

HOW WILL MID-SIZE URBAN LAW ENFORCEMENT
AGENCIES IDENTIFY AND TRAIN EMPLOYEES FOR
LEADERSHIP ROLES BY 2008?

A project presented to the
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Peace Officer Standards and Training

By

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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.

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CHAPTER I

Development of the Issue

Introduction

Leadership development in law enforcement is one of the greatest challenges faced by today's law enforcement organizations. For the past twenty years law enforcement has focused on the importance of leadership and its role within the organization. Leadership has been defined several ways.

In law enforcement organizations, leadership has been described as the ability to influence others, the ability to have a vision of the future, the strength of will to engender confidence in followers and the strength of character to make ethically sound decisions in the interest of the greater good.

Leadership in any field is often hard work. The challenges associated with leadership in law enforcement often are more difficult than in the private sector. Since the law enforcement profession does not measure organizational success by the bottom line, these organizations must be accountable to the public for the costs of the organization and how they are managed. Law enforcement organizations deal mainly with a small percentage of the population who are involved in criminal activity. The public trust of the police is often driven by how well an organization treats this very visible segment of the population.

Law enforcement leadership's effectiveness is judged by the behavior of police employees. As the current generation of leaders begin to leave the field, the transition of leadership to the next generation is experiencing gaps. These gaps include a decrease in the number of personnel interested in assuming leadership roles and shortages in the training and qualifications needed to lead a modern police organization.

The old method of attracting and selecting police leaders at all levels seems to be breaking down. The future of police leadership may be demanding a new model for the new generation. This research will explore the need for a new model and will identify some action steps to see that the new model comes to fruition and is successful.

Historical Perspective

During the last four years, law enforcement has seen a reduction in the pool of candidates interested in departmental leadership. As qualified leaders have retired or otherwise left the field, a smaller number of replacements have indicated an interest in taking on the role of leader. The leadership void this creates is caused by many factors. Among them is a trend toward earlier retirement of police personnel, differing values in the multi-generational work place, and the treatment of leaders in modern police organizations.

In California, most officers can now retire at age 50 and collect from eighty-five to ninety percent of the salary of their single highest year. A large number of senior employees have become eligible to retire and have left or are about to leave the profession. Management units, where many of the most senior employees work, are hardest hit by this dynamic. As experienced personnel leave the pool of knowledge and experience shrinks. Along with the flight of the technical knowledge, law enforcement has become a multi-generational work place. In the past twenty years, the baby boomer generation had shared the work place with a few “veterans.” Now, three generations with distinctly different values all work together. In the wings, waiting to replace the rapidly retiring baby boomer generation are Generation X and generation Y employees. Each of these generations has different values that they bring into the workplace.

The values of Generation X and generation Y employees are also significantly different from those of the baby boomers.

Presently the law enforcement view of good leadership comes from government and private industry. Law enforcement leadership models have been based on ideas put forth by Kenneth Blanchard, Stephen Covey and Oren Harari in books such as “The One Minute Manager,”¹ “Seven Habits of Highly Effective People,”² and “The Leadership Secrets of Colin Powell.”³ These authors have led the way in shaping how law enforcement managers have been recruited and taught to lead organizations.

In many police organizations, a culture exists to identify and train individuals to be promoted to leadership roles. In that culture, special assignments are the instrument utilized for future leadership. Special assignments are defined as those assignments outside of, or collateral to, patrol duty.⁴ They include assignments as investigators, field training officers, special weapons and tactics officers and a variety of others. In the past, these assignments were places where police employees were often challenged the most. New skill sets needed to be mastered and employees often had to work outside of their comfort zone.

Many officers sought these assignments. Applicants were officers who were interested in career advancement; some were looking for a change of pace from patrol. If an employee performed well in a special assignment, the opportunity was there for more training and other special assignments. Over time, a “bubbling up” of employees who had been successful at different special assignments, for different reasons, resulted. Top candidates emerged to vie for supervisory positions.

As senior line personnel and management leave the industry with more frequency, the time allotted for the new officers’ individual development is compressed. There is a perception

among many law enforcement agencies in California that the work force has grown younger in experience over the last five years. Agencies have struggled to attract and develop competent employees. Very little focus has been placed on the development of new leaders or on models that differ from the bubbling up process. There is some reluctance to change the culture that produced the current leaders in the industry. But with each evolving scandal, Rodney King,⁵ Abner Louima,⁶ Los Angeles Police Department Rampart Division,⁷ the failures of law enforcement continue to be assessed as lack of leadership.

The majority of leaders in formal leadership roles today are baby boomers (those born between 1943 and 1960).⁸ This group, who number about seventy-three million, have values that have shaped current leadership roles. These values include an extreme work ethic that at times can cause strain on personal and family commitments. Baby boomers expect to get ahead and are willing to stick at the task until they do. In his book, "Generations at Work,"⁹ Zemke, notes that the baby boomers' most notable single feature is their ability to arrange their lives to benefit themselves and to keep themselves in power. The incompatibility between the baby boomer and Generation X values may be one of the biggest gaps in the transition of law enforcement leadership now and in the future.

Generation X (born between 1960 and 1980 and numbering about 70.1 million)¹⁰ has been characterized by very different values. In his book, "Managing Generation X,"¹¹ Tulgan provides a general overview of this group's values including its priority for family and personal time versus work time. Generation X people pursue individual recognition over team recognition. They are, as a group, more educated and more technologically savvy than the baby boomers.

Members of Generation Y (those born between 1980 and 2000 and numbering about 69.7 million)¹² are just now old enough to be entering the work force in law enforcement. Although there is speculation on their values, there is no hard data. Zempke predicts that Generation Y values will most closely resemble those of the veteran generation (those born between 1922 and 1943)¹³ and will be very different from the values of Generation X. At a recent managers conference in Northern California, law enforcement representatives said they are seeing a lack of willingness by Generation X employees to take on special assignments, promotions or the avenues that in the past led an employee to a leadership position. According to Zempke, Generation X employees often cite the drain upon personal time as one of their main reasons for not seeking these different roles within the organization.

Ten years ago, candidates vied fiercely for these openings, now the positions often go begging. To attract the Generation X employee, some special assignments have been changed to include more flexible schedules or additional salary. Generation X employees cite the time and commitment it takes to be proficient in these assignments as well as their lack of flexibility in scheduling, constant call outs or demanding hours, as some of the reasons that so few are willing to volunteer.

According to Human Resources managers in the Bay Area, another reason for the dwindling pool of leadership in law enforcement is the physical and psychological stresses of the work. The job itself continues to be demanding both physically and emotionally. Many organizations have gone to total wellness programs and have seen progress in the area of employee health.¹⁴ Recent actuarial information suggests that peace officers' life expectancy is significantly lower than that of the general population.¹⁵ It is not hard to see why peace officer unions have lobbied for early retirement.

In discussions with several local chiefs, all agreed that leadership in public agencies has become more difficult. Law enforcement has done very little to separate leadership from rank. In the quest to hold public employees accountable, law enforcement has become a dangerous place to be a leader. In conversations in many police organizations it was stated that if an officer held a rank, it was assumed that rank equated to leadership. This assumption travels all the way up to the Chief of Police. The assumption completely ignores the roles that informal leaders play in police organizations, and it places far too much emphasis on the chief as leader. As line officers see chiefs fired for officers' misconduct, it is not surprising that they are not rushing in to take on the job. In California, the average term for a police executive is three to five years.¹⁶ This number has continued to shrink and a long career in the same organization has become the exception and not the rule.

According to the California Peace Officer Associate class on "The Role of the Chief," the modern police chief needs to spend a good deal of time consolidating a power base for self-preservation. A chief knows that survival depends upon the support of the city or county manager and local elected officials, the community at large and employees. Loss of support from any of those groups can result in a leadership change. Watching organizations dispose of otherwise good leaders as scapegoats to satisfy the need to prove organizational accountability is a practice that limits those who seek leadership roles.

Statement of the Issue

There is already a movement afoot to change organizations to accommodate the differing values in a multi-generational work place. Will law enforcement attract and train the leaders it needs at all levels over the next five years, and how will this be accomplished? Law

enforcement agencies will have to dramatically increase the pool of employees ready for leadership roles. Generation X employees who have not shown significant interest in the special assignment process need to be prepared to lead. A new way to attract leaders needs to be developed as well as a slowing in the departure of the current leadership group. The next generation of leaders is looking for new inspiration and new models that offer more mentoring and “rotational shadowing,”¹⁷ which is a learning environment where one learns while on the job with a series of different coaches and a variety of opportunities. This new model of leadership may evolve away from the paramilitary style of the past. It may become a partnership where leadership is shared by a greater number of persons and leadership skills are fundamental to all employees.

How will mid-size urban law enforcement agencies identify and train employees for leadership roles in the future. In the next chapter a future forecasting method is discussed. Identification of trends and events and their impacts help identify positive futures and allow for planning by organizations.

CHAPTER II

Forecasting the Future

To be able to change the way leaders are identified and trained in the future, it is necessary to look at the trends and events that are most likely to impact this issue. By identifying these trends and events, the most favorable projected outcomes may be identified. The past has shaped where police agencies are now; the future holds the key to where they could be. The primary method used in this project to assess these factors was the Nominal Group Technique (NGT).

Nominal Group Technique

The NGT brings a group of people together who have a wide range of perspectives and varying experiences. This group is tasked to identify trends and events that will impact the issue in the future. Because of the varying perspectives, the finished product will have more depth of scope than if all participants were of the same mindset.

It is necessary to assure that all points of view are represented. The NGT is an ideal format to allow panel members to present and discuss their ideas. The information that was developed by the panel was crucial in the development of future scenarios related to the issue of identifying and training leaders in police organizations. The panel members are identified in Appendix A and included:

- A retired City Manager
- A police lieutenant from a medium size department
- A personnel specialist from a medium-sized city
- An organizational specialist with a private practice

- A police officer who is a member of Generation X
- An employee of California Commission on Police Officer Standards and Training
- A school district psychologist
- A colonel with the California National Guard

Prior to the actual NGT process, the issue statement and an explanation of how the process worked was sent to each panel member. Some background information about the issue was also provided.

Development of Trends

A trend was defined for the panel as a series of events that could be measured over time. The panel identified forty-nine trends that may impact how law enforcement will identify and train future leaders. The full list of trends can be found in Appendix B. The panel then had a discussion that clarified the trends. Each trend was developed as it applied to the issue and its merits were discussed. After debate and discussion, the panel voted to narrow the list down to the nine most significant trends. The panel then assessed the value of each trend on the issue for three different time periods: five years ago, five years from now and ten years from now. The panel was instructed to place a value on each trend for their level of concern as to how that trend would impact the issue. Table 2.1 shows the nine most significant trends, their values for each time period, and the level of concern that the panelists had about each trend as it related to the overall issue. The table lists the median values for each trend based upon the total scores.

Summary Trend Table

Trend Description	Trend#	-5 Years	Today	+5 Years	+10 Years	Concern
Number of officers with similar values to Generation X values.	1	88	100	119	136	9
Level of resistance to change	2	106	100	102	102	8
Level of diversity in law enforcement organizations.	3	86	100	122	141	8
Level of discipline in lieu of informal corrections	4	81	100	111	122	7
Desire for individual recognition	5	79	100	126	154	7
Importance of special assignments	6	114	100	96	92	7
Level of information sharing by police organizations	7	82	100	124	151	9
Fiscal commitment toward leadership training	8	112	100	82	71	9
Level of urbanization in suburban areas	9	79	100	132.	163	6

Table 2.1

Summary Trend Table

Analysis of Trends

The panel discussed the trends and the impacts they will have on the identification and training of leaders in law enforcement by 2008. Some trends were universally agreed upon; others produced differences of opinion. Each trend is summarized to provide insight into the scoring of the summary trend table.

Trend1: Officers with similar values who are categorized as Generation X.

Generation X consists of people who were born between 1960 and 1980. They currently range in age from twenty-three to forty-three years old. The panel felt that the number of people in this category was the most significant trend in shaping how leaders will be identified and trained in the future. The values of this group are significantly different than the current group in leadership in law enforcement. There was discussion and widespread agreement that members

of Generation X, had general values which included, desire to spend more time with friends and family than at work, lack of patience for advancement, a strong family commitment, a sense of individual identity rather than group identity. The lone Generation X panel member did not dissent to this characterization, but did caution that not all Generation X members shared the same values. He also questioned if those who went into law enforcement tended to be more traditional Generation X members than the total Generation X population. The majority of the panel felt that Generation X values were contributing to the shrinking talent pool of future leaders in law enforcement.

Trend 2: Levels of resistance to change.

The panel identified law enforcement as a career where change of any type was routinely disliked. Even change for the better was identified with suspicion and anxiety. There was agreement panel-wide, including the Generation X panelist, that change was a cause of stress, and that the changes one had to endure to become a leader may be so uncomfortable as to dissuade employees from getting into a leadership role. There was some discussion that centered on more than a resistance to change. A single panelist spoke of situations where there was a defiance of change. In this situation, not only do employees resist change, but also they actively encourage others in the organization to do so.

Trend 3: Level of diversity in law enforcement organizations.

The panelists felt that this trend would shape the effectiveness of future leaders. There was some sentiment that women were under-represented in leadership roles in law enforcement. The panelists who work within law enforcement felt that the logical continuation of community policing was a police department whose make-up reflected the community. If that goal were realized, then the leadership positions would begin to also reflect the community. Some

discussion then centered on the fact that being sensitive to issues of diversity and ethnic groups needs within a community will continue to be a leadership trait in the future.

Trend 4: Level of discipline in lieu of informal corrections.

The panel debate on this trend was particularly interesting. For the last several years, law enforcement has emphasized accountability, ethics and leadership. Some panel members felt that focusing on these issues has made law enforcement organizations resort quickly to punishment when mistakes are made. The panelists felt that honest mistakes should not be synonymous with lack of accountability. The panel felt that there should be a more open acceptance of honest mistakes and that discipline did not always have to equate to punishment. The Generation X panelist, who was the only line level police employee, felt strongly that honest mistakes were punished with the same severity as major blunders. The entire panel felt that in the future the need to punish employees who made mistakes would continue. The panel differentiated between mistakes of the head and those of the heart. Panelists felt that if mistakes of the head were more easily forgiven, more employees would aspire to leadership roles. The panel also felt that bad judgement or actions that were mistakes of the heart were clear tests of ethical values, and could not be tolerated, future leaders should not make ethical errors. Lastly, the panel discussed law enforcement's culture and how an organization's expectation of competence in all areas fosters the lack of forgiveness for mistakes. The panel concluded that future leaders would have to change the culture of "super-competence" and be more forgiving of mistakes that do not involve an ethical dilemma. There was quite a bit of discussion about police cultures and the importance they place on being competent in every aspect of the job. More than one panelist said that the expectation of employees being competent in all aspects of the job was probably unrealistic. Panelists felt that there were core competencies that all employees must

have, but there was room for a range of skill levels in most other areas. The panelists agreed that there are times when police organizations stifle leadership potential by over-emphasizing competence and being intolerant of mistakes.

Trend 5: Desire for individual recognition.

The panel shared general consensus that this trend was directed to Generation X employees and their emerging roles as future leaders in law enforcement. The trend spoke about the desire of these employees to be recognized and rewarded as individuals, not as members of groups or teams. Some interesting debate occurred between panelists about how this dynamic plays out now and how it may play in the future in regards to the issue of leadership. Some panel members felt that one of the greatest differences between themselves and Generation X employees were the values associated with teams. Current law enforcement leadership is from the baby boomer generation. Teams, their functions and the roles individuals play within the team, are the traditional models in law enforcement organizations built by this generation. This culture permeates current law enforcement and the panel debate highlighted that fact when one panelist stated the cliché, “there is no I in team.” On the other side of the debate, there are the values of the Generation X employees. These values include the need for personal recognition and accomplishment. The panel discussed the perceived reluctance of Generation X employees to become involved in a team and their effect on teams that they do become involved with. It was interesting that the teams that were being used as an example in this discussion were all cross-generational teams, where baby boomers and Generation X employees were put together under the Baby Boomers understanding of what it meant to be part of a team. Some discussion emerged about the functionality of teams that consisted of all Generation X employees. It was generally agreed that teams which consisted of all Generation X employees were equal to or

better at accomplishing goals as cross-generation teams, but that the rules of engagement for what it meant to be part of a team were very different.

Trend 6: Importance of special assignments

The panel discussion around this topic was not particularly deep. The sentiments reflected some issues that had already been discussed. The panel did surface the fact that special assignments are the current method of identifying future leaders. As employees distinguish themselves, they are likely to be given or compete for special assignments. How they perform in those assignments is often a litmus test for leadership. In many law enforcement organizations, the Generation X employee is not particularly interested in these assignments. Often the assignments require more hours at work, less attractive schedules, more team participation. The panel discussed the fact that this did not necessarily mean that Generation X employees were not interested in pursuing leadership opportunities. The panel felt that a new process, other than special assignment involvement, might be needed to identify and train leaders of the future.

Trend 7: Level of information sharing by police organizations.

The panelist who suggested this trend was the personnel division manager. This panelist had extensive background in the private sector. The explanation by the panelist of this trend convinced most of the rest of the panel members of its importance to future leaders. The panel discussion centered on leadership at the chief executive level. It was discussed that in the future, law enforcement organizations will share and warehouse data more like private industry. Discussion of standardized rules and regulations, personnel practices and information on problem-solving and decision-making models will be shared by organizations. The resources for the chief executive of the future will be far greater than they currently are. Instruments used to identify leadership potential currently exist but are not used extensively in law enforcement. As

this and other information-sharing tools become more pervasive, the leaders of the future may be identified through this manner. The panel discussed how this technology has made CEOs in the private sector a much more mobile group. They move between employers fluidly. In the private sector, a CEO is not tied to the competence of what a company does; they are tied to effectively managing the company. If this model becomes accepted in law enforcement, chiefs, captains and even lieutenants would move between organizations. The emphasis on leadership could be based more upon a person's skill as a manager rather than their competence as a police officer. The panel discussion around this trend also linked pay for performance as a probable outcome in the future. At least some panelists thought this sharing of information would cause organizations to compete for those with the best leadership skills and ability.

Trend 8: Fiscal commitment toward leadership training

This trend fueled significant panel discussion. Considering the current fiscal crisis in California, the amount of discussion was not surprising. The panelists discussed the shrinking pool of resources for local and state agencies to develop and train leaders. As fiscal difficulties begin to affect core services, the panel felt that leadership development would be seen as "fluff" and abandoned. The panel felt that if that occurred, the identification and training of leaders in the future would be greatly impacted. The panel discussed more regional training as a possible solution. They also discussed training consortiums as effective tools in fiscally difficult times. The panel felt that organizations could not afford to abandon efforts to identify and train leaders; they must attempt to set aside funds or find other training opportunities for future leaders.

Trend 9: Level of urbanization in suburban areas.

The panel felt that this trend was particularly reflected in California. The panel discussed the perception of what it meant to police the suburbs. The panel also discussed that as California's population grows, the space that separates the suburban and urban areas is rapidly filling in. The panel saw the emerging issues of this change having an impact on future leaders in law enforcement. There was some discussion of how the quality of life in communities will affect the expectations of police leadership. As suburbs become more urban, there may be a rise in crime and social issues that are seen in many large cities. As this affects a citizen's perception of safety, it also changes the demand on law enforcement leaders. The panel discussion included the possibility of an increase in law enforcement applicants to the suburbs as they became more urbanized. The possibility of a faster-paced work environment may attract more applicants. Coupled with the faster pace, the panel saw leadership challenges for future leaders in suburban areas. The panel thought that the future suburban police executive would be facing issues similar to today's urban counterpart.

Development of Events

Once the panel finished the development of trends, it used the same process to develop a list of events that would have an impact on the identification and training of future leaders. An event was defined for the panel as a one-time occurrence that had not yet happened. The panel identified thirty-one events and then discussed the merit of the events as they affected the issue. From that list of events the panel came to consensus on the nine most significant events. The full list of events can be found in Appendix C.

The panel was instructed to identify how many years from now an event could initially occur, and the probability of each event occurring in the next five and ten year periods. The panel was then asked to rate the impact each event would have on the issue. The impact score could range from positive to negative, depending on the perception of how the event would affect the issue. The impact was rated zero to ten with zero being no impact and ten being the greatest impact. Table 2.2 lists the nine events; the year each could first occur; the probability of each occurring; and the impact each would have on the issue. The table lists the median values for each event based upon the total scores.

<i>Summary Events Table</i>					
Event Description	Event #	> Year 0	+5 Years	+10 Years	Concern
Negative economy causes 10% budget reduction that causes local job cuts	1	1	76	76	-8
Implementation of a tool to accurately assess and increase leadership outcomes	2	2	30	54	7
Large scale negative media event such as an illegal use of force	3	1	94	96	-7
Standardized budget for local law enforcement	4	4	40	61	5
3% at fifty reversed, 2 tier retirement established by state legislation	5	3	21	44	-6
Local agencies regionalize functions such as SWAT	6	3	63	84	6
Draft reinstated	7	3	9	23	-4
Licensing of peace officers	8	4	15	47	4
Direct police mid-management recruitment and hiring	9	2	4	22	1

Table 2.2

Summary Event Table

Analysis of Events

The panel discussed the probability of the events occurring and their affect upon the identification and training of future leaders in law enforcement. As in the previous discussions there were diverse opinions and perspectives shared. The discussion and perspectives on the nine events are summarized below.

Event 1: Statewide negative economy causes a ten-percent budget reduction that causes local job cuts.

This panel saw this event as very probable in the short term. The discussion was around how deep the budget cuts would be and how long they would affect the issue of identifying and developing future law enforcement leaders. The panel felt that the budget crisis that is just now unfolding in California could impact the leadership issue for the next ten years. Some law enforcement agencies around the state have begun reducing personnel. In the event that all agencies would have to do so, the panel felt that the issue of leadership would be negatively impacted as it became pushed to the back of the priority list. As essential services become impacted by reductions in personnel, the focus will turn to the immediate future and away from long-term planning issues. The panel felt that the negative impact on leadership would also be felt through a reluctance of individuals to become chief executives. The already shrinking pool of executive candidates would not get bigger in difficult fiscal times. There was one opinion that the most successful chief executives in the next five to ten years will be those persons who are creative and able to manage using fewer resources.

Event 2: The implementation of a tool to accurately assess and increase leadership outcomes.

The discussion focused on leadership instruments. A leadership instrument was described as a battery of tests that indicate leadership ability. The panel felt that this event could first occur in the next two and one half years. This event was discussed as an opportunity for law enforcement to become more aligned with private industry in its business practices. Tools such as benchmarking and pay for performance incentives are standard in private industry. As law enforcement leadership evolves, the panel felt that the level of expectation of the community could also evolve. This event may be more significant in light of the recent economic difficulties statewide. The panel felt that the identification and use of these types of instruments would increase moderately in the next five to ten years. The panel discussed the community's expectations of police leaders and the role of city and county government in assuring that a police leader has provided a vision for the organization. Beyond providing the vision, the success of future leaders will be measured by instruments that can benchmark the outcome of strategic planning and its effect on the community. At the line level, the panel felt that leadership training for every employee was important. At the supervisory level, the panel agreed that a formal supervisory leadership course of study should be mandatory.

Event 3: Large-scale negative media event, such as an illegal use of force.

The panel was in consensus that this was an event that would occur in the next year and that it would have a negative effect on police leadership when it does. They also felt strongly that the probability of this event occurring would be ninety-four percent in five years and ninety-six percent in ten years. The panel pointed out that recent history has proven this type of event is problematic for police agencies. The discussion was directed mainly toward the chief executive

and the fallout created at that level when a negative media event occurs. There was general consensus that the trickle down effect can be injurious to the entire organization in the eyes of the community. An interesting part of the discussion centered on the use of a negative media event as a leadership litmus test. Future leaders may use past events to construct leadership models that could prevent repeats of some types of these events. As each new event plays across televisions and newspapers, the role of leadership gets more difficult. Even if the chief executive did nothing wrong and denounces the event, the panel felt that bad publicity could be cause for termination. Not every negative media event means the demise of a chief executive. The panel also pointed out how the best leaders use these events to demonstrate their leadership ability. A leader who is decisive, intuitive and responsive to the community will rise to the occasion and the community will respond. There was some discussion about the power balance between the chief executive and city manager. Some panelists felt that the era of strong chiefs of police was a thing of the past. The panel did agree that the degree of risk associated with becoming a chief executive would become greater, and therefore the pool of interested candidates would get smaller in the future.

Event 4: Standardized budget for local law enforcement.

This was discussed as a legislative action that established a budget for local law enforcement. The discussion centered on a budget that could not be touched by legislators and was not tied to the state of California's economy. The panel discussed the possibility of this event occurring and saw it possible about 3 years from now. If the event did occur, the panel felt it would have a positive impact on the identification and training of future leaders. The panel also thought that the event was moderately likely to occur in five years and more so in ten. The panel discussed the stabilizing effect this event would have on law enforcement. Again this

event seemed driven by the current economic situation. Some of the older panel members were able to provide the perspective that law enforcement funding has traditionally waxed and waned with the economy. There was also some discussion about the importance of law enforcement training. Although often seen as fluff, the panel felt that future leaders would only be as good as future law enforcement training. They also felt that the quality of those being led could directly contribute to the success of a future leader. Given the complexity of law enforcement today, the panel felt strongly that a formalized criterion for law enforcement funding would provide organizations with stability and growth regardless of the fiscal situation.

Event 5: Three-percent at fifty retirement is reversed and a two-tier retirement system is established by state legislation.

The panel had different views of this event. There was lively debate and discussion as to whether it would happen at all and if it did occur, whether the impact would be positive or negative on the identification and training of future leaders. It was interesting that the two panelists who thought that the event would have a positive effect on law enforcement leadership both thought that it would occur in five years. Both panelists worked for city government, but neither worked in law enforcement. Both believed that within ten years the three-percent at fifty retirement benefit would be lessened in a way that would cause employees to stay longer to attain the maximum benefit. Some of the other panelists felt that this event would not happen at all. The perspective they shared was that if the event did happen, employees would no longer want to be police officers. Except for the two mentioned panelists, the rest of the panel thought that the impact would be negative and at the highest level of concern. More discussion ensued about this event and its probable shaping. It was stated that if this event did happen, it would probably not result in a taking away of the benefit that current employees now have.

The panel believed that a retirement benefit package could be established that consisted of two tiers. Current employees offered one package and new employees offered an alternative package. There was discussion on what this two-tiered system would do to organizations and the ability of leaders to effectively guide organizations where not all employees were getting similar benefits. Most of the discussion regarded the difficulty in leadership in an organization that had divisions in benefits. Of all events discussed, this one seemed to be the most polarizing one for the panel. In many cities, employees not classified as public safety are trying to attain the early retirement benefit. Since cities and counties pay a set contribution, the cost of this enhanced benefit can become a non-funded liability. As the full impact of this benefit is just now being experienced by law enforcement, concerns in local government regarding its cost are compounded by concerns of its impact on law enforcement leadership. Future law enforcement leaders may have to contend with a workforce that has varying levels of benefits. Although this notion was rejected by the law enforcement panelists, it was pointed out that this phenomenon was standard in private industry. The panel felt that the occurrence of this event and its effect on law enforcement might not be as disastrous as those in law enforcement may believe and could have some positive effects on the size of the leadership pool in the future.

Event 6: Regionalization of more costly functions in law enforcement such as SWAT.

The panel discussion on regionalization and its impact on future leaders in law enforcement was far ranging. The combining of services, training and service delivery is not a new concept in law enforcement. Panelists pointed out that agencies around the nation that have limited resources have combined functions to maximize service and minimize costs. The panel discussed this event as becoming less of an option and more of a necessity. Overall, the panel felt that this event would occur three years from now. Some of the things that could be done

regionally included training, SWAT, investigative assignments and communications. The panel saw a strong increase in the probability of this event five years out and an even stronger increase in its probability ten years from now. The panel theorized that leaders of the future would have to become more comfortable with the sharing of personnel outside their own jurisdiction. The discussion brought up that today's chief executives often resist combining of services or assignments because of the loss of control over their personnel. This may be particularly so in tactical areas such as SWAT teams. One solution that was discussed was the standardization of policy and procedures regionally. The panel felt that in most areas it made good business sense to combine services. The cost would decrease and the efficiency would increase. There was some dissent by a panel member who thought that it would be detrimental to the organization not to maintain separate assignments. This panel member believed that a difficulty associated with regionalization was the loss of information and learning that comes back to an organization. This can occur when members spend significant time away from the department in a remote assignment such as a narcotics task force. The consensus was that the future leader would be living with an organization where there are a myriad of combined task forces, services and training functions. Under this system, leaders would have to work collaboratively to assure that regional policy addressed all of the participating department's needs. Leaders would also have to be adept at leading more fragmented organizations and would have to work harder at communicating with employees who are much harder to bring together than they may be today.

Event 7: Reinstatement of the draft

The panel thought that this event could occur three years from now. They saw a small chance of it happening within five years or ten years. Overall, the panel felt that if the event did occur, it would have a moderate negative effect on the identification and training of future

leaders. The panel was not in consensus on this and some interesting discussion developed about the benefits of hiring police employees who have military experience. One panelist in particular saw the return of the draft as having a maximum positive impact on leadership in law enforcement. The panelist felt that Generation X and Generation Y (born in 1980 and beyond) employees would become better team players after military service. The panelist also felt that military service would significantly shape and change those employees' value structure and experience base. The remaining panelists saw the draft as a negative impact on the issue. They believed that the applicant pool would become even smaller if there was a draft. Some speculation about threat assessment was discussed on a national level. One panelist provided information that projected a threat to the country that would require a draft first occurring in 2009. This information was from a military projection model. Most panelists agreed that global incidents requiring military personnel seemed to be increasing. Leaders of the future may face an even greater challenge attracting candidates to law enforcement if there is a military draft. This may be mitigated by the notion of homeland security. After the terrorist attack on September 11, 2001, there has been a concentrated effort to combine the law enforcement mission with that of the military. The line will continue to blur into the near term. The panel did not discuss the possibility of the military and law enforcement becoming a single entity and sharing resources.

Event 8: Licensing of peace officers

The panel found this an intriguing event. There was quite a bit of discussion on what was meant by licensing. The panelist who offered this said that licensing was defined as a standard proficiency level followed by continued professional development work. The license would need to be renewed periodically and proof of continued development provided.

The license could be revoked for various reasons. Licensing of police employees would be the burden of the individual employee and not the organization. The panel saw this event happening as early as four years from now. They saw a small chance of it happening in five years and a bit greater chance (but still small) in ten years. The panel agreed that this event would have a moderate positive effect on the issue. Future law enforcement leaders could inherit organizations whose employees are licensed much like doctors and lawyers are today. The most interesting part of this discussion was the implication for the future of the California Commission on Peace Officer Standards and Training (POST). The implication is that, in the future, POST may have a much different role than it has today. Instead of regulating and providing training for police organizations as it does now, POST could become a licensing and standards review board. In that capacity, POST would focus on compliance with licensing requirements and would get out of the business of actually developing training curriculum and putting on training classes. As with other licensing agencies, POST could establish review boards to assure license compliance, and, in the future, could be involved in determining who is employable as a peace officer. Leaders of the future would have to contend with this significant shift in qualification and training of personnel.

Event 9: Direct police mid-management recruitment and hiring

This event was explained as the formation of a pool of managers who could be shared among agencies. The panel did not reach consensus on this event. A large portion of the panel did not think this event would happen at all. The event was described as a military two-tiered model of training leaders. There could be a commissioned officers rank, this would consist of lieutenants and above, and a non-commissioned rank, which would consist of sergeants and below. In the military model, commissioned officers are on the leadership track.

They are sent to specialized schools where leadership ability is taught and developed. Those personnel who are non-commissioned cannot get into the commissioned officer track. Once a commissioned officer is trained, they progress to various assignments. The interesting discussion on this model surrounded the concept of the leader needing line level competencies to be accepted and followed. The military model does not assume that the commissioned officer ever had to be in a battle to be able to lead troops in one. The police model is the opposite. Several panel members said they could not imagine following a leader who was never a police officer. The discussion continued about the differences between managers and leaders and the value to a leader of having done a job oneself to appreciate the employees' perspective. The Generation X panel member opined, that if there were a diminished chance of rising through the ranks for promotion, many employees his own age would not stay in police work. This event was seen by most of the panel as a bit radical. The idea was supported as a way to increase the leadership pool in law enforcement. Leaders of the future may be identified early in their careers and sent to specialized training classes to develop and enhance their leadership potential. Leaders of the future may also become more transient at mid-management levels. The pool of leadership in the future may be such that mid-managers could move between agencies regularly, accomplishing specific tasks and then moving on. Lastly, the leader of the future may be trained and identified as a leader without ever having actually been a police officer. Although this notion was not widely accepted by the panel, they did admit that the idea might have merit.

Cross Impact Analysis

After the panel finished the events portion of the NGT, a group of four panel members performed a cross impact analysis. The analysis determines the impact of each event on each

trend. The value of the impact was scored from one to five, with one being a minor impact and five being a major impact. The impact was also rated as a plus or minus depending on whether the trend was affected positively or negatively by the event. If the event had no impact on the trend, it was valued at zero. The table lists the median values for the total scores.

Table 2.3 provides the detailed evaluation of how each event impacts each trend. Part of shaping the future through use of the NGT includes the influencing of the most positive events and discouragement of the negative events to achieve the best future. By examining the relationship between trends and events, one has a better chance of anticipating the most desired future and avoiding the least desirable outcomes. Although there were no events that had a negative impact on all trends, there were several which were negative overall.

	Trend 1	Trend 2	Trend 3	Trend 4	Trend 5	Trend 6	Trend 7	Trend 8	Trend 9
Event 1	0	-2	0	3	0	3	4	-5	0
Event 2	0	3	2	2	2	0	4	2	0
Event 3	0	3	-5	-5	0	-5	2	2	0
Event 4	0	0	0	-1	0	2	5	4	0
Event 5	0	-3	0	0	0	-2	0	4	0
Event 6	0	4	0	2	2	4	4	4	2
Event 7	3	2	-5	0	2	3	4	-4	-3
Event 8	0	-3	0	-2	3	3	0	2	0
Event 9	0	-2	0	-2	-2	0	3	-3	0

Table 2.3

Cross Impact Analysis Table

Legend

Events

1. Negative economy causes 10% budget reduction that causes local job cuts.
2. Implementation of a tool to accurately assess leadership outcomes.
3. Large scale negative media event such as an illegal use of force.
4. Standardized state budget for local law enforcement.
5. 3% at fifty reversed, 2-tier retirement system established by the state legislature.
6. Local agencies regionalize functions such as SWAT.
7. Draft reinstated.
8. Licensing of peace officers.
9. Direct police mid-management recruitment and hiring.

Trends

1. Number of officers with similar values to Generation X values.
2. Level of resistance to change.
3. Level of diversity in law enforcement organizations.
4. Level of discipline in lieu of informal corrections.
5. Desire for individual recognition.
6. Importance of special assignments
7. Level of information sharing by law enforcement agencies.
8. Fiscal commitment toward leadership training.
9. Level of urbanization in suburban areas.

The events which appeared to have the most negative impact on trends were event number three, a negative large scale media event; event number seven, reinstatement of the draft; event number nine, direct police mid-management recruitment and hiring. The panel felt that negative large scale media events would have no effect on the number of officers with Generation X values, individual identity versus group identity or suburban areas becoming more suburbanized. The panel's perceptions were that a large negative media event, such as an illegal use of force, would greatly affect police leadership at the chief executive level. They felt that not only do these types of events cause the public to distrust the police but that they also alter the community's demographics in a negative way. The panel felt that if segments of the community felt that they were treated unfairly by the police, they would not choose to continue to live in that community. The panel also discussed the deterioration of police employees' self-esteem after a negative media event. The panel expressed this as a maximum negative score on trend number six, the prestige associated with special assignments. The panel also felt that a large-scale negative media event would greatly affect trend four, accountability versus allowing for honest mistakes. The panel felt strongly that constituents who no longer trust their police department, would not forgive honest mistakes, and would see attempts to portray mistakes as honest, as a cover-up. Most panelists felt strongly that large-scale negative media events are one of the main reasons why chief executives lose their jobs. There was some agreement that if a chief executive handled the event well, a police agency could survive it, but even well handled events often resulted in the dismissal of the chief executive.

The panel thought that the reinstatement of the draft could have negative impacts that tended to outweigh some positive ones. The panel felt that the draft would have no impact on the level of discipline in lieu of informal corrections (trend four). Panelists felt that a

reinstatement of the draft might result in a change in urban populations. There was some sentiment regarding the economically disadvantaged, being drafted in higher numbers.

The panel reasoned that reinstatement of the draft would have a strong negative impact on the fiscal commitment toward leadership training (trend eight). The panel felt that if the country needed to reinstate that draft, the country would possibly be at war. They extrapolated that if the country were at war, there would be little focus on law enforcement leadership and even less funding. Lastly, the panel felt that a moderate negative effect would occur on trend nine, the suburban areas becoming more urbanized, if the draft was reinstated. In the past, suburban areas have seen an influx of military personnel when they return after a war. The panel felt that there was a possibility of this occurring in the future and that if it occurred it would be a negative event.

Direct police mid-management recruitment and hiring was an event that panelists had varying opinions on. Panelists felt that this event would have no impact on the number of officers with Generation X values; level of diversity in law enforcement organizations; importance of special assignments and levels of urbanization in suburban areas.. The panel felt that there would be a moderate positive impact on the level of information sharing by law enforcement agencies, and a moderate negative impact on fiscal commitment toward leadership training. Panel members felt that there would be a moderate negative impact on the level of discipline in lieu of informal corrections as well as a desire for individual recognition. The panel was not in consensus on this event and its impact on the trends. Some panelists saw this event as a real solution for identifying and training future leaders. At the other end of the spectrum, there were panelists who felt that if this event occurred, it would be a disaster for police leadership in the future.

Events that tended to have overall positive outcomes included event two, implementation of a tool to accurately assess leadership outcomes and event six, local agencies regionalize more costly functions such as SWAT. The panel felt that both of these events would have positive outcome on most, if not all, trends listed. The concept of line level leadership training for all employees was also discussed. There was an interesting dialogue about the value of leadership by each employee. It was stated that if every law enforcement officer felt that doing “what was right” was their individual responsibility, there would be far fewer negative media events. The remaining events (negative economy causes a ten-percent budget reduction, which causes local job cuts; standardized state budget for local law enforcement and the licensing of peace officers) had mixed impacts. It was interesting that the only event that the panel thought would impact trend one, number of officer with values similar to Generation X values, was the reinstatement of the military draft. The panel felt that all other events had no effect on this trend.

Three scenarios were developed utilizing some of the events and trends from the NGT. The scenarios outline a positive future, a negative future and a future with little change. The scenarios provide a glimpse at possible alternative futures. They also highlight the need to influence the most positive future scenario.

Optimistic Scenario

As the sun rose that fine spring morning, it highlighted the stream of traffic in that poured into Anytown. It was the year 2006 and Lieutenant Smith thought to himself that he had never seen this much traffic in his life. He had recently transferred to the Anytown Police Department from the consolidated management pool. Smith had been identified early as having leadership potential. Soon after graduating from college, he had applied to the police department near his

hometown. Smith had a knack for police work. He soon had developed a reputation as being competent and efficient. He treated others well and seemed very poised for his tenure. Early on, his small department had begun leadership training for every employee. Everyone in the department knew that leadership was the responsibility of all employees.

After two years on the police department, Smith took the test for formal leadership development. At the time he was really not interested in promotion, but he understood that if he passed on the opportunity to take the exam, he would be far behind the others if he decided to change his mind in the future.

Smith recalled spending a long Saturday in a regional training center taking a battery of tests that were designed to identify and assess leadership ability. There were psychological exams, role play exercises, and other instruments developed in private industry and the military which were now being used by law enforcement to identify leadership ability.

Smith had been pleased and a bit surprised to find that he had scored quite high in the assessment. The next step was Smith's enrollment in a two-year leadership course. The course was also held at the regional training center. Years ago, law enforcement had consolidated all training into regional centers across the state. Now these centers were the hub of leadership training for all law enforcement in the state. The establishment of regional training centers, consolidated training and the two-year leadership course had come about after the passing of some landmark legislation. When the Commission on Peace Officers Standards and Training was disbanded due to budget cuts, it spurred the passage of legislation that guaranteed law enforcement funding for training regardless of the state of the economy. With a stable funding source, POST was able to influence the establishment of regional training centers and the

leadership development course that was modeled along the lines of military classes at West Point. POST eventually got out of the business of training and began licensing police officers.

As in the military, a leadership development track was established. If officers were interested, they could be tested with the latest leadership identification instruments and if they had the potential, they were admitted to the two-year leadership training. After completion of the training, the officers could be assigned anywhere in the state at the rank of lieutenant or above.

So on this day, Smith found himself at his first assignment in Anytown. It was the biggest city he had ever seen. The problems of policing this city would be unique, but the tenets of leadership that he had learned would apply here just as they had in smaller jurisdictions. Based on his training, his ethics and abilities, Smith was confident he would succeed in Anytown. He was anxious to get started.

Pessimistic Scenario

It was a cold afternoon with driving rain and slick streets that were clogged with traffic in Anytown, California. It was the year 2006 and the Chief of Police surveyed the somber scene from his office on the third floor of City Hall. How had it all gone so wrong he asked himself? The chief was forty-seven years old and had once prided himself on his youthful appearance. Now he had bags under his eyes that were big enough to hold a week's worth of groceries. His hair was falling out fast and what was left was snow white. He had not been to the gym in months, so his body was soft and flabby, and his belly hung ponderously over his belt. All this in just twelve months time.

The chief knew what had caused his problems, and he kicked himself for not seeing the fall out earlier. It all started about two years ago when the government reinstated the military draft. At first, there were no noticeable changes in the applicant pools at police agencies. Then the number of applicants began shrinking rapidly until, finally, they became almost non-existent.

To make things worse, the economic downturn that had begun in earnest in 2003 took hold with a vengeance in 2005. The state had no money to balance its budget and began a series of take backs from cities and counties, which resulted in a ten-percent lay-off rate to law enforcement statewide. As agencies began trimming essential services and personnel, the fall-out was enormous. The communities that had supported the police began to turn against them. Shortsighted administrators began scrapping community services and then were surprised when the community no longer supported their departments.

When three Anytown police officers were indicted for brutality against Hispanic community members, fabricating police reports and committing perjury during trials, it was hardly surprising that the community was clamoring for removal of the Chief of Police. The media scrutiny was relentless and dragged on over several months.

Meanwhile the state Commission on Peace Officer Standards and Training, the main source of police training, had not been funded. All police training reimbursement funds stopped. Chiefs of police could not get over their differences and did not consolidate training needs regionally. Police training statewide came to a standstill. The Governor also raided the sales tax fund, the vehicle license tax fund and the Public Employees Retirement System.

Eager to stop the exodus of the current talent pool in police work, a newly elected House and Senate, passed reverse retirement legislation which resulted in public safety employees having to work longer before being eligible for retirement. The net result was that applicants

became few and far between, and the existing qualified officers left the profession in droves. The employees whose retirements were protected continued to leave law enforcement and there was no one in the wings to replace them.

The city manager had given the chief the bad news that his popularity and support rate was falling faster than the barometer before a storm. On this gray day, the chief was about to go see the city manager with resignation in hand.

Normative Scenario

It was the beginning of another hot humid day in Anytown. The year was 2006. The city sweltered through its eighth day of one-hundred-degree heat and the humidity hovered at ninety percent. Chief Fannuci was preparing to go to a staff meeting. Fannuci had been on the job for about eight months and was hoping to see his intensive labors bear fruit. When Fannuci came to Anytown, the department was in a leadership crisis. The crisis was being fueled by a weak economy, the values of the current pool of prospective supervisors and a lack of vision by the last chief of police.

Fannuci began early on, working with the other chiefs in the county to form consortiums for many shared functions, particularly in the area of training. He hoped that if the agencies pooled their resources to train line employees and began putting on leadership training for both formal and informal leaders within their police departments, he would see a positive change.

Fannuci was unsure how to develop a leadership training program directed at Generation X and Y employees. He was also unsure if there would be enough interest. The chief had mixed feelings about the old method of leader identification. The special assignments that had surfaced the leaders of the past no longer interested the new employee. Fannuci contemplated changing

the department to a more generalist approach and doing away with several specialist functions. He knew there would be resistance if he moved the department to a place where all employees received specialist training as part of routine patrol training. Everything he had learned about Generation X indicated that they enjoyed the individual recognition this approach provided and responded well to leadership challenges. But he also knew that the Police Officer Association would fight him every inch of the way.

Fannuci spent quite a bit of time talking about his vision of what type of police department Anytown should be. The staff and supervisors knew exactly what Fannuci's vision was and what processes and behaviors would accomplish the goal. Most importantly, Fannuci recognized that if he did not communicate a vision to the officers in his department, his critics would. Unfortunately, Fannuci was seen as the only leader within the police department. The stakes were high, and success was not assured. Fannuci did not have critical mass for an action plan, but he felt that the organization was almost ready for the change.

Fannuci spent considerable time and effort influencing the various stakeholders who would be critical to moving the department towards acceptance of the changes he was hoping to accomplish. He spent quite a bit of time with the Police Officer Association leadership whom he knew would not support the changes. Fannuci knew that he did not have to make everyone a supporter at every level, he just needed to eliminate active opposition to the changes. His vision was based on the tenet that leadership equated to doing the right thing and accepting responsibility for areas larger than oneself. When this idea caught on, Fannuci knew he would hit the turning point. The economy would not get better for some time. Fannuci knew that finding good people to fill job vacancies would continue to be a challenge. But at least with a

vision and a plan, Fannuci felt he had a chance. And for now, there was plenty of work to do getting the organization ready to change when critical mass was reached.

The three scenarios are all possible futures based upon the events and trends that were surfaced by the nominal group technique panel. In any organization, leadership plays a role determining which of the various futures will become reality. One of the roles of leadership is to formulate a strategic plan to assure that the most desired future is encouraged and nurtured to occur. In the next chapter, a strategic plan is outlined to guide law enforcement organizations in the process of attracting and training leaders of the future.

CHAPTER III

Strategic Plan

In chapter II, the nominal group technique surfaced trends and events that had alternative futures. If the optimistic scenario is the best possible future, a strategic plan must be developed to help organizations assess their current state of readiness so that they can move to that desired future. The plan will identify how the organization can best implement the difficult job of attracting and training future leaders in law enforcement. The goal of this plan will be the development of leadership courses for all employees as part of standardized training.

The main components of a strategic plan are used to assess the internal strengths and weaknesses of an organization, as well as the external threats and opportunities. Stakeholders are identified and a framework is developed that will help move the organization toward the desired future. For the purpose of this study, the Walnut Creek Police Department will be used as a model.

Overview of Walnut Creek

The City of Walnut Creek California is located in central Contra Costa County and has a population of 65,000. It is a quiet suburban city with many residents working in San Francisco, Oakland and Silicon Valley. The majority of the work force is white collar. The demographics show that the city is approximately ninety percent Caucasian.

In the last ten years, Walnut Creek has become the hub of Contra Costa County offering upscale retail, restaurants and a regional arts theatre. The downtown ambiance attracts residents from the greater San Francisco Bay area. The city is easily accessed by two major freeways and has a Bay Area Rapid Transit Station near the city center.

Because of the successes of the retail endeavors, the city has an enviable tax base that has allowed for financial stability. The city has used its assets to fund several capital improvement projects for the community's use. Within city government, attractive wages and benefits have helped retain employees for the long term. There is very little political turmoil and no significant special interest groups.

The police department has a good reputation in the community. There is an expectation from the community for a high level of service, and that expectation is usually fulfilled. Community Oriented Policing, practiced for years, was formalized and a specialized team has been implemented in the last five years. This team has had good success in defining what community oriented policing should look like in an upscale city and is beginning to be accepted as part of the organizational culture. The city is blessed with a low crime rate and an educated population, with over seventy-five percent of the people over the age of eighteen having some attendance in college.¹⁸

The police department has eighty sworn and approximately forty civilian employees and has a long history of stability with sound leadership and a low turnover rate. Citizen surveys that are done roughly every third year indicate over an eighty-percent endorsement rate of the police department and the services it provides. Police leadership is also stable with only three police chiefs serving in the last thirty years.

In the last five years, several dynamics within the police organization have changed. Rapid turnover has occurred in both line level and management positions. This has been mostly driven by retirements. In the past, Walnut Creek hired mostly academy level officers and few laterals. Many of the newly hired officers now are laterals from other agencies. Generation X employees now outnumber the baby boomer employees, and there are value clashes between the

two groups. Most notably, the supervisors group is almost evenly split between Generation X and baby boomer members. The last five years have also seen tumultuous labor issues. The Police Officer Association has become more activist oriented, and labor issues have been more contentious. Due partly to the rapid turnover and partly by the divisions caused by labor issues, the department has not been able to recruit a large pool of potential formal leaders and has struggled to find effective informal leaders.

Organizational Analysis

The WOTS-UP model was used to analyze the Walnut Creek Police Department's internal weaknesses and strengths relative to the organization's development of leadership classes for all employees. The same model was used to analyze the external opportunities and threats that the organization deals with while it attempts to implement this change. This analysis is the beginning step in the strategic plan to increase the pool of potential leaders in the police department. As seen in chapter II, there are many alternate futures surrounding this issue. A strategic plan is essential to implementation of the most desired future.

Internal Weaknesses

- The differing values between baby boomers, Generation X and Y employees. The three groups see the meaning of leadership and how it is demonstrated differently.
- The growing unionization of police employees. As labor negotiations become more volatile, the gap between line officers and supervisors widens. This in turn makes leadership a so-called supervisory duty and fosters the mindset that "someone else" is responsible for it.
- The paramilitary structure of police organizations. This structure places high emphasis on rank and equates it with leadership, thus discouraging informal leadership.

- Over-emphasis on the chief of police as the leader. Employees take no ownership of the organization's future; it's the chief's job, not theirs.
- The organization's culture makes it difficult for employees to exercise leadership without confrontation among peers.
- Leadership can be hard work. It may demand extra time and will always cause ethical dilemmas.
- There are a limited number of promotional opportunities, and failure to promote is often seen as a personal failure. Often being an informal leader is not seen as an accomplishment.

External Opportunities

- The Police Department has the trust and confidence of the community. This may be the best barometer of effective leadership in Walnut Creek.
- The city continues to be financially stable, even during California's current budgetary problems. This ensures that funds will continue to be available for salaries that will attract qualified candidates as well as for training employees for leadership positions.
- The police department has an excellent reputation with surrounding police agencies.
- The police department has a good reputation with the local media and is represented fairly in articles and on the television.
- The police department has effective working relationships with several institutions of higher education throughout the county.

External Threats

- The state's economy continues to weaken and damages the city's ability to attract quality leadership candidates.
- The state has curtailed law enforcement training reimbursement funds.

- Future changes in the positions of chief of police and city manager are eminent and may affect the way the organization is run and how leaders are developed.
- Other fields and organizations with higher salaries and better benefits may cause the current police department leadership to leave.

Internal Strengths

- The organization has competitive salary and benefits as well as an attractive setting to work in.
- The organization has a highly educated and committed work force.
- There is a long-standing tradition of organizational excellence and the desire to create leadership opportunities.
- There is a desire by the staff to have an open police department where the community is comfortable with the department's effectiveness as well as a strong desire for accountability.
- There is a willingness to take a long-term approach to problem solving and to invest in leadership development at all levels.
- The organization has a history of being on the cutting edge of change.
- There is overwhelming community support for the police department and its members.
- There is strong support from city government for leadership training in the police department.
- The organization has a current chief of police who values leadership development.

Identification of Stakeholders

It is important to identify the stakeholders and analyze their positions on development of leadership courses for all employees as part of standardized training in Walnut Creek.

Stakeholders are those who are impacted by this issue. They can be either individuals or groups.

By analyzing who the stakeholders are, as well as their points of view, the organization has a better chance of success when shaping its future.

Police employees

- Want effective leadership that moves the organization forward
- Want new ways of developing and training leaders
- Want the community to recognize the extra effort that leadership requires
- Want to be compensated for leadership skills
- Want leaders who are accountable and ethical

Community

- Expects leadership and vision at the top ranks of the police department
- Wants the department to be accountable to the public
- Wants a high service level
- Wants seamless leadership transitions at all levels of the police department
- Wants to have a voice in policing priorities

Police Officer Association

- Sees leadership development as a management perk
- Wants educational funds spent on line officer development
- Finds political power in leadership voids
- Has many informal leaders in positions of power
- Shapes the dialogue and drives the culture of the organization as viewed by line officers
- Sees promotion as “going to the other side”
- Becomes stronger when there is discontent and problematic issues

City Council and City Manager

- The council and manager want strong leadership in the police department at all levels.
- The council and manager want to keep the quality of service high and are willing to pay to do so.
- The council and manager know that the community's attitude towards the police department affects all other city departments.
- The City Manager knows that continued employment may be connected to the police department's success.
- The city council authorizes one-third of the city's overall budget for the police department.
- The city council and manager expect the police department to assist other city departments in attracting and training leaders.
- The city manager expects the chief to be a leader among the city executive team.

Chief and Police Management Group

- The group wants to develop replacements for current leaders.
- They want to ensure the smooth transition of leadership as existing leaders retire.
- The group wants more informal leaders who create a culture of doing what is right
- The chief of police wants less emphasis on the chief's role as leader and more emphasis on every employee's role as leader.
- The staff want increased leadership roles as they grow in their positions
- The first line supervisors' group is under aware of their influence on those who work for them and their role as both formal and informal leaders.

The Business Community

- Wants leadership stability to assure a safe atmosphere in which to do business.

- Wants a service-oriented police department that is good for business.
- Wants a continued low crime rate.
- Wants a balance between enforcement and discretion used by police.
- Wants seamless leadership transition at the chief of police and city manager positions

Identification of Snail darters

A snail darter is term used to define an unseen or unconsidered issue that may arise and derail a strategic plan. Identifying these issues in advance is as important as identifying the key stakeholders. Snail darters take many forms and could be individuals or groups. They could be inside or out of an organization. A snaildarter could be an event whose one-time occurrence causes chaos. By definition, snail darters are difficult to identify. If their existence is considered in advance, their impact on the strategic plan can be calculated and steps can be taken to address their concerns.

Police Officer Association Leadership

- This group finds leadership development as a means of weakening their influence on line employees.
- Wants most leadership responsibility to rest with the chief.
- Wants to be compensated for leadership efforts.
- The group finds that voids in leadership increase their power base

Politicians

- May form allegiances with Police Officer Associations to get elected
- May allow for the politicization of the police department

- May be influenced to meddle in the daily running of the police organization and undermine the current leadership
- May have political agendas that supersede the organizations greater good.

Strategies

Based on the analysis of the events and trends surfaced by the nominal group technique, the development of scenarios and the organizational evaluation, there are a number of future strategies that could shape the outcome of how leaders are attracted to and trained at the police department. The leadership could chose to stay with the current methods of leadership recruitment and training. This strategy is a gamble at best. It is not known for certain whether the Generation X employee will become more interested in leadership roles in the future or whether those roles will have to look significantly different before interest surfaces.

Another option would be to try to extend the service time of those Baby Boomers who are currently in leadership positions. This is a short-term solution, but one that would certainly suit the Baby Boomers. Unfortunately, this strategy seems to be putting off the inevitable day when Generation X and Y employees will be leading police organizations.

One of the most effective strategies for attracting and training leaders in the future appears to be the development of leadership courses for all employees as part of standardized training. Every line employee should receive the training so as to encourage the development of the informal leaders as well as the formal ones. All of the identified stakeholders should have an active role in the development of future leaders. A strategy to identify employees interested in formal leadership should also be pursued. The development of a leadership instrument specifically for police agencies will be useful. City government will have to commit to funding

more training for the formal leaders so that they can continue to influence and train the informal leaders. Additionally less emphasis should be placed on the role of the chief as the person who carries all leadership responsibility. Often the chief is placed in a role where there is an expectation of continued so-called heroic leadership. Although there may be times when that is an appropriate role, that “pull up your sleeves and get in the trenches” model should not be what the organization expects of the chief at all times. The chief should not abandon the role as the organization’s leader and its many facets, and, he or she should continue to be responsible for the vision of the organization and (insurance of) its accountability to the public. The chief should be the architect of the organization’s leadership skills and not the only person expected to model them. The best leadership model for the future of law enforcement may be one where each employee feels that they are responsible for leadership. The strategy that empowers that feeling will be the most successful.

To move the police department towards implementation of the strategic plan to develop leadership courses for all employees in a standardized training, some action steps will be necessary. The next chapter will outline those steps so that the strategic plan can be successful.

CHAPTER IV

Transition Management Plan

In the last chapter, the most optimistic future to attract and train future leaders included leadership training for all employees. Several stakeholders have been identified in these processes as well as some possible snail darters. In this chapter, a vision for planned implementation will be outlined, as well as an assessment for the organization's capacity to change. A commitment table will help to chart the critical mass's role in change and the role each has in helping the organization to begin to develop the capacity for change.

Developing the Vision

Anytime significant organizational change is proposed, much thought and preparation should be put into vision planning. What exactly is to be accomplished, who are the key players, what will the organization look like when the change occurs and how will the organization know that the change was successful. All these questions should be addressed in the vision.

Development of the vision and its articulation is one of the primary roles of the Chief of Police. The chief's ability to envision a desirable future and inspire others to achieve that future is key to this process. The chief must be able to influence the stakeholders to accept a positive alternative future. This may not be a simple task, as organizational specialists have known for some time how law enforcement organizations dislike change. The vision must be compelling and delivered with passion. The stakeholders will need to be convinced to not only accept the coming changes but also to participate in making them successful.

There will be some obvious resistance when the vision of attracting and training leaders is aired. Law enforcement has seen a number of new ideas come off the assembly line in the last twenty years. In the past, the line level officer has been slow to trust anything that is seen as another fad. Additionally, law enforcement currently has sufficient effective leadership. The average employee does not look out further than a few weeks or months into the future. They have no knowledge of the pending crisis, so, in their minds, there is really no imperative for change.

The success of the articulation of vision is often based upon the chief's ability to wage and win something akin to a propaganda war. The chief's standing within the organization will largely dictate the outcome. In the police culture, there are key individuals who must be convinced of the need to change, or whose opposition must be neutralized so that they do not block the changes, for the chief to be successful. If the chief is trusted, respected and open about what needs to be changed and why, then there is a likelihood of success. The ability to assess the organization's readiness for change is essential. The chief must have the command staff involved and committed for success.

Assessing Capacity for Change

Every organization is different when it comes to assessing its capacity for change. Factors such as the strength and commitment of the leadership, the organizational culture, the history of past changes and their successes or failures and the perceived imperative for the proposed changes by the organization all play roles in determining capacity for change.

Providing all employees with basic leadership training, and establishing a formal training track for promotion will be seen as major changes in an organization. For some in the

organization, the changes will be seen as welcome opportunities, to others they will be extremely threatening. Many employees will not have a strong opinion either way, and may not see the need for the change. A pro-active leader must marshal the resources that will support the change. This group of supporters will become very influential as the chief articulates the vision and the change process begins. It will be very important to identify members of this group from all of the stakeholders involved. This will be a key resource in minimizing the organizational resistance that will exist.

Another group will emerge who oppose the change. They will work behind the scenes and in some instances openly, to prevent the change from occurring. They will be organizational “snipers” who shoot at the vision whenever they feel safe enough to do so. They will spend a great deal of time and effort trying to negatively influence the large group of employees who do not have a strong feeling about the changes one way or the other. It is interesting to look at who surfaces in this group, as well as to whom this group attempts to link themselves. Anticipation of whom this group may be, and their level of resistance is important. Also of importance are the motivational factors for the resistance of individuals within the group. A key question to answer is why individuals in this group feel the way they do and what they have to gain by opposing or blocking the change. Understanding individual motivations allows for better planning to counter the effect the group has on an organization.

An assessment needs to be done to determine what each stakeholder group will do when faced with the prospect of accepting the development of leadership courses for all employees. Some stakeholders will be able to help influence others and thus facilitate the change. Before the change can be implemented, a determination needs to be made that there is critical mass to support the change. Critical mass is the point where there is enough organizational and

stakeholder support to allow the change to occur and the minimum number required to make the change happen. In this instance, critical mass will be reached when the police department and the other stakeholders have enough support to begin leadership training for all officers. To help assess each stakeholder's readiness for change, a critical mass table has been developed.

Stakeholder group	Block the change	Let the change happen	Help the change happen	Make the change happen
Police Employees		X →	O	
Community		XO		
Police Officer Association	X →	O		
Council & City Manager		X →	O	
Chief & Police Managers				XO
Business Community		XO		

Table 4-1

Critical Mass Table

X= current position

O = desired position

The table currently shows that the organization is almost at critical mass. The X's show the stake holders current positions while the O's show the position that is desired. The arrows indicate the need for the stakeholders' movement in positions for success. With some additional work, the Police Officer Association leadership, may be moved to allow the change to happen and not sabotage it. The next section will deal with ways to influence the stakeholder groups that

currently are barriers to change and must be moved to facilitate the change and increase the organization's capacity for accepting the change.

Developing the Capacity for Change

In the private sector, an organization's flexibility and capacity to change are often key factors to its success and continued profitability. Private organizations continually hone leadership skills for managers and line employees alike. Profits and the bottom line necessitate flexibility in corporate organizations. That is why private industry is able to make the rapid adjustments that are so difficult in the public sector. In the private sector, business strategies such as downsizing sometimes disrupt employees' lives. These strategies are accepted as part of doing business.

In the public sector, particularly police departments, change is cause for much more resistance. When change does occur, it is often resented and seldom tracked. Police organizations spend so much energy just making organizational changes that there is little left to monitor changes to see if they produced the desired result. This is a problem for many police organizations. Imagine the turmoil in a police organization if a new patrol schedule was implemented that changed the majority of officers' working times and days off. Now, imagine that after six months, a decision was made that the schedule was ill advised and needed to be changed again.

Contrast this with organizations that have developed a culture of change. A very unique police organization that comes to mind is the California Department of Fish and Game. This organization is charged with the enforcement of fish and game laws in the state. The employees have no set schedules. Their work hours are dictated by the wildlife patterns in each employee's

jurisdiction as well as the type and timing of violators who illegally take the game. According to the Department of Fish and Game managers, catching poachers for deer season dictates an entirely different work schedule than the hours worked when checking for fishing licenses during trout season. The culture of this organization has made the change of schedule acceptable. This is an example of the type of culture change that police organizations everywhere must develop. The more an organization can implement change without upheaval, the more it will remain vital and productive.

One of the primary roles of formal leaders in an organization is to prepare employees for constant change. When change becomes part of an organizational culture, it becomes seamless. In the past, police organizations have usually tried to make changes slowly. This method allows for employees to accept the change over time. As the employees get used to the change over time, they tend to resist it less and less until the change runs out of opposition. This method takes a great deal of time. The larger the organization, the greater the amount of time needed. It does allow for most employees to embrace the change, but it does not assure the change will occur. This method often ends up being a battle of wills. Will the intransigent employees be able to prevent the change or will the managers keep the pressure on long enough to assure it occurs?

Another method of organizational change is rapid change. This method accomplishes two things. It allows for an organizational culture of rapid change to be instituted not only for this issue but also for future issues. It accomplishes the proposed changes in a short time span. Obviously, the down side of rapid change can be the amount of resistance and discomfort that is generated until rapid organizational change is part of the existing culture.

By utilizing rapid change for smaller issues, leaders can begin to prepare an organization's capacity for change. Employees' discomfort with the change can be acknowledged as healthy, but the lesson will also be learned that the change was not as painful as imagined and organizational life goes on. Over time, employees will begin to focus more on the benefit of the change than the change process itself. Tracking changes are best accomplished during this period. If the change is not meeting the organization's needs, then another change must be done. Thus, the organization begins to learn to live with an environment that is constantly changing as well as one that is assessing the value of any change on the organization's productivity. Over time, a culture will have evolved much like the one in private industry where change is constant.

Implementing The Change

Once an organization has developed its capacity to change, leadership training for all employees and a leadership track for formal leaders can be implemented. It is inevitable that some employees will still resist the change and become "snipers." It is also possible that one of the projected snail darters will surface and cause organizational problems. These areas are where proven leaders earn their keep. Leaders need to be able to recognize and counter the motives of employees who become snipers.

They also need to anticipate snail darter issues so as to prevent them from derailing changes. If the police association leadership in the example from chapter four, were to begin influencing potential political contenders, leaders of the organization would have to be able to anticipate and counter this trend before it became a quid pro quo situation. By influencing relationships within the other stakeholder groups, this can be accomplished.

Since a lot of time and energy will be spent getting the organization to critical mass, the key players in the stakeholder groups must be identified and influenced to facilitate the upcoming change. Leaders in the organization need to identify external threats and internal weaknesses to the organization. In order to implement strategies that will attract and train new leaders in police agencies in the future, it is clear in the model used in chapter four that critical mass is not far off. The police employees' group need only be moved from letting the change happen to helping the change happen. The community group is in a good place and just needs to be aligned for continued support. The city manager and city council need to be moved only slightly from a good position to a better one. The chief and the police management unit are aligned. The business community is also aligned. As reflected in chapter four, the police officer association leadership will need substantial work. By spending time discussing the benefits that individual employees would gain, the police officer association leadership can be influenced for a positive outcome.

Table 4.2 shows a responsibility chart. It's purpose is to clarify role relationships. The chart shows what groups are responsible to carry out which actions, who will be consulted, who will support the action and who needs to approve it. The stakeholders listed to implement the beginning of leadership courses for all employees at Walnut Creek Police Department can be narrowed down to three groups. The actions needed to implement the plan consist of preparation for the leadership courses as well as their implementation. Tracking the courses' effectiveness is the last part of the process.

In this chapter assessing organizational change and some ways to implement it have been discussed. In the next and final chapter, a conclusion and recommendations will be outlined for the attraction and training of leaders of the future.

	Actors	P O Association Leadership	Council/City Mgr.	Chief / Managers
Decisions				
Obtain funding		--	A	R
Identify trainer		--	S	A,R
Introduce plan to organization		I	--	A,R
Putting on leadership training		I	--	A
Integrating leadership learning into promotional exams		--	--	A,R
Examining promotional process results for larger candidate pools and greater leadership skills		--	I	A,R

Table 4.2

Responsibility Chart

R= Responsibility (not necessarily authority)

A= Approval (right to veto)

S= Support (put resources toward)

I= Inform (to be consulted before action)

-- = Irrelevant to this item

CHAPTER V

Recommendations and Conclusion

As law enforcement moves into the future, the issue of capable leadership will continue to be important. As society continues to become more complex, so do the challenges for law enforcement. Policing in a democracy such as the United States is a very unique experience. In a country where violence and crime are commonplace, how do police organizations keep their personnel from becoming a mirror of the worst part of society that surrounds them.

Throughout the country members of the baby boomer generation are reaching retirement age, members of Generation X are assuming leadership positions and members of generation Y are just coming into the job market. California has become a forecast model for the rest of the country. This is due to the state's adoption of an early retirement system for law enforcement. How California law enforcement solves its leadership crisis can be a model for the rest of the nation. Generation X employees are not a California phenomenon; the issues discussed here may not be happening all over the country yet, but they will certainly happen.

The current ways leaders are attracted and trained in many law enforcement organizations will become less effective in the future. Across the state, administrators share common complaints of leadership voids. Recruitment firms have struggled to find adequate candidates for chief of police openings. In the past, many organizations viewed internal promotions with a sense of pride. Due to the large number of internal candidates for promotional processes, there was no need to open the processes to outside applicants. Today, most organizations' internal candidate pools have shriveled, and it is necessary to have promotional processes open to both internal and external candidates.

For all these reasons, methods used to attract and train leaders in law enforcement by the year 2008, needs to be different than the way they are now. This research has shown that one of the key differences between baby boomers and Generation X is that of values. According to the NGT panel, there was little chance of trends or events changing the values of the Generation X employee. If one believes that to be true, then there is not much hope of having the Generation X employee view leadership in the same way their baby boomer counterpart does.

The Generation X Model

If a new model to attract and train leaders for the future in law enforcement is needed, what key factors should be included? As mentioned earlier, there are some experiences that will appeal to the Generation X employee that have been surfaced. These include:

- An organization where informal leaders are developed as well as formal ones. The value of the role of informal leadership in the employee pool is often not given enough attention. Informal leaders rise in organizations all the time. Most organizations leave this process to chance and have little control over who becomes an informal leader. By coaching, mentoring and influencing personnel, a larger pool of employees can be recruited to become informal leaders. In Bruce Tulgan's book "Managing Generation X," the use of coaching and influencing were frequent themes in successful leadership development.
- Development of a leadership course for all employees. The best organizations have leaders at every level. When an organization has that kind of capacity, leadership can become truly rotational. By developing this type of training and making it available for all employees, law enforcement organizations are sowing the seeds for the future.

Leadership is the responsibility of every employee. The future of law enforcement leadership may become more secure when all employees strive to do the right thing as opposed to simply doing things right. This attitude shift can be best accomplished through basic leadership courses much like California's "Supervisory Leadership Institute".

- Development of a formal leadership track. The research indicated that this model has been successful in the military. With some modifications, it is suggested that a formal leadership program would appeal to Generation X employees who may be seeking promotion. The NGT panel did not feel that this was a likely option. It should be noted that there was only one Generation X panelist. The research indicated that the future of this long-term training could be tied to partnerships with local colleges and universities. Indications are that a program similar to a masters program educational experience in leadership would be well received by many Generation X employees and would give the employee an added marketable skill in today's competitive job market.
- Development and use of a law enforcement leadership instrument. Research has shown that use of an instrument that evaluates leadership potential has been successful in private industry and could also work in the public sector.

Generation Y

The best information on the values and leadership potential of this generation is currently the military. The military have had some success with recruiting Generation Y by assessing generational values. The U.S. Marines advertisement campaign featuring a young marine fighting a fire-breathing dragon was developed and used with success to attract Generation Y employees. The correlation between today's marine and the knights of old appeals to the values of volunteerism and patriotism that Generation Y is expected to have. As was stated earlier, the oldest of this group are currently twenty-three years old. There is a lack of hard data on them in law enforcement as they have just begun to enter the field. A study on Generation Y employees as law enforcement leaders would be interesting and useful as a long term planning tool. Will the differing values between Generation Y and Generation X result in similar workplace clashes as those between Generation X and baby boomers? In the next five years, enough information should be available to warrant further research.

For now, suffice to say that current research indicates that Generation Y employees appear to have significantly different values than Generation X employees. Law enforcement managers should keep this in mind when dealing with employee groups in a multi-generational work place.

The Baby Boomers

Although this generation is exiting the field, the role they still play is considerable. The transition from the old model of attracting and developing leaders to the new one proposed, can be seamless only if this generation makes it so. By coming to grips with the differences between themselves and the next generation of leaders, those currently in leadership positions can prepare

law enforcement organizations for the changes to come. As with organizations, people often find change uncomfortable. The recent past has shown that the values of these two generations are dissimilar. It sounds as if the baby boomers have shaped the argument to appear that Generation X consists of so-called lazy slackers who could care less about leadership in law enforcement. The research indicates this is an assumption that is not necessarily true. What does appear to be true is that Generation X is not interested in learning leadership in the same way that the baby boomers did.

If law enforcement is to successfully attract and train new leaders by 2008, current leaders need to institute organizational change now for future results. Current leadership needs to stop lamenting over the fact that the next generation is unlike themselves and find ways to bridge the generational gap. The current baby boomer leadership can spend its remaining time reshaping organizational culture so that change occurs more rapidly and with less contention, much like how it is accomplished in the private sector.

Police organizations cannot continue to change in small increments. As society demands more responsive police departments, the mandate for flexible organizations increases. Many long time employees share an old mindset that rapid change is not likely to happen and that active resistance may prevent any change at all. The research indicates these employees are in the minority. The Generation X and Y employees are not as threatened by change as their predecessors. These future employees are more educated, more technologically savvy and more flexible than past employees. Organizational change may be far easier in the future than it currently is. It is important for current leaders to prepare organizations for the capacity for rapid change now. If efforts are not made in this area, the old culture will stifle change and innovation

far into the future. Worse yet, good employees and future leaders may be driven from law enforcement by their disappointment in antiquated systems.

Conclusion

The issue of leadership in law enforcement will continue to dominate the profession for years to come. The calling is so unique and its powers so broad, that leadership cannot be left to chance. Law enforcement sells no product, yet has millions of consumers of its service. It requires that its members spend much of their working time with a small percentage of the population that are anti-social and often violent. It is a profession where the law allows for its practitioners to use force to affect outcomes, up to and including deadly force. By granting the police this unusual power, citizens demand fairness, accountability, honesty and integrity. By developing the leadership potential in each employee, law enforcement organizations can best fulfill the contract it has with the citizens it serves. Effective police organizations share a bond of trust with their communities. There are far more armed citizens in most communities than there are police officers. The fact that law enforcement personnel carry weapons is not what grants them the authority to enforce the law. It is the public's trust and their agreement to be governed that gives the police their authority. By using discretion, fairness, integrity and leadership, law enforcement will continue to be allowed to function in the public's interest.

Leadership is fundamental to understanding the role of law enforcement in the community. leadership is imperative to assure that the public trust is cultivated and not broken. Leadership is too important to leave to chance. Attracting and training new leaders in police organizations by 2008 can be done and done well. Success will require risk taking and innovation. It will require current leaders to lean into their discomfort to facilitate change. It

may make the job of Chief of Police more tenuous and less attractive in the near term, but if done properly, the future of law enforcement will be in capable hands.

How will mid-sized urban law enforcement agencies identify and train employees for leadership roles by 2008? They will do so by creating organizations that are flexible and capable of rapid change. Organizations whose leadership can identify the differing values in emerging generations and find ways to enhance the ways leadership skills are learned and practiced will be successful. Organizations who plan for the future and try to influence outcomes so that the most positive future is the one that comes to pass will endure.

Appendix A

Nominal Group Technique Panel

Ms. Jan Daniel	The Staffing and Benefits Manager for the City of Walnut Creek. Twenty years experience in the private sector with a variety of companies with emphasis on strategic plan implementation.
Mr. Donald Blubaugh	A Retired City Manager for the City of Walnut Creek. Thirty- seven years spent in city management. Currently the project manager for a visioning process being done in Contra Costa County.
Mr. Ben Smith	A twenty-three year old Police Officer for the City of Walnut Creek for the last two years. Graduated from California State University Chico with a degree in Criminal Justice.
Ms. Dolores Lendrum	A Deputy City Manager for the City of Walnut Creek. Additionally employed as a private consultant with a degree in Organizational Psychology.
Mr. Tom Hood	A Bureau Chief for the Commission on Peace Officer Standards and Training. Formerly employed with Berkeley Police Department.
Mr. James Kennedy	A Lieutenant Colonel in the United States Army. Formerly assigned as chief of operations, support branch, Army operations at the Pentagon. Holder of two master degrees and an MBA.
Mr. Dan Siri	A Lieutenant and the current Bureau Commander for the Concord Police Department Investigations Section. Eighteen years police experience.
Ms. Mary Lovil	A school Counselor and Psychologist for the Walnut Creek School District. Holder of a degree in Psychology.

Appendix B

List of Trends

1. Generation X values
2. Resistance to embrace change
3. Changing population demographics and ethnic makeup
4. Accountability versus the allowance of honest mistakes
5. Recognition of the individuals diversity as opposed to the groups
6. Clarity of the prestige associated with special assignments
7. Use of information sharing and decision support technology
8. Securing financial resources and their commitment to leadership training
9. Suburban areas becoming more urbanized
10. Wider income disparity between the private and public sector
11. The hiring of older officers who start later and leave earlier
12. Having multiple careers
13. Must be a knowledge organization with areas of specialization
14. Move towards more self-centered employees who have less appreciation for community service
15. Assessment of employee performance based upon community values
16. An environment that fosters more collaborative approaches
17. A desire by the community to be more engaged, but a sense of uncertainty on the best approach
18. Career survival programs for officers which include more personal support
19. Organizations regulations don't seem to keep pace with its needs
20. Need to examine organizational practices to assess which are best
21. Police departments leadership roles are not well defined
22. The speed of change in a "connected" economy
23. Community suspicion of large organizations and possible misconduct
24. The detriment of affirmative action based promotions
25. The amount of redundancy in governmental over site
26. Police personnel cannot afford to live in the community in which they work
27. The difficulty in making timely and necessary changes in a bureaucracy
28. Transient police chiefs and management
29. Changing balance of power between police chiefs and city managers
30. The need for occupational health and safety issues to be more like the public sector
31. Level of educational requirements
32. The need for executives to formulate and communicate a vision
33. Performance based pay systems for supervisors
34. Need for bilingual staff
35. Greater sensitivity to gender concerns

36. Competition among police agencies
37. Quota hiring practices based upon race and gender
38. Value creation in public sector and the impact on social outcomes
39. Technology requirements for management positions
40. Employees demand more interpersonal skills
41. The competition with private security and other forms of privatization
42. Demands for security from the population
43. Forty year olds considering beginning a career in law enforcement
44. Sagging economy draws more candidates
45. Cities evaluate service delivery by comparing themselves to other cities
46. Lack of clarity about the meaning of “loyalty”
47. More frequent comparisons between public employment and private
48. Police departments beginning to offer affordable housing for employees
49. Earlier retirement

Appendix C

List of Events

1. Negative economy causes ten percent police layoffs
2. Implementation of tools to accurately assess leadership outcomes
3. A large scale negative media event
4. A criteria gets formalized for state funding of law enforcement
5. Reverse retirement legislation
6. The regionalization of more costly functions
7. The reinstatement of the military draft
8. The licensing of police officers
9. Direct police mid-management recruitment and hiring
10. Localized domestic terrorism
11. A terrorist attack with weapons of mass destruction and mass casualties
12. The development of collaborative links between police agencies
13. The outsourcing of traditional police functions
14. Patrol officers are allowed to have input on promotions
15. Contract negotiations cause strained relationships between line and management
16. Attempted coup in the United States
17. Gender harassment litigation
18. Addition of new leadership positions in police departments
19. Change in major form of United States government
20. Major breakdown in information systems infrastructure
21. Restructure of county and city boundaries
22. Anti-Islamic feelings become uncontrollable
23. California becomes isolated because of Public Employee Retirement System protections
24. Three percent at fifty is adopted by all public sector jobs
25. Broader gun ownership
26. Police leadership moves more towards the military style
27. Development of vigilante-ism
28. Election of female as president of the United States
29. The first appointment of a female supervisor
30. The repeal of some constitutional rights

ENDNOTES

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