

HOW WOULD THE PROFESSIONAL STANDARDS OF A MID-SIZED URBAN LAW  
ENFORCEMENT AGENCY BE IMPACTED IF POST WERE AN ACCREDITED  
EDUCATIONAL INSTITUTION BY 2010?

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

by

Captain Scot Smithee  
Gilroy Police Department

Command College Class XXXIV

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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.

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

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## CHAPTER ONE

### ISSUE IDENTIFICATION

#### Statement of the Issue

The research for this project seeks to answer the following question: How would the professional standards of a mid-sized urban law enforcement agency be impacted if the California Commission on Peace Officer Standards and Training were an accredited educational institution by 2010?

Professional standards are not limited to formal college education, but include traits such as customer satisfaction, decision-making, ethics, and problem solving. A mid-sized police department describes an agency which employees between 50 and 250 sworn officers.

#### Introduction

The California Commission on Peace Officer Standards and Training (POST) is responsible for certification and training of all California peace officers. Training sanctioned by POST is accomplished most commonly through various community colleges throughout the state; however, POST is not currently certified to grant college credits or offer college degree programs. If POST became an accredited institution, it would be capable of conferring college level credit, including degrees, independent of the existing association with the state's colleges. Accreditation of POST could include the ability to offer advanced degree programs affording the state's law enforcement professionals opportunities to earn baccalaureate, or even master's degrees.

The complexities of society and the demands placed on the law enforcement profession to deal with these complexities are increasing faster than at any other time in history. The law

enforcement profession will ultimately require higher levels of education and training to keep up with the demands. The question is what form will this enhanced education take, when will it occur, who will provide it, and what impact will it have on the individual agencies required to meet the new standards of the future? This research paper assumes the education will be provided by POST as the degree-granting institution. This paper will seek to address the impact on mid-sized urban law enforcement agencies if this event were to occur.

Enhancing the educational requirements for law enforcement officers in the State of California has been debated since August Vollmer, Chief of Police in Berkeley, first proposed higher educational requirements for police officers in 1916. Through Vollmer's guidance and stimulation the first degree in economics, with a minor in criminology was issued to a Berkeley police officer in 1923.<sup>1</sup> This was the first time in the nation that police courses were recognized in an academic degree program. Vollmer taught a course entitled, "Police Administration and Police Procedure" at the university of Chicago in 1929. This was the first course in law enforcement conceived and established as a part of a political science department, and courses were offered as part of the regular day curriculum rather than being offered only as evening courses, or summer workshops.<sup>2</sup> The following year Vollmer returned to California, and with the assistance of Earl Warren, District Attorney of Alameda County, and Dr. T.W. MacQuarrie, President of San Jose State University, a new program was implemented in police science.<sup>3</sup> In this program, a student in the law enforcement program matriculated into the junior college and upon completing the curriculum of almost wholly technical courses, was granted the

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<sup>1</sup> Allen Z. Gammage, *Police Training in the United States*. (Springfield, IL: Charles C. Thomas, 1963), 63

<sup>2</sup> Gammage, 64.

<sup>3</sup>E. Farris, "The role of the junior college in police education in California." (M.A. thesis University of California, Berkely, 1965), 85.

degree of associate of arts. By 1935, an optional program was available by which the junior college graduate could earn a baccalaureate degree by transferring to the four-year college and taking general education courses.<sup>4</sup> After working for many years on advancing education in the law enforcement profession, Vollmer said in 1931:

Within a comparatively short time the old policemen, who believes that there is more law in the end of a night stick than there is in all the books in all the libraries, will disappear and in his place there will be found a man especially trained to serve the people more intelligently...<sup>5</sup>

In 1936, Vollmer wrote:

The patrolman of today may be the sergeant, lieutenant, captain, or chief of tomorrow, and for this reason, if for no other, the highest degree of aptitude available is not too good for the police.<sup>6</sup>

Although Vollmer is recognized as the first, he was not the only proponent of higher education for law enforcement. In 1939, Dr. Read Bain advocated the hiring of college men as a means of upgrading the quality of department services and personnel.<sup>7</sup>

In 1967, the President's Commission on Law Enforcement and Administration of Justice recommended that "every police agency should, no later than 1982, require as a condition of employment the completion of at least four years of education at an accredited

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<sup>4</sup>Farris, 86.

<sup>5</sup> George D. Eastman and James A. McCain, "Education, professionalism, and law enforcement in historical perspective." *Journal of Police Science and Administration*. (Volume 9, No. 2, 1981), 124.

<sup>6</sup> August Vollmer, *The Police and Modern Society*. (Berkeley, California: University of California Press, 1936), 36.

<sup>7</sup> R. Bain, "The policeman on the beat." *Scientific monthly*, 48 (1939), 454.

college or university.”<sup>8</sup> In 1973, the National Commission on Criminal Justice Standards and Goals also supported the 4-year degree as a prerequisite for employment in law enforcement.<sup>9</sup>

The first police department in the nation to require a four-year college degree did not occur until 1964 in Multnomah County, Oregon.<sup>10</sup> Despite a push for higher education in law enforcement, and the recommendations by national level commissions, by 1997, only 16% of state police, and 10% of local police required a two-year degree, and approximately 3% of all agencies required a 4-year degree.<sup>11</sup> Why have these recommendations resulted in so few requirements for college-educated peace officers?

### The Pros and Cons of Higher Education

Environmental scanning has revealed a number of studies concerning the effects of higher education on law enforcement personnel. Not all of the studies have the same result, which has sparked a significant debate. Proponents claim the research shows positive relationships between higher education and fewer citizen complaints, fewer disciplinary actions, and fewer allegations of excessive force.<sup>12</sup> They also claim college-educated officers

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<sup>8</sup>John K. Hudzik, “College education for police: Problems in measuring component and extraneous variables.” *Journal of Criminal Justice*. (Vol. 6, 1978), 70.

<sup>9</sup>Michael G. Breci, “Higher education for law enforcement the Minnesota model.” *FBI Law Enforcement Bulliten*, (January, 1994), 1

<sup>10</sup>Ron Wood, “College educational requirements and the impact on the recruitment of minority officers.” (POST Command College Journal Article, May 1998), 3.

<sup>11</sup>Staff writer. “Police association for college education” *Crime & Justice International*, (June 2000), 11.

<sup>12</sup>R. R. Roberg, “An analysis of the relationships among higher education, belief systems, and job performance of patrol officers.” *Journal of Police Science and Administration*, (Vol. 6 No. 3, 1978), 336.

take fewer leave days, receive fewer injuries, and have lower rates of absenteeism.<sup>13</sup> Those on the other side of the issue claim college-educated officers become bored with police work, expect special treatment, cause animosity within the ranks, and question authority.<sup>14</sup>

A compilation of numerous studies that show a positive correlation between performance and college education sum up their positive findings as follows:

1. Education develops a broader base of information for decision-making.
2. Education allows for additional years of experiences for maturity.
3. Course requirements and achievements inculcate responsibility in the individual.
4. Both general education courses and course work in the major permit the individual to learn more about the history of the country, the democratic process and an appreciation for constitutional rights, values and the democratic form of government.
5. College education engenders the ability to flexibly handle difficult or ambiguous situations with greater creativity of innovation.
6. In the case of criminal justice majors, the academic experience permits a better view of the 'big picture' of the criminal justice system and both a better understanding and appreciation for the prosecutorial, courts, and correctional roles.
7. Higher education develops greater empathy for minorities and their discriminatory experiences through both course work and interaction within the academic environment.
8. A greater understanding and tolerance for persons with differing lifestyles and ideologies which can translate into more efficient communications and community relationships in the practice of policing.
9. Assumed to be less rigid in decision-making in fulfilling the role of the police while balancing that role with the spirit of the democratic process in dealing with variable situations. A greater tendency to wisely use discretion to deal with the individual cases rather than applying the same rules to all cases.
10. The college experience will help officers communicate and respond to crime and service needs of the public in a competent manner with civility and humanity.

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<sup>13</sup> W. F. Casio, "Formal education and police officer performance." *Journal of Police Science and Administration*, (Vol. 5 No. 1, 1977), 89.

<sup>14</sup> Alan T. Vodicka, "Educational requirements for police recruits." *Law and Order*, (March 1994), 92.

11. The educated officer is more innovative and flexible when dealing with complex policing programs and strategies such as problem-oriented policing, community policing, task force responses, etc.
12. The officer is better equipped to perform tasks and make continual policing decisions with minimal, and sometimes no supervision.
13. College helps develop better overall community relation skills including the engendering of respect and confidence of the community.
14. More professional demeanor and performance is exhibited by the college-educated officer.
15. The educated officer is able to cope better with stress and is more likely to seek assistance with personal or stress-related problems, making the officer a more stable and reliable employee.
16. The officer can better adapt his/her style of communication and behavior to a wider range of social conditions and (classes).
17. The college experience tends to make the officer less authoritarian and less cynical with respect to the milieu of policing.
18. Organizational change is more readily accepted by and adapted to by the college-educated officer.<sup>15</sup>

A compilation of numerous studies which show a negative correlation between performance and college education sum up their negative findings as follows:

1. Degree requirements negatively affect minority recruitment.
2. College educated police officers, particularly those with a four-year degree; tend to become bored because the job is not challenging enough for them.
3. Officers with degrees expect special treatment and quick promotions. They become critical when expectations are not fulfilled.
4. College-educated officers cause animosity within the ranks. They question authority and orders.
5. Officers without college can also develop necessary skills through in-service training and on-the-job training.
6. A college requirement limits the pool of prospective applicants.<sup>16</sup>
7. Requiring a college education would be unfair for those non-college educated officers who are mid-career.<sup>17</sup>

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<sup>15</sup> Richard Mahan, "Personnel selection in police agencies: Educational requirements for entry level." *Law and Order*, (January 1991), 285.

<sup>16</sup> M. L. Dantzker, "An issue for policing – Educational level and job satisfaction: A research note." *American Journal of Police*, (Vol. 12, No. 2, 1992), 101.

<sup>17</sup> Jon Miller, and Lincoln Fry. "Reexamining assumptions about education and professionalism in law enforcement" *Journal of Police Science and Administration* (Volume 4, No.2, 1976), 189.

8. College educated officers will look for things wrong within the organization.<sup>18</sup>
9. College educated officers are looked at as potential problems in law enforcement organizations.<sup>19</sup>

Why are the findings of these various studies at odds with one another? A closer look at the analysis of the studies themselves is in order. Many of the studies proclaiming good and/or evil resulting from college education have inadequate research design, and data collection efforts have not provided a firm picture of which effects are attributable to formal college education and which are caused by other factors.<sup>20</sup> David W. Hayeslip, Jr. conducted a meta-analysis of the various studies for the National Institute of Justice. He found significant issues with a number of the studies, which resulted in his being able to include only five studies in his analysis. The remainders of the studies were excluded because correlation statistics were not provided in their published reports. Through this process, all of the studies, which reported negative or mixed findings on the effects of college-educated police officers, were excluded from this meta-analysis. Hayeslip concluded that much of the apparent discrepancy in the studies of the relationship of education to police performance might be a result of distortions due to artifactual errors.<sup>21</sup> He cautions that his findings are tentative, due to the low number of valid studies involved in the analysis, and suggests more research is

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<sup>18</sup> Donald E. Patterson, "College educated police officers: Some impacts on the internal organization." *Law and Order*, (November 1991), 69.

<sup>19</sup> David Armstrong, and Elmer Pole. "College for cops the fast track to success." *The Law Enforcement Trainer*, (September/October, 2002), 24.

<sup>20</sup> Hudzik, 69.

<sup>21</sup> David W. Hayeslip Jr., "Higher education and police performance revisited: The evidence examined through meta-analysis." *American Journal of Police*, (Vol. 8 No. 2 1989), 53.

required. His analysis of existing studies showed a slight to moderate positive correlation between college education and police performance.

One of the negative implications of higher education requirements, which have been proven in some circumstances, concerns the impact on minority candidates for positions in law enforcement. Some are concerned that higher requirements will essentially prevent good minority candidates from entering the profession. There is also risk to disqualifying other potentially well-suited candidates based on economic considerations.<sup>22</sup> Many large, urban law enforcement agencies have not been able to increase the number of minority officers to a level representative of the communities they serve under the current standards. The addition of educational standards could reduce the pool of applicants even further and incur the risk of the standards being viewed as a subtle way of excluding minorities from the police service.<sup>23</sup> The primary issue for both minorities and those economically disadvantaged is the cost of obtaining higher education before entering the job market.

Many departments that did not support higher education standards reasoned that implementation of the higher employment standards would be struck down if challenged either in court, or through labor arbitration.<sup>24</sup> The city of Dallas, Texas, met this challenge and succeeded in successfully defending their position. Dallas conceded that their educational requirement did have a statistically significant disparate impact on black applicants. The city then conducted a study on whether the requirement was job-related, and if they could show a significant and demonstrable relationship to performance as a police officer. To validate its

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<sup>22</sup> Brei, 3.

<sup>23</sup> Vodicka, 92.

<sup>24</sup> Mahan, 282.

education requirement, the city introduced evidence consisting of nationwide studies, reports, and expert testimony.<sup>25</sup> The City of Dallas was able to show that their requirement of 45 college units was a bona fide occupational requirement, thus meeting the test for whether the requirement was reasonably necessary to the essence of their business.

The law enforcement community needs to prepare for future challenges that include serving a more informed, diverse and sophisticated society than at any time in history. Emerging new roles and missions have necessitated an unprecedented degree of adaptability from police organizations. The lexicon of contemporary policing has come to include terms like change management, community engagement, value-centered leadership, information management, cultural awareness, problem-oriented policing, conflict resolution, and homeland security. Leaders who will employ these concepts to meet the challenges of the 21<sup>st</sup> century will require unprecedented cognitive, interpersonal, and technical skills. Preparation for this task can only take place by enlisting the support of the academic disciplines.<sup>26</sup>

### Providing Higher Education to Law Enforcement

There are several possible scenarios in the implementation of higher educational standards for law enforcement candidates. One is to simply enhance the standards, meet the legal test for necessity, and let potential candidates obtain their education prior to applying for a position. A negative consequence to this method is the potential loss of otherwise qualified minority, and socio-economically challenged candidates who cannot afford to obtain degrees

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<sup>25</sup> Mahan, 284.

<sup>26</sup> Todd Wuestewald, “Developing police leaders: The university – law enforcement partnership.” *The Police Chief*, (October 2002), 139.

prior to entering the law enforcement job market. Some have looked at another alternative, providing the higher education as part of the police academy process. This has proven to be a workable solution by expanding basic training standards to include college-type curriculum in conjunction with practical training.<sup>27</sup>

An example of a program combining police academy with academic training is found at the Frederick County Law Enforcement Academy in Maryland. Frederick County combined forces with the Frederick Community College staff to develop a curriculum whereby students in the police academy would be given additional courses in general education to meet the requirements for an associate of arts degree prior to their graduation from the academy. This program incorporates 21 semester units of general education requirements, and 41 semester units of police science courses, which parallel the curriculum for regular community college students.<sup>28</sup> The community college staff teaches the general education classes at the police academy training site. Academy training staff holding master's degrees or higher are considered by the local college as adjunct professors, thereby meeting the requirements for the college level education.

The result is a program whereby academy students are afforded the opportunity to gain their associate's degree as part of the process to become a police officer rather than paying for the education in advance of applying for a law enforcement job. In the Maryland case, students were not required to pass the general education requirement courses in order to pass the police academy. If an associate degree were mandated to obtain a job in law enforcement, then the successful completion of all the courses would be mandatory.

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<sup>27</sup> Vodicka, 94.

The second aspect in providing for law enforcement education is the availability of continued education for working peace officers. This continued education would include baccalaureate and master degree programs for in-service officers to meet new, and higher educational standards for promotion to higher rank within police organizations. For example, an officer graduating from the police academy with an associate of art degree may be required to earn a baccalaureate in order to promote to a supervisory level, or a master's degree in order to promote to management or executive level positions. Currently, either officers come into the law enforcement profession with an upper level degree, or they obtain the degree on their own while working as full time peace officers. Many agencies provide educational incentives whereby the officer is rewarded upon completion of the degree with additional monetary compensation. Other agencies provide tuition assistance in order to reduce the up-front associated educational costs to the officers participating in the programs. Many departments offer no such assistance or incentives.<sup>29</sup>

If the California Commission on Peace Officer Standards and Training (POST) were an accredited institution, many of the advanced courses currently offered could earn upper level educational credits. Examples would include supervisory, management, and executive courses. Officers would still be required to fulfill a number of general education requirements, which are not currently offered as POST-sponsored classes. If POST were to become accredited, courses could be offered in a variety of formats, which would enhance the educational opportunities to law enforcement personnel and reduce the associated cost of obtaining upper division credit from existing educational institutions.

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<sup>28</sup>Allison Chapman, "Associate degree education programs in police training." *The Law Enforcement Trainer*, (May/June 2002), 28.

In one scenario, POST could provide the opportunity for law enforcement personnel to participate in upper division classes. The cost of the class could be supplemented by POST absorbing some of the delivery costs, or POST could agree to absorb all of the cost, providing free education to law enforcement students. The time required to attend the classes and complete course work would be done on the officers' own time so as to not negatively impact their organizations monetarily. Incorporated into the various course requirements would be POST-sponsored classes that law enforcement personnel are currently sponsored by their agencies to attend. They attend the course while on duty, and much of the cost is reimbursed to the agency using the existing POST model. Using this model would create the opportunity for law enforcement employees to complete required training while at the same time earning a portion of their upper degree requirements. Since the new educational requirements are optional, needed only if one intends to promote, any additional education required would be at the employee's option, but would be more accessible and potentially offered at a reduced rate. How much of the education should be subsidized in either manner described above is open to debate.

Officers who are currently attempting to obtain higher-level degrees on their own time have some significant hardships to endure. The monetary cost alone usually requires the need to make sacrifices in other areas, for example family vacations or outings. There can be a high emotional and psychological cost as well. Officers sacrifice time with their family and friends to obtain a degree. In a career that already suffers from social isolation, they become more

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<sup>29</sup> LeeAnn McPhillips, "Director of Human Resources, City of Gilroy," interview by author, Gilroy, CA, 14 January 2003.

isolated. Marriage difficulties and divorce rates are high for couples that work full-time while attending college.<sup>30</sup>

The research did not reveal any state with a commission on peace officer standards and training, which currently offer degree programs or individual courses as an independent educational institution. Perhaps with the right mix, a program can be developed that offers the law enforcement student the opportunities to succeed in the higher-level educational environment while minimizing the negative effects of such an endeavor.

### Accreditation

In order for POST to become an accredited educational institution capable of conferring degrees, accreditation would be sought through the Western Association of Schools and Colleges (WASC). Seeking accreditation is not a simple or fast process. Prior to applying for candidacy, an institution must have the resources to provide accredited education. The list of requirements is long, including mission statements, operational status, degrees, educational programs, objectives, and a general education program. The institution must have a faculty with sufficient degrees and experience, student services, learning resources, and financial resources. This is only a partial list of the requirements that need to be met before application for candidacy can be made. Applications will only be accepted if WASC feels that the institution is capable of achieving the candidacy requirements within a two-year period.<sup>31</sup>

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<sup>30</sup> Patterson, 70.

<sup>31</sup> Western Association of Schools and Colleges. "How to become accredited. Procedures manual on eligibility, candidacy, and initial accreditation." (Alameda, California: WASC, 2002), 2

Once an institution is accepted for candidacy, there is a four-year period prior to being eligible to receive an evaluation for initial accreditation. If accreditation is granted, the initial accreditation period is granted for a maximum period of five years.<sup>32</sup> An institution with their resources already in place would require six years in a best-case scenario to become accredited. This project assumes that POST is an accredited institution by the year 2010.

### Challenges

Research in other areas suggests that when new and ambitious programs, however well-intentioned and generously funded, are superimposed on established programs structured along more traditional lines, conditions for conflict are created that may immediately detract from the program's chances of succeeding.<sup>33</sup> A sudden and dramatic change in educational requirements and opportunities may have such an effect. At the same time, the workforce is more complex, and in many cases more highly educated. For employees who are enthusiastic and have a need to grow and excel, changes must be made so traditional organizational values and practices do not impede them.<sup>34</sup> The challenge is to find a balance whereby new programs can be developed and implemented in such a way and on a timeline that does not create more problems than they solve.

If a new state mandate were issued regarding educational requirements for law enforcement, the pace for implementation would be decided by the state. POST could become accredited and make the educational opportunities available to the individual departments, but allow the individual departments to decide whether or not to take advantage of these programs.

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<sup>32</sup> Western Association of Schools and Colleges, 10.

<sup>33</sup> Miller, 196.

The structure under which a new program is implemented provides a variety of scenarios, each with its own set of challenges. For instance, what happens with those officers who were hired prior to the implementation of the new standards? Would this group of officers be allowed to grandfather in (essentially not holding existing officers to the new standard), or would there be a grace period in which they would need to complete the new minimum education requirement? Assuming a grace period was instituted, who would be responsible for ensuring the standard is met: the departments or the individual? If an individual refused to meet the new standard, or failed to meet the new standard during the grace period, what action would, or could, be taken against them? What morale issues could be associated with disciplinary actions against a veteran officer who has successfully performed the job function without having the newly required education?

For some agencies, the questions may center on whether or not management staff is ready for a more educated work force. The traditional paramilitary command and control structure may not work as well with a more educated group. As pointed out, in some of the references noted above, a more educated work force tends to ask more questions, which is seen by some as a challenge to authority.<sup>34</sup> Using a systems approach to address real or perceived problems with a more educated workforce will provide opportunities for success both internal and external to the organization.

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<sup>34</sup> Paterson, 71.

<sup>35</sup> Vodicka, 92.

## Technology

Technology is rapidly changing, but much of this change is conducive to providing alternate methods for delivering the type of education required in law enforcement. Through the use of technology, courses can be developed whereby students participate primarily through a variety of distance learning programs. This technology is driving down the cost for institutions to provide education while being able to serve a larger number of students over a greater geographical area.

Some of the current distance learning programs make extensive use of the Internet for day-to-day communication between the instructor and student, and between students taking the same course. Electronic mail is faster, cheaper and more appropriate for this kind of interaction, as messages can have drafts of papers, graphic images, and virtually anything that can be stored or created on a computer attached to them.<sup>36</sup>

Other distance-based-learning programs may include something as simple as prerecorded lectures on an audio or videotape, or as complex as two-way, real-time audio and video interaction using video conferencing equipment. In the future, there may be virtual classrooms in which students from a wide geographical area could sit in real time with their classmates projected as holographic images.

The technologies involved provide the ability for either asynchronous distance education, or synchronous distance education, or a combination of both. Synchronous distance education requires the simultaneous participation of students and instructors.<sup>37</sup> For example,

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<sup>36</sup> Tim Dees, "Going to college at home" *Law and Order*, (August 1997), 82.

<sup>37</sup> Kim Waggoner and Tom Christenberry. "Virtual learning: Distance education for law enforcement." *Law Enforcement Bulletin*, (October 1997), 1

two-way audio and video in real time would provide immediate interaction between the instructor and students. Asynchronous distance education involves no real-time interaction; rather it provides a flexible, convenient way of learning.<sup>38</sup> In this environment, students can work at their own pace using the Internet, taped class sessions, and e-mail. For the law enforcement student, self-directed learning can be an important aspect of adult-based learning. Traditional education methods do not always translate well to an audience of adult learners, particularly peace officers.<sup>39</sup>

Christopher Newport University in Newport News, Virginia is an example of an on-line program offering a bachelor of science degree in governmental administration. Students are allowed to complete the required work at a pace that complements their work and personal schedules. Depending on their course loads, students can complete the program in a time period ranging from nine to 21 months.<sup>40</sup> The equipment requirements include a personal computer, a modem, and Internet navigation software.

Moving into the future, departments should assess the potential need for technology systems to facilitate distance-based-learning programs available to their officers.

### Summary

This chapter has focused on the history of educational expectations for the law enforcement profession. Included were points of view from both opponents and proponents. How higher education may be delivered in the future was explored from both an organizational

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<sup>38</sup> Waggoner, 2

<sup>39</sup> Wuestewald, 137.

<sup>40</sup> Thomas Dempsey, "Cyberschool online law enforcement classes." *FBI Law Enforcement Bulletin*, (February 1993), 11.

and technological point of view. Some challenges to providing this education were identified, including requirements for an institution to become accredited. Assuming POST was to become accredited and capable of issuing college level degrees, what would the impacts be on mid-sized urban law enforcement agency?

Education and training will become increasingly important for law enforcement personnel, as society becomes increasing complex. Using environmental scanning and literature review potential challenges, as well as potential opportunities, have been identified as they relate to the issue statement. The following chapter will present an analysis of various trends and events, which may significantly impact a mid-sized urban law enforcement agency. An analysis of how these trends and events may impact each other will be completed, and a series of possible future scenarios will be provided.

## CHAPTER 2

### FUTURES FORECASTING

#### Introduction

The nominal group technique process was used as a futures forecasting tool in order to project how the professional standards of a mid-sized urban law enforcement agency would be impacted if POST were an accredited educational institution by 2010. The nominal group technique identifies trends and events that could impact the stated issue. The most significant trends and events are then analyzed and given a rating value using an established mathematical calculation designed to quantify the ideas and opinions of the participants. The trends and events are then listed in a cross impact analysis table. This table is used to estimate the impact of each event, if it should occur, on each of the identified trends.

This nominal group technique was completed prior to the current state budget crisis that has resulted in drastic funding cuts to POST as well as many other public agencies in the state. If the same NGT panel had completed this process with the knowledge of current funding limitations, the outcomes may have been significantly different.

Finally, there are three futures-based scenarios related to what the future may hold related to this issue. Incorporating identified trends, events, and resource materials, pessimistic, optimistic, and normative future scenarios are presented.

#### The Nominal Group Technique

The NGT process is designed to gain insight, and reach consensus from a diverse group of participants, while providing a structured approach that prevents some of the negative aspects associated with group dynamics. For instance strong personalities, or people in

powerful positions, are not able to dominate the content and direction of discussions because all participants are allowed equal time and input. The process involves each participant spending time silently contemplating trends and events, without being influenced by the other panel members. Once ideas are generated, a round-robin recording of ideas takes place and each participant contributes only one trend or event with each turn. After all ideas are recorded each participant votes for those ideas they believe are most significant to the issue statement. Once the most important trends and events are identified, specific discussion and ratings take place for each individual item.

The nominal group technique is essentially a structured brainstorming process in which a group of people assembles to identify trends and events that could affect the future as it relates to an issue statement. Participants are selected from a variety of organizations with different perspectives, backgrounds, and experience. This diversity is intentional in order to provide input from multiple different viewpoints. The participants all receive letters explaining the process, identifying the issue statement, and requesting they come prepared with ideas prior to the formal process.

In December 2002, a panel was assembled to identify and forecast trends and events that could impact the issue statement listed above. The Executive Director for the South Bay Regional Training Consortium was included. Prior to becoming the Executive Director of the consortium, this panel member was the vice president of a community college, which afforded the process a viewpoint from the perspective of existing educational institutions. The panel included a senior consultant from the California Commission on Peace Officers Standards, Center for Leadership Development, providing a perspective from POST. A chief of police, who is the chair of the advisory committee to the South Bay Regional Training Consortium

and was the chair of the county chiefs, participated and provided insight from the agency executive perspective. The director of training for the California State Parks MOTT Training Center afforded a perspective from a statewide agency. A police officers' association president represented labor, and an officer who is currently putting himself through a four-year degree program represented line level officers (see Appendix A).

### Trends

The process began with identifying trends, which may have a future impact, positive or negative, on the future of professional standards in law enforcement. Trends are defined as a series of incidents or events taking place that seem to indicate a direction in which a particular issue may be heading. It is based on the past, present and future and can be quantitative or qualitative. Examples of a trend may include a move toward regional training centers, or the availability of state funding.

All of the trends contributed from each panel member were compiled on a list; refer to appendix B. Panel members discussed the meaning of the various trends to ensure a common understanding of what each trend meant. Participants then voted for those trends they thought, collectively, would have the greatest impact on the issue statement. Once the votes were tallied, the list was pared down to 11 major trends the group felt would have the greatest impact on the issue of professional standards for law enforcement should POST become an accredited institution.

Each member of the panel was asked to give these selected trends a series of rating values. These rating values are an established mathematical calculation designed to quantify the ideas and opinions of the participants. Using this rating system helped identify disparities

within the group on each of the trends evaluated. Ratings were collected on perspectives about each individual trend five years prior, five years in the future, and ten years in the future relative to today. An arbitrary value of one hundred was assigned as the current value for each item. This provides a basis for comparison to past and future ratings. The final assessment provided by the panel was the level of concern a particular trend would have on the issue statement using a scale of one through ten with ten representing the highest level of concern. Once all panel members provided a rating value on a particular trend, they were able to assess and discuss the major differences between their scores, and the reasoning behind their assessments. After discussion, each member was given the opportunity to alter his or her initial input based on any new information provided.

At the conclusion of this process, the median score was used of the individual ratings to produce a group score. Table 2.1 contains the information about the trends collected by the NGT panel.

Trend Summary Table

		-5 Years	Today	+5 Years	+10 Years	Concern 1-10
Trend 1	Legislative mandates for education	78	100	115	123	8
Trend 2	Number of entry level officers with college education	100	100	103	108	7
Trend 3	Diversity of life experience	103	100	100	98	6
Trend 4	Mandates for degree content	93	100	105	110	5
Trend 5	Level of tuition assistance for the individual student	105	100	91	85	7
Trend 6	Nontraditional forums for adult education	80	100	115	153	6
Trend 7	Availability of funding for institutions	100	100	90	108	8
Trend 8	Emphasis on technical training	95	100	105	110	8
Trend 9	Degree of public support for law enforcement	95	100	98	100	7
Trend 10	Level of law enforcement service	95	100	103	100	6
Trend 11	Premium pay for degrees and certificates	90	100	103	100	7

Table 2.1

The discussions below are the panel’s consensus on the eleven identified trends.

Trend 1: Legislative mandates for education

The NGT panel believed the number of legislative mandates has been on the increase, and will continue to increase into the foreseeable future. Discussion revealed two different schools of thought as to the concern related to the issue statement. The first was the possibility that higher education for law enforcement could, in the future, be legislatively mandated. The level of concern in this scenario was slight regarding the issue statement, however the panel did not feel this was a likely scenario. The second

point of discussion involved legislative mandates requiring technical training that is not associated with higher education. The panel felt this trend has been occurring and will continue to occur in the future. Specific concerns included increased state legislation for technical training without providing a funding source to carry it out. This scenario was of significant concern to the issue statement, particularly in light of the state budget difficulties, which are likely to continue for several years. Agencies and institutions would likely be faced with providing additional training with fewer resources. In this circumstance, neither POST nor individual agencies would have the funding available to provide higher education, making higher standards unlikely.

#### Trend 2: Number of entry level officers with college education

The NGT panel believed the number of officers entering the law enforcement field with college education has been consistent during the past five years, but would gradually increase in the future. College education was defined by the panel as educational units completed, but not necessarily the obtaining of a degree. The majority of the panel felt entry-level officers with a college education would be of significant concern to the issue statement. One panel member believed the number of college-educated applicants would decrease, and the lack of higher educational standards would create a diminished perception of law enforcement thereby diminishing the ability of the law enforcement profession to draw applicants that are more educated. As a result, the level of concern regarding the issue statement could be significant because of the enhanced perception associated with higher education. Another member felt that although they believed the number of educated entry-level officers would increase; the

level of concern to the issue statement would be relatively small. This panel member felt that if POST were able to confer degrees, the number of applicants entering the law enforcement field with previous college education would not significantly change.

### Trend 3: Diversity of life experience

The NGT panel was split down the middle on its perception of candidates' life experience. All panel members saw this as a significant trend, but some saw the trend of police candidates having diverse life experiences as little concern, while others believed the trend was of great concern. Those members who saw life experience of candidates as decreasing believe fewer people have military experience, more people live at home with their parents, and specific life experiences are not compatible with the law enforcement profession. For example, candidates may have formal education, or significant computer skills, but these backgrounds do not prepare law enforcement candidates for highly structured organizations. They do not possess the necessary interpersonal skills required for dealing face to face with people in a law enforcement capacity. The other half of the panel believed relevant life experience has been gradually increasing in the past, and will continue a slight increase into the future. The panel felt life experience would be of moderate concern to the issue statement. Those panel members who felt experience was decreasing believed additional education provided by POST would enhance the capabilities of the candidates. Those panel members who saw the experience already on a gradual increase saw the same benefits through enhanced educational opportunities.

#### Trend 4: Mandates for degree content

The NGT panel believed the state mandates for specific content required to obtain a degree has been on a gradual increase, and will continue a gradual increase into the foreseeable future. Although panel members were consistent in this belief, they were again divided on what they believed this trend meant. Some panel members believed the increase in mandates was resulting in a less rounded educational experience for the students. For example, more vocational-type mandates are replacing the more analytical, or liberal arts courses. The resulting impact is students who have vocational skills, but have not developed the analytical and problem-solving abilities generally associated with higher education. Other panel members believe that as society becomes more complex, the education process is becoming more defined for specific fields. These panel members believe the mandates are driven by corporate desires for specific skill packages, and were not as alarmed about the trend. This group believed an emphasis on lifelong learning versus simply obtaining a degree was the key to success in the future. Panel members felt this trend would be of moderate concern to the issue statement. They believed the overall professionalism of agencies would increase with educational opportunities, even with more mandates for specific content.

#### Trend 5: Level of tuition assistance for the individual student

The NGT panel felt the amount of tuition assistance available to students has remained fairly constant in the number of dollars, but there have not been increases to keep up with the cost of inflation. Essentially, the number of dollars is the same, but the amount of education the money will pay for has been on a decline. They felt this trend

would hold true into the future. The panel believed this trend would be of significant concern to the issue statement. If funding for tuition assistance continues to cover less of the educational cost, the panel believed the budget squeeze would also be felt by an organization such as POST trying to provide education for law enforcement.

#### Trend 6: Nontraditional forums for adult education

The panel saw significant increases in the availability of nontraditional forums for adult education in the past five years, and believed there would be substantial increases during the next ten years. Examples included Internet-based learning, courses provided through computer programs and audio/video links to provide distance-learning programs. In general, the panel believed technology would continue to advance faster than the educational institutions would be capable of adapting to new technologies. Some panel members believed there would be resistance to change the way education is delivered, and others believed the development of curriculum that can be effectively delivered by high technology would limit the growth. The panel felt this trend would be a significant concern to the issue statement. Technology will increase the availability, and will likely reduce the cost of providing the education.

#### Trend 7: Availability of funding for institutions

The panel saw the level of funding available for educational institutions as fairly constant over the past five years. They unanimously believed these funding levels would be cut slightly over the next five years, and ultimately rebound with a slight increase ten years from now. Concerns about the economy and the current state budget

crisis were reasons given for the short-term budget cuts. The panel believed this trend was of significant concern to the issue statement in that funding was key to making a successful program.

#### Trend 8: Level of emphasis on technical training

The panel believed there was a slight increase over the past five years for technical training over higher education. The panel defined technical training as courses teaching specific tasks related to police work, while they viewed higher education as more analytical in nature. They believed this trend would continue into the future. Some panel members felt the increased emphasis on technical training was contrary to what higher education was all about. Other panel members believed that although technical training was becoming a bigger part of the educational process, POST would also push for increases in critical thinking courses to balance out the overall educational experience. The panel believed this trend could be of significant concern to the issue statement. If technical skills were not replacing critical thinking-type courses, the panel felt the concern to the issue statement would be slight. If technical courses took the place of critical thinking, analytical, problem-solving type courses, the concern would be significant.

#### Trend 9: Degree of public support for law enforcement

Panel members believed the public's perception of law enforcement has been generally positive. This positive perception can be translated to public support for law enforcement. The panel felt the public's support has increased slightly over the past

five years, may decrease slightly in the next five years, and ultimately return to the current level ten years from now. Reasons for the slight changes included the September 11<sup>th</sup> attacks causing a slight increase in the support of public safety. In the near future, they felt this support would suffer a little, as expectations of labor groups within law enforcement may not coincide with the public's expectations. This could be due largely to a suffering economy in which many people have been negatively impacted financially, versus their perceptions about inflated compensation packages of public employees. There was also concern about recent enhancements to the public employees retirement system which has resulted in a higher than normal retirement rate. Increased retirements have left many departments with vacancies that are difficult to fill. In some circumstances, departments may have lowered standards in an effort to fill vacancies. The panel felt this would ultimately result in negative events involving law enforcement, which could reduce the public's overall support. The panel believed these events would stabilize by the ten-year mark, and the support of law enforcement would be roughly the same as today. The panel believed public support of law enforcement was of significant concern to the issue statement. Even a negative perception of law enforcement could provide the catalyst to provide public support for higher education as a remedy.

#### Trend 10: Level of law enforcement service

The panel described this trend as what the public expects from the law enforcement community with regards to service. For example, the public expects all the services provided in the past to continue, but now they also expect law enforcement to

investigate high-tech crimes, which is something relatively new. The panel felt the public expectations of law enforcement have been continually increasing, and they predict an accelerated growth in expectations over the next ten years. The increases seem to mirror technological advances, which create new expectations. The panel believed these increased expectations would be of significant concern to the issue statement. As more is expected from law enforcement, more pressure will be realized to provide the higher education necessary for the profession to carry out these new and more complex duties.

#### Trend 11: Premium pay for degrees and certificates

The panel identified this trend as increasing slightly over the last five years with only a very slight increase projected for the next five years and a return to current levels in ten years. Panel members had different points of view on this trend. Those members of the panel with management experience believed expectations for premium pay in the future will need to change. They believed premium pay in the future would no longer be a viable incentive, because education would be provided negating the need to give incentives for employees who seek the education on their own. The incentives are used currently to entice employees to obtain the education on their own with the expectation of being rewarded with premium pay upon completion. Those members of the panel from the labor perspective believe labor unions will fight to keep premium pay for degrees and certificates. The labor perspective was not to give up anything currently being paid regardless of the educational opportunities provided. Everyone agreed this could be of significant concern to the issue statement. Future bargaining, or a state

wide mandate will be required to address the issue of premium pay for degrees and certificates if the education, and certification is being provided to the employees.

### Events

Events are different from trends in that events are singular occurrences. Events occur at a specific time and date. For example, an earthquake or a budget cut on a certain date is an event. The passage of a new law mandating a certain action is an event. The type of events solicited from the panel were actual events that could occur, positive or negative, which may have a significant impact on the future of professional standards in law enforcement.

As with trends, all of the events provided by each panel member were listed (reference appendix C). Panel members then discussed the events to clarify their understanding of each item. Once the events were identified, each panel member voted for those events they believed would have the greatest impact on the issue statement. Through the voting process, the list of events was narrowed to eleven.

The rating process was different for events, in that panel members were asked to indicate the first probable year the identified event could possibly occur. For example, a piece of legislation could conceivably be introduced and passed in a single year, therefore, the first possible year it could occur would be within one year. Panel members were then asked to indicate how probable an event was to occur within a five-year time period from today, and again how likely within a ten-year time period from today. Finally, panel members were asked to rate the impact of the event on the issue statement, should the event occur, on a scale of negative ten to plus ten. As with trends, after panel members initial discussion and input, they

were allowed to discuss major differences between their scoring. Following discussion, they were allowed to modify their individual scores.

At the conclusion of the event process, the median score of the individual ratings was used to produce a group score. Table 2.2 contains the information about events collected by the NGT panel.

Event Summary Table

		Years > 0	+5 Years	+10 Years	Impact -10 to +10
Event 1	California Highway Patrol assumes responsibility for all law enforcement in the state	6	0	3	-10
Event 2	Funding for colleges and universities cut by 20% in one year	2	35	35	-7
Event 3	Investigation of all crimes is centralized in one agency to enhance follow-up coordination	6	0	5	1
Event 4	Associate degree required for entry level employment	4	5	13	6
Event 5	Federal standards for peace officer training mandated	6	0	10	0
Event 6	Legislative mandate for 40 hours per year of CPT - not higher education	2	8	30	5
Event 7	Revenue losses force lay-off of 5% of law enforcement personnel statewide	2	15	15	-3
Event 8	Central statewide academies established	5	0	13	6
Event 9	State public educational institutions at maximum capacity for two years	2	45	55	-3
Event 10	State authorizes private police for public areas	5	0	15	0
Event 11	Governor releases those convicted of nonviolent crimes	1	3	5	0

Table 2.2

Discussed below is the panel consensus on these eleven events.

Event 1: California Highway Patrol assumes responsibility for all law enforcement in the state

The panel defined this event as an action by the state to create a single agency responsible for all law enforcement throughout the state. All existing law enforcement agencies would be disbanded, and the personnel would either be laid off or absorbed into the new statewide agency. The panel felt this was an unlikely scenario that would take at least six years to accomplish due to the complex organizational structure and the hundreds of political bodies that would be affected. The panel thought, at best, this scenario had about a three percent chance of occurring within a ten-year period. Should this event occur, the panel believed it would have the maximum negative impact possible on the issue statement, since mid-sized urban police agencies would no longer exist.

Event 2: Funding for colleges and universities cut by 20% in one year

The panel defined this event as a state-driven budget cut to colleges and universities by 20% in a fiscal year. The panel thought this event could occur within a two-year period, and felt there was slightly better than a one in three chance it will occur within the next five years. The panel believed this event would have a significant negative impact on the issue statement. Assuming POST is an accredited institution, fiscal impacts for colleges and universities would have similar negative consequences for the educational programs offered by POST.

Event 3: Investigation of all crimes is centralized in one agency to enhance follow-up coordination

The panel defined this event as the creation of one statewide agency responsible for all follow-up investigation and coordination statewide. All of the existing law enforcement agencies around the state would continue to exist and provide law enforcement services. Under this scenario, the existing investigation services provided by all of these agencies would be assumed by this new entity. The panel felt such an agency would be able to provide more resources, enhance investigative procedures, and provide the coordination necessary for crimes occurring in multiple jurisdictions. The similar complexities described in Event 1 would prevent this event from occurring for at least six years. The panel felt there was only a slight chance this event would occur within the next ten years. If this event did occur, the panel felt there would be only a slight positive impact on the issue statement. The slight positive impact would result from additional complexities created for the line level personnel with the creation and interaction of a state agency thus providing more justification for additional education.

Event 4: Associate degree requirement for entry level employment

The panel defined this event as a POST mandate, possibly being driven by the legislature, requiring all peace officer candidates to obtain an associate's degree prior to becoming sworn peace officers. The panel discussed the number of hours required to obtain an associate's degree as compared to the number of hours required to complete the basic police academy. Although more hours are required for an associate's degree, the panel felt the number of hours between the two are closing, and there was a realistic

possibility the police academy could meet the majority of the requirements for an associate's degree. The panel also believed POST could offer additional core courses meeting the requirements for an associate's degree in public safety. Catalyst for such an event could include high profile conduct issues on the part of police officers. A grace period for existing officers was also discussed in order to provide time for those who do not currently meet the new requirement to come into compliance. The panel felt this event would have a significant positive impact on the professional standards of a mid-size urban police department. The new requirement could cause concern over the number of available candidates, and the make up of the candidate pool. These two concerns would help drive an agency such as POST to provide the education required.

#### Event 5: Federal standards for peace officer training mandated

The panel believed a federal push to increase police officer standards and training nationally was possible. The panel did not believe such an event was possible until at least six years in the future, and gave the likelihood of occurrence only a small chance within the next ten years. Initially the panel felt this could have a significant effect on the issue statement. After discussion amongst the panel members, they came to a unanimous decision that should federal standards be imposed, they would likely be at the same level, or even a lower level than the state of California currently endorses. This being the case, the panel concluded this event would have no substantial impact on the issue statement.

Event 6: Legislative mandate for 40 hours per year of CPT - not higher education

Continuing professional training (CPT) is essentially a training requirement to ensure on-going technical training for law enforcement personnel. The panel defined this as another increase in the mandated annual CPT for peace officers. This training would be technical in nature and would not include courses in higher education. The recent mandates by POST to enhance the perishable skills training for driving, firearms, arrest control, and verbal communication were given as an example of recent new mandates. The panel felt this event could occur within two years. Should this event occur, the panel felt the impact would be moderately positive as it relates to the issue statement. The panel believed additional mandates for training would draw attention to the need for higher education.

Event 7: Revenue losses force layoff of 5% of law enforcement personnel statewide

In light of the current budget deficit projections, the panel was concerned about significant cuts in service provided within the state. They felt the cuts could be significant enough to affect law enforcement funding sources resulting in a five percent decrease in law enforcement personnel statewide. The panel felt this event was possible within two years, and if it were to occur, it would occur within five years. Should this event occur the impact would be slightly to moderately negative in relation to the issue statement. Revenue losses resulting in the laying off of law enforcement personnel was significant enough that funding for further education of law enforcement personnel was likely to be unavailable. Other negative impacts upon law enforcement

would be damage to morale, the instability of employment for newer officers, and the resulting negative impacts on recruitment efforts.

#### Event 8: Central statewide academies established

The panel defined this event as the creation of one to three regional police academy facilities statewide. These facilities would be responsible for all police academy training; local and regional police academies would be disbanded. The panel felt this move would be more economically feasible, create more standardization, allow for greater control over police officer training, and allow for permanent facilities to conduct dirty training. Dirty training is a term used to describe types of training not conducted in a classroom environment. Dirty training includes firearms, arrest control, scenarios, and driving courses. The panel felt this event would have some positive effect on the issue statement. Regional training centers would allow for the infrastructure and faculty necessary to carry out higher education, particularly through distance learning programs.

#### Event 9: State public educational institutions at maximum capacity for two years

State educational institutions are currently at or near capacity. In some areas, the number of students seeking education is exceeding the institutions' ability to provide the education. Some colleges have exceeded their maximum capacity, which means they are providing educational services for more students than they are being paid for. The panel felt this event was likely to become a statewide issue and could occur within two years. They felt this event would have a slight to moderate negative impact on the

issue statement. If the college systems in the state are not able to obtain additional funds to educate students, funds for additional institutions such as POST could be hard to come by.

#### Event 10: State authorizes private police for public areas

The panel defined this event as authorization from the state for private companies to provide full public safety services. These services could be provided to specific areas, or to entire communities. For example, a contract city that currently pays its county to provide police services would be able to initiate requests for proposals to provide this service. The county sheriff's department or private law enforcement companies could bid the RFP. The panel pointed to the corrections system as an example of this already starting to occur. There are currently privately owned and operated jails and prisons, institutions that have been traditionally looked upon as government-run. After significant discussion on this issue, the panel concluded the likelihood of this occurring for police service was very small. Following the discussions, what the panel initially believed could be a significant event was determined not likely to have an impact on the issue statement.

#### Event 11: Governor releases those convicted of nonviolent crimes

The panel defined this event as a mandate from the governor to release all criminals convicted of nonviolent crimes. The event would be in response to budgetary concerns as a cost-cutting measure. The panel felt this could occur within a year, but felt the likelihood of it occurring any time in the future was relatively remote. Again, after

significant discussion, the panel determined this event would not have a significant impact on the issue statement.

### Cross Impact Analysis

The following page contains the cross impact analysis, table 2.3. This analysis was completed with the assistance of the panel members. Each panel member was given a copy of the cross impact analysis sheet, and asked to complete a rating for each trend and event. Panel members were asked to rate on a scale of positive five to negative five how each event would impact each trend if the events were to actually happen. Three of the panel members participated in a group discussion. The author, prior to assigning a rating value for each category, considered the input from all panel members; however, the input was only considered. No mathematical average was used.



The discussion below addresses the influences that selected events have upon selected trends, where the impact upon the problem statement was rated at four or five.

1. Event 1 – California Highway Patrol assumes responsibility for all law enforcement in the state  
Trend 6 – Nontraditional forums for adult education -4

If the California Highway Patrol were to assume all law enforcement responsibility in the state, training and education for those officers would most likely be provided in-house. As a single large organization, the training could be provided at large regional training centers, or training resources could be sent out to various offices throughout the state. The impetus for using forums that are more nontraditional for adult education is driven by the complexities and cost associated with providing training to hundreds of different organizations. The need to provide such nontraditional training would be reduced if this training were for a single entity capable of providing its own training.

2. Event 2 – Funding for colleges and universities cut by 20% in one year  
Trend 1 – Legislative mandates for education -5

If funding for colleges and universities were cut by 20%, there would be a corresponding impact on the trend for legislatively mandating education requirements. A budget crisis requiring this level of cuts would likely cause the legislature to cease further mandates, because additional costs would be associated with more mandates. The likelihood of any such mandate for additional education under this scenario would be extremely remote.

3. Event 2 – Funding for colleges and universities cut by 20% in one year  
Trend 5 – Level of tuition assistance for the individual student -4

Assuming a funding cut to colleges and universities, it would reason that a similar funding cut would be realized in the level of tuition assistance for the individuals attending those institutions. These cuts to tuition assistance could be across the board, whereby every student realizes a decrease in the amount of assistance, or the number of students receiving assistance could be reduced.

4. Event 2 – Funding for colleges and universities cut by 20% in one year  
Trend 7 – Availability of funding for institutions -5

A 20% cut to funding for colleges and universities would have a direct and highly negative impact on the availability of funding for institutions.

5. Event 4 – Associate degree required for entry level employment  
Trend 2 – Number of entry-level officers with college education +5

If the educational requirement for entry-level employment were an associate degree, the effect on the number of entry-level officers with college education would be highly positive. Many entry-level positions filled by today's standards are by persons with no college degree at all. Assuming this event occurs all entry-level employees would have a degree. The entry-level requirement would also likely have a positive effect on upper level degrees earned. The additional requirements would be more easily attainable for the entire job pool because the required additional education for everyone would be two years or less to obtain a baccalaureate degree.

6. Event 4 – Associate degree required for entry level employment  
Trend 5 – Level of tuition assistance for the individual student +4

This event would have a positive effect on the level of tuition assistance for students. The panel felt it likely that a system would be established whereby a student

could obtain their associate degree as part of the police academy process. For most students this would result in their education being paid for by the organizations sponsoring them through the academy process. In the event the student was required to obtain their general education courses prior to entering an academy, a degree program would likely be developed whereby the academy met many of the associate degree requirements. This would reduce the initial investment a student would be required to make towards their education prior to entering the academy and completing the degree requirements. In either scenario, the students sponsored through the academy process would have all, or a large portion, of their education paid for.

- 7. Event 4 – Associate degree required for entry level employment
- Trend 11 – Premium pay for degrees and certificates -4

A new degree requirement for entry-level employment would render many of the premium-pay clauses irrelevant. The current incentives are to motivate employees to seek education on their own, and once a degree is obtained, the employee is rewarded with the incentive. If everyone had the minimally required degree, there would be no incentive for providing premium pay. Premium pay for degrees and certificates may still be offered for upper level degrees, but the overall effect on this trend would be highly negative.

- 8. Event 6 – Legislative mandate for 40 hours per year of CPT
- Trend 8 – Emphasis on technical training over higher education +4

Continuing professional training (CPT) is essentially a training requirement to ensure on-going technical training for law enforcement personnel. Since CPT training is technical, any increase in the required hours would increase this emphasis. Because

this training is mandated, and higher education currently is not, the impact would be highly positive for an increase in emphasis on technical training over education.

9. Event 7 – Revenue losses force lay-offs of 5% of law enforcement personnel  
Trend 1 – Legislative mandates for education -5

Historically, public safety professions are the last to be affected by budget cuts, behind social service programs and education. If revenue losses force layoffs of law enforcement personnel statewide, it would be highly unlikely the legislature would enact any legislation increasing educational mandates. Any such increase would have an associated cost, which the state would find difficult to fund. This event would have a highly negative impact on any new legislative mandates for education.

10. Event 7 – Revenue losses force lay-offs of 5% of law enforcement personnel  
Trend 4 – Mandates for degree content -5

Again, historically, public safety professions are the last to be affected by budget cuts, behind social service programs and education. Provided a budget crisis were severe enough to force layoffs in law enforcement, it is likely budgetary cuts will have occurred in the academic community. If educational institutions were facing difficult budgetary times, they would not likely be attempting to implement additional requirements for degrees since such requirements have associate costs.

11. Event 7 – Revenue losses force lay-offs of 5% of law enforcement personnel  
Trend 5 – Level of tuition assistance for the individual student -4

As with trend four, public safety professions are the last to be affected by budget cuts, behind social service programs and education. Revenue losses substantial enough to force layoffs in public safety will likely be preceded by fiscal impacts in education. There would likely be a highly negative effect on the level of tuition assistance available to individual students as a result of severe budget cuts.

12. Event 8 – Central statewide academies established.  
Trend 5 – Level of tuition assistance for the individual student +5

If this event were to occur the overall costs of providing training in the law enforcement community would be reduced. With fewer institutions involved in the training process, the panel felt the funding available to provide training could be stretched further, even if the total funds did not increase. For the individual student, there would be a positive effect on their ability to receive tuition assistance. For affiliated academy students, their tuition is already paid for by the organizations sponsoring them through the academy.

### Scenarios

Scenarios were developed based on input from the nominal group panel and literature research. The scenarios are used to forecast alternative futures. Once scenarios are identified, then strategic planning can be undertaken to plan for and influence the projected future state and/or desired outcome. The three scenarios presented below describe pessimistic, optimistic and normative perspectives.

#### Pessimistic Scenario

Chief of Police Jim Gillio is sitting at his desk reviewing the latest computer generated scenarios on religious profiling. The new IBM XT 2010 capable of analytic reasoning has helped save the day many times before by analyzing issues and generating multiple scenarios from which the chief and his command staff can make informed decisions on complex situations. As the computer briefs the chief on a new scenario, an incoming phone message is

received. The computer ceases the briefing, advises the chief who is on the line, and then switches the computer screen to the visual conferencing mode.

On the line, the city attorney and a representative from the California Police Officers Association (CPOA) break the bad news. The Urban Police Officers Association and representatives from the Police Officers Research Association of California (PORAC) have just won a major victory against the department for reimbursement of time spent furthering their educations to meet departmental standards for promotion. The decision could cost the city hundreds of thousands of dollars, and threatens the standards of the police force.

The chief takes a deep breath, thanks them for their efforts, and leans back in his chair to contemplate the situation. He wonders how things had become so bad from what he believed was a good idea. When the Commission on Police Officers Standards and Training (POST) announced it was going to seek accreditation as a degree-granting institution in 2004, and had plans to raise the educational requirements for all of the state's peace officers during the following decade, the chief wanted his department to be on the forefront of the new standards. He had instituted changes in the educational requirements for sergeants and command level positions, and strongly advocated hiring new officers with a minimum of an associate degree.

The first signs of trouble occurred about two years ago as POST was receiving accreditation from the Western States Association of Schools and Colleges. At a general meeting, POST announced the new educational requirements they intended to institute, and were met immediately with a fierce debate. Police officer associations from around the state petitioned the POST Commission to abandon the idea in fear the new rules would hurt the rank and file officer; police chiefs were supportive of the new standards. When POST decided to

move forward with the new standards, PORAC and individual associations filed lawsuits. The CPOA, representing the management of the state's law enforcement agencies, took a position defending POST.

Last year, the court ruled in favor of PORAC and the associations. Despite the arguments in favor of higher educational standards for peace officers, the courts sided with the association's argument that the new rules could adversely affect peace officers across the state. The court further ruled that any increase in educational requirements could only be mandated if officers were allowed to complete the educational process while on duty. As a result, POST abandoned the concept of higher educational standards; the cost to provide such education to officers while on duty made the plan non-feasible.

The court ruling today was regarding the department's educational standards, which had been raised in advance of POST formally announcing their plans. The Urban Police Officers' Association filed suit against the department on behalf of all the officers who had attended classes in order to meet the educational requirements required for promotion within the department. Citing last year's court ruling that higher educational standards could only be mandated for police officers if the education was completed on duty, the association was seeking payment for the time each officer had spent furthering their education during the past two years in order to meet the department's new standards.

The chief asks the computer for the pessimistic scenarios created two years before regarding the educational requirements. As the computer reviews the reports, the chief remembers a scenario very similar to what has now become reality. He remembers considering these pessimistic scenarios, but discounting the likelihood they would ever occur. He wondered how the department could ever be held responsible for providing education

required for promotion only. He wanted to be known as a visionary, a chief ahead of his time, and thus chose the more likely optimistic computer-simulated scenario as the path for his department.

The chief asks the computer to report on the training and education fund for the 2010/2011-budget cycle and to compare the budget to the projected cost of the lawsuit. The news is grim; the chief realizes his effort to be a visionary leader by raising his departmental standards is likely to end his twenty-eight-year law enforcement career.

### Optimistic Scenario

It's 2100 hours on August 5, 2014, as the fully-integrated home computer system starts the coffee, turns on the lights, and starts playing music, which gradually increases in volume as the minutes pass; Geoff is awakened from sleep. It's a time when most people are winding down for the day, getting ready for bed, but for Geoff Guerin, his day is just beginning. Geoff made the decision 15 years ago to become a police officer. He put himself through a police academy and was fortunate to get a full-time job right out of the academy.

Geoff started taking night classes a few years after he became a police officer. Following several years of juggling his schedule and going to the community college part time, he was able to earn his associate of arts degree. When his department announced the institution of higher educational standards for all ranks within the department, Geoff knew he would need to continue his part-time education in order to obtain his bachelor's degree. While working the graveyard shift, he enrolled in a program through the University of San Francisco which allowed him to do some of his coursework online, and to attend classes less frequently at a satellite campus only 30 miles from his home. The commitment Geoff made was

substantial in that he invested several years time, and thirty five thousand dollars in order to obtain his bachelor's degree. The investment paid off when he was one of only a handful of candidates qualified to take the sergeant's promotional exam. He was promoted to sergeant a year before POST announced new statewide educational standards, which would mirror those his department had previously instituted.

Sergeant Guerin is not disappointed in missing out on the opportunity to obtain his degree through POST. On the contrary, he is happy with the new standards, and the opportunities available. Sergeant Guerin is in the process of obtaining his master's degree in public administration in preparation for an upcoming captain's position. He is now benefiting from the new programs available through POST.

As Sergeant Guerin is completing his night, he dictates his shift log into his vehicle computer, which is transcribed, downloaded and forwarded throughout the department. He chooses the audible mail option, and listens to the last few messages he received during the evening as he drives back to the station. With his night's tasks completed, it's time to head to the virtual classroom back at the department for his leadership class. The leadership course is part of the POST-sponsored master degree program in public safety administration leadership.

It's now 0750 hours on August 6, 2014. Sergeant Guerin takes his seat in the virtual classroom. He logs into the computer and finds 11 of his classmates are already logged in. His classmates are from all over the state of California; they are seated around the room in a semi-circle projected as 3-D holographic images in front of Sergeant Guerin. As they wait for the remainder of their classmates and the instructor to log in, they catch up on the latest events. The virtual classroom was a breakthrough, which started out as a distance-based learning program. Today classes are held with students from all over the state, but interacting as if they

are all sitting in the same room. Sergeant Guerin thinks for a moment how much easier his officers have it compared to his early education, but at the same time is thankful he has the opportunity to continue his own education with such ease. As the class session for this morning ends, Sergeant Guerin says his goodbyes to his classmates and heads home. He is proud of what he is accomplishing and is proud of his profession.

As he drives home, he thinks about his upcoming promotional testing for the captain's position. He daydreams about what his new responsibilities would be if he were chosen as the next captain. He reflects on how different future promotional processes will be. Unlike the time when he was promoted from a very small pool of candidates, today, large numbers of officers will meet the educational requirements thanks to the virtual classroom programs. He thinks of how much better his department and law enforcement in general has become as a result of the educational opportunities available. As a future leader, he is pleased with the prospect of having larger pools of qualified candidates to choose from for future promotions in his department.

As he pulls in the driveway at home, the fully integrated home computer opens the garage door, turns on the lights, and increases the interior temperature of his home in preparation for his arrival. A few hours of homework and its time for bed, another day in the life of a typical California police sergeant.

## Normative Scenario

### *The Gilroy Dispatch*

“Gilroy Police Department Meets New Standards with the Hiring of Five New Officers” September 3, 2012

On September 1, 2012 the Gilroy Police Department graduated five recruits from the police academy. Chief Eric Tiner swore in the five officers at a graduation ceremony held in the police department community forum. The swearing in of these officers marks the first group of new academy graduates hired by the Gilroy Police Department since the implementation of new educational standards for police service in July 2010. In the two years since the implementation of these new standards, all new police officers are required to have at least an associate degree, and existing police officers have a three-year window in which to obtain their degrees.

The Gilroy Police Department has been working to meet the POST mandates issued two years ago, which require all police officers in the state of California to obtain associate degrees by July 1, 2013. Chief of Police Eric Tiner estimates his department is 80% in compliance, and does not anticipate a problem meeting the new standards for the entire department. Chief Tiner credits the commitment by the California Commission on Peace Officer Standards and Training (POST) with making the transition to the new educational requirements a smooth one.

The new educational standards for police officers was first proposed in 2003, but critics of the proposal did not believe police departments could realistically meet the requirements with the educational system in place at the time. Departments around the state expressed

concern when police unions threatened lawsuits demanding to be paid for time required to attend classes in order to obtain their degrees. POST made the decision to delay the new educational requirements in order to address the concerns expressed by agency and union representatives statewide.

POST created a special committee with representatives from law enforcement agencies, police unions, community colleges, the University of California college system, and special POST consultants to study this issue. After a year of meetings, the committee released several recommendations, the most significant of which was to have POST apply for accreditation from the Western States Association of Schools and Colleges. Applying for accreditation was a decision that began a six-year process, which by most accounts was an accelerated timeline.

With accreditation becoming a reality early in 2010, the state's police officers were ready to accept the new standards. Existing officers were able, through use of technology and distance-based learning, to meet the majority of the educational requirements online. The classroom sessions required were offered at the regional training centers and were POST-certified courses. This allowed the police agencies to receive reimbursement for the costs associated with the training and the officers were completing the classroom sessions while on duty. The program, which will expire after July 1, 2013, was designed to bring all existing peace officers into compliance with the newly established educational requirements.

Since the implementation of the new standards, all police recruits have been required to complete additional courses of study as part of the police academy. The new courses include mathematics, history, political science, and English. With the additional classes, recruits graduate from the police academy with an associate's degree in public safety. The vision created by the original POST committee many years ago is rapidly becoming a reality.

Chief Tiner supported the decision to increase the educational requirements for police officers. Chief Tiner stated, “With the increased complexities police officers face each day, more education was necessary to keep up with the ever-changing expectations of the public we serve.” Chief Tiner reports the latest citizen survey shows an increase in public support for his department. He believes the higher levels of education amongst his officers have played a role in the support his department currently enjoys.

### Summary

Using this futures forecasting tool, specific trends and events have been identified which could have both positive and negative impacts on the issue statement. Scenarios are presented as possible alternatives of how the professional standards of a mid-sized urban police agency could be affected by POST as an accredited institution. In the next chapter, strategic planning will help to prepare for the future. The goal is to develop a plan in which positive trends and events can be influenced to occur, and negative trends and events can be averted, or at least preparations can be made to address them if they occur. Essentially, this information will be used to develop a course of action for future change.

## CHAPTER THREE

### STRATEGIC PLAN

#### Introduction

A strategic plan utilizes a structured format in which to address issues of concern and to assess whether the organization is on the right path. The purpose of the strategic plan is to develop a course of action, which will facilitate a favorable outcome to the organizations and individuals affected by the issue. The trends and events that have a positive impact on the issue are examined for ways to facilitate their occurrence. Those trends and events, which could negatively impact the issue, are examined for ways to prevent or minimize their impact. Both the positive and negative trends and events are used to design and implement a plan that will bring about the most favorable outcome.

To develop a strategic plan for how the accreditation of POST will affect the professional standards of a mid-sized urban law enforcement agency, information will be used from the nominal group panel and from environmental scanning. The future goal is to enhance the overall professionalism in law enforcement and higher education is one method of realizing that goal. An example of this future goal is the optimistic scenario in chapter two that presents a future reality in which entry level officers have associate's degrees. Baccalaureate and master's degrees are easier to obtain, and the department supports education. The overall educational level of law enforcement officers has increased as well as professionalism.

This chapter will identify a plan to facilitate this future scenario to become a reality in a mid-size urban police department. An assessment of external and internal influences to a mid-size urban police department will be conducted, as well as identifying stakeholders whose involvement will be key in creating the future desired environment.

## External and Internal Analysis – The STEEP Model

One method for identifying external and internal influences on the issue statement is to assess the sociological, technological, economic, environmental, and political issues that could potentially impact the issue using the STEEP model. These five perspectives can have a significant influence on the strategy designed to facilitate a favorable future outcome. Some of the issues related to the impact of professional standards in a mid-size urban enforcement agency if POST were an accredited institution are explored from these five perspectives.

### Sociological

- ❑ Higher educational standards could have a negative effect on candidates for employment along racial and socioeconomic lines. Under current hiring standards, attracting qualified candidates from these groups is challenging. Groups less able to afford education may be kept out of the job market if pre-requisite education is required.
- ❑ Current expectations from the public for a wide range of police services, coupled with the increasing complexities of the job may facilitate support for educational programs. A highly publicized negative event on the part of law enforcement could also be the catalyst for increased levels of education in the law enforcement profession.
- ❑ The agencies labor group will provide influence in order to protect what they view is the best interest of their members. How an educational program is instituted within the organizations is likely to be a point of debate which, if not

handled appropriately, could generate substantial negative impacts on the efforts of the department to implement the program.

- ❑ Public perception about compensation packages, benefits, and opportunities for public employees, as compared to those in the private sector, may detract from support for educational programs. Particularly in hard economic times, citizens may view the opportunities and compensation afforded to public employees as excessive or unfair when held up against those who are not given similar opportunities in the private sector.

#### Technological

- ❑ Distance learning programs are becoming more widespread, and accepted as a legitimate educational tool. Security precautions and the style in which programs are implemented can provide protection against tampering and other unethical behaviors.
- ❑ Space for equipment to support the educational process may be of concern due to a lack of room in existing facilities.

#### Economic

- ❑ The current state budget crisis will result in funding cuts rather than increases to provide for law enforcement education. The poor economy could lead to higher unemployment, higher demands for police service, and a critical eye on the spending practices of governmental agencies. These issues may prevent the agency from adopting and supporting new programs.

- There will be a negative fiscal impact on the agency implementing educational programs.
- There are currently more jobs available in law enforcement than there are qualified potential employees to fill them. Agencies with the most desirable employee benefits may attract employees from agencies with less desirable benefits. Educational opportunities, and/or incentives are factors for the agency to consider for attracting candidates.

#### Environmental

- The retirement benefits for the department were recently enhanced creating a higher than normal attrition rate. The increase in vacancies because of retirements will require additional qualified candidates to fill these positions. Higher educational standards could limit the candidate pool at a time when there is an increase in available positions.

#### Political

- There are hundreds of law enforcement entities in the state of California that have numerous political bodies that oversee and have influence over them. These political bodies include city councils, county boards of supervisors and state government. Not only must an endeavor to implement an educational plan through POST be successful, but the support of the political bodies affecting the individual agency would be necessary. Without this support, the resources and

opportunities for agency personnel could be hindered, or prevented at the local level.

- Legal action could be taken by the POA to prevent the department from instituting new educational standards or prevent them from holding existing officers to the new standards. The assumption here is the agency, in an effort to improve its professionalism, will enhance its educational requirements. Inequities created by a higher education scenario may result in an equality issue and further legal challenges.

#### Analysis of the Organizational Culture – WOTS UP

Most people are resistant to change and organizational cultures tend to change slowly over a period of time. Implementing change too radically or quickly can result in a condition for conflict, which can detract from the program. Analysis of the individuals within the organization must be done to determine how much change can be implemented over a given period without creating a negative scenario. Additionally an assessment of internal and external influences to the organization also needs to be addressed.

The model mid-size urban police agency used for this research serves a population of 45 to 50 thousand people. The agency has 60 sworn police officers that include patrol, investigations, gang unit, and administration. A non-sworn staff of 45 employees includes communications, records, crime prevention, community service officers, crime analysis and jailers.

Using the “WOTS UP” model (weaknesses, opportunities, threats, and strengths underlying planning), one can analyze the planned change and its potential outcomes.

Strengths and weaknesses provide the internal assessment, while threats and opportunities provide an external assessment. Following is an analysis using this model to predict how change is likely to impact the organization.

#### Weaknesses

- ❑ Most employees in the police organization do not have college degrees. Some of these employees do not see the value of higher education as it relates to their jobs, and are not likely to be supportive of higher educational requirements.
- ❑ Current educational incentives will need to be addressed; these may become irrelevant if higher educational standards are implemented, particularly if the education is provided. Labor unions are not likely to give up monetary position, in the form of losing existing educational incentive pay, without a compromise of equal or greater value in some other aspect of their members compensation.
- ❑ Both the current and short-term state fiscal problems, and the trickle-down effects to cities make it unlikely that any funding would be provided to support a new program.
- ❑ The department lacks the facilities and the technology resources necessary to support an educational program.
- ❑ Any educational time provided while on-duty would be expensive.
- ❑ The Labor union could take a position against higher education. With binding arbitration as a tool available to unions, any proposal for higher education requirements has the potential to be derailed through this process. Labor unions representing the non-sworn personnel could demand similar consideration for their employees. This has the potential to create a plan that is too cumbersome or expensive.

## Opportunities

- ❑ Higher education can enhance the public's perception of professionalism within the agency.
- ❑ Higher education can lead to a reduction of citizen complaints resulting from a work force that is more oriented to communication skills, and problem solving.
- ❑ There are numerous studies, including the findings of two national commissions, which support a recommendation for college degrees.
- ❑ Technology is currently available to support a non-traditional, flexible educational environment.

## Threats

- ❑ Community members and/or special interest groups may disapprove of educational opportunities being provided to police officers when such opportunities are not available to other groups. This could create a negative political atmosphere through the press, and city government bringing pressure upon the department to abandon its efforts.
- ❑ The city may be unwilling or unable to adopt a plan, which could result in higher costs to provide the resources necessary for higher education.
- ❑ Educational programs and requirements are not being pushed by professional organizations.

## Strengths

- ❑ Current statistics within the department show twenty-percent of the line employees have obtained, or are currently obtaining a Bachelor of Science degree.
- ❑ A subsidized educational program may attract more candidates to the agency.
- ❑ Employees desire to have higher education but do not have the flexibility or resources available to obtain it. Programs can be developed that offer the flexibility and resources required to accommodate shift work.
- ❑ Providing the opportunity for higher education to everyone alleviates many of the concerns voiced by detractors over having college-educated employees mixed with non-college educated employees.
- ❑ Educational opportunities are a benefit to employees.
- ❑ The department already possess most, if not all, of the equipment necessary to support distance-learning programs.
- ❑ The POST training structure and departmental support systems necessary to supply training are already in place. Rather than creating completely new systems, the existing systems can be modified to accept the new requirements of an educational program.
- ❑ Most management and executive level positions currently require higher education as a condition of promotion, and higher percentages of officers and supervisors are obtaining degrees than ever before. These people are resources for selling, and supporting a new program.
- ❑ Employees with higher education typically have a greater understanding and tolerance for persons with differing lifestyles.

- ❑ Educated employees are able to cope better with stress, and are more likely to seek assistance with personal or stress-related problems. This makes these employees more stable and reliable.
- ❑ Organizational change is more readily accepted by and adapted to by the college-educated employee.

### Objectives

Through the efforts and cooperation of the various stakeholders, an ideal outcome would be the enhancement of professional standards for the agency's law enforcement officers. One method for increasing the professional standards is to raise the educational standards for law enforcement employees. An associate's degree requirement for entry-level officers seems appropriate as a minimum standard. A baccalaureate degree would be appropriate as the minimum requirement for supervisory positions, and a master's degree would be appropriate for management and executive positions. Positive enhancements to the overall professional standards of law enforcement will be realized, and the new standards will provide law enforcement recognition as a true profession. Higher educational standards could come in the form of a state mandate, or implementation could be left to the discretion of the agencies.

### Alternative Strategies

There are a number of alternative strategies which could help manage the impact of new requirements designed to enhance professionalism. Strategies include being able to provide higher education to employees, enhance educational requirements, and successfully gain compliance of the departments employees in meeting new educational standards. All of

these strategies assume that POST has become an accredited degree granting institution. Educational mandates could come from POST at the state level, or POST may simply provide the educational services and leave specific educational requirements to the individual departments. Strategies for providing entry-level education and strategies for providing higher education for promotional requirements are addressed separately. Three different scenarios are provided for the entry-level educational requirements (strategies 1-3), and two different scenarios are provided for promotional requirements (strategies 4 & 5).

#### Entry Level Strategy 1: Require associate degree prior to applying

Applicants could be required to have an associate degree before application for a position in law enforcement. Under this scenario, there would be no monetary costs to the departments or POST prior to the academy process; however, there may be associated costs to the agency from such a strategy. This requirement would reduce the number of applicants available to compete for positions, requiring departments to find new and creative ways to recruit applicants who have the required education. A non-monetary cost, at least on the front end, could be the lowering of applicant standards in areas other than education to increase the applicant pool. Such a move is likely to result in increased discipline problems in the future by allowing sub-standard applicants to successfully hold law enforcement positions. This could damage the professional image of law enforcement, further hindering recruitment. Additionally, departments may be faced with a reduction in applicants from certain minority groups and socio-economically challenged families. This could lead to disproportionate representation of specific groups within the department as it compares to the representation of the community.

### Entry Level Strategy 2: Require general education classes prior to applying

The department could use a POST program with the curriculum identified in advance for potential candidates. The candidates would be required to obtain their general education requirements from local community colleges prior to applying for positions in law enforcement but would not be required to have an associate's degree. The police academy would meet the remaining requirements, and an associate's degree would be conferred to the student by POST upon successful completion of the academy. Under this scenario, many of the same concerns are valid as under strategy 1, but because the up-front educational requirements are less, the burden to the individual student is reduced, thereby reducing the associated concerns incrementally.

### Entry Level Strategy 3: Provide associate's degree through academy process

Through a POST curriculum, the academy process would meet the general education requirements of an associate degree. This would extend the academy time, and result in additional expense to both POST for the additional training and the department from supporting their recruits through the academy process for a longer period of time. The advantage to the department is an increased applicant pool without the risk of losing certain minority or socio-economically challenged groups. Applicants would apply for law enforcement positions prior to being required to obtain any education. Once hired the applicant is sponsored by the agency through the entire educational process. Non-affiliates would have the option of paying their own way through the process, as they are currently able to do. Those applicants who already meet the educational requirements, but do not have the required police academy training would be able to challenge the general education portion of

the course. This scenario is the most expensive, but provides the greatest amount of opportunity for the greatest number of applicants resulting in an enhanced applicant pool for the department.

Education for Promotion Strategy 4: Educational programs available to in-service officers

POST could make higher education programs available to in-service peace officers, and departments could choose not to become directly involved in the process. Under this scenario, officers who desire to promote and don't meet the educational requirements could take advantage of POST-sponsored educational opportunities. This would be beneficial to officers since on-line educational programs can be tailored to meet their differing schedules. The officers would be required to incur any costs not subsidized by the POST program.

Education for Promotion Strategy 5: Provide programs for officers

Under this scenario, POST would provide the educational programs and would subsidize, or at least minimize the direct costs to departments in a similar fashion as training courses are currently provided. Departments could provide support for the programs through equipment, space, and possibly incurring expenses not covered by POST. The employee would cover any remaining costs. Courses would be taken on the employee's own time with exceptions for courses offered as continuing professional training wherein the course grants college credit. This scenario provides the greatest benefit for the employees and would result in a greater number of employees with higher-level degrees.

### Proposed Strategy for Implementation

The goal is to enhance the professional standards of a mid-sized urban law enforcement agency. Although providing all the necessary resources for the employees to obtain higher education may seem like the best solution for meeting this goal, the expense to the department would make such a plan difficult, if not impossible to implement. After considering the various options, and their associated strengths and weaknesses, the most realistic scenario appears to be a combination of strategy three and strategy four. Strategy three provides entry-level officers an academy program that results in an associate's degree upon successful completion. Strategy four provides POST sponsored educational opportunities for in-service officers to obtain their college degrees using distanced-based learning that allows for flexible scheduling of course work. Each of the strategies has varying degrees of impact divided between POST, the departments and the individual employees.

### Entry Level Employees – Associate Degrees

In order for the department to realize an increase in professional standards, it must accept higher education as part of its strategy. Using a POST-accredited curriculum an entry-level officer can be enrolled in an academy program, and successfully graduate with an associate of arts degree. Whether or not an entry-level trainee is enrolled in these programs should be left to the department due to the added time and expense associated with the longer program. This would require POST educational opportunities to be optional rather than mandated. The level of subsidy provided by POST for this education should minimally cover the expense of the education while the cost of pay and benefits to the trainee would be the

responsibility of the department. Ultimately the goal would be an associate degree as the minimum educational requirement for all sworn department personnel.

Another source of potential concern would come from implementing a mandate for existing police officers to obtain associate degrees. The labor union would likely fight any such mandate for existing employees, which has the potential to derail the attempt through a binding arbitration process. To keep the process moving in a positive direction, consideration should be given to providing a grandfather clause for existing police officers exempting them from the new requirements.

Applicants with an associate degree or higher completed prior to applying for employment as police officers can challenge the educational requirements and enroll directly into the police academy program. This would be accomplished by bifurcating the academy process into two distinct phases. This first phase would include the general education requirements required for college students to obtain an associate of arts degree. The second phase would be the traditional police academy program. Those students with their education completed prior to applying for employment would only be required to attend the second, police academy, phase of the program.

Keeping in mind the goal to enhance the professional standards in law enforcement, this program would allow for the adoption of higher education that will lead to the higher professional standards. By systematically implementing this plan and providing exceptions for existing police officers, some of the potential roadblocks can be reduced or eliminated. Once implemented, each subsequent year, larger percentages of officers would have degrees, until eventually possession of an associate degree is a universal standard within the department.

### Higher Education for Promotion

As part of the higher education process, department personnel could take advantage of POST programs for both baccalaureate and master's degrees.

The most beneficial position for realizing higher-level degrees within the department is to first mandate the higher levels of education for promotion, and to support the educational endeavors of the employees. The department can create a number of systems to assist their officers in this process. For example, a library can be established where resources and books necessary for specific courses are available. The department could purchase specific textbooks for each officer enrolled in the programs. Office space can be provided for study areas with computers available for distance-learning programs and research. Modern technology can be provided that individuals may not be able to afford on their own. This technology would be maintained and used by everyone participating in the program. Training staff would provide logistical support with enrollment, technical support and maintenance of training records.

Although higher education would be required for advancement within the organization, and support would be provided in meeting this goal, the individual officers would be required to obtain the majority of this education on their own time. An advantage of having POST as the accrediting agency is the potential for including existing POST curriculums in higher degree programs. Programs currently offered by POST and sponsored by the department could receive college credit. These classes could be provided to employees while on-duty, as is currently done for POST training. Degree requirements outside of POST training necessary for the officer's job would need to be attained on the officer's own time. The department would not be in a position to offer on-duty time for employees to engage in higher learning activities outside of those courses required for various positions within the department.

With a flexible program tailored for police officers schedules, the resource and technical support necessary to succeed, and the motivation and encouragement provided by the department higher educational and professional standards can be achieved.

### Stakeholder Analysis and Assessment

To increase the chances of successfully implementing this strategy, an assessment of the key stakeholders needs to be done, including identifying those responsible for implementing the plan. Once the stakeholders are identified, an analysis needs to be provided to identify what roles each of them would play in the implementation process. Some stakeholders will be in favor of the plan, and others will not. Part of this process is to identify those stakeholders, who are likely to favor the plan, what their roles will be, and then work to maintain their support.

Potential stakeholders who are not immediately recognized as such could present substantial negative influence late in the implementation attempt. These individuals or groups are commonly referred to as snail darters. Snail darters is a term describing stakeholders who are not involved in the initial processes, but may attempt to derail the program in the final stages. Every effort should be made to identify potential snail darters at the beginning of the process in order to include their perspectives and address their issues. Involving these stakeholders during the planning process may prevent unforeseen obstacles during implementation.

The stakeholders involved in implementing new educational programs within a mid-size urban law enforcement agency are listed below.

## Stakeholders

California Commission on POST – Responsible for implementation of statewide plan

- Responsible for accreditation.
- Could provide financial support for equipment, curriculum, and reimbursement of expenses.

City Council – Elected officials in charge of city and all city programs.

- Must be committed to supporting police services, and professionalism.
- Need to support the plan.
- May pass city resolution supporting, or even mandating the plan in their jurisdiction.
- Must support financial obligations required to implement the plan.
- Recognize the value of higher education for the law enforcement profession.

City Manager – Executive officer in charge of city programs, budgets, and personnel

- Develops support strategies and presents plan to the council for adoption.
- Provides an effective line of communication between the city council, and the agency.
- Provides budget structure for funding and expenditures.
- Responsible for weighing the needs of the community and various employee groups and mitigating any potential negative backlash against the proposal.

Human Resources Director – Responsible for benefit packages of all city employees.

- Responsible for setting up city program to support education.
- Implements any higher educational standards required for various positions within the department, including entry-level applicants and candidates for promotion.

Chief of Police – Provides the vision and mission of the department

- Must support and implement higher educational standards for the department.

- Support for the personnel, equipment, and space to provide educational services.
- Responsible for negotiating with labor unions in support of the program.

Police Management Team – Program managers

- Develop systems whereby the plan can be successfully implemented. This includes taking into account longer training times for entry-level applicants.
- Provide positive support for the plan.
- Encourage and mentor department members aspiring to promote.

Police Training Manager – Responsible for all department training

- Ensure proper tracking mechanisms are in place to support educational programs.

Police Officers Association – Responsible for protecting employee rights and interests

- May be opposed to higher education requirements. Will likely fight any perceived take-a-ways, or additional mandates for existing employees. Advance negotiations could address specific concerns, including educational incentives, and educational requirements for existing officers. Would be beneficial to reach at least a neutral position for the plan prior to attempting formal implementation.
- May require formal negotiations to address the new plan in a memorandum of understanding with the City.
- Has the power to impose binding arbitration on any change in working condition. Unless the change was a matter of law, binding arbitration could prevent the plan from being implemented all together.

City Attorney – Responsible for legal issues, including preventing liability to the city

- Responsible for drafting city memorandum of understanding with employee groups.

- Responsible for defending the city's actions if legally challenged.

#### Community – Recipients of police services

- Need public support for program designed to enhance professional standards of their police force.

#### Special Interest Groups – Representing specific special interests

- Potential for conflict if special interest group perceives a negative influence towards their group. Care should be taken to identify these potential conflicts early, solicit input, and address specific concerns.

### Resources Required

Departments desiring to take advantage of the educational resources made available by accredited POST programs will need fiscal resources. Agencies sponsoring recruits through the police academy process would require additional pay and benefits for their recruits to cover additional time requirements associated with obtaining a degree. For instance, an entry-level recruit requiring an additional twelve weeks of academy time would add an estimated \$21,142.00 in salary and benefits. An additional several hundred dollars in tuition and materials cost would also be realized to support the recruit's education. If the department decides to require basic educational courses as a prerequisite to being hired, it would not be necessary to increase the academy training time and thus not incur any additional monetary costs. Using the educational prerequisite strategy the department may suffer from a reduced applicant pool.

If the department chooses to support employees in their endeavors for higher-level degrees, space and equipment would need to be allocated to support those participating

employees. The amount of space and equipment is dependant on the level of departmental support. If the department chooses higher levels of support like providing additional resources such as books, materials, high technology, and/or classroom areas, expenses to the department will be higher.

In both cases described above the department's training manager will need to ensure proper tracking and mechanisms are in place in support of the educational programs. If the department chooses high levels of support, human resources from technology staff will be required to keep systems updated and operational.

#### Monitoring and Feedback

If the department endeavors to institute higher educational standards, it will have an opportunity to study the true effects of this education on job performance. Perhaps the debate that has raged throughout the twentieth century about just how beneficial education is to the law enforcement professional could be settled.

Prior to implementation of a new plan, statistics should be gathered on a variety of variables. For example, the number of citizen complaints, sick leave usage, use of force incidents, worker compensation claims, job satisfaction surveys, customer surveys, self-initiated activity, grievances, and number of disciplinary actions taken. Once the plan is implemented, these statistics can be tracked to determine if there is a statistically relevant positive or negative correlation between the educational level of employees and the measured variables. This process would provide the information necessary for the department to determine whether the new standard provided an enhancement to their professional standards. Analysis may also provide information in support of the monetary costs involved with the

educational programs. This support could be realized through a reduction in costs associated with several of the measured variables such as workers compensation claims, citizen complaints and grievances.

If positive correlations are realized by the department after implementing educational opportunities offered by POST, a strong argument could be made to mandate such requirements statewide. If no positive correlation were realized by the department alternative courses of action should be considered.

### Summary

This chapter has examined the external and internal influences that may affect the department's ability to implement higher educational standards. Desired objectives for such a plan were stated, and alternative strategies were discussed relevant to implementation. A strategy for implementation was proposed followed by an analysis identifying tasks and responsibilities of various stakeholders. Potential resources required of the agency were identified, and a process of monitoring the program and determining relevant feedback was discussed.

With a proposed strategic plan in place, the next chapter will focus on how to transition the organization from its current position to a position of supporting the new educational plan.

## CHAPTER FOUR

### TRANSITION MANAGEMENT

#### Introduction

A transition management plan is required to identify those tasks and issues, which are critical to the successful implementation of higher educational standards within departments. Using a commitment planning process, stakeholders necessary for the successful implementation of the plan are identified relevant to their perceived current position regarding the plan. After identifying their current position, the position perceived as necessary for the successful implementation of the plan is identified. The goal is to identify the gaps between the stakeholders' current position, and the position necessary for success. A plan can then be developed for transitioning those key stakeholders to a stance, which will support a successful outcome for the program.

#### Commitment Planning

The likelihood of gaining complete support from all stakeholders is highly unlikely, but reaching consensus on some of the issues, and minimizing interference on others, will provide the best opportunity for success. In order to systematically address specific stakeholders and transition strategies, the current commitment of stakeholders' needs to be identified, and how this commitment compares to the perceived commitment necessary for successful implementation. Table 4.1 lists those stakeholders necessary for the success of this program. The critical stakeholders necessary for success of this program include the city council, city manager, chief of police, and police managers. Opposition by any one of these stakeholders could prevent the educational strategies from being implemented. This commitment-planning

chart identifies the current position of stakeholders, and their desired position following the implementation of transition management. An X represents their current level of commitment, and a 0 represents their desired level of commitment.

Current Commitment to Strategic Plan

Stakeholders	Block the change	Let change happen	Help change happen	Make change happen
POST		X→→	→→→	→→0
City Council		X→→	→→0	
City Manager		X→→	→→0	
Human Resources Director		X→→	→→0	
Police Executive			X→→	→→0
Police Management			X→→	→→0
Police Officers Association	X→→	→→0		
City Attorney		X→→	→→0	
Community		X0		
Special Interest Groups	X→→	→→0		

Table 4.1

Those stakeholders identified are categorized in three ways:

1. Change Strategist: those with the vision, responsible for developing the plan.
2. Change Implementers: those responsible for implementing the plan once it is developed.
3. Change Recipients: those who will be affected by the plan once it is implemented.

Using the identified positions on the commitment chart, the movement necessary by specific stakeholders is identified below.

#### California Commission on POST: Change Strategist

Although this paper assumes POST accreditation has occurred, exactly how these educational opportunities are provided to the department is important. For example, mandating

educational requirements at the state level could cause undue hardships on the department thereby creating resistance to the new programs. POST would need to provide the educational opportunities, and develop curriculum while leaving the details on how to implement internal change up to the individual departments. Their support is necessary to help change happen.

#### City Council: Change Implementer

The city council is currently in a position to let change happen. In order to ensure success of the program, the council needs to support the program both politically, and financially. By providing information and research supporting this proposal, its position can be enhanced to help the new program succeed. The support of council members is essential to help the change happen.

#### City Manager: Change Implementer

The city manager is currently in a position to let change happen. The city manager needs to help change happen by authorizing implementation of the plan. He also needs to provide support and communication between the police department and the city council. His assistance in identifying potential snail darters, and providing mediation to mitigate the potential effects of these individuals or groups would be beneficial. Finally, a budget needs to be provided for funding the educational program expenses. The city manager is essential to help change happen.

### Human Resources Director: Change Implementer

The human resources director is currently in the position of letting change happen. Support would be solicited for the new educational program as part of the benefits package available to departmental employees. Implementation of higher standards would also require changing the hiring, and promotional standards maintained and enforced by human resources. The human resources director is essential to help change happen.

### Chief of Police: Change Strategist

The chief of police is currently in the position of helping change happen. The chief is responsible for the vision and mission of the police department and needs to make change happen. The chief must believe in the program, and be willing to institute higher educational standards within the department. The chief must be willing to negotiate with labor groups, provide space and equipment, and support funding for the program. The chief must provide the motivation to get management staff excited about creating a successful program. The chief of police is essential to make change happen.

### Police Management: Change Implementers

Police managers are currently in the position of helping change happen. They must be willing to make change happen. Managers need to be responsible for research and implementation plans. They need to solicit support for the program and to design plans, policies, and procedures. Police managers are essential to make change happen.

### Police Officers Association: Change Recipients

The police officers association is currently in a position to block change from happening. Concerns over educational incentives and how existing employees will be affected by the plan will be the impetus for their objections. The chief of police and the management team needs to work closely with the association to address its concerns prior to implementation so that its position can be moved to letting change happen.

### City Attorney: Change Implementer

The city attorney is currently in a position to let change happen. Drafting new memorandums of understanding with the labor groups and identifying potential issues vulnerable to legal challenges will be required. Through the influence of the chief of police, and the city manager, the city attorney's position can be changed to help change happen. They must help structure the change in a manner that avoids liability or legal challenges. The city attorney is essential in helping change happen.

### Community: Change Recipients

The community is currently in a position to let change happen. During the course of development and implementation, care needs to be taken to ensure the position of the community does not slip towards blocking change. For instance, costs associated with providing this program may be scrutinized by the public especially during an economic downturn. To minimize potential interference identifying those who may have an interest or concern in the program is important for addressing issues early in the process. Support for the program can be bolstered through presentations at service clubs, community meetings, and

public information mediums. Managing the perceptions portrayed by the media will play a major role in how the plan is perceived by the community. Change implementers need to work with the media to provide fair and accurate representations of the new plan.

### Special Interest Groups: Change Recipients

Special interest groups are currently in a position to block change from happening. Some special interest groups are anti-government and anti-police. Perceptions about unfair advantages or disadvantages will be the catalyst for conflict with these groups. These groups need to be identified early in the process. Concerns need to be addressed prior to attempting implementation to avoid snail darters from derailing efforts at time of implementation. It is important that special interest groups be in a position of letting change happen.

### Transition Structure

Once POST announces the availability of accredited course programs, the department needs to take advantage of these programs by increasing the educational requirements for both entry-level candidates, and for officers seeking promotion. The chief of police is the most likely candidate for initiating this process. The chief will need to assign responsibility for a variety of tasks, while simultaneously completing tasks of his own.

### Responsibility Charting

A responsibility chart provides a guide for change implementers to identify the roles and responsibilities of the various stakeholders as described above. It gives a clear, concise, and easy to understand map leading towards the desired change. Table 4.2 provides this map

of responsibility for those involved in creating an educational program within a mid-sized urban police department.

There are five ratings shown in the chart. An R signifies the person or entity has the responsibility, but not necessarily to authority to complete the particular action step. An A signifies the person or entity has the right to vote on, and approve of a particular action step. An S signifies a person or entity that needs to put forth resources to support the particular action step. The I signifies an action step in which the person or entity needs to be kept informed of the process, but consultation prior to action is not necessary. An asterisk signifies a step that is not applicable to the particular person or entity.

Responsibility Chart							
Decisions	Participants						
	City Council	City Manager	Chief of Police	City Attorney	Human Resource Director	Police Mgmt.	Police Officers Assoc.
Develop initial educational plan	I	A	R	A	I	S	I
Identify project manager	I	A	A	I	*	S	I
Conduct liability assessment	*	A	A	R	*	S	*
Present plan to the police association	*	I	R	I	I	S	I
Public outreach	S	R	R	I	I	S	I
Revise plan to address identified issues	I	A	A	A	I	S	I
City Council support and approval	A	R	S	S	S	S	I
Modify human resources requirements	I	A	A	A	R	S	I
Collect statistical data for base line evaluation	I	I	A	*	I	R	I
Implement new policies and procedures	I	I	A	I	I	R	I
Establish budget	A	R	S	*	*	S	*
Identify space, and provide equipment	A	A	A	*	I	R	I
Offer educational programs to employees	I	I	A	*	S	R	I
Implement new standards for recruits	S	S	A	I	S	R	I
Identify future date for evaluation	I	I	A	*	I	R	I
R = Responsibility (not necessarily Authority) A = Approval (right to vote)					S = Support (put resources towards) I = Inform (to be consulted before action)		* = Not Applicable to this item

Table 4.2

The chief will be responsible for meeting with the city manager to discuss implementation strategies including a plan for presentation to the city council. Once a strategy is developed, the city attorney will need to provide legal advice to minimize liability associated with the plan. The chief will also need to meet with his managers, supervisors, and the police officers association to discuss the vision for the plan. A project manager should be appointed, probably one of the police department's managers. Other managers and supervisors will be tasked with creating a structure under which the plan will operate, including the creation of

policy and procedure to address how the plan will be applied. Additionally, studies should be undertaken to provide statistical data relative to the overall performance of the department in several critical areas. This statistical information will be used as a baseline from which to evaluate the plan's effectiveness after implementation.

The city manager will be responsible for assessing the needs, and or reaction of the other labor groups throughout the city, and initiating relevant discussion, or actions. He will also be responsible for presenting the plan to the city council and requesting their support.

The city council, city manager, chief of police and police managers all need to play a role in the community by soliciting input and by identifying those groups of people who may have issues with the plan. Meetings with these groups will be needed to identify and address concerns early in the process. The chief of police will be responsible for identifying and addressing specific issues with the police officers association. Once these issues are identified, the chief and the city manager will re-evaluate the effectiveness of the plan and make modifications as necessary.

Once a final proposal is identified, the city manager will request approval from the city council. If approved, human resources will be responsible for updating the educational requirements for the various positions within the police department. Managers will be responsible for carrying out the implementation, to include budgetary responsibility, scheduling, training, space and equipment needs. Once the infrastructure to support the plan is in place, the educational opportunities should be announced and implemented for those officers interested in availing themselves. Entry-level candidates would be required to meet the new minimum education requirements as part of their academy training.

## Summary

This chapter identified the various stakeholders who are critical in the implementation of programs necessary to enhance the professional standards in a mid-size urban police department. A potential plan to transition these stakeholders to positions necessary for successful implementation of the plan were identified. Finally, a responsibility chart was completed showing critical decision making points in the process and the necessary involvement of the key stakeholders. The next chapter will provide a summary of this project, recommendations for action, and conclusions.

## CHAPTER FIVE

### SUMMARY, RECOMMENDATIONS, AND CONCLUSIONS

#### Summary

Law enforcement officials in California need to continue their pursuit of enhancing professional standards within their departments. This project has examined the possible impacts on a mid-sized urban police department if POST were to become an accredited institution capable of conferring degrees by 2010. Environmental scanning provided a historical perspective of education in law enforcement throughout the twentieth century. This historical perspective offered some support in favor of higher education as a means of realizing enhanced professional standards.

Using the nominal group technique as a futures forecasting tool, trends and events relative to the issue statement were identified that could impact the professional standards of law enforcement in the future. Various strategies were explored, and a favorable future scenario was identified. This scenario involved taking advantage of POST accreditation to enhance the educational standards for both entry-level candidates, and in-service officers wishing to promote. A strategic plan was developed which included identifying key stakeholders, as well as their respective roles and responsibilities necessary for the successful implementation of the plan. A transition management plan identified movement of key stakeholders necessary to reach positions that would support the successful implementation of the plan. Finally, a chart was provided identifying major responsibilities for the transition plan including which stakeholders are responsible for what components.

## Recommendations and Conclusions

All leaders and managers should strive for enhancing the professional standards of law enforcement. Having POST as an accredited institution provides opportunities to further this quest by enhancing educational standards. Increased educational standards are a topic that has been debated for most of the last century. Although studies have contradicted each other regarding the benefits of higher education, when these studies were subjected to scientific scrutiny, a positive correlation between higher professional standards and higher education appears.

If POST instituted mandatory educational requirements on departments, there would likely be opposition that could potentially derail the effort. To help ensure initial success, POST should develop curriculum for associate, baccalaureate, and master's degree programs, and make the implementation of standards the responsibility of individual departments. The department should take advantage of the higher education offered by POST by instituting minimal requirements including an associate degree for entry-level candidates. By providing the opportunity to obtain this education as part of the academy process, department leaders can avoid the potential of negatively impacting certain groups of applicants. Department leaders should also implement higher education requirements for supervisory, management, and executive positions. These requirements can be supported through the department by providing the space, equipment, and materials necessary to participate in educational programs.

The gathering of specific information such as workers compensation claims, sick leave usage, citizens complaints, self-initiated activity, customer surveys, use of force incidents, grievances, and job satisfaction surveys prior to implementation will allow for statistical analysis and evaluation after implementation to determine the effectiveness relative to

professional standards. Many of the concerns voiced in articles over the negative consequences of college-educated police officers centered on the officers' perception of their role within the organizations. These articles questioned the potential for conflict between college-educated officers and non-college educated officers. If college education were the standard for the industry, many of these perceived negative consequences would become moot, as there would no longer be a discrepancy in the educational backgrounds for peace officers.

A potential negative effect from a POST education came from members of the nominal group panel. The panel indicated concern over the possible tendency that POST could provide more technical training, which they defined as training designed to teach specific tasks, as opposed to the traditional college institutions which focus more on analytical and problem solving skills. If POST subsidized the education for both entry-level and in-service peace officers, the motivation to obtain their education through POST would be significant. The result would be fewer officers seeking their education outside of the POST educational structure. If this trend were to occur, the concern was that officers would have a narrower focus with regards to their education than the current diversity experienced by officers who obtain their education from a multitude of institutions. If the POST educational process became too technical in nature, the concern was that the benefits currently experienced through enhanced analytical and problem-solving skills being realized by college educated officers may decline.

The nominal group panel also noted events related to budgetary crisis prior to the year 2010. Although this project assumes POST is an accredited institution in 2010, it would realistically take POST at least 6 to 8 years to become an accredited institution. Negative

fiscal events would have an effect on this process, and could prevent it from becoming a reality.

The nominal group technique was completed prior to the announcement of the current state budget crisis. This budget crisis has since negatively affected the law enforcement profession and had very dramatic negative results for POST. For example, all POST reimbursement was stopped effective May 1, 2003. Had the current fiscal situation been known at the time of the nominal group process, there would likely have been a significant difference in the responses for the various trends and events.

The complexities of law enforcement are increasing at an unprecedented rate, and it appears this trend will continue into the foreseeable future. At the same time, public scrutiny and expectations for service are increasing. In order to provide the professional law enforcement services expected by communities in the future, steps need to be taken to enhance the ability of our employees to effectively provide these services. Higher education appears to be the answer by providing increased problem solving abilities, reasoning, decision making, and the ability to see how their individual roles integrate into society.

## APPENDIX A

### LIST OF NOMINAL GROUP PARTICIPANTS

- |                      |  |
|----------------------|--|
| Dr. Rene Trujillo    | -Executive Director, South Bay Regional Training Consortium. Former experience as vice president with a community college. |
| Mr. Steve Lewis      | -Senior Consultant, California Commission on POST, Center for Leadership Development.                                      |
| Mr. Gregory Giusiana | -Police Chief, City of Gilroy. Chair of the advisory committee to South Bay Regional Training Consortium.                  |
| Mr. Steve Waggi      | -Training Specialist, California State Parks MOTT Training Center.   |
| Mr. Stan Devlin      | -President, Gilroy Police Officers Association   |
| Mr. Wes Stanford     | -Officer, Gilroy Police Department. Enrolled in bachelor's degree program.   |

## APPEDIX B

### LIST OF TRENDS

1. Pool of potential candidates
2. Legislative mandates for education
3. Costs of post-secondary education
4. Number of early retirements
5. Number of active officers pursuing higher education
6. Financial obligations of the candidate pool
7. Diversity of educational background of candidate pool
8. Diversity of life experience
9. Educational proficiency of high school graduates
10. Number of remedial courses offered by basic academies
11. Mandates for degree content
12. Number of command level officers with advanced degrees
13. Need for foreign language skills
14. Availability of tuition assistance for education
15. Nontraditional forums for adult education
16. Technology used for education
17. Auditing of distance learning
18. Availability of funding
19. Level of emphasis on technical training
20. Public perception of law enforcement
21. Level of law enforcement service
22. Level of candidate screening
23. Competitiveness of public sector compensation
24. Time available to pursue education
25. Mentoring of new recruits
26. Premium pay for degrees and certificates
27. Competition between agencies for employees
28. Number of entry-level officers without college education

## APPENDIX C

### LIST OF EVENTS

1. Legislation prohibiting POST degrees is passed
2. California highway patrol assumes responsibility for all law enforcement in the state
3. Earthquake does \$1 trillion in damage to state infrastructure
4. War requires that the draft be implemented
5. Terrorist attack in SF kills 3000
6. Funding for colleges and universities cut by 33%
7. Investigation of all crimes is centralized in one agency to enhance follow-up coordination
8. Middle East oil embargo results in 40% reduction in oil supply
9. All cities agree to drop college unit requirements for employment
10. Bachelor degree required for employment
11. Unemployment drops to 4%
12. Law enforcement event with negative implications statewide
13. Federal standards for peace officer training mandated
14. Legislative mandate for 40 hours per year of CPT - not higher education
15. AFL-CIO unionizes all CA law enforcement
16. Hacker shuts down UC distance learning system for one week
17. Revenue losses force layoffs of 5% of LE personnel statewide
18. GED no longer accepted for police applicants
19. Central statewide academy established
20. State public educational institutions at maximum capacity for two years
21. State of CA declares bankruptcy
22. State authorizes private police for public areas
23. Arnold Swartzeneger elected president
24. Governor releases those convicted of nonviolent crimes
25. Federal government reimburses costs for border security

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