

HOW WILL A FORMAL MENTORING PROGRAM ENHANCE
THE DEVELOPMENT OF MANAGERS IN A MID-SIZE
URBAN LAW ENFORCEMENT AGENCY BY 2009?

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Peace Officer Standards and Training

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

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CHAPTER ONE

ISSUE IDENTIFICATION

Introduction

The California law enforcement community will see significant turnover in the management or command staff ranks over the next five years. The focus of this project seeks to concentrate on the impact that formal mentoring would have on the development of management candidates. The question is asked: “How will formal mentoring enhance the development of managers in a mid-size urban law enforcement agency by 2009?”

The San Bernardino Police Department is just one of many agencies that will see almost the entire management cadre retire from police service by 2009. Many others will be retiring from supervisory positions. The management experience will be lost to the organization at precisely the time when that valued expertise will be needed to face the complexities of a rapidly changing world. Thirteen of seventeen members of the executive and command staff level will retire from the San Bernardino Police Department. This projection is based on information from the Personnel and Training Bureau of the San Bernardino Police Department.

In an informal survey of twenty law enforcement colleagues from throughout the state, it became clear that the anticipated turnover is not peculiar to the San Bernardino Police Department. Many young, and as yet unseasoned, men and women will be called upon to address the political and social issues that face policing executives well before mastering the art of police investigation or supervision. They will assume these roles and put forth their best efforts, achieving varying measures of success. However, many will know the sting of failure. This bleak forecast need not become reality.

In a sampling of 24 law enforcement agencies from up and down the state of California, each agency representative indicated that many retirements from the command staff level are anticipated over the next few years. The problem is quite immediate in the case of the San Bernardino Police Department, where 50 retirements are forecasted by the end of 2005. Many agencies in the state of California currently face significant budget concerns. Cities may rethink their ability to cover the soaring costs of providing safety employees with the retirement benefit known as 3% @ age 50.

The city of San Bernardino has entered into a contract with management and the rank and file to fund a pension enhancement through the Public Administration Retirement System (PARS). The contract was signed in late 2002 and took effect January 1, 2003. This enhancement makes up the difference between what an employee would be paid under the 3% @ age 55 Public Employees Retirement System (PERS) formula, and the 3% @ age 50 formula.

The difference in a person's retirement can be significant. Given the state's fiscal concerns, there is a good chance that many people in the San Bernardino Police Department will avail themselves of the PARS option before the current contract expires at the end of 2005. It is quite possible, and perhaps likely, that if the city's budget shortfalls are not met through a reinstatement of vehicle license funds and property taxes, employees would hasten their retirements. This event would further drain the organization of many years of valuable management expertise. There is a need to ensure competence in the future leadership in law enforcement.

Formal mentoring may hold the key to establishing a means of perpetuating the conveyance of knowledge from one generation of law enforcement managers to the next

generation. Not only will the new leaders benefit from mentoring relationships, but those who serve as mentors will reap benefits as well. “People entering into a mentoring relationship, as either a mentor or mentee, have an expectation that the relationship will be of some benefit to them.”¹ Those being mentored can expect to acquire skills and knowledge that would normally take many years of work. The network of contacts available to a mentee will be of benefit in problem solving and gathering new ideas about leadership. The mentor will enjoy the feeling of enhanced self-esteem, knowing that they are leaving a legacy to future generations of citizens and members of the department.

The high numbers of anticipated retirements over the next five years heighten the need to explore a way to preserve the knowledge and wisdom that will otherwise be lost. In Chip R. Bell’s Managers as Mentors: Building Partnership for Learning, he refers to the need to create a “learning organization.”² This is a term that Bell credits to Peter Senge, author of The Fifth Discipline. Both writers are promoting the need for organizations to build a culture where learning, improvement and constant experimentation are at the core of the enterprise. These examples are cited from private business and may have far-reaching implications for establishing the framework of lifelong learning through mentoring in the law enforcement profession as well.

In The Minding Organization, Dr. Moshe F. Rubinstein warns that too much analysis of an industry may blind one “to a future laden with low-probability, but high-impact, developments that will occur outside the industry.”³ The future of California law enforcement is facing a high-probability and high-impact cycle of retirements that will all but drain management ranks of desperately needed experience. Dr. Rubinstein writes of making

a “half-plan,” advocating that organizations “must be ready to respond to 50% of the future that cannot be anticipated.”⁴

Mentoring programs, as a component of organizational commitment to continuous learning and development, may have a critical impact on the future of California law enforcement. Providing quality leadership for future generations of law enforcement is central to building a solid foundation that will allow for the unanticipated.

Mentoring: An Historical Perspective

The story of Mentor comes from mythology and Homer’s Odyssey, and has been loosely paraphrased from Mentoring by Gordon F. Shea. When Odysseus, king of Ithaca, leaves to fight the Trojan War, he entrusts the care of his household to Mentor, who serves as both teacher and overseer of Odysseus’ son, Telemachus. After the war, Odysseus is condemned to wander vainly for ten years in his attempt to return home. In time, Telemachus, who by now is grown, goes in search of his father. Athena, Goddess of War and patroness of the arts and industry, assumes the form of Mentor and accompanies Telemachus on his quest. Eventually, father and son are reunited and together they strike down those who would try to take control of Odysseus’ throne, which is the birthright of Telemachus.⁵

Over time, the word mentor has become synonymous with the roles of trusted advisor, friend, teacher, and those who seem to have a special wisdom. Included among some of the more historically recognizable mentoring relationships are Socrates and Plato and Hyden and Beethoven.

History has recorded many other relationships, some of which will be referred to in this writing, that exemplify mentoring. Many works on the topic of mentoring suggest that mentors are special people who come in contact with those needing a mentor through a variety of interactions, helping them develop and realize their potential.

Mentoring for the Future

In researching formal mentoring as a futures issue, an informal survey of twenty-four law enforcement colleagues revealed that none of these agencies represented were engaged in formal mentoring. Fontana Police Department was the only agency in the informal survey found to have made efforts to implement a mentoring program. It seems that formal mentoring is virtually non-existent in the law enforcement profession. Given this finding, and the anticipated exodus of many law enforcement managers and administrators, the introduction of a formal mentoring proposal is timely.

Constant and rapid change coupled with decreasing funding and increased loss of experienced management would seem to make a compelling case for formal mentoring. Lack of attention to the development of competent managers will spell trouble for communities that rely on law enforcement leadership.

A formal mentoring program would have the following elements:

- Pairing of qualified mentors with aspiring mentees, beginning at the level of detective for the mid-size agency
- Serve all persons interested in being mentored
- Seek outcomes from the mentoring relationship that are linked to organizational goals

- Create a broad network of learning and support resources for the mentee
- Focus on internal development of management candidates to meet organizational needs
- Provide career development opportunities for mentees
- Consideration for generational differences
- Depending on available resources, compensation for mentors may be a component of the program
- Consist of a written program to define the stages of a mentor/mentee pairing
- Have tracking and record keeping, capturing progress of mentee
- Have guidelines for program evaluation

There are many philosophies regarding what mentoring constitutes. Some in law enforcement may argue that mentoring begins the first day a new law enforcement recruit begins the academy. They may feel that the recruit training officers on the tactical staff of an academy are really mentors to the new recruits. The tactical staff will provide instruction in many phases of law enforcement work that new recruits may encounter once out of the academy setting. While this relationship is certainly one in which learning occurs, the role of academy recruit training officer is different than the role of mentor envisioned in this proposal.

Some may assert that the field training officers who will provide operational training to new recruits on patrol or in a jail setting are mentors, but, again their role is probably most appropriately viewed as that of trainers rather than mentors.

This trainer/trainee relationship, while essential to establishing the foundation of an officer's career, is not the type of relationship conducive to a real mentoring relationship.

The primary purpose of mentoring is to create a relationship in which learning occurs. Learning about how the organization functions, about the political landscape and the nuances associated with management, are among the chief objectives in a mentoring endeavor. Many people can “read the book,” but so much of what transforms a management candidate into an organizational asset is learned through a close relationship with people who have “been there.” However, this initial contact with a member of the field training staff may blossom into a mentoring relationship. This next level usually occurs once the trainee has proven themselves and made that all important transition to working on their own. Very often training officers will continue to provide guidance and instruction in an informal way.

In The Mentor’s Guide, Lois J. Zachary likens the process of mentoring to cultivating a garden. Zachary spends time emphasizing the importance of “tending” to the people to be mentored to achieve the highest results.⁶ A critical component of tending that garden of people then becomes identifying the learning goals desired and facilitating the relationships most likely to yield the optimum learning environment. Zachary suggests that when learning is not properly tended to, the mentoring process is seriously compromised and becomes little more than a transaction. The mentoring relationship must be one in which both mentor and mentee feel comfortable to express themselves freely. The greatest learning may occur during simple conversations where a free exchange of ideas takes place.

Adult learning is a very different dynamic. The learning that takes place in a mentoring relationship is the fruit of something Zachary refers to as a “learning partnership.”⁷ The mentee will play a much more active role in the learning process than that seen in a traditional teacher/student paradigm. The candidate learns key skills through the exchange of ideas which can only occur in a relationship where both mentor and mentee are

working in collaboration to achieve the mentee's learning goals. The mentee takes on increased responsibility for creating a learning environment. In addition, the mentee is encouraged to take a lead role in establishing learning priorities and identifying and accessing resources that aid the learning process.

Traditionally, mentoring relationships may have lasted for years; however, given today's urgency to safeguard organizational wisdom and knowledge, a different concept in mentoring may be employed. Shorter spans of time in the mentoring relationship may become the norm along with multiple and simultaneous mentors. These types of relationships will allow organizations to retain higher levels of corporate knowledge, while allowing mentees the opportunity to sample from among the agency's best and brightest managers as their models. Additionally, Zachary references a recent study, conducted by Deloitte & Touche and the Corporate State, that indicated that seventy-five percent of the Generation X respondents thought the idea of multiple mentors provided them with a wider range of expertise to draw from for their career development.⁸

Over the years, there has been a shift in the mentoring paradigm away from a product-oriented model, which was chiefly focused on the transference of knowledge, to a more process-oriented relationship. These relationships still involve knowledge acquisition, but they also focus on application of learned skills and encourage critical reflection on performance. This shift in thinking is consistent with both the current need to transfer learning rapidly and with the learning style of those who will be mentored.

Several elements related to adult learning have been referenced by Zachary from a work by Malcolm Knowles (1980) as the elements relate to mentoring. Chief among these

adult learning points is the need to “establish a climate conducive to learning” and the need to “involve learners in planning how and what they will learn.”⁹

- Adults learn best when they are involved in diagnosing, planning, implementing, and evaluating their own learning.
- The role of the facilitator is to create and maintain a supportive climate that promotes the conditions necessary for learning to take place.
- Adult learners have a need to be self-directing.
- Readiness for learning increases when there is a specific need to know.
- Life’s reservoir of experience is a primary learning resource; the life experiences of others enrich the learning process.
- Adult learners have an inherent need for immediacy of application.
- Adults respond best to learning when they are internally motivated to learn.¹⁰

Management candidates will learn through experience as well as relationships. Law enforcement agencies would do well to facilitate a process that affords management candidates the opportunity to experience the aspects of management thought to be most critical to success.

Since mentoring is a tool to be used to develop the most precious of any organization’s resources, the people, the form of mentoring utilized must be determined through careful consideration. Mentoring may take the shape of a structured, formal organizational process, or it may be conducted informally, absent organizational direction. Given the urgency of the situation and realizing that there is precious little time to accomplish the mission of developing future managers, organizations would do well to rely on a structured technique to best serve the needs of the future.

The informal mentoring approach would rely on mentees to identify and select a mentor to help guide them through a variety of learning experiences. It may also be that the mentor will select someone that seems to have promise and help with that person's development. The relationship is typically based on a personal relationship with mentoring as an unintended outcome. This process could be very successful, but there may be candidates desirous of mentoring who do not possess the sought-after skill set to lead the organization. Perhaps the greatest success will come through a process that identifies those who currently serve as managers and administrators and who model successful management characteristics.

The field of potential mentees should be open to those who not only model prospective management characteristics, but also those who meet specific criteria and express an interest in being mentored. This element of the program will be essential to ensure that all interested parties are afforded an opportunity.

As described earlier, the informal mentoring program is typically much less structured than the formal. Often there are no guidelines or measurements to calculate effectiveness of the program. Mentees would be seen as the driving force since the informal application usually advocates that mentees select their own mentors. An organization most certainly will seek more quality control over mentor selection to make sure that those being selected for the extremely critical role of mentor meet the standards that the organization intends to impart to future leaders.

On the other hand, the implementation of a formal, more structured, and organization-sponsored approach to mentoring would seem most likely to yield the highest caliber results. The administration has greater influence over the mentor selection criteria and will be able to

establish clear and precise direction throughout the program. Critical leadership competencies can be identified and incorporated in the program along with an objective set of programmatic effectiveness criteria.

The diversification of the management ranks of law enforcement agencies is of increasing concern to the communities served. An agency employing a structured, formal mentoring program will be able to identify and develop candidates that reflect the demographics of the jurisdiction, mirroring the cultural make-up of the community.

Certainly the development of all employees should be a goal of any organization interested in creating a sound legacy of leadership for the future. There is a significant transition that occurs when officers and detectives promote to a position of supervision. Suddenly new supervisors find that organizational exposure to liability, as well as personal liability, are concepts that can be impacted by every decision they make. Continual evaluation of social, technological, environmental, economical, and political trends and events will be a component of the future management skill set. A formal mentoring program may be a way to ensure the best possible foundation so that a solid legacy of leadership can be achieved.

At a conference on diversity in mentoring held in April 1996, Ms. Alice Fairhurst presented some information on how to design a mentoring program that works. Ms. Fairhurst suggests that the structure of a mentoring program helps those being mentored to deal with a rapidly changing environment. Important components of a formal mentoring program should be connected to organizational strategic goals with a mechanism for measuring results of the program. While Ms. Fairhurst's focus was diversity in mentoring,

the essentials highlighted would seem to have applicability in any formal mentoring program.¹¹

To summarize, the goal of this project will be to examine how formal mentoring will enhance the development of managers in a mid-size urban law enforcement agency by 2009. For the purposes of this project, the San Bernardino Police Department will serve as the model agency for the proposed program. The following chapter will employ forecasting in identifying potential trends and events that may impact implementation of a formal mentoring program. In Chapter Three, strategic planning will be examined as a tool to be used to assess the model organization's readiness to adopt formal mentoring. Chapter Four will consider the elements necessary to shift an organization from doing business one way to taking on new methodology, using transition management. Chapter Five will offer some recommendations and conclusions based on lessons learned through the examination of the issue statement.

CHAPTER TWO

FUTURES STUDY

How will a Formal Mentoring Program Enhance the Development of Managers in a Mid-size Urban Law Enforcement Agency by 2009?

Nominal Group Technique

In April 2004, a Nominal Group Technique (NGT) exercise was facilitated for the express purpose of gaining the perspective of professionals with varying backgrounds. The express purpose of the exercise is to determine what trends and events will impact formal mentoring in a mid-size urban law enforcement agency over the next five years.

Preparation for the exercise included identifying people to serve on the panel with experience in mentoring during the course of their careers. Eight panelists participated in the exercise and their names are included in the appendices of this paper. One of those asked to participate is experienced in developing, designing, and implementing mentoring programs for a variety of businesses including the Jet Propulsion Laboratory in Pasadena, California, as well as the County of San Bernardino. One of the participants was a health educator for San Bernardino County Public Health. Another panelist is employed as a community liaison with the San Bernardino Water Department; he is also a major in the Army National Guard. Another participant serves as the director of Code Compliance for the City of San Bernardino. There was also a senior staff member from the Superintendent of Schools for the San Bernardino Unified School District serving on the panel. Rounding out the group was a retired deputy chief from the Riverside Police Department. The panel consisted of male and female participants in an effort to incorporate perspectives that might be unique to gender on the issue statement (Appendix A).

Once the panelists were identified and agreed to participate, letters were sent to each person providing them with a brief description of the nominal group technique. With the letter, each panelist received a copy of Chapter One of this project to assist them in providing input.

Panelists had been provided with material to help them make the most of the time set aside for the nominal group technique, however, an additional step was taken to maximize efficiency. A PowerPoint slide presentation was prepared to explain the exercise. Definitions were provided for trends and events to assist panel members in their participation in the process.

Following the briefing, the panelists were encouraged to begin identifying as many trends as possible that may potentially impact the issue statement: *How will a Formal Mentoring Program Enhance the Development of Managers in a Mid-size Urban Law Enforcement Agency by 2009?* This phase of the exercise was carried out in a silent generation of ideas with each panelist compiling their own list of trends without being influenced by other panelists. When they had completed their lists, a “round robin” process was conducted to list all trends identified by the group.

Trend Analysis

The definition of a trend was described as multiple events that are linked together having a past, present and a future. Trends may have a positive or negative impact on the issue being analyzed. They may be of a social, technological, economic, environmental, or political nature.

Together, the panel identified forty-eight candidate trends for further consideration (Appendix B). The panel was then asked to prioritize the trends and focus on those trends

that might have the most impact on formal mentoring. In order to determine a direction for each trend, a value of 100 was assigned to the level of the trend today, or at present. By assigning this arbitrary value, the panel was then able to estimate the level of the trend five years ago, and where the trend might be five years and ten years into the future.

Additionally, the panelists were asked to rate the level of concern for each trend relative to the impact it would have on the issue of formal mentoring. The ratings for the level of concern were based on a 1 to 10 scale, one being low and 10 being high.

The data presented in the Trend Summary Table is reflective of the thinking of the panel. The results were tabulated using a median score.

Trend Summary Table 2-1

Trend		-5 Years	Today	+5 Years	+10 Years	Concern
1	Level of supervisory experience	135	100	75	90	8
2	Level of management duties	80	100	125	150	8
3	Level of mentoring for local law enforcement	75	100	110	120	8
4	Level of openness to news ideas among the rank and file	70	100	120	140	2
5	Level of management stability	120	100	80	60	9
6	Level of local funding	110	100	80	90	10

Trend 1: Level of Supervisory Experience

The panel believed that mentoring was not given a high priority in the past, perhaps due in large part because attrition at the management rank was more of a gradual occurrence. Five years ago, supervisors and managers remained in grade for a longer period of time. This translated to greater levels of experience in aspiring managers. The constant and stable rate

of attrition through retirement did not seem to cause a vacuum in the leadership ranks of policing agencies. The panel did believe that with the new retirement formula and an anticipation of a great many retirements, the level of experience would be less thus increasing the need for mentoring. The concern level of “8” regarding this trend was a median number reflecting the group’s thinking that there would be a greater need for mentoring over the next five years to ensure competent leadership succession. The panel felt that in the near term there would be additional attention given to mentoring, but as time passed the focus on this issue may diminish due other intervening variables.

Trend 2: Level of Management Duties

The panel observed that there has been an increasing volume of duties and responsibilities assigned to law enforcement managers. This was thought to be due in large part to the community policing philosophy. With the emphasis placed on forming partnerships with community and business groups, law enforcement has billed itself as the agency to call to get most anything accomplished. The panel also recognized that most managers in law enforcement are tasked with several core responsibilities or collateral duties. Frequently, police managers find themselves with two and three, and in some cases, four collateral assignments. This increased responsibility translates to a need for a thorough skill set in a manager. The panel believed that this trend will increase over the next five years, having significant impact on the need for formal mentoring.

Trend 3: Level of Mentoring for Local Law Enforcement

The panel believed that little attention was given to establishing an organizational structure that supported formal mentoring in the past. The development of an agency's senior executive corps was thought to be something that seemed to take care of itself. The panel felt that law enforcement was now faced with a potential leadership vacuum with the anticipated high rate of retiring managers. A heightened sensitivity for the need to take steps to compensate for the years of experience that will be lost in the next several years is becoming a priority. The panel believed over the next five to ten years there would be an effort to address the issue of management development, as reflected in the data, but the level of effort might be tied to available funding. The level of concern regarding the need to increase the attention given to mentoring was relatively high at "8".

Trend 4: Level of Openness to New Ideas Among Rank and File

The traditional nature of law enforcement has been closely associated to the paramilitary structure of the profession. This structure did not encourage the questioning of management practices, in the panel's view. With the influx of a new generation of employees over the years, there has been a shift toward more of a participative approach to management. The panel believed that the rank and file of five years ago was simply the product of the traditional environment. The next five to ten years would see an increased openness to new ideas that would enhance the potential implementation of mentoring, and ultimately career opportunities. With the increased openness to new ideas such as mentoring, the panel believed that there was little cause for concern regarding this trend, as reflected by the data.

Trend 5: Level of Management Stability

The panel defined this trend as the tendency toward a law enforcement chief executive's term to closely parallel that of the cycle of public elections. In recent years, many law enforcement CEOs have negotiated employment contracts. Often the term of the contract is three to five years, and the panel felt that this factor caused a potential lack of continuity at the management leadership level of the organization. The panel was of the opinion that the turnover of command staff would impact formal mentoring with the change of executive philosophy. The panel felt that frequent turnover of CEOs in law enforcement would continue over the coming years. This trend was seen as the result of an uncertain political environment as well as potential for adversarial relations with the rank and file members of the organization. The panel believed that the lack of continuity and stability of philosophy may have a negative consequence with regard to a formal mentoring program. The group's concern is reflected in the rating of "9" assigned to the level of concern.

Trend 6: Level of Local Funding

The panel believed that five years ago the available levels of funding exceeded those available today. With grave concern, the panel cited expectations that the budget shortfalls may not subside for some time to come. The level of local funding for San Bernardino is anticipated to be considerably lower over the next five years as well. The panel noted that any economic recovery for San Bernardino would be slow in coming, between five to ten years. One of the first areas in many organizations to suffer cutbacks in lean years is training, and the panel noted this in their level of concern. The panel felt that a decrease in

local funding would have an extremely negative impact on the potential implementation of a formal mentoring program.

Event Analysis

Following the identification of trends, the panel was asked to identify events. For the purposes of the NGT exercise, an event is defined as something that may or may not occur, is singular in nature with some probability of occurring. If a particular event occurred, it would have an impact, either positive or negative on the issue statement. Panelists were encouraged to think of an event in terms of what they might read as a headline in a newspaper.

Twenty-one candidate events were identified by the panel during the course of another silent period of idea generation (Appendix C). Following the culling down of the list of events, the panelists were asked to determine the earliest that they felt the particular event could occur. Panelists were then asked to identify the probability of each event's occurrence over the next five years and the next ten years. Lastly, the panel was asked to determine the impact the event would have on the issue. Using a scale ranging from negative ten to positive ten with zero meaning that there was no impact, the results were tabulated and are reflected in the table below. The median scores reflecting the panel's thinking are presented.

Event Summary Table 2-2

	Events	Year >0	+ 5 Years	+10 Years	Impact (-10 to +10)
1	State Declares Bankruptcy	3	40	10	-10
2	Major 8.0 Earthquake in Local Region	3	30	65	-10
3	PERS Reduces Public Safety Pensions	3	35	25	-5
4	State Mandates Regional Law Enforcement	5	25	50	9
5	State Seizes All Sales Tax Revenues	4	60	40	-6
6	State Legislature Mandates Four-year College Degree for Entry Level Law Enforcement	2	70	40	8

Event 1: State Declares Bankruptcy

The panel believed that the state of California would not declare bankruptcy for at least three years. An event of this magnitude would, however, have a significantly high impact on the ability of a local law enforcement agency to implement any new programs, such as formal mentoring. Fiscal forecasts for the state are still seen as precarious and therefore the group believed that the probability of this event occurring was 40% within the next five years. The panel did see the budget issues as something that may be resolved over the next ten years, reducing the probability of occurrence. If this event should occur, then the panel felt that the impact would be devastating for the implementation of a formal mentoring program.

Event 2: Major 8.0 Earthquake in Local Region

In defining this event, the panel agreed that a major earthquake would be on a scale greater than the Northridge earthquake of 1994. The panel believed that a major earthquake would have several consequences. The loss of life of first responders would be the most severe element of a major disaster, but there would also be the financial impact of such an event as well. Efforts to rebuild the affected regions would naturally take a priority. The panel believed that as time passes, there is an increasing probability of a major earthquake. Since the economy of California is dependent upon the local economies of many regions of the state that are on or near fault lines, monies would be earmarked for reconstruction. The diversion of funding to a rebuilding effort would pose a significant negative impact on the training budgets of local law enforcement agencies. While there is little that an organization

might do to mitigate or prevent an act of nature, the panel felt planning for the future, to include mentoring, would do much to limit the impact of such a disaster.

Event 3: PERS Reduces Public Safety Pensions

The panel was acutely aware of the need for funding to make a formal mentoring program a reality. The state's financial situation was seen by the panel as the impetus behind any move by PERS to re-tool the public safety pension structure. In defining this potential event, the panel discussed the increasing concern about the high cost of public safety pensions borne by municipalities. The governor and the California League of Cities have voiced opposition to the soaring costs of police and fire pension benefits. The panel felt that there was a possibility that a revision of the pension system could occur. Several variables were seen as key to this event becoming a reality. The panel mused about how soon a bill that would redefine the current system might emerge, and how much opposition the effort might receive from public safety members. While the panel believed that there was some probability of this event occurring, they also believed that the financial cycle would probably begin an up-swing over the next five years, decreasing the probability of pension system reduction. In the low-probability likelihood that this event occurred, the panel felt that the change would drive many experienced people from the profession. This particular event seems to be a double-edged sword. On the one hand, the lack of funding would clearly create concern for the implementation of a mentoring program. However, the level of concern on the part of the panel seemed to be tempered by the outlook that, should there be a forecasted departure of experience, the need for mentoring would increase. Overall, the panel saw this event as having a moderately negative impact on the issue of mentoring.

Event 4: State Mandates Regional Law Enforcement

The panel was concerned about how the state's budget situation might impact municipalities. There was some feeling on the part of the panel that if the available funding reached a significantly low level, there might be a need to regionalize some of the smaller law enforcement agencies, bringing them under a single chain of command. The panel thought that the possibility of this event was only 50% in ten years. Interestingly, the notion of regionalized policing services was seen as having a positive impact on the need for mentoring. This observation was made largely because of the varying levels of experience from region to region. The panel believed that in fusing the various agencies together, there would be a need for senior managers to provide guidance to an emerging corps of potential managers.

Event 5: State Seizes All Sales Tax Revenues

The panel believed that, given the current concern over the state's budgetary situation, this event has a better than 50-50 probability of occurring within the next five years. The panel believed that the state seizing all tax revenues such as vehicle licensing fees, and property taxes being diverted from the municipalities and used to fund state projects would limit the implementation of new programs at the local level. Because the panel saw this event inextricably linked to public safety funding, the impact was perceived as negative. While the five year forecast was not good, the probability of the event occurring between five and ten years dipped below 50%. The panel felt that the budget situation would improve over the next seven to eight years, and may be better still at the ten year mark. The panel was

concerned that this event would negatively impact the introduction of formal mentoring, as reflected in the data.

Event 6: State Legislature Mandates Four-year College Degree for Entry Level Law Enforcement

The panel believed that there was a 70% probability that the state legislature would elevate the entry level education requirement for law enforcement officers within five years. The group believed that this event could occur within the next twenty-four months. Since the panel forecast the event to occur sooner rather than later, they felt that after the five-year window, the probability would diminish. Elevating the education requirement was seen by the panel as having a positive impact on the issue of mentoring. The panel believed the new generation of management candidates would embrace the learning environment inherent in the mentoring relationship, providing them with opportunity for advancement.

Cross Impact Analysis

Following the NGT, two of the panelists were asked to collaborate with the author of this paper to conduct cross-impact analysis. This group evaluated the impact of the events on the identified trends, should they occur. The participants were asked to use a rating scale from negative five, this being the most negative impact, to a positive five, representing the most positive impact. A rating of zero indicated that the group felt the occurrence of a particular event would have no impact on an identified trend. The results of this portion of the exercise were tabulated and the median scores are presented in the Cross Impact Analysis table.

Cross Impact Analysis Table 2-3

EVENTS	1 Level of Supervisory Experience	2 Level of Management Duties	3 Level of Mentoring in Local Law Enforcement	4 Level of Openness to New Ideas Among Rank and File	5 Level of Management Stability	6 Level of Local Funding
1 State Declares Bankruptcy	-4	-4	-2	-3	-3	-5
2 Major 8.0 Earthquake in Local Region	-2	-4	0	+2	-2	-5
3 PERS Reduces Public Safety Pensions	+3	0	+3	0	+4	+3
4 State Mandates Regional Law Enforcement	-2	-4	-4	0	-3	-4
5 State Seizes All Sales Tax Revenues	0	-4	0	-5	-4	-5
6 State Legislature Mandates Four-Year College Degree for Entry Level Law Enforcement	+4	+3	+3	+3	+2	+2

Cross-impact analysis is a forecasting tool used to determine the significance of the impact, positive or negative, of the events upon the trends identified in the Nominal Group Technique exercise. In determining the probability of occurrence for the various events, strategic planning efforts are enhanced. This forecasting technique allows planners to determine which trends and/or events should be encouraged or discouraged, and how each might help or harm the implementation of a specific proposed organizational change. The

following discussion will focus on the impact the events and trends might have on a proposed mentoring program.

It appears that such a significant event as the state declaring bankruptcy (E1) would have profound negative impact on all of the identified trends. Those who could retire most likely would, and this could reduce the potential pool of experienced mentors. This event would also continue the decrease in the level of experienced supervision (T1). Additionally, the lack of funding could thwart the proposal before it got off the ground. This event would probably exacerbate the trend toward an increase in management duties (T2). Just at a time when the organization might reap the most benefit from a mentoring program, experienced managers would be overwhelmed with yet another responsibility, mentoring. Because most new programs require funding at some level, state bankruptcy would also negatively impact the level of mentoring undertaken in an agency (T3). The identified trend toward an increase in the openness to new ideas among rank and file could see a moderately negative impact insofar as the fiscal problems could limit innovation in the organization (T4). The level of management stability (T5) and the level of local funding (T6) would be profoundly impacted by this event. To counter the negative impact of this event on a proposed formal mentoring program would require the city and the department to review priorities. City politicians, in conjunction with state representatives, would be called upon to mitigate, to the extent possible, the impact of this event. In the final analysis of the impact of this event, the state declaring bankruptcy would make the implementation of a new program, such as formal mentoring, difficult to say the least.

The impact of an 8.0 earthquake (E2) would have a potential negative impact on all of the trends, save the level of openness to new ideas among the rank and file (T4). This trend

might prove to be very beneficial in the recovery of the organization from such a disaster. The prioritization of funding focused on reconstruction would overshadow expenditure on projects or programs that were not viewed as being essential to economic recovery to the local region. This would also put a strain on the level of available local funding for new programs (T6). This event would most probably lead to an increase, at least through the period of reconstruction, in the level of management duties (T2). An event of this magnitude would undoubtedly result in casualties, potentially thrusting inexperienced people into management roles on very short notice, taxing the level of supervisory experience (T1). The level of mentoring in local law enforcement, virtually nonexistent at present, might not see any change at all in the wake of this event (T3). The level of management stability might be moderately impacted by a localized major earthquake (T5). Much of the analysis seemed to convey a negative impact from the forecasted event on the trends. There is nothing that can be done to prevent this type of event from occurring. There is much that an organization can do to prepare for the potential consequences. In addition to the practical preparation for disaster response, an organization would do well to incorporate a program of formal mentoring to develop management skills among supervision to mitigate the effects of this event.

The reduction of PERS public safety pensions (E3) could be viewed in a variety of ways as it relates to the identified trends. The level of supervisory experience would probably increase since managers would need to remain on the job longer to reap the maximum retirement benefit (T1). The anticipated impact of the repeal of the 3% @ 50 PERS formula would probably have little or no impact on the trend of increased management duties, but the level of available, experienced managers would increase (T2). This would

bode well should a proposal of formal mentoring move forward, deepening the pool of qualified candidate mentors. Coincidentally, the level of management stability would probably increase as well since managers would probably remain in the organization longer as well (T5). The level of local funding might well increase in the wake of this event since the municipality's contribution to the pension fund would probably go down (T6). Because attrition might be slowed as a result of this event, the synergy between the level of openness to new ideas among the rank and file (T4), coupled with a potential increase in the level of mentoring in the organization (T3), could lead to success in the implementation of formal mentoring. Collectively, the impact of the event on the trends seems to be positive, and given the concern over the cost of public safety pensions, this is one event that municipalities will continue to encourage. The unanticipated outcome of promoting this event may lead to dissatisfaction among the rank and file, as well as management, who see retirement at age 50 as a positive aspect to recruitment and retention.

The state mandate to adopt a regional approach to law enforcement (E4) was seen as having a low probability of occurrence, but a significant negative consequence on most of the identified trends. A motivation for this event was connected to continuing financial trouble throughout the state that would carry over to the counties and municipalities (T6). The event would likely increase the level of management duties for those tasked with merging agencies and cultures (T2). The level of management stability would likely be impacted as many managers may be eliminated in the process of synthesizing personnel (T5). The regionalized approach to law enforcement would be chaotic at best, and the overall impact of this event would be debilitating to the level of mentoring locally (T3). The level of supervisory experience (T1) was moderately negatively impacted by regionalized law enforcement as

supervisors from the combined agencies would presumably have similar levels of experience. The level of openness to new ideas among rank and file (T4) is a trend that may be not be impacted to any significant extent by this event.

Most likely, local governments will work to discourage the regionalization of law enforcement due to a reluctance to relinquish control. This would reduce the probability of this event taking place. However, on the chance that it may occur, organizations will want to consider the impact of such an event as it relates to the preparation of management candidates.

While the probability of the state seizing all tax revenues is low, the impact on the identified trends would most likely be negative (E5). The level of supervisory experience (T1) and the level of mentoring in local law enforcement (T3) were not thought to be impacted by this event. The level of local funding (T6), the level of openness to new ideas among the rank and file (T4), the level of management stability (T5) and management duties (T2) would be negatively impacted. This event would certainly be one which local municipalities would want to discourage. The ability to apply revenues to programs and projects is fundamental to providing quality city services. Focused efforts on the part of the California League of Cities would most likely be directed at preventing an event of this type from occurring.

If the state legislature were to mandate a four-year college degree for entry level law enforcement, the trends would most likely be impacted in a positive way (E6). The level of supervisory experience might be of minimal concern since aspiring management candidates would already possess a college education (T1), presumably increasing their ability to adapt to the next level of responsibility. Although the level of management duties may not subside

anytime soon, the mandate for a higher education level was seen as an event that would offset the impact of this trend (T2). This event, if it should occur, might also aid in the level of mentoring in local law enforcement since mentoring and counseling provide a network of support to students that may carry over into law enforcement (T3). The other trends were believed to be impacted in a positive way with the exception of the level of local funding (T6), which is tied to other economic trends. This is an event which should be encouraged and supported as an educated workforce would most likely have a positive impact on the results of a formal mentoring program.

The data suggests that if PERS reduced public safety pensions (E3) and the state legislature mandated four-year college degrees for entry level law enforcement (E6), overall the trends would be positively impacted. Presumably, senior law enforcement managers would remain on the job longer and be in a position to contribute to the growth and development of future management candidates. Aspiring candidates with a four-year college degree might adapt more quickly to the new responsibilities of management. In conjunction with the benefits of a formal mentoring program, these two events might prove to be significant in enhancing the development of law enforcement managers. The issue of a deprivation of funding linked to the other four events, while signaling trouble for the implementation of a formal mentoring program, could also be interpreted as reason to move ahead with the proposal.

Alternative Scenarios

Another tool used to forecast what the future might hold is the development of alternative scenarios. Scenarios are created in a story-like format using trends and events to

assist in the strategic planning process. By utilizing scenarios, organizations are able to identify ways in which to prepare for change and the achievement of the best results. The use of scenarios in planning can also help an organization spot obstacles and impediments, allowing the organization to make course corrections on the road to achieving success. Three scenarios follow which depict pessimistic, optimistic, and normative outcomes.

Pessimistic

“State of California Declares Bankruptcy:
Many Retire from Law Enforcement Fearing Worse Times Ahead”
The San Bernardino County Sun
San Bernardino, California – September 24th, 2009

The state of California has declared bankruptcy in what economists are calling one of the great fiscal disasters in the first part of the 21st century. In an effort to recover from the financial woes of several years of high-priced government brought about by what some observers described as an unfriendly business climate, the state has seized all tax revenues to balance the state’s budget. The decreasing level of local funding has been exacerbated by this event, and many public agencies are scrambling to find solutions to the crisis. Fearing that the state’s problems will only worsen, many senior managers in law enforcement have announced their retirements, including thirteen of sixteen command staff members of the San Bernardino Police Department. City officials have voiced concern over the departure of so much experience from the department and the ability of supervisors with little experience to take their places. Critics in the community express outrage that city government did not prepare for such a scenario by setting aside funding to support a formal mentoring program proposed in 2004. The program would have aided in the development of

management candidates and ensured a stable, competent line of succession at the critical executive level within the police department.

In the past, the level of openness on the part of the rank and file to adapt to new ideas and philosophies has been heralded as an asset. Now that the level of available funding is in extremely short supply, many members of the department are unsure as to how the city and police department might recover from this historic event in California history. The president of the police officers association has echoed the comments of some of the community and business leaders, citing poor succession planning as a key to the current leadership crisis. Many believe that the department and the city should have worked to identify funding sources in the past. This collaboration might have lead to the development of a viable succession plan to include a mentoring component. If these steps had been taken, this event would not have had such a dire impact in creating a law enforcement leadership vacuum in this agency.

State and local government officials will have their hands full in developing a solution to the situation with so many law enforcement managers leaving in the wake of the state's financial decay.

Optimistic

“PERS Reduces Public Safety Pensions: Dark Cloud May Have Silver Lining”
The San Bernardino County Sun

San Bernardino, California – September 23rd, 2009

Five years ago, the San Bernardino Police Department underwent a dramatic change in leadership when most senior management staff retired in the wake of a rollback of the PERS public safety pension formula from 3% @50 to 3% @ 55. Initially, this was seen as

an event with a potential for tremendous negative impact on the profession. The event created an urgency to develop a way to capture as much of the retiring experience and knowledge as possible, and to ensure stability in the profession at the management level.

Shortly after the dawn of the 21st century, law enforcement officers were afforded the opportunity to retire from their profession under a system widely known as 3% @50. Compensating police professionals at a rate of 3% for each year of service when they reach the age of 50 years old created a situation where many years of experience have been drained from the industry. This pension formula also created financial hardship for many jurisdictions, San Bernardino included, since PERS contributions comprised a hefty percentage of the city's budget. The state had reached a budget deficit of nearly \$40 million dollars and there was no relief in sight. The California League of Cities, supported by the governor, fought to reduce the pension benefit to avoid fiscal disaster.

The move proved to be very positive in the case of the San Bernardino Police Department. The department answered the challenge of ensuring competent management succession through the development of a formal mentoring. The department leadership was operating on a tight schedule as there were still a significant number of management retirements forecast, even with the change in the pension formula.

The San Bernardino Police Department called upon resources from the Command College Alumni Association (CCAA) to assist with the task of developing a formal mentoring program. The program has been a huge success. With little funding, but tremendous commitment to sustaining competency in the profession, the San Bernardino Police Department and the CCAA collaborated to create a model mentoring program. As

one of many components, this model emulates that used to guide Command College participants: pairing candidates with veteran graduates of Command College.

Five years later, the state is enjoying more prosperous times, due in large part to the skilled leadership of an actor-turned-governor and the hard work of the enlightened leadership in law enforcement and the efforts of the CCAA. The increase in the level of funding allocated to local law enforcement to compensate mentors has ensured a continuity of leadership in law enforcement that might otherwise have been lost.

Normative

“Through It All San Bernardino Police Leadership Has Remained Constant”
The San Bernardino County Sun
Sacramento, California – September 23rd, 2009

The San Bernardino Police Department was on the eve of celebrating 105 years of service to the community and many of the managers were reflecting on the department’s history. Five years earlier, the department underwent significant management transition as many senior managers took advantage of a contract that featured the PERS 3% @50 retirement formula. The chief at the time recognized that something must be done and initiated a formal mentoring program. Making the best in a situation that saw a continuing decrease in the level of funding for the department, the chief capitalized on the high level of openness among the rank and file to new ideas. The chief and city government officials reexamined the spending priorities for the department and made a commitment to invest in developing aspiring management candidates.

There were efforts to reduce PERS public safety pensions, but the city stayed the course of management development, recognizing that managers of the future would be called

upon to deal with the increasing level management duties. The department had many tough choices to make over the previous five years, but a clear vision that formal mentoring could ensure competent management leadership for the future remained a central focus of the department. The department celebrated 105 years of law enforcement service secure in the knowledge that planning well for the future had paid off.

The Nominal Group Technique has been used to identify significant trends and events that might have impact on the proposed implementation of a formal mentoring program. Additionally, cross-impact analysis and scenario building were employed as forecasting tools to evaluate how the events might impact the trends if they were to occur. Futures forecasting is an essential element of the strategic planning process which will be the focus of the next chapter.

CHAPTER THREE

STRATEGIC PLAN

Introduction

Recent newspaper articles in both the San Bernardino County Sun and the Riverside Press-Enterprise indicate that the Inland Empire is one of the fastest growing areas in the United States. Community leaders in business, education and government forecast that the tremendous increase in the region's population will continue over the next five to ten years. The combined population of Riverside and San Bernardino counties is nearing four million residents, and this increase in population will create a need for law enforcement agencies to grow to meet the demand of expanding communities.

Thirteen of sixteen command staff level managers will retire from the San Bernardino Police Department over the next five years, according to the Personnel & Training Division of the department. When they retire, they will take with them many years of experience. These factors create a critical need for law enforcement to plan for the future. The vehicle by which organizations prepare for the future is strategic planning.

Strategic planning provides a structured mechanism through which organizations can identify critical issues and then plot the best course to meet future goals. When a strategic organization is able to identify important issues, the leadership of that organization is better prepared to make informed decisions about the future.

Strategic planning allows an organization to chart a course for the future, based on research, forecasting, and scenario building, which will prepare that organization to deal with unanticipated challenges. The concept of the three "C's" can be employed to assist in a successful strategic planning effort. The three "C's" refers to certainty, choice, and chance.¹²

All strategic planning efforts must include in their design the element of certainty, allow for choice, and the realization that often intervening variables will occur by chance.

The Nominal Group Technique was used to identify trends and events that might have some bearing on the strategic planning process. In this case, the identification of trends and events, coupled with the cross-impact analysis done on those trends and events, provide a beginning for the evaluation of the implementation of a formal mentoring program to enhance the development of managers.

In addition to the three “C’s”, there are three other key concepts to be considered in matters of organizational change. These elements are as follows:

- Mission – What business are we in?
- Vision – A picture of what we want to become.
- Values – Principles that guide attitudes, decisions, and actions.¹³

These three ingredients are essential to organizational effectiveness and should be in place prior to beginning the strategic planning process.¹⁴

Organizational Description

Before beginning the strategic planning process, it is important to know something about the organization and the environment in which the planning will take place. The San Bernardino Police Department will be used as the model. It is a mid-size urban law enforcement agency made up of approximately 450 people. The department is authorized 297 sworn positions and 153 civilian staff. The city of San Bernardino is situated at the eastern end of the San Bernardino valley, just north of the intersection of Interstate 215 and Interstate 10, 60 miles east of Los Angeles. The command staff is comprised of a chief, an

assistant chief, three captains, and eleven lieutenants. Collectively, the command staff averages just over twenty-five years experience in law enforcement. There has been no formal mentoring program in the organization over the last twenty-seven years. Mentoring has occurred by chance through personal relationships. Informal mentoring relationships have developed over the years with some people doing the mentoring, and other seeking out mentors. These relationships have undoubtedly been fruitful for some and perhaps not so successful for others. The organizational goals and objectives were not necessarily at the heart of these mentoring efforts.

Organizational Analysis

With the increase in collateral duties for police managers, interest has fallen off among qualified supervisors seeking to advance to the rank of lieutenant. There may be several other factors that dissuade sergeants from pursuing advancement.

- Politics – Many supervisors see the police manager’s job as more of politician and feel they did not become police officers to become politicians.
- Liability – Over the years the issue of vicarious liability has become an increasing concern for police managers and administrators.
- Social – Many supervisors have a difficult time making the transition from being “one of the troops” to being responsible for managing police operations.
- Personnel – Society seems very comfortable lodging complaints regarding police behavior, placing a greater demand on police managers to be well versed in personnel issues.
- Compensation – The positions of lieutenant and above are classified as exempt and therefore do not get paid overtime for hours worked in excess of a 40-hour work week.

These are just a few of the issues that seem to discourage young supervisors from stepping up to a position of greater leadership and responsibility within the organization. In addition to these factors, there is the issue of increased retirements that will deplete the San Bernardino Police Department of mature, experienced leadership. This analysis suggests that preparation for the future is imperative and strategic planning is the key to ensuring sound organizational decisions.

The future need not be daunting. While the unknown is certainly challenging, there are many methods to help an organization engage in environmental scanning to determine how to plan and what may lie ahead.

One such method to aid in an environmental analysis is the WOTS UP approach, sometimes referred to as SWOT analysis.¹⁵ WOTS UP is a tool that allows for both internal and external evaluation and analysis to examine weaknesses, opportunities, threats, and strengths when charting a course of action.

Weaknesses and Strengths refer to factors internal to the organization while Opportunities and Threats are those influences and issues external to the organization that may have positive or negative impact on the strategic planning process.¹⁶ Opportunities and Strengths may be more clearly seen as elements that move the stated goal of a strategic plan forward.¹⁷

Strengths

Since the full impact of the 3% @ age 50 PERS retirement formula has not been realized, implementation of a formalized mentoring program will have both near-term and future implications. The current pool of available mentors is plentiful. There are many

recent retirees from the ranks of law enforcement management who may be potential mentors. An identifiable strength is that the level of education among the San Bernardino Police Department workforce has increased over the past decade. Education continues to be a critical criterion for advancement. The receptiveness of the chief will be a critical asset in moving the proposal for formal mentoring ahead. The organizational commitment which is evident among many members of the police officers association will aid in creating a solid succession plan.

Weaknesses

Weaknesses are those limiting factors internal to the organization that impede forward progress. Sometimes referred to as “boat anchors,”¹⁸ these weaknesses may be the lack of support or funding for a mentoring program. Some members of the organization may fear that other members will receive preferential treatment through the formal mentoring program. The ability of the organization to build in the time needed for mentoring may be an hindrance to the program. The haphazard development and implementation of a mentoring program will detract from a successful outcome. The absence of clear direction on the part of an executive staff with regard to succession planning will also spell disaster for implementation of mentoring.

Opportunities

An evaluation tool known as STEEP¹⁹ facilitates the analysis of Social, Technological, Economical, Environmental, and Political factors as they relate to a particular issue. In a social context, the excellent relationship that the department currently enjoys with

the community will help in implementing formal mentoring. When the organization is prepared to expand mentoring to include local business leaders, the favorable relationship with the community will be both a strength and an opportunity for management development. The region around San Bernardino has three major universities and three community colleges within a thirty mile radius. There is an abundance of local business leaders who may become partners in mentoring law enforcement management candidates. The increased numbers of retired law enforcement managers may also be seen as a shift in the environment and a creation of an extensive resource for mentoring. Technology will offer the ability of mentors and mentees to conference via the Internet on-line.

Threats

Threats limit the ability of an organization or individual in accomplishing intended objectives. The current state and local budget shortages pose a serious impediment to the advancement of formal mentoring within the San Bernardino Police Department. Other city employees may feel slighted or not supported should the city make a significant financial investment in the police department. A lack of funding will have a negative impact on formal mentoring as well as other leadership development programs. The demand for qualified mentors may cause a drain on the available resources. As fiscal concerns continue to plague the public sector, politicians may see spending on training, and in particular, mentoring as extravagant expenditures.

Stakeholder Analysis

Stakeholder identification is the first step in this phase of strategic planning. It is important to determine who the stakeholders are, how they will be impacted by the proposed changes, and how their support and input can be gained.²⁰ A mix of internal and external stakeholders will be critical to the success of any strategic plan. In the case of establishing a formal mentoring program, the involvement of broad-based representation within the department will be an indicator of success. The identified stakeholders will be those persons who may be influential acquiring necessary funding for the program. The stakeholder group will also be composed of those who will be impacted and affected by the program. It will be important for all stakeholders to be able to see their contributions in the completed document distilled from the strategic planning process.

While it may be the intent of strategic planners to organize a group of stakeholders that are like-minded and with a shared vision, the emergence of a “snail darter”²¹ is inevitable. A “snail darter” is actually a fish discovered in a fossilized form by researchers. The term has become known as a reference to something that was not anticipated, much like the discovery of the fish. A snail darter may be an individual or a group possessing the ability to act as a foil to the intended outcome of the planning process. Because the snail darter is usually unanticipated, it will have some impact on the issue that must be calculated in stakeholder analysis.

The mix of stakeholders considered in implementing a formal mentoring program may include, but is not limited to the following.

- Chief
- Executive Staff

- Managers
- Supervisors
- Human Resource Department
- Line-level Officers
- Business Leaders
- Community Groups
- Police Officers Association
- City Council Members
- City Administrator
- City Finance Director

During the early stages of strategic planning, and once a strategic planning steering committee is formed to begin the ground work, a “snail darter” will be identified among the stakeholders. City funds are at a premium during this time of economic concern over the state and local budgets. The city finance director could become the “snail darter.” This person would probably be counted on for initial support in discussions about funding for formal mentoring. However, it would be quiet likely that as the city’s financial picture becomes clearer; the finance director might unexpectedly reverse her position, withdrawing their support.

While most of the existing council members would favor the development of police managers, at least one will express concern over the amount of funding that might be earmarked for the program.

There are at least two people then who may initially convey support, but who may reverse their stated positions at a later date.

Each of the stakeholders would have expectations about the implementation of a formal mentoring program. The chief would be interested in developing competency in aspiring management candidates, and tying those competencies to organizational needs. These expectations would be shared by those at the executive and management levels of the organization. The members of the department, at all levels, would expect that the elements of a formal mentoring program would be focused on achieving organizational goals as well as developing future managers. All involved would most certainly have an expectation that the program would be made available to all who were interested. A worse-case scenario to members of the department would be that somehow a form of selective development or favoritism might evolve. The strategic planning committee would need to build in safeguards against this unseemly outcome.

Strategy Development

Since the goal of introducing a formal mentoring program is a major undertaking, it is important to set forth a few alternative broad strategies on how the goal will be accomplished. These alternative strategies to implementing formal mentoring may include the following:

- A loaned-executive program with private business
- An incremental approach, focusing specifically on management candidates to meet the organization's needs
- A program that is solely internal in design

The primary source of support must come from the chief executive of the organization, just as in all case of implementing new programs. A draft document containing an outline of the proposed innovation would be submitted for review by the chief along with

the executive staff. Included in that initial proposal would be the suggestion that a steering committee be formed comprised of a cross section of the various stakeholders. The steering committee would then be subdivided into working committees to deal with implementation issues such as program design, identification of candidates to be mentored, cost analysis, identification of funding sources, and any other issues the committee deemed essential.

In analyzing the best approach for the San Bernardino Police Department some consideration must be given to the pros and cons of each of the suggested strategies. A loaned-executive program with private business would provide mentees with a broader exposure to a variety of management styles and practices in the private sector. The relationships between aspiring law enforcement managers and local business executives would lead to enhanced relations between the business community and the police department. This approach would come with difficulties as well. It might be difficult to implement insofar as finding qualified mentors in the business community willing to donate their time to assist with management development at the police department while still trying to run their businesses. There would also be the consideration of loss of productivity by police department personnel involved in the mentoring program. Time spent with the private sector mentor would translate into time spent away from tasks at the police department.

The incremental approach, focusing specifically on management candidates to meet the organization's needs is limiting. While the need to develop those who will become managers in the immediate future is great, consideration for the long-term must also be incorporated into the strategy.

A program that is solely internal in design may have the best chance of success in developing managers through formal mentoring. The internal program would include the

specific development of management candidates, but would have many positive benefits that would span the ranks of the entire department. This unintended outcome would provide the greatest development for a greater number of potential future managers.

Cost Analysis

The actual cost of developing and implementing a formal mentoring program would not increase the established budget. However, the major cost would be redirection of staff time which could be as much \$25,000 to \$30,000. This estimate is based on utilizing management staff to create the structure of the program. Planning and development would take place during regular duty time, causing other projects to be placed on hold. An alternative to management staff carrying the project might be hiring a consultant; however, the program might have more credibility if it is developed by members of the organization. Some of the proposed elements of the program, such as job sharing and job trading will cost the organization a loss of productivity while participants are involved outside the organization. A so-called “no money” program while all participants were working regular shifts would still result in loss of productivity.

If new money is needed, the organization may fund a formal mentoring program out of salary savings. Carrying one or two positions in the organization open for a period of time may yield the funds needed. The department may also seek funding through grant opportunities.

The tools of forecasting and strategic planning are essential to success, but so too will be the ability of law enforcement leaders to transition the organization from one way of doing business to another. In the next chapter, the elements of transition management will be discussed as they relate to designing an internal formal mentoring program for the San

Bernardino Police Department. At this point the strategy selected to pursue for implementation is the program designed solely internal to the organization.

CHAPTER FOUR

TRANSITION MANAGEMENT

Introduction

Clear organizational direction is critical to the success of any new program. In the preceding chapters, components of futures issues identification, forecasting, and strategic planning have been highlighted. All are important facets of a formal mentoring program in enhancing the development of managers in a mid-size law enforcement agency. Transition management is the mechanism that will be used to take a proposed formal mentoring program, or any other initiative, from theory to organizational reality. No matter how well thought out the intended goal, if the plan is improperly implemented, it will not succeed.

Transition management is, of course, a two-word synonym for change. Very often when people hear that change is coming, they cringe. The process can be painful, and it will likely cause many uncomfortable moments among the members of the organization. In this chapter, several key elements to leading and implementing change will be presented. These steps will be key to the implementation of formal mentoring in the San Bernardino Police Department, and the tools for change will reflect, where practical, those groups or individuals who will play essential roles in moving the proposed program forward.

No organization can institute change if its employees will not accept the change. There are three transition stages that have been identified by Professor Todd D. Jick in his article entitled “The Recipients of Change.”

1. The Ending Phase is actually the beginning where people begin to let go of their previous situation.

2. The Neutral Zone is where those affected are building energy for beginnings, and may be associated with a feeling of disorientation, but with elements of discovery.
3. The New Beginnings is associated with a sense of new possibilities or alignment with a vision.²²

There has been much written about change and the ideas presented by Professor Jick reflect a small measure of what has been done in this field. It is important to involve a representative group from the organization, as many people will be affected by the proposed change.

In another work on the subject of change, the author suggests the use of the following eight-stage process for creating change.

1. Establish a Sense of Urgency
2. Create a Guiding Coalition
3. Develop a Vision and Strategy
4. Communicate the Change Vision
5. Empower Broad-based Action
6. Generate Short-term Wins
7. Consolidate Gains and Produce More Change
8. Anchor New Approaches in the Culture²³

Commitment Planning

There are several components to transition management that are important to success, and chief among these is commitment planning. Obtaining commitment from key stakeholders in making change is of vital importance. Achieving what is known as critical

mass is done at the outset of the change process. Critical mass refers to those individuals or groups whose active commitment is necessary to provide the energy for the change to occur.²⁴ It may be a very small group, or even one individual who will decide the outcome of an issue.

The chief of police will be essential to critical mass at the San Bernardino Police Department. The cooperation and support of the police officers association will be another key element in reaching critical mass and the success of implementing formal mentoring.

Another critical step in commitment planning is the development of a commitment plan. The commitment plan is a strategy described in a series of steps with the focus being the garnering of support from those key groups or individuals who are essential to the change effort. Four significant components of commitment planning that will be vital to the implementation of formal mentoring at the San Bernardino Police Department are presented below.

1. Identify target individuals or groups whose commitment is needed.
2. Define the critical mass needed to ensure the effectiveness of the change.
3. Develop a plan for getting the commitment of the critical mass.
4. Create a monitoring system to assess progress.²⁵

Important to the successful implementation of formal mentoring will be the process of commitment charting. There are essentially three types of commitment that have been identified in studying the topic of commitment to change. Members of an organization will usually fall into one of the categories that follow.

1. Those who let change happen
2. Those who help it happen

4. And, those who make it happen²⁶

The tool most commonly used to help determine where individuals and groups fall is known as a commitment chart. Along the left-hand side of the chart, the various key players are listed. The columns to the right of the key players are titled: “No Commitment,” “Let it Happen,” “Help it Happen” and “Make it Happen,” reflecting the degree of commitment. It cannot be expected that all groups or individuals will be ready to make the proposed change happen. It will be critical to get commitment from the identified groups or individuals.

In the commitment chart featured below, the various stakeholder groups and some key individuals have been listed. In the column to the right, an “O” has been placed to indicate the minimum level of commitment needed from that person or group. An “X” has been placed in the column that reflects the group or individual’s present degree of commitment. Where there is an “O” and “X” in the same box this indicates that this group or individual is at the minimum level of commitment needed to advance the change effort. Where the “X” and “O” are not in the same box is an indication that there is some work to be done to move those individuals or groups to a minimum level of commitment necessary to move the change effort forward.

Commitment Chart 4-1

Key Players	No Commitment	Let It Happen	Help It Happen	Make It Happen
1. Chief			X	O
2. Exec. Staff			X	O
3. Managers			X	O
4. Supervisors		X		O
5. P.O.A.	X		O	
6. City Council	X		O	
7. City Admin.	X		O	

The key players represent the key stakeholders identified in the strategic planning process and are reflective of some of the groups and individuals whose commitment will be necessary. The degree of commitment necessary for critical mass in the case of implementing formal mentoring in the San Bernardino Police Department shows considerable variation. The work to move those key players from positions of no commitment and letting the change happen to helping and making the change happen becomes the next step in transition management.

How is getting commitment accomplished? There are several strategies to achieving commitment and among them are the uses of power or persuasion. Use of position power may be effective in the short-term, but after champions of the change has left the organization, the change they tried to establish often is not rooted in the organizational culture sufficiently to survive.

Moving the chief, executive staff, and managers from “X,” or “Help it Happen,” to “Make it Happen,” will occur with an effective presentation on the urgency of the problem. The presentation, composed of much of the material gathered to this point, will provide key decision-makers, or critical mass, with the information to chart the right course for the organization.

The chief and executive staff, once convinced of the urgency of the situation, will become promoters of formal mentoring as a solution to management development. The police officers association is moved from “X” to “O” in the same way, completing the needed elements for critical mass.

When commitment is not forthcoming, very often it is because change has not been executed well. Stakeholder analysis and SWOT analysis aid an organization in anticipating

resistance and overcoming it. Working with the resistance, understanding and honoring the resistance are two ways that it may be neutralized. Neutralizing the resistance is important to both those working to implement change as well as those who will be affected by the change. This strategy of neutralization provides time for both sides to hear the perspectives of the other, and work on developing mutually beneficial solutions, ultimately in support of the change. Several other intervention strategies may help to overcome resistance:

- Problem finding
- Educational intervention
- Resistance management
- Changing reward systems
- “Forced” collaboration²⁷

The least desirable of these would, of course, be forced collaboration.

Resistance to change is often seen as describing anyone who does not change at the same pace as those implementing change, it is also most often seen as adversarial. Those resisters are often labeled as having a bad attitude or not being team players. This response to resistance typically only serves to intensify the resistance. It will be important to accept some of the emotions that may surface during the implementation of a formal mentoring program. Listening to the critical comments and providing a means of incorporating the concerns will strengthen the organizations ability to serve the needs of the employees. Chief among the reasons to institute a mentoring program is to enhance the leadership succession, but a byproduct will be the personal development of those who avail themselves of the program.

Implementation

Once support and commitment for the proposed formal mentoring program have been established, the next step will be to create an implementation plan. Implementing the proposed change may be harder than developing the vision and strategy, according to work done by Professor Todd D. Jick on implementing change.

The San Bernardino Police Department could be divided into three groups, representing specific roles for each group. First would be the change strategists. These would be the people responsible for identifying the proposed change and developing the desired outcome. In this case, formal mentoring would create a mechanism to develop managers, establishing a culture of continuous organizational learning for future. The next role is that of the change implementers. These are the people who are responsible for making the proposal come to life. They handle the day-to-day issues associated with implementation of the proposed program. The third group will be the change recipients, and they, as the label implies, will be those who must adopt and adapt to the change. The behavior of this group will be key because it will determine whether formal mentoring will be anchored into the culture of the San Bernardino Police Department.²⁸

There is considerable work on how an implementation plan should be constructed, however, it is clear that there is no single method that tops the field. One way to get started with implementation might be to utilize Jick's Ten Commandments for Implementing Change. Change implementers will find that the list provides a variety of ingredients to help in the implementation process. The Ten Commandments are:

1. Analyze the organization and its need for change
2. Create a shared vision and common direction

3. Separate from the past
4. Create a sense of urgency
5. Support a strong leader role
6. Line up political sponsorship
7. Craft an implementation plan
8. Develop enabling structures
9. Communicate, involve people, and be honest
10. Reinforce and institutionalize change²⁹

It is important to remember that implementation is a process of asking questions about the direction of the organization, the organizational vision, the structure, the culture, and the sense of urgency related to proposed change. The implementation plan will become a document that takes on a life of its own, requiring that the organization continually checks to make sure it is heading along the best path for organizational growth.

Implementation is a mix of art and science. The way in which a manager implements change can be almost as important as what the proposed change is. The process has less to do with following the Ten Commandments and more to do with responding to the needs of the organization.³⁰

Responsibility Charting

Responsibility charting is a technique developed to assess alternative behaviors for each party in a series of actions bringing about change.³¹ The use of a responsibility chart allows those involved in change implementation to clarify behavior that is required concerning important change tasks, actions, or decisions. A proposed implementation of

formal mentoring within the San Bernardino Police Department is a project of considerable magnitude. As such, the implementation phase will consist of many tasks, some requiring the actions or decisions of others. It is for this reason that a responsibility chart would be used in order to reduce ambiguity about assigned tasks, to reduce energy expended by members of an implementation team, and to avoid friction between individuals or groups whose cooperation is either affected or important to the change.

The people responsible for managing interrelated groups compose a list of decisions, actions, or activities that will affect their relationship as it relates to implementing formal mentoring. The list might consist of things such as building a budget, allocating resources, or deciding how certain resources will be utilized. The anticipated activities, decisions, or actions are listed along the vertical axis of the chart. People who would be involved in these actions or decisions are then listed along the horizontal axis and give the title of “actors.” The actors may include the following:

- Individuals directly involved in a decision
- Managers of those involved
- Groups (Police Officers Association, implementation team)
- People outside the organization (City Administrator, city finance director)

This tool is used by participants involved in the implementation phase to chart a required behavior of each actor with regard to the items listed on the vertical axis of the chart. The participants would use the following classifications:

R –Has responsibility for a particular action, but not necessarily authority

A –Must approve – has power to veto the action

S – Must support – has to provide resources for the action (but not necessarily agree with it)

I – Must be informed or consulted before action, but cannot veto

- Irrelevant to the particular action³²

The following chart is presented reflecting some potential “actors” and activities, decisions, and actions as they might relate to implementing formal mentoring in the San Bernardino Police Department.

Among the ground rules for using the responsibility chart is one that restricts more than one R per activity. Another rule is that there can be no more than one letter per box.³³ There are many steps along the way to accomplishing implementation and the use of the responsibility chart ensures that all necessary steps are achieved.

Reflected in the chart below are some of the key “actors” and the decisions and/or acts that they will be involved in to make formal mentoring a reality at the San Bernardino Police Department. The chief will initiate a sequence of events by appointing a project manager to oversee the entire process. Members of the executive staff and management corps will have responsibility for conducting a strategic plan concerning the proposal. Under the direction of the project manager, the executive staff and managers will be responsible for several other areas as well. The City Administrator will be kept informed, as his support for the proposal will be valuable when the issue of funding is brought before city council. The finance director will have a supporting role as the police department staff develops a prospective budget for the program. This person need not be kept informed regarding certain other elements of the project, but her support will be helpful. The chart below helps to keep the progress of the proposed project on track and eliminates confusion or uncertainty over the responsibility for key project elements.

Responsibility Chart 4-2

Decisions or Acts	Chief	Executive Staff/Managers	City Administrator	City Finance Director	Project Manager
Conduct strategic plan concerning mentoring	A	S	S	S	R
Chief appoints project manager	R	A	I	-	-
Identify mentors	A	R	S	-	S
Plan prospective budget	A	A	I	S	R
Allocate staff for Implementation	A	R	I	-	S
Train Mentors	A	R	I	-	S

Evaluation

There would be no point in an organization undertaking the complex and important work of implementing a formal mentoring program without establishing a means for determining success. Success indicators should generally be achievable, measurable, and in line with the organization’s mission. The additional efforts to draft an implementation plan would include these components, crafted to capture the effectiveness of a formal mentoring program in developing managers in the San Bernardino Police Department. The critical

skills that would be identified in the design phase of implementation would set the stage for what is to be measured. Current management tasks, while many, are certainly achievable, but it would be important to establish a framework for conveying knowledge about these tasks to aspiring management candidates. Pairing management candidates with experienced managers with clear direction about what subject matter will be covered is one step on the journey to establishing a culture of continuous leadership development.

The formal mentoring program would have as a foundation a management training guide, containing identified critical skills. The mentor and mentee would be responsible for meeting with prescribed regularity, perhaps weekly, to discuss and participate in skill development of the mentee. Some prospective means of tracking the effectiveness of formal mentoring will be of importance to program success. The organization will want to track the number of people mentored and compare that with the number of people promoted. This would be done on an annual basis, with mid-year program review. The completion of identified program goals would also be tracked. Mentors and mentees may be encouraged to attend executive courses or read any number of books on the subject of effective management. Building in an effective means to monitor program success will provide a strong measure of program accountability.

In the next chapter, a summary of the findings of this research project will be offered. Some of the potential implications for leadership in the organization will be discussed along with some recommendations and conclusions.

CHAPTER FIVE

FINDINGS & CONCLUSIONS

Summary

The determination was made that, with the exception of one of the twenty-four law enforcement agencies queried, none of the others had any type of formal mentoring. This issue gives cause for concern among law enforcement management because the industry will see a significant number of retirements over the next five years. In the San Bernardino Police Department, thirteen out of sixteen members of the command staff will be retired by 2009. This means that many recently promoted supervisors will ascend to the ranks of management with little experience. This dynamic has been the cause to ask the question about the benefits formal mentoring might play in overcoming this tremendous decrease in experience at the management level.

The Nominal Group Technique (NGT) was used to assist in futures forecasting so that trends and events having some relevance to mentoring in law enforcement could be identified. Cross-impact analysis determined the impact the events might have on the identified trends. Through this process, it became clear that one or two of the events would have positive impact on the issue of formal mentoring, while one was something of a surprise. The data suggested that should PERS reduce public safety pensions, this may cause some experienced managers to stay in the profession a little longer. This event would create a potential pool of mentor candidates that might otherwise have less experience. While the other events seemed to signal financial difficulty for the organization, the gloomy outlook they portend might actually be an indicator that mentoring might ease the forecasted impact.

Leadership Implications

The role of leadership in the San Bernardino Police Department, or any other law enforcement agency, in relation to this proposal would be to take the steps necessary to advance the proposal of a formal mentoring program. As leaders in the organization, there is a constant duty for managers to mentor their own subordinates. Formal mentoring would seem to be the right element for the organization to ensure that many years of experience are not lost when senior members retire. Taking an active role in conducting a strategic plan and then leading implementation will not only serve to accomplish the goal of establishing mentoring as a part of the San Bernardino Police Department culture, but will also serve as a training platform.

Conclusions

Based on the research and the data, as well as the observation of law enforcement colleagues, it seems clear that the question asked at the beginning of this project has been answered. How will a formal mentoring program enhance the development of managers in a mid-size urban law enforcement agency by 2009? The short answer is that it will enhance the development of managers, but there is more to it than that.

A formal mentoring program would have the following elements:

- Pairing of qualified mentors with aspiring mentees, beginning at the level of detective for the mid-size agency
- Serve all persons interested in being mentored
- Seek outcomes from the mentoring relationship that are linked to organizational goals

- Create a broad network of learning and support resources for the mentee
- Focus on internal development of management candidates to meet organizational needs
- Provide career development opportunities for mentees
- Consideration for generational differences
- Depending on available resources, compensation for mentors may be a component of the program
- Consist of a written program to define the stages of a mentor/mentee pairing
- Have tracking and record keeping, capturing progress of mentee
- Have guidelines for program evaluation

The goals and objectives of the organization can be furthered through the process of mentoring relationships. Capitalizing on the desire of young, hard-charging supervisors, eager to excel, a formal mentoring program will channel the zeal of these management candidates in the right direction. A mentoring program that harnesses the best management practices exhibited in senior managers will convey more critical knowledge over the course of a formal mentoring relationship, than would be otherwise learned by trial and error. Politically, there are benefits to establishing a long-term solution to management development. The cost of conducting an executive search may be fiscally prohibitive in some jurisdictions. Mentoring develops competent candidates from within the organization and ensures effective succession planning.

Formal mentoring may hold the key to establishing a means of perpetuating the conveyance of knowledge from one generation of law enforcement managers to the next.

Not only will the new leaders benefit from mentoring relationships, but those who serve as mentors will reap benefits as well. Those being mentored can expect to acquire skills and knowledge that would normally take many years of work. The network of contacts available to a mentee will be of benefit in problem solving and gathering new ideas about leadership. Mentors will enjoy the feeling of enhanced self-esteem and of leaving a legacy to future generations of citizens and members of the department.

Recently, the organization conducted testing for the position of police lieutenant. Over the next eighteen months, as many as six managers may retire. Formal mentoring in a situation such as this would ensure the competence of each candidate. Promotions would be made with confidence that each candidate was prepared to meet the new responsibilities of management. Fortunately, many of the candidates are prepared, however, as on all promotional lists; there are some candidates who need additional seasoning. Formal mentoring is the solution. Formal mentoring will anchor the process of continual learning within the culture of the organization, ensuring competent leadership for the foreseeable future.

APPENDIX A

Nominal Group Technique Panel

- Ms. Kay Adkins, Public Health Educator, County of San Bernardino
- Mr. Glenn Baude, Director, Code Compliance, City of San Bernardino
- Ms. Alice Fairhurst, Mentoring Consultant
- Mr. Russell Smith, Community Liaison, San Bernardino Water Department
- Mr. Ray Culberson, Superintendent's Office, San Bernardino Unified Schools
- Audrey Wilson, Deputy Chief (retired), Riverside Police Department
- Frank Coe, Lieutenant, Colton Police Department
- Paul Cooper, Captain, Claremont Police Department

APPENDIX B

List of Candidate Trends

Government requirements and mandates
Generations and their value differences
Identification of suitable mentorship candidates
Responsibility and training for terrorism
Degree of community involvement
Prejudice in the workplace
Organizational mission impacted by command replacements
Changes in job security
Political change
Life experience of employees
Decrease in budgets
Dependence on interdepartmental cooperation
Change in city's demographics
Retirements of experienced personnel
Increased stress level of employees
Voter mandates that don't fully understand the process
The range and breadth of employee duties
Employees entering workforce with prior military experience
Accessibility to mentorship programs outside law enforcement
Reliance on technology
New perceptions of security and safety
Opportunities for human interaction in the workplace
Personal values
Public panic reactions to small threats
Media relations
Availability of mentors
Availability of funding for the mentoring program
Value organization places on employees
Administrative support for the program
Personnel issues related to the mentoring program
Change in the demand for technology versus funding for technology
Stigma in relationships between mentor and mentee
Community perception of organization
Retirees' commitment to future of the PD
Visible political sponsorship of mentoring program
Organization's training program
Increased level of employee education
Increased political activism of police organizations
Layers in the mentoring program
Opportunity and speed of promotions in the workplace
Clearly defined objective of mentoring program
Different communication styles and skill sets for new hires

1. Lawsuits which affect organization
 - Perceptions by employees of the mentoring program
 - Access to outside trainers and speakers
 - Return to the beat system
 - Universal use of technology
 - Allowance for mistakes

APPENDIX C

List of Candidate Events

State Declares Bankruptcy
3% at 50 PERS Pension formula
POST discontinues training reimbursement funds
POST mandates to include a mentoring program
Major Earthquake
Terrorist attack
Economic increase
Initiatives attack public safety pensions
Civilianization of police investigative services
Reinstatement of draft
Reduction of staff
Mandated regional policing
State seizes all sales tax revenue
Demands on basic police services supercedes training needs
Increase in educational requirements for police officers
Organizational mission impacted by command replacements
Change in Budgets
Openness to new ideas among rank and file
The volume of issues facing communities
Age of managers and supervisors
Organizational Structure
The range and breadth of employee duties

ENDNOTES

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- ³ Moshe F. Rubinstein & Iris R. Firstenberg, *The Minding Organization* (John Wiley & Sons, Inc. Publishers, 1999), 47.
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- ⁵ Gordon F. Shea, *Mentoring* (Crisp Publications, Inc., 1992), 3.
- ⁶ Lois J. Zachary, *The Mentor's Guide; Facilitating Effective Learning Relationships* (John Wiley & Sons, Inc., Publishers, 2000).
- ⁷ Ibid., 3.
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- ⁹ Ibid., 21.
- ¹⁰ Ibid, 4.
- ¹¹ Alice Fairhurst, Career Development and Mentoring Coordinator, Jet Propulsion Laboratory, Pasadena, California.
- ¹² Tom Esensten, Organizational Effectiveness Consulting, POST Command College Presentation, "Strategic Planning," (December 2003).
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- ¹⁴ Garrett W. Zimmon, Chief of Police, San Bernardino Police Department, Command College – Class 11, Command Staff Presentation, (December 2002).
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