change, one generation may be very comfortable, while another may be very resistant.

How a leader goes about motivating employees from each generation will determine in large part whether they are successful in implementing the change. Bob Filipczak, in his article, “It’s Just A Job – Generation X at Work,” makes this comment about Generation Xers, “If you ignore their differences and try to manage them according to your own mind-set, you risk more than constant conflict.”²⁴ This comment makes a lot of sense when one is working with different people, especially those from four generations.

Older Employees

As the Baby Boomers age, the number of people fifty-five years old or older is increasing dramatically. Two other factors contributing to a larger population over fifty-five include increasing life expectancy and low birth rates during the seventies and eighties.²⁵ These three factors, combined, have resulted in a population where nearly one-third are over fifty-five²⁶, and growing, while an estimated thirty-six percent are age thirty-four or younger.²⁷

A study of older workers found that they were staying or returning to work for various reasons. The reason most often cited was financial necessity. The second most common reason cited was emotional fulfillment.²⁸ These kinds of reasons surely contributed to the findings of a survey by the American Association of Retired People (AARP) that showed eighty percent of Baby Boomers expected to work after retirement.²⁹

Increasingly employers will be looking to retain or attract older workers. Deborah Russell, of AARP, is quoted as saying, “Knowing the demographics the way we do, the majority of the pool of workers available to choose from are going to be older workers.”³⁰

In California, many law enforcement agencies are increasingly approving the three percent at fifty retirement option. This formula was enacted for peace officers employed by some state agencies effective January 2000, and has been approved for Chapter 37 counties effective January 2001. This change in retirement system is causing a general concern about senior law enforcement personnel leaving the profession in large numbers. There has been some discussion about how to keep those senior officers around longer, as well as concern over who will replace them. In the author's department, it is becoming more common to see older workers being hired for support positions, including those who have retired from other law enforcement agencies.

What are some things a leader should know about older workers? Dayton Fandray in his article entitled, "Gray Matters," cites the following things leaders should keep in mind about older workers.

- Seventy-five percent of workers would rather reduce hours gradually rather than the traditional all-or-nothing sort of retirement.
- Flexibility in type of work, work space and work hours.
- Help them feel good about their contribution.
- Training to update skills was viewed as very important.
- Ongoing education and retraining was also cited as important to show them that their years of experience count for something.
- Use them as mentors, which demonstrates that their experience is valued and can be a real asset to younger employees, including those in leadership positions.
- Provide opportunities for older workers to do something meaningful.³¹

These suggestions sound very similar to things that other workers find appealing in the work place.

Relative to change, Travelers Insurance found that older workers are not resistant to change. Specifically, “they found that many retirees work in temporary positions, moving from one job to another, from one building to another and from one supervisor to another without displaying problems and inflexibility.”³²

In summary, older workers will make up an increasingly larger proportion of the workforce by 2006. They are motivated to work for financial necessity, emotional health and other reasons. While some factors that may motivate them to stick with an organization undergoing change are the same as those that would motivate a member of the Net or X Generations, still other factors are unique for this group.

Retaining Female Employees

Women make up forty-six percent of the U.S. labor force.³³ Today, “...women have more and more opportunities for challenge and mobility to prove and stretch themselves...but when frustrated by inflexible work environments and stubborn barriers to the top echelons...they’re leaving to start their own businesses, to work for smaller firms, and to go to competitors that offer more of what they want.”³⁴

This same article quotes a survey that found the third most commonly cited reason women left their jobs was unhappiness with the work environment.³⁵ While that could be the result of many factors, poorly managed change can create an environment where women, and men, find it untenable and begin to look for other opportunities.

In dot-com companies, for example, there isn't a hierarchy to work up anymore.³⁶ In fact, one source says that there are currently more than 350,000 unfilled information technology jobs.³⁷ Due to the competitive nature of the work environment and opportunities, leaders cannot afford to push change too fast, be poor communicators or be too dictatorial.³⁸ Some refer to this dynamic as a new employment contract. "Employees coming into our workplace today will not stand for the old order of management. Employees today don't want to be directed. They want to be encouraged to develop themselves. They say, 'Don't tell me what to do. Tell me what you want done, and I'll figure out the best way to do it.'"³⁹

The skills needed in the new economy jobs are skills that women tend to have in abundance: problem solving and the ability to grasp and use information. Because of the economic boom, there are lots of opportunities and women aren't going to spend years unhappily in any position.⁴⁰

According to a report by the Commission on Peace Officer Standards and Training, there are 79,770 full-time sworn officers in California.⁴¹ Of this number, 9,249 are women.⁴² Therefore, in California law enforcement, women make up 11.6 percent of the work force, which is considerably behind the work force as a whole.

A Rapid Rate of Change

Change is all around us. Few, if any, would argue that they are not impacted by change in many ways nor that change is occurring at a faster rate. Consider the following comments relevant to information, knowledge and change:

- The total of all printed knowledge is doubling every five years.

- People have produced more information in the last thirty years than in all of the previous five thousand years.
- The daily New York Times now contains more information than the average 17th century person would have encountered in a lifetime.
- About one thousand books are published internationally every day.⁴³
- Human knowledge is exploding at an unprecedented rate. In cutting edge fields, such as computer science, the total amount of knowledge doubles approximately every eighteen to twenty-four months, while the whole body of human knowledge doubles every fifteen years.⁴⁴

One discovery fuels another and another. Things that seemed futuristic a few years ago are real today, especially in the area of technology. For example, with developments in the global positioning satellite system and related technology every square meter of the earth surface could be given a unique address.⁴⁵ Not much more than a dozen years ago a 286 computer was considered fast. Today, six hundred MHz computers are common and computers are getting faster, and smaller. In fact, by the time technology is purchased and installed, in many cases, it has been superseded by something else more advanced.

Tonita Murray in her article, entitled, “Police and the Challenge of the Twenty-first Century,” puts it well:

It is not time that is bringing change but the evolution of our global society. We are building faster and faster on earlier basic discoveries, so that we have little time to absorb one change before another is upon us. We do not have the luxury to absorb a new technique or a new approach before we must adopt another.⁴⁶

Change upon change. It seems to be occurring in every facet of our lives.

Arun Maira and Peter Scott-Morgan in their book, The Accelerating Organization, note that the pace of change is accelerating. They add, “Organizations everywhere...are starting to

compete on their ability to change faster and more effectively than their rivals.”⁴⁷ This, however, doesn’t appear to be a short-term trend. John Kotter in his book, Leading Change, adds “Powerful macroeconomics are at work here, and these forces may grow even stronger over the next few decades. As a result, more and more organizations will be pushed to reduce costs, improve the quality of products and services, locate new opportunities for growth, and increase productivity.”⁴⁸

With all this change, how about the human side of it? Are people capable of continuous change? Is there a limit to the amount of change people can handle? This is a valid concern.

According to one source, “...controlling the pace of change can be as vital as instigating it...Each person has a certain capacity for change, a rate at which they can do it...In the past you could convey a decision or change like a train making a slow turn. Disseminate. Await assimilation...Today, you change direction like a race-car driver. I must ensure each passenger remains onboard, that each not only heard but can absorb the message, or I will lose some.”⁴⁹

Each of us has a limited capacity to deal with an astonishingly limited number of ideas in our mind at any given time. This is called “channel capacity” and is limited in the average person to between five and ten ideas at a time. This capacity has changed little over time.⁵⁰

When too much change occurs or change is not implemented properly, employees are impacted adversely resulting in stress. Stress in the human body is linked to illness and disease, and can be a trigger for raising blood pressure, weakening resistance to viral infections, increasing risk to heart attacks and hastening the spread of cancer.⁵¹

Like the human body, stress can affect an organization as well. Communication can break down. Dips can occur in quality, service and productivity. Trust and credibility can diminish.⁵² One consultant observed, “I repeatedly encountered more and more ‘permafrost’

organizations, where change-fatigued middle managers froze out initiatives introduced by the 20-somethings below them and the senior managers above them who were hot for change.”⁵³ As noted previously, most change initiatives fail or fall short of the intended goals. The result is a weakened organization, some of whom do not recover and eventually die.

Many people are fearful of change. There is a word for it...misonophobia, which is defined as the inherent fear of change. This fear exists because when change occurs, people are moved out of their comfort zone.⁵⁴ People prefer to stay where they are emotionally stable and comfortable, even if the change could improve their situation.

The next section will provide additional information resulting from two interviews conducted by the author. The first interview was with George Abood, Ph.D. Mr. Abood has a dual Ph.D. in Organizational Psychology and Clinical Psychology. At the time of the interview he was working in the capacity of an Organizational Consultant for the United States Air Force at McClellan AFB in Sacramento, California, where the base was in the final stages of being decommissioned. The second interview was with Ross Hutchings, Executive Director of the California Peace Officers’ Association and California Chiefs of Police. Mr. Hutchings is in a unique position of interacting with law enforcement leaders around the state of California, which gives him a statewide perspective on changes in law enforcement.

Interview - George Abood, Ph.D.

Mr. Abood sees the following trends that would affect how law enforcement leaders motivate employees to accept change. First is acceptance of stress in the workplace. Increasingly, stress is being linked to illness and disease. This linking has begun to result in compensable awards by juries where it can be shown that a condition, or illness, is linked to

stress in the work place. Stress associated with organizational change can be significant, especially where change has been poorly handled resulting in what might be called a toxic work environment.

A sub-issue of this is how society perceives prevention. There is a trend of accepting an increasingly wide range of homeopathic alternatives, including music therapy, that purportedly can stimulate energy, creativity, connect with heart rhythms, etc. McClellan AFB, for example, purchased a music therapy product to benefit employees during the base-closure process.

Second is the increased use of employment contracts and a decrease in lifelong commitment to one organization. This trend is fueled by both a work force, like the Net Generation, who do not expect to spend a lifetime at one employer and a move by employers to outsource various functions, like human resources, to reduce operating costs.

Third is the licensing of peace officers. This was viewed as a likely trend to make it easier for officers to move from one area to another and keep them in the profession. A second reason seen for this becoming a trend is that licensing in effect says that someone else has made a determination that if you meet established criteria you are qualified to practice that profession. Licensing would make it easier to attract employees to a department who handles change better. On the other hand, licensing could make it easier for employees to leave if change wasn't handled well. This is particularly relevant to employees who are brand conscious (like Generation X).

Fourth is understanding the mix of employees in the work place. Today's work force is diverse and is comprised of generations who view the work place and what goes on there differently. Some are more comfortable with change than others. When attempting to implement change, understanding generational differences is very important.

Fifth is increased pressure for government to follow the lead of private sector in mergers. The merging of police, sheriff and California Highway Patrol into one local law enforcement agency is an example of a type of geographic government merger. A merger or consolidation of this type would challenge law enforcement leaders to think differently and present a variety of obstacles to merging people from different organizations into one. Such mergers, like in the corporate world, could result in a reduction in overhead costs and better realization of stockholder desires, or stakeholder desires in this case.

The literature is increasingly pointing to the need to do a better job of introducing change focusing on the employees who will be impacted by the change. People want to feel valued in the work place, and how you handle change has the potential of demonstrating to employees that you value them, or it can send a message that they aren't really important.

According to Mr. Abood, we have pretty well worked through the industrial revolution, in that we know the mechanics of changing organizational structures. However, we are moving into an era of greater humanism or sensitivity toward employees in the work place. He believes this is going to be a very significant issue in the future.⁵⁵

Interview – Ross Hutchings

Mr. Hutchings had a variety of thoughts about changes that will affect law enforcement in the next five years, and also about motivating employees to accept change. First, he sees new people coming into the profession with a totally different perspective. They have the ability to handle multiple tasks. They want to be involved in decision-making. They want and expect to know the why behind decisions. Some of these new workers he has hired want additional

compensation for being asked to do something new. Baby-Boomers wouldn't even have thought about wanting more money just because they were asked to take on a new task.

Second, change starts with structure. Law enforcement is still based on a military model. We can't keep the old established structure. There must be a continual tweaking to find what works better. Mr. Hutchings has had to do that in his office. One needs to look outside his/her own profession and offices. An organization needs structure, but it seems more time should be spent focusing on other things. Structure starts at the top. However, municipal chiefs of police are more political because they have to please a city council. A sheriff has to get elected, but he has four years before the next election. Mr. Hutchings thinks there will be a shift toward police chiefs getting contracts, so there will be more stability at the top.

Third, by 2025, half of the population will be over fifty years of age. This will impact law enforcement in a variety of ways.

Fourth, technology is allowing one to target any audience. There is much more access to information than in the past. Along with this comes the issue of "big brother," which has a lot to do with trust. Technology has really brought about the concept of a global community, as well.

Fifth, Hi-Tech terrorism is going to increase and law enforcement will be called to handle these new types of crimes. This too will impact law enforcement in a variety of ways.

Sixth, quality of life issues will be more of an issue in the community an agency serves. People are often more concerned with those things that traditionally have not been a high priority of law enforcement agencies.

Seventh, effectiveness of change depends a lot on the top leader. Is he a forward thinker? If he is, this will help create an environment below where people are encouraged to be forward thinkers. However, if the top leader isn't a forward thinker, this too will impact the

organizational environment, and change will be less likely. People will be inclined not to send ideas forward. Openness to change is really a mindset shift. With community policing the shift is from arrests and locking people up to looking at ways we can make people feel more secure where they live. The police get more involved with outreach, and should be. It's not that arrests aren't important, they just aren't the main focus.

Eighth, there are some law enforcement agencies in California that Mr. Hutchings thinks do a good job of implementing change. The ones that came to mind were the Fremont Police Department, San Diego Police and Sheriff's Departments, Sacramento Sheriff's Department, San Bernardino Sheriff's Department and Irvine Police Department. He characterized these agencies as learning agencies. They are also involved in outside organizations where they are exposed to new ideas. They encourage their people to get involved in various ways with development of the profession. From his experience, those who are involved and give something back to the profession also grow through the experience. As they grow, their respective departments grow and benefit, as well.⁵⁶

Summary

In summary, the literature is full of writings about change and the process of change. In spite of all the change that occurs around us, most change initiatives do not go as well as hoped or planned.

In terms of motivating employees to accept change, one must begin by looking at the work force. In the next five years, the Net Generation will be showing up in greater numbers to join Generation Xers, Baby Boomers and the Veterans. For the first time, there will be four generations in the work place, each bringing a different perspective on how business should be conducted and what they want from leadership.

Growing numbers of retirement age workers will remain in the workplace or return due to financial necessity or a desire for emotional fulfillment. A whopping eighty percent of Baby Boomers expect to work after they retire. These older workers come with a wealth of talent and experience, but they also have expectations of how they will be treated in the workplace.

With opportunity in the dot-com field and other places, female workers will be less likely to remain in work environments where there are problems. Old style, dictatorial type leadership will be an obstacle to retaining women. Women often are talented in problem solving and processing of information, which are key elements of dealing with change.

The rate of change will continue to accelerate. Change naturally moves people and organizations out of their comfort zone. Too much change too fast, or change that is not handled properly, will stress both employees and the organization. Stress can result in illness and disease in either case.

In order to motivate employees to accept change, it is important to first understand the employee and employee expectations regarding both the intended change and the process of transitioning from the current state to the desired state. It is also important to understand that change is an ongoing process, one that is happening at a faster rate and that people can only handle so much change at any given point in time.

The interviews of George Abood and Ross Hutchings support the findings in the literature review. Both agree that the environment in which leaders operate is challenging when trying to balance making changes, dealing with the impact that change can have on people and working with employee expectations that are different than oneself.

The survey of the literature and interviews has yielded much valuable information. Another important step is forecasting alternative futures. Chapter Two will present three possible future scenarios based on information obtained using the nominal group technique.

CHAPTER TWO

FUTURES STUDY

Introduction

The purpose of this chapter is to attempt to get a look at what the future may hold relevant to how a leader may motivate employees to accept change. The environment in which an organization operates is impacted by a variety of forces. This chapter will look at two: trends and events. Although discussed in more detail later in the chapter, trends have a past, present and future and are the result of a series of incidents and/or events, while events occur at a specific point in time.

The chapter will include the results of a nominal group technique (NGT). The NGT process is essentially a method of brainstorming. The purpose of the NGT is to bring a group of professionals together to identify trends and events that could impact the topic. The panel rated the most significant trends and events. A cross-impact analysis was conducted subsequently to look at the relationship between key trends and events. Information gathered in the NGT and cross-impact analysis was used in developing three scenarios; optimistic, pessimistic and normative; of what the future might look like.

The purpose of this Futures Study is to better understand which trends are relevant to an issue, identify events that could occur, look at the relationship between the trends and possible events and, finally, write future scenarios taking into consideration the trends and events. As one looks at these future pictures, one can see which events would most favorably impact the issue of study. Since events are generally easier to control, efforts can be undertaken to either prevent an event from occurring or toward facilitating an event. Additionally, steps can be taken to take advantage of the opportunity that an event can create or steps can be taken to prepare an

organization to deal with the threat that an event may pose. Chapter Three, Strategic Plan, will focus on this aspect.

When one takes the time to better understand what the future may hold, one can better anticipate and prepare for those possible impacts. In so doing, one has more time to study and prepare for change. As pointed out in the previous chapter, change is occurring at a much faster rate, so taking advantage of lead-time is even more important.

Nominal Group Technique

In order to obtain information from experts in the field, a nominal group technique (NGT) was conducted on December 5, 2000. The purpose of the exercise was to brainstorm trends and events that would impact how law enforcement leaders will motivate employees to accept change by 2006. The nominal group technique is one method of brainstorming.

In order to get different perspectives on the panel; people were invited who came from a variety of disciplines and who had worked extensively as change agents. Ten people agreed to participate on the panel. They represented both private and public perspectives, including state government, Fortune 500 grocery and Hi Tech, state college, school administration, president of a police union, consultant to the military, and executive director of a professional association.

On the day of the NGT, seven of the ten were present, still providing a good variety in background and perspective. Appendix One provides a list of the participants and companies/agencies they represent.

First, a brief description of the process is in order. Each panel member was provided information about the process, including definitions of trends and events and sample rating tables with descriptions in advance of the actual NGT. This was provided to familiarize the panel

members with the process that would be used during the NGT. Additionally, it was to encourage each panel member to think about the topic of this project in advance so they could come to the NGT prepared with trend and events in mind. Trends will be presented first.

Trends

A trend is defined as a series of incidents or events taking place which seem to indicate a direction in which a particular issue may be heading. Generally, they have three things in common: a past or historical pattern that has moved it to the present, a present and a future.⁵⁷

After brief self-introductions and an overview of the process, each panel member was asked to identify one trend, which was written on a flip chart for all to see. This circular process of going around the panel was continued until the trend ideas were exhausted. The panel identified thirty-one trends. A complete list is presented in Appendix Two.

Time for clarifying questions was allowed. Each member was asked to prioritize the top twelve trends he or she thought would have the greatest impact on the issue. The following is a list of the top eleven trends.

- T-1: The role of police is changing as a result of changing public expectations
- T-2: Organizational importance placed on outcomes and values
- T-3: Rigor of public education standards
- T-4: Use of technology to perform job
- T-5: Employee mobility
- T-6: Public oversight
- T-7: Level of surveillance
- T-8: Job availability
- T-9: Workforce expectations for new organizational models
- T-10: Organizational emphasis on information flow
- T-11: Federal/state funding availability

The panel members were instructed to assume each trend had a present value of 100. With that in mind, they were asked to reflect on that trend five years ago and assign a value of under 100 if the trend was less significant than today. Next, panel members were asked to think five and ten years out and assign a value to each trend based on where they thought the trend would be at that time. Additionally, panel members were asked to assign a numerical value of one to ten, one being low and ten being high, to each trend indicating how much of a concern that trend was to this project's focus, "How will law enforcement leaders motivate employees to accept change by 2006?"

Each of the panel members shared the values for each trend. After seeing how others rated each of the trends there was the opportunity for discussion. During the discussion, some panel members found that they had interpreted the trend differently from others. Panel members were given the opportunity to change their rating after the discussion. This happened a few times.

Table One – Trend Rating Summary provides a snapshot of the average value assigned to each trend five years ago, five and ten years in the future and the average value for the concern each trend represented. The column entitled Net Gain represents the change in value over the fifteen year span. A larger number means the panel felt the trend was more significant or strong. Trend 4, for example, shows a significant change in value over the fifteen years, while Trend 11 shows a small change.

The following is an analysis of each of the trends. The analysis will reflect largely the discussion offered by the panel members.

Table One – Trend Rating Summary

Trend	-5 Years	Today	+5 Years	+10 Years	Net Gain	Concern
1	76	100	119	143	66.7	8.0
2	59	100	139	158	99.3	9.4
3	69	100	129	148	78.3	8.1
4	54	100	159	167	112.4	8.7
5	61	100	114	128	67	6.3
6	60	100	114	138	78.3	6.3
7	59	100	139	153	94.3	6.6
8	68	100	119	140	71.7	8.3
9	46	100	118	115	71.3	5.7
10	58	100	120	129	70.1	6.7
11	68	100	92	99	31	6.0

Trend 1 – The role of police is changing as a result of changing public expectations: This trend was the only trend that all participants rated as having the potential for impacting the topic of this project. The discussion was that the role of police has changed significantly over the past ten to fifteen years, and will continue to change. As the role of police changes, so have the skills that are necessary to do the job. The public expects more. These heightened expectations are the result of factors like increased emphasis on customer service, problem-solving, collaborative partnerships and use of technology to name a few, and are driving changes in many organizations.

These changes have impacted the organizational structure of law enforcement agencies, the way the work gets done, the focus on the community as customers, and much more. The resultant effect is that officers have had to learn how to do their job differently. This trend is one that the panel believes will continue. An important caveat is that the types of changes going on in law enforcement are being felt in business and government across the board.

Trend 2 – Organizational importance placed on outcomes and values: The panel identified this as a very strong trend. The panel felt that traditional management must change to

be more outcome and value based. In order to be more outcome based, staff must be used more effectively, which means that people at all levels of the organization must be involved in the decision-making process, rather than a top-down, autocratic style that traditionally has been used in law enforcement. It's not enough to be efficient. Increased value is being placed on being effective. In other words, outcomes are important. A leader must be concerned with efficiency, but with the goal of maximizing outcomes. Further, according to the literature, involving people in the decision-making process and communicating values and anticipated outcomes is essential to effectively implementing change.

Value-based management involves identifying the core values and developing goals and operational plans that are consistent with the core values. Core values, used properly, drive decision-making at all levels. The development of core values typically involves input from everyone in the organization. When employees believe in the values and understand that decisions are based on values, especially when they too subscribe to those values, they are often more motivated to support change initiatives. Successful businesses in the private sector have for many years recognized the importance of both outcome and value-based management.

In fact, the ratings from five years ago to ten years out into the future reflected the second highest change. In other words, over the fifteen-year span, beginning five years ago, the panel believes changing traditional management to be more outcome and value based will be very important both now and in the foreseeable future.

Trend 3- Rigor of public education standards: The panel believed that the workplace is becoming more complex. Workers need to understand and apply more in shorter periods of time. This especially true when change is being implemented, because the changes may involve learning new skills, utilizing new technology or absorbing and applying new information. In

order to do this successfully, they must be able to read, comprehend and apply material to their job. If public education does not adequately prepare students they will not have the ability to read, comprehend and apply material in the workplace, especially as it becomes more complex. This is a concern that is felt in most, if not all, professions.

There were some mixed thoughts among the panel members. For example, one view was that technology may fill part of the gap. An example could be voice-activated computers that could process what was spoken, which could address a lack in an employee's skill set. One panel member felt this was a critical issue in the next five years because public expectations could all change on this one factor of not being able to read, comprehend and apply material.

Trend 4 – Use of technology to perform job: Looking out ten years was thought to be too far. The technology representative said that his company, Hewlett Packard, plans eighteen to twenty-four months out because the technology market is changing so fast. Another member also felt ten years was too far to look out. His comment was, "I don't think we can begin to imagine trying to determine the impact of science and technology on the workplace in light of this question...it's just impossible to forecast."

Technology would appear to be driving a significant amount of the change occurring in law enforcement. The storage, retrieval and transmission of information are critical to law enforcement. Computer aided dispatch, automatic vehicle locators, automated records management systems, and public internet access to department information are just a few examples of technology impacting many departments. Motivating employees to accept and use these systems is critical.

Few would argue that technology is having a profound impact on all professions. It was generally felt that in ten years there will be technology available to law enforcement that hasn't even been invented as yet.

This trend scored the highest in terms of movement over the fifteen-year period with a net gain of 112.4. Technology, as a trend, has had a significant impact on law enforcement and the panel felt this trend would continue.

Trend 5 - Employee mobility: This trend had to do with employees moving from agency to agency and also within an agency, but not necessarily out of the geographic area. Concern was that we train people and then they leave so you don't have a consistent workforce working in the direction an organization is trying to move. Basically, this was a retention issue.

If change isn't handled well, or sometimes if change doesn't occur to keep up with the profession, employees will look to move somewhere else inside an organization or leave the organization. According to information presented in the survey of the literature, Net and Generation X employees don't have an expectation of staying at any one company for a career. Consequently, if things aren't going well or if they don't feel as though they are growing in terms of skill set and experience, they will leave for other opportunities.

Trend 6 - Public oversight: This trend has to do with public oversight in terms of a civilian review board monitoring a law enforcement agency. One of the panel members has done some work in this area. He commented that he was surprised to find that in California thirty to forty cities have implemented very aggressive oversight groups in the last three to five years.

Another member, however, commented that public oversight is occurring in all sectors, not just law enforcement. She believes there will be some leveling process that will make it less

of an issue across the board. Two other panel members concurred that public oversight is going to happen, so it is important to “get over it.”

However, the implementation of public oversight can represent an intrusion into an organization that is unwelcome and suspect. It follows that an organization that feels pressured into adopting some form of oversight will be more resistant than one where the leadership decides proactively to develop a system of oversight that can be more broadly supported by staff. How public oversight occurs will have an impact on a leader’s ability to get his staff to accept that change.

Trend 7 – Level of surveillance: This trend relates to a belief that there is an increase in the availability and use of technology that is used to monitor the workplace and public domain resulting in less personal freedom for employees and public alike. Two examples for the employee include electronic surveillance of the work environment and monitoring of internet use. Two examples for the public include surveillance of public areas like sidewalks and streets, as well as electronic capture of information when purchases are made.

One panel member felt much of this will be done through systems and hidden from to the public and employees. He felt the public sector is already highly scrutinized and that the scrutiny is accepted. However, he felt the trend will be more of an issue in the private sector. He shared an example of a service available to grocery stores that track purchases by checking account number. If a customer purchased insulin, for example, the customer might get a coupon for insulin needles as they checked out in order to get the customer to return for related items at a later time. Additionally, information is captured by one company and sold to another without the customer’s knowledge.

A recent example from the author's department stems from the installation of a number of surveillance cameras in the booking area of the jail. Some employees believed that the cameras were installed to allow management to watch employees and catch them doing inappropriate things. In fact, the first recorder was unlawfully removed from the jail. It wasn't until after the cameras showed that several complaints by detainees were unfounded that suspicion over the use of the cameras subsided.

The connection with getting employees to implement change hinges on the fact that people are suspicious of greater levels of surveillance and how that may impact them. Communication and trust between leadership and staff are critical in change initiatives.

Trend 8 – Job availability: This trend focused on the fact that there are a lot of jobs available, so potential employees can be selective. One panel member spoke of an experience at a recent job fair where potential employees were asking if that particular government agency offered signing bonuses of some sort. Another panel member noted that some law enforcement agencies do offer signing bonuses.

One panel member believes that the over abundance of jobs is just a “blip” in the economy because the Net Generation is just beginning to enter the workforce, and this generation is expected to be the largest yet. On the other hand, another panel member believes that there are going to be many new types of jobs yet to be developed, which will potentially draw away from law enforcement.

The information presented in the literature review supports the belief that employees can be more selective in where they work because of the availability of jobs. Those agencies and professions with better reputations will be more attractive to potential recruits. How an agency is perceived is important to a recruit looking for employment.

Agencies struggling with change initiatives are likely to turn off potential employees, especially since employees are generally the best recruiters. If employees aren't selling their agency, good candidates will be missed.

Trend 9 – Workforce expectations for new organizational models: This trend is related to job availability, but specific to the dot.com experience. The dot.com experience has given people opportunities that aren't usually possible in organizations where seniority and hierarchy are important. It has shown also that those things aren't always necessary for a company to be successful. An agency or profession that over emphasizes time in grade and bureaucracy can turn off young employees with dot.com expectations. In the dot.com field young employees are cast directly in to the decision-making and problem-solving processes. Some have generated much success and earned tremendous salaries in very short periods of time.

Further, it is estimated that there are many more jobs available in the dot.com field than there are people qualified to fill them. There has been rapid growth in this field in the past few years. Many companies have sprung up and some have been wildly successful. Stocks in this area of the technology field skyrocketed, although there has been a downward trend in recent months. Nonetheless, the dot.com field has attracted potential employees from other fields.

One of the panel members believes the initial dot.com explosion market is beginning to have some corrections, so she feels this is a short-term issue. She believes that people will learn from this experience and change their thinking about computers. She added that she thinks there will be a move to other dimensions of the job, like values and spirituality.

Trend 10 – Organizational emphasis on information flow: There were a variety of perspectives about this trend. Generally, law enforcement has been viewed as a profession where for the most part people work independently, so offices reflect a "lone soldier"

atmosphere. Further, because of this view many are attracted to the career because they want the independence.

The feeling of increasing social isolation was bothersome for one of the panel members. However, as the profession changes officers will spend more time in the office or interacting with others to do problem-solving and related types of tasks that they didn't do in the past.

One panel member commented, "I see this as an immediate important issue and I see the design of the workplace will be fixed in the next couple of years." Another panel member said, "I was thinking across the continuum of the car, the home, the workplace, and the social interaction. Going from extremes of working with one partner to now potentially going from investigators working out of home or car to intense need for a collective effort."

Workplace design does impact the flow of information. Those designs that encourage communication and information flow are important in organizations where those are important commodities. Law enforcement is one such example. Furthermore, during times of change, problem solving and the flow of information are important. The need for information is often greatest during change because people want to know how change will impact them. It is not that social interaction is on the rise, but that there is a greater need for interaction during change.

Trend 11 – Federal/state funding availability: This trend has to do with the availability of funding and whether it is based on category versus being discretionary. Without a doubt, money is often a catalyst for change. The community oriented policing funding, while specific, was to serve as a catalyst to facilitate implementation and growth of community policing, which it did. The panel was concerned both about availability of funding and how it could be used to limit discretion at the local level.

The discussion was that while there has been various types of funding made available there has also been a shift in funding for federal and state monies. The shift has been toward making the funding available for specific purposes, rather than allowing recipients to spend it anyway they should chose. For example, community oriented policing funding was available for local law enforcement agencies if they used it consistent with community oriented policing strategies within the definition approved by the President and federal lawmakers.

Part of the concern was that local law enforcement agencies and staff have felt manipulated by funding mechanisms that compel them to do certain things if they want to access available monies. Hence, some agencies have started new programs in order to get funding for programs that may not have been supported by various levels in the organization.

Events

After the above process was completed for trends it was repeated for events. Events are singular incidents that occur at a specific point in time, like a hurricane or earthquake. Appendix Three reflects all twenty-three of the events that were suggested. The following is a list of the top ten events.

- E-1: Legislation/Mandates Employee standards for on-going employment
- E-2: Education Legislation, like Exit Exam, Vouchers, and Charter schools
- E-3: Organization implements Support System to Improve Performance
- E-4: Abuse of Force Occurs in Local Agency
- E-5: Cure for Substance Abuse
- E-6: State Police Licensing Program
- E-7: POST Transformation from a Standardized Model to a Tailored Customer Service Model
- E-8: Change in Retirement System/To accommodate mobility in and out of government
- E-9: News item: All law enforcement officers within one agency given state of the art technology tools / Hi-Tech Equipment
- E-10: Major Work Stoppage in essential services (LE, Fire, Medical, Etc./Labor Event)

Panel members were asked to estimate how many years out each event might occur. Next, they were asked to estimate the probability that the event would occur within five years and again within ten years. Additionally, they were asked to assign a value, from +10 to -10, representing the impact the event would have on the issue of motivating employees to accept change by 2006. A positive rating would be a favorable impact, while a negative rating would be an adverse impact. Table Two – Event Rating Summary provides a summary of average ratings for each event.

A couple of observations are in order. The average number of years for these events to occur was estimated at 1.2 to 13.2. The panel felt three of the events would surely happen, while all but one of the others had an estimated probability of greater than fifty percent chance of occurring in ten years. The impacts ranged from a positive 8.8 to a negative 7.2. It is important to note that the panel members believed some of the events could have been either positive or negative depending on how the event took place.

Table Two – Event Rating Summary

Event Number	Years>0	+5 Years	+10 Years	Impact
1	6	0	58.8	7.2
2	2.4	89	100	2.6
3	5	43	59	7
4	1.2	94	100	- 7.2
5	13.2	0	0	8.8
6	11	36	52	5
7	5.6	0	79	7.2
8	6.6	0	45	7.8
9	3.2	72	100	7
10	3.6	74	95	- 3.4

Each of the events is analyzed below and reflects the discussion and comments by the panel.

Event 1 - Legislation/Mandates Employee standards for on-going employment: This event pertains to the passage of law that would require peace officers to meet various employment standards in order to maintain their employment, rather than only in order to obtain a job. Standards might relate to physical fitness, psychological fitness, and certain types of misconduct.

The panel recognized that this would be a major issue with many employees and labor organizations, one that would be hard fought and resisted. There have been some attempts to implement these types of programs, usually at the organizational level. Most have been highly contested and short-lived. Such an event could adversely impact change initiatives by creating hostility amongst employees toward legislators and/or management and cause concern over job stability and future employment opportunities.

Event 2 - Education Legislation, like Exit Exam, Vouchers, Charters schools: The discussion was that there might be educational related legislation that would result in various levels of reform. Those mentioned were exit exams, vouchers and charter schools. The requirement that students pass exit exams, for example, could impact law enforcement if students were more likely to graduate from high school with better reading and writing skills, thus creating a larger pool of literate candidates who are better prepared to cope with change.

Many recall that during the 1970 and early 1980's, there was the Law Enforcement Educational Program (LEEP) that paid for certain college costs for pre-service and in-service law enforcement officers. This is another form of education legislation, and it had a profound impact on the number of officers that pursued higher education.

Currently, Governor Davis is seeking a variety of legislation to draw more college students into the teaching profession and encourage teachers to continue their education. He has been urged to include law enforcement in these educational reforms.

Event 3 – Organization Implements Support System to Improve Performance: The panel felt that there needed to be a better support system for employees, one that would focus on the poor performer, as well as up to and including the high performer. With a trend of increasing movement toward outcome based management, organizations must look for ways to deal with sub-standard employees to bring them up to a minimal level and beyond. Conversely, organizations must also look for ways to help others do even better, including the high performers.

Relationship management seems to be moving to the forefront. With a tight workforce, leaders must look for ways to accomplish more with the same or fewer employees. Employee support and relationship management are ways to make a positive impact.

When change occurs, some employees grieve the loss of the old way of doing things. Support is often needed during these times. Furthermore, some employees may have difficulty operating differently. Employee support would be helpful to come along-side those who are struggling, as well as those who want to do better.

Event 4 - Abuse of Force Occurs in Local Agency: A significant abuse of force event, like Rodney King, within a local agency could impact a leader's ability to get employees to accept change. These kinds of events send shock waves through an organization, the community it serves, other law enforcement organizations and the communities they serve. Morale can suffer, public oversight or scrutiny tends to be elevated, and training in sensitivity or diversity

often results (instead of other training, in a mandated format, in a manner that takes the focus off change initiatives), and can cloud a leader's ability to accomplish change.

These kinds of events can polarize employees within an organization. They can cause division between management and line staff. Resources, including management attention, is diverted from planning and other aspects of a change initiative and focused on the incident. Additionally, outside stakeholders may distance themselves from an organization when such an event occurs. Here, again, the focus and attention may be shifted away from a change initiative.

Event 5 - Cure for Substance Abuse: This event focuses on finding a cure for substance abuse. Although the panel was not optimistic about finding a cure for substance abuse, they did feel that bio-research may lead the way to managing chemical imbalances in an individual. Further, the panel felt that if such an event did occur, some people would refuse to take it or that it might not be readily available to others. Consequently, substance abuse would not be eliminated, although it could be substantially reduced.

Unfortunately, substance abuse occurs within law enforcement. Law enforcement, as a profession, has one of the highest rates of alcoholism. Inappropriate use of prescribed medication and use of illicit drugs occurs in law enforcement, as well. Potential recruits are subject to a background investigation and past drug use is one of the areas screened. A cure for substance abuse, or a way to manage it, would have a positive impact on the law enforcement profession by removing a potential problem that can act as a distracter within a workgroup.

It would be potentially a great benefit to communities because substance abuse is connected with a significant amount of crime. If officers didn't have to deal with the effects of substance abuse, they would have a significant amount of time to spend on other community issues.

Recently, Proposition 36 passed, which says that some drug arrests will not be subject to criminal sanctions, but rather the offender will be sent to drug treatment. This is a significant change from the past and will have an impact on law enforcement.

Event 6 - State Police Licensing Program: This event had to do with the development of a licensing program for peace officers, similar to that of a doctor or dentist. The license would allow a licensed peace officer to work for any law enforcement agency in the state. Very specific education, training and internships would be required. However, like with a doctor, the license could be withdrawn for malpractice, which would effectively bar such an individual from working as a peace officer anywhere in the state.

Labor organizations would likely be opposed to such licensing regulations, as would other groups. On the other hand, the public, professional organizations, elected officials and others would likely see this as a positive move. However, the panel felt that perception and benefits would hinge on how such licensing would be implemented.

Event 7 - POST Transformed from a Standardized Model to a Tailored Customer Service Model: There was discussion around the table that the Commission on Peace Officer Standards and Training (POST) would benefit from a transformation that would change it from a standardized model of one size fits all to a focus on tailoring its programs to meet the needs of individual agencies, i.e., more focus on the individual customer. In fact, one or two panel members felt POST should be eliminated. POST in its present form, they said, was not progressive enough in keeping up with the needs of peace officers and law enforcement agencies. Comments were that it takes too long for some courses to be approved. Classes whose usefulness has passed stay among available offerings too long.

Another comment was that POST is too political and special interest groups often impact training. Special classes are mandated as part of advanced officer training often without reimbursement.

Training is an important factor of most change initiatives. Changes often require more training both initially and on an ongoing basis. The shift from traditional policing to community oriented policing is one example where officers need additional training to prepare them for new roles and ways of dealing with the community. A transformation of POST would impact law enforcement agencies and aspects of training by providing training and other options tailored to meet the needs of agencies.

Event 8 - Change in Retirement System/To accommodate mobility in and out of government: This event focused on a change in the retirement system that would facilitate people moving in and out of government employment. Currently, people generally chose a career in the private or government sectors, but not both unless via some type of contact. In the private sector, workers can move from one company to another and within government sector it is relatively easy to move around in whatever level of government one is employed. However, it isn't easy to move from the private sector to the government sector.

The panel felt that if there were an appropriate change in the retirement system, benefits would be derived from allowing people to move in and out of government employment. The infusion of some private sector experience and perspectives could be a benefit to government and visa-versa. This panel, for example, had both private and public representatives participating. One member, who was from the private sector, commented at the end of the session that the public sector perspective was not so unlike his perspective.

How well an organization is able to implement change could impact how attractive it would be to others considering a move into law enforcement from elsewhere in government employment or from the private sector. However, this change in retirement might make it easier to bring in a successful change agent from the private sector or other government employment for a year or two to assist with some major change initiative.

Event 9 - News item: All law enforcement officers within one agency given state-of-the-art technology tools / Hi-Tech Equipment: This event was characterized as a news item announcing that the staff of one law enforcement agency was given all the newest technology available to help them better do their job. The feeling was that one law enforcement agency providing all the latest technology tools would serve to inspire other agencies to do likewise, plus people could see tangibly how technology could benefit law enforcement, although it could significantly impact how those officers do their job.

Some of the panel members thought this idea was doable, especially in rural areas that have smaller staffs and where technology advancements are not so likely to be employed. An important aspect of such an event is that the staff is adequately trained to use the new technology. However, some employees might not be too excited about having to use it. Even if the technology were free, people still have to buy into it for its use to be successful.

Event 10 - Major Work Stoppage in essential services (LE, Fire, Medical, Etc./Labor Event): A major work stoppage involving law enforcement and other essential services is the last event to be presented. This is an event that would impact a leader's efforts to implement change. Panel members commented that when such an event occurs, it signifies that a relationship has "ground to a halt." When this occurs it is difficult to accomplish anything until the conflict is

resolved. Getting employees to accept change is difficult enough, but this type of event takes the focus off of the change and generates a lot of negative energy.

While the panel viewed this as a very negative event, they also commented that a lot of good could occur. Past experience has demonstrated that positive change often occurs after a major work stoppage. Examples might include a new contract, improved safety, improve communication, among other things.

On the other hand, a major work stoppage can drive a wedge between line level staff and the leadership of an organization. Animosity and lack of trust can disrupt the equilibrium of an organization for many years.

Cross Impact Analysis

Cross impact analysis can be very complicated and involve the use of computer programs like the Statistic Package for Social Sciences. On the other hand, a more simplified form can involve comparing how one thing could impact something else. For the purpose of this project, the latter approach will be employed. The purpose of this exercise is to evaluate how each event could impact each of the trends. Events are viewed as the most likely way to impact trends.

The process involved comparing each of the events to each of the trends. The author and two others, who assisted with recording information during the NGT, conducted the cross impact analysis. This group started with trend one and discussed how each of the events might impact the trend. After the discussion, each person rated the relationship between each event and the trend with a score of +5 to -5. A score of +5 who indicate a very strong, positive impact. A score of -5 would indicate a very strong, negative impact. A score of zero would indicate no impact. This process was basically repeated for each of the trends.

Table Three – Cross Impact Ratings provides the average scores for the relationship between each event and each trend. The actual scores range from 5 to –4. The only relationship to be rated a five was between T-5, Employee mobility, and E-8, Change in retirement to accommodate mobility in and out of government. The most negative impact resulted in the relationship between T-1, Changing role of the police/evolving public expectations, and E-10, Major work stoppage of essential services (LE, fire, medical personnel/labor event).

The event that was seen as having the most positive cumulative impact was E-8, Change in retirement to accommodate mobility in and out of government. E-10, Major work stoppage of essential services (LE, fire, medical personnel/labor event), has the most negative cumulative impact on all of the trends.

Table Three - Cross Impact Ratings

	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	T11
E1	2	2	3	2.3	2	2	-1	-1	-1	0	1
E2	2	2	4	3	2	0	-1	1	0	1	0
E3	5	4	2	2	3	1	1	1	1	2	1
E4	-3	-1	-1	1	0	1	-2	-1	0	-1	-2
E5	1	0	3	1	0	1	0	1	1	0	2
E6	2	2	3	2	4	1	0	2	0	0	0
E7	0	1	0	1	0	0	0	0	0	0	0
E8	3	4	3	3	5	1	3	4	4	2	1
E9	2	3	3	4	2	2	-1	2	3	2	1
E10	-4	-2	-1	-1	-1	-3	-2	-1	-2	0	-2

As previously mentioned, an event is the best way to impact a trend. Some events can cause a positive impact, while others cause a negative impact. Consider, for example, T-1, Changing role of the police/evolving public expectations. The ten events had a range of impacts from 5 to -4 on this trend. If one wanted to nurture this trend, the development of employee support systems (E-3) and a change in retirement to accommodate mobility in and out of government (E-8) would be viewed as positive things to see happen. On the other hand, a significant abuse of force event (E-4) or major work stoppage of essential services (E-10) would be expected to have an adverse impact on this trend.

Realizing that one can often have some impact on an event, there are things that can be done to make events more or less likely to occur. Using the example above, one could work toward the development of employee support systems through programs like Peer Support or Police Chaplaincy efforts. One could also work with elected officials to introduce legislation that would facilitate retirement system changes that would allow employees to move in and out of government work more easily. On the other hand, one could work to reduce the likelihood of a significant abuse of force event through specific training, better supervision, and more workforce diversity. Additionally, if one understands that work stoppages are generally the result of working conditions and/or salary/benefits disputes, then one could work to facilitate resolving work place conditions that are being challenged, or working to bring about contract negotiation resolution. Such an approach would help ensure the right events occur, while at the same time lessening the potentially negative events.

As indicated by Table Three – Cross Impact Ratings, each of the trends could be impacted positively or negatively by any of the ten events. Understanding these relationships

will help one anticipate what things are likely to impact a trend and provide one some lead time to take proactive steps to nurture a trend or prevent some negative outcome.

Scenarios

The purpose of scenarios is to build possible pictures of the future. While no one knows exactly what the future holds, scenarios can help one envision what it could look like. As one looks at the future, there are factors that are beyond our control. However, there are critical uncertainties that one may be able to impact. Scenarios are a way to better understand these uncertainties and their relationship with each other.

Trends and events are examples of uncertainties. While trends exist, one does not know where they will end up. Likewise, events are things that can occur, but who knows for sure that they will. The cross impact analysis was a way of looking at the relationship between a trend and an event. Scenarios build on the cross impact analysis by providing a better picture of what that relationship might look like and typically provide a characterization of multiple trends and events.

Three scenarios will be constructed: optimistic (best case), pessimistic (worse case) and normative (most likely). The future may not look exactly like any one of these three, but may reflect aspects of all three. The scenarios will be built around a mythical sheriff's department by the name of Charter County Sheriff's Department (CCSD) which is located in Northern California in a metropolitan area.

Optimistic Scenario

The year is 2006. Charter County Sheriff's Department (CCSD) has been successful in recruiting a number of highly energetic and enthusiastic Net Generation employees who are very technologically savvy and flexible. The CCSD has also been successful in recruiting a number of workers over the age of fifty-five from a rapidly expanding pool of potential employees. Many of these older workers have largely retired from successful careers in the private sector, but wanted the emotional fulfillment of continued employment, while at the same time giving something back to the community in which they live. Additionally, over the past five years, a number of Gen Xers have joined the force, bringing good problem-solving skills and an ability to assimilate information quickly.

These additions come to a large workforce in the CCSD that are made up of a some Gen Xers, a large number of Baby Boomers and a few members of the Veteran Generation who are approaching retirement age. As a result, the CCSD has a very diversified workforce with representatives from four generations. Although this has resulted in conflict in some agencies, this has not been the case at CCSD.

Several years ago a new sheriff was elected. He conducted a number of community focus groups to determine how community expectations may have changed. He found that the community wanted more input into department priorities, more information about crimes, and desired to see the same officers patrolling their neighborhoods. Concurrent with the community assessment, he conducted a department assessment to determine the needs of CCSD. He found that employees wanted more input into the decision-making process, wanted to know what his vision was for the department, were tired of the traditional hierarchy and dogmatic managers who seemed to hoard information, among other things.

The Sheriff realized that he needed to win the confidence of his staff before beginning a change initiative to address community concerns. He articulated a vision for staff development at all levels and restructuring of the organization to one that would be compatible with his goal of implementing community oriented policing at a later date. A large group of senior managers were about to retire and a few golden handshakes were negotiated to allow the Sheriff to promote people who had demonstrated the ability to cope with ambiguity and understood the importance of working with and involving their staffs in decision-making and problem-solving.

An employee support system was developed to target employees who had a history of poor to mediocre performance and to help them improve performance. This system was also available to help other employees perform more effectively through the use of mentors and coaches. An important aspect of this program was to help identify individual and team improvements, so the Sheriff and other leaders could provide positive recognition of these improvements. This program was very successful and complemented the Sheriff's emphasis on outcome and value based leadership.

After about a year, the Sheriff felt that it was time to begin implementing the new community-oriented police philosophy in order to meet changing public expectations and develop a better relationship with the citizens who live in Charter County. This represented a significant shift from the more traditional policing philosophy that had been in place for many years.

The change went very smoothly. Many of the specifics in the new way of doing things came from the employees, both the new and seasoned. Employees were encouraged to think outside the box. Some of the newest employees had ideas to make information available through group e-mail that sends updated information about problem-solving efforts, crime statistics, and

other information to all interested citizens living in the county. A number of officers have volunteered to take lead roles in being liaisons with various segments of the community, like working mothers, stay-at-home moms, seniors, youth and the diverse ethnic groups who live in the county. The Sheriff has encouraged decision-making at the lowest levels and has made efforts to see that employee input is obtained and considered in all day-to-day operations, as well as during strategic planning.

The community has been very pleased with the shift. The employees are not only excited about how well things are going, but are very involved stakeholders. It is more than just a job to them. They feel like they are really doing something meaningful in the community. The Sheriff has articulated a vision that will necessitate more change in the next year, but that has not discouraged the employees at all. While they are a little nervous about more changes, they know that the Sheriff is a man of integrity and character, and that he will balance the needs of the community with their own needs. In the past two years, he and other managers have been very consistent in demonstrating a high level of concern.

The Sheriff went to bat for the officers during the last negotiations and helped avert a tense situation that could have resulted in a major work stoppage. The fact that he volunteered to achieve a budget savings this fiscal year to help off-set their pay raise won a lot of support from the troops when it ended the standoff between the union and county negotiators.

Shortly after the Sheriff was elected, there had been a situation that nearly resulted in excessive use of force. A reporter who did an article, which renewed talk of public oversight, observed this incident. The Sheriff clearly articulated his position on the use of force and officer conduct as part of the core values he and most members of the department subscribed to. He developed a program to engage concerned citizens in policy development and other matters, but

the group's input stopped short of the actual review of officer conduct. This move satisfied the union that oversight was not too focused and the community's desire to have more access to department operations.

As a result, even though there are lots of job opportunities elsewhere, employees want to stay with the department. They feel as though their competencies are growing, and their input is certainly valued. The Sheriff makes every effort to keep department employees informed about what is going on throughout the department. This is nearly a full-time job for one of the secretaries. The Sheriff even keeps the department abreast on things that may impact them, like legislation he is supporting that would change the retirement system to make it easier for some of them to try a job opportunity in the private sector without blowing their county retirement. The younger employees especially like the sounds of this legislation and appreciate the Sheriff's long-range view of making public employment more accessible to those in the private sector and vice-versa.

A recent survey of CCSD employees has shown that the Sheriff and other managers are highly trusted and believed to be visionary. While change is still uncomfortable, the culture has evolved into one that some have called a learning organization, and they are ready for the next challenge.

Pessimistic Scenario

The year is 2006. The Charter County Sheriff's Department has a high vacancy rate. It is increasingly difficult to find new employees who fit the picture the forty-something recruiters have in mind. The topic frequently comes to the attention of upper management, but they are at a loss as to where to find the good candidates.

A new Sheriff was elected a few years back. He is frequently gone and seems satisfied with the status quo. He rebuffs attempts by the union and younger staff to discuss recruitment and other issues they think are important. “Just do your job!” he insists and reminds them he is in charge and driving the boat.

There was an incident a year back that resulted in a citizen being abused, or so some people try to say. The Sheriff thought the papers and community made a big deal about nothing. For the last six months, various community leaders have been publicly demanding some type of citizen’s review board to look into a series of incidents, like the one that occurred a year ago. The Sheriff has maintained he won’t work with such a bunch of liberals who know nothing about fighting crime and locking up criminals.

The union is locked in negotiations with the county bean counters and it looks like there could be another strike. Some employees are complaining about inadequate training and lack of proper safety equipment, and they want more money. Secretly, the Sheriff hopes some of these wimpy employees that are stirring things up will go elsewhere. Things used to be nice and quiet, but somebody is always complaining these days. There was a strike two years ago and some of the people are still mad about how things were handled by the county, and it seemed that the Sheriff couldn’t have cared less. At the time, the Sheriff made a big show of supporting the troops, but everyone could see that he wasn’t sincere.

There had been some talk about outcomes and value based management, but the Sheriff couldn’t see that there was any value other than how many people went to jail. It was nice if the District Attorney got a prosecution, but that was their job. In recent months, the District Attorney didn’t seem to be getting many prosecutions and he had been blaming the officers for writing poor reports, losing evidence and not interviewing witnesses.

There have been rumblings from the State Legislature that there was talk of mandating employee standards for peace officers. The proposed standards would address education, training, fitness, psychological and misconduct aspects. Among the citizens who testified in support of the legislation were a number of citizens from Charter County who traveled to the Capitol, which was some distance away.

Shortly after the Sheriff was elected, some three years ago, the legislature was considering approving funds for new technology. A local Assemblyman was trying to get money channeled to law enforcement. The Sheriff had testified that all a real policeman needed was a sharp pencil. As a result of his testimony, the windfall of money was made available to healthcare facilities.

Recently, a proposal came forward suggesting an employee support system. While the Sheriff thought it sounded fancy enough, he didn't see why cops needed support. He sent a note to the young officer who suggested the idea. The note read, "Nice idea son, but we don't need none of that around here. You ever think about being a social worker?" In less than a week, it was being rumored that the young officer had sent his resume out to some new dot.com company and received a job offer that paid considerably more money than he had been making as a deputy sheriff.

The Sheriff has been considering installing surveillance cameras around the office, so he could watch people more closely. He wanted to know who was working hard and who wasn't. There were several he hoped he could catch doing something wrong. He told his managers that cops should be working hard and if they were talking, it was probably about football or other non-work issues. He told them to reorganize the work areas to make it more difficult to talk and socialize.

One more year and the Sheriff would be able to retire. He had been spending a lot of time working on a new venture he was planning to do after he retired from this job. Recently, his job had seemed to be nothing but one headache after another.

Normative Scenario

The year is 2006. The Charter County Sheriff's Department (CCSD) is well respected by the community and other law enforcement agencies. It has a reputation of being progressive, an agency that tries to stay on the forefront of change. There is an understanding that public expectations are changing, and that the agency must change to stay current with the community.

The Sheriff, who is in the third year of his first term, has been vigilant in espousing the need to be proactive in meeting both community needs and the needs of CCSD staff. He has conducted focus groups to learn more about needs and desires of the community and his staff. He understands and has given direction to recruit the best people possible with a goal that the department's employees match the ethnic and gender composition of the community. He is actively looking for new staff who are young, known to many as the Net Generation. However, he has given direction to bring in employees who have retired from other careers and may bring a wealth of knowledge and experience.

The Sheriff understands the importance of technology and has contacted nearby Hi-Tech companies to attempt to get his staff all the latest equipment to enhance their efforts. Rumor has it that some of the companies are considering making a variety of new technologies available at little or no cost, partly as a public relations move to stimulate government sales, especially to law enforcement. This rumor has excited many of the younger employees who have a lot of techno

savvy and are brainstorming, at the Sheriff's request, a variety of uses for the equipment that will enhance the new community policing philosophy that was adopted a year ago.

A number of things have been done to support employees in order to maximize the talents of everyone. There is an attitude from management that says, "We trust you." Personal freedom is maximized as long as efforts are consistent with the department's mission, values and vision, which were crafted with input from all levels of the organization. An employee support program was implemented to help employees with a variety of issues, such as family difficulties, correct performance deficiencies and/or a desire to accelerate performance. This program has been well received by employees at all levels, and even the casual observer can see that participants are benefiting.

Some of the top management, along with the Sheriff, are looking for ways to focus more on outcomes than the simple, traditional performance measures, like the number of arrests. They have been talking about implementing a process to look at outcomes, such as partnerships with other agencies to find ways to help offenders change their behavior through education, community involvement or other things depending on the needs of the offender. The staff now recognize that community safety and quality of life involve everyone in the community and that in order to be successful others will need to be included.

The Sheriff and his managers and supervisors are learning to give those before them more discretion in decision-making. They have adopted guidelines that if someone wants to do something that will further the department's mission and it's legal, moral, ethical, and the employee could be proud of it if they and their family read about it in the newspaper, then like Nike, "Just do it." One caveat, however, is that things that cost money must have supervisory or management approval depending on the price tag.

Teams are often used to do problem solving. The Sheriff recognized that many of the younger officers are collaborative and desire to be involved. The team approach has helped address problems, and find solutions, that would have taken much longer without bringing together people with a variety of perspectives and talents. These teams have tackled a wide range of issues like recruitment, difficult crime series, implementation of new internal processes, and development of new orders. All staff have been trained in facilitation and running small groups, which is part of the reason these teams have been successful. However, the biggest reason is that staff knows they are empowered to tackle the issue and that upper management trusts their judgement. Accomplishments receive appropriate recognition, which everyone appreciates.

Over the past year, a certain level of excitement has developed. Everyone knows, and most subscribe to, the Sheriff's vision. Communication has improved. Most understand how their contribution supports the vision. Things are not entirely rosy, but most believe the department is headed in the right direction and each success has engendered more community support.

Summary

This chapter described the NGT process and results. A cross impact analysis was presented to demonstrate some of the possible relationships between trends and events. Based on this information, three possible scenarios were written. While each of the scenarios were very different, aspects of each could be possible. The actions of the Sheriff and other staff in the mythical Charter County Sheriff Department, as with any agency, have a lot to do with what actually occurs and how effective change is implemented.

The next chapter is dedicated to the development of a strategic plan to help law enforcement leaders be more effective in motivating employees to accept change.

CHAPTER THREE

STRATEGIC PLAN

Introduction

The purpose of this chapter is to develop a strategic plan that will help a leader be more successful in getting employees to accept change. The focus is on the change process and can be used to implement most changes. Understanding the framework of the process is what is important, because when one understands the process, one is better able to implement virtually any change.

Strategic planning can be defined as “a structured approach, sometimes rational and other times not, of bringing anticipations of the future to bear on today’s decision.”⁵⁸ The context of strategic planning is changing the direction of an organization to bring the future to today. As mentioned previously, change is occurring faster. Strategic plans used to look out fifteen to twenty years, whereas today they only look out five years and in some industries significantly less than that. Hence, four to five or more strategic planning cycles could occur now in the same period of time that one occurred in the past. The challenge then is to be able to do it faster.

Recall that the topic of this project is, “How will law enforcement leaders motivate employees to accept change?” Therefore, how do we develop a strategic plan to get employees to accept change? The employee and their willingness to accept change is at the heart of the issue.

This chapter will address the following issues: organizational description, situational analysis, strategy development, implementation plan, and cost analysis.

Organization Description

The purpose of the organizational description is to better understand the organization. In the context of strategic planning, this usually begins with defining the future. What are the strategic issues facing the organization? A good context to begin would be to look at sociological, environmental, political, economic and technology factors as they relate to getting employees to accept change.

Sociological

Sociological considerations would include factors like there are three generations currently working in law enforcement agencies - the Veterans, Baby Boomers and Gen Xers. During the next five, years more Gen Xers will move in along with representatives of the Net Generation. Each of these groups have had different life experiences and come with different expectations. Understanding the differences, as shown in Chapter One, is important.

Additionally, those over fifty-five will make up an increasingly larger percentage of the labor pool. These older workers may want to stay or return to the workforce for economic and emotional fulfillment reasons. More and more companies are looking at how they can attract and use these older workers, many of whom have retired from careers and come with a wealth of experience.

More women are staying in the workforce. They want access to upper levels of organizations and often leave if they perceive glass ceilings are keeping them out of those upper levels. They have other expectations that include equal access to training, lateral access to jobs that will broaden their skills, recognition of their contributions and more. In law enforcement,

only about nine percent of the sworn staff are female. Nearly fifty percent of the workforce are women. Law enforcement must do a better job of attracting and retaining women.

Although each of these groups is different, there are some commonalities, such as desires for:

Opportunities to contribute to the decision-making process.

Being able to provide input especially on matters that will affect them.

Opportunities to develop and enhance skills and abilities through varied opportunities, training, mentoring, and education.

Recognition of individual and team contributions.

Opportunities to work collaboratively with others on issues of importance.

Less reliance on bureaucratic structures and processes.

A clear understanding of where leaders want to go.

Leaders who demonstrate competence and lead with integrity and honesty.

These factors have an impact on whether employees will trust leaders. Trust is essential, especially during times of ambiguity that accompany change.

Another sociological factor is that by 2006, jobs are anticipated to exceed the labor force.⁵⁹ When there are lots of job opportunities, employees can afford to be picky in terms of where they work. Companies that have a reputation of treating their employees well will have a larger pool of interested candidates to choose from, and those employees are likely to stay longer when they feel valued and feel like they can contribute in a meaningful way.

Environmental

Many of the younger workers have grown up during a time where environmental sensitivity was emphasized in school. As a result, they have greater awareness, sensitivity and interest in environmental issues. Some companies have realized this factor and are addressing environmental issues in some way directly or indirectly. Two examples would be REI, a sporting goods company that is directly involved in environmental protection, and Ben and Jerry's Ice Cream who has long had a reputation of making charitable contributions to environmental causes.

Companies who can address these types of issues, directly or indirectly, will be able to attract and retain employees who have environmental concerns above and beyond their professional training. In the book, The New Corporate Cultures, the authors say of companies who can address other concerns, like environmental issues, "They recognized that organizations work best when they accommodate people's legitimate needs and aspirations."⁶⁰

Political

Government, and especially law enforcement, is increasingly under scrutiny by civilians. As reflected during the NGT process, some thirty to forty agencies have adopted civilian review boards in the past three to five years. Many more will likely adopt such practices in the next five years.

There are competing social issues. Crime is down and the population is aging, so issues are turning to education, health and elderly services as the population ages.

Various ethnic groups who once represented a minority of the population have become the majority in many cities and some states. This trend is projected to accelerate over the next

twenty years. As these groups organize they will impact decisions made at the local, state and federal levels of government. The success of law enforcement will hinge on the ability of the leadership to work with these segments of the population. An important aspect of this is the ability to recruit and retain employees from these different groups.

Economic

The economy is changing as well. Customer focus and responsiveness is becoming increasingly expected of business and government. In Sacramento County, for example, two communities have incorporated in the past three years. Key reasons for these and other incorporation efforts in the area are the result of a perception among the citizenry that local government is not being responsive to their needs, so they have decided to take things into their own hands and incorporate.

With such a healthy economy, employees can be choosy about where they work. The dot.com experience has given many young workers a chance to play meaningful roles in making their companies successful without waiting years to move up into management. What matters is not how long you have been in a company, but what you can contribute to the bottom line.

For many employees who do not expect to spend a career with one or two companies, they are interested in what a company can do to help develop their skill and experience base. They want to feel they are contributing to the bottom line and appropriately compensated. During an interview with Ross Hutchings, Executive Director of California Peace Officer Association, he commented that younger workers often want additional compensation to take on new or different responsibilities and will ask for it.⁶¹

Technology

Technology is advancing at a staggering pace. While the body of knowledge is doubling every fifteen years, cutting edge fields, like computer science, are doubling every eighteen to twenty-four months. These advances are impacting law enforcement as this technology is adopted. Consequently, many law enforcement organizations have or will in the future implement new technology in the form of computer-aided dispatch, records management systems, cellular technology and many other applications. The introduction of this new technology has been fostered by a variety of grants, like the COPS Technology Grants.

The newest generation entering the workforce has been dubbed the Net Generation. This group, born between 1977 and 1997, has been raised with the Internet and considered very technologically astute. The oldest are just beginning enter the profession, and we will see more of them in the years ahead.

These five factors, sociological, environmental, political and economic, can help one have a better perspective of what the future may look like. In this case, the trends can tell one a lot about the direction of employee perspectives and expectations.

Considering this information and the desire to get employees to accept change, one would want to develop a vision to that end. Such a vision might look like this:

The vision of this agency toward employees shall be one that recognizes the value, importance and contribution of each person, individually and collectively, toward fulfilling the mission of this agency within an environment that fosters personal and professional growth, increased empowered decision-making, recognition of performance and the opportunity for meaningful input.

This vision is meant to communicate that the organization is very concerned about employees, their personal development and engagement in business. Although it does not specifically talk about getting employees to accept change, the environment in mind is one that is conducive to change.

The next section will assess the readiness of the organization to meet this vision. Further, it will serve to identify the current environment, through which one can identify the gap between where the organization is and where it wants to be.

Situational Analysis

The situational analysis is a way of benchmarking the current environment. This is done through looking at the current business definition and assessing the external environment, internal environment, and stakeholders. Additionally, it involves doing an organizational capability analysis, which is an objective inventory and assessment of the organizational strategic strengths and weaknesses to deal with environmental opportunities and threats. This is sometimes referred to as Weaknesses, Opportunities, Threats and Strengths Underlying Planning (WOTS UP). Current business environment will be discussed first with the other sections to follow.

Current Business Environment

The current business environment would involve looking at the business environment in which one operates to see what are common practices today. In the context of this project, how is change being implemented? Is it based on an autocratic decision by the Sheriff or Chief of Police with little or no input below the top executive level? Is it being driven by new law or

outside pressure? Is it the result of employee complaints/demands? Is it the result of some anticipated need with stakeholders being able to provide input during the development phase?

External Environment Assessment

The external environment assessment looks at factors external to the organization that could impact the vision. Examples of external concerns would include job availability, size of recruitment pool, new worker expectations, trends that may support or be at odds with the vision, expectations of customers, what other law enforcement organizations are doing, union expectations, and political climate.

For example, one major law enforcement agency conducted eighteen focus groups to see what citizens living in that jurisdiction wanted. What they found was that the citizens wanted faster response times, more visibility and for the officers to pretend they cared when they arrived.⁶² Citizen surveys are being used increasingly by law enforcement agencies to identify perceptions about crime, service and other issues.

As mentioned earlier, jobs are expected to exceed workforce availability by 2006. This means that it will be much easier for an employee to leave and get a job somewhere else. Consequently, unhappy employees won't have to stay around if they don't want to.

Internal Environment Assessment

The internal assessment is looking into one's organization to see how business is being conducted and whether or not current practices are yielding the desired results. How do outcomes and outputs compare with other comparable agencies? How is success measured?

What are the current vision, mission and values? Do employees understand them? These types of questions are important in conducting an internal environment assessment.

Stakeholder Assessment

Generally, stakeholders fall into one of three groups: 1) Individuals or groups impacted by what one does, 2) Individuals or groups who can impact what you do and 3) Unanticipated individuals or groups, sometimes known as Snaildarters, who pop up unexpectedly during the process that can represent a significant obstacle to the vision.

It is important to understand who the stakeholders are and what their relationship is to the issue. In the current context, employees are stakeholders who are impacted by what a leader does, but they also have the ability to impact the leader. Examples of other stakeholders would include supervisors and managers, unions, personnel, board of supervisors or city council, citizens who live, work, visit, or go to school in the jurisdiction.

It is important to identify which stakeholders have the greatest potential impact on one's vision. Those with the greatest impact need to be engaged to a greater degree than less significant stakeholders.

In the current issue, understanding employee perspectives is very important. Union perspective would likewise be very important. These are two stakeholders who would be critically important to assess when pursuing a vision to get employees to accept change. Common ways of assessing employee perceptions are through surveys, focus groups and personal interviews. Other important forms of data would include turnover/retention rates, grievances, retirement rates and how well current change initiatives are going.

Snaildarters are likely to pop up at any time and can be very disruptive if it occurs late in the planning process. Some examples of snaildarters in the current context could include special interest groups, like ethnic peace officer groups and female peace officer groups, and citizen groups. Failure to anticipate the potential impact of these groups can be fatal to change initiatives if not handled properly. Likewise, they can provide significant support if engaged early on in the process.

WOTS UP Analysis

As previously mentioned, a WOTS UP analysis focuses on doing an organizational capability analysis, which is an objective inventory and assessment of the organizational strategic strengths and weaknesses to deal with environmental opportunities and threats. Put another way, what's out in the future as an issue that could be an opportunity for the organization, or threaten its existence, and what is the organizational capability in terms of strengths and weaknesses to meet the challenge of the future?

The following are opportunities associated with motivating employees to accept change:

- The organization is better able to keep in sync with changing expectations of the public.
- Employees like to be a part of an organization that is viewed as successful.
- There will be less organizational stress associated with poor acceptance of change and complaints from the community about not being responsive.
- Employee satisfaction will be higher.
- The organization and employees will be held in higher esteem by the community and within the law enforcement profession.

- The organization and employees will continue to grow.
- The organization will be more successful in recruiting a well-qualified and diverse workforce.
- There will be fewer public complaints, lawsuits and demands for public oversight.
- There will be greater access to additional money both through local funding and grants.

These types of opportunities and benefits exist for an organization whose employees accept change well.

Threats, on the other hand, often represent the flip side of opportunities. Each of the items listed above can also be a threat. Here are a few examples:

- Employees who reject change will not keep in sync with changing community expectations.
- When community expectations aren't met, representatives will be more critical of the department resulting in complaints, lawsuits and demands for public oversight.
- The department and its employees will not be held in high esteem and eventually internal strife will increase, morale will suffer and better employees will begin to leave for other opportunities.
- Good potential employees will not want to be part of an organization that is not well respected, so recruitment becomes more difficult.
- In unincorporated areas, poor responsiveness to community expectations will fuel incorporation efforts.

As one can see, the ability of a leader to motivate employees to accept change can have profound impact on the organization, its employees and the community it serves. Further, opportunities and threats are often opposite sides of the same coin.

What are the current organizational strengths and weaknesses related to motivating employees to accept change? One has to begin by identifying what motivates employees to accept change. Here is a partial list of such factors:

- High level of trust in leadership
- Clear vision
- Employees understand how their work contributes to the vision
- On-going training to equip employees with the tools needed to achieve the vision
- Communication is emphasized up, down and laterally
- The skills and abilities of employees are used optimally
- Employee input is valued, encouraged and used in decision making, problem-solving, planning and other aspects of organizational life
- Support systems are developed to help employees improve performance and deal with personal issues
- Bureaucratic processes will be minimized

Once a list of things are identified that will help a leader motivate employees to accept change, the next step is to take an inventory of these factors to assess whether or not they are considered strengths or weaknesses. This is most often done through a combination of the following: surveys, focus groups, interviews, objective review of organization structure, comparative analysis with other organizations who are successful in getting employees to accept change, and observations by people, usually stakeholders, outside the organization.

During this process, one may want to employ opportunity mapping. This process will help identify those weaknesses that will produce the greatest benefit if addressed. Consider Table Four – Opportunity Mapping Box. The vertical axis represents value and the horizontal axis represents performance. The greatest opportunity exists in quadrant one where the perceived performance is low, but the value is high. Consequently, if the area in question is performed better there is greater benefit to the organization.

Quadrant two represents a situation where performance and perceived value are about right and should be maintained. Quadrant three represents an area where performance is low, but the value is also low, so one may want to consider directing more resource to that area if improved performance is desired. Quadrant four represents an area where performance is high, but the perceived value is low. Therefore, one may want to redirect resources to quadrant one issues.

Table Four – Opportunity Mapping

	High	
	1 Opportunity	2 Maintenance
Value	3 Gripes	4 Overkill
	Low	High
	Performance	

Opportunity mapping is a tool to help use resources in way that will provide the biggest return in value. Consider the following example. If involvement in the decision-making process is important to motivating employees to accept change and an agency does a poor job at it, then there could be high value in putting more emphasis toward involving employees in decision-making.

This process will help identify an agency's strengths and weaknesses, which is important before moving into strategy development. Strategy development will be covered in the next section.

Strategy Development

Strategy development is identifying what needs to be done in order to close the gap between where an agency is and where they want to be. A good example of this comes from the Sacramento Sheriff's Department where the Sheriff wanted to see a plan developed to implement community oriented policing.

The Sheriff selected a group of eight employees from different ranks, up to the rank of lieutenant, and different service areas in order to obtain a "diagonal slice" of the organization. This group, known as the Sheriff's Team for Analysis, Research and Transition to the Twenty-first Century (START 21), conducted a survey of the literature, talked with experts, and visited twenty-five of the leading community policing agencies in the United States and Canada. They discussed the best practices of others taking into consideration the department's culture, stakeholders and other factors. Out of this process came more than sixty specific strategies for implementing community policing.⁶³

However, before strategies can be selected or an implementation plan written, one must be able to articulate the mission, vision and values of the organization. The vision, mission, and values become the filter through which strategies are examined to determine if they fit with the organization.

Vision is a snapshot of where the organization wants to be. Visions help people get a clearer idea of where the organization is going. It can be a powerful force to help guide the organization. It can also be used as a filter for making decisions about whether or not to implement different strategies. Will a strategy move the organization closer to the vision? If not, perhaps it should not be adopted.

John P. Kotter, in Leading Change, says that vision is essential for three reasons: “First, by clarifying the general direction for change, by saying the corporate equivalent of ‘we need to be south of here in a few years instead where we are today,’ it simplifies hundreds or thousands of more detailed decisions. Second, it motivates people to take action in the right direction, even if the initial steps are personally painful. Third, it helps coordinate the actions of different people, even thousands and thousands of individuals, in a remarkably fast and efficient way.”⁶⁴

In the book, The Accelerating Organization, the authors say that, “For a vision to be worth anything, it must have three components. First, it must specify Aspiration, a unique long-term achievement that the organization is striving for. Second, it must offer Inspiration, which acts like a supermagnet, pulling the organization onward and upward through change. Third, it must invite Perspiration, suggesting how the people in the organization can bring that achievement closer every day.”⁶⁵

Mission has to do with what the organization is about. In other words, what business is the organization in? The answer to this question will determine what types of services are provided and the parameters on how the service is provided.

Values are principles that usually do not change over time. Honesty and integrity are values that are time enduring. They help establish parameters within which people work. They help guide attitudes, decisions and actions. Ken Robertson in his article, “High Performance Policing for the Twenty-first Century,” says of values, “Excellent organizations must have a commitment to a system of values that guide the practices of the people in the organization.”⁶⁶

The vision, mission and values should be congruent. That is to say, they should support and complement each other. If they are at odds, this will send a mixed message to employees and other stakeholders.

With the mission, vision, and values in place, selecting strategies becomes easier because of the filter they provide to see if they will contribute to moving the organization in the right direction. When strategies are in line with the mission, vision, and values, employees can see the big picture more easily and understand where the organization is headed. When strategies are not in line, employees can get a mixed message, which will result in confusion, frustration and a loss of focus on the real goal.

Implementation Plan

While an implementation plan provides the details of how a strategy will be implemented it also is a sales document in that it should explain the purpose of the strategies to be employed, the outcomes expected, delineates who is responsible and accountable for implementation and

associated costs. When stakeholders understand the details of a plan they are more likely to buy into it.

Since the purpose of this project is to focus on how leaders can motivate employees to accept change, it is important to interject some critical points here. In development of strategies and a plan to implement them, it is essential to involve stakeholders in the process.

Stakeholders, especially employees, obviously have a vested interest in both the decision on which strategies to implement, as well as the process of implementing them.

During an interview with Ross Hutchings, Executive Director of the California Peace Officer Association, the author asked him to name some law enforcement agencies that have been most successful in implementing change. Among those mentioned was Fremont Police Department. Chief Craig Steckler described the following process his agency went through to develop and implement a community policing initiative:

In 1993, we decided to implement community oriented policing. I knew it would take everyone in the department to accomplish this. I asked who of our 300+ employees wanted to be involved in the process. Some fifty to sixty people expressed an interest in being involved.

This group started with an extensive review of the literature to identify what seemed to work, as well as those agencies that seemed to be most successful. During this phase, eleven cities were identified in the United States and Canada that seemed to be most successful. I broke the group up into teams and sent them to visit those eleven cities. Both civilian and sworn staff were on the teams and encouraged to speak with their counterparts in each of those agencies. A questionnaire was developed that each team used to gather information from the agencies they visited. They asked each of the agencies what worked and what didn't work.

Based on the visits, the working group came up with a variety of recommendations on how community policing should be implemented. A five-year strategic plan was developed with landmark points along the timeline. It also showed who was responsible for different aspects. I assigned a captain full-time to oversee the process.

A team-building workshop was held that all employees attended, because we felt it was important that people understand that this was a department-wide philosophy. Citizens and other city employees, especially other department heads, however, also attended the workshop. We brought in two key trainers, one of whom was Chris Braiden from Edmonton, Canada.

I knew this would be a long-term project taking eight to ten years to implement. As this point, we are a little ahead of schedule. We do an annual organizational health survey to see if people still understand the vision and mission, and generally see where people are at.

Evaluations, Employee of the Month, an annual Leadership Award and promotions are all done with community policing in mind. Those who get promoted have demonstrated support for and involvement in community policing.

The process has worked well. This year we received the ITT Night Vision/International Association of Chiefs of Police Community Policing Award for police departments serving communities with populations between 100,000 and 250,000.⁶⁷

Notice the following list of things that Chief Steckler did during this process to help ensure that the process of implementing community policing would be successful:

- Established vision
- Informed employees and others of the vision and asked who wanted to be involved
- Allowed everyone who expressed an interest to be involved in the working group
- Working group did literature review to identify successful practices
- Sent working group teams to visit most successful agencies
- Working group developed list of strategies, including mission and values
- 5 year strategic plan was developed that included key landmarks, timeline and assigned responsibility
- Full-time captain assigned to oversee implementation of the plan and make sure it kept on track
- Team Building Workshop was held that all department employees attended, as well as other stakeholders.
- Well respected trainers were brought in
- Realized this process was a long-term commitment
- Department recognition and promotion tied to community policing vision

- Demonstrated commitment throughout the process by the Chief

During the interview, Chief Steckler commented that not everyone has bought into community policing in spite of all they have done. This is to be expected. A key point is that when change is implemented, the old way of doing business comes to an end. Employees and other stakeholders may have liked the old way of doing things and may not want to let go. As a result, some will resist the new way of doing things and many may experience some grief.

According to William Bridges, in his book, Managing Transitions – Making the Most of Change, some employees will go through a grieving process characterized by anger, bargaining, anxiety, sadness, disorientation, and depression.⁶⁸ It is important to address this, and Bridges provides a variety of ideas to help with this, so those employees can mend and be better prepared to move forward with the new ideas.

Another key point comes out of the book, Enlightened Leadership, where the authors discuss how important having the right attitude is to the success of the change. Right attitude is usually found in creative thinkers, who typically deal with change more effectively than reactive thinkers. The book describes a variety of things a leader can do to foster the right attitude, one of which is the effective use of questions. When people are able to focus on the goal, rather than obstacles that come up along the way, the positive energy and focus will help change occur much more quickly and with less distraction.

Cost Analysis

The development of a strategic plan should include a projected cost. Some changes may be easy to accomplish with little or no cost. However, some plans may require work and, therefore, substantial cost. Someone has to develop the plan, which involves the various aspects

already covered, as well as cost associated with training, changes in organizational structure, forms, processes, associated technology and much more.

Some organizations contract with consultants to do all or part of the process, especially if they do not have in-house expertise. If staff is assigned, there is a cost for the time they put in on a project both in terms of direct salary and benefit cost, but also lost productivity from their normal job assignment. In some cases, an outside consultant may be the best answer.

Each strategic plan needs to be assessed to determine the associated cost before making a final decision to move forward. The steps outlined in this chapter will help in doing a cost benefit analysis to determine if the desired outcome is worth the expense.

Summary

The purpose of this chapter has been to develop a strategic plan. A strategic plan is a way to bring the future to today. The first part of the process is the organizational description, which is a way of defining the future by looking at sociological, environmental, political, economic and technological factors. Through this process one can identify developing trends that could develop into issues that the organization will need to address.

The next part of the process is the situational analysis, which is a way of benchmarking the current environment. It involves looking at the current business environment, assessing both the external and internal environments, identifying stakeholders and conducting the WOTS UP analysis.

Strategy development comes next. The organizational description helps to define potential future impacts, while the situational analysis identifies where the organization is today. Strategy development involves creating a vision of where the organization should be. It may

also involve redefining the mission and values of the organization. These will serve as filters through which one can determine if proposed strategies are consistent with the desired goal of the organization.

Developing the implementation plan is easier now that one knows what the intended goal is and can use the vision, mission and values as filters to help ensure that appropriate strategies are adopted. This phase involves formulating the specific plans of what to change in the organization in order to move the organization toward the intended target. An example from the Fremont Police Department was provided to show how one department developed the implementation plan.

The last part of the process involves a cost analysis. Before embarking on a new plan, it is best to know what the plan will cost. Some plans may have little or no costs. Others may have significant costs and may involve the need to secure additional funding.

Each of these components builds on one another to produce a strategic plan that will have optimal chance for success. Once the strategic plan is finished, a transition management plan must be developed. The next chapter will address the transition management plan.

CHAPTER IV

TRANSITION MANAGEMENT PLAN

Introduction

Webster's defines transition as "...a passing from one condition, form, stage, activity, place, etc. to another."⁶⁹ A transition management plan would then be a plan on how one would manage the passing of one condition, form, stage or place to another.

The transition management plan, for the purpose of this paper, will include readiness of the leader, commitment planning, and introduction of a six-phase change process. The change process will draw information from the strategic plan developed in Chapter Three.

Readiness of the Leader

The role of the leader in the change process cannot be overstated. Ultimately, the decision to implement change, how much change, type of change, oversight of the change process and success of change have much to do with the leader. The leader must be ready for the task of change for much is at stake when a change initiative is started.

The following is a composite of thoughts regarding the role of a leader during times of change:

- "Transformational change requires creative and innovative leaders who can facilitate as well as guide the efforts of others... To be most useful, the leader must have some idea of the destiny or goal... be willing to be flexible and adaptable given changing conditions, and be willing to meet whatever challenges that might arise on the road... This calls for leaders to take on new roles and responsibilities as change agent, facilitator and motivator."⁷⁰

- “...The executive must get in front – and stay in front – of the change...When confronted with crisis, the executive must respond with greater leadership than ever before, demonstrating unequivocally that the organization will stay on course. True leaders weather the storm by staying focused and moving forward confidently.”⁷¹
- “Change is...best pursued by those who have leadership rather than management skills. Leaders have an ability to inspire and think creatively...They are self-motivated and have the courage to make unpopular or risky decisions. They must also be endowed with clear-sightedness to ensure that serious mistakes are not made, and have the interpersonal and communication skills to persuade others to their cause.”⁷²
- Research into personality characteristics that influence managerial coping with organizational change shows that two of the strongest traits are a positive self-concept and risk tolerance (tolerance for ambiguity).⁷³
- “Characteristics of a successful change manager include the following: anticipates that organizational change unearths interpersonal or emotional issues (that is, the ‘people’ side of change), understands the implications of change to production and management systems, knows how to take in, sort through, and frame information in a way that creates a foundation for a change strategy, can build an appropriate strategy that integrates the ‘people’ and the ‘process’ side of change management, and can operationalize the broad strategy into specific tactics.”⁷⁴
- Eight keys of management leadership during change: listening, presenting information, supporting, collaborating, communicating one-on-one, clearing the way, recognizing/rewarding, and coaching.⁷⁵

- James Kouses and Barry Posner found in a study of successful leaders that those who were able to get extraordinary things done practiced five fundamental things:
 - Challenged the process
 - Inspired a shared vision
 - Enabled others to act
 - Modeled the way
 - Encouraged the heart⁷⁶

They also found that followers most desired the following attributes in a leader:

- Honesty
- Forward-looking
- Inspiring
- Competency⁷⁷

In short, during times of change a leader must be able to be visionary, communicate very well, walk the talk, be flexible, balance people concerns with process concerns, be tenacious, keep the respect of others, be focused, have a positive self-concept and be risk tolerant. Leaders who do not possess these qualities would do well to gather others around him/her who do.

Once the leader is personally ready for this challenge it is important to identify others who are also ready. This involves developing a commitment plan, which will be covered in the next section.

Commitment Plan

The purpose of a commitment plan is to ascertain the commitment of others who will be impacted and/or whose support is needed for the plan to be successful. There are a variety of

ways to do this. However, it is simply a way of assessing how committed others are to the change.

Those who are in key positions who are not committed to change will need to be addressed. The best way is to get them to commit to the plan. Sometimes this can be done through conversation, visits to sites that have made similar changes successfully and/or additional training. It may be necessary in some cases to change personnel.

Another approach is to consider whom the various individuals or groups are that comprise the key stakeholders. Understanding stakeholder perspectives and the reasons for their commitment or lack of commitment is important. As in the above example, there are things that can be done to boost commitment.

After assessing the level of commitment, one can decide whether to implement the change on a large scale, or on a smaller scale. If there are pockets of commitment, it may be better to implement changes in one of these committed areas. Such an approach can result in quick wins, others can observe the process of change and results, and the concepts can be further refined before implementation it elsewhere.

An important part of the commitment plan is identifying what types of resistance can arise and from whom. The transition plan should anticipate and address resistance. The authors of the article, "Commitment to Change," say that common reasons for resistance to change "include unclear purpose, no apparent need for change, high cost of change, inadequate benefit of change, and lack of trust."⁷⁸ They recommend four steps for managing resistance: "1) Surface the resistance by listening for repetition of objections and reading non-verbal clues to determine the nature and reasons for the resistance, 2) Honor the resistance by putting a neutral name on it, acknowledging it, and listening, 3) Explore the resistance by probing for concrete information

and asking what and how questions, and 4) Recheck the expressed positions on the topics and issues and redefine what is to be done.”⁷⁹ Communication and patience are necessary to overcome resistance. However, in some cases minimizing or neutralizing resistance may be all that is possible.

Change Strategy Model

At the core of a transition plan are the phases that take place as change is implemented. The literature provides many models of how to implement changes. The following six-phase model is one authored by Stella Louise Cowan and identifies six phases that occur as change is implemented.⁸⁰ The six phases are as follows:

- Phase One: Create awareness and a sense of urgency
- Phase Two: Engage the culture
- Phase Three: Transform the culture – process and people
- Phase Four: Monitor impact and results
- Phase Five: Respond to feedback
- Phase Six: Sustain the change and the commitment

Each of these phases will be briefly discussed below.

Phase One: Create awareness and a sense of urgency

It is a time when the leader acknowledges that things are going to change. Often, change is precipitated by some crisis that essentially demands some response by the organization amounting to a change. People need to know why change is necessary. It should be honest and straightforward. Part of the message should create a sense of urgency.

If a leader desires to affect change when there is not a crisis, then the leader will have to set the stage to convince others that a change is in order. It may require creating a sense of urgency that requires some change by the organization to avoid a real crisis.

The more people in an organization who understand that a crisis exists or share the sense of urgency, the easier it will be for the organization to change, particularly if there is a significant agreement about the direction of change.

This phase is sometimes referred to as an awakening. It communicates to the organization that business as usual isn't working. Therefore, the organization must make some change in response to the crisis or threat of crisis.

During this phase, the vision is introduced as the direction necessary to pull the organization out of crisis or to avoid a crisis. Recall that the vision is based on information the leader developed during the organizational description, situational analysis and strategy development phases of strategic plan development.

Communication of this information is critical to preparing people for the upcoming change. It also will help keep trust between the leader and followers healthy. Followers who do not get the information they need will turn to co-workers and other sources for information, and that information may not be accurate or supportive.

Phase Two: Engage the culture

This phase is about getting others involved. Involvement may be in the form of town meetings or other similar meetings that provide a leader the opportunity to engage people in dialogue about the upcoming changes. These types of meetings are important as another vehicle to communicate information about the changes. It also gives people an opportunity to ask

questions, offer suggestions and listen to the leader. It's a time for the leader to demonstrate sincerity and confidence in why this direction was chosen.

During this phase, support systems may be introduced to help employees cope with the upcoming changes. As previously mentioned, some employees may go through a grieving process and support systems can help them deal with the wide range of emotions that can arise.

Recall the example from Fremont Police Department. The chief asked who might like to be directly involved with the process. Some fifty to sixty employees wanted this opportunity. This group researched the literature, talked with other agencies and visited other successful agencies. Allowing this type of involvement will significantly impact the level of commitment by these individuals and raise the confidence of others who know these employees. The Fremont Police Department essentially used this group of employees to develop the implementation plan.

The implementation plan details will be worked out here, if not fully fleshed out in the strategic plan. This involves formation of timelines for different tasks, who will be responsible for what tasks, what training will be needed, how will management processes be changed, how will the organizational structure be changed, and how will the changes be evaluated.

Looking at this through a systems perspective, work gets done through inputs and throughputs, which yield results in the form of outputs, outcomes and culture. Inputs come from a leader's direction through mission, values, vision, and policy.

Inputs provide context and direction to throughputs, which is management. Based on inputs, management intervenes through the organizational structure, technology, people who are hired or promoted, tasks people are given and processes that occur within an organization, like evaluations. Depending on the change, one or more of these different functions will have to

change in order to produce different results. These details need to be worked out before the actual implementation.

Results come in three forms. The first in outputs, like reports written. The second is outcomes, like arrests made or cases solved. The third is culture, which is impacted by what went on before it.

Transition planning takes into consideration what outcomes are desired and then changes the throughputs that contribute to those outcomes. Part of the internal assessment, for example, is determining if staff has the skills necessary to produce the desired outcomes. If not, training must be provided. Using the example from Fremont Police Department above, training was provided, a captain was assigned to oversee the process, timelines were established and recognition and rewards were lined up with the desired outcomes.

Once these details are worked out, the leader is ready to move to the next phase.

Phase Three: Transform the culture – process and people

This phase is where the rubber meets the road. Specific actions identified in Phase 2 are implemented. Such actions could include training, clarifying new job roles, implement new organizational structure, new technology implemented, redesign of performance system, and implementing feedback systems.

As changes are implemented there will be some confusion and frustration. Support systems, coaching, problem-solving teams, lots of communication are important during this time. Some will want to return to the old way of doing things. Others will want to do something different that they think is better. It is possible that some processes could be improved. If one is

identified, the leader can win support and the confidence of others by being flexible, provided the improvement is consistent with the vision.

It is wise for leaders to be highly visible during these times. People look for leadership during times of crisis, and some may feel as though they are in crisis. The leader will want to be encouraging and empathetic, yet focused on the vision. His/her confidence will comfort others.

Frequent updates on progress will help people stay focused on the vision. A leader would do well to look for small wins or other progress to highlight and reward. This serves to recognize and promote the behavior that the leader wants and serves to encourage people when they can see tangible examples of what the leader desires.

The implementation of feedback systems is important to ensure things are proceeding well and that desired results are being obtained. The next phase will speak more to this issue.

Phase Four: Monitor impact and results

Feedback and evaluative systems will help a leader monitor the impact and results of the changes that have been implemented. Questions that will need to be answered include such things as: Are employees adapting to the changes? Are the changes meeting customer needs? Are new system or process changes progressing as expected? Are problems being addressed in a timely manner? Are the projected results being obtained?

An important aspect of this phase is communication and providing opportunities for people to voice their frustration. Leaders who are open to this will usually win respect, especially when they listen with their heart, not just their head.

There should be some response to the feedback. This is addressed in the next phase.

Phase Five: Respond to feedback

Based on the feedback obtained, there should be on going, appropriate adjustments to the change strategies. These changes could impact processes, job descriptions or any other aspect of the change initiative. However, the vision should be used as a filter when making adjustments.

Additionally, based on the feedback, the rate or speed of change may be increased or decreased. If one item takes less time than expected, the next item may be implemented ahead of the timeline. However, on the other hand if a particular item takes longer than expected, other items may need to be put off appropriately.

When things seem to be moving along smoothly it is appropriate to institutionalize them in order to maintain the changes. More will be said about this in Phase Six.

Phase Six: Sustain the change and the commitment

When the desired results are being achieved and the change initiative has taken hold one will want to take steps to sustain the change and commitment. This is sometimes referred to as freezing an organization.

The reason things are frozen is that the inputs and throughputs are providing the desired results. Therefore, the freezing takes place to keep getting the desired results from the organization. The way things get done, via the throughputs, becomes routine.

Also, a leader will want to sustain commitment to the changes. This can be done through additional training, recruitment, promotional policy, and department rewards and recognition.

In reality, things are constantly changing in the environment and most professionals desire to be improving continually. Consequently, the freezing is a relative term.

Summary

The purpose of this chapter has been to develop a transition plan. A precursor to implementing a plan is evaluating the readiness of the leader. Change is demanding and can easily fail as statistics show. Much depends on the leader. Consequently, it is important for a leader to understand the change process and things he/she can do to ensure success.

Literature and experience has shown these characteristics and skills to be important: visionary outlook, communication skills, flexibility, ability to find a balance between people and process concerns, focused, positive self-concept and risk tolerance. Leaders who feel they don't possess the necessary skills should draw people along side of them who do.

Commitment planning is necessary to identify the level of commitment of individuals or groups who are stakeholders. Of particular concern are those who will be involved directly in the change initiative. Various tools can be used to assess the level of commitment. Based on results, a leader may want to provide training, send people to look at successful models elsewhere or rotate personnel. In some instances, it might be better to implement change in a small area where there is strong commitment. Doing so can create quick wins and help others to see the value of the change.

A six-phase process for change was introduced. This process gives life to the strategic plan. Phase One involves creating an awareness of the change and promoting a sense of urgency. Here is where people develop an understanding of the problem and the leader's vision to address it.

Phase Two involves talking and various forms of communication to engage people in dialogue. Avenues are created for people to get involved with the process. Involvement will invoke ownership and commitment.

Phase Three is where implementation occurs. People are trained, systems are modified, and the organizational structure is changed. The presence of a leader is important as people feel the uncertainty of moving out of their comfort zone.

Phase Four involves tracking changes to monitor impact and results. This includes how things are going with stakeholders, as well as process changes.

In Phase Five, adjustments are made based on feedback. Communication is important.

Phase Six involves taking steps that will sustain change and commitment. Recruitment, promotions, and recognition are key ways to sustain change and commitment. This is sometimes known as freezing the organization so that the changes stay in place.

Following the process for transition in this chapter will help a leader take the organization successfully into the future as waves of change wash ashore at a faster rate. Change need not fail, and the information presented here will help ensure it doesn't.

CHAPTER FIVE

CONCLUSION

Project Summary

The purpose of this project has been to look at how law enforcement leaders can motivate employees to accept change by 2006. The project began with an extensive review of the literature. Several interviews were conducted to develop additional insights from people knowledgeable about change. A nominal group technique was conducted. The participants in the NGT were people who are change agents from various organizations; most of who were outside the field of law enforcement. This information was used to develop a strategic plan and a transition plan. Through this process, one can learn a lot about motivating employees to accept change, as well as the practical steps associated with developing a solid plan that will enhance the likelihood of successfully implementing change.

The survey of the literature demonstrated that the majority of change efforts fail. Law enforcement is no exception. If organizations want to be successful in implementing change, they must better understand the soft stuff, which has to do with people.

In the next five years, law enforcement will see more Generation X employees entering the profession. Additionally, the new Net Generation employees will make up the emerging employment pool. This group of employees will be the largest generation of workers yet. With the economy doing so well there are lots of opportunities for this technologically savvy group. They have much to offer, but they also have a variety of expectations, like expecting to have input into decision making and wanting to work in less bureaucratic work environments.

The number of workers over the age of fifty-five will grow steadily as the Baby Boomers enter retirement age and join the Veteran Generation. Many of these workers will want to

remain or return to the work place. They have much to offer in terms of a wealth of experience from prior careers. However, these older workers, while offering a lot, also want more flexibility and have other expectations that leaders must understand in order to utilize this group of workers most effectively.

Women, who are vastly underrepresented in law enforcement, want equal access to management and opportunities that will enhance their skills and experience base. Glass ceilings and other types of barriers will adversely impact the ability of law enforcement to attract and keep women. Further, disruption in the work environment was one of the primary reasons women have left companies. Poorly run change initiatives can create much unnecessary stress that will cause women, and other good employees, to look elsewhere for employment.

The rate of change has significantly increased over the past 15-20 years. Largely due to technology, the rate of change will likely continue to accelerate. Changes that might occur once every ten years are now occurring at a rate of every eighteen to twenty-four months. Changes are occurring on top of other changes making it a challenging environment in which to operate. Changes in the private sector, and in other areas outside of law enforcement, have served to increase consumer expectations. As those expectations change, the community's expectation of law enforcement changes as well.

The NGT exercise brought seven people, largely from other disciplines, together to discuss trends and events that could impact the issue of motivating employees to accept change. They identified many trends and potential events.

A cross impact analysis demonstrated that some events would have a very positive or negative impact on different trends. The process of looking at the relationship between trends and events provided an opportunity to see what outcomes could occur if a trend and event

intersected. An event involving the change of the retirement system was viewed as having the most positive impact on the various trends.

Chapter Three focused on the development of a strategic plan. This process starts with an organizational description. This part of the process is to assist in defining the future. It involves a look at how the future may impact an organization. Typically, five areas are evaluated: social, political, environmental, political and technology. Scanning these five areas will provide some good clues as to what the future may hold and how that could impact an organization.

The next step in the process is a look at the current business environment. This part of the process involves benchmarking where an organization is today. A review of professional literature and comparative analysis are tools for assessing the current business environment.

Stakeholder assessment is the next step. Key stakeholders should be assessed to get their perspective about where the organization should be headed and to obtain their thoughts about proposed options. This is an important part that should not be overlooked. An aspect of this part of the process is identifying unanticipated individuals or groups, known as snaildarters, that could derail a plan and attempting to get their input early on.

The final part of the situational analysis is the WOTS UP analysis. This part of the process is to identify opportunities and threats to an organization, and assessing those opportunities and threats in terms of the organization's strengths and weaknesses. With this information one can capitalize on strengths and take steps to shore up the weaknesses.

Once the situational analysis is complete, strategy development is next. Strategy development involves clarifying the organization's vision, mission and values. With the clarification, these act as a filter to evaluate strategies to help identify those that will propel the organization toward the vision.

After the selection of strategies, the implementation plan stage involves working out the details of how those strategies will be implemented. The more stakeholder involvement during this process, the better. People who have participated in the development of a plan are more likely to be committed to the plan and work to support it. Additionally, as more people are involved in the development of a plan there is less of a chance that something will be overlooked. The experience of Fremont Police Department is a good example of the value of including employees in this part of the process.

Experience has shown that when change occurs, the old way comes to an end. This can result in employees grieving the loss of the old way. Understanding and anticipating that employees may go through a grieving process is important and should be taken into consideration.

When the implementation plan is finished, the next stage involves development of the transition management plan, which was presented in Chapter Four. The transition management plan generally addresses readiness of the leader, commitment planning and a six-phase process for implementing change.

Before change is implemented, is the leader ready? There are a variety of characteristics and skills that will help a leader successfully implement change. Examples include being visionary, communicating well, being flexible, balancing people and process concerns, possessing a positive self-concept and being risk tolerant.

The next step is assessing the commitment of individuals and/or groups who represent key stakeholders. Are they supportive and ready for the change? Training, visiting other sites where similar changes have been successful and starting on a smaller scale are ways to build

commitment. Commitment planning will also help identify resistance in advance so steps can be taken to head it off.

The six-phase change process model employs information developed in the strategic plan and puts it into action. The first phase creates awareness and a sense of urgency. The vision is introduced. An awakening occurs that helps prepare the organization for change.

Phase Two involves engaging the culture. Town meetings and other channels of communication are facilitated. More importantly, people are encouraged to get involved. Input and creative thought is sought. The details of the implementation plan are worked out.

In Phase Three, the implementation plan is put into motion. Change occurs. People begin doing things differently. New technology is pressed into service. New processes are put in place. Tracking and monitoring plans are deployed.

Phase Four, focuses on monitoring impact and results. Are the changes producing the desired results? It involves checking the pulse of people, process and technologies associated with the changes.

In Phase Five, appropriate adjustments are made. Fine-tuning occurs to change strategies.

Finally, steps are taken to sustain the changes and encourage commitment to them. Examples include evaluations, recruitment, promotions and recognition. These send a signal to others that the changes are important and that acceptance of these changes will benefit individuals and groups. This step is sometimes referred to as freezing an organization. The idea, again, is to sustain changes that have been made.

An effective leader will understand what to do from the beginning to get a change initiative off to a good start with a high probability of success. However, a leader should also

know how these kinds of behaviors could doom a plan to failure. The next five years will likely see a more diverse workforce and a wider variation of employee expectations. The need for change will accelerate, as will a leader's ability to guide it. The information in this project will help prepare leaders to be more effective in meeting the demands for change that will surely come.

Recommendations for the Future

The need to be effective in motivating employees to accept change hinges on understanding how to implement change successfully, including understanding the effects that change can have on employees and how to involve employees and other stakeholders in the change process. Too often, leaders start change initiatives without an understanding of these dynamics, and the literature shows that the results are failed or inadequate change efforts.

With an understanding of how to implement successful change, the chances of successful change are greatly enhanced. The following recommendations are offered to leaders and/or teams tasked with guiding change in order help promote successful change initiatives.

1. Prior to implementing change, take some time and read books on change management, transitions and similar materials.
2. Spend some time talking to and visiting others who have successfully implemented similar change efforts.
3. Take a course or attend a training session on change management.
4. If an individual or team can't take the necessary time to develop an understanding of change management, then consider obtaining outside assistance to provide guidance.

The Commission on Peace Officer Standards and Training is encouraged to make available training on change management. Such training should be reimbursable to the highest degree to encourage departments to take advantage of the training. There is much at stake for California law enforcement as the demands press leaders to implement change more rapidly as public expectations change and the role of law enforcement continues to evolve in an increasingly complex environment.

Implications for Leadership

The implications for leadership are clear. Law enforcement leaders are going to be called upon to introduce change more rapidly and perhaps to a greater degree than their predecessors. The degree to which change initiatives are successful will have a profound impact on the leader, other stakeholders and the law enforcement agency.

For the leader, facilitating successful change will enhance job security, promote confidence in him by followers and other stakeholders, and help create an environment that is conducive to more change. Practically speaking, it is much more fun to lead a successful venture than one that fails.

For stakeholders, successful change will mean that their needs are more likely to be met by the agency whether they are internal stakeholders like employees or external stakeholders like the citizenry. This means that stakeholders will have more confidence in the agency, and that is one commodity that government agencies need. Employees who are involved and committed to change initiatives can make change occur faster and take it beyond what was envisioned by the leader.

For the agency, successful change initiatives will help create a reputation that will attract potential recruits who want to be a part of a successful agency that is well respected by the community it serves, as well as within the profession. It will also help ensure the future of the agency through continued funding. Stakeholder confidence in an agency will increase the likelihood of getting additional funding as well.

Successful leaders realize that motivating employees to accept change is part of what they do. It is also critical for their success and the success of those around them.

Conclusion

The heart of this project has been to look into the notion of implementing change successfully. In order to do this a leader must be able to motivate employees to accept change. Successful change is connected to employees buying into the change initiative.

Few would argue that making appropriate changes is important. Yet, studies show that most change initiatives are either not successful or do not fully implement the intended changes stopping short of the desired goal, so the benefits of change are not fully realized, if at all.

The literature shows that during the next five years, and beyond, there will be a variety of changes thrust upon law enforcement leaders. The question is whether or not these leaders are ready to lead their respective agencies to meet the challenges associated with increased competition for potential employees, retention of the best employees including women, maximizing the benefits of having four different generations working together and preparing for faster waves of change.

Perhaps more significant for leaders is the realization that their ability to motivate employees to accept change is connected to recruitment, retention, maximizing the benefits of a

diverse workforce and preparing for a faster rate of change in the future. The environment of today, and increasingly so, is dynamic and interconnected. At the heart of this is change.

How the strategic and transition management plans are developed will have much to do with whether or not the change initiative is successful. A key aspect is developing a vision that others can buy into and get behind. However, it also involves understanding that there will be some that liked the old way of doing things and will grieve the loss. Working through the grief is important and will impact how well employees buy into the new way of doing things.

During times of change, people experience more anxiety and uncertainty. Communication is important to keep people informed, but it also helps the trust factor between a leader and followers.

While most change initiatives involve an awakening, transition and freezing, this paper shows a six-phase change management model that involves these three and more. Important aspects included are monitoring the impact that the changes are having on people and processes, and making adjustments as appropriate in order to align output and outcomes with those desired.

The information provided in Chapters 3 and 4, relevant to the strategic and transition management plans, will help a leader be more effective in motivating employees to accept change and increase the likelihood of successfully implementing the changes. The relationship between motivating employees to accept change and the successful implementation of change cannot be over emphasized. The two are intertwined.

The key theme through this paper is that leaders must be attuned to working effectively with people. People need to know a leader is interested in what they think and how they feel, especially during times of change. People want to know they matter, that they have been heard and that their input is valued. Failure to recognize this is often associated with failed change

initiatives. Again, it's the soft stuff that's the hard stuff. However, the leader who is effective at motivating employees to accept change will take the time to deal with the soft stuff, because he/she understands that people are the key to success.

Through the reading and application of information in this project, it is hoped that leaders, and aspiring leaders, will be more effective in motivating employees to accept change and ultimately more successful in implementing change. One thing is certain, change is coming and leaders will have to decide how to deal with it. The decision a leader makes will impact employees, other stakeholders and himself. This profession beckons leaders to take steps to be more successful in implementing change.

APPENDIX ONE

NGT PARTICIPANTS

Name	Company/Agency	Title
Lisa Beutler	California Center for Public Dispute Resolution	Director of State Programs
Bruce Boles	Hewlett Packard	Support Order Quality Manager
Todd Browning	Office of Criminal Justice Planning	Chief, Juvenile Justice Delinquency Prevention
Roland C. Dart III	Calif. State University	CJ Graduate Coordinator
Lois Franchimone	San Juan Unified School District	Director, High Schools
Matt Powers	Raley's	Vice-President, Organizational Effectiveness
Denzil Verardo	California State Parks	Deputy Chief, Administration

APPENDIX TWO

LIST OF TRENDS

The role of police is changing as a result of changing public expectations
Organizational importance placed on outcomes and values
Rigor of public education standards
Use of technology to perform job
Employee mobility
Public oversight
Level of surveillance
Job availability
Workforce expectations for new organizational models
Organizational emphasis on information flow
Federal/state funding availability
Diversity of population...3rd world immigration
Litigation
Jurisdictional responsibility...multi-agency cooperation, blurring of responsibility
New job types/non-traditional, like private sector Privacy Officer
Perceived gap in access to information...extended education through technology
Officer housing affordability
Information at speed of thought
Organized labor force, including at the management level
Expansion of a multi-disciplinary approach to problem-solving/service delivery
Economic instability
Succession management
Use of military operations in law enforcement
Urbanization/incorporations
Workplace design that supports social interaction
Public civility
Shifting funding focus from traditional suppression towards prevention, intervention and diversion
Civilianization/outsourcing/lean management
Political fallout/politics in policing
Privatization...use of private police/private security
Reduced interpersonal communications and its connectiveness

APPENDIX THREE

LIST OF EVENTS

Legislation/Mandates Employee standards for on-going employment
Education Legislation, like Exit Exam, Vouchers, Charters schools
Organization Implements Support System to Improve Performance
Abuse of Force Occurs in Local Agency
Cure for Substance Abuse
State Police Licensing Program
POST Transformed from a Standardized Model to a Tailored Customer Service Model
Change in Retirement System/To accommodate mobility in and out of government
News item: All law enforcement officers within one agency given state of the art technology tools / Hi-Tech Equipment
Major Work Stoppage in essential services (LE, Fire, Medical, Etc./Labor Event)
Stock market crash
New non-preventable, communicable disease
Worker's compensation changes that impact worker rights
Natural disaster
California splits into two states
Military action/World War III
Bio-genetic cure for criminal activity
Legislation for military use for law enforcement
New technology related crimes
Terrorist act/event
Shift in political power
Energy shortage
New technology

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