

HOW WILL TRAINING INFLUENCE MULTI-GENERATIONAL COHESIVENESS IN A
SMALL RURAL LAW ENFORCEMENT AGENCY BY 2009?

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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.

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

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

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TABLE OF CONTENTS

	Page
List of Tables	vii
Chapter	
1. Issue Identification	1
Literature Review	5
Summary	10
2. Forecasting the Future.....	12
Nominal Group Technique	12
Trend Analysis	15
Identification of Events.....	23
Event Analysis	24
Cross-Impact Analysis	32
Future Scenarios.....	36
Pessimistic Scenario.....	37
Optimistic Scenario.....	39
Normative Scenario	40
Summary	42
3. Strategic Planning	43
Overview of Model Agency.....	44
Organizational Analysis	46
Identification of Stakeholders	48
Strategy Development.....	53

	Evaluation	54
	Summary	55
4.	Transition Management	57
	Commitment Planning	57
	Responsibility Charting.....	61
	Summary	63
5.	Summary and Conclusions.....	65
	Implications on Leadership.....	67
	Budgetary Implications	68
	Conclusions.....	69
Appendixes		
A.	Nominal Group Technique Panel.....	71
B.	Complete List of Trends	72
C.	Complete List of Events.....	73
D.	Cross-Impact Analysis Panel	74
References	75

LIST OF TABLES

Tables	Page
2.1. Trend Summary.....	15
2.2. Event Summary.....	24
2.3. Cross-Impact Analysis	33
4.1. Commitment Chart	59
4.2. Responsibility Chart.....	62

CHAPTER 1

Issue Identification

Introduction

The law enforcement workforce is continually evolving educationally, ethnically, and in its generational make-up. The need exists for law enforcement officers to be well educated academically, and well trained both general and specific law enforcement curriculum. However, there has been limited training or education regarding the differences between the generation categories which make up the workforce.

According to Jamieson and O'Mara (1991), the composition of today's organization is creating new challenges for managers, workers, and the workplace environment (p. xv). These challenges include a shrinking growth in the workforce, shifts in the demographics of the workforce, and job skill requirements. The values of employees are developing a new workplace. Their commitment and loyalty to the organization is changing; demands for immediate gratification/promotion, salary, and benefit packages are changing as well. Law enforcement organizations need to prepare for the future to meet and overcome these challenges.

Multiple generations have always been in the workforce. They continue in today's workforce and will continue to be in the workforce in the future. However, for the most part, the generational classes were somewhat secluded from each other by the organizational hierarchy. Historically, mature (older) staff members with seniority were promoted into supervisory and command positions; Middle-aged staff members were promoted and placed into supervisory and middle-management positions; Younger staff members were placed in entry-level positions were

responsible for the bulk of the work. The generational blending of the classes was the exception, rather than the rule (Zemke, Raines, & Filipczack, 2001, p. 10).

These generation cohorts tend to have their own sense of individuality and generational enmity. This individuality can create an atmosphere of us versus them. Mature workers maintain their decades of organizational gains against the younger workforce desiring to advance and obtain job security. This can lead to generational name-calling and categorization. Conflict and dissension creates an atmosphere within the organization which affects efficiency, energy, and productivity (Zemke, Raines, & Filipczack, 2001, p. 2).

Today's workforce is much different now than in the recent past. Organizations have several generational groups within their workforce. Young workers are entering the workforce and often promote quickly. However, more often than not, mature workers hold supervisory or management positions (Jamieson and O'Mara, 1991, p. 14). Mature workers are entering the public safety sector as a career change or as a result of job displacement. Each generation is unique and can be identified by broad characteristics. According to Zemke in his book, *Connecting Generations: The Sourcebook For the New Workplace*, "There is a growing realization that the gulf of understanding and resentment between older, not so old, and younger employee in the workforce is growing and problematic" (p. 1). This problem will not just go away or correct itself. These differences can negatively impact the effectiveness of communications and create conflicts. These differences can impact productivity and organizational cohesiveness.

Police executives cannot ignore these generational differences if they are to be effective leaders. Executives, managers, and supervisors must be able to adapt their styles and work environments to reach across the generational spectrum in order to promote clear

communications and organizational cohesiveness. After all, “The ability to relate effectively to all types of people is one of today’s essential leadership skills” (Zemke, Raines, & Filipczack, 2001, p. 2).

According to Zemke, Raines, & Filipczack in their book *Generations in the Workplace*, 2001, “In times of uncertainty and anxiety, differences between groups and sets of people, even generations, become tension producing and potential flash points” (p. 13). These resulting tensions can affect the ability of workers to relate and get along, causing periods of uncertainty and anxiety in the future of law enforcement organizations. Staff workers need to recognize and understand that their supervisors and managers may be from a different generation and how they may operate as a result of their generational category. The need exists to properly train and develop the workforce from line staff to executives to recognize these differences in order to promote an understanding between the groups and improve the interaction between them. The focus is on a quality collaborative team effort, on confronting differences about work without petty infighting, and on continual attention to the development of members as integral to achieving the task (Bradford & Cohen, 1984, p. 7).

During a 2003 presentation to law enforcement department heads, command staff, and executives, Gamel identified several trends that will shape law enforcement agencies in the future. Of these trends, two relate directly to generational differences. Another affects organizational cohesiveness, which can affect the workforce and the organization. The fourth identified technology and labor concerns. The trends Gamel addressed are as follows:

- Skeptical younger recruits motivated in different ways than the previous three generations.

- A growing gap and conflict, especially between staff in their forties and the “twenty-somethings.”
- Increased stress, decreased loyalty and higher rates of turnover (lateral moves to other agencies).
- Labor shortages still exist – good people are not easy to find even in a recessionary economy (Gamel, 2003).

Training can develop an understanding within the organization’s staff and between the generation classes, in order to reduce conflicts, labor shortages, stress, and turnover, while increasing loyalty and commitment. Training will develop and strengthen teamwork and organizational cohesiveness, thereby improving the effectiveness of organization and the services it delivers. In short, “It means an explicit need exists for overcoming and understanding generational and communication differences to create positive ends for the organization and the individuals who inhabit it” (Zemke, Raines, & Filipczack, 2001, p.13). This project and its supporting research seeks to address and answer the following question: How Will Training Influence Multi-Generational Cohesiveness in a Small Rural Law Enforcement Agency By 2009?

The generation classes vary slightly by a few years depending on the source. This project will use generation categories as according to Zemke, Raines, & Filipczack in their book *Generations in the Workplace*, 2001. The generational categories or cohorts are as follows:

- The Veterans 1922 - 1943.
- The Baby Boomers 1943 - 1960.
- Generation Xers 1960 - 1980.
- Generation Nexters 1980 - 2000 (2001, p. 3).

The following definitions will be utilized herein this project:

- The law enforcement agency head holds the position of sheriff, chief or department head.
- A law enforcement command staff, executive position, or manager is a person assigned the rank of undersheriff, deputy chief, captain, or lieutenant. Civilian managers within the organization have oversight of specific work units and titles vary widely.
- Supervisors include those individuals directly supervising line staff personnel on particular shifts. Generally, this will be a person assigned to the rank of sergeant or shift supervisor.
- The staff worker is a person who is not assigned to the position of command staff, manager, or supervisor. This assignment is generally responsible for the carrying out the daily functions and operations of certain assignments. This person generally holds the rank of officer, deputy, or clerk.

Literature Review

Each of the generation categories is defined by broad characteristics. The characteristics vary slightly depending on the source, but each category shares commonalities listed. The generation categories actually overlap by three or four years, but there are not definitive starting and ending points. Generation grouping is a form of stereotyping; with that stereotyping comes some level of concern in forming these groups. Not every individual in a certain category may share the broad characteristics of a given cohort. However, common ties and characteristics do exist, which reinforce and sustain the generation groups.

The workplace of today and the future is technology-based, information-driven, in a global environment that can and often affects law enforcement. The structured hierarchy that favored the senior employee is no more. The workforce of the future will be a blending of

younger and older worker throughout the organization's structure (Gamel, 2003). This intergenerational blending sets the stage for conflicts between the generational cohorts. While dissension and conflict is nearly inevitable, experts point out that the lack of understanding of others' perspective can create stress, frustration, and confusion (Zemke, Raines, & Filipczack, 2001, p. 11). It is not uncommon to hear statements and comments in the work place that echo the conflict between the generations in the workplace.

- “They have no work ethic. They’re just a bunch of slackers.”
- “I have a new rule. I will not attend meetings that start after 5 P.M. I have a life.”
- “He’s been out of training and in the field for six months, and he wants a promotion – a promotion!”
- “If I hear ‘We tried that in ’87’ one more time, I’ll hurl in his wrinkly, old face” (Zemke, Raines, & Filipczack, 2001, p. 11).

It is important recognize while these fundamental conflicts inevitably occur, they still create tension, frustration, and negatively impact personnel, organizational efficiency and operations (Jamieson & O’Mara, 1991, p. 35).

Jamieson & O’Mara state that a core element of the organization of the future is managing work teams. These teams must be able to work together providing superior customer service. Once these teams sever communication obstacles and develop understanding, they can develop their own culture and loyalties (1991, p. 130). The way to overcome conflicts and other barriers is through mutual understanding that is developed through training. Training and understanding are the keys to developing a cohesive workforce in a multi-generational law enforcement organization of the future. It is especially imperative that officers and staff work

together in providing public safety services and solving problems, for the safety of the community and officers themselves.

Age alone is not the only difference between the generation cohorts; each cohort has its own unique traits and styles associated with it. The United States Army for example has taken notice of the differences between generations. Wong found senior officers do not understand today's junior officers or their perspectives (Wong, 2000, p. 3). The Army's future leaders are leaving in part due to generation conflicts. Many of the junior officers leaving the Army blame the lack of understanding of these differences by the senior officers. An awareness and understanding of these differences can be developed. The development of understanding of the generational groups by the members of the organization can create and enhance organizational teamwork and cohesiveness for law enforcement.

Zemke, Raines, & Filipcjack (2001) classify the generational cohorts. The generalities of the specified groups are as follows:

- The Veterans – Born between 1922 – 1943. They are also known as Traditionalists. They were born prior to World War II, and their memories and influences are associated with world events of that era. A smaller sub-group of this cohort is the Bridge Generation (Born between 1940 – 1945) that is characterized by influences from both the Greatest Generation (1922 – 1943) and the Veteran Generation. The Veteran Generation tends to have civic pride, loyalty, respect for authority, and traditional values. The vast majority of the women in this group remained in the home or held traditional jobs such as teachers, nurses, and secretaries. These were the “Ozzie and Harriet” model parents. They tend to be stable workers, who remain with an employer. They are good at saving funds for economically challenging times.

- The Baby Boomers – Born between 1943 – 1960. Boomers were the first generation impacted by television. They tend to be self-centered and spoiled children who want immediate gratification, but they tend to do as they are told and not question authority. Boomers tend to maintain the hierarchy of the previous generation. In the workplace, they tend not to trust people over 30. They define the world as pre-us, us, and post-us. They are committed workers and invented the 60-hour work week. They work long and hard for their rewards. Boomers are willing to sacrifice family for the job. They tend to promote through the organizational hierarchy to achieve career success. Their new ethic is untrusting of newer workers, and they have become engrossed in cause occupations.
- Generation X – Born between 1961 – 1980. They also known as Xers, Gen-X, and the Me generation. The majority of Xers were raised in a dual income family. They had limited adult supervision, being the “latch key” kids. Xers were raised on MTV, CNN, video games, and the Internet. Forty percent were children of divorce. They feel at ease with computers and technology as they were raised in a technology environment. Xers are extremely self-reliant, yet are skeptical and jaded about most organizations. They tend to be loners, loyal to themselves, not organizations. However, they do work well in groups. They are group contributors and are group tolerant, but tend not to be good at teamwork. Often they question authority and are fiercely independent. Generation X resists authority and is reactionary to control. They object to group or individual labeling. They dislike being labeled as Xers. They are impatient and want things now. They tend to have balance in their life: Work is work. They work to live, but do not spend their life at work.
- Generation Y – Born between 1980 – 2000. They are also known as Nexters and Millennials. This is the most recent cohort entering the workforce today. They have not

known life without computers and technology. Nexters are optimistic, self-assured, and independent. They are very comfortable with technology. They are committed to college and upper education. They tend to be structured parents, micro-managing their children with cell phones and pagers. Nexters can be loyal to a good boss. They tend to marry later in life, but are very impatient and want things today; they don't like to wait. Nexters tend to be team oriented, joiners, and collaborators. Many are driven and tend to be early achievers, but are anti-bureaucratic. They need low-stress, even-keeled bosses. Nexters tend to respond better to supervisors who let them do things rather than those who direct them to do things. They have traditional values with strong family ties, yet are blended with tolerance.

Law enforcement organizations already strive to reflect the diversity of the communities they serve, most often focusing on ethnicity more than anything else. However, the make-up of this workforce includes generational groups as well. Significant amounts of time and money have been devoted to the training of officers to develop understanding and tolerance of ethnic, religious, gender, and sexual orientation differences. However, there is very limited training specifically devoted to training law enforcement employees with regards to the differences between the generation cohorts.

Experts have identified significant differences between the generation classes. Some of these differences create conflict and negatively impact teamwork and organizational cohesiveness, yet little has been done to improve the working relationship between the groups. Enhancing employee awareness, understanding, and tolerance of generational differences would improve the organizational interaction, communication, cohesion, and teamwork. This research project will seek to determine whether if training can bridge generational gaps to build organizational cohesiveness.

The model law enforcement agency for the project will be the Shasta County Sheriff's Office. The agency is located in northern California, which is predominately rural in nature. The Sheriff's Office is comprised of 250 employees; 140 are sworn officers. The agency will experience a rapid transition of personnel over the next five years. This transition is due to a significant increase in service retirements, promotional opportunities, and employee turnover. The bulk of the generational make-up of the organization is comprised of persons born between 1943 - 1960 (Baby Boomers) and 1960 - 1980 (Generation X). A combination of Baby Boomers, Generation X, and Generation Next will transition through the organization in the next few years. This transition will take place over the next five years in three ways; first, vertically as promotional opportunities arise primarily from retirements of the Veterans and older Baby Boomer generational groups; second, horizontally as personnel are transferred and assigned within the organization; finally, as entry level personnel are hired. Entry level personnel tend to be a mix of all the generational group, depending on the position they are being hired for. This mixture of the generational groups from command to entry level positions can cause disputes and tension between the groups and individuals. The development of understanding through training can impact organizational cohesiveness. This is similar to training which was conducted in the 1990s in the area of understanding cultural diversity.

Summary

In order to avoid problems and concerns of the past, an examination of future possibilities is necessary. Chapter 2 will examine what the future may hold for law enforcement as it relates to training, generational diversity, and organizational cohesiveness. A diverse discussion group will identify, refine, and address potential trends and events which could affect generational

issues in a small rural law enforcement agency by 2009. Diversity of the group is essential in order to avoid too much similarity of ideas and to provide a synergistic effect on the group's perspective. The group will draw on its own uniqueness, the expanse of their education, training, experiences and generational group.

CHAPTER 2

Forecasting the Future

Future forecasting is a useful tool to recognize how certain events or trends may affect the proposed issue of how training may impact organizational cohesiveness of a multi-generational workforce in the next four years. It is not predicting the future. The past has shaped the way many law enforcement organizations operate in the present. If organization leaders look to the future, opportunities can be anticipated and obstacles may be avoided or at least prepared for. The method used in this project to assess potential factors affecting training and generational issues was the Nominal Group Technique (NGT).

Nominal Group Technique

The NGT process is a structured process which brings together a diverse group of individuals. It is important to insure the individuals have a wide range of experience, perspective, and differing careers. This diversity is necessary to avoid similar thought patterns or groupthink.

The Nominal Group Technique process is the ideal method in which to allow panel members to present their ideas and engage in discussion with other panel members. The NGT process provides interesting discussion and broad perspectives on the topics that are the focus of the panel. The end result is a product that will have more depth and range than if all the participants were of the same mindset.

On April 19, 2004, a diverse panel of individuals were assembled to address the proposed issue utilizing the NGT process. The process took approximately eight hours to complete. The NGT panel members were selected for their occupations, experiences, and generational cohorts

as described in Chapter One. Panel members were given the opportunity to provide information to the other panel members about themselves and their background. A complete list of the panel participants are listed in Appendix A. The panel members included the following:

- A retired county school superintendent. He has thirty-five years in the education system and is now the executive director of a private, nonprofit organization that works with youth. The community-based organization addresses youth violence, gang matters, graffiti, and other youth-related matters affecting communities.
- A human resource director for a local hospital. He has been involved in management for 30 years and is retired from the military after 26 years. The hospital employs over 1,000 employees of varying backgrounds, education, and age groups.
- A retired manager from southern California now living in Redding, California. He has represented both line staff and management in union negotiations during his career. He also has a military background.
- A young deputy sheriff with six years of experience. She previously worked as a firefighter and an emergency medical technician.
- A confidential secretary for the Shasta County. She has twenty-six years of experience. She started her career as entry level stenographer and promoted to the position of head secretary.
- A first-line supervisor with Shasta County. She has 16 years experience and two years as a supervisor.

The panel members were provided handout material two weeks prior to the meeting. The material included the project issue statement, background information on the project, and information about the NGT process.

A trend was defined for the purposes of this project and NGT process as a series of events or incidents taking place over a period of time which seem to indicate a direction or course in which a particular issue is heading. The trends may have social, technological, economic, environmental or political implications in time. An event was defined for the purposes of this project and NGT process as a singular, identifiable occurrence. An event is different than a trend, as it is generally a single occurring incident that may have a significant impact on the future if it occurs. If an event occurs, the future may change.

The panelists were required to provide at least one trend and event during discussions. Members were not limited as to the number of trends and events they could provide. They were encouraged to utilize their imaginations and think with the future in mind rather than relying on the past or present mindset for their ideas. Once the panel members had provided all the ideas they wanted to share, each idea was discussed to develop clarification and understanding. The group then voted privately on the list of trends and events to rank the most significant ideas that had been presented. Private voting allowed members to develop their own thoughts on the significance of a trend or event, thereby limiting influence by other panel members.

The panelists started the NGT process by identifying as many trends as possible which they believed were related to and may have influence upon the project issue statement. Twenty trends were identified. A complete list of trends is listed in Appendix B. The panel members were then asked to identify the top rated trends which were most likely to impact the issue in the future. The panel members gave an arbitrary value rating of the trend where they believed it was five years ago (-5). The rating method was against an arbitrary value of 100, which identifies the level of the trend today (present). The members then rated the level of the trend for the next five years (+5) and ten years (+10). Finally, the panelists gave an arbitrary rating of one to ten, with

one being the least level of concern and ten being of the greatest level of concern relative to the issue. The panel did not discuss their ratings until the results were recorded and posted. A median scoring method was utilized to determine a combined value of each of the trends. A summary of the trends are listed in Table 2.1. The top twelve trends selected were as follows:

Trend Summary Table

Trend	-5 Years	Today	+5 Years	+10 Years	Concern 1-10
T1-Technology	75	100	125	150	7
T2-Diversity	90	100	110	120	8
T3-Funding	110	100	70	50	10
T4-Expectations	90	100	130	140	8
T5-Benefits	80	100	120	125	7
T6-Competition	90	100	125	140	8
T7-Part-time	80	100	120	130	8
T8-Support Trng	90	100	110	120	7
T9-Applicants	110	100	90	80	8
T10-Education	90	100	130	160	8
T11-Mobility	90	100	130	170	8
T12-Value-based	90	100	120	125	5

Table 2.1

Trend Analysis

- Trend 1 (T1). Technology advancements in training --- Advancements in technology will continue to shape the manner in which training is delivered. This process is seen through Internet, satellite conferences, CD/DVD ROM training, virtual reality programs, and software tutorials. Often the workforce is being reduced or in a no-growth mode with no additional workers being added to the organization. However, greater demands are placed on the workforce. As the demands increase

and/or the workforce shrinks, there will be an increased emphasis on utilizing developing technology for training. Technology may reduce the necessity for sending personnel out of town for training, thereby saving funds. As a result, employees will be required to have a working knowledge of computers and technology-based equipment. Panel members stated more often than not, older workers are technologically challenged. Another panelist thought that in addition to physical ability testing, there may come a day when technological ability is a required testing component for law enforcement. The nexus the panel made to the project concern was that technological advances in training could create problems between the generational groups. Panel members felt some students may learn at different rates or feel more comfortable using technology in a learning environment than others. This could create difficulties for the presentation of the curriculum. Panelists projected there would be only a slight increase in technological advances for the next five to ten years with the level of concern receiving a rating of seven.

- Trend 2 (T2). Level of ethnic make-up of Shasta County population --- The changing ethnic makeup of a community will require a different style of training and topics. Many cultures are very suspicious of law enforcement yet are trusting of educators. The addition of cultural differences in addition to generational differences can impact organizational cohesiveness. Some cultures interact with older generations differently than others. Additionally, their knowledge of technology (T1) may also affect training, depending on the technological ability of their culture. Thus the panel gave it a rating of eight relative to concern. According to the data provided

by the panel they felt the changes in the ethnic make-up of community would remain relatively stable with only slight increases.

- Trend 3 (T3). Level of funding available for training --- The budget process is draconian. The panel gave the highest level of concern to this trend. They felt the level of budget funding would continue to be an issue over the next ten years. When dealing with funding between county, state, schools, and other entities, county government is often on the low end. Operating costs such as salaries, benefits, insurance, and equipment are skyrocketing, while funding is often reduced. One member commented it is the training budget that is often targeted for initial cuts during austere budgetary times. Members agreed that the budget had the most significant level of concern for the next ten years. Another member remarked the first priority in the past has been to make the budget fit the need, but in the future, the needs of the organization may need to fit the budget that is forced upon it. This meant a potential reduction of services including, extreme prioritization of calls, where only the most significant calls are answered and investigated. If training budgets were reduced, the use of technology for training and the delivery of training itself would be impacted. A reduction or prioritization of required training could have a negative impact on the project issue.
- Trend 4 (T4). Level of expectations from the public --- The public expects much more from the public sector and law enforcement than ever before. Media events and technology place officers under increasing scrutiny from the public. Training of officers is often at the crux of these expectations from the public. The panelists saw this trend as having a high level of concern with a rating level of eight. They said the

public expects officers to be well trained. As such, the organization must provide training which will enhance their officer's abilities and meet public expectations. An example panel members provided was younger officers interacting with mature persons and vice-versa, with the potential of conflict occurring. Panel members explained the public would expect the organization to overcome this obstacle through training. This could impact perception of customer service. The panel projected the level of public expectation would continue to increase over the next ten years. A broad-based training program would address public expectations, concerns, and improve the organization and its staff. The interaction between students in the training sessions would enhance organizational cohesiveness.

- Trend 5 (T5). Level of benefits provided to employees --- Employee benefits, including salary, have the greatest effects on the manner in which budgeted funds are spent. The public and legislators have an increased awareness of benefits available to law enforcement. In some cases, these benefits are under scrutiny as well. Unions continue to negotiate for better salary and benefit packages while public funding is dwindling. Job applicants scrutinize salary and benefit packages offered by prospective employers. The panel felt benefit packages have improved in the last five years. One panel member commented, "Only manage the things you can manage, and benefits may be one of the things that can be managed." However, the panel members projected there would be modest increases in benefits over the next ten years. The panel gave this a concern rating of seven because it would impact the ability to retain and recruit new generations. Panel members explained this trend is

- important to the issue as turnover in the organization would create a continual influx of new employees who would need generational difference training.
- Trend 6 (T6). Level of competition for applicants --- The panel noted that many public entities are in competition with each other for the same employee. It is difficult for the public sector to compete with the private sector. This is due to incentives and benefits the private sector can offer over the public sector. The panelists saw a slight increase in the level of competition for qualified employees over the next ten years. They gave a rating of eight out of ten as their level of concern. The competition is also tied to salaries and benefits identified in Trend 5. As with Trend 5, recruitment is essential in order to maintain staffing levels. Panelists felt the generational training would be perceived as a benefit to applicants and may attract applicants to the organization. Additionally, current employees may recruit applicants based on their positive experiences resulting from the training.
 - Trend 7 (T7). The use of part-time/extra-help employees --- The use of part-time and extra-help employees is being examined and utilized more. According to panel members, there is cost savings in benefits. They explained part-time employees often do not have benefit packages such as medical, dental, and vision insurance, and retirement contributions. The panel felt the use of part-time employees was slightly less five years ago as compared to the present. They saw slight increases in the use of part-time employees over the next ten years, with a concern level of eight. This is due to the ability to schedule training hours for them without exceeding allotted limits. Two of the members commented the use of part-time/extra help staff is a way for organizations to stretch budget dollars while meeting staffing demands. The

panelists commented that part-time staff is often a combination of generational cohorts. This is due to retired persons continuing to work and entry level persons just getting started in their careers.

- Trend 8 (T8). Number of employees seeking support training --- According to several panel members, employees are demanding more training to support them in their jobs and careers. Often this is the case with younger groups of employees that are being hired. Employees view support training as a benefit. Panel members explained employees feel if the employers want certain training, then it should be provided. Panel members felt that many younger generation employees are more demanding in this area and are often unwilling to obtain training on their own. Panel members felt this trend would grow slightly over the next ten years. Panelists felt generational training would be viewed as meaningful and beneficial, especially by younger workers. Their level of concern was rated as a seven due to the cost of additional required training, thus depleting available funds for generational training. Training is an important component in organizations. If employees do not feel the organization is offering meaningful training, a numbers of problems could occur, including low moral, dissension, and apathy.
- Trend 9 (T9). The amount of qualified applicants available --- Employers are challenged to find qualified personnel. Panel members explained that this challenge is, in part, due to employers competing for the same employee (T6). The panel felt the number of qualified applicants would decrease slightly over time. The panel felt this could have a negative effect on the proposed issue as the lack of qualified applicants may necessitate additional training for applicants with limited skills.

Applicants with limited skills often have little or no concept of teamwork or cohesiveness. Additional training needs require additional commitment of funds, trainers, and resources. All of these training issues would again take priority over generational training.

- Trend 10 (T10). Demand for higher education by employers --- The panel said employers are recognizing the need for employees with four-year (or more) degrees. Part of the need is from the requirements placed on management, and part due to the loss of senior employees from retirements. The public also desires well-educated professionals and managers. The panel felt employees with higher education have better skills and understanding of issues they may face in the organization. In part, this is due to the diversity of the population on many campuses and exposure to a variety of general education courses. According to panel members, the higher educational level of the workforce can reduce some training need, improve tolerance of individual differences, and improve organizational cohesiveness. Panel members felt the demand for more highly educated employees was slightly less five years ago as compared to the present. This may be due in part to an increase in demands and expectations from the public placed on employers to have well-trained and educated employees. This trend and Trend 11 showed the highest level of increase over the next ten years as compared to the other trends. Panel members explained that employees with higher educational levels are more accepting of differences between individuals and groups, specifically generational differences. The panel felt that with this increased demand for higher education levels of applicants and employee is a growing trend. Panelists said generational diversity training would provide the

- understanding to employees who may have limits on their educational level. Panel members gave a concern level rating of eight.
- Trend 11 (T11). The level of employee mobility --- The panel stated that today's society is highly mobile. This includes today's employees. It is rare to find an employee who has been with the organization for 20 or more years. They felt this trend would continue to grow. Panelists said employees are moving from employer to employer in search of better benefits, salaries, working conditions, educational/training opportunities, living conditions, better communities in which to live and play, or simply for the sake of a change of pace. The panel was concerned that there would be a need for on-going generational training due to turnover. If so the organization and employees would benefit with a generational training program in place. The panelists rated their level of concern at eight.
 - Trend 12 (T12). The level of importance of value-based organizations by employers, employees, and the community --- The panelists said the public and employees have become skeptical of government and large organizations. Scandals involving benefits, investments, investigations, and conduct have placed scrutiny on government and large organizations. Some employees are seeking value-based organizations while some employers have to educate and train employees about values. The panelists saw only a slight increase in this trend for the next ten years and the level of concern was the lowest of all other trends listed with a rating of five. Part of the panel's reasoning was value-based thinking can be part of certain generational cohorts.

Identification of Events

The next portion of the NGT process was for the panel members to identify events which could have an impact on the issue should they occur. The same process used by the panel for the identification of trends was utilized for events. An event was defined as a singular occurrence of an incident in the future. The members were encouraged to use their imagination and avoid the influence of others. The panel selected the top events they felt would have the most significant impact on the issue if the event was to occur (Table 2.2). The members individually rated the events. Their ratings were later combined, and a median value was applied to their ratings as a group.

The following areas were rated for each identified event: If the event were to occur, in what year would the probability of occurrence first exceed zero? Next, what is the percentage of probability of the event occurring within the next five years and then the next ten years? Finally, what would be the anticipated level of impact of the event on the issue statement if the event were to occur, and would that impact be positive or negative? This rating used a scale of 1 - 10, with ten representing the greatest impact.

Event Summary Table

Event	YEAR	YEAR	YEAR	IMPACT
	> 0	+ 5	+ 10	-10 TO +10
E1- Sheriff's budget reduced by 10 percent	2	100%	100%	-9
E2- Person dies during arrest due to improper force	3	55%	73%	-9
E3-Legislature enacts new law prohibiting police pursuits	3	100%	100%	-3
E4-Gen-X Sheriff elected	4	100%	100%	+3
E5-Terrorist attack on Shasta Dam	5	67%	75%	-5
E6-Mandated level of education of officers by P.O.S.T.	2	85%	85%	-4
E7-Lethal Force	3	85%	100%	-2
E8-Shasta County devastated by floods	4	85%	100%	-2
E9-3% @50 Retirement repealed	6	0%	73%	-5
E10-Repeal of VLF	4	65%	73%	-1

Table 2.2

Event Analysis

- Event 1 (E1). Sheriff's budget reduced by 10 percent --- Panel members were all aware of the budget crisis of the state. However, they felt a significant reduction in the sheriff's office budget would have a negative impact on the county and the local economy. The Shasta County Sheriff's Office currently has a 30-million-dollar operating budget. An additional reduction of 3 million dollars would have a noticeable and severe impact. The vast majority of the panel viewed this event as a significant negative event, giving a -9 impact rating. The panel felt reductions could

occur in two years and would definitely occur within the next five years. This event was viewed most likely to occur and most likely to have great negative impact as compared to the other events. The panel said this event could hinder business and residential growth and development. This would be in part to a perception of limited public safety due to limited law enforcement services in the county. One panel member saw budget reductions as a positive event. He explained a budget crisis could provide opportunity to maximize resources, programs, and staffing. He said sometimes when the budget is good, funds may not be utilized in the most efficient manner. A budget crisis does not have to be viewed as a total negative event, but a positive vision can be developed to direct the organization along during tough times. The panel recognized that while large budget reductions would likely result in the reduction of staff and services, training of existing staff must continue. It would be important to have staff behave act as a cohesive team for the organization to operate efficiently.

- Event 2 (E2). Person dies during arrest due to improper use of force by a Shasta County officer --- The panel members remembered law enforcement came under scrutiny many years ago for a significant use-of-force incident in Los Angeles, California. The panel felt that the incident may cause the community to lose trust and confidence in the Sheriff's Office. Pressure from the community may result in attention for additional training for officers. Fortunately, there has not been such an incident in Shasta County. All the members felt such an incident would have a significant negative impact on law enforcement as a whole, but specifically on training issues. Panelists felt generational training would be given a lower priority

over use of force training. This would create a delay in employees receiving generational training. The panel believed the event could first occur within three years with a 55 percent probability of the event occurring within five years. The probability continued to increase to 73 percent that the event would occur within ten years. They predicted there could be department-mandated training that may cause increased spending for certain training. If the event was significant enough, training mandates could come from state or federal levels. Other panel members viewed this event as an opportunity for learning from a negative event. Depending on the event, organizational cohesiveness could be impacted negatively or, alternatively, could galvanize the organization's members. The panel also recognized that training because of this event could reduce the emphasis on training for understanding generational differences in the workforce.

- Event 3 (E3). State legislature enacts new law prohibiting police pursuits --- The panel members believed a law change prohibiting all police pursuits would have a profoundly negative impact on law enforcement and society. Criminals would use the pursuit prohibition to their advantage. The panel concluded the law has a 100 percent probability of occurring in the next five years, but most felt it could occur in three years. All members viewed this change as having a negative impact on the issue of training employees on generational diversity. The panel believed the event could cause training for the law change to take precedence over training needs developing understanding and generational differences and organizational cohesiveness.
- Event 4 (E4). Generation X Sheriff elected --- Panel members considered the possibility of a much younger person being elected as sheriff. While the median score

was viewed as a low positive (+3), some panel members felt it would be a negative event. On one side was a perspective that people like to see change. A new young sheriff could stir up positive changes. A Gen-X sheriff would likely support training for generation differences. Employees would need to rethink the way things are done and try different approaches. However, other panel members recognized that law enforcement organizations and officers are often resistant to change. This resistance could cause the organization to fall behind while trying to adjust and overcome resistance instead of forecasting future trends and events that can affect the agency. The panel believed the probability of a Gen-X sheriff being elected would occur at four years with a 100 percent probability of it occurring in five or more years.

- Event 5 (E5). Terrorist attack on Shasta Dam --- While a significant terrorist event has occurred in the nation, one has not occurred in California or to the Shasta County area. Shasta Dam and Lake Shasta are located in heart of Shasta County. The dam generates electricity that is a significant part of California's power grid system. The water from the lake supports agriculture and tourism hundreds of miles downstream along the Sacramento River. Many communities get their drinking water from the river as well. A terrorist act that disabled the power-generating capability or contaminated the lake waters would have devastating effects on the people and economy of Shasta County and California. The panel noted that Shasta Dam and Lake Shasta are on a federal list of potential terrorist targets in the United States. The majority of the panel saw this event as a negative impact; others saw it as a positive event. One member rated it as a +5. Members explained that often, extreme events drive people into action. Such was the case of terrorist attacks in New York on

September 11, 2001. Until a major event actually occurs, people feel insulated and think that such an event could not happen. Panel members emphasized that years after the terrorist acts on the east coast, many people are back in their comfort zone and do not believe such an event could occur again. Others panelists saw positive results that occur from such events, such as increased security, better communications between agencies, and availability of funds and equipment for security as major examples. Panel members felt the event had a 67 percent probability of happening in five years. The probability increased to 75 percent within ten years. The nexus the panelists made to the event and the issue of generational diversity training was that such a major event as an act of terrorism would overshadow the need for such training. They recognized that many other things would have a much higher priority both in the short- and long-term scheme of things. This would include recovery efforts, a large contingent of media personnel in the county, economic issues on a local and statewide basis, and security and hardening of other potential targets in the area. These and many other unidentified things would take precedence over training related to the issue.

- Event 6 (E6). Mandated level of education of officers by P.O.S.T. --- Panel members thought there would be a major change in training that would be mandated by the Commission on Peace Officer Standards and Training (P.O.S.T.). The topic discussed primarily was a mandated increase in the education requirements for law enforcement. The majority of the panel viewed mandated change as a significant negative while one saw it as a moderate (+2) positive. The members felt mandates restrict an agency. An example given was the mandates placed on public schools to perform at a certain level or be financially penalized. These regulations do not

consider learning disabilities. Some members felt higher education may not necessarily mean a more qualified employee. However, some panel members recognized that persons with higher education have been shown to have a greater tolerance for diversity, change, and training. Often, mandates from the state are not fully funded or do not fully reimburse the agency for its actual costs.

The panelists believed the event could first occur in two years. They placed an 85 percent of probability of the event occurring within five years and felt the probability would not increase in ten years.

- Event 7 (E7). Officer uses lethal force on a person in Shasta County ---

Fortunately, the local area is not known for officers having to use lethal force.

However, a number of critical incidents for law enforcement in the last few years led the panel to believe there is likelihood for such an event. The event of an officer-involved death was viewed as a negative impact, one member viewed the possibility of an officer-related death with a positive impact (+1). Other members gave it a low negative number (-1) rating as the event is a likely event to occur and anticipated.

While the event can be tragic, lessons can be learned and a positive impact on the project issue can result from a negative event. The members referred back to the issue statement on how training could impact organizational cohesiveness. They felt the event would be a learning process and tend to bring members of the organization together in a positive cohesive manner. However, depending on how the event occurred, they opined that an emphasis on training in other areas such as arrest and control or officer safety could displace generational diversity training. The panel recognized they had made similar comparisons on other major events as well.

Panelists believed such an event could first occur at year three. They gave an 85 percent of probability of the event occurring within five years increasing to 100 percent within ten years.

- Event 8 (E8). Shasta County devastated by major flooding along Sacramento River --- Shasta County has not had a large devastating flood for scores of years; such an event is possible. A large spread of the individual scores resulted with this event. Scores ranged from +5 to -7. This wide range of scores provided interesting discussion between the members. While a disaster is something everyone wants to avoid, benefits can come from it. These benefits can come in the form of availability of funds, grants, updating of equipment, and training. However, restrictions on the manner in which the funds can be spent can create problems or unnecessary spending on certain items. Overall, the panel believed the event would have a negative impact on the issue and could first occur in four years with an 85 percent chance of it occurring in five years. The panel believed the probability would increase to a 100 percent in ten years. The negative impact on the issue was seen as training taking a lower priority over the event and the recovery period.
- Event 9 (E9). Public Employee Retirement System (PERS) Public Safety 3% @ 50 retirement system is repealed --- The panel discussed the current state of safety retirement and the impact changes would have on the issue. Members recognized most people do not understand the retirement benefits afforded to law enforcement officers. They commented that as citizens and legislators gain knowledge about the retirement system, there seems to be a growing concern that the benefit is too generous. Again, the panel had a wide spread on their scores from +2 to -10. If the

retirement program was repealed, it would create problems for recruitment and retention. Entities could also view a repeal in a positive manner by the savings in retirement contributions and improving the availability of funds. However, overall the panel viewed a repeal or cuts to the 3% @ 50 retirement system as a significant negative impact on the issue. They did not feel a repeal of the benefit would occur for at least six years, but gave it a 73 percent probability of the event occurring within ten years.

- Event 10 (E10). Repeal of Vehicle License Fee --- The panelists identified the loss of the Vehicle License Fee (VLF) as the event. The VLF is a fee attached to the vehicle license registration fees. The funds generated go towards discretionary funding of public safety programs throughout the county. The loss of these funds would have a negative impact on the issue as line items such as the training budget and funds for overtime. While the median was only -1, two members saw this event as a positive event (+8 and +2). These members subscribed to the idea that from chaos comes innovation, the result being newfound ways to live within financial means. Governments become accustomed to funding levels. Not until there is a significant reduction of funds can non-essential programs, activities, and services be reduced or eliminated. Only those services or programs essential to accomplishing the organization's mission must be maintained. Panel members believed this event could not occur until year four. However, they felt it had a 65 percent probability of occurring in five years and the probability increases to 73 percent within the next ten years.

Cross-Impact Analysis

A cross-impact analysis on the listed trends and events was conducted by a different panel on July 15, 2004. The panel consisted of the undersheriff of Shasta County, a first line supervisor with the county, a captain of state law enforcement agency, and an administrative secretary for the county. Two of the cross-impact analysis panel members had been NGT panel members. A complete list of panel members is in Appendix D. The analysis evaluates the impact of the events on the trends in relation to the issue statement. An evaluation was conducted on each event to determine its impact on each trend. The impact was rated on a scale of -5 to +5 using the panel median. A negative five would have a significant negative impact on the trend and the issue and a positive +5 would have a significant positive impact on the trend and the issue, with varying impacts in between depending on the rating. The most relevant or significant impacts will be addressed. Table 2.3 lists the trends along the horizontal axis and events along the vertical axis.

Cross-Impact Analysis Table

	T-1	T-2	T-3	T-4	T-5	T-6	T-7	T-8	T-9	T-10	T-11	T-12
E-1-Sheriff's budget reduced by 10%	-4	-1	-5	-1	-5	-5	-2	-2	-3	-1	-2	0
E-2- Person dies during arrest due to improper force	+1	-3	-1	-1	-2	-2	-1	+2	-1	+1	-1	+2
E-3-Legislater enacts new law prohibits police pursuits	+2	0	-3	-1	-1	-1	-1	+1	+1	+1	0	+1
E-4-Gen-X Sheriff elected	+3	+3	+1	+2	0	+3	+1	+1	+1	+4	-1	-2
E-5-Terrorist attack on Shasta Dam	+3	-1	+1	-1	0	+1	+2	0	-1	0	-2	+2
E-6-Mandated level of education of officers by P.O.S.T.	+3	+2	-1	+2	0	-1	0	+2	0	+1	+1	+1
E-7-Lethal Force	+1	0	+1	+1	+1	-2	-1	0	0	+1	+1	0
E-8-Shasta County devastated by floods	+4	0	+1	-2	0	0	0	+1	0	0	0	0
E-9-3% @50 Retirement repealed	+1	0	+1	-1	-2	+1	0	0	-2	0	+1	-1
E-10-Repeal of VLF	-2	-1	-3	-1	-2	-1	+1	0	-2	0	-1	-1

T-1: Technology advancements
T-2: Level of ethnic make-up of county
T-3: Level of funding available for training
T-4: Level of expectations from public
T-5: Level of benefits provided to employees
T-6: Level of competition for applicants

T-7: The use of part-time employees
T-8: # of employees seeking support training
T-9: Amount of qualified applicants available
T-10: Demand for higher education
T-11: Level of employee mobility
T-12: Level of Importance of value-based organizations

Table 2.3

The results of the analysis is as follows:

- E1/T1 – The trend of unstable state and county budgets was noted by the NGT panel. The training budget is often one of the first impacted. A significant budget reduction would have a significant negative impact on the development of technology advancements in training. Funds for hardware, software, and system support would be concentrated on primary services such as records management systems and computers utilized for investigations and report writing. Funding for primary services such as patrol, custody, and investigations would have priority over expenditures of technology advancements. The impact would limit the availability of utilizing technology as a delivery method for the training of personnel in the area of understanding generational differences. This could also impact the efficiency in which training is delivered. Generation X and Y employees desire the use of technology even when receiving training.
- E1/T6 – Significant budget reductions would have a negative impact on recruiting. Layoffs and/or positions being left vacant or unfunded would have a negative impact on recruiting and persons applying for jobs. Applicants would be apprehensive about being hired by an agency whose budget is unstable and where there is a propensity for layoffs. This would negatively impact the issue by limiting the available funding for training. Training would be limited to only that training required for compliance. Additionally, recruiting and hiring would be significantly impacted with a reduction in the number of allocated positions for the organization.
- E2/T1 – While budget concerns would have a negative impact on the use of technology advancements as described in E1/T1, a significant use of force incident

was viewed as a positive outcome. The event itself is a negative incident, but when it impacts technology advancements for training, it has a positive impact.

Administrators could utilize technology to provide training in a more efficient manner, to a greater number of employees, and in a shorter time. When negative events occur, training generally increases in order to correct shortcomings, refresh perishable skills, and reduce liability. A similar analysis is identified in E7/T1 with officer involved death and technology advancements for training.

- E4/T1 – A new Generation X sheriff was viewed as a significant positive impact. Such a sheriff would have a better understanding of and relationship with the majority of the workers. Additionally, the Generation X cohort is technology driven which would have a positive impact on the use of technology for training. It was also viewed a Generation X sheriff would likely have an emphasis for higher education with a focus on technology. This would appeal to Generation X and Y employees. The use of technology would expand the delivery method of training over traditional methods. Additionally, Generation X and Y employees could interact with other generation employees assisting them with technology challenges. This would improve communications and understanding between the cohorts.
- E6/T6 – It was viewed that P.O.S.T. training mandates could negatively impact recruiting. While the mandates can raise the level of training for currently employed officers, more funds would have to be dedicated to training rather than recruiting and hiring of personnel. This would impact the project issue by reducing or limiting available funding for generational training. This same analysis is also seen in E6/T3.

- E8/T4 – A significant disaster in the county would have a negative impact on the expectations of the public. This negative impact was based on particularly if the response was not what the public expected. Significant disasters and public safety's response are closely scrutinized after the incident. The expectations the public places on law enforcement are increasing. This is due in part to a post-9/11 era and consolidated responses from law enforcement and public safety agencies for local disasters. The public expects a well-trained law enforcement organization sensitive to diversity issues.
- E9/T4 – The public safety retirement benefit of three percent at 50 years of age is being scrutinized and criticized by legislators and the public. Some view the benefit as being overly generous with public funds as compared to other retirement benefits both public and private. Panel members believed the retirement benefit could negatively impact public expectations of law enforcement. Panelists said if the retirement benefit were changed, workers would delay their retirements dates, thereby reducing the need to replace experienced personnel with qualified applicants.

Future Scenarios

Future scenarios were developed based upon information gained through literature review and from the NGT trend and event processes. Each scenario will describe a potential future state.

The three scenarios will individually reflect the following perspectives:

- pessimistic perspective
- optimistic perspective
- normative perspective

The pessimistic perspective is based on if the issue is not implemented and significant negative future trends and events occur. The optimistic perspective is based upon if the issue is implemented and significant positive future trends and events occur. The normative perspective occurs if the issue is implemented and normal trends and events occur, some being positive, others negative or having no significant impact.

Pessimistic Scenario

Issue Statement: How will training influence multi-generational cohesiveness in a small rural law enforcement agency by 2009?

It was a hot and humid day as Sergeant O’Rielly, the department training coordinator, reviewed the training rosters of upcoming courses. He pondered the recent events that had impacted him and the organization. It seemed all he did now was crunch numbers and shuffle paper. During the last few years, the department had been hit financially. This budget year, the department budget had been hit with a ten percent cut back (E1). This would not have been too bad if there had been an abundance of funds. However, before the reduction, the department had seen lean financial times. Budget cuts over the last five years had all but eliminated training courses, especially the ones that were not required nor received reimbursement from P.O.S.T. Now, training was limited to only the essential requirements dictated by P.O.S.T. (E6).

Additionally, the department had come under public scrutiny after officers caused the death of a suspect by utilizing improper use of force techniques (E2). This resulted in high priority training in the domains in arrest and control techniques, crisis intervention, and less-lethal force options. Nearly all of the training was being done on an overtime basis, creating more financial problems.

As a result, the agency and county were strapped for discretionary funds. The training budget had been restructured. Computers had been upgraded and the way training could be delivered was changed. No longer could officers use interactive computer training; it was back to the traditional classroom setting and hands-on training. This was contrary to the trend of efficient and increased use of technology (T1).

O'Rielly could not believe he had to go back to writing reports, paper copies on briefing items, and patrol cars without mobile data computers, but he could tolerate these tangible items. What really frustrated him was the lack of support, consideration, and respect officers had for each other. They did not help each other out, and they bickered among themselves. This was especially true between the young officers and the older ones. Now, more than ever, they needed to work together to get past this difficult time.

He did not know why these conflicts existed between them, just that the conflicts were creating more problems. O'Rielly had experienced frustrations himself. Younger officers seemed to question and challenge everything, sometimes to the point of insubordination. They rarely volunteered for overtime or answered their phone during off-duty hours. It was tough to attract new recruits, let alone keep them for more than five years. This dissension was tearing the agency apart and the quality of service being delivered to the community was in a downward spiral. The public expected more from the organization (T4). He was worried that if these clashes continued, an officer would get hurt or worse. Several yelling matches had already occurred in the locker room and briefing between young officers and the older ones. Sometimes he thought he was at home with his two teenage children bickering as siblings tend to do. He wished there was some sort of training to develop an understanding of the differences between

the younger and older officers. He was sure it would help everyone to get along better and make the agency a better place to work.

Optimistic Scenario

It was a crisp winter morning. Revelers had welcomed 2009 with quite a bang. Sheriff Genero Xavier walked into his office. His pocket computer automatically downloaded the daily log, bulletins, and briefing items for his review. He gave a verbal command, so the information would appear on the display panel in his glasses. Xavier had been elected sheriff three years ago. Even though he was the youngest sheriff ever elected in the county and the state, he didn't let that slow him down. He utilized his degrees and training to the best of his ability. The citizens recognized this and it was one of the main reasons he had been elected (E4).

As captain, he had acted as a change agent, turning the agency around in short order. The agency had been in the media spotlight for several years. This was due to budget cuts (E1), layoffs of officers and support staff, reduction of services, computers, cars, and other assets. Morale was at its lowest. Officers were leaving the office in droves. Training mandates were stifling the agency (E6). While training was good, the manner in which it was delivered was outdated and inefficient. Officers were getting more sleep in class than they were at home. This state of affairs was not acceptable to Genero. He knew something had to be done to revitalize the agency and rekindle the interests of the officers.

He had been in charge of the Training Division when he started the change. He recognized there were differences between the various generational groups within the agency. He knew that these groups of individuals, acted, learned, and behaved differently from each other. Genero also knew that he would have to overcome organizational culture, availability of

limited funds, and the skepticism of the officers. Still he was determined to turn the agency around. As managers, supervisors, and line staff understood these differences, they could utilize differences to provide strength and growth for the agency.

Today, the agency is one of the best, if not the best, in the region and one of the best in the state. Morale is the highest ever; officers, supervisors, and management work together to solve problems. Younger officers are helping the older officers who are “technologically challenged.” Training is provided through a number of mediums such as virtual reality, daily downloads to the personal electronic devices of each officer, DVDs, and more (T1). All of this was developed in partnership with private sector: command staff, line staff “tech geeks,” use of technology funds from national security funds dedicated to raising the proficiency and knowledge of the officers in protecting the nation. The sheriff’s office now serves as a model for other organizations.

Normative Scenario

The weather was changing from spring to summer. As the temperatures climbed daily, the seasonal grasses turned from a lush green to a golden brown. The fiscal year 2009 budget hearings were well underway, and organizational temperatures were rising there, too. The sheriff rubbed his temples to relieve the migraine headache that was coming. Over the last several years, his budget was lush with ample funding, but it too was turning brown with budget reductions (T3, E1, E10). This was not anything new. This was the sign of the times for every agency in county government. He knew he had to figure out ways to do more things with less money; the community’s expectations called for it.

The sheriff knew the make-up of his organization. He knew there were four generational groups working in the agency. He was a Generation X group member himself. In fact, being a younger person helped him get elected (E4). He recognized the differences created some tension and misunderstanding among his staff. He had seen firsthand some disputes and differences of opinion that affected moral and created tension with a number of employees. The agency was like a family to many in the organization, and, like a family, there were strains and differences between older members and younger members. He wanted the organization to function as a cohesive force, rather than one with fractures, tension, and strain. The sheriff had wanted to start educating his staff on these generational differences. He hoped the training would improve tolerance and understanding, much like cultural diversity training had done near the turn of the century.

He was not too concerned with overcoming the cultural diversity issue. The department had adjusted to the changes in the ethnic make up of the county (T2). Sure, improvements could always be made, but there were not any significant issues existing at this time.

Training was always an ongoing challenge with more mandates (E6) and the necessity to provide his staff with the tools and knowledge to do their jobs well. After all, the public expected him to run his organization well and have a well-trained and professional staff (T4). He was torn if this was of enough importance for generational training or to apply the financial resources elsewhere.

He had heard the complaints from supervisors about the difficulties they were having with the younger employees: No commitment to arrive to work early, work late, or work on their days off if necessary. On the same note, he had heard the complaints from the younger workers: Limited opportunities for promotion or assignment to specialty positions, not enough time off

due to the eight-hour day schedule, and older workers being too authoritarian. A few of his staff recognized the differences, but they were not sure how to address them.

The sheriff had researched the issue and developed an implementation plan. He was going to start with a low cost, low key, informational method. He would utilize interested officers, getting the interest and buy-in of others. He planned to educate his staff and then perhaps expand to other county agencies. After all, the local agencies had similar generational groups in their agencies. He knew there was resistance to his idea. Even if he could implement it, it would be difficult. He did not think others would recognize the importance of the issue at the time.

After several more hours of studying budget projections, personnel issues, and other documents, he reached a conclusion. He knew the training would improve organizational cohesiveness between the generational classes in the department. He also knew it would have to progress at a normal rate. Other issues like the budget and mandated training concerns (T3, E6) would have to take precedence for now.

Summary

The use of the Nominal Group Technique (NGT) brought together a diverse panel of people to examine the issue of how training will impact organizational cohesiveness over the next five years in a small rural law enforcement agency. An extrapolation of the data provided allowed for the projection of a potential future. In order to implement change, there must be a plan. Chapter 3 will address the strategic planning process to implement the proposal.

CHAPTER 3

Strategic Planning

Strategic planning is a process that works for business and government. It can be applied on a large or small scale (Fogg, 1994, p. 3). Strategic planning is a structured approach which is sometimes rational and at other times, bringing anticipation of the future to bear on today's decision (Esensten, 2003). The plan is for tomorrow's world. The process plans for change and manages it along the way. The strategic plan can be thought of as a road map for a planned trip to guide a person or an organization to the desired destination. The plan allows for the measurement of progress both quantitatively and qualitatively.

Most importantly, a human element is involved in the strategic planning process. The planning process requires the organization's commitment, intimate, and enthusiastic involvement, often with project teams providing information, making decisions, and successfully implementing them (Fogg, 1994, p. 3).

It is important to recognize not only what strategic planning is, but also why it should be done. Strategic planning provides a managed change of direction of the organization. It concentrates resources on the priorities identified within the plan. The plan provides a framework for budget and operations. This is valuable for governmental agencies in today's austere budget climate. Strategic planning provides accountability by identifying the team or person who is responsible for implementing specific parts of the plan and at time, timelines for implementation (Esensten, 2003).

Overview of Model Agency

The model agency selected for development and implementation of a training course to understand generational differences and improve organizational cohesiveness was the Shasta County Sheriff's Office. The county was created in 1850 and is one of California's original 27 counties. Shasta County is located approximately 150 miles north of Sacramento along the I-5 corridor. It is predominantly rural in nature, consisting of approximately 3,850 square miles. The city of Redding is the county seat. Redding is an incorporated city served by its own police department. The county population is approximately 166,000 with approximately 65,000 residing in the unincorporated area. The growth rate of the county is about .9 percent (League of Women Voters of the Redding Area, p. 3). The county is fortunate to have a low crime rate. Redding has seen a significant growth with its housing and population. Many people move to the area for quality-of-life reasons and to enjoy recreational and outdoor opportunities.

Approximately 90 percent of the population is white. This is not typical of the state population as a whole. Persons of Hispanic origin (3.8%) and Native Americans (2.5) are the two largest minorities. The median age of the population is 36 years old. The largest age group is adults between the ages of 35 - 64 years old, representing approximately 37 percent of the county. The next largest age group is adults between the ages of 19 - 34 years old. This age group represents approximately 22 percent of the county population. The state populations of these age groups are 33 percent and 29 percents respectively. Of the population age 25 and older, 78 percent have a high school education or higher. Only 14 percent of this same population group have four or more years of college, compared to 23 percent of the state population and 20 percent for the national average groups (League of Women Voters of the Redding Area, p. 2-3).

The Shasta County Sheriff's Office is comprised of 250 employees, of which 140 are officers. The sheriff's office has a good reputation in the community. Through community meetings and surveys indicate that citizens expect a full delivery of services and that expectation is generally fulfilled. The organization is divided into four divisions, which are commanded by a captain: Custody, Patrol, Services, and Investigations. The leadership of the sheriff's office is stable with the sheriff and undersheriff having been in office for over 12 years. Retirements of command staff over the last several years have resulted in the majority of the command staff (captains and lieutenants) having less than 4 years tenure in their positions. This has created a void of organizational history and experience in the positions.

The number of staff members of the Shasta County Sheriff's Office in each generational cohort is as follows:

- The Veterans: 1922 - 1943 – 11 staff members
- The Baby Boomers: 1943 - 1960 – 108 staff members
- Generation X: 1960 - 1980 – 128 staff members
- Generation Next: 1980 - 2000 – 3 staff members

The agency head is in the Veteran generational cohort. There are 11 command staff (undersheriff, captains and lieutenants) positions. Ten are in the Baby Boomer generation cohort and one is in the Generation X cohort. There are a total of 23 sergeants; thirteen are in the Baby Boomer generational cohort, and ten are in the Generation X. It is obvious the vast majority of command staff are Baby Boomers, yet the majority of the line staff are Generation X and Next.

By 2009, the majority of the workforce in the Shasta County Sheriff's Office will be comprised of Generation X and Generation Next Cohorts. There will be a limited number of Baby Boomers remaining in the workforce both as full-time and part-time employees. The generational cohort following Generation Next, the Millennials, will be in the workforce in a

limited number. The employees from these generational cohorts will have their own set of expectations and perceptions based on their life experiences and upbringing.

The generation gap within the agency can produce disputes and tension if understanding of the differences between the cohorts is not developed and fostered. Many current employees are set in their own ways. The status quo shows resistance to the mindset of the incoming generational cohorts.

The plan is to integrate understanding between the various generational cohorts. This would create organizational cohesiveness and a generational diversity tolerant workplace. Other goals would include the following:

- Increased productivity among all employees
- Decreases in conflicts and disagreements due to generational differences
- Acceptance of generational differences between employees

Organizational Analysis

In order to develop a plan for generational diversity training, an organization needs to assess and analyze its current status. An analysis or inventory needs to be conducted in an objective manner. Additionally, the analysis needs to examine the organization's ability to reach a particular goal as a starting point. This analysis should not be undertaken with a right versus wrong approach. The analysis method that will be used for this project is "WOTS-UP." This acronym stands for the following:

- **W**eaknesses – These are potential organizational problems or areas of concern which may need attention or need to be addressed in order to for the plan to transition smoothly.

- **Opportunities** – Identifies issues or conditions in the environment which may assist and improve upon the implementation of the plan.
- **Threats** – These are environmental circumstances, conditions, groups, or in which may pose a threat to the implementation of the plan
- **Strengths** -- Are organizational circumstances, conditions, groups, or in which may support, enhance, or bolster implementation of the plan.
- **Underlying Planning** – Identifies the planning that must occur for the development of the plan.

Use of the WOTS-UP method helps move the organization towards an optimistic plan and avoid a pessimistic plan. The use of the S.T.E.E.P. (**S**ocial, **T**echnological, **E**conomic, **E**nvironmental, **P**olitical) model for issue identification may be utilized within the WOTS-UP method to assist in the identification, analysis, and how the S.T.E.E.P. categories can affect the WOTS-UP issues. The following assesses the model agency relative to the issue.

Internal **W**eaknesses

- The Shasta County Sheriff's Office does not currently have the ability to overcome differences (values and beliefs) between the generational cohorts.
- There are a limited number of individuals able to instruct on the topic of generational diversity.
- Employees are resistant to change.
- Officers may not understand the importance of the issue.
- Budget and personnel reductions could reduce funding for training.

External **O**pportunities

- Younger generational cohorts have a tolerance for diversity.

- The community will support diversity training for officers.
- Local academic institutions may allow training at reduced cost.
- Local faculty may have experience and expertise with multi-generational groups.

External Threats

- The county budget continues to weaken and restricts the ability of the sheriff's office to expand and develop programs.
- The state budget continues to weaken and restricts or reassigns funds, negatively impacting the county and sheriff's budget.

Internal Strengths

- There is a commitment to continually train and develop staff.
- There is commitment to resolving concerns and problems through long-term solutions.
- Communication with staff is effective.
- The command staff is open to innovation and change for improvement purposes.

Identification of Stakeholders

Stakeholders are key groups and individuals who are impacted by the issue. Stakeholders may be internal or external to the organization. The identification and participation of stakeholders help shape the future of organization and the issue. Their participation is necessary order to produce and implement the proposal. The stakeholders assist in not only the development of the issue, but in developing trust, acceptance, compliance, and understanding of the issue, in this case training – training that will impact the organizational cohesiveness of a multi-generational workforce. The stakeholders consist of the following:

- Change Agent or Champion – This is the person who would lead the charge to bring the importance of the issue to light. The person should be in a position to introduce the proposal to bring about change. The change agent would coordinate and develop the efforts of the other key stakeholders for implementation of the plan. The change agent would likely be a person who is part of command staff (lieutenant or above) and which would have the background, ability, and resources to express the need for change to the sheriff. The change agent's job is to make the change happen.
- Community Members – The community would support and desire the implementation of the training once is it informed of it. The development of understanding of others' differences and improvements in organizational teamwork and cohesiveness are desirable outcomes. Community members expect public agencies to be operated in an efficient manner. They expect officers to work together and have an understanding of others. Specifically, law enforcement is expected to be a cohesive organization delivering quality services in a professional manner. Although the participation or approval of the community is not necessary to implement the program, community members or groups could provide resources or oppose the project.
- Sheriff's Office Command Staff – Command staff members are the leaders in the organization and of their assigned divisions. They direct and interact with multi-generational staff members. Their current position is to support the proposed training.
- Sheriff's Office Supervisors – Supervisors are a multi-generational group of first-line supervisors. They have the most contact and interaction with staff and influence the directions from command staff. They support the department's mission and values.

Supervisors insure adherence and participation to department training and standards.

Their current position is to let the change happen.

- Sheriff's Office Training Coordinator – The training coordinator is responsible for arranging and scheduling training, obtaining certification of courses and instructors, maintaining training records, and insuring the organization and its employee are in compliance with training requirements. The coordinator's position is to let the change happen.
- Deputy Sheriff's Association (union) – The Association is a labor union. Representatives address disputes and grievances for its members. Its members consist of all sworn staff other than management. Their current and future position is to let the change happen. However, union support and participation would aid in the development and support for the training.
- Sheriff (agency head) – The sheriff is ultimately responsible for programs, training, and personnel in the organization. The sheriff has the ability to approve or discontinue programs and training in the organization. His approval of the training is necessary to let the change happen. He currently holds a neutral position on the issue, but recognizes there are differences in the generational cohorts. He desires improvement in the cohesiveness between members in the organization.
- Deputies – Officers who would be receiving the training can participate in the development of the course. A generational cross-section of members participating in the development of the course would be beneficial. Their current position is to let the change happen.

- Sheriff's Office Personnel Assistant – The personnel assistant is responsible for recruitment of personnel, maintenance of personnel records, assistance to the training coordinator, orientation of new employees, and interaction with County Human Resources Department. The personnel assistant's position on the issue is to let the change happen.

The identification of stakeholders who are supportive and beneficial to the development and implementation of the plan is important. However, it is equally important to identify stakeholders who are not supportive or who may actually oppose the project.

The term snail darter which references a small fish on the endangered and threatened species list and an analogy can be made that is applicable here. The Tennessee Valley Authority (TVA) developed plans and started construction of a dam on the Little Tennessee River. The snail darter's habitat was identified in 1973 and included the Little Tennessee River and surrounding area. While the snail darter had been on the endangered and threatened species list since 1975, the TVA failed to conduct studies to determine if the placement of the dam would encroach upon or damage snail darter habitat. During construction of the dam, snail darters were discovered. Supporters of the endangered fish eventually stopped construction of the project. If anticipation of snail darters and their habitat occurred during the planning stages and well before the construction stage, financial resources and labor would not have been wasted on the project. Snail darters need to be identified during the planning process to avoid delays, increased costs, or completion of the project entirely.

Potential snail darters for this project are as follows:

- Legislative Issues – Current law prohibits discrimination based on age, gender, race, or religion. State and federal law would need to be researched to insure

the training curriculum is in compliance with the law. Stakeholders would need to anticipate and monitor changes in the law to insure compliance in the future. Since generational cohorts are age specific and are a form of stereotyping, regulations may currently exist or may become law in the future. These laws may cause the training curriculum to be amended or completely discontinued. On a local level, human resource units within the organization or its larger governmental entity such as county personnel or county counsel may have policies and procedures which could negatively impact the training curriculum. This is the most likely area of opposition to the project.

- Age Specific Groups – Groups such as the American Association of Retired Persons (AARP) represent issues for an older age-specific population. There may be other groups not yet identified or in existence representing younger population groups. These groups could pose a threat to the project. However, these same groups could be viewed or even utilized as stakeholders or as resources.
- American Civil Liberties Union (ACLU) – The ACLU protects the rights of persons in areas of equal protection under the law for equal treatment regardless of age, race, religion, or national origin. The ACLU could oppose the proposed training if, in its opinion, unfair treatment of certain persons, based on age, would result.

Strategy Development

Based upon an analysis of trends and events identified by the Nominal Group Technique panel and literature review, three alternative strategies to implement generational diversity training were developed.

The first strategy is perhaps the simplest and easiest for an agency to do: maintain status quo. Utilization of the status quo approach requires little or no risk, expectations, has little or no impact on the agency, and avoids resistance to change. The status quo strategy requires no effort, financial investment, or allocation of resources. However, this strategy does not address the development of understanding and organizational cohesiveness between the generational cohorts. Conflicts, disputes, and differences would continue to develop and could negatively impact the effective operation of the organization, its staff, and its relationship with the community.

A review of the Commission on Peace Officer Standards and Training (P.O.S.T) Administrative Manual (P.A.M) and the P.O.S.T. website did not identify any available courses with a training domain on generational differences, generational diversity, or similar subject matter. While there is a need for this training, it seems that a course must be developed at the agency level.

The second strategy would be to develop a course at the agency level. If P.O.S.T. certification were desired by the agency, the course curriculum would need to be submitted to P.O.S.T. for approval. The strength of this strategy is the agency can conduct the training through the use of available in-house personnel on a schedule conducive to agency needs. Smaller agencies may be disadvantaged as, agency instructors and agency personnel attending the class can limit available resources or cause expenditures of overtime which can negatively

impact the budget. However, if the course received P.O.S.T. certification, reimbursement for training costs could be recouped.

A third strategy would be to conduct training through a combination of training bulletins and roll-call training sessions informing personnel of the differences between the generational cohorts. New employees would receive information on generational issues during their orientation training.

The advantage of this training is that it is less costly than actual class sessions as personnel are on-duty and the use of trainers would be kept to a minimum. The disadvantage would be the training process would take longer to reach all personnel. However, this may be an advantage as the resistance to change may be reduced. The use of prepared presentations on DVD or CD would allow for consistency in the presentation of the material.

Evaluation

Change can be slow in organizations, especially law enforcement organizations. Changes in organizational culture and understanding of generational differences can be especially slow. This process can allow for conflict and dissension to erode at the fabric that binds the organization. It is essential to evaluate the training, personnel, and the organization to determine if the training was successful in improving organization cohesiveness. The evaluation process provides feedback and constructive criticism in order for the course content and delivery to be refined and improved upon.

Several methods will be utilized to evaluate the effectiveness of the training. First, an evaluation survey will be completed by the persons receiving the training. The students would evaluate the content of the material presented, instructors, instructional methods, and strengths

and weaknesses of the training. The survey would provide immediate feedback to the instructors, identifying needed changes in the course. Second, supervisors would be surveyed at quarterly intervals after the training to evaluate whether the training improved communications, understanding, teamwork, and cohesiveness between the generational cohorts in the organization. Finally, random sampling of employee performance evaluations would be reviewed. Performance evaluations often include sections to evaluate the ability to get along with others, teamwork, and conflict resolution. Personal information from the evaluation would be redacted in order to maintain employee confidentiality. This would provide insight in a protracted manner after the training to determine the long-range effectiveness of the training.

Summary

Chapter 3 addressed the strategic planning process. Development of a strategic plan is valuable for governmental agencies and other organizations. This process provides a framework for the development of a vision for the planned implementation of how training will impact organizational cohesiveness of a multi-generational workforce in a small rural law enforcement agency by 2009. The organization will be assessed and analyzed for its potential for change. This is a structured approach, which causes an anticipation of the future to enhance today's decision. The plan will be implemented utilizing the normative perspective method. The plan is a managed process of change which provides direction for an organization towards a desired future.

Several strategy alternatives were developed in order to examine some of the strengths and weaknesses of the alternatives prior to implementation. This examination process allows

informed decisions to be made by key personnel. Finally, evaluation methods were developed to examine whether the impact of the training is effective.

Chapter 4 will examine the transition management process which prepares the organization for change from the present to the desired future.

CHAPTER 4

Transition Management

This chapter will examine the process of implementing generational diversity training in the Shasta County Sheriff's Office. The desired future is implementing training which would impact the organizational cohesiveness of multi-generational personnel. Transition management is crucial in order to implement organizational change. Transition management identifies individuals and teams responsible for implementing parts of the plan and provides accountability. The transition management process will prepare the organization for the change of moving from the present to the desired future. However, the transition to the desired future can only be successful with the commitment and support of the stakeholders and management team.

Commitment Planning

In order to make a change, the identification of the minimum number of key people or groups of people needed to make the change happen must occur. These people or groups are identified as the critical mass. It is important to realize that not all stakeholders are necessarily part of the critical mass. The critical mass stakeholders influence others and are important for the transition process. Critical mass will be reached when there are enough stakeholders who commit to and support the process of training members of the organization in understanding generational differences in the workplace and improving organizational cohesiveness. Commitment and support of the critical mass stakeholders are essential for successful implementation of change efforts. A method that can assist in addressing the critical mass stakeholders is charting.

This method helps determine the needed commitment of the stakeholders. The commitment charting process places the stakeholders into categories based upon their current commitment level and their readiness for transition. It then charts where their final commitment is needed in order to have the support for the implementation of the generational diversity training of personnel.

Table 4.1 lists the critical mass stakeholders on the left vertical axis of the chart. The categories across the top of the table chart the progression of commitment. The present level of commitment of a stakeholder is designated by an X the appropriate box. An O box indicates the level of commitment that is necessary for the change, in this case, training, to occur. If an X and O occur in the same box, it indicates that there is not a need for the commitment to increase. However, if an X and an O are in different categories, then the level of commitment must increase. This indicates that further work must be done to develop the stakeholder to the desired commitment level. The critical stakeholders that have been identified and selected for the development of training to improve organizational cohesiveness between generational cohorts are as follows:

- Change Agent
- Sheriff
- Undersheriff
- Sheriff's Command Staff
- Sheriff's Training Coordinator

Commitment Chart

Critical Mass Stakeholders	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Change Agent				X O
Sheriff		X ⇒		O
Undersheriff			X ⇒	O
Sheriff's Command Staff		X ⇒		O
Sheriff's Training Coordinator			X ⇒	O
Sheriff's Personnel Ass't			X O	
X = Current Position O = Desired Position				

Table 4.1

The change agent is committed to seeing the generational diversity training is developed and implemented. The agent has researched the issue, the need for change, and is familiar with the subject matter. The agent is a member of the agency and has established relationships and contacts within the agency to assist in leveraging other stakeholders if necessary. The change agent needs power or the authority to make change happen.

The sheriff is ultimately responsible for the organization, its staff, and operations. He has the authority to approve or deny programs in the organization. Generally, new training opportunities are approved by the sheriff. The sheriff's current position of "Let it happen" is a neutral position. It would be advantageous for his position to move to "Make it happen" category. The sheriff's support, commitment, and influence would be necessary and invaluable in this category. If the sheriff opposes or fails to support the project the training will not take place. The sheriff would be provided with a written executive summary of the proposed training project. The summary would include, but not be limited to, background and overall summary,

importance of the training, associated costs, overall benefits, and shortcomings. The change agent would meet with the sheriff if further details or explanations are necessary. The sheriff must be provided with information and data in order to support the change and believe that the change is important and necessary.

The undersheriff is responsible for the personnel, training, fiscal planning, and overall operations of the various divisions of the sheriff's office. The undersheriff is currently in the category of "help it happen." In order to move him to the "make it happen" category, he would need a written executive summary of the proposed training project. The summary would include, but not be limited to, background and overall summary, importance of the training, associated cost, overall benefits, and shortcomings. The change agent would meet with the undersheriff if further details or explanations are necessary. The undersheriff would provide the authorization to allow the training project to proceed and the direction to make it happen.

As described in Chapter 1, the sheriff's command staff is comprised of the organization's captains, lieutenants, and civilian managers. Their positions of authority and influence are necessary for a smooth transition of the project. The captains manage divisions comprised of lieutenants, sergeants, and line staff. Their understanding of the issue would assist them in improved teamwork, camaraderie, and cohesiveness of personnel in their divisions if the training is supported and is effective. They have much to gain from its success. They need to assist the sheriff in making the change happen. Their opposition or lack of support would prevent advancement of the training.

The sheriff's training coordinator is responsible for insuring compliance with P.O.S.T. mandates and guidelines. The coordinator maintains training records of personnel, arranges and schedules training sessions, and works with instructors and P.O.S.T. to gain certification of

training courses and instructors. The training coordinator is a member of a regional training coordinators group and interacts with other training coordinators. The coordinator's current position of "help it happen" is beneficial and influential. However, through interaction with the change agent and by direction of the undersheriff, the coordinator's position can be moved to "make it happen." The contacts maintained with other training coordinators, instructors, agencies, and professional organizations would improve the delivery of and attendance to the course.

Responsibility Charting

Knowing which group or individual is responsible for certain roles or actions provides clarity and understanding. It reduces duplication of efforts, wasted time and energy, and provides accountability. Responsibility can be charted as outlined in Table 5.2. Responsibility charting outlines responsibility requirements necessary for managing a smooth transition of change. Its main purpose is to identify and clarify roles and relationships.

A list of those responsible is placed along the top of the horizontal axis of the chart. Along the vertical axis on the left side of the table are list of tasks, activities, or actions that are required to be accomplished for managing responsibility and change. Stakeholders are assigned a designated role for each task or action. The specific designated roles assigned to the stakeholders are defined as follows:

- R = Responsibility for the occurrence of tasks, actions, decisions , activities
- A = Responsibility for approving tasks, actions, decisions, or activities
- S = Responsibility for a supporting role of tasks, actions, decisions, or activities
- I = Individuals are to be informed of tasks, actions, decisions, or activities

RESPONSIBILITY CHARTING				
Stakeholders				
Tasks, actions, decisions, activities	Change Agent	Sheriff	Command Staff	Training Coordinator
Introduce plan	R	A	I	S
Develop Curriculum	R	A	S	S
Approve Curriculum	R	A	I	I
Determine Resources	S	I	A	R
Implement Training	S	A	I	R
Evaluate Training	A	I	I	R
Amend/adjust Curriculum as needed	S	A	I	R
R = Responsibility A = Approval S = Support I = Inform				

Table 4.2

The change agent plays a vital role in the implementation of the training. The person is responsible for introducing the plan and emphasizing the need for the training. The change agent is responsible for developing and amending the course curriculum. This person supports the training coordinator in determining resources and the implementation of the training.

The agency head, in this case the sheriff, is responsible for approving the plan. The sheriff has the authority to veto the plan; in which case, the change would not take place. After the approval of the plan, the sheriff takes a supportive role and is informed of progress and development as change occurs.

Command staff and supervisors take a supportive role for the plan. Their support is vital in order for the change to take place. They are informed of progress and developments as change occurs.

The labor union (DSA) primarily has an informed role. Their assistance in supporting the training would be beneficial.

The training coordinator has the major responsibility for implementing the training plan. The coordinator is responsible for determining necessary resources for the training, implementing and evaluation of the course, and if desired, obtaining certification by P.O.S.T.

The personnel assistant's role is primarily one of remaining informed and supporting the training. The personnel assistant aids and assists the training coordinator if needed and provides part of the orientation of new employees.

Summary

A plan for the implementation of change is necessary for a smooth transition. Identification and analysis of critical mass stakeholders through commitment charting provides the degree of commitment and readiness for change from individuals and groups. It identifies groups or individuals who may need development in order to raise their degree of commitment and readiness for change.

When developing plans, it is critical to identify and know what group or individual is responsible for certain roles, actions, or decisions. The process of responsibility charting provides understanding of specific areas of responsibility for certain tasks, actions, decisions, and activities. Responsibility charting can reduce wasted time, energy, and resources. Charting responsibility requirements provides aid for a smooth and successful implementation of change.

Chapter 5 will provide conclusions and recommendations on how training can improve organizational cohesiveness between generational groups.

CHAPTER 5

Summary and Conclusions

There is a continual demand for a well-trained law enforcement officer. The public expects the department heads of the law enforcement agencies that serve their community to properly train officers. Many officers seek out and sometimes demand training. State legislators and agencies mandate certain training for officers.

The generational composition of the workforce creates challenges for management and workers alike. This can lead to generational name calling and categorization. Conflict and dissension creates an atmosphere within the organization which affects efficiency, energy, and productivity (Zemke, Raines, & Filipczack, 2001, p. 2). The military identified dissent and conflicts between senior and junior officers. Just as ethnic diversity in the workplace has many benefits, tension, and disputes can develop from lack of understanding. In a similar manner, generational diversity has its benefits and areas for growth and improvement. The focus of this research project was to determine how training would influence multi-generational cohesiveness in a small rural law enforcement agency by 2009.

The workplace of today and the future is technology-based and information-driven in a global environment that can and often affects law enforcement. The structured hierarchy that favored the senior employee is no more. The workforce of the future will be a blending of younger and older worker throughout the organization's structure (Gamel, 2003).

The way many organizations addressed ethnic diversity in the workplace of the 1990s was through training and education. Now in the millennium, managers, supervisors, and workers must recognize and understand how they and their staff operate as a result of their generational grouping. The primary focus of developing generational workplace diversity training is to

enhance teamwork, esprit de corps, and organizational cohesiveness between the generational cohorts. Training can develop an understanding within the organization's staff and between the generation classes in order to reduce conflicts, labor shortages, stress, and turnover while increasing loyalty and commitment.

Generational cohorts have broad characteristics associated with them. The characteristics vary slightly depending on the source, but they share commonalities listed. The generation categories actually overlap by three or four years, but there are not any definitive starting and ending points. Generation grouping is a form of stereotyping; with that stereotyping comes some level of concern in forming these groups. The generational categories or cohorts generally in the law enforcement workforce and the model agency are as follows:

- The Veterans 1922 - 1943
- The Baby Boomers 1943 - 1960
- Generation Xers 1960 - 1980
- Generation Nexters 1980 - 2000 (Zemke, Raines, & Filipczack, 2001, p. 3).

Each of these cohorts has its own degree of individuality, and as a result, an us versus them atmosphere can develop. These fundamental disputes and tensions still impacts the efficiency, operations, and teamwork in the organization.

Law enforcement leaders must plan for the future. Failing to plan will likely result in a plan for failure or the future being planned by others. One method in planning for the future is to bring a diverse group of people together to present their ideas and engage in discussions on how future trends and events can impact the issue at hand. The Nominal Group Technique was the method utilized for this project. Panel members identified a number of future trends and events that would have an impact on how training would impact organizational cohesiveness of a multi-generational workforce by 2009. The identified trends and events were analyzed individually and

in regards to their cross-impact on each other. The information obtained from the trends and events resulted in development of three scenarios which were addressed in Chapter 2.

Chapter 3 addressed the strategic planning process. Strategic planning is a structured approach to analyzing of how training will influence cohesiveness between the generational cohorts. Stakeholders were identified. The stakeholders can influence the change process. An evaluation process was developed to allow for examination of the effectiveness of the training.

Chapter 4 focused on transition management, a process which prepares the organization for change, moving from the present to the desired future. As part of transition management, commitment planning and the identification of the critical mass stakeholders were conducted. The critical mass stakeholders influence others and are essential for the transition process. Commitment charting places the critical mass stakeholders into categories based upon their current level of commitment and identifies where their final commitment level needs to be in order to make the change happen. Stakeholders have certain responsibilities including; charting outlines requirements necessary to manage the transition of change.

Implications on Leadership

Several generational groups exist in most organizations; another will soon arrive. Each of these generational cohorts has its own unique characteristics. This can lead to generational name-calling, categorization, conflicts, and dissension. Conflict, tension, and poor communication between employees can create flashpoints. These differences can negatively impact productivity, efficiency, employee turnover, moral, and organizational cohesiveness. This atmosphere can negatively impact teamwork, productivity, efficiency, and organizational cohesiveness.

Ignoring these differences does not address the problem; if anything, it can make it worse. Leaders need to cultivate an understanding of differences between the generational cohorts in order to enhance esprit de corps and organizational cohesiveness. An essential skill leaders and workers need to possess is the ability to relate to others (Zemke, Raines, & Filipczack, 2001, p.2). Leaders must be prepared for change, otherwise they will spend their time attempting to overcome it, which results in inefficiency and being unprepared for other changes that will occur.

Budgetary Implications

Nearly everything in organizations can be linked to the budget in some aspect. The budget of governmental agencies is scrutinized by the public, politicians, and agency personnel. The vast majority of an organization's budget is in employee salaries and benefits. . This can lead to discipline and loss of trust by the community. Today's organizations must operate efficiently not only monetarily but also with their human resources.

The cost to recruit, hire, and train employees is great. The loss of fully trained employees is even greater given the investment organizations have in them. It would behoove organizations to foster a cohesive workforce.

The research in this project developed a strategic plan to implement training in order to influence organizational cohesiveness with a multi-generational workforce. There would be labor and material costs associated in developing, implementing, and updating the training course. However, costs could be kept to a minimum by conducting the training on an employee's regular schedule rather than on overtime. Should the course become certified by P.O.S.T., partial reimbursement of costs would offset expenditures. Additionally, training time would be part of the officer's in-service training requirements. Offering the training locally would save the cost

for travel and housing expenses. The cost for the training would more than offset monetary costs if an employee leaves the organization as result of generational conflict.

Conclusions

The focus of this research project was to determine how training would influence organizational cohesiveness with a multi-generational workforce in a small, rural, law enforcement agency by 2009. If the proposed plan is implemented, organizational cohesiveness will be influenced in the following ways:

- An understanding of generational differences between employees will be developed. The training plan will furnish employees with the knowledge to better understand each other and improve interaction. The training plan will influence understanding.
- Communications throughout the organization will be improved. Miscommunication is perhaps the single most problematic area that creates the greatest dissension and dissonance in organizations. The training plan will improve communication.
- Through improved communication and understanding, generational conflict and tension will be reduced. Additionally, openness and trust will be improved through understanding and communications. This will lead to improved teamwork, camaraderie, productivity, efficiency and overall organizational cohesiveness.

It would behoove law enforcement organizations and training organizations to bridge the generational disconnects to reduce conflict and tension while improving teamwork, efficiency, and organizational cohesiveness. If the Commission on Peace Officer Standards and Training (P.O.S.T.) developed such a course, it would provide consistency in the curriculum offered to officers statewide.

Employees are the framework of the organization. The workforce of the future will be a cross-generational medley of generational cohorts. In order for the organization to prosper and operate efficiently, employees must work together as a team towards organizational goals. If employees are in conflict with each other, productivity and efficiency of the organization will suffer. As the workforce changes in its make up, organizational leaders and managers must be prepared to adapt and deal with the diversity of the workforce, not only along ethnic, racial, gender, and religious lines, but generational as well. Police executives cannot ignore the generational differences if they are to be effective leaders. Executives, managers, and supervisors must be able to adapt their styles and work environments to span the generational spectrum to effectively relate to all types of people in the workforce.

APPENDIX A

Nominal Group Technique Panel

Breshears, Janet – A first-line supervisor with Shasta County

Blue, Royal – Retired pastor and youth and adult counselor

Gugin, Alan - Human Resource Director of a local hospital

Hahn, Jennie – Counselor for a local community college

Lingenfelter, Michelle – Deputy Sheriff with Shasta County, six years experience

Madison, Matt – Human Resource Manager with a local food services company

Menoher, Charlie – Director, youth violence prevention council, superintendent of schools (ret)

Sharp, Shaun – Manager, local employment agency

Stolze, Jerry – Retired manager from southern California

Strand, Beverly – Executive secretary for Shasta County, twenty-six years experience

Teatro, Paul – U.S. Army Recruiter

APPENDIX B

Complete List of Trends

1. Level of funding for training
2. Priority of budget - County vs. state or city
3. Mandatory training requirements
4. Number of employees seeking support training
5. Number of qualified applicants available
6. On-going support for staff
7. Level of value-based organizations by employers
8. Employee mobility
9. Competitive recruiting
10. Level of ethnic make-up of Shasta County
11. Change in expectations from public
12. Working relationship between employees and labor unions
13. Demand for higher education by employers
14. Requirements for length of training
15. Rate at which promotions are made
16. Level of benefits provided to employees
17. Utilization of acting supervisors
18. Use of part-time/extra-help employees
19. Technology advancements in training
20. Utilization of technology aptitude testing for applicants

APPENDIX C

Complete List of Events

1. Significant law enforcement use of force incident
2. Sheriff's budget reduced by ten percent
3. State legislature enacts new law prohibiting police pursuits
4. Generation X Sheriff elected
5. Terrorist attack on Shasta Dam
6. Natural disaster impacts county
7. Change in the Public Employees Retirement System (PERS) 3% @ 50 years of age benefit
8. Mandated level of education by Commission of Peace Officer Standards and Training
9. Officer-involved death
10. County tax impacts budget
11. Repeal of vehicle license fee impacts county budget

APPENDIX D

Cross-Impact Analysis Panel

Breshears, Janet – A first-line supervisor with Shasta County

Conley, Ellen - Captain, California Highway Patrol

Schaller, Larry - Undersheriff of Shasta County

Strand, Beverly – Executive secretary for Shasta County

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