"Police integrity in the year 2000, what are the influences for change and how will they be managed?"

AN INDEPENDENT STUDY PROPOSAL

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EXECUTIVE SUMMARY

As we charge toward the 21st century, California society, like that of the nation as a whole, is concerned with integrity or the lack thereof in the various aspects of our daily lives. Although one of the last to require attention, California law enforcement is becoming concerned over increasing acts of unethical behavior on the part of a few of its personnel at all ranks. "No man is an island," wrote the 17th century English poet John Donne, "...any man's death diminishes me because I am involved in mankind." So it is also with integrity in law enforcement. We are all "diminished" by the unethical acts of our police.

This project considers the various past and present trends and events which have brought us to this time of concern, and the possible futures that might exist because of them and because of our attempts to manipulate them. It considers the influence had on law enforcement by a society where 53 percent of a random sample say that they would be willing to commit an illegal investment transaction if it were financially advantageous to do so. It assesses the impact of a faction within the profession who believe that creating probable cause to get a known felon off the streets is O.K., and that management is unfair in its practices of promotion and discipline.

The strengths, weaknesses, threats and opportunities that are known and anticipated for law enforcement were considered in the formation of four strategies. These strategies address the areas of training, values communication, internal investigations and drug abuse as they pertain to the issue of integrity in law enforcement.

Stakeholders were identified who would impact or be impacted by the implementation of these strategies, and assumptions were made with regard to their probable reactions. Finally a transition organization structure, management framework and follow-up mechanisms are suggested to bring a police organization to a proactive resolution of the question, "Police Integrity in the year 2000, what are the influences for change and how will they be managed?"

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BACKGROUND

THE SITUATION:

Ethics and integrity have become the topics of the 1980's. Defined respectively as "standards of conduct and moral judgement"[1] and "the consistent application of ethics in the face of disfavor or adversity"[2] their perceived decline on the world scene has become grist for the media mill. Pick up any newspaper and the chances are high that you will read of someone who has demonstrated unethical conduct. The evening news is replete with stories about people like Speaker of the House of Representatives Jim Wright, Jim and Tammy Bakker, Colonel Oliver North, Ivan Boesky and Ferdinand Marcos who, although found to be unethical, have profited from their efforts and didn't lose their riches when they were caught; or if they did, they wrote a book about their lack of integrity and profited all over again.

One of the keys to these tainted times is the number of people who, if they were presented with an unethical opportunity to make money, would do it. In a book entitled Inside America, pollster Louis Harris asked the question, "If you were offered an insiders stock tip that would be a money maker, would you take

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[1] WEBSTER'S NEW WORLD DICTIONARY - Second College Edition

[2] Definition generated at North-East Regional Training Institute, Workshop on Police Ethics; Sept. 1988

advantage of it?" [3] Without much hesitation, a 53to 42 percent majority said they would, even though they knew it was illegal to do so. The overtones of the responses suggest that the only thing the majority of society views as wrong with Ivan Boesky and others of his type was that they were caught. Otherwise, it is equally evident that they might well be among the more admired people in their generation because they were "making it big."

Ethics and integrity have become so important in the educational arena that where once university-level ethics classes were only offered as electives, now classes on "applied ethics" are often required of undergraduate and graduate students.

Ethics research centers have been established (the Hastings Center in New York, the Center for Philosophy and Public Policy in Maryland); conferences are held; journals are started (Philosophy and Public Affairs); grants are given; and dissertations are written. Professors of philosophy, theology, political science, public administration and public policy have all become troops in the movement.

But it is not only education that is concerned about ethics in the work place; it is the managers, workers and the people themselves. Doctors are concerned about their peers committing Medicare fraud; Departments of Government are concerned about being fleeced by private sector contractors; voters are concerned that their elected officials have only their "personal" best interests at heart and citizens who have seen so many "bad COP" news reports that they are beginning to be concerned that the

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[3] Louis Harris, Inside America, Vintage books, 1986, pg 109

officer on the corner may only be a thug in uniform.

SCIENTIFIC RESEARCH:

But why is this occurring? What are the factors that have contributed to the decline of integrity on the American Scene? According to Joanne B. Cuila, an academician who recently designed an ethics course at the Wharton School, the decline is generated from such things as the influence of psychology and behaviorism on thinking and mores. "We have become more comfortable with the vocabulary of psychology than of ethics. We are more likely to see the perpetrator of some terrible deed as being insane rather than as evil, which lets him off the ethical hook." It is in this way that stress has become the "out" for law enforcement personnel. Today, with increasing frequency, as soon as an officer becomes embroiled in investigations into his wrong doing wherein the probable outcome is that he/she will be found to have committed a serious breach of ethics, he/she "goes off stressed." This lets him/her off the ethical hook, and also holds the possibility of a tax free retirement.

Others from the world of research see the dilemma not coming from a desensitizing of the public conscience but from pressures in the work place. Kirk Hansen, a lecturer in business ethics and business policy at the Stanford Graduate School of Business and a leading ethics consultant says, "Many young people believe that to succeed in [life] they must be willing to compromise

their values and engage in practices that make them uncomfortable. Unfortunately, it happens to be largely true." Hanson says there are three times when young people in the work force typically bump up against ethics. The first is when they must match their own values to those of their potential employer. This may involve deciding whether the balance between work and personal life is acceptable or how much office politics they can tolerate. The second ethical watershed is what Hansen calls "the pushback point, where one's values are tested by peers, subordinates and superiors." This is a form of hazing, he explains, in an employee, new in the business world, might be asked to make some phone calls and misrepresent himself as a student to gather information about a competitor. A Law Enforcement analogy might be the police trainee who is directed to write the probable cause portion of an arrest report in a way different than it occurred. This is a critical time wherein the employee must "pushback" and assert his/her own view of right and wrong. The third assault on ethics involves "coping with a performance system that gives strong incentives to cut ethical corners." In this regard several California law enforcement agencies have begun to realize that they must restate the mission, goals and values of the organization to negate any misunderstandings by the employees about what is expected and what is and is not required to succeed. This must be restated not just once year with the budget but repeatedly throughout the individual's career.

The layman's point of view as to why we are beginning to experience the ethical decay we see in so many aspects of our society is presented eloquently by James Webb, a novelist and former secretary of the Navy.[4] He looks to his own baby-boom generation as having created the groundwork for our ethical demise. He observes:

> "Mine has not been a generation that offered its children certainties. We have treated them to endless argument instead. Throughout her young life my daughter has been treated to a view that government is corrupt and unfair; this was fed by continuous debates over civil rights, the Vietnam War, Watergate and the Iran-contra affair. She has also watched the nation blunder about in its role as world leader, jerked this way and that on foreign-policy issues and by leaders who appear to be selling her future to foreign investors instead of calling on citizens to regain the self-decipline that made us great.
>
> "Raised by parents whose sacrifices during the Great Depression and World War II purchased for us the luxury of being able to question, we all understood the standards from which some of us were choosing to deviate. But lacking unity, driven by disagreement on every major issue and most minor ones, we have, perhaps

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[4] Newsweek, November 7, 1988, pg. 13, "A Legacy for My Daughter".

unwittingly, encouraged our children to believe that there are mo touchstones, no true answers, no commitments worthy of sacrifice. Our children have been treated to grand debate and in many cases have grown up under the false illusion that there are no firm principles. That for every cause there is a countercause. For every reason to fight there is a reason to run. For every yin there is a yang. How will our children react to this philosophical quagmire?"

A fourth perspective on what might be contributing to the decline in ethics in the work place is offered by Daniel Yankelovich, a noted author and pollster. He sees the decline occurring as the work force shifts from the "ethic of self denial" to an "ethic of commitment."[5] Yankelovich describes the "ethic of self denial," which he also calls the giving/getting compact, as follows: "If I work hard, observe the rules and learn to keep my personal desires mostly suppressed, I might find myself well rewarded with moral self-esteem for my self-denial, with acceptance of others for my responsibility and with worldly goods from an affluent economy." Yankelovich sees this ethic as lying at the heart of what has been called the American Dream but he sees it beginning to change. With a history of four decades of increasing affluence since World War II and the ensuing better quality of life available due to research and technology,

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[5] YANKELOVICH, Daniel, New Rules, Random House, 1984.

he sees the workforce as having grown weary of demands for further sacrifices they believe may no longer be warranted. "They want to modify the giving/getting compact in every one of its dimensions -family life, career, leisure, the meaning of success, relationships with other people and relationships with themselves; and they want to add new demands for intangibles i.e. creativity, pleasure, participation, community, adventure, and stimulation. They are changing from a belief that self denial pays off to an "ethic of commitment" to self fulfillment."

Flowery thoughts for sophisticated times? Maybe; but Yankelovich is quick to point out how this change in social ethic has contributed to a decline in traditional ethics and integrity. "As norms shift from rigidity to flexibility, the meaning of "right" and "wrong" has itself undergone transformation. Traditional concepts of right and wrong have been replaced by norms of "harmful" or "harmless." If one's actions are not seen as penalizing others, even if the are "wrong" from the perspective of traditional morality, they no longer meet much opposition."

All of these theories have relevance as one considers the future of integrity in any work place.

THE LAW ENFORCEMENT ENVIRONMENT:

Throughout the recent history of English and American law enforcement, the constable on patrol, the Shire Reeve (Sheriff), and more recently the patrolman or beat cop have all been viewed

as pillars of the community. The majority of these men and women functioned as role models for the young and were respected individuals of society. One can also probably trace back to the first night-watch walking the streets of Colonial America and find that there were unethical law enforcement officers then too. It is only within the last decade, however, that the tempo of uneth-ical behavior seems to have quickened and the severity of the incidents seems to have increased. There have been incidents such as

- Police officer fired for embezzlement of Overtime funds.
- Police Captain resigns after being arrested for lewd and lascivious conduct.
- Police officers arrested in high dollar boat theft and burglary ring.
- Police officers arrested charged and convicted in illegal narcotics smuggling and sales.
- Police officer charged in murder for hire conspiracy.
- Police officer fired for drug usage.

Accounts such as these are embarrassing to a profession that has traditionally functioned as a role model to society.

EMPIRICAL DEVELOPMENT:

With the scientific research discussed above as a basis, two <u>nonvalidated</u> survey questionnaires were administered to Law enforcement personnel for the purpose of assessing the ethical perceptions, job satisfactions, job dissatisfactions and feelings of worth at various points (ranks) during one's career.

The first 20 questions of the questionnaire [6] were administered to 48 Police and Sheriff's recruits during the last week of their academy training. The entire questionnaire was administered to various numbers of seasoned patrolmen, training officers, sergeants and lieutenants from three law enforcement Agencies within Los Angeles and Orange counties.[7] The resulting statistics are displayed in appendix "B"[8].

Several points will be drawn from these surveys throughout this monograph but for the sake of background development it is worth noting the changes that occur in the perceptions of police personnel during approximately their first six years on the job (recruit through training officer) with regard to traditional ethical tenets of the police profession. From swearing-in through becoming a training officer, it is the perception of an average three out of five officers that "the average citizen is not bothered by how crooks are gotten off the streets so long as the end result is achieved." The probability increases from one in five to two in five that this same individual would be inclined to create pro- bable cause to get a known crook off the street. As a recruit, 7 out of 10 feel that the administrators in their organizations take a personal interest in their careers;

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[6] Appendix "A"

[7] For the sake of the anonymity promised to the respondents, the agencies will not be named.

[8] A thorough comparative reading of the questionaire and the answers given by the various test groups is recommended at this time to equip the reader with a better understanding of the law enforcement enviroment as it relates to integrity.

within an average of six years, that number drops to approximate-1 in 4. One half of the training officers surveyed believe that "Professional courtesy, excusing a brother officer for minor crimes, is O.K." One in five recruits, and two out of three veterans feel that "occasional small gifts from the public are just one of the 'perks' of being in Law Enforcement." An average one out two seasoned officers indicate that they know officers who have broken the Law to enforce the law. On true/false questions of organizational fairness in the areas of promotions, equal application of discipline and transfers, an average of 61 percent of the Officers and Training Officers answered that the assumption of fairness was false.

With these types of attitudes and perceptions held and expressed by law enforcement personnel, it is apparent that the definition of integrity varies greatly within the profession.

It is unrealistic to assume that these attitudes will become less common, and it is equally unrealistic to assume that they will change for the better without intervention.

The specter of the fiscal tightening that California law enforcement has endured for the last 10 years is projected to become only worse. The salary and benefit "take aways" that have recently begun are likewise projected to continue along with the inherent worker frustration. Combine these negatives with the increasing number of drug moguls and their available bribe monies, the increasing influence of drugs in the work place, the societal changes discussed in the "scientific research" section

above and it is easy to see that maintaining police integrity will be among the key issues facing California law enforcement in the 21st century.

SCOPE OF THE PROJECT

For the remainder of this project, it is imperative to understand how the terms integrity and ethics are used and the relationship of one to another. Ethics is viewed by the author as a compilation of beliefs, either personal or imposed from outside authority, while integrity is the consistent application of ethics regardless of circumstances. Integrity is the action aspect of ethics. Those who conduct themselves with integrity are sometimes referred to as ethical individuals. On the other hand, however, a person may come from a highly structured ethical environment, i.e., medicine or law, and not act with integrity. This study is directed at strategic planning for the maintenance of integrity among police personnel and in general assumes both personal and external codes of ethics as given.

This project is not intended as a criticism of the ethics or integrity of any specific agency or the profession at large within the state. It <u>is</u> offered as an extension of the pro-active police management that is occurring throughout the state to affect a potential problem.

Through the use of various futures methodologies, this project will identify trends and events and evaluate their impact

on the general issue - "Police Integrity in the year 2000, what will it be, and how will it be managed?" From this information, scenarios will be formulated to aid in the understanding of what might happen relative to this issue. A strategic plan will be proposed and an implementation plan suggested to deal with this issue. Finally, a transition process will developed to allow the strategic plan to be used by the law enforcement community.

The questions are: Is California Law Enforcement ready to take significant steps to maintain Integrity in the Police Profession? If ready to admit the need, what changes must take place, what traditions must be reassessed and standards reevaluated in order to improve integrity within the police profession.

OBJECTIVE ONE

STATEMENT

The first objective is to analyze and study the general issue, using futures research methodologies. The outcome will be three futures scenarios, based primarily upon forecasting data collected. The general issue is stated as follows:

Police integrity in the year 2000; what are the influences for change and how will they be managed?

Initially it was necessary to determine what related sub-issues existed in the past, what issues they gave rise to in the present, and what issues might be provoked in the future relative to the topic issue.

To that end, five issues related to societal and police

ethics and integrity were identified from the past, as follows:

1- Did the philosophical revolution of the 1960s mark the beginning of the demise of traditional ethics.

2- Did a "street justice" mentality evolve among law enforcement officers because of the inefficiencies of the criminal justice system?

3- In order to take a "bite out of crime," did police managers ignore minor breeches of integrity by law enforcement personnel?

4- Did the civil unrest of the 1960s create an "us against them" mentality by police toward the citizenry?

5- Did the "Watergate" scandal impact the pride of all government workers in the job they do?

These issues were developed through scanning periodicals which focused on the era of the 60s and early 70s, conversations with senior law enforcement professionals and through personal reflection. Of the ones identified from the past, only two issues continue to have relevance in the present day: numbers 2 and 3.

These historical subissues gave rise over time to related issues emerging in the present. These present-time issues were also developed in a similar fashion to those developed from the past. They were then assessed as to their relevance to the topic issue. This resulted in the selection of eight subissues which, when considered together, defined the parameters of the general

issue for purposes of the study, as follows:

1- Has the work ethic in the law enforcement profession become one wherein the focus is "do what's required, but nothing more"?

2- Has the perception of a double standard strained management employee relations in law enforcement?

3- Have decreasing resources caused police management and supervision to focus on results to the neglect of process?

4- Will the lack of growth in governmental revenues, ergo police pay, result in increased unethical/criminal behavior?

5- Will ethics training alone be sufficient to maintain integrity in California law enforcement?

6- Will the shrinking younger work force require law enforcement to hire what were previously deemed undesirable employees?

7- Will the citizenry of California endure unethical behavior on the part of the police for the sake of community safety?

8- Will continued affirmative action quotas in hiring and promotion impact the quality and calibre of police applicants and managers?

Moving from these present subissues, attention was next given to an assessment of issues that might emerge by the year 2000. The relevance of these future issues was based on their potential impact upon future scenarios. The initial selection was:

1- Will the changing ethnic makeup of California translate into a society that is ambivalent toward less integrity in the police profession?

2- Would a national economic collapse spur an accelerated decline of integrity in California law enforcement?

3- Will police unions grow in strength as police managers focus on correcting/disciplining unethical behavior.

4- Will the drug epidemic affecting society infect the police profession?

The context in which the issue has been studied was determined by the selection of one of the three developed "Future" scenarios and by the strategic management processes developed in Objective 2. A significant part of the scenario development process was the identification of trends and events that are estimated to have some degree of impact upon the issues of the study. Trends were then forecasted in terms of their relative strength over the time period of the study, which is the next twelve years to the year 2000.

METHODS: IDENTIFICATION

The following methodologies were used in the development and evaluation of trends and events relating to this issue.

Scanning: Searching recorded sources; communicating with informed persons.

Brainstorming: A highly focused small group process with defined rules.

Personal Reflection: Using ones own mental resources to assess personal experiences and knowledge as to their relevance to the topic issue.

Survey Questionnaires: A survey questionnaire was created, composed of a set of questions designed to track the change in ethical perspective as one advances both in time and/or rank in the police profession.

Nominal Group Technique (NGT): a process wherein a relatively diversified group of knowledgeable individuals regarding the issue was assembled and guided through the development of trends and events related to the issue and an assessment of their impact on it.

METHODS: IMPLEMENTATION

During the preliminary phase of this project, a literature

scan was conducted for articles, book, manuscripts and papers dealing with the general issue of ethics and integrity both within the society at large and also within the police sub-culture. This was done both through manual research and a computerized scan of national and European literature available on the subject. This search was augmented by the questionnaire previously mentioned which was administered to employees with various tenure, experience, and rank from three Southern California law enforcement agencies. One was a large and one a medium sized agency within Los Angeles County, and the third was a medium-sized agency from Orange County. The questionnaire was structured with 23 true/false and 6 multiple choice questions directed at assessing the respondents view of the requirement for Integrity in the Police profession, its perceived current level, the perceived view of the society at large on the same two questions, and the aspects of the profession that both satisfy and frustrate them personally.

NOMINAL GROUP TECHNIQUE

The information gathered from the above efforts along with that garnered from brainstorming with various police executives and managers was assembled into the background portion of this treatise and then disseminated to a group of individuals within and associated with the field of law enforcement. These individuals were invited to participate in a "Nominal Group Techni-

que" (NGT) process. The group was composed of the following: The Los Angeles County Sheriffs Departments' (LASD) coordinator of contractual relationships with Incorporated Cities, School Districts and Private Entities; the director of Employee Relayions for the LASD; the administrative aide to one of the Los Angles County Sheriffs Departments' Assistant Sheriffs; the crime analysis program coordinator for Los Angeles County; the civil service commission advocate for the LASD; a detail commander from the LASD's detective division; an administrative aide to a LASD division chief; aA middle-level manager from the LASD.

TREND FORECASTING

The first phase of the NGT process was a brainstorming process during which 36 emerging trends were identified. [9]

Once these 36 trends were agreed on, and after there was some clarification and discussion as to terms, the second phase of the NGT was undertaken which was to come to a consensus as to which five would have the most impact on the topic issue over the next 12 years. A hand-count vote was taken on each the trends with the consensus of the group as follows:

1. Public demand for accountability of individual and group actions is rising.
2. Many ethical changes are being provoked by ethnic influences.

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[9] APPENDIX "C"

3. Greater amounts of organizational resources are being invested in maintaining and cultivating ethical behavior.

4. Lower entry level requirements by law enforcement agencies.

5. Increasing influences/impact of drugs in the work place.

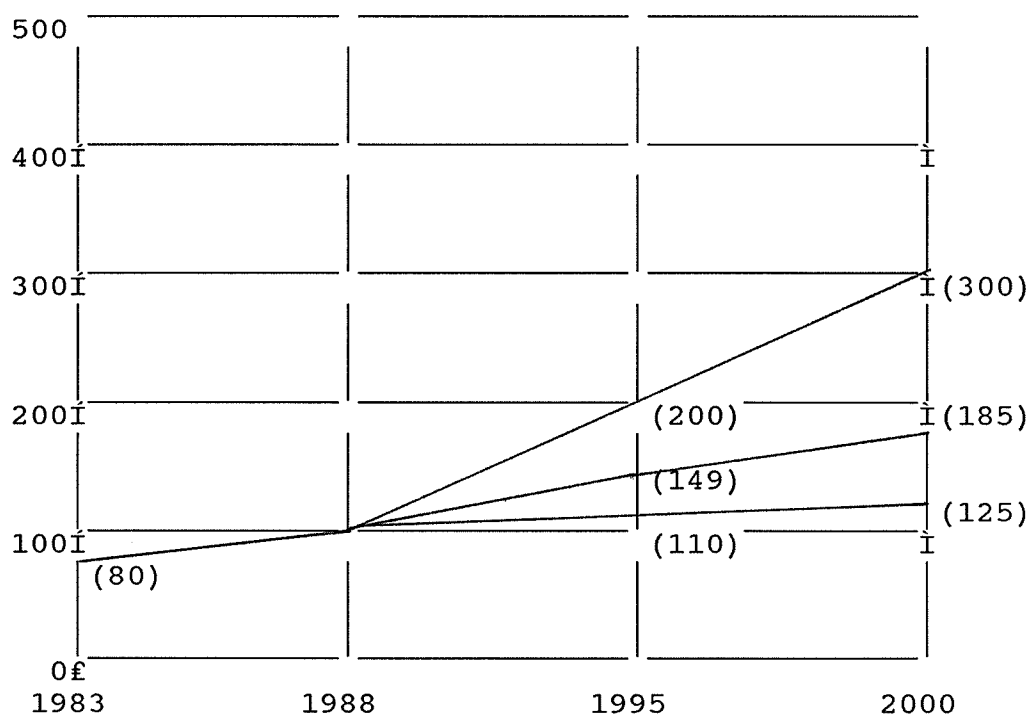
The group next evaluated the impact of these trends on the topic issue over the upcoming years to the year 2000. They were to consider the present strength of the trend as equivalent to a rating of 100, and then to assess a numerical value (500 being the maximum) to the estimated strength of the trend in the years 1983, 1995 and the year 2000. These ratings then would provide a reflection of the trends strength five years back in time and seven and 12 years into the future.

The high and low estimates for each trend along with the median for each are provided in the following charts.

1.- <u>PUBLIC DEMAND FOR ACCOUNTABILITY OF INDIVIDUAL AND GROUP ACTIONS IS RISING.</u>

This trend focuses on the fact that partially due to television news media hype, and partially through objective public interest, the community at large is holding public entities and individuals more accountable. More and more "watch dog" groups are being organized to ensure efficiency and honesty from all aspects of government that serve the public.

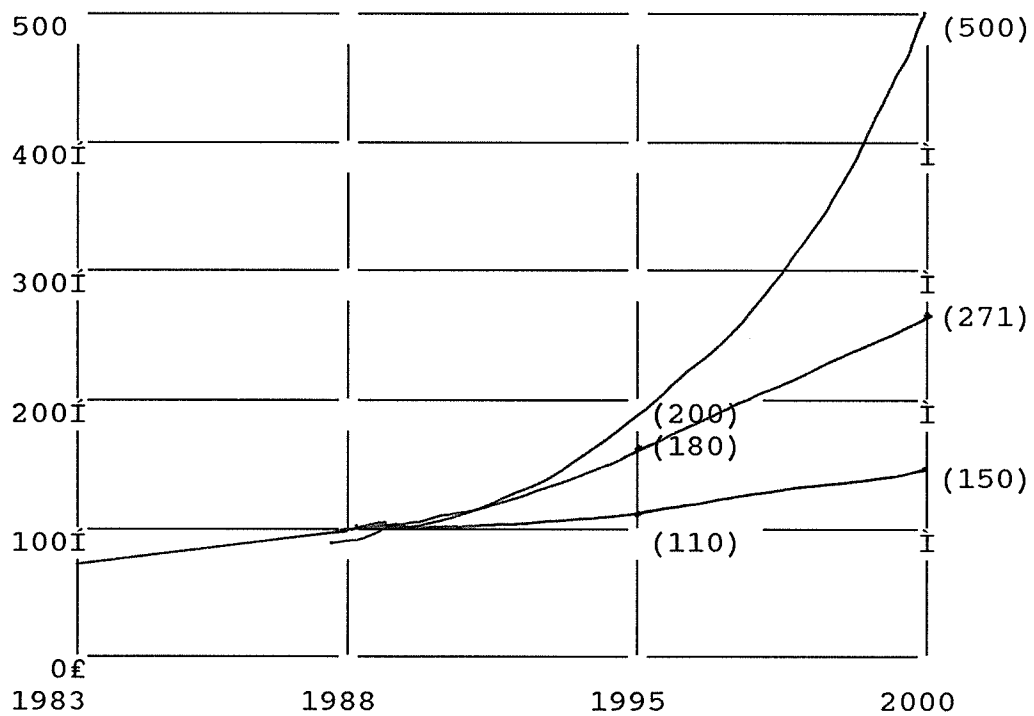
This trend is seen as one of the main motivating factors for law enforcement to maintain a proactive posture on the subjects of ethics and integrity.



The range of the groups forecast of this trend's impact by the year 2000 was 125 to 300 with a median of 185.

MANY ETHICAL CHANGES ARE BEING PROVOKED BY ETHNIC INFLUENCES IN SOCIETY.

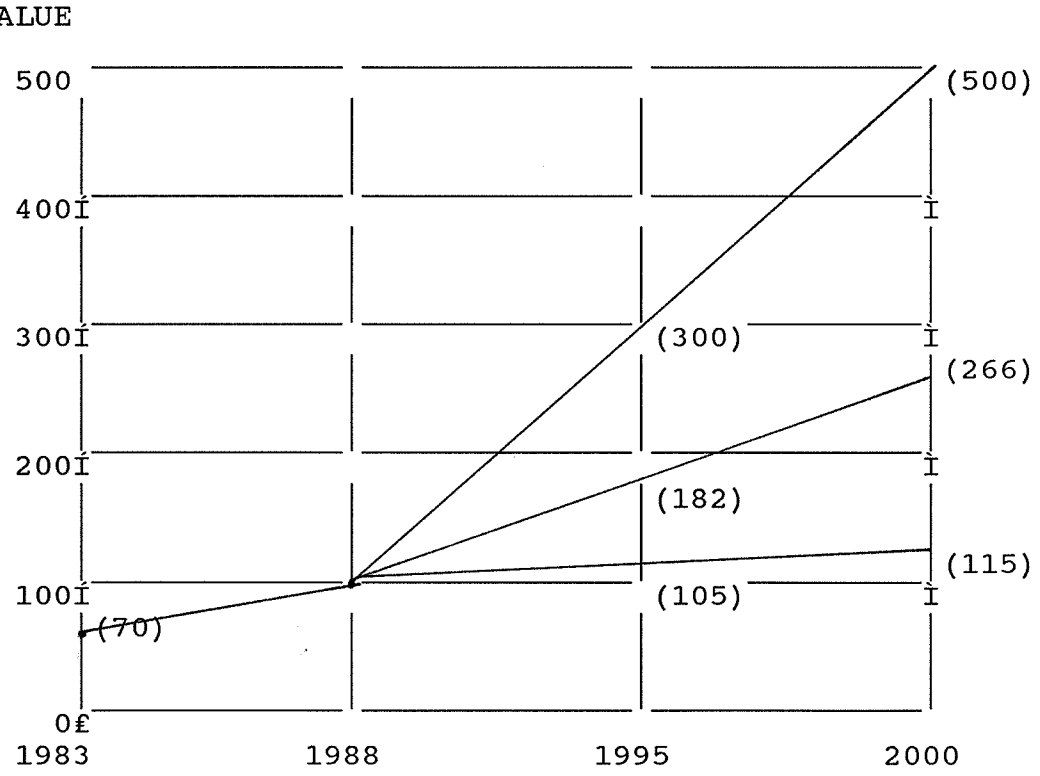
As legal and illegal immigration continues to rise within California, it is the consensus of the group that the impact of cultural heritages will be felt more and more in the concepts of right and wrong within the state. These ethnic changes in ethics will have an impact through natural assimilation within the community, the democratic processes of government, and the influences of immigrant workers in their respective professions and jobs. It was not determinable by the group if this influence would be positive or negative.



The range of the groups forecast for the year 2000 was 150 to 500 with a median of 271.

GREATER AMOUNTS OF ORGANIZATIONAL RESOURCES ARE BEING INVESTED IN MAINTAINING AND CULTIVATING ETHICAL BEHAVIOR.

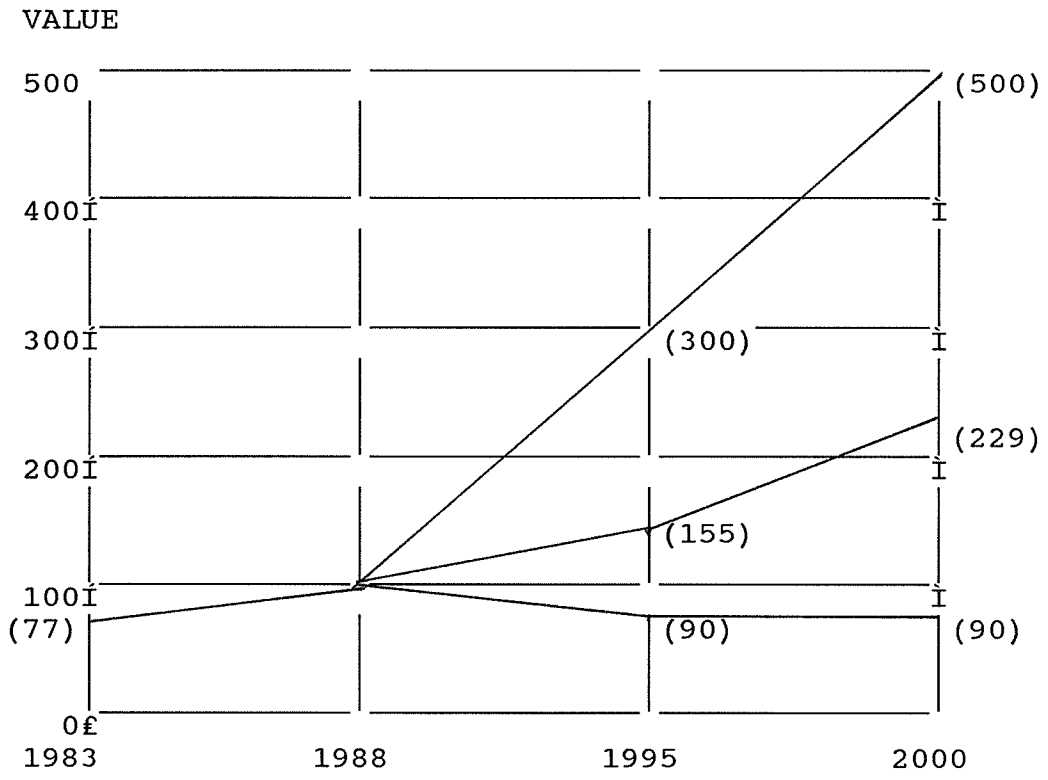
This trend addresses the fact that over the past few years ethics has become a primary topic of study in both the public and private sectors. It was the feeling of the group that as some of the more "negative" candidate trends become stronger in society, law enforcement will be compelled to funnel more resources into maintaining and enforcing ethical behavior from its employees. These expenditures are already evident in ethics training sessions and various Watch Dog units created by some organizations to monitor potential abuses or unethical behavior by employees.



Range 115 to 500, median 266.

LOWER ENTRY LEVEL REQUIREMENTS BY LAW ENFORCEMENT AGENCIES.

Confronted with a shrinking recruitment base, law enforcement agencies have had to modify their entry-level requirements. The group felt that this will probably have a significant impact on the future level of integrity in Law Enforcement. The hypothesis is that less qualified individuals will find the profession more difficult to be successful in. This will lead to aberrant behavior or less than 100 percent performance.

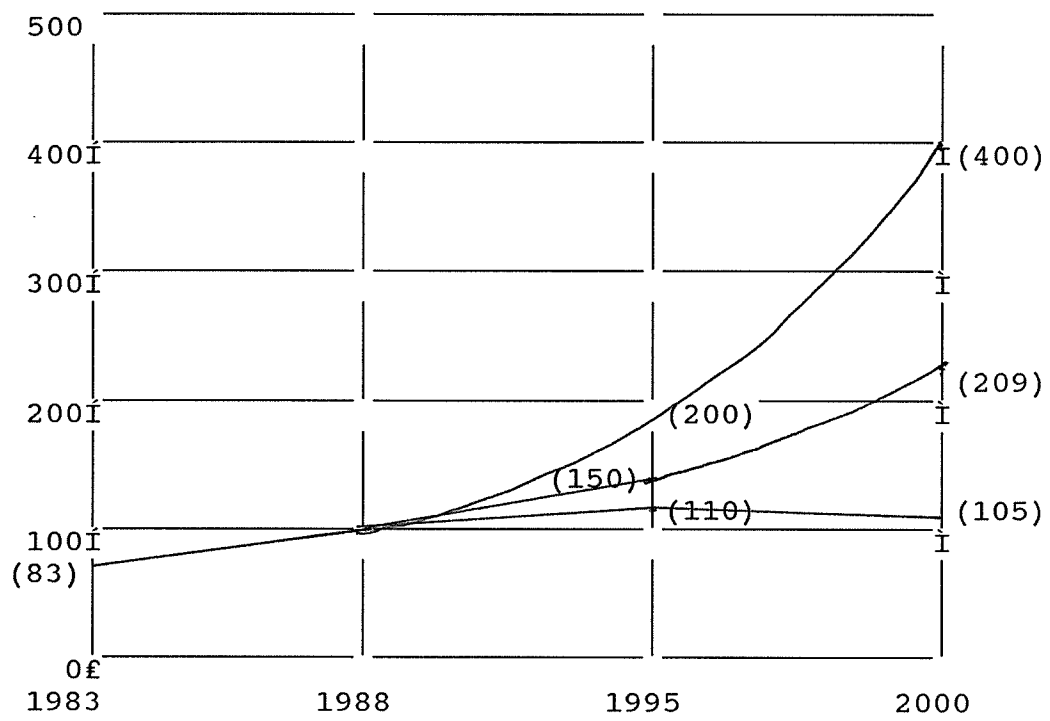


The group projected this trend with a range from 90 to 500 in the year 2000 with a median of 229. It is interesting to note that one of the group saw this trend

as less significant (90) for both 1995 and the year 2000.

INCREASING INFLUENCE/IMPACT OF DRUGS IN THE WORK PLACE.

Drug use in society is on the increase. Law Enforcement is a microcosm of society and is also beginning to experience the impact of drug dependent and drug dealing employees. It is felt by the group that drug dependance, with all of its various manifestations, will be one of the principle impacts of the Integrity of Law Enforcement into the 21st century.



The range projected for this trend is 105 to 400 with a median of 209.

EVENT IDENTIFICATION:

PROCESS:

Having completed an analysis of trends the group's attention was next directed to an assessment of events. The group was asked to focus on the future and to brainstorm the events they see as possibly occurring between now and the year 2000. The array of events was to be general in nature but obviously not to the exclusion of events specifically related to the topic issue.

CANDIDATE EVENTS:

The following is the result of their brainstorming:

1.- California Legislature regionalizes law enforcement agencies in the major metropolitan areas.

2.- A world-wide economic depression occurs ignited in large part by the huge U.S. national debt.

3.- The Legislature passes legislation mandating citizen police review boards for all regions of the state.

4.- Political terrorism expands from the burning of various political headquarters to the bombing of power stations and water reservoirs.

5.- A major race riot occurs simultaneously in Los Angeles and Oakland.

6.- Binding arbitration is made law for the resolution of labor issues.

7.- Gun control legislation is passed prohibiting the sale of hand guns in the state.

8.- President Bush is assassinated.

9.- A major police organization in the state is decommissioned and the Law Enforcement responsibility contracted to private industry.

10.- Significant illegal drugs,i.g. marijuana, cocaine and heroin, are legalized nationally.

11.- Rise to power of an alternate political party.

12.- The military draft is reinstituted.

13.- Continued tension in the Middle East ignites W.W. III

14.- The military begins <u>active</u> involvement in drug interdiction.

15.- California Law Enforcement begins hiring eighteen year olds as full time police officers.

16.- The nation's police forces are nationalized.

17.- A national resource crisis occurs, i.e. water shortage, power shortage, food shortage etc.

18.- A top executive of a large law enforcement agency is forced to resign for unethical conduct.

19.- P.O.S.T. mandates that all police departments incorporate Integrity training as part of all continuing professional training programs.

20.- The California Legislature passes legislation authorizing random drug testing of civil service employees.

CRITICAL EVENTS:

After discussion and clarification of terms, the group was asked to select the five events that, if they occurred, would have the most critical impact on the topic issue. These are:

1.- A world wide economic depression occurs created in large part by the huge U.S. national debt.

2.- P.O.S.T. mandates that all police departments incorporate integrity training as part of all continuing professional training programs.

3.- California law enforcement begins hiring eighteen year olds as full time police officers.

4.- California Legislature authorizes random drug testing of civil service employees.

5.- A national resource crisis occurs, i.g. water shortage, power shortage, food shortage etc.

EVENT EVALUATION

Once the events deemed most significant to the topic issue were selected, the group was asked to estimate the event's probability of occurring. A form was provided whereon the individual group members would assign a probability from 0 to 100 of the event occurring by 1995 and the year 2000. A zero probability meant that the event definitely would not occur and a probability of 100 indicated that the event most definitely would occur. The form also required that the group members assign a numerical value from -10 to +10 to estimate the impact the occurrence of the event would have on the topic issue and law enforcement in general. A -10 rating would indicate that the event would have a strong negative impact, and a +10 rating indicated a strong positive impact. The ratings of the group were averaged and are presented on the following page.

EVENT EVALUATION

	PROBABILITY BY:		IMPACT UPON:	
			LAW ENFORCEMENT	TOPIC ISSUE
	(0 - 100)		(-10 TO +10)	
EVENT	1995	2000	1995	2000
#1	44	55	-6	-6
#2	50	70	+6	+5
#3	33	60	-3	-1
#4	75	85	+5	+5
#5	45	75	-3	-3

EVENT #1 Worldwide economic depression sparked by huge U.S. debt.

EVENT #2 POST. requires integrity training. in all C.P.T. programs.

EVENT #3 California Law Enforcement begins the hiring of 18 yr. olds as full time police officers.

EVENT #4 Random drug testing of civil service workers.

EVENT #5 A National resource crisis occurs, i.g. food shortage.

CROSS IMPACT EVALUATION:

Next the groups was asked to perform a cross-impact evaluation. This evaluation estimated the impact that each event's occurrence would have on the probability of occurrence of the other events, and the strengths of the trends. The individual group member's estimates were averaged and the following chart prepared.

CROSS IMPACT EVALUATION MATRIX:

Suppose this event
With this probability

Actually occurred, how would its occurrence impact these events and trends?

		EVENTS					TRENDS				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	55	*	+10				+5		+10		+5
E2	70		*	+5				+5	+20	+5	-20
E3	60		+10	*	+5		+10	+5	+10	-10	+10
E4	85		+20	+10	*		+30		+40	+20	+50
E5	75	+30	+5			*	+10		+5		

EVENTS

E1- World wide depression sparked by huge U.S. Debt.

E2- P.O.S.T. requires integrity trng. in all C.P.T. programs

E3- California law enforcement begins the hiring of 18 yr. olds as full time police officers.

E4- Random drug testing is legalized.

E5- A national resource crisis occurs, i.e. food shortage.

TRENDS

T1- The publics demand for accountability of individual and group actions is rising.

T2- Many ethical changes are being provoked by ethnic influences.

T3- Greater amounts of organizational resources are being invested in maintaining and cultivating ethical behavior.

T4- Lower entry level requirements by law enforcement agencies.

T5- Drugs are having an increasing influence and impact in the work place.

To assist the reader in understanding this matrix, the following explanations are provided.

IF A WORLDWIDE ECONOMIC DEPRESSION SPARKED BY HUGE U.S. DEBT WERE TO OCCUR:

THE PROBABILITY OF THE OCCURRENCE OF

- P.O.S.T. requires ethics trng. in all C.P.T. training	Increases from 70 to 80%
- Eighteen year olds being hired as police officers	Remains at 60%-No effect
- Random drug testing authorized	Remains at 40%-No change
- A National resource crisis	Remains at 75%-No effect

THE STRENGTH OF THE PERCEIVED TREND THAT DEALS WITH

- The public's demand for accountability	Increases by 5%
- The notion that ethical changes are ethnically influenced	No change
- More organizational resources being directed at worker ethics	Increases by 10%
- Lower entry requirements by police agencies	No change
- Drugs having an increasing impact in the work place	Increases by 5%

IF P.O.S.T. WERE TO REQUIRE INTEGRITY TRAINING IN ALL THEIR CONTINUING PROFESSIONAL TRAINING CURRICULUMS:

THE PROBABILITY OF OCCURRENCE OF

- Worldwide depression	Remains at 55%-No change
- 18 year olds being hired as police officers	Increases from 60 to 65%

- Random drug testing legalized	Remains at 40%-No change
- A national resource crisis	Remains at 75%-No change

THE STRENGTH OF THE PERCEIVED TREND THAT DEALS WITH

- The public demand for accountability	No Change
- The notion that ethical changes are ethnically influenced	Increases by 5%
- More organizational resources being directed at worker ethics	Increases by 20%
- Lower entry requirements by police agencies	Increases by 5%
- Drugs having an increasing impact in the work place	Decreases by 20%

IF THE CALIFORNIA LEGISLATURE AUTHORIZES THE HIRING OF 18 YEAR OLD POLICE OFFICERS.

THE PROBABILITY OF THE OCCURRENCE OF

- A Worldwide depression	Remains at 55%-No change
- P.O.S.T. requires integrity trng in all C.P.T. classes	Increases from 70 to 80%
- Random drug testing legalized	Increases from 85 to 90%
- A national resource crisis	Remains at 75%-No change

THE STRENGTH OF THE PERCEIVED TREND THAT DEALS WITH

- The publics demand for accountability	Increases by 10%
- The notion that ethical changes are ethnically influenced	Increases by 5%
- More organizational resources being directed at worker ethics	Increases by 10%

- Lower entry requirements by police agencies	Decreases by 10%
- Drugs having an increasing impact in the work place	Increases by 10%

CALIFORNIA LEGISLATURE AUTHORIZES RANDOM DRUG TESTING OF CIVIL SERVICE EMPLOYEES.

THE PROBABILITY OF THE OCCURRENCE OF

- Worldwide depression	Remains at 55%-No change
- P.O.S.T. requires Integrity trng. at all C.P.T. programs	Increases from 70 to 90%
- 18 year olds being hired as police officers	Increases from 60 to 70%
- A national resource crisis	remains at 75%-No change

THE STRENGTH OF THE PERCEIVED TREND THAT DEALS WITH

- The public demand for accountability	Increases by 30%
- The notion that ethical changes are ethnically influenced	No change
- More organizational resources being directed at worker ethics	Increases by 30%
- Lower entry requirements by police agencies	Increases by 20%
- Drugs having an increasing impact in the work place	Increases by 50%

IF A NATIONAL RESOURCE CRISIS, i.e. FOOD, ENERGY OR WATER SHORTAGE WERE TO OCCUR:

THE PROBABILITY OF THE OCCURRENCE OF

- Worldwide depression	Increases from 55 to 85%
- P.O.S.T. requiring ethics trng. in all C.P.T. programs	Increases from 70 to 75%

- 18 year olds being hired as police officers	Remains at 60%-No change
- Random drug testing legalized	Remains at 80% no change

<u>THE STRENGTH OF THE PERCEIVED TREND THAT DEALS WITH</u>

- The public demand for accountability	Increases by 10%
- The notion that ethical changes ethnically influenced	No change
- More organizational resources being directed at worker ethics	Increases by 5%
- Lower entry requirements by police agencies	No change
- Drugs having an increasing impact in the work place	No change

From this analysis, it can be determined which events are "Actors" and which events are "Reactors." "Actor" events are those generate the greatest amount of change in the other events and trends. "Reactor" trends and events are those that are buffeted the most by the occurrence or nonoccurrence of a particular event. A rank order of the "Actor" events produces the following array:

1. E3- California Law Enforcement begins the hiring of eighteen year old police officers (6 impact Pts)

2. E4- California Legislature authorizes random drug testing of civil service employees. (6 imp. pts)

3. E2- P.O.S.T. requires integrity training in all continuing professional training curriculums.(5)

4. E5- A national resource crisis, i.g. water, power, food shortage, occurs.(4 impact points)

5. E1- A World wide depression sparked by Huge U.S. debt occurs.(4 impact points)

A rank order of the "Reactor" trends and events produces this array:

1. T3- Greater amounts of organizational resources are being invested in maintaining and cultivating ethical behavior. (5 impact pts.)

2. T5- Drugs are having an increasing impact/influence in the work place. (4 impact pts.)

3. T1- The public demand for accountability of individual and group actions is rising. (4 impact pts.)

4. E2- P.O.S.T. requires integrity training in all continuing professional training programs. (4 pts.)

5. T4- Lower entry level requirements by law enforcement agencies. (3 impact pts.)

6. T2- Many ethical changes are being provoked by ethnic influences. (2 impact pts.)

7. E3- California Legislature authorizes the hiring of 18 year old police officers. (2 impact pts)

8. E1- Worldwide economic depression. (1 impact pt.)

9. E4- Legislature authorizes random drug testing.

The significance of whether an event is an "Actor" or "Reactor" has relevance later in the project when policies are developed to impact the topic issue.

SCENARIOS:

From the above information, three scenarios have been developed for this study. The objective of the scenarios is to project the listed trends and events into the future and view their significance to the topic issue in the year 2000. The three scenarios are each written from a different perspective. The first is a "what if" scenario describing a HYPOTHETICAL set

of events and manipulating the data base accordingly. The second is a NORMATIVE demonstration of a particular favored and attainable end-state relative to the topic issue in the year 2000 and describes a distinct and plausible path of events that could lead to it. The third describes a "slice of time" in the year 2000 and takes an EXPLORATORY look at the impact that the various trends and events have had on principal stakeholders involved in the topic issue.

HYPOTHETICAL
(What if)

As Brad Holzbach sat back in his chair at his office as commander of the Southern Region police headquarters he gazed vacantly at the headline, "Vigilante kills Policewoman, no charges filed." The date was October 13, 2000, and as had been projected by most demographers just twelve years previous, Santa Barbara, Ventura, Los Angeles, San Bernadino, Riverside, Orange Imperial and San Diego Counties, which now comprised the Southern Policing Region, had become the most populous area in the nation. The total population now exceeded 50 million, more than double that of 1988. Several changes had occurred from the historical version of law enforcement services.

The first change occurred in 1992 at the close of the Bush presidency. The President had held true to his campaign pledge and for four years had not raised taxes. Finally, over-stressed by a Huge U.S. Debt and months of non payment of even the

interest on the debt, several third-world financial institutions began to call in their outstanding U.S. obligations. This pulled the rug out from the international stock markets and sent the nation into a violent depression. Municipal governments were the hardest hit. With millions out of work and, therefore, no way to pay the taxes on their properties, the wheels of law and government began to grind to a halt for lack of revenue. The immediate response of several floundering municipalities was to use employee retirement funds to finance continued operations. With the "American Dream" that so many had come to presume as a "right" now being nothing more than a memory, the fabric of society began to unravel. Those who weren't killing and plundering their fellow man were willing to work at anything for a wage, however meager. Law enforcement provided the best of the meager wages offered by government. This accounted in large part for the 20 fold increase in police personnel throughout the state, of which a 51percent majority were female. Another factor contributing to the increase in personnel was the authorization by the state of the hiring of 18 year olds as fully empowered peace officers in 1994.

The depression continued undaunted for four years. All through it, the police did a marvelous job of protecting the community from violent crime. The curb-side justice that enabled this to occur made Harry Callahan from the 1970s "Dirty Harry" movies look like an altar boy at Sunday school. While the citizenry begrudgingly thanked the police for a relatively non-

violent community, they cursed them for their misuse of police powers with regard to "shake downs," embezzlements and outright thefts. The ethical problems that began to surface within police organizations in the late 1980s saw full flower when this chaotic national economic condition arose.

This too went undaunted until mid 1998 when three things began to evolve simultaneously. First, the Commission on State Law and Order, which grew out of the old Commission on Peace Officers Standards and Training (P.O.S.T.) and had been gaining in strength since approximately 1994, was chartered by the Governor as the principle community policing arm of the state. It was charged with the responsibility of centralizing all police agencies within the state under its leadership. The method selected was to divide the state into thirds with Brad Holzbach, formerly of the Los Angeles County Sheriffs department, commanding the Southern Region.

Second, P.O.S.T. began a revolutionary training venture. All police personnel were required to participate in quarterly "integrity" training sessions. Here, officers were in effect inoculated against unethical behavior. Brad smiled to himself as he thought of how this was the exact opposite of the mandatory drug testing which was used briefly from 1990 until the start of the depression. "Then we were trying to find out if they had been bad" he thought. "Now we're trying to <u>make</u> them be good." It wasn't foolproof and did not work at all on some, but overall it helped.

Third, tired of continual harassment, citizens began to form Vigilante groups to resist the "color of authority" abuses by the police. Generally not employing deadly force, these groups through strength of numbers would warn the waning yet all too numerous "bad Cops" to "leave us alone." Occasionally, if a one on-one-incident occurred, either a vigilante or a "bad cop" would die, and Brad wondered how many more times he would read in the morning paper, "Vigilante kills policewoman, no charges filed."

NORMATIVE
(SYSTEM CHANGE)

Integrity in law enforcement is and has been critical to the fabric of society. History shows us that the last decade of the 20th Century was probably the most turbulent time for ethics in that profession. In the mid 1980's police organizations first began to be concerned about the integrity of their person- nel. Spontaneously throughout the state there sprang up several training programs focused on emphasizing what had been the basic ethical standards of the profession. The best of these programs, one developed in 1984 by the police force which had been known as the Los Angeles County Sheriff's Department, was used as a model by the Commission on P.O.S.T. for dissemination throughout the state first on a voluntary basis, then on a mandatory format beginning in 1993. This focus on ethics began at just the right time. 1993 marked the start of the food and water shortages which were brought on by the extended drought. As bad as police

integrity had become in the early 1990s with the black marketing that occurred over the lack of water and hence food, one can only guess what might have been without the ethics training. The tendencies in the 1980s that had police personnel candidly stating that it was part of the job "perks" to get occasional small gifts from the public had approximately the same 30 percent now acting upon the belief that they, their family, and their friends had first claim to available water and food. This percentage more than likely remained comparatively high due in part to the modified hiring standards that were necessary to fill vacancies and new positions from the late 1980s to the present time. Three separate modifications were necessary. The first and the last, 1988 and 1999 respectively, were required simply to maintain a big enough applicant pool. The second was court ordered in 1994 and addressed the requirement to have a personnel population reflective of the community composition as to Asian and Asian-Pacific nationalities. Normally, one would think that a modification would be unnecessary to achieve this mandate, since orientals tended on the average to be a studious, hard working people. However, those who immigrated after the Viet Nam conflict had, by heritage, a disdain for law enforcement personnel. The first U.S. born Asian-Pacifics had the same disdain and therefore a modification was necessary to recruit the necessary numbers.

An offset to this 30 percent figure being any higher was the hiring of 18 year olds as fully empowered police officers. This

began in many California police agencies in 1994. These young men and women, born during the Reagan administration and raised during the Bush and Dukemejian Presidencies experienced much which developed what were termed "Conservative Ethics." The economic depression of 1992 was more devastating to the nation than the one of 1929 and developed in the youth that grew from its ashes a rebirth to the value of a man's word. The depression also brought the demise of situational ethics and a renewed belief in the value of a strong family. They brought these values with them to the law enforcement workplace and stayed true to them through their matriculation in the profession.

On the program side, the state's creation of The "Automated Promotion System" did much to reduce employee frustration over "political promotions." This program was created in part as a response to the inability of management to fairly evaluate individual promotion candidates on a regional basis and in part as a response to the perception of "cronyism" held by a majority of lower level employees. Since higher levels within police organizations are no longer paid merely by title but rather by a combination of rank and amount of responsibility, this program was crucial to obtaining the most qualified person for the job. The "Citizens Police Committee" was the 1992 program that grew out of the public's increasing demand for accountability from government agencies. This committee decided all issues of police discipline within the region. Although police personnel in the in the 1980s complained that discipline was not dispensed fairly

at all levels within the organization, they now look back longingly at the days when discipline for minor incidents was not so severe.

EXPLORATORY
(SLICE OF TIME)

As Chief Steve Durfee prepared his speech notes for what would be his first press conference in the 21st century, he reflected on all that had transpired in the last six years since he entered police work. Steve's entry into law enforcement had occurred when he retired from the defense department. Having been one of the driving forces in the 1988 reformation of the unethical contract kickbacks and government overbuying in that department, he was viewed as a natural to head up the Southern region of the state's law enforcement division when it was formed in 1994.

Although dissimilar in type, it as with all the law enforcement Regions, was having its own problems with ethics. Police officers were dealing drugs, management was selling promotions and the profession in general was held in disrespect for its do-nothing attitudes. Many managers began to recognize that one reason it was so hard to recruit personnel was that the bad reputation of the profession was driving people away. Things began to change when Integrity training, which had formerly been attended on a voluntary basis by police officers throughout the state, became a mandated course of instruction by the state's

P.O.S.T. Commission. There also began a slow retightening of police entry requirements about this time, even though the decrease of the 18 to 23 year recruitment base had reached its full impact. Integrity became an advertising slogan for agencies throughout the state. This was backed up by a renewed effort at self policing by the profession. Agencies beefed up their administrative investigations sections, the disciplines became more severe, and the agencies encouraged the news media to publicize their disciplining of unethical personnel. This was quickly bolstered with an Integrity screening process. A battery of entry questions and interview analysis's were developed to better pinpoint an applicant who demonstrated risky ethical standards. These individuals were rejected. Slowly this led to noticeable increase in applications as the profession began to regain its position as a society role model for society.

Two other benchmark occurrence must also be mentioned. One was the initiation by several Departments Statewide, of policies requiring mandatory random drug testing. The other was the hiring of eighteen year olds as fully empowered police officers. These all contributed to a lessening of the dramatic unethical behaviors that the police beat news reporters of the 80s had given so much exposure to.

So as the first question echoed from the press box microphones in the assembly hall, Steve knew that this press conference would be easier than many had been in the past because no longer did law enforcement have so much to be embarrassed by.

OBJECTIVE TWO

Statement

Objective one addressed the first half of the topic issue: **"Police Integrity in the year 2000, what are the influences for change."**

Through the futures forecasting processes, trends and events were projected that outlined the factors that could mold the Integrity of police in the future. The scenarios discussed both the impact of these trends and events on each other and also the future that might result from their interplay.

Objective two will focus on the second aspect of the topic issue: **"Police Integrity in the year 2000, how will it be managed?"** The second objective is to develop and implement a strategic management process, to include

a. Strategic Decision Making;

b. Strategic Planning;

c. Policy Considerations.

Because strategic management is not linear, items a, b and c are interactive in the process.

The anticipated outcome is a strategic plan, bridging the gap from an analysis-defined present to a scenario-defined future.

Methods: Identification:

To accomplish Objective Two, four things had to be assessed.

a. The current status of the law enforcement community in California. What are its strengths, its weaknesses, and what opportunities are available to be capitalized on in regard to the topic issue? Since extensive research would be required to assess these characteristics for law enforcement within the state at large, this assessment was limited to the author's department.

b. What individuals and groups will affect, or be affected by, activity directed at impacting the topic issue?

c. What is the mission of the profession of law enforcement and what is its submission relative to integrity and ethics?

d. What policies can be implemented relative to the issue that are both feasible and desireable?

To answer these questions the following techniques were utilized:

- WOTS-UP ANALYSIS was the analytical process used to assess the characteristics of the current situation within the profession. This was done in conjunction with

- STRATEGIC ASSUMPTION AND SURFACING TECHNIQUES (SAST) which is a procedure for generating, reviewing and choosing assumptions upon which policy or strategy might be based.

- A MODIFIED POLICY DELPHI was used to assist in the creation of candidate policies to address the topic issue.

Methods: Implementation

To assess the weaknesses, opportunities, threats and

strengths which are the basis for any type of planning effort within the law enforcement community, two things were done. An analysis of the organizational characteristics of the Los Angeles County Sheriff Department (L.A.S.D.) was conducted,[10] and a review of the questionnaire referenced in the back of this document[11] was conducted concerning those questions that dealt with the perceptions of survey takers regarding characteristics of the profession in general.

CAPABILITY ANALYSIS

A group of seven individuals of various ranks ranging from commander to sergeant were selected from within the organization and provided with three assessment questionnaires which addressed present capabilities of the department, its personnel, and the readiness of key leaders to accept and handle major change.

With regard to current strengths and weaknesses, the following areas received relatively high and low scores respectively:

STRENGTHS	WEAKNESSES
- Image	- Attitudes
- B.O.S. Support	- Supplies
- C.A.O. Support	- Facilities
- Community Support	- Money

[10] Appendix "D"

[11] Appendixes "A" & "B"

(STRENGTHS)	(WEAKNESSES)
- Supervisory Skills	- Manpower
- Training	- Sworn/Clerical Ratio
- Police Officer Skills	

NARRATIVE:

The group perceived the organization to have a good cadre of supervisors and a strong relationship with the community. This good image was deemed to most likely be the result of the skills demonstrated by the Line Deputies. This in turn is viewed as a result of the superior training provided to these line personnel.

This good standing with the community is also reflected in an above average relationship with the Board of Supervisors and the County Administrative Officer.

The weaknesses perceived by the group included the common shortcomings of money, manpower, and facilities, with some interesting additions.

PERSONNEL

-The Sworn/Clerical ratio within the organization was seen as a growing problem. There are not enough clerks etc. to maintain the ever-growing paper flow.

-The negative attitudes of personnel toward the organization were seen as a growing weakness. This was reflected also in answers to questions number 9, 15, 19 and 22 from the project questionnaire completed by personnel from the three test

agencies. These questions deal with the respondent's perception of fair treatment by the organization in the areas of recognition for work well done, promotions and discipline. The responses from the ranks of deputy and patrolman through sergeant showed a significant majority which felt their respective organizations did not deal fairly in these areas. The assessment group's justification for concern over fading positive attitudes by subordinate ranks to their respective organizations is further bolstered by the responses of officers, training officers and sergeants to question 23 which dealt with their view regarding job actions. 68 percent of these three ranks indicated that it was false to assume that they "would never strike, no matter how unfair I perceived working/or wage conditions to be."

DEPARTMENT

An analysis of the types of activities that the Department encourages produced a near consensus by the assessment group that law enforcement in general is most comfortable when it must adapt to minor changes only and is uncomfortable with novel or innovative change. Typically all law enforcement is at its best when it must react to a situation that has already occurred; conversely, it is slow to respond to indicators or forecasts of impending problems. If law enforcement responds to the ethics problem in the manner indicated by this assessment, the integrity crisis will be in full swing before the profession begins to respond.

KEY LEADERS

The group also focused on the ability of "key leaders" within the profession to accept and deal with change. Key Leaders were viewed as individuals at the rank of captain or above. These individuals were seen as generally demonstrating several positive and negative capabilities and traits.

They are viewed as people who possess the conceptual skills to specify a detailed "vision" of the future for the profession, with a ready access to the resources necessary to do the job, personal relationships with other key leaders in the profession and possessing high analytical skills enabling them to ascertain when action needs to be taken.

They are viewed as totally committed to the profession of law enforcement, seeking only the best for its perpetuation.

They are perceived to be reluctant to act under conditions of uncertainty.

They are traditional and provincial, tending to give little consideration or recognition to concepts or theories other than their own or the ones they are involved with.

-It was felt by the group that an increasing number of the lower echelons of key leaders tended to lack interpersonal skills and had little appreciation of the complexity of the nature of interrelationships among organizational dimensions (e.g. people, culture, structure, technology, etc.); they rely more on position

rather than personal charisma to gain productive participation.[12]

MISSION STATEMENT

Members of the group were next asked to develop both a generic mission statement for statewide law enforcement, and a specific mission statement dealing with nurturing and maintaining integrity within the profession.

The mission of California law enforcement is to enforce the laws of the state of California and to protect the lives and property of its citizens by providing the most professional patrol, investigative and specialty services possible through efficient use of resources and through cultivated community involvement.

The specific mission of California law enforcement in the preservation of ethics in the profession is to maintain the highest possible level of ethics and integrity within the profession, to demonstrate through, consistent ethical conduct from the highest echelons of the profession, to develop training specifically focused on ethics within the profession and discipline uniformly all ranks of personnel, with paramount value placed on individual integrity by the law enforcement Community.

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[12] "When you meet with opposition, ..., endeavor to overcome it by argument and not by authority, for a victory dependant upon authority is unreal and illusory". New Management. "Bertrand Russel's Rules". Spring, 1987.

EXECUTION

The group's next task was to provide strategies/policies which are not currently employed within the organization but which would assist in maintaining and promoting law enforcement Integrity into the 21st century. Strategies are defined as a rational and logical use of resources to achieve a desired end result in an unknown environment.

Each is presented below along with a discussion of the rationale behind it.

#1- The Los Angeles County Sheriff's Department should initiate a policy of random drug testing of all personnel.

Drug usage and abuse will be one of the primary detractors from Ethical conduct and integrity within the Police profession through the closing years of the 20th century and into the 21st. It is felt that the vast majority of the personnel within the Los Angeles County Sheriff's Department are not drug dependent. However, since the personnel in any job are a microcosm of the society from which they come, drugs will have an increasing influence in law enforcement just as they have in society. One way to mitigate the impact of drugs is to have a random testing program wherein anyone can be tested at any time. Drug usage is a habit, and if the negative aspects of a bad habit are severe enough, loss of one's job for example, it is felt the tendency to develop the habit will be lessened. Additionally, random drug testing will provide the agency with the tool to avert future liability and to identify potential problem workers.

#2- P.O.S.T. initiates mandatory Ethics training for all echelons of sworn personnel as part of their continuing professional training programs.

Based upon successes achieved within the Los Angeles County Sheriff's Department with a program entitled the Career Integrity Workshop, various police associations around the state have prompted P.O.S.T. to develop a curriculum of a similar nature for statewide dissemination. This program is currently offered on a voluntary basis, and although it recommended that it be attended by all ranks within the organizations, it is currently focused at the line level within most organizations. It is felt that mandating this type of training for all personnel will cause attendance at least once every four years and thereby heighten the sensitivity to the need for, and belief in ethical conduct within all ranks of the Los Angeles County Sheriff's Department.

#3- Questions be developed and incorporated into the written examination for hiring which evaluate the basic elements of moral courage and personal integrity.

Recruiting and retaining qualified personnel will, as was assessed in Objective One, be one of the major problem areas for the police profession over the next twelve years. Combining this trend with the need to acquire ethical individuals points to the necessity of establishing some mechanism within the hiring process that will assist in determining who are the most desirable applicants with respect to integrity. The incorporation of some sophisticated questions capable of assessing that virtue is one solution.

#4- Local media public service announcements emphasizing the high value placed on integrity within the Los Angeles County Sheriff's Department.

In a two-fold attempt to increase the Esprit De Corps of the profession and sensitize the citizenry to the high value placed on integrity within law enforcement, it is felt that public service announcements stressing the importance placed on integrity within law enforcement would be valuable. One of the pressing needs facing the police profession is to increase the feeling of fraternity among the personnel. Like society itself, too many peace officers feel no attachment whatsoever to their organizations.

#5- The various bureaus within the Department that are charged with the investigation of police misconduct must be given a priority status with respect to supplies, personnel, training and funding in order to be able to do complete and timely investigations thereby enabling the department to effect timely discipline.

As the 18 to 25 yr. old hiring pool becomes smaller as we approach the 21st century, a greater premium will be placed on the retention of desirable personnel. One method to cause desired behavior from any group is as Roosevelt once said "walk softly and carry a big stick." The big stick in law enforcement is discipline for unacceptable behavior. The stick tends to shrink when discipline for an action follows several months or longer after the act. Cases requiring both criminal and administrative investigation of police personnel are on the increase. In order to maintain <u>effective</u> discipline, it is necessary to increase the resources directed at controlling misbehavior. A

minimum ratio should be established between the size of the agency and the size of the units within the agency assigned to investigate misconduct. In addition, training in the theories and practice of administrative investigations should be provided on an ongoing basis to lieutenants and sergeants and civilian supervisors assigned to handle administrative investigations at a divisional level.

#6- The Department should create an in-house integrity ombudsman to whom highly ethical acts or allegations of unprofessional conduct can anonymously be directed so as to allow administration follow-up and/or increased supervision respectively.

The tone of response to several questions which dealt with ethical perceptions within the project questionnaire,[13] showed divergent opinions. Providing personnel with a "We Tip" type means to draw anonymous attention to the professionally unacceptable acts of their peers would be a valuable adjunct to maintaining integrity within the Department and the profession as a whole.

#7- Department awards programs should include awards for individuals and/or units whose performance or deportment are found to be reflective of the "highest traditions of police service."

An effort to maintain integrity and ethics within the department which only focuses on the negative or disciplinary side of the issue will quickly fall into the category of another "them against us" program. Bringing departmental and/or professional

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[13] Appendix "A"

attention to individuals and units who are performing with integrity accents the positive side and adds to feelings of pride and Esprit De Corps essential to maintaining the feeling that Police personnel are a "cut above."

#8- Conduct training for law enforcement Executives focusing on interpersonal relations skills.

The group assembled to evaluate the current capabilities of police managers and indicated that police managers were deficient in interpersonal skills which allowed them to effectively employ nonauthority-based power and influence. In other words, a significant number of managers are viewed as relying solely on their rank to provoke desired behavior rather than personal leadership skills. They make subordinates work because of them not for them.

Increasing manager's abilities to initiate desired behavior other than by authority of rank will do much toward establishing a feeling of camaraderie and commonality of purpose in the area of integrity.

#9- Increase the organizational status and pay of the position of training officer.

The training officer is undoubtedly one of the most, if not <u>the</u> most, critical position within a police organization when one is dealing with the topic of integrity. It is here that "how things are really done" is learned by the apprentice. It is here that a newcomer's perception of what is right, wrong and acceptable are

handed down. No other one contact throughout a law enforcement career has more impact than that of a training officer on his/her trainee.

The Los Angeles County Sheriff's Department is currently in a situation where employees with very limited patrol experience, generally one to one and one-half years, are placed in positions of training simply because they are the best of what is available at the time. Training officers, while being paid as bonus I positions, are not being paid enough to cause them to stay in the position long enough to be really effective. "Seasoned" patrol personnel tend to seek positions as investigators or in staff assignments in order to avoid shift work and long hours of overtime spent in training the "new kid." This leaves the Department with the chore of selecting the best of the minimally experienced to teach the trainees.

Attaching an additional pay premium, in the form of shift pay deferential or the like, guaranteeing a set amount of outside vendor training each year, or reclassifying the position of training officer will increase the interest of seasoned personnel in that position, will allow management a greater degree of selectivity in filling the position and should provide the experience and desired ethical standards necessary to maintain integrity at this critical juncture.

#10- A values statement must be devised by the department delineating the values that the organization espouses central to its culture.

Commonality of purpose is critical to any group effort. If the focus of law enforcement into the 21st century is to include the maintenance of Integrity and Ethics within the profession, it is essential that be known by the entire membership. A values statement drafted by the organization as a whole will enable it to publish its standards, values, and the things it believes to be essential to completing its mission and have them available for the review of both employees and constituents. This will negate any confusion and will act as a yardstick for future performance.

MODIFIED POLICY DELPHI

Upon completion of the group's generation of these suggested strategies/policies, the policies were put through a "Modified Policy Delphi Technique" to screen out the less practical of their suggestions.

The group was provided with rating sheets and directed to rate each proposal on its desirability and feasibility. The scoring range for both feasibility and desirability ran from zero to 3. Zero indicated definitely undesirable or definitely infeasible, and three indicated very desireable or very feasible. The maximum score that any policy proposal could receive is 42, which would occur if all seven members gave the maximum rating for feasibility and desirability. The total scores received by each option are reflected in Appendix "E."

Based on these tallies, the strategies receiving the three

highest scores, and the one which received the most polarized score, were selected as the ones that would be used for implementation as follows:

#1. -The Department initiate a policy of random drug testing of all ranks of personnel. SCORE= 33 (Most Polarized)

#9. -The Department increase the organizational status and pay of the position of Training Officer. SCORE=38

#5. -Specialized units charged with the investigation of police misconduct must be given priority status with respect to supplies, personnel and funding in order to be able to do complete and timely investigations thereby enabling agencies to impose timely discipline for unethical misconduct. SCORE=38

#10 -Formulate an organizational values statement delineating the basic beliefs that the organizational espouses as central to its culture. SCORE=40

STAKEHOLDERS IDENTIFICATION

The next effort in creating the strategic plan was to establish who the stakeholders were that would either affect or be affected by the Department's approach to the issue. A list of 40 stakeholders [14] was generated by the group. A determination was then made as to which ones would be affected by, or would attempt

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[14] Appendix "F"

to influence the department's approach to implementation of policies #'s 1, 5, 8 and 10.

CRITICAL MASS STAKEHOLDERS

After considerable discussion, the group selected the following stakeholders:

-Departmental Executives	-Deputy Protective Asso's.
-State Court system	-Trainees
-Middle Mgrs.	-Street Policemen
-Training Officers	-Citizens

Assumptions were made about each of these stakeholder's feelings concerning the impact that their involvement with the implementation of a new direction, strategy or program would have on them, their group or organization. The as-sumptions listed below are drawn from conversations held with various members of the group.

DEPARTMENTAL EXECUTIVES:

These individuals will be critical to the implementation of all of the selected strategies. They have strong personal feelings both for and against the necessity for concern over police integrity. Those that may see a need to focus on the issue of integrity may see it as a "they need it" issue. They will bring a "traditional" perspective as to the best way of handling the topic, which may produce less than optimum implementation.

They are sincerely interested in the best for the profession and view it with personal pride as their life's work.

DEPUTY PROTECTIVE ASSOCIATIONS (ALADS & PPOA):

These groups will be crucial to the long term support of all the listed strategies. On behalf of their memberships, they may be antagonistic toward mandatory drug testing. It will be crucial to bring them to a point of being non-obstructionist with regard to this issue. They may be antagonistic to giving priority status to internal investigation units in as much as a speed up of the production of these units will necessitate a speed up in the activities of their legal staffs which will result in higher costs to the associations. This topic, however, is unila-ternal in nature and will require only adjustment by the associa-tions to the decision. They will probably be supportive of the remaining strategies. They will be of significant value in publishing and advertising the objectives of the program to the membership.

Since they generally are composed of committed law enforce-ment personnel, they will be supportive of the overall objective of the policies.

CITIZENS:

Citizens will be a key stakeholder in strategies number 1 and 9. They will be in favor of random drug testing in that they

will see that as putting a better quality officer on the street. They will be opposed to increased organizational status and pay for training officers because they will see that as necessitating higher taxes.

MIDDLE MANAGERS: (Captains & Lieutenants)

As with most programs, the enthusiastic support of the middle management will be critical to these strategies. Since it is from this pool of personnel that the future executives of the organization will come, it is doubtful that much antagonism will be voiced for the various concepts, especially if they are openly endorsed by the top executives.

If antagonism does occur from within these ranks, it can be expected from two elements. The first is the"old head" faction, which may view the solution to maintaining integrity as "We fire the ones that don't have it." Second is those who are weak on interpersonal skills and will therefore view these strategies as intimidating.

LINE PERSONNEL:

These individuals will be, for the most part, the principle focus of most of these strategies. They are inclined to view any activity in this area as another C.Y.A. move by management. They

will require some, but if done honestly, not much convincing as to the need for the strategies. They will react most against the policy dealing will mandatory random drug testing and will claim it as an invasion of privacy.

They will be supportive of increased pay and status for training officers since this will be viewed as a potential benefit for all.

TRAINING OFFICERS (T.O.)

There will be two classifications of training officers that will interested in listed strategies: those who are currently T.O.'s, those that will be seeking the position. Each one will have his/her own frame of reference with regard the worth of strategy #9. Those that currently occupy the positions may see their positions being threatened by older more experienced personnel which the Department, by the mere implementation of the strategy, has recognized as more desirable for the job. Therefore, they will have mixed emotions. On the one hand, they will be thankful for the recognition, increased prestige and salary accorded to the position. On the other hand they will be fearful of losing what they have gained.

The older, more experienced personnel who are training officers or who will be attempting to become T/O's will view the implementation of strategy #9 with nothing but positive feelings.

TRAINEES

Trainees, it is imagined, will view strategy #1 negatively. They will view drug testing as an invasion of privacy or an insult. They will see strategy #9 (T/O status) as making them better policemen in the long run while #5 (priority to I.A. units) and #10 (values statement) will be viewed ambivalently.

SUMMARY OF STAKEHOLDER ASSUMPTIONS

All of the listed critical mass stakeholders are vital to the implementation of the various strategies and, at the same time, stand to be the principle beneficiaries of them. It is difficult to take a position opposed to efforts directed at improving integrity in any aspect of life, and especially difficult when the area under discussion is police integrity. Therefore, with proper management of the transitional phase, dissension over the strategies should be minimal.

The policy/strategy which will generate the most controversy is mandatory random drug testing. This represents the area where the most is seen to be gained and/or lost by the various stakeholders on both sides of the policy.

Police managers will view drug testing as a sanctioned way to uncover employees who run the biggest risk of acting unethically. Others within the department will see it two ways. Those who are not involved with drugs may tend to view mandatory drug testing as an insult to the their integrity while employees at risk of detection will quickly align themselves with those who see it as an invasion of privacy.

The chart on the following page may assist in visualizing the assumptions made about the various stakeholders relative to the selected strategies.

STRATEGY

STAKEHOLDER	#1	#9	#5	#10
1-DEPARTMENTAL EXECUTIVES	FOR	SPLIT	SPLIT	FOR
2-TRAINING OFFICERS	SPLIT	FOR	NEUTRAL	NEUTRAL
3-PROTECTIVE ASSOCIATIONS	AGAINST	FOR	AGAINST	FOR
4-CITIZENS	FOR	AGAINST	NEUTRAL	NEUTRAL
5-MIDDLE MANAGERS	FOR	FOR	FOR	FOR
6-LINE PERSONNEL	AGAINST	SPLIT	NEUTRAL	FOR
7-TRAINEES	AGAINST	FOR	SPLIT	NEUTRAL

STRATEGIES

1- Initiate mandatory random testing of all personnel.

9- Increase the organizational status and pay of T/O's.

5- Admin. investigation units get priority.

10- Development of a departmental values statement.

COURSE OF ACTION

With a clearer understanding of the stakeholders involved, it is now possible to look at the specifics of a strategic plan which will address the topic issue.

The implementation of the four strategies selected by the assessment group should not be the result of four separate plans, but rather should be one plan with four integrated parts. However, for ease of presentation, each of the four component

parts will be addressed separately.

The longest implementation aspect of the plan will be the institution of a policy requiring mandatory random drug testing of all ranks of personnel.

In order to maximize feelings of "buy in" from all involved stakeholders, meet and confer sessions with the sworn protective associations and ad hoc sworn advisory groups should begin before 1990. These preliminary discussions should address the increase in drug-related unethical and criminal behaviors by sworn personnel and the need to create a means of acceptable drug user detection to eliminate them. The drafting of the plan should be a combined effort of the Department and representatives from these groups. The actual writing of the document would be accomplished by a committee composed of representatives from all of these factions.

The next strategy, giving units and personnel charged with the investigations of police misconduct a priority with respect to funding, training etc., will necessitate discussions among the executives as to how much of a priority should and can be given to the staffing and resources of these units. It will require an analysis of work load trends as to these investigations and the establishment of a ratio pattern between the size of the organization and the number of administrative investigations upon which a staffing pattern can be based. This should be accomplished within the next year (1989), along with the creation of periodic in house training on how to conduct effective

adminis-trative investigations. For best relations, it is advisable to develop an ongoing dialogue with the protective associations with regard to the progress of this strategy. This will preclude any embarrassment of the associations in the eyes of their membership when the tempo and quality of the administrative investigations increases.

Increasing the status and pay of the training officers within the organization will take a minimum of three years to accomplish. This is assuming that the increase in pay will necessitate a reclassification study. Such a study requires a significant amount of research and time to complete. In the meantime, several other activities can be achieved more rapidly.
Through collective bargaining, the Department would be able to offer increased salary incentives to the rank of T/O. This would require agreement of the Deputy Protective Association (ALADS), which, however, might hold out for across-the-board increases for all of its represented personnel once they saw that it was something that was desired by the Department. The Department can unilaterally implement policies which would improve the prestige of the training officer position. It can, through Executive Planning Council fiat, initiate periodic training officer meetings as are currently held for operations lieutenants and detective lieutenants, and authorize outside vendor training. It can increase the authority and responsibilities of training officers in field situations and custody situations. It can create Esprit de Corps among training officers through insignia,

locker priorities within the facilities, and a number of other programs.

The final substrategy of the overall plan, creating a value statement for the organization, should commence in early 1989 with completion the following year. In order to be a workable document, it should incorporate the input of the protective associations, various standing employee committees, and the execu-tives of the agency. Each entity should submit a listing of the values desired by them for inclusion in the document. The process could be handled on a Policy Delphi format with meetings required with representatives of the various groups only as the document neared finalization. The completion of the document will be dictated by the satisfaction of the majority of the participants. The final draft would be circulated only after final approval by the Sheriff and his Top Executives.

ADMINISTRATION AND LOGISTICS

The administration of all aspects of the strategy rests with the executives of the organization and their designees. As is more and more commonly heard as the emphasis on ethics and integrity increases nationwide, "Ethics generates from the top." It will be their enforcement of these new policies that will ensure their success and overall benefit to the organization. While they will not be directly involved in machinations of im-implementation, they will be ultimately accountable for the results. Any lack of commitment on their parts will be quickly

recognized within the organization and will cause the policies to be labeled "political posturing" resulting ultimately in more harm than benefit to the topic of police integrity.

PLANNING SYSTEM:

In determining the appropriate planning system, a planning chart depicting the four basic modes of planning, i.e. operational/tactical planning, issue planning, periodic planning and signal surprise planning, was used.[15] The vertical scale of the chart calibrates the predictability of the future. The scoring ranges from 1, a completely unpredictable future, to 5, a high degree of predictability as to what the future holds in store. The horizontal scale depicts the level of turbulence or the amount of change that can be anticipated; 1 indicates no change and 5 indicates continuous change. Estimating the level of turbulence and predictability for each of the strategies determines the most beneficial planning system to be used.

The various selected planning systems are displayed on the following page and will be discussed more thoroughly in the next section, Objective Three.

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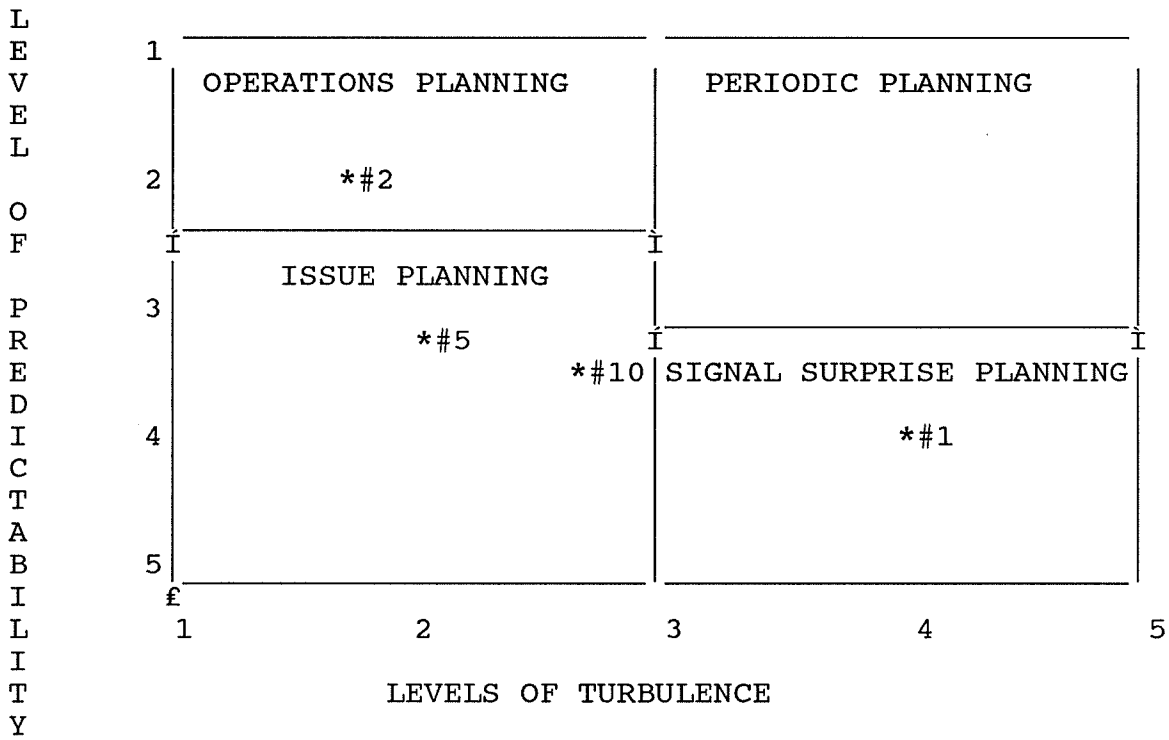
[15] Galbraith, C. "Institutionaling Strategic Excellence" Command College Module "Strategic Decision Making"

LEVELS OF PLANNING

STRATEGIES

1. -Implementation of mandatory random drug testing.
9. -Increased status and pay for Training Officers.
5. -Priority status given to internal investigations units.
10. -Creation of an organizational values statement.



PREDICTABILITY OF CHANGE	TURBULENCE OF CHANGE
1. No change	1. Recurring
2. Few/occasional changes	2. Forecast by exploitation (trends)
3. Changes on a regular basis	3. Predictable threats/ opportunities.
4. Many changes	4. Partially predictable
5. Almost continuous change	5. Unpredictable surprise

OBJECTIVE THREE

Statement

The third objective is to develop the transition process by which the plan developed in Objective Two is strategically managed to produce the selected future scenario.

Keeping in mind the sage advice given by Machiavelli in 1450: "The agent of change has the enmity of those who gain most from the status quo and only the lukewarm support of those who will benefit from the change,"[16] it is the objective of the transition phase to minimize the former and maximize the latter.

METHOD IDENTIFICATION:

In the continuation of the mapping process for the successful implementation of the chosen strategies to affect the topic issue, the following methods were used:

- **Management Structures and Control Systems:**
  Consideration was given to the best means to manage the overall implementation of the strategic plan as well as each one of the component strategies.
- **Commitment Planning:**
  Attention was directed at the Critical Mass Stakeholders and what level of commitment would be minimally acceptable from each.

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[16] "The Prince", Machiavelli, 1450.

- **Responsibility Charting:**

  Having determined the above, a working matrix was formulated which depicted who did what and who knew what.

METHOD IMPLEMENTATION:

Management Structures:

In selecting a suitable change-management structure, attention was focused on the selection of an overall structure and substructure that would have

- The clout to mobilize the resources necessary to keep the change moving.
- The respect of the existing operating leadership and advocates of the change.
- Effective interpersonal skills.[17]

The most feasible overall structure was determined to be the "Project Manager" format. This individual should be someone within the second or third echelon of the organization. In the case of the Los Angeles County Sheriffs Department, that would be the Undersheriff, or one of the two Assistant Sheriffs.
This individual would coordinate the overall implementation of the strategic plan with the assistance of the managers and comittees charged with implementation of the component parts.

The four component strategies chosen in Objective #2 would

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[17] "Management Structures", The Tom Peters Group, Command College Core #1, Workshop #4.

each have its own management structures to achieve implementation. For strategy #5, "Priority status given to units charged with the Administrative and Criminal Investigation of Employee misconduct," the "job enriched" line manager structure was selected. Here, the transition management function is given as a separate or additional piece of work to the people who manage the operations. The positions of these individuals are thus "job enriched," and they have explicit change-management responsibility different from their usual operating responsibilities.

The structure selected for the implementation of strategy #10, "Creation of an Organizational Values Statement," was that of a "Diagonal Slice." Here representatives from various levels within the organization are assembled to express their level's views and reach consensus as to the topic issue. This "consensus" is then submitted to the project manager for his/her review and approval.

For the implementation of both the mandatory random drug testing program and increased pay and status for training officers, Constituency committees, under the chairmanship of the project manager were seen as the most logical implementation structure. In this way all of the involved stakeholders would participate in the implementation and therefore have maximum commitment to the proposals. Since these strategies are not ones requiring unanimous approval but rather universal participation, enactment would be a decision of the project manager alone.

Commitment Planning:

In Objective #2 a selection of the critical mass stakeholders was made along with assumptions as to their stances on the various strategies. In order to minimize the enmity and maximize the Lukewarm acceptance mentioned by Machiavelli, the necessary minimum commitment of the critical mass stakeholders also had to be determined. In order to do that a commitment grid was created that presented both the existent and the needed level of commitment from each stakeholder for each strategy. The levels of commitment were titled "Block Change," "Let it Happen," "Help change Happen" and "Make Change Happen." The current levels of commitment are indicated on the following charts with "X" signifying the current level and "O" signifying the minimum level required for implementation of each of the substrategies.

COMMITMENT PLANNING CHART

"X" = Current Level

"O" = Desired level

RANDOM DRUG TESTING

Critical Mass Stakeholders	Block Change	Let Change Happen	Help Change	Make it Happen
DEPT. EXEC's		X		O
TRNG. OFFICERS	X	O		
PROTECTIVE ASSOs	X		O	
MIDDLE MANAGERS		X	O	
LINE PERSONNEL	X	O		
CITIZENS		X	O	
TRAINEES				

INCREASED PAY AND STATUS OF T/O's

Critical Mass Stakeholders	Block Change	Let Change Happen	Help Change	Make it Happen
DEPT. EXEC's	X		O	
TRNG. OFFICERS			X O	
PROTECTIVE ASSOs			X O	
MIDDLE MANAGERS		X	O	
LINE PERSONNEL		X	O	
CITIZENS		X	O	
TRAINEES		X	O	

ADMIN. INVESTIGATION UNITS - PRIORITY

Critical Mass Stakeholders	Block Change	Let Change Happen	Help Change	Make it Happen
DEPT. EXEC's		X		O
TRNG. OFFICERS		X O		
PROTECTIVE ASSOs	X	O		
MIDDLE MANAGERS		X	O	
LINE PERSONNEL		X O		
CITIZENS		X O		
TRAINEES		X O		

DEVELOPMENT OF DEPT. VALUES STATEMENT

Critical Mass Stakeholders	Block Change	Let Change Happen	Help Change	Make it Happen
DEPT. EXEC's		X		O
TRNG. OFFICERS		X	O	
PROTECTIVE ASSOs			X O	
MIDDLE MANAGERS		X	O	
LINE PERSONNEL		X	O	
CITIZENS		X O		
TRAINEES		X O		

Responsibility Charting:

Responsibility Charting is the means that was selected to control the implementation of the various substrategies. This technique, which presents a visual display of the inter-relationships among groups and individuals involved in the accomplishment of a goal, reduces ambiguity, wasted energy, and adverse emotional reactions by addressing roles and clarifying responsibilities.

A chart is developed listing the various activities necessary to accomplish the objective along with the various players involved. For each activity then, the involved players are labeled as "R," "A," "S," or "I" depending on whether they are Responsible for making the decision, Approving the activity, Supporting the activity or merely being kept Informed about the activity. Appendix "G," a chart dealing with strategy #10, "the development of a values statement for the department," is offered as an example.

SUMMARY:

There are three factors that influence change effectiveness: the situation, the subordinate and the leader. The transition plan formulated for this project has taken all three into account. The situation has been analyzed and a desired end result/state determined, the necessary input from subordinates and stakeholders has been established, and the leadership has been provided with information and techniques which should facil-

itate a productive transition from the present to the year 2000 with respect to police integrity

CONCLUSION

Concern for integrity in all aspects of society has increased in the 1980s. Not the least but probably the one of the last areas to be focused on is law enforcement. More and more acts of unethical behavior on the part of policemen are making headlines.

This study has focused on integrity in law enforcement and what management strategies must be implemented to maintain it at its highest possible level into the 21st century.

We have reviewed scientific research which suggests, for example, that within the "Me" generation, traditional concepts of "right" and "wrong" have been replaced by norms of "harmful" and "harmless." We have looked at statistics that show us, among other things, that 53 percent of sampled Americans would be willing to do a known criminal act if they saw it to be financially advantagious. We have questioned law enforcement personnel and found them to be a microcosm of the society from which they are recruited, right down to a growing tendency by an increasing few to act unethically in the protection of "right". We have also looked at the impact the actions of management has on the perception of the general employee of how important integrity really is to the organization.

A Nominal Group Technique was employed to determine the principle trends affecting ethics and integrity and what events, if they were to occur would have an impact on their future. Trends such as "ethical standards are being changed by ethnic

influences," and "Drugs are having an increasing impact on the work place"were discussed. Events such as "United States Supreme Court authorizes random drug testing of Civil Service Employees" were identified. Three scenarios were then written describing alternative futures that might exist through the interplay of these trends and events.

Next the focus shifted to a development of necessary strategies to bring the best of these scenarios to reality. An assessment of the strengths, weaknesses, threats and opportunities that face the Los Angeles County Sheriffs' Department was used as the basis for an inductive development of strategies that might benefit the whole of California law enforcement with regard to its integrity. Strengths were defined as the ability to maintain a positive "image" within the community, the quality of "training" and the ability of management to assess situations. Weaknesses like the turnover rate of personnel and the inability of many managers to employ other than authority of rank to accomplish objectives were also recognized.

A Modified Policy Delphi Technique was used to select the four recommended strategies.

#1 The Los Angeles County Sheriff's Department should initiate a policy of random drug testing of all personnel.

#2 Internal Investigation units should be given a priority as to personnel, supplies and training in order to be able to do complete and timely investigations thereby enabling the Department to effect timely discipline.

#9 Increase the organizational status and pay of the position of training officer.

#10 Devise a departmental value statement delineating the values

that the organization espouses as central to its culture.

With this as a framework, stakeholders were identified that would affect or be affected by law enforcements implementation of these strategies. Assumptions were made concerning the stakeholders and a transition plan for implementation was developed incorporating the necessary management structures and follow-up mechanisms necessary to get the job done.

Police integrity is only now becoming a topic of concern. In a profession prized for its ability to react to difficult and emergent situations, there exists an opportunity to proactively control what otherwise will be a situation resembling a downward tail spin, out of control with little chance of recovery. Police management must begin today to accept responsibility and make the necessary decisions to fortify integrity in the profession where integrity is key.

APPENDIX "A"

QUESTIONNAIRE

The following questions are directed at assessing your perceptions about Police work and Law Enforcement. Please answer the questions based on your honest and objective opinion of what is, not based on your feelings of how things should be.

TRUE	FALSE		
____	_____	1.	Law Enforcement Officers are held in high esteem by the people they serve.
____	_____	2.	Law Enforcement Officers are individuals of high moral character.
____	_____	3.	The average citizen is not bothered how crooks are gotten off the street so long as the end result is achieved.
____	_____	4.	I believe I have an impact on how things are done in my organization.
____	_____	5.	Creating probable cause to get a known crook arrested is O.K.
____	_____	6.	I believe my department's transfer policy is fair.
____	_____	7.	I know Law Enforcement Officers who do not have the same high standards that I do.
____	_____	8.	I believe that I am being paid a fair wage for the job that I do.
____	_____	9.	The Administrators in my organization take a personal interest in my career.
____	_____	10.	"Professional courtesy", excusing a brother Officer for minor crimes, is O.K.
____	_____	11.	I plan to stay in Law Enforcement until I retire.
____	_____	12.	Occasional small gifts from the public are just one of the "perks" of being in Law Enforcement.
____	_____	13.	A Law Enforcement Officer who "fudges" on his overtime should be disciplined.

____ _____ 14. My organization sees my job more as one of enforcing laws than it does one of providing service to the community.

____ _____ 15. My superiors are more inclined to tell me when I have done well than when I have done something wrong.

____ _____ 16. My superiors value my abilities and talents.

____ _____ 17. I enjoy my job.

____ _____ 18. I know other Law Enforcement Officers who have broken the law to enforce the law.

____ _____ 19. Promotions are handled fairly by my department - promoting the best qualified for the job.

____ _____ 20. A productive policeman can always be an honest policeman.

____ _____ 21. Civilians have bad attitudes when they deal with police.

____ _____ 22. Deserved discipline is administered equally to all ranks within my organization.

____ _____ 23. I would never strike no matter how unfair I perceived working and/or wage conditions to be.

Answer the following questions by circling the number of the answer which most closely reflects your personal opinion.

1- Law Enforcement Officers who "go bad" probably.....
- a - had poor integrity prior to joining the department.
- b - learned bad traits from other officers.
- c - probably were suffering from personal problems.
- d - were frustrated in their job.
- e - other

2- Promotions in my agency are based upon your reputation of....
- a - serving the community
- b - the number of arrests that you've made.
- c - your character.
- d - being in the "clique".
- e - other (list)_____

3- Being a Law Enforcement Officer is .....

a - a rewarding career.
b - a job with more satisfying experiences than frustrating ones.
c - an o.k. way to make a living.
d - a job with more frustrations than satisfying experiences.
e - a job that I would quit in a minute if I could go elsewhere and make the same money.

4- When I leave Law Enforcement I will be satisfied to be.....

a - A deputy
b - A sergeant
c - A lieutenant
d - A captain
e - higher than a captain

5- Things that I value most in my job are (prioritize 3 with #1 being the most valued)

a - Recognition for good work
b - Opportunity for Financial success
c - Making a contribution to society
d - Respect of my co-workers
e - Amount of free time
f - Ability to have influence over my own destiny
g - Obtaining career advancement based on ability
h - Good working conditions (job site, equip. etc.)
i - Good working hours
j - Having my input sought by the organization

6- Things that upset me most about my organization are: (prioritize 3 as above)

a - Lack of opportunity
b - lazy fellow employees
c - Poor management
d - Pay
e - Office politics
f - Lack of personal recognition
g - work load
h - ethics of co-workers
i - Organizational Inefficiency
j - ethics of management
k - other

PERSONAL INFORMATION

AGE_____ RANK_____ YEARS IN LAW ENFORCEMENT_____

APPENDIX "B"

SURVEY RESPONSES BY PERCENTAGE

QUESTIONS	RECRUITS (N=48) % TRUE	% FALSE	OFFICERS(N=137) % TRUE	% FALSE	TRNG.OFF's(n=43) % TRUE	% FALSE	SEWRGEANTS(N=18) % TRUE	% FALSE	LT's (N=33) % TRUE	% FALSE
QUEST. 1	.65	.35	.59	.41	.60	.40	.63	.38	.58	.42
QUEST, 2	.92	.08	.80	.20	.84	.16	.88	.13	.91	.09
QUEST. 3	.65	.35	.49	.51	.63	.37	.75	.25	.45	.55
QUEST. 4	.88	.13	.26	.74	.28	.72	.75	.25	.79	.21
QUEST. 5	.23	.77	.41	.59	.37	.63	.50	.50	.09	.91
QUEST. 6	.88	.13	.66	.34	.63	.37	.63	.38	.64	.36
QUEST. 7	.69	.31	.86	.14	.88	.12	.75	.25	.88	.12
QUEST. 8	.63	.38	.44	.56	.58	.42	.88	.13	.88	.12
QUEST. 9	.71	.29	.33	.67	.16	.84	.38	.63	.58	.42
QUEST. 10	.33	.67	.46	.54	.51	.49	.13	.88	.18	.82
QUEST. 11	.92	.08	.90	.10	.88	.12	.88	.13	.97	.03
QUEST. 12	.17	.83	.35	.65	.65	.35	0	1	.09	.91
QUEST. 13	.88	.13	.87	.13	.86	.14	.75	.25	1	0
QUEST. 14	.10	.90	.28	.72	.26	.74	0	1	.18	.82
QUEST. 15	.19	.81	.13	.87	.19	.81	.13	.88	.36	.64
QUEST. 16	.77	.23	.68	.32	.58	.42	.13	.88	.82	.18
QUEST. 17	1	0	.98	.02	.88	.12	.13	.88	.97	.03
QUEST. 18	.29	.71	.50	.50	.60	.40	.13	.88	.61	.39
QUEST. 19	.79	.21	.36	.64	.23	.77	.63	.38	.42	.58
QUEST. 20	.79	.21	.70	.30	.63	.37	.63	.38	.82	.18
QUEST. 21			.32	.68	.53	.47	.13	.88	.21	.79
QUEST. 22			.27	.73	.16	.84	.63	.38	.36	.64
QUEST. 23			.36	.64	.23	.77	.38	.63	.79	.21
QUEST. 1A			(N73).49		.62		.78		.69	
B			.11		.09		0		.20	
C			.16		.06		0		0	
D			.16		.13		.11		.03	
E			.07		.11		.11		.09	
QUEST. 2A			.08		.04		.11		0	
B			.07		.04		.11		.06	
C			.23		.13		.33		.11	
D			.39		.43		.11		.26	
E			.23		.36		.33		.57	
QUEST. 3A			.25		.20		.11		.54	
B			.42		.48		.78		.37	
C			.09		.09		0		0	
D			.19		.22		.11		.06	
E			.04		.02		0		.03	
QUEST. 4A			.19		.22		0		.03	
B			.39		.27		.33		0	
C			.24		.44		.17		.34	
D			.08		.04		.50		.31	
E			.10		.02		0		.31	

QUEST. 5A	.63	.62	.63	.44
B	.30	.34	.38	.44
C	.30	.32	.38	.29
D	.61	.36	.25	.12
E	.09	.13	.13	.24
F	.26	.34	.25	.38
G	.33	.23	.25	.24
H	.59	.21	.38	.09
I	.07	.02	.25	.26
J	.10	.21	.13	.26
QUEST. 6A	.26	.21	.13	.18
B	.40	.38	.75	.38
C	.36	.32	.13	.32
D	.27	.15	0	.03
E	.61	.68	.50	.29
F	.20	.26	.13	.29
G	.06	.15	0	.18
H	.11	.04	.13	.24
I	.29	.40	.38	.65
J	.30	.23	.25	.15
K	.04	.06	.25	.18

APPENDIX "C"

CANDIDATE TRENDS

1- The number of government jobs is declining.

2- The increase in the median age of the work force.

3- Increased citizen scrutiny of government ethics.

4- Increase in the number of police discipline problems.

5- Decrease in the amount of supervision available to police due to increasing supervisory paperwork.

6- Decreasing resources in the government arena.

7- Community fear of lawlessness has increased.

8- Increasing population.

9- Continued rise in legal and illegal immigration.

10- Lower entrance level requirements by Law Enforcement.

11- Increasing influence/impact of drugs in the work place.

12- Decline in the number of promotions available to Law Enforcement personnel.

13- Nuclear disarmament.

14- Increased life expectancies.

15- Growing National budget deficit.

16- The number of Women in the work force is on the rise.

17- World wide drought.

18- Reverse discrimination in the job market.

19- Increased governmental employee militancy.

20- The public's expectation for ethics in government is lower.

21- "Me first" society.

22- Public demand for accountability of individuals or group actions is rising.

23- The gap between the haves and the have nots is widening.

24- Society's desire for stability has become a priority.

25- Many ethical changes are being provoked by ethnic influences.

26- Society is confused about whose ethics apply.

27- Ethics are becoming more legislatively or judicially imposed.

28- Back swing of the pendulum regarding concern over AIDS.

29- Increasing sense of powerlessness on the part of citizens re. government, and workers re. their fates.

30- "Green House" effect is raising concern over extinction of the human race.

31- Increase in the number of single parent families.

32- Increase in the number of two income households.

33- Rapid rise in real estate values.

34. Racial tensions are on the rise.

35. Greater amounts of organizational resources are being invested in maintaining and cultivating ethical behavior.

36. Increasing restriction are being placed on municipal retirement system benefits.

APPENDIX "D"

CAPABILITY ANALYSIS: RATING

Instructions:

Evaluate each item, as appropriate, on the basis of the following criteria:

1- Superior. Better than anyone else. Beyond present need.
2- Better than average. Suitable performance. No problems.
3- Average. Acceptable. Equal to the competition.
4- Problems here. Not as good as it should be. Deteriorating.
5- Real cause for concern. Situation bad. Crisis

(The below are the medium ratings given by the assessment grp.)

Manpower	=	3.6	B.O.S. Support	=	2.7
technology	=	3.1	C.A.O. Support	=	2.7
Equipment	=	3.2	Mgmt. Flexibility	=	3.2
Facility	=	3.5	Sworn/Non-sworn ratio	=	3.4
Money	=	3.7	Pat Scale	=	3.1
Mgmt. Skills	=	3.0	Benefits	=	3.1
P.O. Skills	=	2.7	Turnover	=	3.4
Supervision	=	2.8	Community support	=	2.8
Training	=	2.5	Complaints Rec'd	=	3.0
Attitudes	=	4.0			
Image	=	2.8			
Sick Leave use	=	3.5			
Morale	=	3.0			

#2

Evaluate each item for your agency as to what type of activity it encourages.

1- Custodial - Rejects Change
2- Production - Adapts to minor change
3- Marketing - Seeks familiar change
4- Strategic - Seeks related change
5- Flexible - Seeks novel change

(The below are the median ratings given by the assessment group)

TOP MANAGERS

Mentality/Personality	=3.1
Skills/Talent	=2.8
Knowledge/Education	=3.4

ORGANIZATIONAL COMPETENCE

Structure	=2.4
Resources	=2.8
Middle Mgmt.	=3.1

ORGANIZATIONAL CLIMATE

Culture/norms	=2.2
Rewards/Incentives	= 1.8
Power Structure	= 1.8

APPENDIX "D" cont'd

ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

Instructions:
Rate each of the below based on the following scale:
1- VERY LITTLE DEGREE
2- LITTLE DEGREE
3- SOME DEGREE
4- GREAT DEGREE
5- VERY GREAT DEGREE
0- DO NOT KNOW

AWARENESS DIMENSIONS

1- Awareness of the nature of the organization's environment. = 3.4
2- Understanding of the nature of Inter-relationships among organizational dimensions. = 2.5
3- Appreciation that the change situation has some unique and anxiety-producing characteristics = 2.4
4- Appreciation of the complexity of the nature of inter-relationships among the organizational dimensions =2.7

MOTIVATIONAL DIMENSION

5- Willingness to specify a detailed "vision" of the future for the organization. =2.8
6- Willingness to act under uncertainty. =2.2
7- Willingness to develop contingency plans. =3.2
8- Willingness to follow contingency plans. =3.5
9- Willingness to make achievement of the "vision" a top priority. =2.8
10- Willingness to access own theory of organizational behavior. =2.4
11- Willingness to use non-authority bases of power and influence. =2.0
12- Willingness to share responsibility for managing change with other key leaders in the organization. =2.2

SKILL AND RESOURCE DIMENSIONS

13- Possesses the conceptual skills to specify a detailed "vision" of the future of the organization. =3.5
14- Possesses assessment skills to know when to activate contingency plans. =3.9
15- Possesses interpersonal skills to effectively employ non-authority based power and influence. =2.5
16- Possesses personal relationships with other key leaders within the organization. =3.8
17- Possesses ready access to resources. =3.5

APPENDIX "E"

POLICY DELPHI RATING SHEET

Please rate each of the following policies as to their desirability (D) and feasibility (F) as a strategy for affecting Police Integrity into the year 2000. The rating scale is from 1 to 3 with 1 representing least feasible/desirable and 3 representing most feasible/desirable. Total both scores in the space provided.

#1- The Los Angeles County Sheriff's Department should initiate a policy of random drug testing of all personnel.
(D) 17 (F) 16 Total 33

#2- P.O.S.T. initiate mandatory Ethics training for all echelons of sworn personnel as part of their Continuing Professional Training Programs.
(D) 20 (F) 16 Total 36

#3- Questions be developed and incorporated into the written examination for hiring which evaluate the basic elements of moral courage and personal Integrity.
(D) 19 (F) 17 Total 36

#4- Local media Public Service announcements emphasizing the high value placed on integrity within the Los Angeles County Sheriff's Department.
(D) 16 (F) 14 Total 30

#5- The various bureaus within the Department that are charged with the investigation of police misconduct must be given a priority status with respect to supplies, personnel, training and funding in order to be able to do complete and timely investigations thereby enabling the department to effect timely discipline.
(D) 20 (F) 18 Total 38

#6- The Department should create an in-house Integrity ombudsman to whom highly ethical acts, or allegations of unprofessional con- duct can anonymously be directed so as to allow administration follow-up and/or increased supervision respectively.
(D) 9 (F) 14 Total 23

#7- Department awards programs should include awards for individuals and/or units whose performance or deportment are found to be reflective of the "highest traditions of police

service".
(D) 20 (F) 17 Total 37

#8- Conduct training for Law Enforcement Executives focusing on interpersonal relations skills.
(D) 20 (F) 15 Total 35

#9- Increase the organizational status and pay of the position of training officer.
(D) 22 (F) 16 Total 38

#10- A values statement must be devised by the department delineating the values that the organization espouses central to its culture.
(D) 21 (F) 19 Total 40

APPENDIX "F"

STAKEHOLDERS

The following is a list of stakeholders that may be impacted by or may attempt to impact policies relevant to the topic issue.

-Police Executives	-citizens
-legislative lobbyists	-A.C.L.U.
-Police Associations	-citizen action groups
-Police training officers	-Elected officials
-News media	-Non-uniformed personnel
-Private businesses	-State Legislators
-City Councils & B.O.S.'s	-City Managers & C.A.O.'s
-Film producers	-Training Academies
-P.O.S.T.	-Attorneys
-Minorities	-Police middle Mgrs.
-Civil Service Commissions	-Courts
-Spouses	-Churches
-Drug dealers	-Federal Gov't bureaucracies
-Street Policemen	-Police Supervisors
-Schools	-Citizen review boards
-3rd World Countries	-District Attorneys
-Politicians	-Private Security Vendors
-Civil Rights Groups	-Chiefs of Police/Sheriffs
-Private Police Consultants	-Police Association Attorneys
-Tax payer groups	-
-Drug Abusers	-

-Internal Administrative Investigation bureau Commanders

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