

WHAT WILL BE THE CAREER DEVELOPMENT NEEDS FOR A
LAW ENFORCEMENT MANAGER BY THE 21ST CENTURY?

An analysis of the emerging values and corresponding work ethic as significant forces in determining the future success of career management, organization development and leadership effectiveness.

COMMANDER JOHN T. DISTELRATH
WEST COVINA POLICE DEPARTMENT
WEST COVINA, CA.

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EXECUTIVE SUMMARY

This project focused on the career development needs of future middle management in a law enforcement agency serving a population between 50,000 and 150,000 people.

The research identified several changes (social values, demographic and technological) that are occurring in society and are projected to continue at an accelerated rate through the 1990s. As a consequence of these changes, the workforce has been resocialized with a new set of values, motivational needs and work ethic. The resocialization process is projected to have a significant impact on the career development needs of future middle managers.

For example, the traditional pattern of advancement through the rank structure (officer through police chief) no longer defines career success for today's employees. Rather, career success is reviewed by employees in terms of personal goals, family concerns and career expectations. These factors are now considered by employees as changing expectations that interact with one another throughout a person's career. Should new assignments or promotional opportunities fail to meet employee expectations, traditional career development will be met with substantial resistance.

As a result of the research, the term career development was redefined in this project as career resocialization: The recognition that, both the workforce and those who will manage the people in the workforce, do not share the traditional definition of career success. A strategic plan was then developed to impact the career resocialization process for future middle management.

To effectively assess the issue of career resocialization, a panel of professionals from a cross section of disciplines identified several trends and events that could impact the issue. A cross-impact analysis was conducted to assist in understanding the influence each trend and event could have on a future resocialization program.

As a result of the analysis, three trends were identified as having a significant impact:

1. The increasing use of technology
2. The increasing diversity of the workforce
3. The declining work ethic

From this analysis, three scenarios were written to focus discussion on the possibilities that exist in developing policy to guide the organization in implementing a successful career resocialization program.

As a result of the forecasted data and future scenarios, a strategic plan was written with the following recommended strategy implemented through a transition management planning process:

The objective of the career resocialization program is to increase the adaptability of middle management and the organizational structure to identify career needs of the individual middle manager.

The goal of the program is to match individual career goals with organizational needs in accomplishing the mission of the organization.

During the transition management planning process, the realization surfaced that the recommended strategy was too narrow in its approach to a future statewide management problem. While the strategy is a positive step in defining, assessing and managing the values of middle management at the local level, meaningful change must occur at all levels of the organization.

In the final analysis, leadership at the state level (California Commission on Peace Officer Standards and Training, California Police Chiefs Association and Police Officers' Research Association of California) must implement the resocialization process throughout the organization. To successfully manage the resocializing workforce, law enforcement leaders themselves will need to be resocialized in new management skills and leadership philosophy.

The project concludes that, the reality facing future law enforcement executives, at all levels of the organization, is that the workforce is already resocializing with a new set of motivational needs and career expectations. As future leaders are resocialized with the contemporary view of the workforce, a sense of purpose and acceptable work ethic will be established based on a realistic view of human nature.

A strong work ethic and employee motivation cannot be established by a more sophisticated management system, control or legislation. Rather, it must be cultivated through leadership, personal understanding, and conviction. As the management resocialization process is accomplished, future managers at all levels will lead the workforce by establishing a team of individuals united--not divided--by it diversity.

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PROJECT BACKGROUND

"More than anything else, we are what we believe,
what we dream, what we value."

Arnold Mitchell
Stanford Research Institute

INTRODUCTION

Several changes (social values, demographics and technological) are occurring in society and are projected to continue at an accelerated rate through the 1990s. As a consequence of these changes, there is a growing consensus among social forecasters that the future workforce may be in the midst of a resocialization, a redefinition of career, which could greatly impact the development of middle managers by the 21st century.

A comprehensive analysis of these social changes is beyond the scope of this project. A discussion of the changing environment is necessary, however, to provide the context in which a strategic plan will be developed for a future career development program. The focus of this project is on middle management in a law enforcement agency serving a population between 50,000 to 150,000 people.

Social Values

A growing body of research on the workforce indicates a significant number of American workers are dissatisfied with the quality of their work environment. This growth in worker dissatisfaction is related to several changes which have occurred in society and are now assimilated into the values of the workforce. For example, the traditional ethic of

hard work and unquestioned adherence to authority was challenged by the political action of unions, by government-supported minimum wage, and by unemployment insurance of the 1940s. With these changes, writes Daniel Yankelovich, the "psychology of entitlement" was born and produced a set of new expectations on the part of employees./1 These expectations demand more interesting assignments and participation in decision making. Feelings of entitlement produce employee dissatisfaction and/or demotivation should individual success with career development goals fail to match personal values and expectations.

Several studies by Yankelovich reveal "overwhelming evidence that new cultural values have come to play a major role" in defining career success./2

Traditionally, career success has been measured by the employee's status in his chosen occupation or assignment and monetary rewards. Today's workforce has an expanded meaning of career success which includes achieving personal/family goals and a substantial need for self-fulfillment.

Yankelovich views this need as a significant movement towards "expressivism."/3 The expressivist employee defines career development in personal terms, valuing self-expression and self-fulfillment, and subsequently demands these qualities in his career development. To understand the impact the expressivist movement will have on the future workforce, it is important to briefly summarize the changing attitude and social environment in America over the past 30 years.

"Traditional America" was the theme during the 1950s. Patriotism was unquestioned while the economy and standard of living prospered. In the eyes of the world, America was the land of opportunity where social values concerning God, country and the family were taken seriously.

Throughout society, investment in the future was highly valued. People who sacrificed present enjoyment for the sake of saving money and investment in their children's education were admired.

In the 1960s the society began to change and the "counter-culture" movement began to challenge virtually every significant social value. The movement was largely confined to the "youth movement" on college campuses and political protest against the war in Southeast Asia. Patriotism was combatively reconsidered on college campuses.

As the research compiled by the Oxford Analytica reveals, the 1960s drastically changed the social value system in America:

The traditional family changed in the face of pressures from promiscuity, permissiveness, divorce, and the various advocates of open marriage, women's rights, gay liberation and even children's rights. The birth rate, especially among educated women, fell sharply. Femininity was replaced by feminism. 'Consciousness raising' and every kind of challenging social rhetoric were taken to lengths which many found disturbing. Ethnic distinctions were emphasized, and the melting pot was declared to be first imperfect, then unattainable, then undesirable.

Savings, investment and faith in education all declined, while the prophets of the counter-culture explicitly denounced the Puritan obsession with the future and praised those who lived in and for the present. Science was under suspicion as the handmaiden of bourgeois materialism and artificiality, the cause of pollution, and ultimately the creator of the threat of nuclear annihilation. Technology was feared, and--if only in theory--rejected. Faith in reason gave way to doubt and emotion. Optimism and confidence were widely replaced by pessimism, cynicism and hedonism./4

The counter-culture movement continued through the 1970s with one significant change. The expressivism movement surfaced in the work environment where, as Yankelovich writes, "an impressive shift in the core relationship to work, from work as a means of survival to work as a means of self-expression began. . . . if this trend continues, it is possible that the expressive job holders of the year 2000 will see

their primary focus outside of the workplace--and will see their jobs as making only a limited demand on their energies and intelligence."/5

The Public Agenda Foundation, in its research on the attitudes of the workforce, has documented that a fairly high degree of today's expressivist employees are prepared to "sign up if conditions are correct."/6

The conditions may have presented themselves recently, with a nationally recognized expert on leadership and motivation as a spokesperson.

Recently, Kenneth Blanchard, co-author of the One Minute Manager and the Situational Leader, announced he was "cashing out from the high-flying/high-paying/high-stress speaking gigs" to re-establish his values and priorities for a more "self-fulfilling life style." The article reported "a growing number" of middle managers are "turning inward to re-evaluate their priorities while shifting career choices to more fulfilling life styles."/7

While Blanchard's announcement may not be a major event, his statement may be the catalyst for further expansion of the expressivism value system in the future work environment.

Yankelovich's studies and Blanchard's revelations are similarly reflected in recent studies which have shown that a significant percentage of police executives across the nation are experiencing a growing number of middle managers who are putting less effort into their managerial responsibilities and a far greater effort into activities outside the police profession. In a survey conducted by the Federal Bureau of Investigation at their National Academy, police executives were asked to identify significant problems in the workforce: 38.5 percent complained of minimum work effort, 19.9 percent cited tardiness and absenteeism, while

11.2 percent reported resistance to change as the major problem. The remaining 30.4 percent were listed as miscellaneous problems./8

Compounding the situation, research suggests there is a "new breed" of police recruit who does not respond in the traditional fashion to assignments, work ethic and rewards. These same recruits will be the middle managers of tomorrow. As police officers reach their thirties, they are in the process of changing their career expectations by adjusting motivation and performance patterns. Simultaneously, organizations which fail to recognize the changing values of their employees are complaining that their employee's resistance to change is increasing.

As the research suggests, the new value system has socialized the workforce to expect that an organization will meet their needs for self-fulfillment. What may be required is a redefinition (resocialization) of today's traditional career development programs to include the contemporary values of the workforce. As Yankelovich points out, ". . . knowledge of how the changed American value system affects incentives and motivation to work hard may well become a key requirement for entering the ranks of top management in both the private and public sector. If this occurs, we shall see a New Breed of manager to correspond to the New Breed of employees."/9

Demographics

While the social revolution is placing several challenges on the issue of middle management career development, the composition of the workforce is also changing. The traditional white male employee is now a minority, representing 47 percent of the American workers. By the 21st century, this trend will decline to 39 percent./10

The net growth of workers entering the workforce will be dominated by women, blacks and immigrants. The traditional white male will comprise only 15 percent of the net addition to the labor pool between 1985 and the year 2000 (Figure 1).

Figure 1
Entrants to the workforce = 1985-2000

<u>Group</u>	<u>Labor Force 1985</u>	<u>Increase 1985-2000</u>
Native White Males	47%	15%
Native White Females	36%	42%
Native Non-White Males	5%	7%
Native Non-White Females	5%	13%
Immigrant Males	4%	13%
Immigrant Females	3%	9%

Source: Hudson Institute

The emerging workforce will be American-born Caucasian females, and male/female Blacks, Hispanics and Asians. These social and ethnic changes in the work environment will mean that future middle managers, different from today's manager in appearance, physical ability and cultural life style, will need to be developed.

The Hudson Institute predicts that, "the cumulative impact of the changing ethnic and racial composition of the labor force will be dramatic" in the organizational environment./11 The dramatic impact will subsequently be felt in the area of career development where a redefinition of career may be required.

Today's career development programs, and the managers who coordinate them, are not prepared for a diverse workforce. The traditional theories of human behavior and career management techniques currently taught in management courses were developed in the late 1940s and mid 1950s. The research that supports these theories was influenced by the events

of that time and based on the assumption of a homogenous white male workforce.

As research indicates, the most widely used theory of motivation centers on Abraham H. Maslow's Hierarchy of Needs./12 Maslow theorized that, beginning at birth, people continually seek the satisfaction of certain needs. The search for these needs determines and directs human behavior. Maslow categorized these needs into a hierarchy of ascending order, according to their immediate importance:

Need for self-actualization
Need for self-esteem
Need for love and belonging
Safety needs
Physiological needs

Maslow referred to the lower level needs (physiological) as survival needs. Until survival needs are satisfied, higher level needs will not be considered. Maslow stressed that once a lower level need is satisfied, it loses its importance and no longer is a motivation. When this occurs, a person shifts his focus to the next highest need. When the first four needs of the hierarchy are satisfied, a person then focuses on the ultimate need for self-actualization.

More recent research disagrees with the application of Maslow's theory in today's culturally diverse work environment.

Hopkins et al of the University of Denver Business School argue:

It (Hierarchy of Needs) is in ways simplistic: It is ethnocentric in that it fails to account for cultural determinants that might alter the basic hierarchy; it is static in that it fails to account for changes in the hierarchy due to short-run situational changes; it is rigid in that it does not adequately account for the often absurd non-sequential adherence to the categories of needs in the hierarchy and it is perhaps incomplete in that it does not exhaust the kind of needs that motivate human beings./13

Michael Maccoby of the Harvard Business School echoes Hopkins:

The major theories of motivation at work still taught at business schools and in managerial courses are partial man theories. . . . the theory (Maslow's) ignores all the cultural and psychoanalytic evidence of the role of values, of human character. Human development is not a result of climbing the corporate ladder, or vice versa. What we choose to do depends more on our ethics than on satisfying needs. No evidence shows that satisfaction of lower needs triggers higher needs, or that these needs can indeed ever be satisfied./14

The demographic changes that are occurring will require new methods and approaches to develop the careers of a culturally diverse workforce. The concept of career development must be redefined to include different ways of viewing career success, cultural expectations, concerns for personal life-styles and flexible sex-role relationships.

Technology

While the workforce is changing from the traditional white male employee to a diverse cultural environment, the "Computer Age" is rapidly changing the methods in which services are delivered and managed. In local government, for example, microcomputers are used for engineering, city mapping and word-processing. Mini-computers are improving the management of personnel, payroll and utility billing.

In public safety services, computer aided dispatch, laser fingerprint/evidence detection, statewide computerization of fingerprints, and DNA identification, are among recent technological advances. In the decade ahead, artificial intelligence, microprocessing, computer design, fibre optics and biogenetics will greatly expand in public safety services.

The growth of technology in federal and local government is projected to continue at the current levels. For example, the Federal Bureau of

Investigation will spend \$100 million this fiscal year in its Technical Services Division applying the most sophisticated scientific advances to investigative services./15

At the local level, recent surveys indicate 53 percent of the municipalities surveyed have included the purchase of additional computer equipment through their 1989 fiscal year budgets./16

With the increase of technology, coupled with the increased education required by a technologically advanced work environment, police executives can expect new challenges in establishing new organizational and individual values. As Finkelstein and Newman, professors of International Management at several New England colleges and universities, point out, "the current rapid development of high technology and the consequent need for highly skilled knowledge workers, call for innovative management of human resources in organizations."/17

As this brief discussion on how the workforce is being resocialized reveals, future police managers will encounter several challenges in managing the emerging values of a culturally diverse workforce in a technologically advanced work environment. The research suggests that current schools of management and traditional theories of motivation fail to incorporate the various aspects of resocialization that are occurring in today's work environment.

Perhaps it is time to recognize that middle managers of the future will have a nontraditional definition of career development as a result of the resocialization they are experiencing today. As a consequence, future career development should be examined within the total life experience of a middle manager. Personal concerns and family constraints cannot be viewed as unrelated to career expectations.

THE RESOCIALIZATION OF CAREER DEVELOPMENT

In traditional career development programs, the term career and career development have been used interchangeably. As research suggests, a clear understanding of the changing dynamics of each concept is necessary to understand the nature of individual career decisions and their impact on career development.

Therefore, the term career development is redefined as career resocialization for the purposes of strategic planning. A summary is then presented on how personal career expectations interact with individual stages of development to impact the career resocialization process.

The Process of Career Resocialization

The process of career resocialization is not found in the person, the organization or the position, but rather it is a process in which these three areas interact with personal goals, family concerns and career expectation.

Because of of this contemporary and very real interaction, career resocialization as used in the strategic planning process is summarized as follows:

Career resocialization is the individually perceived sequence of an employee's personal goals, family concerns and career stages as they interact with work related activities and the various career stages of the individual.

Career Expectations

Historically, the term "career" has been looked upon as a job or position held in an organization. When reviewed in this context, a career in law enforcement is considered as a sequence of positions or a path of upward mobility through the traditional rank structure (officer through police chief). As the "ideal" officer advances through the rank structure, career success is realized.

For example, in Career Development for Law Enforcement, published by the Law Enforcement Assistance Administration and widely used as a model in law enforcement, the report recommends "career ladders" or an advancement theme through a sequence of positions or jobs as the career development process to "reconcile the needs of the organization."/18

The concept of career ladders was explored recently in an interview with Peter F. Drucker, Professor of Social Science and Management at the Claremont Graduate School./19 Drucker states that law enforcement is "the last major profession to offer a career ladder" to its employees and the profession should "fight to keep it alive." He disagrees however with reconciling the needs of an organization by simply providing career mobility. Drucker feels the challenge for future management in law enforcement is to "define an organizational commitment--common goals and values" that management can use as "the foundation for developing organizational/individual needs." In Drucker's view, the career ladder is the vehicle for accomplishing the task of integrating organizational goals and values. As Drucker points out, the initial task of the entry level police officer is to "establish oneself in the profession of law enforcement," to gain the competency at the first step on the ladder. It is the responsibility of the organization to "socialize new officers" by

providing job related training, defining desirable behavior, while "establishing and communicating the goals and values of the organization." This process is then reenforced at each step on the career ladder. This "very essential principle (career ladder) or structure is no longer used in our institutions." As a consequence, "law enforcement is doing a very fine job of managing, as long as management enables each employee to grow and develop as individual needs and opportunities change."

Douglas T. Hall, Professor of Management at Northwestern University, appears to agree with Drucker's argument. Hall argues that the advancement process itself implies that the police officer who fails to exhibit a steady and/or rapid advancement is not successful. As Hall points out, the advancement theory defines a career as a sequence of position related experiences which constitute the objective career advancement of an employee. However, Hall also argues in favor of the subjective aspect of a career./20

The subjective aspect involves many individual factors that personally affect career decisions. Among the subjective factors are family, personality, interest, career motivation and career stages. These factors can be viewed as changing expectations that interact with one another throughout a person's career.

The changing expectations of today's middle manager play an important role in defining career resocialization. For example, the trend of dual-career couples is changing individual career expectations. Recent surveys indicate that 64 percent of today's working males are married and living with working spouses. This trend is changing the mobility patterns of the workforce due to the commitment to a spouse's career and/or the inability to "relocate" two careers.

At the middle manager level, one of the subjective decisions facing dual-career couples is relocation. The traditional pattern for advancement to Captain and/or Chief of Police has been to relocate the family to a community in which the position is vacant. An increasing number of middle managers are refusing to move their families and/or disrupt the career of a spouse for the objective sake of advancement. Additional issues involving two-career couples are new assignments, overtime and scheduling, all of which are meeting with resistance. These changes may conflict with the competing demands in managing two-career families.

Career resocialization, therefore, will include both the objective and subjective aspects of each individual's definition of career.

Stages in Resocialization

Recent research on career development by Donald E. Super, Professor of Psychology at the University of Florida, clearly indicates that employees progress through somewhat predictable life cycles or stages in their individual development.²¹ As employees enter different stages, their interests, values, needs and abilities change. As a result, each stage is characterized by a new or different set of distinctive needs that should be considered as career resocialization.

As an example, a recruit police officer is concerned with completing the academy and gaining acceptance from peers. As a 30 year old sergeant, the same officer, in addition to supervising subordinates who were once his peers, encounters new challenges in his role as a manager. The new sergeant must gain acceptance into management to ensure continued success in the organization.

In the years between ages 30 and 45, competing roles in his personal life are added. He may become a husband, father, member of a service club, little league coach or active in his church.

Usually, in the middle of the officer's career, the competing life factors enter into the process of managing a career and decisions are made on the importance of each role. As Super has found in his research, "at the peak of a life career, in the prime of life, a given person may play as many as seven, eight, or nine roles simultaneously. . . . failure to take this multiplicity and interaction of life career roles into account has been, and to a degree still is, one of the most serious shortcomings of education and vocational guidance."/22

An equally interesting aspect of Super's research is his findings that males and females who are committed to their career are equally committed to their family activities. As a result, the time commitment to each life role tends to have an emotional impact. This impact tends to surface at the mid-career stage of a person's life when family activities are at their zenith and adjustments must be made by focusing on a limited number of roles.

At age 45, the same officer may have reached the rank of Lieutenant, if he successfully balanced the subjective aspect of his career.

As the research on the changing environment reveals, the management and development of human resources will challenge the future police executive. In the future, police organizations will be staffed by a culturally and ethnically diverse group of middle managers. In general, these managers will demand more from their careers than monetary rewards and will pay considerable attention to balancing career expectations with noncareer activities.

A general trend will find middle managers who are more likely to be vocal and assertive about individual needs and willing to forgo career advancement.

It is essential, therefore, that individual middle managers and police organizations develop a meaningful understanding of the career resocialization process. To accomplish this task, a strategic plan has been developed to answer the question: What will be the career development needs for a law enforcement manager by the 21st century?

FORECASTING THE FUTURE

The question concerning the need for middle management career resocialization is a complex issue with broad implications. The complexity results from the changing nature of social values and personal commitment. The diversity of the workforce imposes broad implications as a workforce that is culturally and ethnically different from today's predominantly white workforce is resocialized. Ethnically diverse employees will define career success from their cultural background.

Therefore, the questions needing assessment are: What emerging issues are likely to impact the needs of future middle managers in the area of career resocialization? What course of action can law enforcement executives take to maintain organizational stability while creating a desirable future?

ASSESSMENT OF TRENDS AND EVENTS

To effectively assess the questions and clearly focus resources on the issue, a Nominal Group Technique (NGT) exercise was used to identify trends and events that would impact career resocialization. The NGT panel consisted of nine professionals from a cross section of disciplines familiar with the issue. The panel consisted of two police managers, an Assistant City Manager, a Director of a Regional Police Academy, a City Councilman/Assistant School Superintendent, a Director of Human Resources, an Employee Assistance Program Director, a Labor Relations Attorney and a County Employee Relations Division Chief (See Appendix A).

Forecasting Trends

The panel was briefed at some length to familiarize them with the topic. A brainstorming session was used to identify 28 trends that would impact the issue (See Appendix B).

To distill the list to five, the panel was asked to consider the question: How important would a long range forecast be on a particular trend for policy development? The question served as the criterion for selecting the five candidate trends.

The panel discussed and clarified each trend as needed. The panel freely deleted or added to the list as long as a consensus was reached.

From this process, five candidate trends were identified:

1. Increasing technology
2. Increasing diversity of the workforce
3. Greater emphasis on behavioral skills
4. Increase employer involvement in the personal lives of employees
5. Changing values/work ethic in today's younger employees

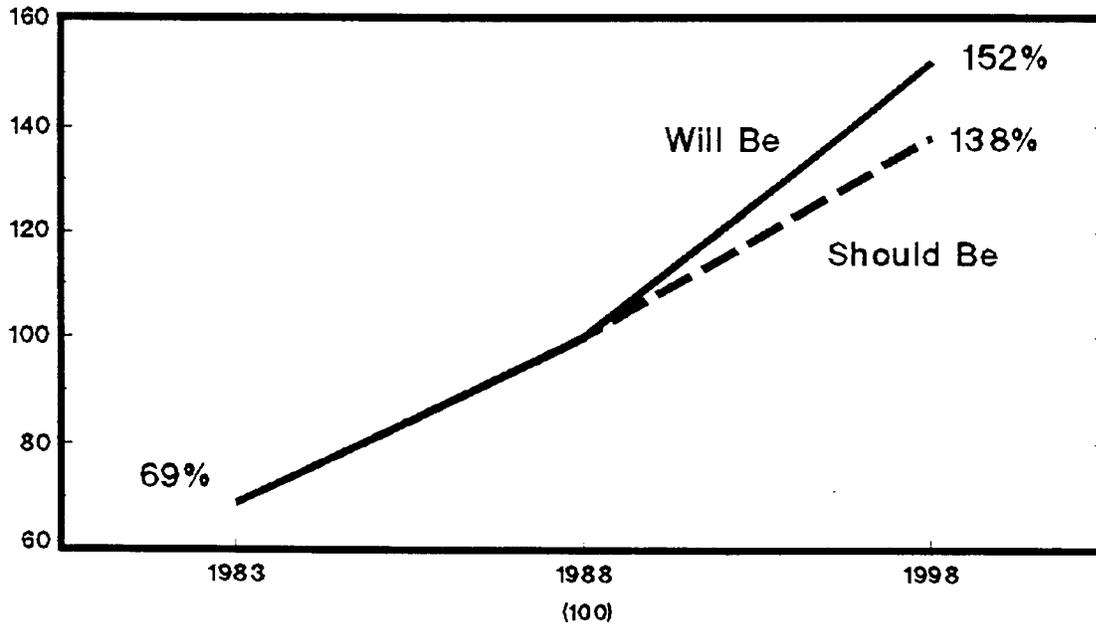
The panel was asked to project the level of each trend five years ago and estimate not only what level the trend will be in the next decade if current decisions continue as projected, but also what it should be in 10 years if the environment behaved responsibly. A more inclusive evaluation of each trend is presented in Figure 2.

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (RATIO: TODAY = 100)			
	5 YEARS AGO	TODAY	WILL BE IN 10 YEARS	SHOULD BE IN 10 YEARS
Technology	69	100	152	138
Diversity of work force	61	100	144	150
Emphasis on behavioral skills	58	100	116	140
Employer involvement in employee lives	67	100	104	112
Changing values/work ethic	92	100	152	133

Figure 2

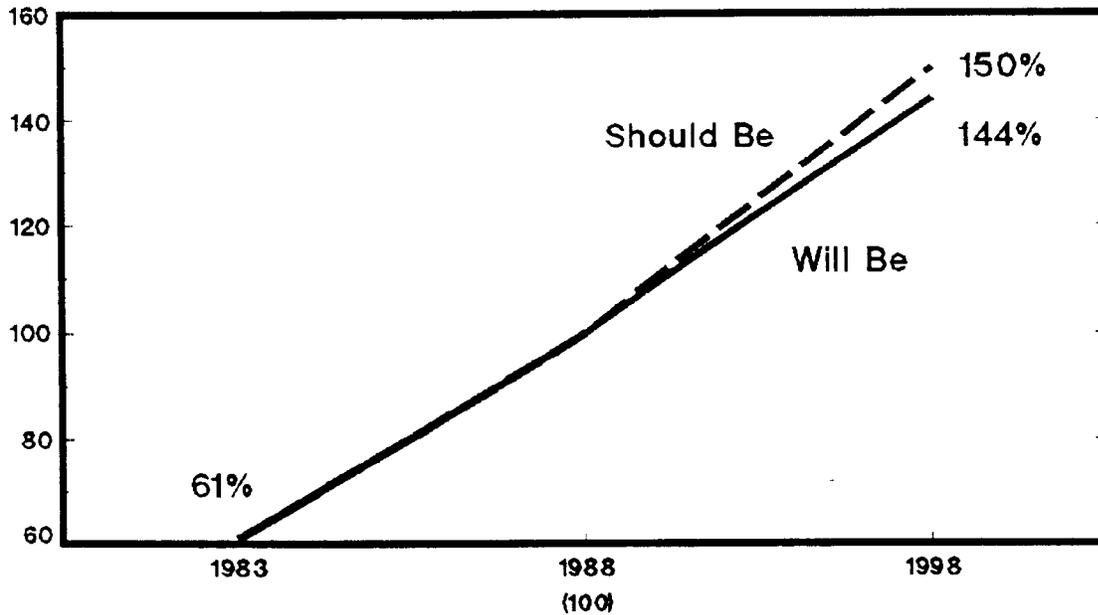
Increasing Technology



1. Increasing technology

The panel felt technological innovations have and will continue to have a significant impact on individual employees, management, and organizational structure. The cost of equipment and training will increase significantly. The rapid changes in technology will require all middle managers to be computer literate. Technological advancements could cause changes in the structure of management as a highly educated workforce will demand greater flexibility for individual decision making at the line level. Overall, the cost of equipment, training and skilled labor will increase and the skilled labor force required to use the new technologies will be more difficult to supervise. The panel felt, as a result of technology, that middle managers will be required to change their concept of managerial control and develop a more participative concept to effectively manage a highly skilled workforce.

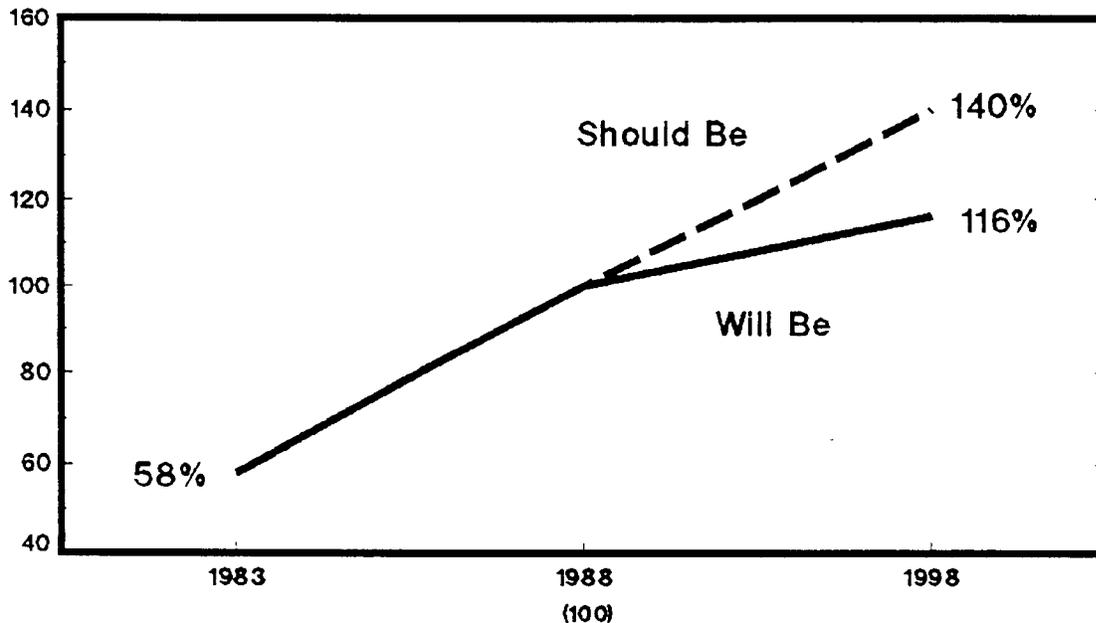
Diversity of Workforce



2. Increasing diversity of the workforce

The panel felt a culturally diverse workforce will require the development of new management skills at all levels of the organization, but especially at the middle management level. The discussion centered on the middle managers' responsibility for integrating culturally diverse employees within the organizational structure. The responsibilities include the transfer of information to employees while coordinating enforcement activities on a day-to-day basis. To effectively manage an environment where stereotypes, prejudices and cultural misunderstanding could lead to conflict or confusion, new management skills that redefine motivation, leadership and organizational behavior will be needed.

Behavioral Skills

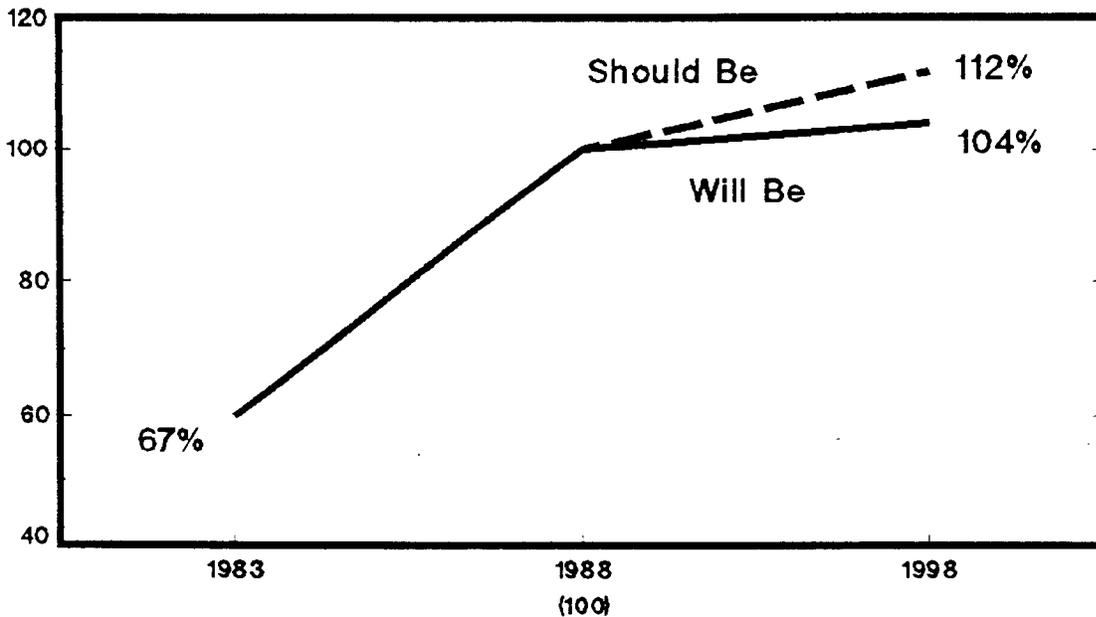


3. Greater emphasis on behavioral skills

This trend generated a substantial amount of discussion. The panel felt the 1990s promise to accelerate the amount of knowledge and skill required of middle management. They estimated that more than half of today's job content, in all positions, will change over the next decade, and a percentage of existing positions in law enforcement could be eliminated.

As middle management responsibility for integrating a diverse workforce expands, improved skills in communications, team building, conflict resolution and establishing priorities will exceed the demands placed on a traditional middle managers.

Employer Involvement

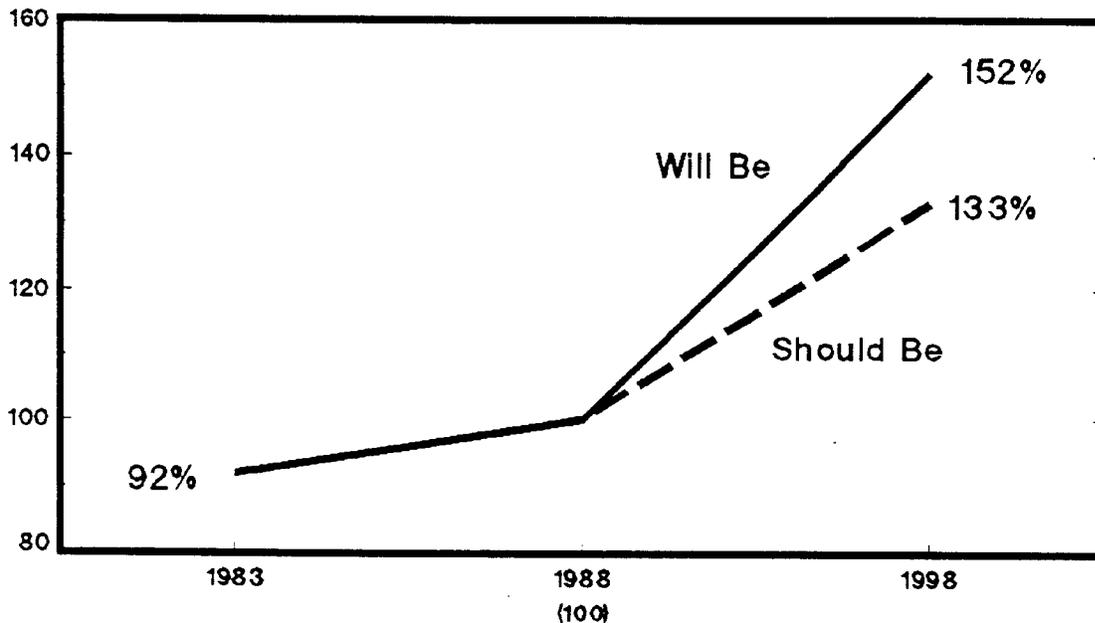


4. Increased employer involvement in the personal lives of employees

With the shift in workforce distribution and increase in dual-career married couples, the need for quality child care, flexible work schedules, and other family concerns will need to be addressed.

The panel felt this is particularly true for single parent middle managers. Organizations have to consider how employees are affected by their family responsibilities, from responding to "small emergencies" to handling the care of elderly and infirm parents. While some organizations currently use flextime to some degree, the panel concluded that more "radical" approaches to flexibility may be needed. The example used was the cluster work schedule used by many fire departments and airlines which allow employees to configure their monthly work schedule to allow for more "quality time" with their families.

Changing Values



5. Changing values/work ethic in today's younger employees

Several panel members suggested that as a result of the changing values in today's youth, a poor or "anti-work ethic" has emerged. New employees are more concerned with what the job has to offer them rather than the contribution they can make to the organization. The discussion focused on a "new style" of employee who is self-centered, uses sick time freely, and challenges authority.

One panel member suggested that "today's reading material is a good reflection of the new generation. We use to read Time and Life, then People and US. Now, we read Self."

This change in the work ethic will continue to frustrate management; it will even increase over the next decade.

Forecasting Events

Using the same method, the panel was asked to generate a list of possible events that could impact the issue of middle management career resocialization. An event is a discrete occurrence that either happens or does not. The panel identified 26 events (See Appendix C). Using the same question on policy development as a criteria, the list was distilled to five candidate events. The panel then forecasted the probability of the event occurring over a 10 year period. By using a scale of -10 to +10 (+10 being the high) the panel also estimated the events impact on career resocialization.

The following five events were identified as having a significant impact should they occur:

	<u>Probability</u>	<u>Impact</u>
1. Legislation mandates employer provided child care.	86%	+10
2. The occurrence of a natural disaster.	75%	-1
3. Work schedules mandated by legislation.	71%	+1
4. Consolidation of county/city public safety.	68%	+1
5. Proposition passes placing cap on public officials salary.	49%	-10

A more inclusive evaluation of each candidate event is presented in Figure 3.

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		IMPACT IF THE EVENT OCCURRED		
	YEAR THAT PROBABILITY FIRST EXCEEDS ZERO	BY 1993 (0-100)	BY 1998 (0-100)	ON THE ISSUE AREA (-10 TO +10)	ON LAW ENFORCEMENT (-10 TO +10)
MANDATED EMPLOYEE BENEFITS	1993	58	86	+10	+3
NATURAL DISASTER	1993	57	75	-1	-1
CONSOLIDATION OF CITY/COUNTY PUBLIC SAFETY	1997	39	68	+1	+2
MANDATED WORK SCHEDULES	1993	49	71	+1	+2
CAP ON SALARY OF PUBLIC OFFICIALS	1999	37	49	-10	-8

Figure 3

1. Legislation mandates employer-provided child care.

The panel focused on child care as the primary benefit and rated this event as having a significant impact on the issue of career resocialization. They felt public support is strong for passage of a national law mandating employer-provided child care. The U.S. Congress has been debating the passage of a child care bill since 1986 and one of the focuses in 1988 presidential campaign was child care benefits. In January 1988, the League of California Cities conducted a survey on child care and their report states that child care "is fast becoming one of the state's most pressing problems." Studies by the Employee Benefits Research Institute in Washington D.C. labeled child care as "the employee benefit of the 1990s."

2. A natural disaster occurs.

Any natural disaster is always a major disruption to government; however, this "Californian" panel specifically referred to an 8.0 earthquake that would result in thousands of deaths and injuries. In the final analysis however, the overall impact on the issue was not felt to be significant.

3. Work schedules mandated by legislation.

The focus on this event concerned traffic congestion. Congestion is costing millions of hours of time lost from work, family and recreation.

The panel felt that mandated work schedules would reduce traffic congestion and is a low cost alternative politicians can use to improve

the problem. At the same time, staggered work hours and flexible schedules, in general, would help relieve employee stress in managing family affairs.

4. Consolidation of county/city public safety.

This event was considered cyclical as it surfaces during times of tight budgeting. In considering consolidation, three political concerns are associated with the decision to consolidate the delivery of services: 1) The cost of providing public safety services is kept as low as possible. 2) The efficiency of the law enforcement service provided is substantially improved. 3) The control over delivering law enforcement is kept in the hands of city officials.

For this event to occur, several trade-offs have to be considered and it is the political decisions about these trade-offs which determine the likelihood of this event occurring.

5. Proposition passes placing cap on public officials salary.

This event surfaced during the 1986 elections in the form of an initiative entitled the California Fair Pay Amendment. The purpose of the initiative was to limit the compensation of public officials. Although this initiative failed, passage of a similar initiative is an event that would have a major impact, not on any specific area of career resocialization, but on law enforcement in general. During the 1986 election period, several hundred police managers submitted requests for retirement to protect their benefits in the event the initiative passed.

CROSS-IMPACT ANALYSIS

Cross-impact analysis was used to assist in understanding the impact each event will have on one another and/or on each trend, should the event occur. For the analysis, a cross-impact matrix form was given to each panel member listing the five events with their estimated probability of occurrence in the left hand column and the events/trends across the top (Figure 4).

The panel was asked two questions: For the left hand column (event to event), "If event one actually occurred, what would be the impact?" Each event was re-evaluated using this question as the criteria. The panel member entered the new probability in the appropriate cell. For the event to trend section of the matrix, the question was asked, "If event one actually occurred, how great of change, if any, would the occurrence have on the original projection of trend one at the point of greatest impact?" The panel member entered the new estimate in the appropriate cell.

The cross-impact analysis was averaged (Figure 4) and summarized as follows:

CROSS-IMPACT EVALUATION FORM

With this probability actually occurred...

Suppose this event

	How would the probability of the events shown below be affected?						How would the level of these trends be affected?				
	EMPLOYER PROVIDED CHILD CARE E-1	NATURAL DISASTER E-2	MANDATED WORK SCHEDULE E-3	CONSOL PUBLIC SAFETY E-4	CAP ON SALARIES E-5	INCREASING TECH	DIVERSITY OF WORK FORCE	EMPHASIS ON BEHAVIORAL SKILLS	INVOLVEMENT IN EMPLOYEE LIVES	CHANGING VALUES AND ETHICS	
E-1	86%			78	60			(+34) 150	(+16) 120		
E-2	75%		60	70							
E-3	71%				80			(+34) 150	(+96) 200		
E-4	68%										
E-5	49%		60	70				(+84) 200	(+21) 125		

Figure 4

EVENT ON EVENT

1. Legislation mandates employer-provided child care.
 - The occurrence of a natural disaster. No change
 - Work schedules mandated by legislation. No change
 - Consolidation of county/city public safety. 68% increases to 78%
 - Proposition passes placing cap on public officials salary. 49% increases to 60%

2. The occurrence of a natural disaster.
 - Legislation mandates employer-provided child care. No change
 - Work schedules mandated by legislation. 71% decreases to 60%
 - Consolidation of county/city public safety. 68% increases to 70%
 - Proposition passes placing cap on public officials salary. No change

3. Work schedules mandated by legislation.
 - Legislation mandates employer-provided child care. 86% increases to 90%
 - The occurrence of a natural disaster. No change
 - Consolidation of county/city public safety. No change
 - Proposition passes placing cap on public officials salary. 49% increases to 80%

4. Consolidation of county/city public safety.
 - Legislation mandates employer-provided child care. No change
 - The occurrence of a natural disaster. No change
 - Work schedules mandated by legislation. No change
 - Proposition passes placing cap on public officials salary. No change

5. Proposition passes placing cap on public officials salary.
 - Legislation mandates employer-provided child care. No change
 - The occurrence of a natural disaster. No change
 - Work schedule mandated by legislation 71% decreases to 60%
 - Consolidation of county/city public safety. 68% increases to 70%

EVENT ON TRENDS

1. Legislation mandates employer-provided child care.
 - Increasing technology. No change
 - Diversity of workforce. No change
 - Greater emphasis on behavioral skills. From 116 to 150 value increase of 34
 - Increase employer involvement in the personal lives of employees. From 104 to 120 value increase of 16
 - Changing values/work ethic in today's younger employees. No change
2. Natural Disaster.
 - Increasing technology. No change
 - Diversity of workforce. No change
 - Greater emphasis on behavioral skills. No change
 - Increase employer involvement in the personal lives of employees. No change
 - Changing values/work ethic in today's younger employees. No change
3. Work schedules mandated by legislation.
 - Increasing technology. No change
 - Diversity of workforce. No change
 - Greater emphasis on behavioral skills. From 116 to 150 value increase of 34

Increase employer involvement in the personal lives of employees.	From 104 to 200 value increase of 96
Changing values/work ethic in today's younger employees.	No change
4. Consolidation of county/city public safety.	
Increasing technology.	No change
Diversity of workforce.	No change
Greater emphasis on behavioral skills.	No change
Increasing employer involvement in the personal lives of employees.	No change
Changing values/work ethic of today's younger employees.	No change
5. Proposition passes placing cap on public officials salary.	
Increasing technology.	No change
Diversity of the workforce.	No change
Greater emphasis on behavioral skills.	From 116 to 200 value increase of 84
Increasing employer involvement in the personal lives of employees.	From 104 to 125 value increase of 21
Changing values/work ethic of today's younger employees.	No change

Evaluating the Cross-Impact Analysis

The cross-impact analysis (Figure 4) identified three events as "actor" events: employer provided child care (E1), mandated work schedules (E3), and a cap on public safety compensation (E5). Actor events create substantial change in the matrix when the criteria are applied. For example, the actor events, should they occur, increase the initial projected forecast for trend 3 (emphasis on behavioral skills) and trend 4 (greater involvement by employer in the lives of employees). Therefore, the actor events are identified as events that are the primary focus for policy development to influence their impact on the issue during the strategic planning.

In light of these results, some caution is needed in the interpretation of the data. In analyzing the total trends and events forecasting process, increasing technology (T1), diversity of the workforce (T2), and the decline in work ethic (T5) were identified as major issues projected to impact the career resocialization aspect in developing future middle managers. The cross-impact analysis, however, did not identify the actor events as influencing the direction in which these two trends are moving which, in all probability, is a realistic assessment.

The question, then, is what effect can an organization have on the occurrence of each actor event? The answer is: Probably none, directly. An organization can, however, implement policy decisions to reduce their impact.

As an example, several authors and numerous managers stress the frustration with a decline in the work ethic. The NGT panel estimated that the declining work ethic (Trend 5) would increase 52 percent (will be,

Figure 2) over the next decade. The panel also projected a 19 percent decrease in this estimate, should the environment behave responsibly.

Research by Daniel Yankelovich and Michael Maccoby suggests the environment is prepared to reverse this trend if management cultivates the environment through proper planning.

Yankelovich has conducted several attitude surveys throughout the late 1960s and 70s which document that close to 70 percent of young people agree with the traditional work ethic./23 The problem may be management's reluctance to redefine the work ethic for today's work environment.

Maccoby points out, "the majority of Americans do not appear despairing and narcissistic, nor are they dissatisfied with work per se. But increasingly, they are dissatisfied and demoralized by the way work is organized and led. The work ethic is not dead, but it has not been articulated for this age."/24

As the evaluation indicates, the outcome of a cross-impact analysis is not a means of predicting a future but is used as a method to enhance management's understanding of the processes involved in the changing environment. From this understanding, therefore, the strategic plan did not rely on a single extrapolation of the cross-impact analysis but developed the plan by clustering the trends/events and discussed their probabilities in the following scenarios.

FUTURE SCENARIOS

Scenarios are used to focus discussion on the wide range of future possibilities that exist as a result of the research. The material used in developing the scenarios are based upon the research contained in the introduction to this project, the probability factors identified in the futures forecast, and the data obtained from the cross-impact analysis.

The following are the three scenario models used:

- **Most likely to occur.** The scenario describes the future by evaluating the current trends and events that are presently in motion.
- **Worst case.** The scenario is produced by manipulating the forecasted data identified in the trend and event assessment with the research.
- **Most desirable.** The scenario presents an outcome that is assumed to have the probability of being achieved.

Most likely to occur - 1988 to 2000

Over the next 12 years, the successful resocialization of middle managers will require a career assessment which includes individual goals, family concerns, and promotional opportunities since factors interact in a work-related spectrum of changing possibilities.

The resocialization process will depend upon the organization's ability to manage a diverse workforce largely comprised of women and non-Caucasian males/females where technology will threaten employees and middle management will demand more participation in the management decision-making process.

By the 21st century, close to two thirds of the entrants into the workforce will be women. As working mothers enter the ranks of management, legislated compensation packages will include specific benefits for child care allowance, paid maternity and child rearing leave, and flexible work schedules.

Technological advances will force major changes as robots control crime scenes and gather evidence, as crime reports are dictated by voice activated computers, and as expert court testimony becomes the norm.

Throughout the organization, both nonsworn and sworn middle managers will encounter significant resistance to change as technology eliminates a percentage of the sworn positions and today's job skills become obsolete.

The reorganization required by these changes will not be properly planned, management labor associations will proliferate and will focus collective bargaining efforts on demanding participation in decision-making. In executive managements haste to react to change, a conflict will arise as union leadership is forced to redefine its role and purpose to respond to the needs of a rapidly changing membership.

Training and education will play a major role throughout the 1990s. This process will be a substantial cost center in future budgets and a key activity as police organizations cope with rapid advances in technology. The training requirements will consist of continuing education, cross training, and management development in interpersonal skills.

Manual skills will be replaced with intellectual skills in the design, analysis, operation and management of automated systems in all areas of public safety.

As the future evolves, middle managers will need to be more flexible in terms of their leadership styles and approach to motivation. As employees are displaced or their skills become obsolete, management will need to use improved skills for instructing or directly coaching "out placement" employees through the retraining process. In managing a highly educated segment of the workforce, a more facilitating approach will be used.

Worst case - 1988 to 2000

Tomorrow's workforce will be more diverse in terms of both gender and ethnicity, marked by intense competition for "organizational fit," desiring more personal freedom, placing less emphasis on promotion, and viewing participative management as an imposition.

The realignment of values and aspirations resulting from these changes, coupled with pressure from the external environment, will exert considerable influence on the nature of police services over the coming decade.

As the ethnic changes in the work environment evolve, prejudices and cultural misunderstanding will cause conflict, poor management decisions and lawsuits for equal employee rights. Bargaining units will be segmented into ethnic groups, and equal employment opportunities will be a major theme in the collective bargaining process.

As the technological advances outlined in the most likely scenario are implemented, compensation for technical skills will be a bargaining issue and the rank structure (much like the corporal, agent or senior officer concept) will be greatly increased.

As the diverse workforce expands to the rank of middle management, the "new breed" of manager will strongly challenge the traditional work ethic while demanding personal freedom in decision-making and selecting assignments that closely fit their nonwork related activities. Middle management will seek greater opportunities for self-expression in their jobs and insist that upper management negotiate performance standards.

Legislation that limits compensation for public officials will lead to on-the-job withdrawal or early retirement. Managers who elect to remain in the job will seek increased freedom in their work schedules as compensation.

In general, management policies and procedures will be slow to change in the area of human resource management, and the organizational environment will be out of balance with emerging societal values. As a result, upper management will continue on a day-to-day basis to view personnel issues as one of resentment, substandard performance and dissatisfaction. This will result in deep-seated internal obstacles in career management.

Most desirable - 1988 to 2000

By the year 2000, the ranks of middle management will be comprised of females and non-Caucasian males/females. These middle managers will demand more participation in decision-making, assignments that meet individual needs for personal growth, and new forms of compensation to satisfy specific family concerns.

In addition, technology will greatly change the methods in which police services are performed. As technological advances improve production, change will affect the work environment as positions are eliminated and/or skills become obsolete.

The successful law enforcement organizations will seize the opportunities that change presents, and the management of human resources will evolve with the changing environment.

As middle managers emerge from the rank and file, policies and procedures will be in place to successfully integrate the employee's diverse knowledge and background into the organization's decision-making process. Representatives of the various labor associations will meet regularly with the management team so line employees are actively involved in formulating work-related decisions that affect the workforce. The policies will specify clear guidelines in which individuals can negotiate their career and personal goals while respecting the compromises that are required in a diverse environment.

As artificial intelligence, microprocessing, and robotics replace sworn positions, the technological impact will be controlled by continuous evaluations of existing and new skill requirements of both employees and positions. Retraining will be an ongoing process, matching employee's skills, knowledge, talent and personal needs to redesign their assignment. Recognition and reward programs will become standard. Throughout the training process, the agreed upon organizational work ethic and value system will be annually reviewed and published as a standard goal.

While several external environmental issues will dominate public agendas--compensation/benefits, traffic congestion and tax reform--city government will respond with innovative employee practices tailored to individual needs and performances. Without a "typical American worker" there will be no typical benefits package that applies to all employees. Therefore, cities will offer cafeteria-style compensation programs whereby individual employees select the combination of benefits that closely suits their needs. Advanced computer processing will allow for the information necessary in developing the necessary benefit packages. Benefits will include health and welfare insurance coverage for dependents, on-site child care, flexible schedules that allow employees to meet family obligations,

and employee assistance programs. Cities will finance low interest housing loans which will allow managers and their families to become socially active in the community and assist in addressing traffic congestion and lost community time.

Pension plans will be re-examined as public pressure continues for laws that reduce retirement compensation for public employees. The new pension system will include incentives for extending years of employment to 30 or 40 years from today's 20.

In the decade ahead, organizations will face several challenges in the area of human resource development. These challenges will produce effective human resource planning that will advance the quality of work life while nurturing a healthy work ethic and procedures that guide human resources productively.

POLICY CONSIDERATIONS

In considering the three scenarios and the data gathered by the future forecast, several policy questions need to be considered in preparing for the strategic plan.

1. What will be the role of middle management as organizations move into the 21st century?
2. What training process will organizations use in resocializing middle management?
3. What motivational theories will be needed in motivating culturally diverse middle managers?
4. What "quality of life" issues will shape the future work environment and how will compensation/benefit packages satisfy these issues?

5. What leadership styles and management skills will future middle managers need to develop in successfully managing the future workforce?
6. How will the organization match management skills with future jobs requirements?
7. How will middle management positions be designed to meet individual needs for personal growth?
8. What is an acceptable definition of "job satisfaction" for a culturally diverse group of middle management?
9. What is an acceptable definition of "work ethic" for the emerging workforce and how will the definition be implemented?
10. What special problems will organizations encounter with minority employees as they enter the ranks of management?

STRATEGIC PLANNING

As the research on career development reveals, significant changes are occurring in the beliefs, attitudes and life styles of society. These changes are assimilating in the present workforce where the cultural and ethnic composition of the future work environment will affect the career management of future middle managers.

As a consequence of these changes, a new socialization process necessary to successfully develop middle management appears necessary. Therefore, the initial question concerning career development has been modified and a strategic plan designed to answer the question: What will be the career resocialization needs for a law enforcement manager by the 21st century?

The strategic plan will move a medium size law enforcement agency towards the implementation of a policy that will result in the realization of the most desired future scenario. A future in which law enforcement management will view the changing environment as an opportunity to define the values shared by the organization and the workforce, to establish policies/procedures that express these values, and to determine the specific actions necessary to guide the organization in successfully implementing the strategic plan.

For purposes of the strategic planning, five police managers were assembled from a cross section of medium size police agencies in Southern California (the management team). A hypothetical medium size police agency (the agency) served as the focus for the strategic plan.

In developing the strategic plan a SMEAC planning model was used.

SMEAC is an acronym for:

Situation Analysis
Mission Statement
Execution
Administration and Logistics
Command and Control

SITUATION ANALYSIS

The situation analysis identifies key forces from the external environment that could have a profound impact on the strategic plan. These forces can be viewed as either a threat or an opportunity that may directly or indirectly influence the planning process. An internal analysis of the agency will assess the strengths the organization could bring to bear on the issue of career resocialization and identify the possible weaknesses in a medium size agency and how they may affect management's ability to implement the strategic plan.

External Analysis

After considerable discussion, the management team agreed that the five trends and two events are manageable key forces which have a potential impact on the formulation and implementation of the strategic plan. The trends are the increasing use of technology, the increasing diversity of a cultural and ethnic workforce, the increasing emphasis on human behavior skills, the increasing involvement of employers in the lives of employees, and the changing values and work ethic of today's younger employees. The key events are the Legislature mandates employer-provided child care and flexible work schedules.

The team felt each of these trends and events can be viewed as a threat depending on how effectively management develops human resources during the next decade. The team identified all the factors as human resource issues, regardless of which aspect of the work environment is mandated by legislation. The issue remains: The human factors will need to be a major ingredient in the future career resocialization of middle managers. The management team agreed that should the strategic plan neglect one or more of the key factors, future management could be "fighting a losing battle to preserve the status quo."

The opportunities, on the other hand, realized by integrating the key factors into a positive program of career resocialization, will lead to the effective management of future human resources. For example, when law enforcement executives were managing an essentially fixed technology and a homogeneous, stable workforce, they could effectively maintain the status quo. The environment, however, will significantly change. Technology will rapidly change the work environment, and dual career families will demand greater involvement by employers in all levels of the workforce. The law enforcement agency that takes advantage of flexible work schedules and/or implements a city-sponsored child care program will make a significant shift in the values of the organization enabling the agency to treat its human resources as resources. As these changes take place, the management team felt that a commitment on the part of the agency to improve the quality of the employee's personal lives will result in a positive response by employees.

The team agreed that implementing programs which allow employees to enhance "self-development" and nurture the technical and interpersonal skills required to manage the future law enforcement agency will serve as a

guide for daily activity and decree an atmosphere in which commitment is shared by all employees.

Internal Analysis

Having achieved an understanding of the external environment, the management team assessed the resources and capabilities the agency could bring to bear on the issue of career resocialization. The agency's strengths, weaknesses, opportunities and threats underlining the planning process (WOTS UP) were analyzed to determine what should be capitalized on or avoided during the strategic planning.

Resources

Better than average:

Community support and citizen satisfaction, City Council/City Manager support, management/supervisory skills, agency image, pay scale/benefits, employee skills/training, technology, sworn/nonsworn ratio and employee morale.

Average:

Personnel rules/regulations, performance evaluation/standards, recruitment standards, promotional standards, training/remedial training policy, lateral assignment policy and employee relations.

Problem areas:

Budgeting, management flexibility, mission/value statement and agency growth potential.

Capability

Top management:

Management is seen as viewing employee associations as threats, thereby concentrating on a narrow focus when change in policies and procedures are suggested. Overall, management will embrace change but in a nonrisk taking posture.

Organization climate:

The agency will seek familiar change in the culture and norms of the organization. The rewards and power structure adapts well to minor changes.

Organization competence:

The structure, resources and line personnel seek comfortable or familiar change while middle management seeks change related to identified problems.

The management team feels the agency has the support of the city council and city manager as evidenced by the general lack of political interference. Members of the community who are usually well informed on matters of city operations and political issues are generally supportive of the agency.

During the analysis of the agency's resources, the team identified a significant financial concern, because the majority of cities are predicting reduced revenues in the future. The management team feels that as future budgets are adopted, the budget will reflect any changes in the city's political interest in policing. Law enforcement executives will need to monitor closely these changes and be prepared to redefine their plan and/or program should the political climate change.

The climate/competence of the agency and management style is currently conservative in its approach to change. While a complete change of style is unrealistic or may be unnecessary, the awareness of this tendency was discussed. Should budgetary constraints become a reality and the climate change, a more risk-taking management style may be needed.

The overall agency resources seem to be in line with and supportive of the strategic planning process. The real strength of the agency is the positive image in the community. This must be maintained.

Overall, law enforcement executives will need to monitor management's tendency towards maintaining the status quo. As the external environment changes, they will need to develop a more flexible, risk-taking management approach.

Having examined the external/internal climate and forces that will influence the strategic planning on the issue of career resocialization, the management team conducted a stakeholder analysis. The team was asked to question the agency's priorities and identify the various segments of the community which could be affected by the strategic planning process.

In essence, the management team was asked two questions: What are we doing and to whom are we doing it (policy)? What should we be doing and who are the people (interest groups, opinion leaders, etc.) that share the agency's views on the career resocialization issue?

Stakeholder Analysis

Stakeholders are the interest groups, opinion leaders and individuals whose views should be taken into account or could impact the agencies strategic planning process:

1. Local citizens
 2. City Council
 3. City Manager
 - * 4. Department Heads
 5. Chief of Police
 6. Employee Associations
 - * 7. Labor Attorneys
 8. Management employees
 9. League of California Cities
 10. Commission on Peace Officers Standards and Training
 - * 11. Local Newspapers
 12. Surrounding law enforcement agencies
- * Stakeholders who may surprise the agency

The management team developed assumptions on how each stakeholder may react to the issue of career resocialization. The team was asked to judge each stakeholder's importance to the issue on a certainty chart (Figure 5, page 50) and identify those stakeholders who may "surprise" the agency during the planning and implementation process. By the term "surprise," the management team felt these groups or individuals could negatively or positively impact some phase or aspect of the strategic planning process.

The assumptions for each stakeholder are as follows:

1. Local citizens
 - A. Supportive of police goals.
 - B. Concerned with tax increases and/or expenditures on public employee salaries.
2. City Council
 - A. Generally supportive of law enforcement goals.
 - B. Reluctant to allocate general fund monies to a career management program without substantial community support.
3. City Manager
 - A. Supportive of a career management program.
 - B. Will follow a course of action predicated on interorganizational needs involving as little political risk as possible.
4. Department Heads - Surprise Stakeholder
 - A. Uncertain depending on the group dynamics. As a general rule, there is a widely held belief by nonpolice city employees that police departments receive too much political favoritism and too large a portion of the general fund.
5. Chief of Police
 - A. Supportive, within budget constraints.

6. Employee Associations
 - A. Supportive as long as the program is administered fairly and equitably throughout the agency.
 - B. Will oppose the program if perceived otherwise.
7. Labor Attorneys - Surprise Stakeholder
 - A. Generally supportive, could however play political gamesmanship depending on the budgetary climate and relationship with the chief of police.
8. Management employees
 - A. Supportive as long as the program is administered fairly and equitably throughout the agency.
 - B. Will oppose the program if perceived otherwise.
9. League of California Cities
 - A. Supportive and may adopt the concept for all city employees.
10. Commission on Peace Officers Standards and Training
 - A. Supportive and may mandate for all supervisory and management positions.
11. Local newspapers - Surprise Stakeholder
 - A. On the surface it seems the media would support the program.
 - B. Could "play to the audience" or ignore the program depending on the media relations.
12. Surrounding law enforcement agencies
 - A. Supportive in concept.
 - B. Could be viewed as a threat by outside agencies as new programs are implemented.

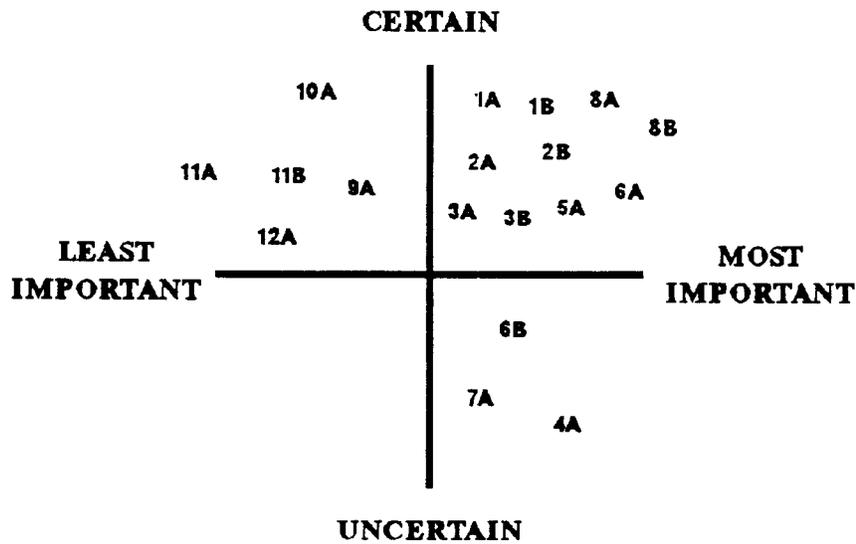


Figure 5

The assumption concerning the following stakeholders are relatively certain and considered critical in successfully implementing policy:

- Local Citizens
- City Council
- City Manager
- Chief of Police
- Management Employees

Assumptions needing validation from stakeholders rated high in uncertainty are listed below:

- Department Heads
- Employee Associations
- Labor Attorneys

MISSION STATEMENT

The management team spent considerable time discussing the development of a meaningful mission statement. During the discussion and after plotting the stakeholders on the certainty chart, the team realized that in order for the agency to successfully implement a resocialization program and create an environment where employees are dedicated to organizational goals, the chief of police must establish and cultivate support for two important concepts: (1) that the organization has a strong mission/value statement (2) that the chief's strong management style expresses his belief in the statement.

The chief of police who exhibits a deep sense of purpose for the organization, coupled with a realistic contemporary view of the individual employee's worth, will create a climate in which each employee's contribution is the key to the program's success.

As the result of this discussion, the following mission/value statements were written:

MISSION

Management of the agency is charged with the responsibility for implementing an effective career resocialization program. The goal of the program will be accomplished by the continual review of organizational policies and management procedures to allow middle management the opportunity to achieve the agency's goals while respecting the need for individual values. Management will respond creatively to the changing environment by promoting growth to middle managers through meaningful participation, development and leadership.

VALUES

All employees are dedicated to improving their personal performance to attain and maintain an optimum level of productive public safety services to the citizens of our community. To accomplish this goal, the employee believes in the value of open and honest communications and in an environment in which team work is encouraged to enhance the attainment of personal goals and organizational needs. The result is more productive and motivated employees at all levels of the organization.

EXECUTION

After formulating the mission/value statement, the management team participated in a modified policy delphi exercise. The team evaluated several alternative strategies that could be implemented to achieve a future state as described in the most desired scenario and in the mission statement.

Each strategy was evaluated as to the feasibility for implementation and the desirable effect the strategy would have on the issue of career resocialization.

The exercise reduced the alternatives to three possible strategies. Each strategy was evaluated from the perspective of the stakeholders rated critical to the success of the program and high in uncertainty or could surprise the organization.

Alternative Strategy 1: DEVELOP A CAREER COUNSELING PROGRAM FOR ENTRY LEVEL EMPLOYEES.

As employees enter the agency, career goals and expectations are identified. The organization then outlines a formal counseling program to assess the expectations and incorporate the career goals into a yearly performance appraisal program.

The basic structure of the program is listed below:

1. The employee identifies his career goals and expectations.
2. The organization identifies job-related skills needed to accomplish the goals and then provides training to meet the goals.
3. The employee's supervisor provides frequent feedback to the employee on his performance levels.
4. The yearly performance appraisal integrates new goals and expectations as the employee matures in the organization.

Stakeholder Assumptions:

Local Citizens - will support the program but may question any increase in expenditures.

City Manager and City Council - will support the program in concept. Both can be expected to follow a course of action involves as little political risk as possible and considers the interorganizational needs of city government before funds are committed.

Chief of Police - will support, within budget constraints.

Management Employees - uncertain, may threaten established middle managers.

Department Heads - uncertain, depending on the group dynamics. If a substantial cost is projected, the cost could cause conflict in the budget process. If the program is perceived as a threat to their personnel, political gamesmanship could surface throughout the city's management team.

Employee Association and Labor Attorneys - generally supportive, depending on the relationship with chief of police.

Alternative Strategy 2: DEVELOP A CAREER/LIFE PLANNING PROGRAM FOR MIDDLE MANAGERS

The program will identify the personal values and needs of each middle manager. The program then integrates the values and needs with goals of the organization. The focus is on matching career opportunity with individual needs and expectations.

The basic structure of the program is as follows:

1. The middle manager completes a self-assessment of his personal values, needs and career expectations.
2. The organization assesses each middle manager's career motivations, commitment to the organization and noncareer priorities.
3. A personal program is structured to facilitate career resocialization through personal growth and career enhancement.
4. Upper management will provide flexibility in staff decisions and work schedules as the organization matches the needs of the agency with individual needs and expectations.

Stakeholder Assumptions:

Local Citizens - will support the program with the same reservations concerning the expenditure of the public funds.

City Council and City Manager - will support the program in concept. The flexibility in staffing may cause some concern if citizen satisfaction decreases. Same reservations concerning interorganizational needs.

Chief of Police - will support, within budget constraints. Changes in staffing level will be a concern.

Department Heads - uncertain, with the same reservations identified earlier, depending on the group dynamics.

Employee Associations and Labor Attorneys - uncertain, depending on how well the program is presented and the relationship between the chief of police, the police association, and their association with the city at large.

Management Employees - supportive, for several reasons. The program will allow middle managers to redefine career goals, establish their commitment to the organization and adjust schedules to meet family obligations.

Alternative Strategy 3: DEVELOP A PROGRAM THAT EMPHASIZES THE RESOCIALIZATION OF EMPLOYEES WHO HAVE BEEN IDENTIFIED BY THE AGENCY AS HAVING POTENTIAL FOR AND ARE INTERESTED IN MIDDLE MANAGEMENT POSITIONS

The program will set specific resocialization objectives the employee needs to develop. This strategy will not attempt to change employees who lack the motivation or desire for promotion to middle management.

The basic structure of the program is as follows:

1. An assessment center is used to identify the employee's potential management strengths and weaknesses for a middle management position.
2. The organization sets specific skills the potential manager needs to develop and outlines specific objectives he needs to accomplish for a promotion to middle management.
3. Feedback on performance is accomplished through the performance evaluation process on a regular basis.

4. The career resocialization program is largely the responsibility of the employee with structure and guidance from the organization.

Stakeholder Assumptions:

Local Citizens - supportive, with the same reservations on expenditures of public funds.

City Council and City Manager - uncertain, the program is a major departure from civil service procedure and could cause employee association problems.

Chief of Police - will not support the program, too big a change in the organization's promotional procedures.

Management Employees - will not support the program; the departure from established promotional procedures would be viewed as a threat.

Department Heads - uncertain, with the same reservations discussed earlier.

Employee Associations and Labor Attorneys - will not support the program; the process will be viewed as favoritism and a general threat to members of the association.

In discussing the three alternate strategies, the management team felt none adequately addressed the issue of career resocialization. After considering the new stakeholder assumptions, the discussion focused on some interesting observations.

The management team felt the three alternate strategies attempted to adapt a single, "quick fix" solution to a complex issue. The assumptions identified in the original stakeholder analysis were not addressed. The "key factors" identified in the situational analysis, as major components of the strategic plan, are ignored.

The management team therefore recommended a new strategy.

RECOMMENDED STRATEGY

In developing the new recommended strategy, two areas of concern guided the discussion during the execution analysis:

1. Focus on areas that are clearly defined and organizationally feasible rather than attempting to solve the entire issue of career resocialization.

The discussion on the new strategy focused on the organization. Historically, police organizations (like most organizations) resist change. Over the past 20 or 30 years, most change in law enforcement has occurred as the result of technology.

Today and in the future, the "new breed" of recruit will nevertheless push for an organizational change that will provide opportunities for a more self-directed and self-fulfilling lifestyle.

The team agreed that the successful implementation of a new strategy will require commitment to a more contemporary and flexible organization. The change must begin "at the top."

Authorities on organizational theory predict the structure of organizations will change as a result of external environmental forces caused by technological advances. The recommended strategy suggests that the internal environment--changing values and personal motivation--are equally as unsettled. These internal forces will require a more flexible approach and a change in attitude to settle future human resources.

For example, one area of change is management's attitude concerning loyalty to the organization. Whether management agrees, today's employees view loyalty in terms of personal success with a focus on self-fulfillment. This view is a reality to which future organizations will have to adapt. As a consequence, the organization will need to develop flexible management

policies, procedures and practices to individualize the career resocialization of future middle managers.

2. Department heads' and/or employees' misunderstanding could jeopardize a well-designed plan.

The effectiveness of the program will lie in open and honest communication with individuals once their career needs/goals are identified and agreed upon. The overall success in fulfilling career goals and needs are primarily the responsibility of the individual middle manager with guidance and assistance from the organization. A flexible work schedule must be developed within reasonable guidelines and procedures.

To open the lines of communications, the research outlined in this project and the career resocialization program will be presented at a department head meeting for discussion and possible city-wide implementation. The steps outlined below can be developed through a department-wide employee committee with management input.

Define needs and develop the program strategy.

Identify the necessary resources.

City personnel department
Department head meeting
Budget outlay and materials

Pilot program

Middle management/employee association input
Evaluation
Refinement

Implementation

Policies and procedures
Flexible scheduling
Feedback system

With these two areas of concern identified and explored, the management team developed a fourth alternative and recommended it as the optimum strategy:

THE OBJECTIVE OF THE CAREER RESOCIALIZATION PROGRAM IS TO INCREASE THE ADAPTABILITY OF MIDDLE MANAGEMENT AND THE ORGANIZATIONAL STRUCTURE TO IDENTIFY CAREER NEEDS OF INDIVIDUAL MIDDLE MANAGERS.

THE GOAL IS TO MATCH INDIVIDUAL CAREER GOALS WITH ORGANIZATIONAL NEEDS IN ACCOMPLISHING THE MISSION STATEMENT.

Stakeholder Assumptions:

Local Citizens - Supportive, with the same concerns on expenditures.

City Council and City Manager - Supportive. Should the program be implemented city wide may result in positive press for the council. Political risk would be minimized and additional funds possibly allocated.

Department Heads - Uncertain; if implemented in the police department. May have the same reservations identified in the original analysis.
Supportive should the program be adopted city wide.

Chief of Police - Supportive; the program may be a catalyst for future funding or expanded programs.

Management Employees and Employee Associations - Supportive of a program they developed and implemented.
Should the program lose the support of upper management or should of favoritism surface, the program would be viewed as another management fad and/or could cause labor problems.

Labor Attorneys - Uncertain; could be viewed as a positive step by management to improve working condition and labor relations. May be a issue at the bargaining tale to enhance benefits or demand flexible schedules throughout the organization.

ADMINISTRATION AND LOGISTICS

To execute the recommended strategy, several areas of administrative support are necessary.

A committee will be formed composed of 11 police department employees representing administration, investigation, patrol, management and the police association. A 12th committee member, a representative from the city's personnel department, will assist the committee in areas concerning pay and benefits, performance appraisal and personnel policies/procedures.

The committee will explore the following issues and procedures for a proposed career resocialization process and suggest recommendations to the chief of police:

CAREER RESOCIALIZATION PROCESS

<u>Organization</u>	<u>Individual</u>
- Future needs - personnel requirements identified both sworn/nonsworn	- Self-awareness - goals, expectations and abilities identified
- Loyalty to organization/work ethic defined	- Career goals - integrating work and life expectations
- Career ladder - assignments and rank structure	- Process for achieving goals established
- Resocialization stages - policies and procedures established	- Assessment of employee potential completed
- Matching agency needs/ opportunities with individual needs/expectations	- Career path - integrating subjective and objective aspect
- Flexible scheduling established	- Individual development plans implemented

The career resocialization process outlines the planning, organizing, directing, and controlling activities necessary to successfully implement the recommended strategy. For example, a successful matching of

organizational needs with individual career goals cannot occur unless both the middle manager and the organization know what the needs and goals of each other are. Individual employees who "question" these areas or initiate a change in their career goals are often times perceived as disloyal or simply entering a phase of "career plateauing". In reality, competing family concerns have entered into the process of managing a career and decisions are made with equal importance given to both the family and career needs.

Therefore, one of the first changes in the process is to alter the perception of disloyalty. The organization must define its available career paths and the employee must learn more about his subjective career (individual factors). A climate of mutual trust must be established and maintained.

Second, the organization could conduct an audit to identify future middle management personnel needs and then develop a strategy to satisfy those needs.

The third step is to develop an acceptable definition of work ethic and loyalty so all employees understand that the organization will not demand complete uniformity from employees.

Determining the future needs and goals for the organization is only part of the resocialization process. The context in which the process becomes operational is understanding and integrating the goals/expectations of the individual middle manager. To accomplish this integration, C. Brooklyn Derr, Professor of Management at the University of Utah, has suggested a self-assessment or self-awareness instrument to evaluate the subjective career of the individual./24

The instrument assesses four factors that affect the resocialization process.

1. Motives - those factors that provide enjoyment, fulfillment and stimulation in the work environment. These areas usually depend on the context and/or the process of a specific assignment or rank within the organization.
2. Values - the individual attitudes, beliefs and norms of the middle manager as they relate to the profession. Values are usually defined in terms of the kinds of personal causes and life values the individual is dedicated to.
3. Talents - the individual's overall abilities, skills and knowledge that are associated with performance in the content, process and context of the individual's current position and future career goals.
4. Personal constraints - the situations that may prevent the individual from making a career decision solely on the basis of motives, values and talent. Constraints could be a working spouse, young children or personal forces that could alter a person's career plans.

The four factors will assist in developing the individual self-awareness and assessing his potential while establishing the basis for the interaction necessary throughout the resocialization process.

As each step in the resocialization process is explored and procedures are established, the realization will surface that managing career diversity requires both the organization and individual to make compromises between the objective (career ladder) and subjective aspects in managing the individual career.

Throughout this portion of the committee work, members will be encouraged to criticize the process and the program so stakeholder assumptions can be validated.

COMMAND AND CONTROL

The final phase of the strategic planning process required the management team to identify an appropriate planning system to assist in the implementation process. The three planning systems that need to be identified are day-to-day, short-range and long-range planning.

In determining the necessary systems, an exercise was conducted to analyze the predictability of the external/internal environment and turbulent nature of the climate in which the strategic plan would operate.

To accomplish this task, the following scale was used with the scores averaged and the results presented in Figure 6.

<u>Predictability</u> (of the future)	<u>Turbulence</u> (amount of change)	<u>Value</u>
Recurring	No change	1
Forecast by extrapolation of trends	Few/occasional changes	2
Predictable threats and opportunities	Changes on a regular basis	3
Predictable weak signals	Many changes	4
Unpredictable	Continuous change	5

The day-to-day and short-range environmental changes were rated as a predictable climate with occasional changes requiring an "Issue Planning" mode. Therefore, a management person would be assigned to the employee committee as a representative of the police chief and resource person on management practices. As issues surface concerning department policies, procedures and management practices, the resource person will assist in explaining management philosophy and/or resolving conflict in proposed changes.

PLANNING SYSTEMS DESIGN

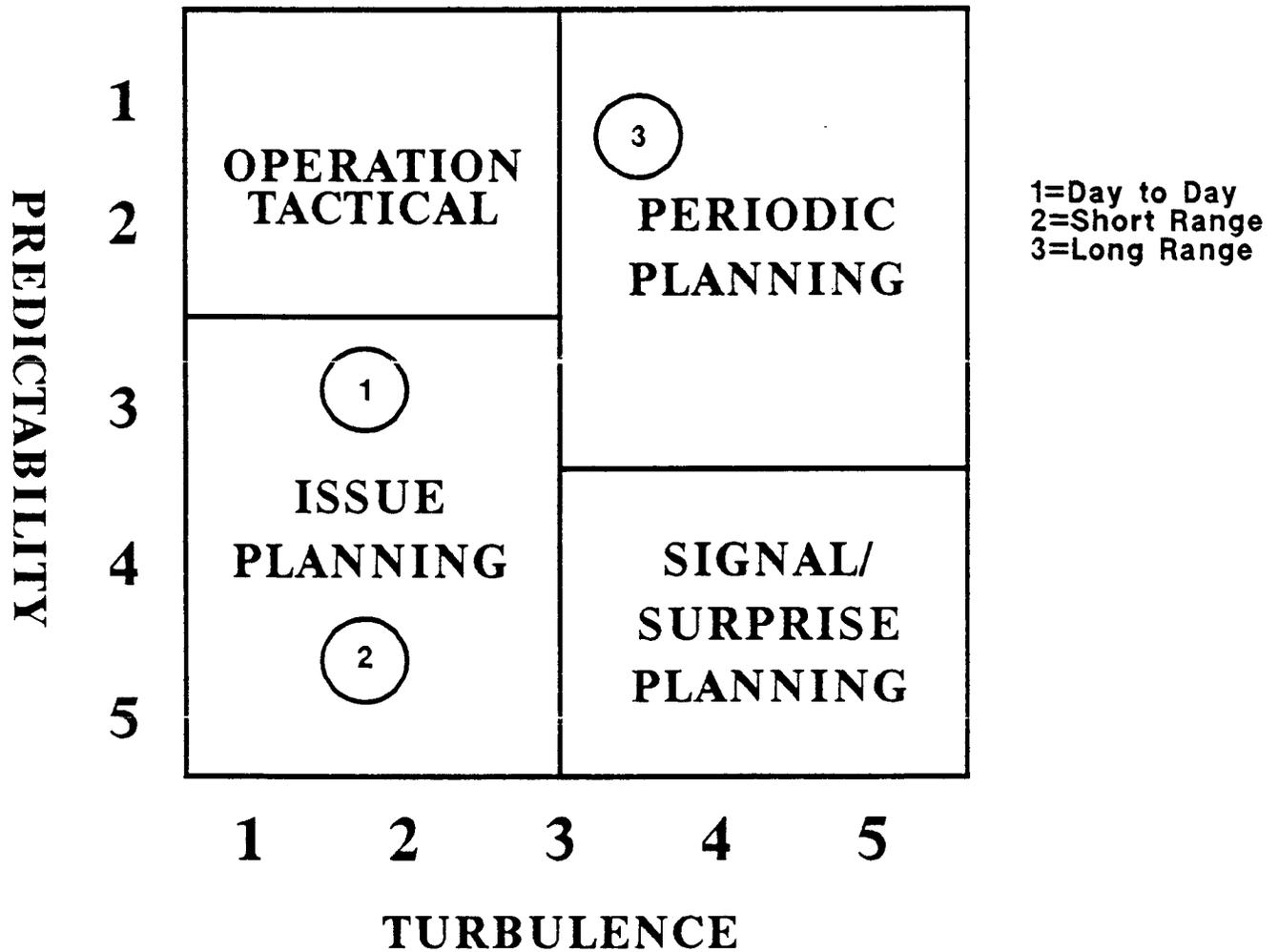


Figure 6

A critical aspect to this approach is honest and open communications between the committee and the management resource person. In areas where change is not acceptable or slow in implementing, reasons will need to be fully explained and rationally presented.

The chief of police will discuss the committee's progress at department head meetings and brief the city manager on a regular basis. Committee progress reports will be jointly presented to the association by the police chief and association committee representative.

The city council and city manager will need to authorize city staff to revise and implement changes in personnel rules and regulations, negotiate areas that may affect a Memorandum of Understanding, or approve program expenditures.

The long-range environment was rated as changing on a predictable basis with weak signals to alert the planning process. The long-range goal of the strategy is matching individual career goals with organizational needs in accomplishing the mission statement. With the diversity of the workforce projected to continue at a steady and predictable rate, the agency will need to develop a process or procedure to periodically update the forecasting of trends in the work environment. As the trends change or become a reality, management practices and procedures can be reviewed or revised for a balanced organizational environment.

TRANSITION MANAGEMENT

The final step in the strategic planning process is to develop a transition management plan. For the purposes of this section, transition management is defined as the process of managing change while maintaining the day-to-day operations of the agency. The plan will identify the specific management goal (core mission) of the transition, the

individuals or groups (critical mass) whose active commitment is required to successfully implement the recommended strategy, and the appropriate management structure to accomplish the transition.

For purposes of the planning exercise, a hypothetical medium size city in Southern California with a city council/city manager form of government served as the focus for discussion.

Core Mission

The management team was asked to put aside the problems facing the future workforce and the issue of middle management career resocialization in particular. To keep the team focused on the transition process, they re-evaluated the mission statement on page 51. The team was asked to identify the key reason or management's "core mission" for implementing the recommended strategy.

During the discussion, it was established that the police chief has the primary responsibility to develop a deep sense of purpose for the agency with a realistic contemporary view of the individual middle manager's worth to the organization.

The management team agreed that the core mission of the transition process is respecting the need for individual values in future management decisions. While the ultimate test for the transition plan will rest with the recommendations from the employee committee, an unfavorable recommendation or lack of resources to implement the plan should not interfere with the police chief's responsibility.

Critical Mass

The management team agreed that two individuals and three groups, identified in the original stakeholder analysis, are critical to a successful management plan.

The members identified are listed below:

- Police Chief
- City Manager
- City Council
- Department heads
- Police employees (rank and file)

To measure the degree of commitment for each member of the critical mass, a commitment charting exercise (Figure 7) was used.

The police chief and police employees are committed to changing the present methods in which career development programs are administered. The team is uncertain as to the degree of commitment for the remaining three members of the critical mass.

Therefore, a second exercise (Figure 8) assessed the attitude of each member in the critical mass to determine his capability in allocating resources to the issue and readiness to implement the strategic plan.

City Manager - It was decided that the city manager is the most important person in the transition management process whose commitment--at minimum--is to allow the change to occur (Figure 7). The city manager can, by direct action or by merely setting the tone, influence the city council and department heads through his day-to-day contacts with both groups.

Presently, the city manager is felt to be committed to helping the change occur. To maintain that posture, the police chief can document the changing workforce outlined in this project and its impact identified in the future forecast.

COMMITMENT PLANNING

ACTORS IN CRITICAL MASS	TYPE OF COMMITMENT				
	BLOCK CHANGE	NO COMMITMENT	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POLICE CHIEF					X
CITY MANAGER			O ←	X	
CITY COUNCIL		X →	O		
EMPLOYEE COMMITTEE					X
DEPARTMENT HEADS		X			

O=MIN. COMMITMENT MUST HAVE X=PRESENT

Figure 7

READINESS/CAPABILITY CHART

	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
CITY MANAGER		X		X		
CITY COUNCIL		X		X		
EMPLOYEES	X				X	
DEPARTMENT HEADS			X		X	
POLICE CHIEF	X				X	

READINESS=WILLINGNESS, MOTIVES & AIMS CAPABILITY=POWER, INFLUENCE & AUTHORITY

Figure 8

The management team rated the city manager high in his capability to support the needed change, but in the middle on his readiness to involve himself in the process. The team felt the city manager can be expected to allow a change to occur by following a course of action predicated on interorganizational needs, depending on the overall support for implementing the strategic plan from department heads and the police association.

City Council - As a political body, the city council has established a position of not involving themselves in personnel or the city management process. At a minimum in the transition process, the management team needs a posture from the council of allowing the change to occur.

In reality, budget allocation, expenditures or major changes in personnel procedures can be approved by a majority council vote. Therefore, the city council should be chartered by individual member. As individual council members, each usually has strong feelings or concerns in the area of personnel programs and general fund expenditures.

Department Heads - The management team rated department heads, both presently and at a minimum, as not committed to police department programs. This assumption is based on both the intensional and extensional world in which a police department is perceived by city hall employees.

Members of the management team point out that during conversations with department heads and city hall employees, comments are made which reveal a widely held belief that the police department is independent of city hall. In budget meetings and city staff team building workshops, the general feeling is that police departments receive too much political favoritism and too large a portion of the general fund.

During the discussion, the realization emerged that law enforcement agencies, in general, have a tendency to function under a self defined mentality of being excessively independent, untouchable and sacred. A number of police managers do not consider their role in government in relationship to the total local government entity.

This assumption could be a major obstacle in building a climate of cooperation with department heads, thereby impacting the transition process.

Department heads were rated low in readiness and having a "wait and see" attitude in their capability to support the strategic plan.

While discussing the structure in which change would be managed, two questions were asked of team members: What management style and/or structure is needed to accomplish the transition? What are the major tasks and activities (intervention) needed for a successful transition?

Management Style

The management team suggested a problem-oriented management style as the nucleus for the transition management structure and recommended a gradual change in management style once the strategy is implemented. While change in management philosophy is needed, both the transition and a major change in management style could not be accomplished at the same time.

The problem-oriented approach can be accomplished in four phases:

Phase 1: Fact Finding. The first phase involves analyzing the current management philosophy, practices/procedures and style that should be changed for effective implementation of the recommended strategy. Levels of internal support for change should be assessed. Once the analysis has been made and changes identified,

the recommendations should be tailored to the specific needs of the agency and management's core mission.

Phase 2: Employee Input. The recommended changes in phase one can then be presented to those affected by the change. Areas of concern are clarified and a consensus reached on each recommended change.

Phase 3: Implementing Change. During this phase, the changes in management style, policies and procedures are systematically modified by the police chief, so that each change will effectively contribute to achieving the core mission.

Phase 4: Evaluation. The fourth phase provides ongoing evaluation and feedback on the effectiveness of change. The evaluation should incorporate the long-range planning system identified in the strategic planning section on page 64.

As each phase is completed, the management team feels a problem-oriented style would create the least amount of resistance and more opportunity for open communications.

Management Structure - Project Manager

The team decided on a "Project Manager" structure with temporary responsibility for managing the transition. The project manager should be a captain who is recognized and respected as an innovative leader in the department. The captain should form the employee committee with participation from several levels and functions within the agency.

The project manager should work closely with the president of the Police Officer's Association so the flow of communications is properly managed during the transition.

The project manager structure will allow a smoother transition through:

- The authority at the captain level to mobilize the necessary resources to keep the change moving.
- The ability to work closely with the police chief and employee association so that balanced decisions are made.
- The open channels of communication between management and the association as the change unfolds rather than using the formal collective bargaining process at the end.

To assist in defining and clarifying the tasks, actions or decisions during the transition phase, a responsibility chart (Figure 9) was completed. For this project, the basic activities are used as an example.

As the chart depicts, the project manager is responsible for forming the committee (first box, left hand column) as the police chief and association president provide active support during committee selection. The project manager then informs all employees who have been selected to serve on the committee. The process is repeated for each step to assess the alternative behavior for each action or series of decisions needed to implement the recommended strategy.

The management team discussed where to intervene and the suggested strategy to be used. It was agreed that the city manager and department heads should be the area to concentrate on to either obtain a commitment or neutralize resistance.

Responsibility Chart

Decisions or Actions	Actors				
	Project Mgr	Police Chief	Assoc Pres	Employee Comm	General Empl
Form Committee	R	S	S	I	I
City Mgr Intervention	I	R	I	I	I
City Council Intervention	I	R	I	I	I
Dept Heads Intervention	S	R	S	S	I
Analysis Mgmt Style	S	S	S	R	I
Analysis Policies/Proc	S	S	S	R	S
Define Needs/Strategy	S	S	S	R	-
Identify Resources	R	A	S	S	I
Pilot Program	R	A	S	I	I
Implementation	S	R	S	S	S
Evaluation	S	S	A	R	I

R=Responsibility (not authority)

A=Approval (right to vote)

S=Support (put resources towards)

I=Inform (consult before action)

-=Irrelevant

Figure 9

City Manager - The city manager is viewed by the management team as predominantly a fact-oriented decision maker. He responds to objective criteria and approves programs or expenditures based on solid fact and information. Therefore a "resistance management" strategy should be used to obtain the manager's commitment for a career resocialization program. Resistance management is a response that addresses the issues before they become problems.

The police chief will need to analyze the type of resistance he can expect from the city manager and focus his strategy to reduce the resistance and obtain the minimum commitment from the city manager.

For example, during budget preparation, the city manager may have reduced or denied requests from various department heads for a new personnel program. The city manager will need to hold that position to maintain his integrity with department heads. The intervention strategy therefore will need to minimize the risk for the city manager, should he commit to allowing the change to occur.

Three risk-minimizing options can be discussed with the city manager to clarify the issue of career resocialization and identify an alternative:

1. Do nothing and trust that current management practice will be adequate.
2. Develop a human resource management system in the police department that will be reactive to the changing environment, new technology, legislation, or formal employee action, and adapt to the day-to-day demands from employee groups or through the collective bargaining process (worst case scenario on page 37).
3. Implement a career resocialization process for police middle managers in small increments as a demonstration project. Allow the recommended strategy to be accepted by all department heads through their active participation in the transition management process. If the demonstration succeeds, the process will be phased into all city departments.

The third option would accomplish the initial goal of the strategy and not compromise the city manager's position with department heads.

Department Heads - While it is difficult to judge the personal influence or individual agendas of people in a group setting, building a climate of cooperation is necessary to neutralize potential conflict. To build a climate of cooperation with department heads, a "problem finding" intervention strategy should be used.

The first step in establishing cooperation is to inform the department heads of the police department's approach to solving a future problem. A meeting could be held in which the project manager outlines the goal and strategy of the transition process. The department heads can then be asked for their input and criticism of the strategy. No decisions should be made. The discussion will clarify areas of concern, without the group agreeing on or committing to a solution. The project manager will clarify any issue and ask for volunteers to serve on the employee committee.

A half or full day career resocialization workshop could also be developed as a means of introducing department heads to the research on the changing workforce outlined in this project. A personnel specialist or consultant can then provide a general framework on the career needs, stages and expectations of future middle managers. The discussion can then focus on problem solving or recommendation for future career growth.

If enough interest is generated, the recommended strategy can be outlined and discussed. If little interest is generated, the discussion at the very least, has focused department heads on the process in a low-risk environment. The employee committee can then work to gradually build support.

"By articulating common purpose and exciting the future possibilities, the leader lines up the organization members behind a shared dream or vision, and they all march forward into the future."

Roger Harrison
Harrison Associates

CONCLUSION

Today's law enforcement executive holds the traditional assumption that employees are motivated by monetary rewards, status and promotional opportunities. In recent years, however, much attention has been focused on the "new breed" of recruit and the decline of the work ethic in law enforcement organizations. As the recognition of the problem has grown, and the search for excellence continues, little has been accomplished in defining an acceptable work ethic for today's changing workforce.

The new workforce was born out of the social movement of the 1960s and grew with new social values and work ethic into a majority in the 1970s. Although the term "work ethic" is well known to social researchers, it appears to have been relatively ignored by managers and organization theorists alike.

As the research for this project reveals, the emerging values and corresponding work ethic are significant forces in determining the success of career management, organization development and leadership effectiveness. According to Harvard Professor Michael Maccoby, "values explain both our enthusiasm for and our resistance to change. Our willingness or reluctance to commit ourselves to a project, to push ourselves to perform, to learn new competencies. . . . the task of management is to understand this motivation, develop rather than frustrate it, and direct it properly."/26

While the values of the workforce are pervasive, the career

resocialization process identified in this project is a step in defining, assessing and, to a certain degree, managing the values of the emerging work environment. Granted the process focuses on one segment of the organization--middle management. With the proper leadership at the state level (California Commission on Peace Officer Standards and Training, California Police Chiefs Association and Peace Officers' Research Association of California), I believe the process can and must be expanded to the total organization.

The reality facing future law enforcement executives, at all levels of the organization, is that the workforce is already resocializing with a new set of motivational needs and career expectations. To successfully manage the resocializing workforce, law enforcement leaders themselves will need to be resocialized. New leaders must have the skills to establish organizational goals that mesh with individual career needs and expectations. Responsible leadership will create an environment in which all employees can develop an awareness of their own potential and a tolerance for and understanding of the emerging values in a culturally diverse work environment.

As future leaders are resocialized, a sense of purpose and acceptable work ethic will be established in organizations based on a realistic view of human nature and motivation.

As the strategic planning process reveals, a strong work ethic and employee motivation cannot be established by a more sophisticated management system, control or legislation. Rather, it must be cultivated through leadership, personal understanding and conviction. As the management resocialization process is accomplished, future managers at all levels will lead the workforce by establishing a team of individuals united--not divided--by its diversity.

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APPENDIX A

NOMINAL GROUP MEMBERS

Jeff Allred, Assistant City Manager
City of LaVerne

Jim Dillon, Lieutenant, Administrative Services
Computer Development
City of West Covina

Larry Frierson, Attorney at Law
Liebert, Cassidy and Frierson

Alex Hughes, Assistant Superintendent
Claremont School District and City Councilmember
City of Claremont

Larry Lewis, Lieutenant
Computer Services
City of Fullerton

Barbara Musselman, Division Chief
Employee Relations and Classification
County of San Bernardino

Art Vanderlinden, Director of Human Resources
Honeywell Corporation

Carol Ann Williams, Regional Director Contract Compliance
Employee Assistance Programs
Charter Medical, Corona

Jim Zaharek, Assistant Professor
Department of Public Service and Regional Police Academy
Rio Hondo College

APPENDIX B

TRENDS

1. Increased day care
2. Environmental factors - pollution control factors limiting transportation
3. Employer provided health care
4. Free enterprise/government control zones
5. Involvement in employee's personal lives
6. Values conflict - old guard values vs future developments in value change
7. Change in work ethics
8. Increased need for employee security
9. Manage with what you get (for new employees)
10. Emphasize selection process, strengths and weaknesses
11. Employer concerns for legal and financial concerns of employee
12. Increased recruitment training - human needs
13. Better communication skills
14. Improved social skills
15. Diversity of work force
16. Increased management creativity to deal with diversity
17. Greater job enrichment
18. Increased employee rights
19. Traditional management skills revised
20. Coping with change
21. Changing values of the work force
22. Increasing technology
23. Greater employer involvement in the lives of employees
24. Improved behavioral skills
25. Greater employee resistance to change
26. Decline in the work ethic
27. Greater employer provided benefits
28. Contract employment