

**THE NATURE OF POWER RELATIONSHIPS
WITHIN POLICE ORGANIZATIONS
BY THE YEAR 2000**

by

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

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

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Executive Summary

The meaning and the understanding of power relationships has been a recurring theme in organizations since the days of Plato. However, at this juncture in the development of the police organization, this issue has assumed critical importance. A growing number of hispanic, black, asian and female officers among police unions and other power groups refuse to accept the traditional reality of white male rule. In addition, forces of change in technology, organizational structure, and concepts of empowerment have sharply expanded the threat to the invincibility of traditional power groups and have created a profound reaction among non-elites.

Part I: A Futures Study

This section looks at trends and events that will impact the power relationship and changes that may occur by the year 2000. During that process, techniques such as scanning, brainstorming, the nominal group technique (NGT) and cross-impact analysis were used to develop three possible future scenarios. This research revealed evidence that the work force will change drastically in ethnic make up, sex, and attitude toward organizational power. The traditional pyramid is no longer effective in dealing with internal or external issues. Technology offers possibilities to disperse power and information more equitably and new management styles will empower and enable all employees in the department.

Part II: The Strategic Plan

The external and internal environments of the Monterey Park Police Department were analyzed to identify resources and threats to organization. A stakeholder analysis was conducted and strategy

was developed to deal with their unique needs. Implementation plans to gain commitment from both the department and the local government were developed and discussed. Administration, logistics and control issues were studied and became major parts of the planning process.

Part III: The Transitional Plan

This section of the paper demonstrates how to effectively transition from the present state to the desired future state. For transition and change to be effective, commitment from the organization must be assured, and police managers must take control, make progress and direct change.

This project examines the nature of power within police organizations of the past (traditional), present (transitional) and in the future (desired state). Although the future will always remain unpredictable, police leaders are learning to control transition and shape future states. To do this, power must be understood and examined to predict the impact of future trends and events. Several of these future trends and events are discussed in this study. This futures research process looks at the impact of legislation, changes in the work force, special interest groups, civilianization, affirmative action and recruitment on power in the police organization.

The vast majority of the information gathered for this project sounds a warning to law enforcement that the nature of power within the police organization is in transition. The future state of power relationships will be one of a sharing, cooperative nature, where blacks, asians, hispanics, women and other interest groups co-exist with white male police officers and managers in an empowering environment.

INTRODUCTION TO THE PROJECT

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THE NEED FOR THE STUDY

How successful a police executive becomes depends on how successfully he understands power in his organization. How well he understands the direction and transference of power is significant, but most importantly he must understand who has power and when. That is, he must understand the power relationship. For the purpose of this paper, power relationship will mean the bond between individuals or organizations of unequal power. Examples of this relationship could be: the relationship between the chief and a patrol officer, or the relationship between the police department and the police union. The power relationship may also be found in the form of organizations to individuals; i.e., police union to police sergeant. It is important to understand that the power relationship is an emotional commitment between employer/employee and between employee and organizations. These ties of loyalty, authority, and fraternity are positive in that they allow an organization to function; but they also have negative power consequences. They can bond people together against their own interest, as when a rookie police officer feels loyalty to a charismatic senior officer who teaches him to short cut the department or the community.

To better understand the overall framework of this project, it is important to understand the concept of power, the role of power in an organizational setting, and the specific relationship of power to police departments. Because this project deals with the nature of power it encompasses both groups and individuals.

One of the difficulties in studying power is that it is always changing, its chancy, and sometimes its here and sometimes its not. Its also menacing and its ambiguous. Karl Marx noted that shifts in power are an inevitable part of change.

If one were to place power on a continuum, you would find paternalism on one extreme and autonomy on the other. Power tends to shift along this continuum in relationship with the tension between individuals and groups. Its balance is maintained by thrust and response, hope and frustration, and by the practical actions that grow out of confrontations and compromise.

Power is a process of human interaction, it takes place between interacting members of a relationship. All organizations, including the police organization are made up of those who are powerful and those who are weak, those that rule and those that are ruled, those that govern and those who are governed. Power is not a thing but the process of interaction among human beings. It is more than a static structure of dominance and submission, but rather a process where all participants have different interests,

and different amounts of authority, with each capable of influencing the other to some degree.

Power can equally frustrate, dominate, and compel to obey. It can also stop the creative imagination. This is the major relevance of the process of power to police organizations. How should the police organization and police executives use power to effectively run their departments and at the same time preserve that creative imagination?

Another part of the power process that is relevant to the police organization is the understanding of the effect of change on power relationships. Change probably upsets the balance of power relationships more than anything else. In the police organization, young police officers question old rules and roles on a daily basis. To those chiefs and senior staff officers who possess power, any question of their authority is very unsettling. When power belongs to us we call it capability, potentiality, or creativity. When it's their power it is labeled compulsion, domination, and oppression.

Many factors go into who holds power in a police organization. Traditional police organizations have very rigid chains of command and job classifications. With each promotion the police employee gathers more and more power in relationship to his position or rank. A line police officer with a charismatic personality possess

power, thus the 'old salt' police officer who has tremendous influence over his peers. At times this person's informal power may rival the formal power of his supervisor.

Power can also be viewed as a matter of ego states. The parent to child is the primary transaction found in police departments. This transaction has the police manager feeling that his position is correct and that there is no room for discussing or listening. Obedience is demanded and police officers are treated as children. This transaction at its most extreme can lead to organizations that are alienated, estranged, and non-communicating.

The understanding of power is essential to the police organization because of the tendency for power to spread through a department in a sort of endless chain of interaction over wide areas and through long periods of time. A police organization's normal reaction to something they view as a threat is to attempt to control it. Power relationships can not be controlled. Attempts to do so will cause them to go underground and appear somewhere else. The police manager can compel obedience, but it will not be willing, committed obedience. Obedience to power will only be given by police officers in exchange for something else. What he desires most of all, is to feel important and a meaningful part of the organization.

Power is most of all a property of social relationships. These social relationships entail ties of mutual dependence between parties; for example between police sergeant and police officers. A police organization to be effective must strive to balance power. The only recourse for police agencies is to conduct affairs through effective communications and the sharing of power. Unfortunately today the police manager who can share power is rare. What we need are police managers who can see through the superficialities of daily events, who recognize what limitations they should place on their power, and who have a deep intuitive grasp on the realities of power.

Power is a loaded term. Its connotations are mostly negative, and it has multiple meanings. The responsibility rest with police leadership to respect power as a moving force that will change constantly. He must understand that a number of factors; a new work force, technology, organizational structure and management style will shape who holds power, and how power is shared in the police organization of the future.

At this juncture of the development of police organizations, there are a number of critical forces that will play with these very complex and fragile power relationships. One of these is the emerging power of women. "Even though only 1 percent of police managers in California are women, times are changing" (1). Another change is the increased entry of Hispanics, Asians, and blacks into

the work force. James Naisbitt states that "there is a new minority in the American work force: white males. In 1954, white males made up 62.5% of the work force" (2). Alex Norman of the Command College faculty, forecast that by the year 2000, only 25% of the work force will be male white. Two ethnic groups, the Hispanics and the Asians are growing at an amazing rate. "The Hispanics now make up 8.4% of the United States' population and has increased five times faster than the rest of the population since 1980" (3). USA Today projects, "that by the year 1990, the asian population of the United States will reach 6,534,000" (4). These ethnic groups are not just races, but competing power groups, a fact that is easily minimized perhaps because it is so obvious.

Tomorrow's police officers will have changing values. They have a strong sense of self. They want their jobs to be interesting and challenging while providing a spirit of ownership. "The baby boomers, those born between 1946 and 1964, are better educated, and are the most affluent generation in american history. They are independent, entrepreneurial, self-reliant, socially liberal, and tremendously health-conscious. By 1990, the baby boom generation will dominate the labor force, accounting for 54 percent of all workers" (5).

The police officers that grew up in this generation have taken for granted security and affluence that was so important to their parents, and place strong emphasis on expressiveness. "They place

a great emphasis on autonomy and freedom of choice, reacting uneasily to most forms of rigid hierarchy and exclusion from decision-making that affects their lives" (6).

"In the coming decades, the most profound changes in the work force will probably happen as a result of new trends affecting and interacting with the needs, values and beliefs of individual employees. These values and cultural trends include greater emphasis on the individual: increasing pluralism in personal needs and values between people of different ages, genders and ethnicities; changing attitudes toward work and work satisfaction" (7). These values cannot be met in a traditional top down power structure. Today's police officers want to think for themselves rather than merely carry out instructions. To do this, they must be empowered with the authority and responsibility to participate in decisions or policies that vitally affect them.

The organizational structure of the police department is under great pressure to mold itself to changing internal and external environment. The increased speed of change in the environment makes it mandatory that the organizational structure be flexible to maximize its ability to react to this change. Technology will have tremendous impact on structure. Faster means of communication will lead to networking within the organization and information will support the crossing of traditional command structure in the

organization thus interrupting chains of command and possibly compressing or eliminating the traditional power hierarchy.

PURPOSE OF THE PROJECT

The purpose of this project is to provide Law Enforcement with a futures study, a strategic plan, and a transitional plan to deal with future shifts in power within the police organization. Although this study uses a mid-size police department (60-150 officers) as its organizational backdrop, the model was intentionally designed to have a more universal application to all police agencies despite size or jurisdiction.

Section I of this paper provides a view of the past, present and future of power relationships in the police organization. Who has held the power? How was power transmitted? What has been the traditional power structure? What emerging trends and events will impact these traditional precepts? How will these events and trends interplay when found in different combinations? What possible futures could exist based on the data collected? Section I addresses each of these questions and produces three possible futures, one of these, the normative scenario is strategically planned for in section II.

Section II takes the normative scenario as one of countless possible futures, and develops a strategic plan to help it happen.

Analyzing weaknesses, strengths and capabilities, a plan is developed to strategically prepare an organization for shifts in power. Utilizing the modified policy delphi, potential policies for the future are identified more readily and a basis for planning is established. Strategically prepared to plan for shifts in power, the organization now finds itself in need of dealing with change itself.

Section III provides a transitional plan to deal with change. This section identified the critical mass and offers Law Enforcement a management structure and supporting technology to deal effectively with the anxiety and fear of change.

SCOPE OF THE STUDY

The scope of this study is to analyze power relationship within the police organization by the year 2000. This study looks at future issues that impact these relationships. Although this study looks primarily at the power relationships that exist within the organizational structure, it also considers the outside environment and its impact on internal power relationships.

WHO WILL BENEFIT FROM THIS STUDY

Any police organization which is dedicated to understanding the new work force and has the desire to make all of their employees

powerful in terms of respect for human integrity will benefit from this study. We talk about power relationships every day but we take them for granted, we do not take the time necessary to identify them and understand them. The term 'impact' in this project means: influence great enough to product change.

How power relationships are interpreted depends on the social setting. Externally a police organization is viewed as a fraternity, with a closeness that leads to the concept of: its us against them. Internally, within the work setting, the officer feels the power relationship of authority in terms of being a worker.

"Power relationships are not like sculptures pure and solid, but rather ambiguous, constantly shifting, varying from person to person" (8). Because of this, authors and researchers have attempted to determine the most effective leadership style for dealing with change. Ultimately, what makes the difference is the police manager's ability to understand the power relationship in the organization. This project presents one approach to this issue.

Organizational Setting: To establish relevance, this project must be applied to an organizational setting. For the purposes of this project the organizational backdrop will be the Monterey Park Police Department. This agency was selected primarily because it

is an example of how rapidly an organization's environment can change. "The San Gabriel Valley and the city of Monterey Park will be the laboratory in which police agencies develop new methods to alleviate racial tensions building in newly emerging multi-ethnic communities" (9). Leo Estrada, associate professor in the UCLA Graduate School of Architecture and Urban Planning states that, "Monterey Park will be the microcosm for all of California as it now is experiencing a rise in tensions between diverse Asian communities and Hispanics."

The city of Monterey Park is 7.7 square miles in size and contains a population of 67,000 people. There are 20,217 residences and 4,300 businesses. The ethnic make up of the community is approximately 51% Asian, 34% Hispanic, 1% Black, and 14% Anglo. The police department has 113 employees, of these 74 are sworn personnel and 39 are non-sworn civilian positions. Currently the Monterey Park Police Department is 20% Asian, 23% Hispanic, 1% black, and 56% Anglo.

You would be hard put to locate a city that better represents what futurists predict will be a most common melting pot, or what Security Pacific National Bank's Futures Research Division calls a "social salad bowl." Monterey Park may well be on its way to becoming global as a predecessor to all of California.

FORECASTING THE FUTURE

FORECASTING THE FUTURE

INTRODUCTION TO THE FUTURES STUDY

Before police managers can understand the current state of power relationships or project the nature of power relationships in the future, they must first have a comprehension of past history and developments. How did we get to this point in the evolution of police organizational power? This section begins with a background study of police power relationships and progresses to present day changes.

Through the use of a Nominal Group Technique (NGT) Panel consisting of a mix of ethnic groups, ages, sex, and organizational positions from both the private and public sector, a planning and preparation phase generated an extensive list of candidate trends and events. These trends and events were projected by the panel to be major influences on the subject of power relationships. Based on the criteria of relevance to the issues, each list was screened down to the five most important.

Graphs were utilized to provide a visual perception of trends and events prior to cross-impact analysis. By the use of a cross-impact table the influence of various events and trends on each other were studied. The most potent "Actor" events were pinpointed to be used as possible targets for policy. Utilizing this data

three possible futures were forecasted in the exploratory, normative, and hypothetical modes.

BACKGROUND

In 1949, Norton Long wrote an essay titled, "Power and Administration." In this essay he says, "Power is the life blood of Administration." That remains true today and has been a constant in the evolution of the Police Organization.

The traditional power structure of the police organization is top-down power pyramid. This structure is control oriented and stems from the success that the military and the church have historically had with central control, clarity of roles, levels of authority, and the need for discipline and self-control. Personnel configurations were similar to the military. It placed their employees in uniforms, issued them weapons and promoted them through the military rank structure. It wasn't unusual in the 1910's and 1920's to house police officers in military type barracks.

Strict procedures and atmospheres existed. There was a clear cut superior-inferior power relationship. The management philosophies of chain of command, unity of command, and span of control were stressed. At the bottom of this organization there is nothing ambiguous about the amount of direct power an officer has. The

answer is none. At the top of this organization, power is also clear. It is absolute.

Power in the traditional police organization resides exclusively in the office of the Chief of Police. His commands are obeyed because of his position in the organization hierarchy and because the legal rules of the system specify that others are required to obey him. The 'Great Man' theory predominated. That theory supports the idea that there is one man empowered with brilliance and farsightedness who should preside with dictatorial powers.

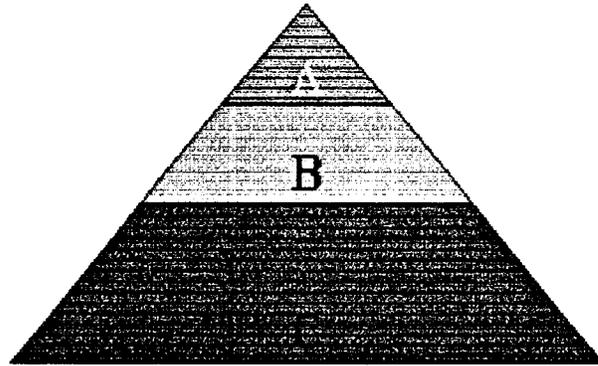
If there is delegation of power in this setting, it passes slowly down from the top of the organization through a strict chain of command. Power travels straight down descending through a series of less and less powerful managers down to the least powerful person of all, the police officer who actually does the job.

This type of power structure guarantees central control over the entire department. Communications means one-way commands. Knowledge was viewed by executives to be a possession of power. This in turn allowed the top of the organization to amass and direct power.

The traditional police organization thrives on stability, predictability, and control. The structuring of the organization into a pyramidal hierarchy results in the chief becoming the

ultimate judge and jury. His source of power in large part is derived from the ability to exercise widespread authority among non-elites. This overly bureaucratic organization that limits and boxes in a decision maker's domain tends to produce a mentality of powerlessness among police officers. C. Wright Mills designed this concept of power.

C. WRIGHT MILLS' CONCEPT OF THE STRUCTURE OF POWER



1st LEVEL (A)

APEX OF THE PYRAMID IS THE "POWER ELITE" - UNIFIED POWER GROUP COMPOSED OF THE TOP EXECUTIVES IN A POLICE DEPARTMENT

2nd LEVEL (B)

MIDDLE LEVEL OF POWER - DIVERSIFIED AND BALANCED PLURALITY OF INTEREST GROUPS

3rd LEVEL (C)

POLICE OFFICERS AND CIVILIAN EMPLOYEES - POWERLESS MASS OF UNORGANIZED EMPLOYEES WHO ARE CONTROLLED FROM ABOVE

The classical police power structure was a permanent top-down, mechanistic, organization, but it was well designed for making repetitive decisions in a comparatively stable internal and external environment. Police organizations enjoyed a stable internal and external environment until the early 1960's. The organization was made up of a homogeneous work force, predominately male white. There was a sense of shared values and predictability

between the police officers and the stable community that they served. Concepts of strategic planning and transition planning did not exist and the emphasis was placed on the present and the maintaining of the status quo.

THE PRESENT DAY TRANSITIONAL STATE AND FUTURE CONSIDERATIONS

The traditional nature of power is presently in a state of transition. Four major considerations for the present transitional state and the future state of power within the police organization are reshaping the traditional nature of power. These considerations are organizational structure, technology, management style and, most importantly, what decisions will be made to deal with the changing work force. Any change produces some anxiety, but it is especially fearful when change affects both ethnic groups and sex roles. The author looks at each of these concerns and demonstrates how each will impact the traditional nature of power within the police organization.

FUTURE ORGANIZATIONAL STRUCTURE CONSIDERATIONS

Most progressive police managers today would like to believe that we have progressed beyond the traditional Weberian Power hierarchy. In reality, most police departments are still dominated by tall hierarchies and consider honoring the chain of command as part of their organization culture. Externally these organizations do not

adapt effectively to change. Internally these organizations suffer from a absence of lateral cooperation, communication, and support. Because vertical relationships are so important, power exists only through the hierarchy.

The pyramid of power is frequently referred to in organizational management literature. There is however, nothing inherent in geometry which limits power to the pyramid. Further, the pyramid organizational structure does not lend itself well to adapting to rapidly changing environments, or to rapid communication internally. Hierarchical bureaucracy is today hopelessly out of joint with contemporary realities. Even Max Weber came around to condemning his own bureaucratic model. Even though he predicted correctly that bureaucracy was inescapable, he also thought it would strangle entrepreneurial attitude.

Most futurist predict that for the police organizational structure to survive ever increasing change, two things must take place: the base organization must flatten and the organization must become temporary in nature, forming into work groups to attack problems and reacting quickly to change. These flatter organizations will be less top heavy with small components linking together in temporary configurations. This would allow each component to develop relationships with the outside world without going through the center. This structure is fluid and nonhierarchical in nature. Temporary work groups could be made up from all levels of the

department. Selection would be based on skill not formal position or authority. The divergences of this group will, in itself, undercut traditional power relationships. This does not mean that the organization does not have a need to balance and circulate power. What it does mean is that power needs to be released temporarily to allow units autonomy. This shift in power will bring about the evolution of a new relationship between police managers and police officers. A change to collaboration and reason and away from the traditional adversarial position.

The flattening of the hierarchy spreads formal authority. It increases contact between managers and this results in more rapid decisions and communications. Job satisfaction goes up, because of greater authority at lower levels and a empowered feeling by the police officer that he can influence organizational goals and strategies. This in turn leads to commitment and productivity going up.

FUTURE TECHNOLOGICAL CONSIDERATIONS

There is a convergence of opinion that it will be advances in technology, specifically advances in the processing and analyzing of information, that will enable the police organizational structure to flatten, become temporary in nature, and allow communications to cut across racial, sexual and agency power relationships now defined by organizational structure. As

technological knowledge grows, more and more work will require police officers with specialized skills. It is not uncommon today to find within the police organization an officer, or a staff of officers, assigned to technical services or crime analysis. Management finds that they have subordinates who possess superior knowledge in their special areas of operations. Ultimately, this will lead to effective decisions being separated from the right of command.

Another effect of technology will be the downsizing of mid-management positions. Peter Drucker predicts that in the year 2000, organizations will have fewer than half the levels of management, and no more than a third the managers. There exists a layer of police managers that do not direct or lead but simply relay information; technology can do this. Drucker also feels that more than any other position, automation will change the job of the first line supervisor. His reasoning is that in an automated process, workers cannot be "supervised". The Monterey Park Police Department has a crime analysis unit that consists of a sworn police officer and a civilian crime analyst. Both of these employees are in control of their positions in that they are the only members of the organization that completely understand the process of their responsibility. These two employees do not need someone to tell them how to do their job, they need a facilitator, one who can get them the proper equipment and supplies, and who can assist them in coordination with the rest of the department. From a power

perspective this could threaten the supervisor's authority and self-image. If the supervisor is forced to admit that his employees know more about the job than anyone else, how will that effect his authority? The answer to that question is that it changes. The role of the supervisor will be shaped by automation and technology in that he will have a diminished role as disciplinarian and controller and an increased role for motivating the temporary work units to take responsibility for their task. The temporary work groups could conceivably select their own supervisor from among their own task group. The supervisor would then become a temporary resource or assistant until the tasks is completed.

FUTURE CONCERNS ABOUT LEADERSHIP CONCEPTS

Nothing appears to threaten the traditional police power relationship more, and exposes its disjointed and obsolete features, than changing leadership styles.

Most futurists predict that tomorrow's work force will have a strong sense of self, and will demand that their jobs be interesting, challenging, and that they be empowered with a spirit of ownership within the organization.

Empowerment for the purposes of this project means that an organization has resolved to enable the worker by means of trust

and commitment rather than relying on hierarchy and control to change behavior.

Empowerment cannot succeed in the traditional police power structure which is control-oriented and encourages the hoarding of power and information. This power structure does not demonstrate trust but rather thrives on checks and controls. "Without trust, managers often take a self-protective posture. They are directive and hold tight reins over their subordinates, likewise, subordinates of untrusting managers are likely to both withhold and distort information" (10).

"Traditional management thinking promotes the idea that power is a fixed sum: If I have more power, then you have less. Naturally, people who hold this view are reluctant to share power. They hold onto what power they have. But this idea is archaic, and it seriously retards getting extra ordinary things done" (11). It also creates a feeling among police officers that they are powerless. "Powerlessness creates systems where political skills become essential and covering yourself and passing the buck become the preferred styles for handling interdepartmental differences" (12).

Police officers of the future will insist on being informed and will want to be listened to in areas that affect them directly. William James said, "The deepest principle in human nature is the

craving to be appreciated". This must be a platform in Law Enforcement's organizational culture of the future if we are to deal effectively with the future changes in the nature of power relationships within the police organization.

FUTURE WORK FORCE CONSIDERATIONS

Beginning in the late 1960's law enforcement and all other employers had the luxury of hiring from a work force that had been flooded by the baby boomer generation. It appears the future may hold what James Naisbitt terms, "A demographic glitch - the baby bust". According to the census bureau, by 1990, there will be 4.5 million fewer entry-level workers than in 1980. The message here for law enforcement hiring practices is clear. If Law Enforcement continues to hire predominately from the shrinking white male work force, a recruitment crisis is a certainty.

There are four emerging segments of the work force that could potentially fill the ranks of law enforcement in the future: Blacks, Hispanics, Asians, and women. Their collective entry into the work force will change forever the employment power structure controlled by male whites. Law enforcement will experience a broader base of officers with differing religious, ethnic, sexual and age backgrounds. There will be a changing concept of what a minority is. "The American Demographics Magazine" predicts that law enforcement agencies in California will be recruiting from a

population in the year 2010, that will be 56.9% Hispanic, Asian, and Black.

Blacks: The Department of Justice reports that today blacks make up 6.5% of State police agencies, 8.3% of sheriff departments, and 9.3% of all local police departments. All indications are that the entry of blacks into the field of law enforcement will continue to increase in the future. It has been over three decades since the U.S. Supreme court landmark case, Brown vs. Board of Education, began erasing the legal color lines in police departments. Through unprecedented opportunities and hard work, many blacks have won remarkable gains in a short period of time.

As more blacks enter the field of law enforcement there could be resistance from the white male power group. Few blacks entering this white environment will be protected from some experience with prejudice or just plain discomfort from co-workers and supervisors. It will take some adjustment in power relationships before the playing field can be leveled. Law enforcement must deal with its heritage of unfairness and narrow-mindedness.

Asians: The East-West Center's Population Institute predicts that by 1990 there will be 6,534,000 Asians living in the United States; of this group 1,259,000 will be Chinese and 860,000 will be Vietnamese. A number of major global events have affected this demographic shift. When the United States recognized the People's

Republic of China, it set into play a series of movements internationally. In 1965, the United States passed legislation that impacted immigration policy. This new legislation permitted immigration of Asians, mostly Chinese, in proportion to European immigration. The most recent census data indicated that Asians have become the second largest ethnic population behind Hispanics, growing at the rate of 700% in the last twenty years.

This provides law enforcement with one more new source of police candidates with a rich mixture of races and cultures. If recruited effectively they would bring unlimited potential to law enforcement. But it will also bring frustration and fear to the white male power elite.

Hispanics: On May 5, 1989 a federal judge ordered the FBI to reorganize what he called an "excessively subjective" promotional system that resulted in discrimination against Hispanic agents. This was the directive of the court which ruled on a discrimination suit brought by 311 Hispanic agents. Bernardo M. ("Mat") Perez, the FBI's highest ranking Hispanic agent stated, "We have broken the good old boy network. Today a fairer system is going to start" (13).

The Los Angeles Police Commission reports that although Hispanics do make up a larger percentage of uniformed officers they are not well represented in higher ranks of the Los Angeles Police

Department. Today 33.5% of all recruits entering classes at the Los Angeles Police Academy are Hispanic. The largest immigration populations into the United States are from Mexico and other Hispanic nations. When these Hispanic officers start to move into management positions it suggest a powerful shift away from male white power and values. This will ultimately result in a new power phenomenon; 'Hispanic success', something new for law enforcement.

Women: "Across the nation, women comprise less than 10 percent of sworn police officers. According to the Police Foundation, between 1978 and 1986 the smallest gain for women in Law Enforcement was in the supervisory positions. Although the number of rank and file officers tripled during that time, women made up only 3.3 percent of the municipal police supervisors, mostly in the lower ranks" (14). The U.S. Small Business Administration predicts that by the year 2000, 80% of working-age women are expected to be in the work force and that women will make up half of the entire work force. The traditional police organization places a heavy emphasis on the "Masculine Ethic." This philosophy places male traits on leadership. The police officer must be tough minded, and have the ability to set aside emotional concerns when problem solving. Male whites who presently hold power in the police organization may see women as a challenge to this "Masculine Ethic". They could feel threatened as they are "forced" to share traditional power and dominance. "Masculinity has traditionally been associated with dominance over females; the reality or even the possibility of

female quality can generate anxiety in some men about their own masculinity" (15).

One common method in which to defuse this anxiety is to engage in sexual stereotyping. "Conventional folk wisdom has, in many cases predated the research of contemporary social scientists by ascribing personality stereotypes to a variety of role incumbents. Thus, we have the "spinster" schoolteacher, the "finger-snapping" advertising man, the "absent-minded" professor, the "do-gooder" social worker, and the "sensitive" artist" (16). Women have not been exempt from professional stereotyping. The male white police officer views his male-defined profession as off-limits except for the occasional incursion of an "amazonian" interloper. Women police officers are further stereotyped as being too emotional to handle supervisory and management positions. Men and women police officers were traditionally required to relate to each other and to their work through job assignments that were sex-segregated. Women were emotionally and physically capable of being matrons, juvenile officers, and personnel officers but not patrol watch commanders or patrol division commanders. When women did earn their token allowance of supervisory and management positions they were frequently placed in a protective bubble, and thus rendered ineffective. Anyone so protected loses power. Women resent being given the easy management situation, the sure-fire position.

In 1866, Karl Marx stated, "Anyone who knows anything of history, knows that great social changes are impossible without the feminine ferment. Social progress can be measured exactly by the social position of the fair sex" (17). Now as in 1866, the status of women illuminates not only the condition of law enforcement but society itself.

Twenty years ago women were restricted to matron duties, were ordered to wear white blouses with skirts, and were prohibited from being involved in promotional examinations. Higher ranks such as police captain did not exist for women within the organizational power structure. Today, although women still remain a small portion of police personnel across the country their numbers and influence are being felt with more frequency and tenacity. They have discovered the ways of politics and have learned to work in coalitions.

The old-boy network is being socially pressured to hire and promote women police officers. Although women as a power in organizational politics of a police department remain a new factor, they have mobilized into a formidable power base. They have already demonstrated the willingness and skill to take on role-equity issues and successfully achieved their goals. It is likely that new power base will continue to help define issues and strive to meet their goals in the future. What time period will pass before we start to see the possible emergence of a "old girl" network is

dependent on many factors. But by the year 2000, enough influence will have been amassed by women to penetrate a substantial amount of important police executive positions. How effectively the police profession assimilates and adjusts to this new power relationship is directly dependent on how successfully we strategically plan for and deal with the transition of change.

EMERGING TRENDS

Following the establishment of a long list of candidate trends, the (NGT) panel evaluated each trend on the basis of its connection and importance to the issue and the worth of forecasting that trend. Additionally, the (NGT) panel was instructed to evaluate each trend on the basis of clarity and measurability, in an attempt to balance the trends on the basis of objectivity and subjective trends. The NGT panel was intentionally staffed with a highly mixed ratio of male whites and new emerging power groups of women and other minorities. The panel was also balanced with public and private sector participants.

In this phase of the project, planning and preparation took place. The issue was formulated and different levels of the issue were developed and transmitted to the NGT panel. The issue was placed in question form. Prior to the meetings of the (NGT) panel, each participant received a list of 'seed' trends and events to use as a catalyst of thought. For the development of both trends and

events, a period of silent generation of ideas in writing was conducted. Use of the (NGT) voting method allowed the members to select the five most important trends for further analysis.

T-1 The degree to which future legislation affects personnel rules and regulations.

T-2 The degree to which the quantity of qualified candidates decreased.

T-3 The extent to which minority officers enter the entry level and management levels of Law Enforcement.

T-4 The degree to which special interest groups become involved in the operation of police agencies.

T-5 The level to which Law Enforcement is civilianized.

SUMMARY INTERPRETATION OF TABLES 1 THROUGH 6

Table 1 represents the median response from the (NGT) on various levels of trends by specific year. In this case, 5 years ago - 1984, today -1989, 5 years from now - 1994, and 10 years from now - 1999. Tables #2 through #6 plot the direction of emerging trends utilizing various bench marks. Plotted are four distinct patterns using a median response, and allowing today's level to be 100. A

"will be" projection was forecasted. The "will be" projection was based on the concept that this trend will continue as it does today. That is, nothing major will occur to impact this trend to change from its present course. Another bench mark is the "should be" projection. To find this line, the (NGT) panel was asked to be judgmental. They were asked to chart their utopia for a trend. Again, a median response from the (NGT) panel was selected in plotting this trend. The last two bench marks were the high and the low response to these trends. The high and low marks encompassed the entire area of policy concern and gave the best picture of the extreme possibilities of each trend. Each of the five trends were also charted back five years, giving a clearer picture of how we reached today's base number of 100.

DATA HIGHLIGHTS

T-1 The degree to which future legislation affects personnel rules and regulations.

(Will Be) The NGT panel predicted increased legislative impact on rules and regulations.

(Should Be) The NGT panel supported increased legislative action to stimulate change but was concerned that too much interference in the future would stymie internal solutions to problems.

T-2 The degree to which the number of qualified entry level police candidates decrease.

(Will Be) The (NGT) panel forecasted a smaller number of qualified entry level candidates for several reasons, but primarily because of the baby boom generation passing out of the entry level age range.

(Should Be) The NGT panel feels that if the number of entry level candidates remains stable, there are sufficient numbers to fill current vacancies. They did feel, however, that law enforcement must expand their recruitment efforts in the area of women, Asians, Hispanics and Blacks.

T-3 The extent to which minority officers enter the entry and management levels of Law Enforcement.

(Will Be) The (NGT) panel forecasts an increase in minorities entering the entry, supervisory, management, and executive positions in the future.

(Should Be) This increase will not, in the opinion of the (NGT) panel, be as big as it should be. It was this feeling by the group that gathered the support for legislation to quicken the pace of change.

T-4 Degree to which special interest groups become involved in the operation of police agencies.

(Will Be) The (NGT) panel forecast increased involvement by special interest groups. This involvement was predicted to come through increased involvement by city councils.

(Should Be) Although the (NGT) panel supported increased involvement by special interest groups, there were those that feared that this involvement should be called interference.

T-5 The level to which Law Enforcement is civilianized.

(Will Be) All members of the (NGT) panel felt that civilianization would be increased in the future.

(Should Be) The (NGT) panel felt that Law Enforcement should move in the direction of civilianization, but that Law Enforcement would balk at civilianizing many positions, particularly management positions.

TABLE 1

TREND EVALUATION TABLE

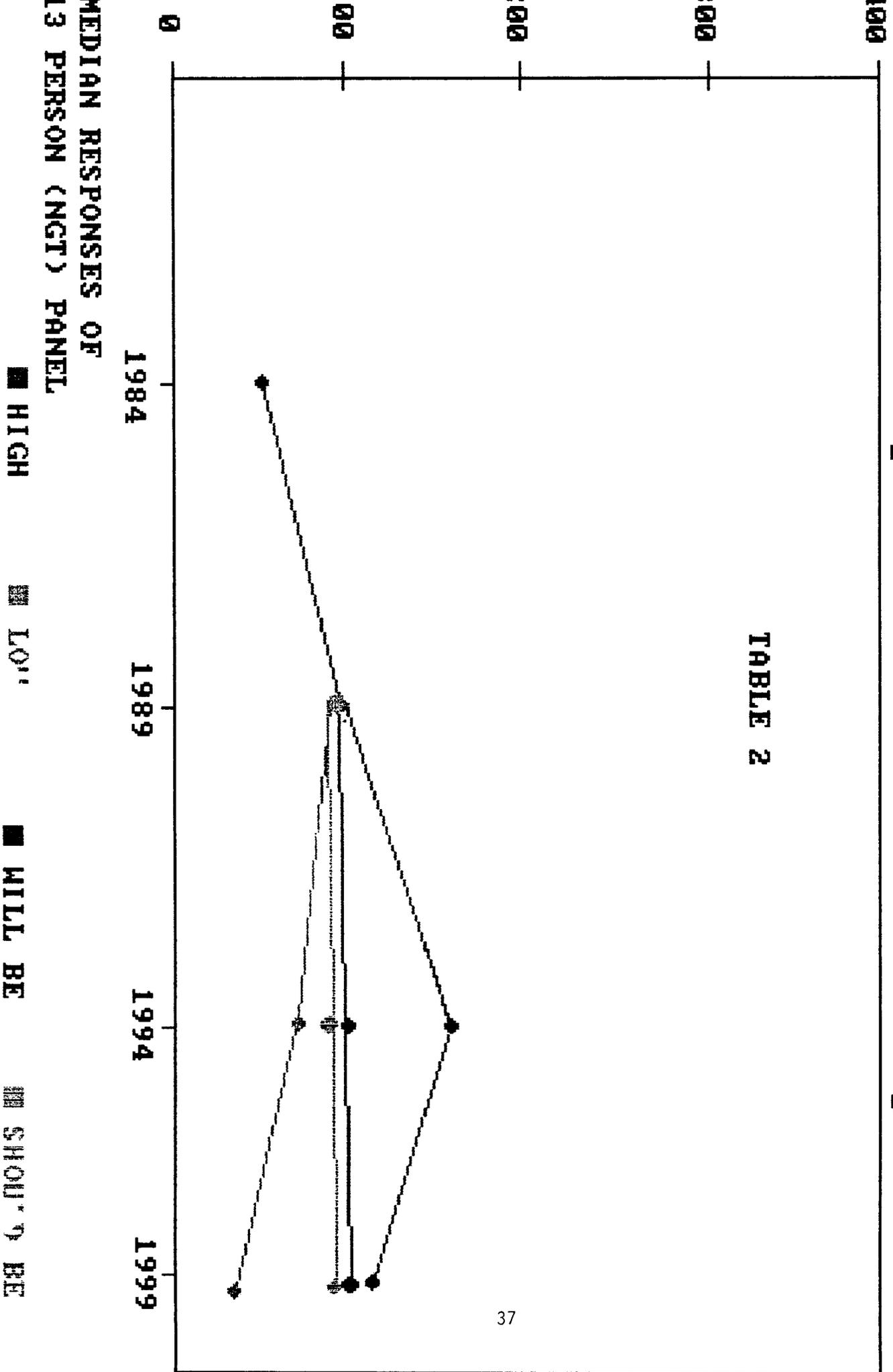
TREND STATEMENT

	LEVEL OF THE TREND (RATIO: TODAY=100)			
	5 YRS AGO 1984	TODAY 1989	5 YRS FROM NOW	10 YRS FROM NOW
T-1 The degree to which future legislation affects personnel rules and regulations.	50	100	WILL BE 110 SHOULD BE 105	WILL BE 120 SHOULD BE 110
T-2 The degree to which the number of qualified entry level police candidates decreases.	80	100	WILL BE 115 SHOULD BE 100	WILL BE 130 SHOULD BE 100
T-3 The extent to which minority officers enter the entry and management levels of law enforcement.	70	100	WILL BE 115 SHOULD BE 120	WILL BE 130 SHOULD BE 140
T-4 Degree to which special interest groups become involved in the operation of police agencies.	85	100	WILL BE 115 SHOULD BE 110	WILL BE 130 SHOULD BE 120
T-5 The level to which law enforcement is civilianized.	80	100	WILL BE 110 SHOULD BE 115	WILL BE 120 SHOULD BE 130

*Mc can Response of 13 Member (NGT) Panel

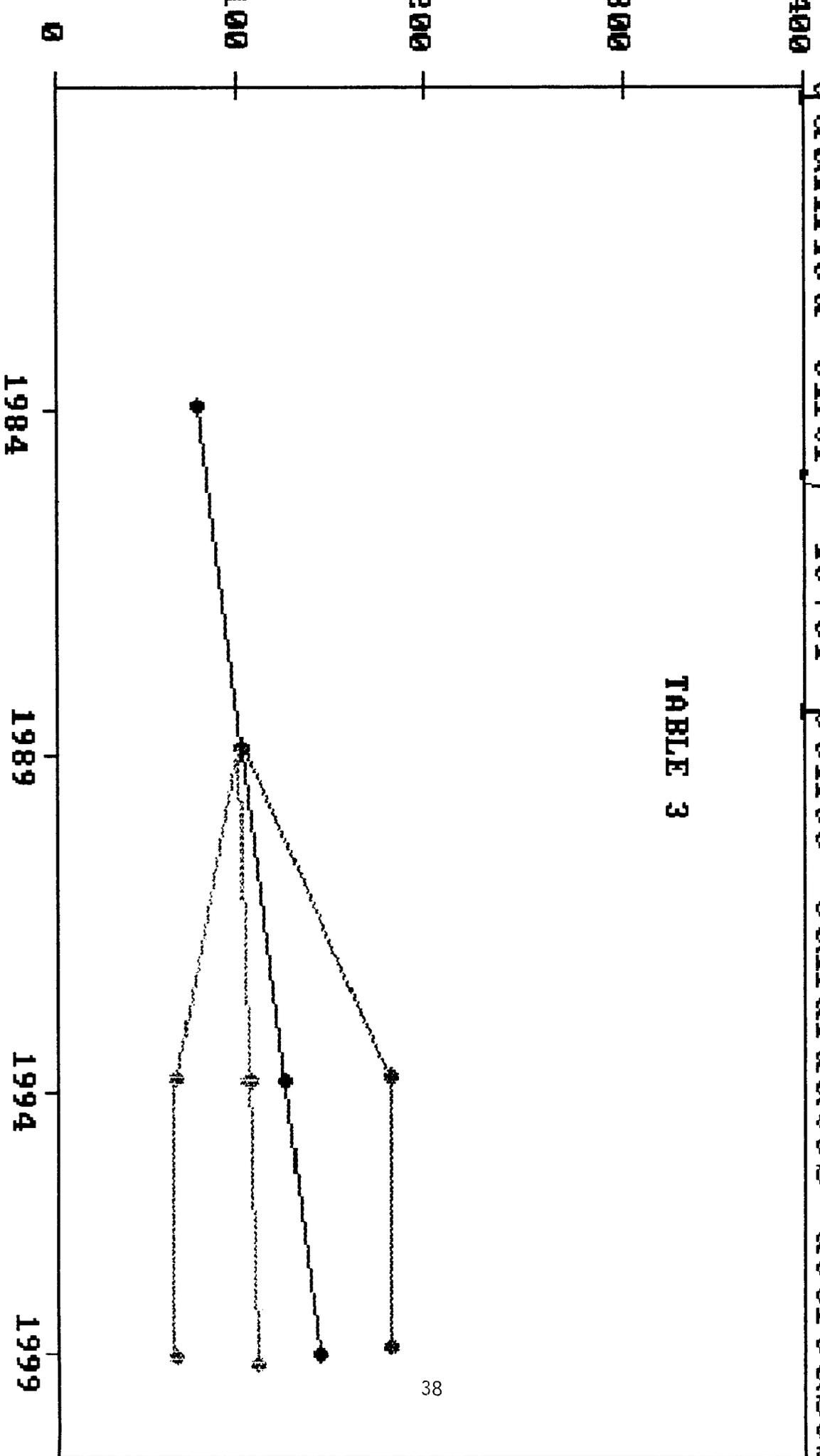
T-1 The degree to which future legislation affects personnel rules and regulations

TABLE 2



T-2 The degree to which the number of qualified entry level police candidates decreases

TABLE 3

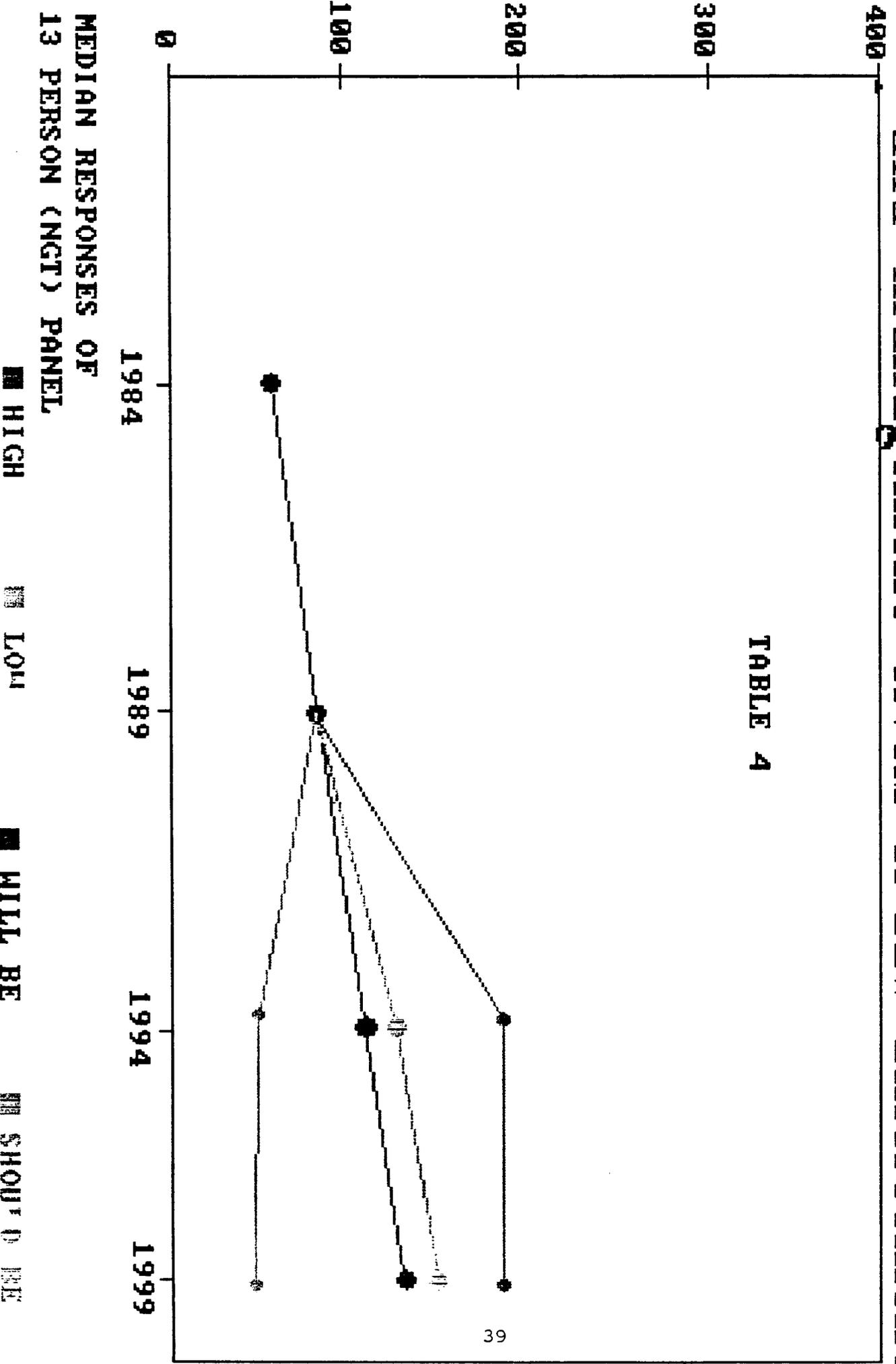


MEDIAN RESPONSES OF
13 PERSON (NGT) PANEL

■ HIGH ■ LOW ■ WILL BE ■ SHOULD BE

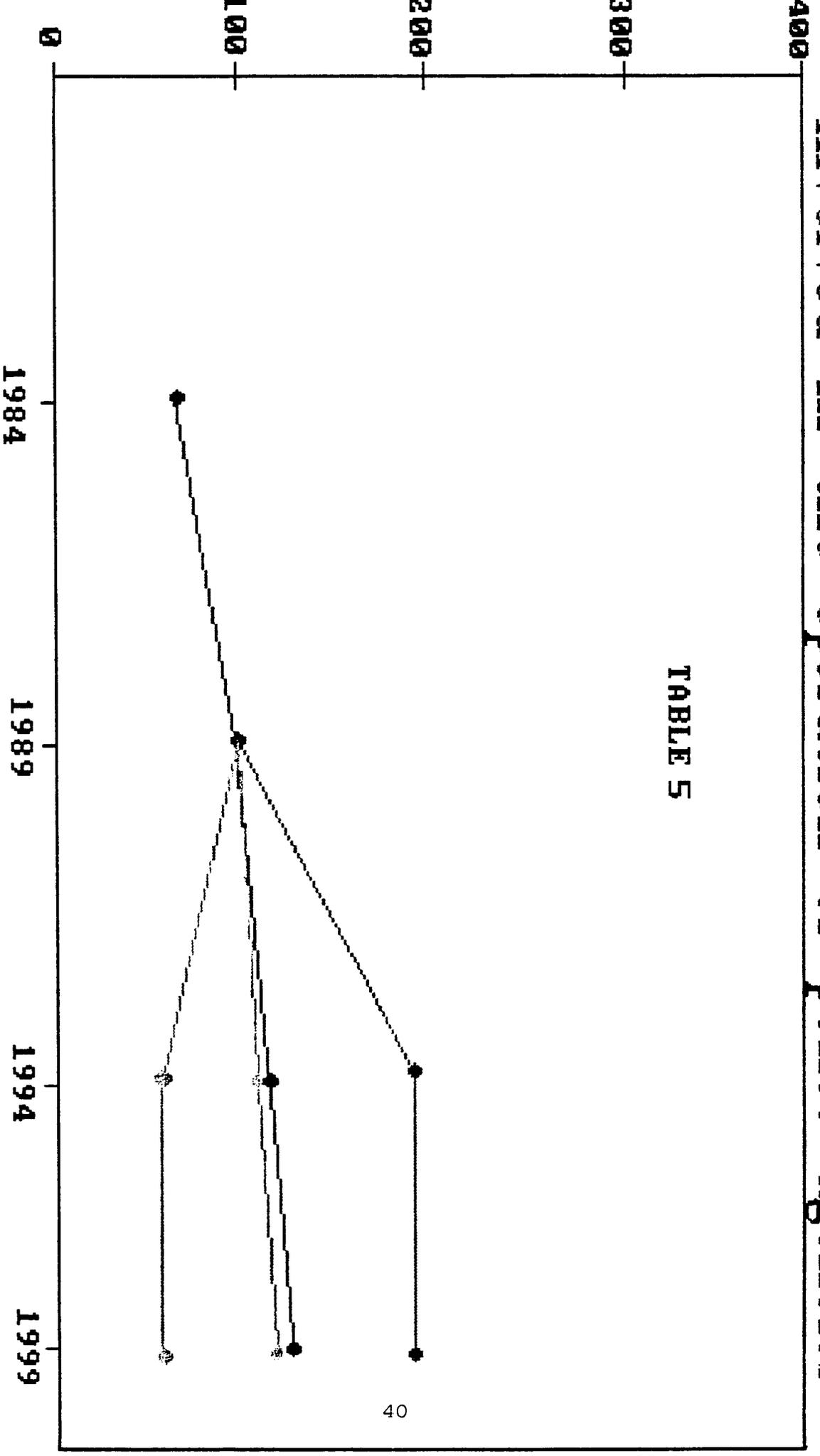
T-3 The extent to which minority officers enter entry and management levels of Law Enforcement

TABLE 4



1-4 Degree to which special interest groups become involved in the operation of police agencies

TABLE 5

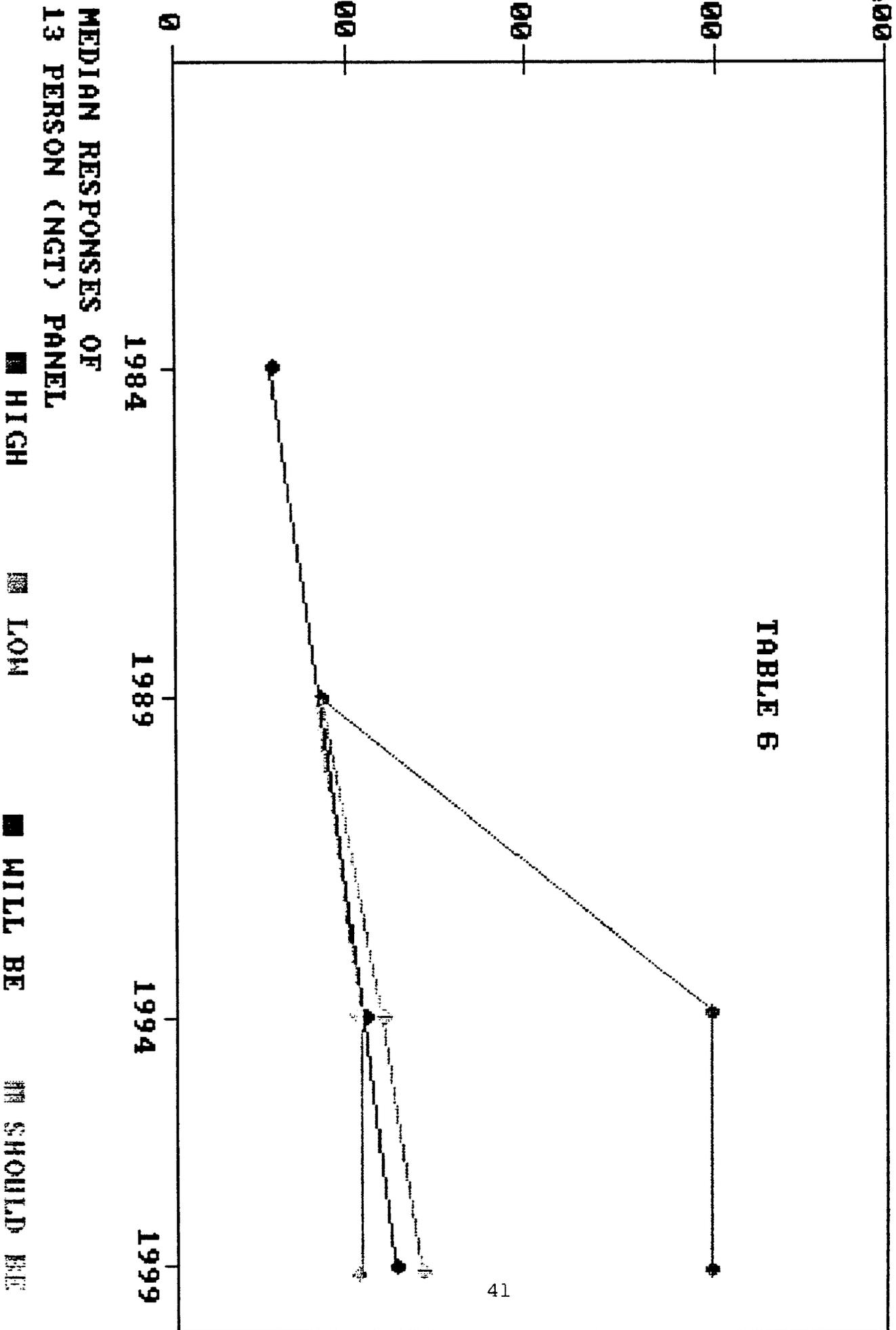


MEDIAN RESPONSES OF 13 PERSON (NGT) PANEL

■ HIGH ▣ LOW ■ WILL BE ▣ SHOULD BE

T-5 The level to which Law Enforcement is civilized.

TABLE 6



CRITICAL EVENTS

The (NGT) panel then repeated the process of offering and screening events based on the criteria of the events being clear, comprehensive, balanced, and policy relevant. Once again, the value of forecasting the event was stressed. The (NGT) voting method narrowed the events to the most important five.

E-1 All positions within police departments which are non-confrontational are civilianized.

E-2 Minorities hold 50% of all law enforcement positions.

E-3 Federal and State governments refuse funding to local agencies that do not reflect the make up of the community.

E-4 Affirmative action programs are ruled unconstitutional.

E-5 Police agencies can no longer fill vacancies, due to a lack of applicants.

SUMMARY INTERPRETATION OF TABLES #7, #8 AND #9

Table #7 - depicts the median response to the question, "what year will the probability of this event exceed zero? The table additionally records median responses for the probability of

occurrence in the year 1994 and 1999. Table #8 and #9 charts the cumulative probability estimates for each of the events.

EVENT DATA HIGHLIGHTS

E-1 All positions within a police department which are non-confrontational police functions are civilianized.

The (NGT) panel saw this first becoming a probability by the year 1994. They felt strongly that non-confrontational functions would be completely civilianized by that year and that would be the norm in the future.

E-2 Minorities hold 50% of all law enforcement positions.

The (NGT) panel forecasted 1998 as the first year where the probability of this event occurring exceeds zero. They felt strongly that minorities would hold 50% of Law Enforcement positions by 1999.

E-3 Federal and State governments refuse funding to local police departments that do not reflect the make up of the community.

The (NGT) panel forecasts a probability of this occurring by 1995. The forecast was heavily influenced by the June 1989 rulings by the Supreme court that reflected procedural conservatism in the

area of affirmative action. Several panel members thought that this rightward drift would limit opportunities for women and other minorities.

E-4 Affirmative Action programs are ruled unconstitutional.

The (NGT) panel forecasted a probability of this first occurring by 1993. Once again, the January 1989 rulings by the Supreme court that reflected procedural conservatism in the area of affirmative action influenced the probability forecast by the panel. They felt that the court had significantly lowered the barriers protecting court-approved affirmative action programs from challenges by white workers.

E-5 Police agencies can no longer fill vacancies, due to a lack of applicants.

The (NGT) panel forecast the first probability of this occurring to be 1993. They also saw this having the most negative impact on the issue area.

TABLE 7

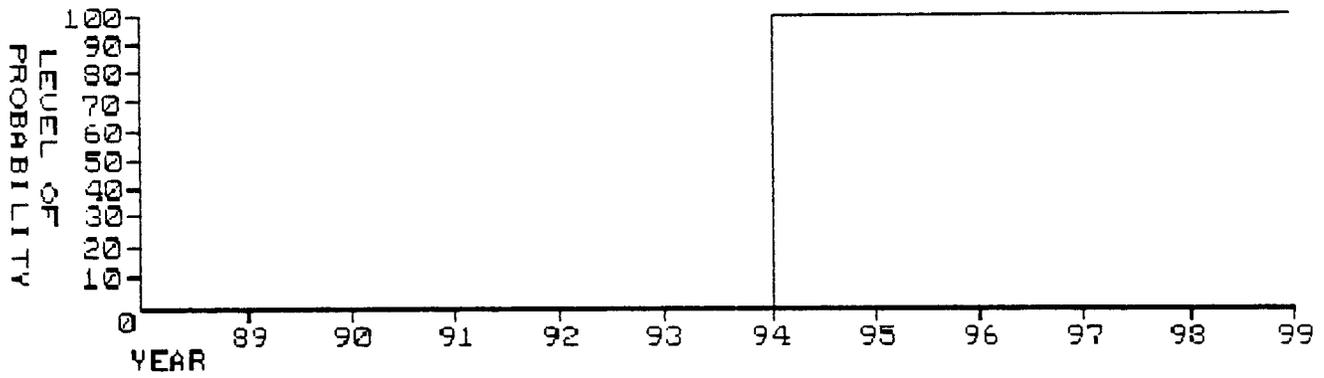
EVENT EVALUATION TABLE

45

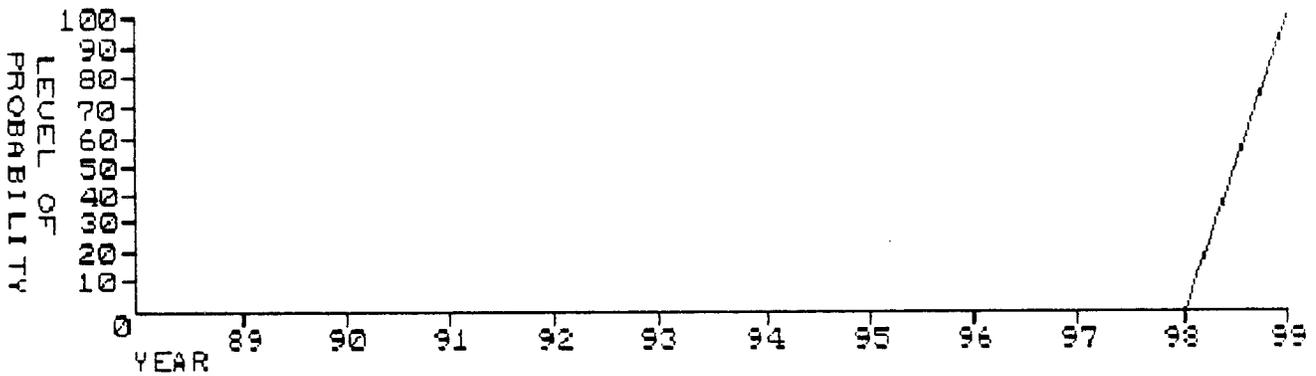
EVENT STATEMENT	PROBABILITY			IMPACT ON ISSUE AREA IF THE EVENT OCCURRED	
	YEAR FIRST TO EXCEED ZERO	FIVE YEARS FROM NOW (0-100)	TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
E-1 All positions within a police department which are non-confrontational police functions are civilianized.	1994	100	100	6	1
E-2 Minorities hold 50% of all law enforcement positions.	1998	0	100	10	1
E-3 Federal and State governments refuse funding to local police departments that do not reflect the makeup of the community.	1995	0	60		6
E-4 Affirmative action programs are ruled unconstitutional.	1993	35	40		7
E-5 Police agencies can no longer fill vacancies due to a lack of applicants.	1993	40	75		8

MEDIAN RESPONSE OF 13-MEMBER (NGT) PANEL

**E-1 ALL POSITIONS WITHIN A POLICE DEPT. WHICH ARE
NON-CONFRONTATIONAL POLICE FUNCTIONS ARE CIVILIANIZED**



E-2 MINORITIES HOLD 50% OF ALL LAW ENFORCEMENT POSITIONS



**E-3 FEDERAL AND STATE GOVERNMENTS REFUSE FUNDING TO LOCAL
POLICE DEPTS. THAT DO NOT REFLECT THE MAKE-UP OF
THE COMMUNITY**

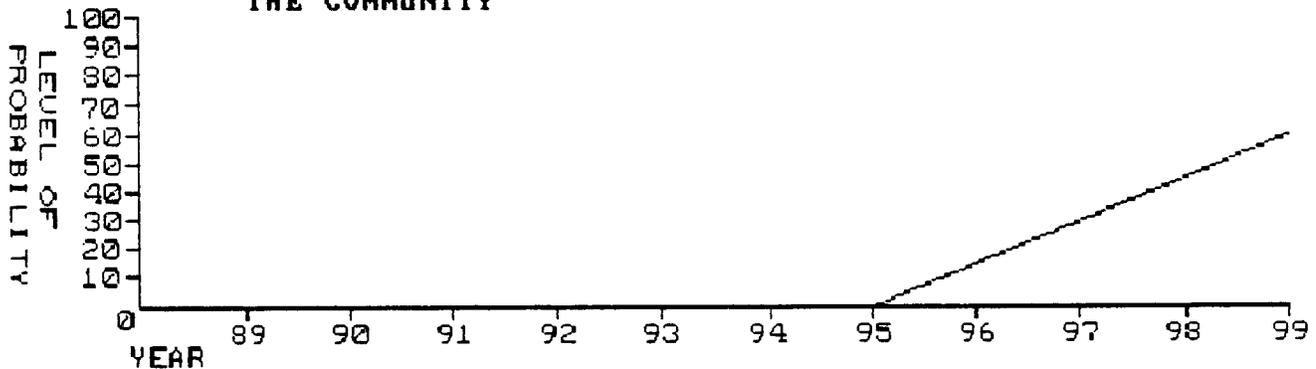
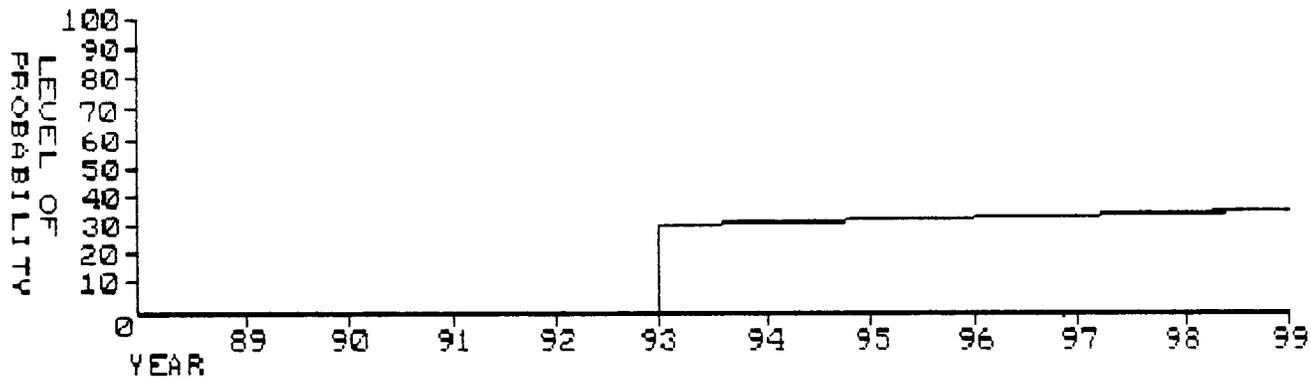
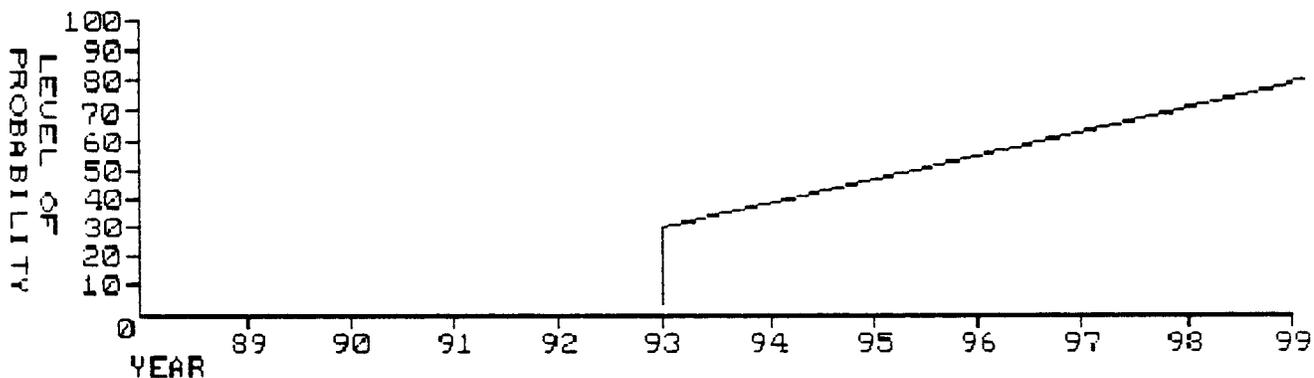


TABLE 9

E-4 AFFIRMATIVE ACTION PROGRAMS ARE RULED UNCONSTITUTIONAL



E-5 POLICE AGENCIES CAN NO LONGER FILL VACANCIES DUE TO A LACK OF APPLICANTS



CROSS IMPACT EVALUATION SUMMARY

The actual occurrence of these events could have an impact on the probability of each of the other events and trends. This cross-impact analysis is shown in table 10, and revealed a great deal of inter-relativeness among the events and trends.

CROSS IMPACT DATA HIGHLIGHTS

The impact of events is described in increased or decreased probabilities while the impact upon a trend is described in the level or direction of that trend.

IMPACT ON EVENTS

Event One

In 1967, the President's Commission on law enforcement and Administration of Justice reported, "Many tasks now performed by sworn personnel do not require police skills. Many tasks now performed by sworn officers should be assumed by civilian personnel within a department. Should all positions within a police department which are non-confrontational become civilianized, recruitment problems will decrease and departments will more easily fill sworn positions."

E-1 IF ALL POSITIONS WITHIN A POLICE DEPARTMENT WHICH ARE NON-
CONFRONTATIONAL BECOME CIVILIANIZED...THE PROBABILITY OF...

E-2 Minorities holding 50% of all law enforcement positions (100%)
does not change.

E-3 Federal and state governments refusing funding to local police
departments that do not reflect the make up of the community
(60%) does not change.

E-4 Affirmative action programs being ruled unconstitutional (40%)
does not change.

E-5 Police agencies no longer capable of filling vacancies, due
to a lack of applicants (75%) decreases by 50%.

Event Two

Police departments in all communities must selectively target
ethnic groups and women into the ranks of their organizations.
Should minority recruitment ever succeed in filling 50% of all law
enforcement positions, federal and state mandates will decrease and
vacancies will be filled more easily.

E-2 IF MINORITIES HOLD 50% OF ALL LAW ENFORCEMENT POSITIONS...
THE PROBABILITY OF...

E-1 All positions within a Police Department which are non-confrontational being civilianized (100%) is not changed.

E-3 Federal and state government refusing to fund local Police Departments that do not reflect the makeup of the community (60%) is decreased to (-40%).

E-4 Affirmative action programs being ruled unconstitutional (40%) is increased to (90%).

E-5 Police departments no longer able to fill vacancies, due to a lack of applicants (75%) is decreased to 0%.

Event Three

Both the federal and state governments have shown a willingness to become involved in the internal personnel practices of police departments when a callous disposition is taken toward balancing a work force racially and sexually with the community. When they do intercede, minority recruitment can be mandated, affirmative action programs are strengthened and recruitment is disturbed.

E-3 IF FEDERAL AND STATE GOVERNMENTS REFUSE TO FUND LOCAL POLICE DEPARTMENTS THAT DO NOT REFLECT THE MAKE UP OF THE COMMUNITY...THE PROBABILITY OF...

- E-1 All positions within a Police department which are non-confrontational becoming civilianized (100%) does not change.
- E-2 Minorities holding 50% of all Law Enforcement positions (100%) is increased to 200%.
- E-4 Affirmative action programs being ruled unconstitutional (40%) is decreased to -30%.
- E-5 Police Departments no longer able to fill vacancies, due to a lack of applicants (75%) is increased to 105%.

Event Four

The recent shift toward conservatism on the federal supreme court and a shrinking white male work force has introduced the possibility that present affirmative action programs could be ruled unconstitutional. If this should take place, the potential for reaching balanced work forces decreases, it may cause increased state and federal legislative interference and recruitment could be negatively impacted.

E-4 IF AFFIRMATIVE ACTION PROGRAMS ARE RULED UNCONSTITUTIONAL... THE PROBABILITY OF...

- E-1 All positions within a Police department which are non-confrontational being civilianized (100%) is not changed.

E-2 Minorities holding 50% of all Law Enforcement positions (100%) is decreased to 50%.

E-3 Federal and state governments refusing to fund local Police Departments that do not reflect the make up of the community (60%) is increased to 160%.

E-5 Police Departments no longer able to fill vacancies, due to a lack of applicants (80%) is increased to 160%.

Event Five

All police departments today are finding it increasingly difficult to find qualified candidates to enter their departments. Should we ever reach the time when this task becomes impossible, civilianization will increase.

E-5 IF POLICE AGENCIES CAN NO LONGER FILL VACANCIES, DUE TO A LACK OF APPLICANTS...THE PROBABILITY OF...

E-1 All positions within a police department which are non-confrontational positions becoming civilianized (100%) increases to 190%.

E-2 Minorities becoming 50% of all Law Enforcement positions (100%) increase to 180%.

E-3 Federal and state governments refusing to fund local Police Departments that do not reflect the make up of the community (60%) decreases to 20%.

E-4 Affirmative action programs being ruled unconstitutional (40%) decreases to -10%.

IMPACT ON TRENDS

Civilianization will ease recruitment problems. Police departments are beginning to tap the potential for utilizing civilian personnel for the performance of collateral police tasks, particularly those tasks that are clerical and mechanical in nature.

E-1 IF ALL POSITIONS WITHIN A POLICE DEPARTMENT WHICH ARE NON-CONFRONTATIONAL BECOME CIVILIANIZED...THE DIRECT IMPACT ON THESE TRENDS WOULD BE...

- No effect on T-1, future legislation affecting personnel rules and regulations.
- Decrease of 50% in T-2, the degree to which the number of qualified entry level police candidates decreases.
- No effect on T-3, the extent to which minority officers enter the entry and management levels of Law Enforcement.
- No effect on T-4, the degree to which special interest groups become involved in the operation of the Police department.

-- 100% increase on T-5, the level to which Law Enforcement is civilianized.

Women and ethnic groups can be an invaluable asset to the future of law enforcement. As more recruitment is targeted at these groups, legislative interference should decrease, recruitment problems are eased, management and entry ranks become more ethnically and sexually balanced, and special interest group activity is decreased.

E-2 IF MINORITIES HOLD 50% OF ALL LAW ENFORCEMENT POSITIONS...THE DIRECT IMPACT ON THESE TRENDS WOULD BE...

- Decrease of 90% in T-1, future legislation affects on personnel rules and regulations.
- Decrease of 80% on T-2, the degree to which the number of qualified entry level police candidates decreases.
- Increase of 100% on T-3, the extent to which minority officers enter the entry and management levels of Law Enforcement.
- 50% increase in T-4, the degree to which special interest groups become involved in the operation of the police department.
- No effect on T-5, the level to which the Police department is civilianized.

Should the federal and state governments cut funds to police departments, legislative interference increases, recruitment quotas will be imposed, and special interest group activity may increase.

E-3 IF FEDERAL AND STATE GOVERNMENTS REFUSE TO FUND LOCAL POLICE DEPARTMENTS THAT DO NOT REFLECT THE MAKE UP OF THE COMMUNITY ...THE DIRECT IMPACT ON THESE TRENDS WOULD BE...

- 70% increase in T-1, the degree to which future legislation affects personnel rules and regulations.
- 100% increase in T-2, the degree to which the number of qualified entry level police candidates decreases.
- 90% increase in T-3, the extent to which minority officers enter the entry and management levels of Law Enforcement.
- 80% increase in T-4, the degree to which special interest groups become involved in the operation of the Police department.
- No effect on T-5, the level to which Law Enforcement is civilianized.

Should affirmative action be ruled unconstitutional or be more strictly interpreted, legislative interference decreases, qualified candidates become more scarce, minority recruitment suffers, and special interest group activity decreases.

E-4 IF AFFIRMATIVE ACTION PROGRAMS ARE RULED UNCONSTITUTIONAL...
THE DIRECT IMPACT ON THESE TRENDS WOULD BE...

- Decrease of 50% in T-1, the degree to which future legislation affects personnel rules and regulations.
- 60% increase in T-2, the degree to which the number of qualified entry level police candidates decreases.
- Decrease of 70% in T-3, the extent to which minority officers enter the entry and management levels of Law Enforcement.
- Decrease of 50% in T-4, the degree to which special interest groups become involved in the operation of Police departments.
- No effect on T-5, the level to which Law Enforcement is civilianized.

If the present recruitment crisis continues, and police leaders do not specifically target the appropriate employment resources, legislative interference decreases, and more and more positions within the department will become civilianized.

5. IF POLICE AGENCIES CAN NO LONGER FILL VACANCIES, DUE TO A LACK OF APPLICANTS...
THE DIRECT IMPACT ON THESE TRENDS WOULD BE...

- A decrease of 60% in T-1, the degree to which future legislation affects personnel rules and regulations.
- An increase of 100% in T-2, the degree to which the number of qualified entry level police candidates decreases.

- An increase of 30% in T-3, the extent to which minority officers enter the entry and management levels of Law Enforcement.
- No affect on T-4, the degree to which special interest groups become involved in the operation of the Police department.
- An increase of 100% in T-5, the level to which Law Enforcement is civilianized.

CROSS-IMPACT EVALUATION - TABLE 10

SUPPOSE THAT THIS EVENT
ACTUALLY OCCURRED.....

	HOW WOULD THE PROBABILITY OF THE EVENTS SHOWN BELOW BE AFFECTED?					HOW WOULD THE LEVEL OF THESE TRENDS BE AFFECTED?				
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
E-1	X	--	--	--	-50%	--	-50%	--	--	100%
E-2	--	X	-100%	50%	-75%	-90%	-80%	100%	50%	--
E-3	--	100%	X	-70%	30%	70%	100%	90%	80%	--
E-4	--	-50%	100%	X	80%	-50%	60%	-70%	-50%	--
E-5	90%	80%	-40%	-50%	X	-60%	100%	+30%	--	100%

E-1: Civilianization of non-confrontational positions.

E-2: Minorities hold 50% of all law enforcement positions.

E-3: Federal and state governments refuse funding to police departments.

E-4: Affirmative action programs are ruled unconstitutional.

E-5: Police agencies can no longer fill vacancies due to a lack of applicants.

T-1: Future legislation affected personnel rules and regulations.

T-2: Decreased number of qualified candidates.

T-3: Increased number of minorities entering entry and management levels of law enforcement.

T-4: Increased development of special interest groups.

T-5: The extent to which law enforcement is civilianized.

SCENARIOS

HYPOTHETICAL MODE

No one will argue that, in 1989, we had the opportunity to plan strategically for the changing power structure and its affect on the labor force. Maybe we overlooked the issue because it was so obvious.

When we first started to automate record and communications systems in the late 1980's, the clues were there that the old pyramid hierarchy and traditional power structure was losing its effectiveness. It wasn't flexible enough to deal with internal and external change, and it clearly did not meet the needs and values held by the "new breed."

It became clear around 1990 that a trade off was needed. The power elite was going to have to share power to gain effectiveness. But the power elite was too threatened to see this. The Chief of Police Association and the Fraternal Order of Police, fearing the destruction of their organizations, lashed back at those who threatened them, and flexed their collective muscle.

Senate Bill I, a bill that would mandate that 50% of all management positions be held by minorities and women was about to be debated on the senate floor. Lobbyist for the Chief's Association applied

pressure to a conservative senate, and the bill went down to a resounding defeat. In addition, affirmative action, and funding based on affirmative action were ruled unconstitutional.

This action sent a message far and wide to all minority groups: law enforcement was not serious about offering you a career where your abilities could carry you to the highest levels of management. To further protect themselves from new power groups, the power elite insulated themselves from the working force. Several new layers of management were created. It was not unusual to see local police departments with Deputy Chief, Commander, and Inspector ranks.

Rather than reacting with sensitivity to the changing values of the work force, the new breed were viewed as wining and sniveling malcontents that needed to be controlled. The management philosophies of chain of command, unity of command and span of control were stressed.

With the movement of the baby boom generation out of the entry level age group, and with the flight of women and minorities out of law enforcement, incentives were offered to officers to delay their retirement. The average age of the police officer rose to 50 by 1998.

To provide a smoke screen and to prevent legislative interference, selected minorities that would "play the game" were promoted to command positions. Although highly visible, the commands were generally cosmetic. Mary Wong was promoted to the position of Captain of the Monterey Park police department in the year 2000. A new position of Reserve Coordinator was created and her command consisted of ten citizen volunteers. However, when publicity shots were taken, and at all the public events, Captain Mary Wong was highly visible one step behind the Chief.

The Monterey Park police department had not developed as we might have hoped. Power is still held in the hands of a few, and travels through ancient channels one step at a time, until it reaches the patrol officer on the street. The work force is still a homogeneous group dominated by the white male. No one will argue that we had the opportunity, but many still ask why.

NORMATIVE MODE

Jim Smith remembered it as if were yesterday, January 1, 1990. That was the day that he retired as Chief from the Monterey Park Police Department. It was hard for him to believe that it had already been ten years.

He was pleased to receive an invitation from the Asian Police Officers Association to attend the newly appointed Chief's

promotional ceremony. You can imagine his surprise as he walked past the federally funded child care center, on the parade field to view his old department. Although the city had grown from 60,000 to 85,000, the department had decreased from 113 to 70 sworn officers. The new Chief, Mary Wong, explained that advances in technology had allowed them to cut the size of the force and yet increase their services to the community. Much of the new technology came out of the research center at the Federal Police Academy. The next thing that caught his eye was that at least 50% of the department was what they used to refer to in the 1980's as a minority. Women, blacks, asians and hispanics were strongly represented in this department.

As he walked through the ranks of officers with Chief Wong, it became clear that only 40% of the department were sworn officers; civilian employees now made up 60% of the department. Chief Wong explained that these changes did not come easily, and that the old power down police hierarchy had been shaken badly. She told of how, back in 1993, the government was on the verge of mandating 50% of all management positions be held by minorities and women. She expressed relief when the Federal Police Academy prevented this mandate by creating sweeping changes in policy affecting recruitment and promotion of minorities. But, perhaps the most important step was taken when the Federal Academy started teaching the management concept of empowerment and started producing the cadre that today fill the ranks of the Monterey Park Police

Department. Chief Wong also spoke quite frankly about what she labeled the "Miami Syndrome," the increased corruption within the minority ranks of the department in 1993. Chief Wong explained that the department was concentrating on numbers and not quality. Corruption leveled off and virtually disappeared after the department shifted their priorities back to quality.

As they completed the inspection of the police officers, Chief Smith asked about staff officers. Mary kind of laughed as she replied, "You're looking at her." Due to advances in technology, communication was more effective and information could be transmitted immediately to the police officer who was doing the job. Consequently, staff positions were eliminated.

As they concluded the inspection, Chief Wong pointed out representatives from IBM and General Motors in the crowd. "Recruiters," she said with a sense of pride. The United States had reached full employment back in 1995. Since that time, it has been an all out war with private sector over personnel. Law enforcement was holding its own because of its early understanding of changes that were going to take place in the work force. Police departments planned for the transition in power of their organization from power down to concepts of networking and sharing of power. Chief Wong went on enthusiastically about a wide range of innovations that had been implemented to involve every police

officer in the management of the department and to build a commitment on the part of her officers.

Well, it wasn't his department anymore; it wasn't even the old community anymore. He laughed out loud as he drove home. How would his staff have reacted if he had announced, back in 1988, that the Monterey Park Police Department would have a female Chinese-American Chief, and that patrol officers actually viewed themselves as the most powerful persons on the police department?

EXPLORATORY MODE

Frustrated with police executives' reluctance to change, the Federal Supreme Court ruled in 1993 that women and other minorities be promoted to 50% of all management positions. This decision influenced many of the trends and events that guided us to this point in the year 2000. Assured of fair treatment and equal opportunity to be promoted to the highest ranks of the department, women, Blacks, Latins and Asians selected law enforcement at an ever increasing number. In 1998, minorities made up 50% of all law enforcement personnel. Many more minorities had entered the management ranks. This assisted recruitment of new women and minorities. The success of this mandate spawned a series of legislative moves that empowered the employee and rattled the traditional power down organization.

Competition for good, qualified personnel has increased to the point of all out war with the private sector. The sector which best plans for change, and understands the changing work force will ultimately win the war.

Looking back from the year 2000, progress has been made, but we are a long way from Utopia. Old conflicts between the traditional homogeneous power elite, and the new emerging heterogeneous interest groups still fester. The old pyramid hierarchy is slowly being torn down and replaced by more flexible power channels that incorporate more and more people into the decision making process. As the pyramid flattens, we seen increased networking, fewer management levels, and improved levels of employee commitment.

As Chief Smith looks back, he turns his thoughts to the future and again asks himself, how will power relationships change in the future?

POLICY CONSIDERATIONS

This scanning, forecasting and scenario building section generated a number of policy considerations that will be dealt with in the strategic management section of this project.

Among these are:

- 1) The changing work force; the work force will be a cluster of competing power groups with conflicting value systems. What steps will be taken to adjust to these new power groups and the transfer in power that is forecasted to take place?
- 2) The organizational structure: can the traditional power pyramid continue to function when internal and external environments are rapidly changing?
- 3) Technology: will technology allow police managers to rethink organizational structure or will it force change them? Will technology provide a more diversified base of power by spreading information to all levels of the organization, or will technology become the bureaucrat's dream and provide an even stronger central control of employees within the organization?

- 4) Leadership style: Will traditional management styles of strict chain of command and structured clarity of roles be conducive to the changes forecasted to come, or will new leadership styles emerge which support empowering the officer with a feeling of importance and ownership in the organization?

CONCLUSIONS TO THE FUTURE STUDY

This study forecasts that power relationships and the traditional power structure of police organizations will go through major changes in the future. The entry into the work force by increased numbers of women, blacks, hispanics and asians will bring with it a wide range of heterogeneous power groups. This mix of old traditional versus new power groups may result in a new order of things.

Technological advances, civilianization, legislation, and special interest groups will all impact how the police organization looks and functions in the future. No attempt was made at providing a perfect blue print of what the future will be. It would be foolish to offer absolute answers to questions that are still being formulated.

The future is certain to be different from any of the scenarios contained in this report. Hopefully, this forecast has captured

many of the factors that will describe and influence the future. This report is offered only as a recommendation to begin planning for the future today.

STRATEGIC PLAN

STRATEGIC PLAN

INTRODUCTION

The focus of this project thus far has been on the future. The author now analyzes the present environment, internal capabilities, and identifies key players that will be important in the implementation of this plan.

In the futures section of this project, trends and events that will impact the nature of power relationships by the year 2000 were developed. Studying the cross impact of these trends and events on each other, three possible futures were created. In addition, policy considerations were also identified.

Many things became clear in this process. Primary among these, was the realization that any viable strategic plan must be matched with the environment and the internal capabilities of the organization. The purpose of this section is to produce policy and conduct environmental analysis to ensure this match.

Scenario II is the desired future state to plan for strategically. This plan is developed "to help" this future state become a reality. The organizational back drop will be the Monterey Park Police Department.

WHAT SHOULD BE DONE?

The question posed at this point of the project is what steps should be taken to help the desired future state become a reality? What action needs to take place between now and the year 2000 to move the Monterey Park Police Department and other Law Enforcement agencies to the leading edge of this change in the nature of power. For this purpose, the author has provided a six step process.

STEP #1: Study the nature of power in the police organization.

The Commission On Police Officers Standards and Training (POST) and specifically the POST Command College, must take the leadership role in educating law enforcement about the relevance of power to a police organization and the transitions in power taking place today. The entire concept of who holds power, where power is located, and how power is used should be rethought. If we are to have a truly participative organization where each individual of the department feels important, and feels ownership in the various processes of that organization, we must move from a concept of hoarding power and information at the top of the organization and move to a philosophy of shared power.

STEP #2: Rethink Organizational Structure

The time has come for police departments to risk departure from the traditional power pyramid organizational structure. Once an efficient method of dealing with rational, predictable internal and external environments, it no longer provides law enforcement with the ability to proactively deal with change.

It is time for law enforcement to risk piloting new structures that are flexible enough to meet the challenges of unpredictable change. Law enforcement needs to get out and start doing something, not in the traditional sense, but in a new way. H. Ross Perot, former board member of General Motors, described the traditional method. "At GM, the first thing you do is organize a committee. Then you bring in a consultant who knows a lot about the subject. The third thing you do is talk about it for a year." If law enforcement is to have any hope of remaining proactive to change, it must learn to pilot new organizational structures in the real world.

The fastest and most effective way to move toward developing new organizational structure is to get on with it and test it. It should be tested in the field with officers, not in a sterile administrative environment. Involve officers from all levels of the organization. Allow the field unit to lead this project rather than headquarters. Allow the officers to feed back their feelings and let them do the selling for you.

Remember that "Any new idea is, by definition, disruptive" (18). Response to the complexity of change must be fluidity not rigid structure. One organizational structure is not sufficient for each unique police department working within a unique environment. Open systems must be deployed by police departments in a way similar to how biological organisms react to changes in the body.

Police departments need to begin to look at the middle of their organizations between the first-line supervisor and the senior police staff. This part of the organizational structure has a tendency to be over-staffed to the point of obesity. This slows the organization's ability to react to change and swells the disparity between the power brokers and the less powerful police officer. "Opportunity enhancement begins with organizational structure. It is within this structure that career paths and job ladders are established. This is also where empowerment must start. One method of doing this is to flatten the hierarchy" (19). By doing this, you remove levels. This change in structure must be supported by an equally great change in organizational culture emphasizing pride, commitment, collaboration, and team work. Most of all, it must be accompanied by a vision of empowerment of the police officer.

The bureaucratic structures where the people who make decisions are separated from those who do the work are dying. Traditional police structures that emphasize authoritative control with rigid

divisions of labor must be replaced by collaborative, team oriented structure where all segments act as an integrated whole. Team concepts and the carrying out of work by task forces and project groups with control over the process encourages the sharing of power by more and more people.

Alvin Toffler suggests that the future organizational structure may be one of "Ad-hocracy;" a free form kinetic organization. In this structure, task forces are brought together to solve short term problems, then are disassembled and employees are reassigned. This form of organizational structure is common place today in the aerospace industry. George Kozmetsky, co-founder of Teledyne Incorporated, predicts by 2001, 65% of all United States organizational structures will be temporary task force influenced. Future police organizational structure will be flatter, less top heavy, with small task force components, linked together in temporary configurations.

STEP #3: Utilize Technology to Share Power and Information

The growing complexity of the job of law enforcement will dictate that officers in the future will have to have increased educational and technical skills. Hand and hand with technological specialties will be the need to provide autonomy to those occupying those positions. Peter Drucker points out, "The organization of the

future is rapidly becoming reality -- a structure in which information serves structural support" (20).

Police departments need to utilize technology to reshape management structure around the flow of information. This will require different behavior from police leaders. Those levels of mid-management that still exist after thinning out the bulge will find that their positions are far more demanding. Span of control will be replaced by span of communication. "The number of people reporting to one boss is limited only by the subordinates' willingness to take responsibility for their own communications and the relationship, upward, sideways, and downward" (21).

If control is interpreted as access to information, then technology can be used to share this control throughout the department. Technology can provide information in depth, and with greater speed and accuracy than simply reporting to a boss.

An information-based police organization supported by technology requires that the police officer have the willingness to ask questions. It will be information communicated by technology rather than authority that enables the employee and the organization to mutually support each other.

STEP #4: Utilize new management styles that will empower the police officer.

Police Departments must recognize that their employees are their primary source of value, not the primary tool for production. Tom Peters suggests that this is done by involving everyone in everything and utilizing self-managing task forces. Police departments must build working environments where everyone can be listened to, and recognized for their accomplishments no matter how small. Management styles in the traditional police departments have been based on controlling the labor force and in so doing, accumulating and hoarding power. This mind-set will prove disastrous in the future. The major failure of police management styles is the failure to capitalize on the potential of the work force. The power of involvement is unlimited. "Truly involved people can do anything" (22).

Police leaders must begin today to ask a new series of questions: What's the quality of leadership in this organization? Where can I get the resources to make this job better? What opportunities have we made available for the police officer to contribute his ideas on how to do the job better? Police departments can build involvement and the sense of empowering in a number of ways. "The point is to find some window into the process" (23).

STEP #5: Understand and Recruit Effectively the New Work Force

It is the author's opinion that this is the most important step. There must be a substantial effort to recruit various ethnic and sexual police candidates. How can a police department expect to know what it needs to do, if it can't relate to the community that it serves? When recruiting, each department must target the values, and qualities that meet the needs of the department and the community it serves.

Police departments must double the time and money spent in recruiting new police officers. The screening process must move away from judging only measurable qualifications to the gray areas. For example: What kind of team player will this person be? How well will this person function in autonomous task force environments? Police departments must also involve all levels of the organization in recruitment. This places the responsibility of the success of the new hire on everyone.

Police departments must commit themselves to redressing race and gender unbalances in law enforcement. Every department must reflect the composition of the community it serves. Attracting minorities and women into the ranks must be a top priority. It is important that this does not become a numbers game, that the values and the quality of the candidate remains high. A representative number of supervisory, management and executive positions must also

be racially and sexually balanced. Police departments must realize that ethnic groups and women are the fastest growing segment in America. They will double in size and power in the next thirty years and will be the work force of all law enforcement.

STEP #6: Realize that steps #1 through #5 are all interrelated and that they will all cause anxiety and fear among the white male elite.

All of the above steps must begin today, and must be taken simultaneously. There is no point in empowering your employees, if they work in an organization's structure which hoards power and where there is no forum to speak and be heard. Although these steps should be taken now, they should also be taken carefully. Each has hidden political traps. Each step should be taken by a coalition of the new and old power groups.

There is a need for action and a need for sensitive implementation. There must be risk taking without scaring everyone. Most importantly, time must be given for both the new and old work forces to get in sync with the new sharing nature of power.

S.M.E.A.C.

The strategic plan uses the SMEAC model. This acronym represents the various aspects of the strategic plan, they are:

- An analysis of the SITUATION. A WOTS UP ANALYSIS will be conducted to analyze the weaknesses, opportunities, threats, and strengths that underlie the planning process. An internal capability analysis will be conducted to assess and document the organization's strategic strengths and weaknesses. A strategic assumption surfacing technique will identify stakeholders related to the strategic issue being addressed.
- A statement of MISSION.
- A plan for EXECUTION. Utilizing the Modified Policy Delphi and the command staff of the Monterey Park Police Department, candidate policies were generated for the execution of this plan.
- Aspects of ADMINISTRATION and logistics.
- Necessary planning and CONTROL.

ENVIRONMENTAL SITUATION

Weaknesses: A massive shift in demographics; specifically the introduction into the mainstream of thousands of immigrant Asians to Monterey Park has produced tension spawned by fear and racism. This tension not only exists between Mexican and Chinese populations, but also includes Salvadoran, Korean, Vietnamese,

Venezuelan, Japanese and Caucasians. Xenophobic fear exists strongly within the community and is reflected quite emotionally in the struggle for political power between the diminishing white population versus newly developing power groups. This political tension could hurt a healthy transfer of power to new ethnic groups within the department. Law Enforcement will have to make major adjustments in the future to meet these diverse challenges in the environment. A wide variety of ethnic compositions in the environment and internally within the work force, will bring a new array of problems in responding to cultural differences, language barriers and issues associated with non-English speaking victims, witnesses, and suspects. Understanding a variety of values and life styles such as taught by Dr. James A. Ogilvy will become more important as our work environment becomes less and less homogenous. The need for new methods of conflict resolution to deal with racism and diverse communities will become more important. Dr. Linda Groff points out, that traditional problems such as language, family disturbances, domestic violence, and politics will become even more complicated as people from diverse cultural backgrounds are shifted into densely populated areas.

As the white male population shrinks in Monterey Park, the department must look to women and other ethnic groups and accelerate their advancement up to the management level if we are to have any hope of an orderly transfer and sharing of power in the future.

The conflict between the old guard and the new guard will also produce special interest groups which will have major impact on the nature of power within the department. While power transfers in the community, standard bearers for a multitude of causes will try to influence selection of personnel and even promotions within the department.

Opportunities: PACRIM 2000, published by the futures research division of Security Pacific National Bank, forecasts that the city of Monterey Park will become an East Asian financial center. This center will house the Los Angeles metroplex. This metroplex will be the electrical brain center for a multitude of transnational services -- electronic funds, transfers, trade finance, currency risk management, and global funds management. Today, several high rise hotels are being erected to handle the international trade traffic.

This technological expertise, if shared and utilized by Law Enforcement effectively, could provide a multitude of innovative and creative opportunities to eliminate layers of management or to simply communicate within existing power structures more swiftly and thus share information and power in a more balanced method. Association with the metroplex could open up opportunities of privatizing a number of costly services currently performed by the city.

The multi-ethnic community could also provide the department with an employment pool for expanded civilianization of non-confrontational positions, thus reflecting the needs of the community within our ranks.

Threats: Interestingly enough, as millions of dollars flow into the city of Monterey Park, the tax base is dwindling. This shrinking tax base will make it increasingly difficult to provide adequate services to the city. The tax base is shrinking because of cultural concepts of space and privacy, and is aggravated by a reluctance on the part of Asians to report business profits.

The emergence of ethnic gangs, the international networking of Asian crime, will contribute to the community's xenophobic fears. The emergence of women and ethnic minorities in Law Enforcement has, for the most part, been the "result of several major court decisions and a few significant enactments of federal equal employment opportunities legislation" (24). Despite the court's liberal investment in the past, the NGT panel was very concerned with the recent Supreme Court decisions impacting affirmative action in police organizations. USA TODAY ran a headline on June 23, 1989 stating: "Court rulings shift to Bull Conner era." On the day before, the Supreme Court gave white men significant new power to challenge court-approved affirmative action plans, even years after they take effect. These decisions could have long range consequences for the nature of power relationships within

police organizations. A joint issue here is the threat by federal and state governments to cut off funding to police departments which do not reflect the make up of the community. How these two threats cross impact will drive the nature of power within Law Enforcement.

Strengths: For all the weaknesses and threats that Monterey Park's ethnic environment produces, it simultaneously produces a major strength. This strength is a mixed population from which to recruit a multi-ethnic work force. Today, 65% of all Monterey Park officers of the rank of agent (acting supervisor) are Asian or Hispanic. Sixty percent of the entry level officer ranks consist of Blacks, Hispanics, Asians and women. On July 7, 1989, the Monterey Park Police Department promoted its first Hispanic lieutenant and its first Asian sergeant.

Another threat, the shrinking tax base, has also created a strength in the form of innovation. Innovation, in turn, has produced increased civilianization, which now accounts for 35% of the department's personnel. Asian task forces have been created, bilingual literature covering a number of Law Enforcement areas of interest to the community are provided, bilingual testing emphasis for entry level positions exist, so does bilingual skill pay for qualified officers, and new aggressive recruitment programs that target women, Asians, Blacks and Hispanics, have been developed.

Organizational Capability and Resources. The second half of the WOTS-UP Analysis is the evaluation of the department's strengths and weaknesses. For this purpose, table #11 and table #12 were utilized. Both of these tables display the department's weaknesses and strengths in initiating and reacting to change.

Data Analysis from Table 11 and Table 12:

Table #11 shows the weaknesses of the department as capabilities controlled by the department rather than resources. The overall picture of the department was positive with vital strengths for change in both resources and capability.

Table #12 shows the internal evaluation affirming that the department has the management and line personnel to make change happen. There will be conflicts within the department between competing power groups and old norms will be changed or tested. The old power pyramid structure is viewed as an impediment to change, and new incentives must be sought to help restructure the agency so that changes in power can take place without the resistance of out of date organizational design.

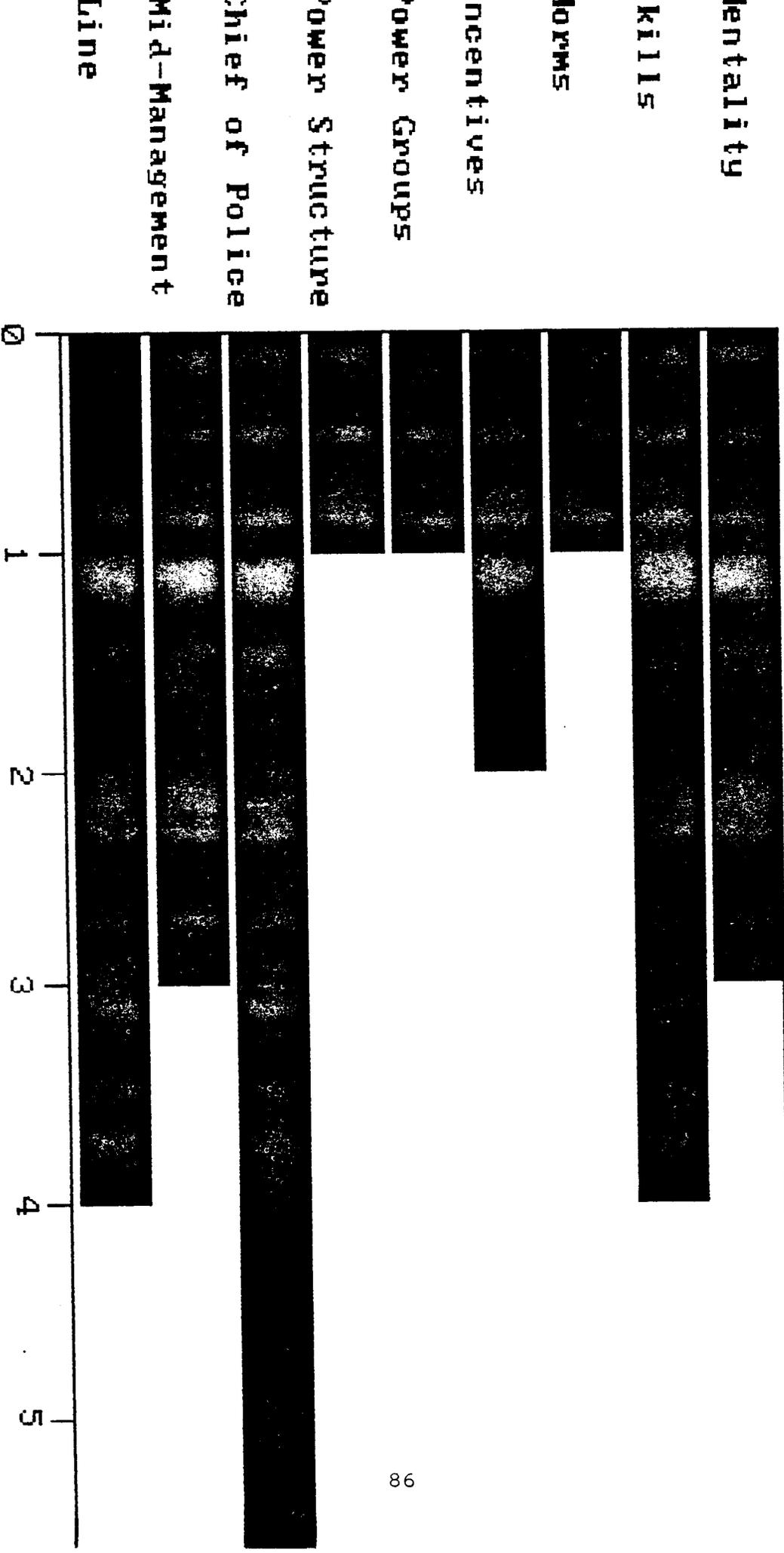
ORGANIZATIONAL CAPABILITY AND RESOURCES - TABLE 11

ETHNIC AND SEXUAL MAKEUP OF WORKFORCE _____	[REDACTED]
TECHNOLOGY _____	[REDACTED]
MANAGEMENT SKILLS _____	[REDACTED]
PROFESSIONAL LEVEL OF POLICE OFFICERS _____	[REDACTED]
SUPERVISORY SKILLS _____	[REDACTED]
TRAINING _____	[REDACTED]
ATTITUDE _____	[REDACTED]
COUNCIL SUPPORT _____	[REDACTED]
MANAGEMENT FLEXIBILITY _____	[REDACTED]
SWORN/NON-SWORN RATIO _____	[REDACTED]
COMMUNITY SUPPORT _____	[REDACTED]
MORALE _____	[REDACTED]
ATTITUDE OF THE CHIEF OF POLICE _____	[REDACTED]
POLICE OFFICERS ASSOCIATION _____	[REDACTED]
MAKEUP OF THE COMMUNITY _____	[REDACTED]

MUST
CRISIS IMPROVE AVERAGE BETTER SUPERIOR

ORGANIZATIONAL CAPABILITY AND RESOURCES - TABLE 12

COMPETENCE



CAPABILITY FOR CHANGE

1 = LOW 5 = HIGH

Stakeholder and Snaildarter Analysis. For the purpose of this project, the term stakeholder will be defined as individuals or groups of people who may be affected by, or who, in turn, may attempt to influence the issue or our strategy to implement change in the Monterey Park Police Department. The term snaildarter will be defined as the not so obvious individual or group who, if they choose to become involved, could cause a problem with our strategy.

The involvement of stakeholders and snaildarters are important to the strategic plan and must be identified and understood. This then allows the preparation of an action plan to deal with their needs. Those stakeholders and snaildarters identified as being critical to the Monterey Park Police Department are listed below. For each stakeholder, points were identified that they are willing to give on, and those points where they will hold firm. To make these assessments, a self-performed stakeholder assumption surfacing technique (SAST) was used.

1. POLICE CHIEF - POSITION: SUPPORT

The chief of police has a solid reputation in the field of Law Enforcement as an administrator who supports the empowering of employees. He frequently takes diagonal slices of the organization and solicits input from every level of the department. His doctoral dissertation in 1983 was a pivotal piece of literature in removing the stereotyping of women as non-police officers and aided

the Los Angeles Police Department in establishing verifiable standards for evaluating the work performance of women.

He encourages the sharing of information and power throughout the organization and uses computer technology to support this effort. He encourages specific recruitment methods to mirror the make up of the community and has been effective in his contacts with the gay community.

The chief would support innovative changes in the work force, organizational structure, management styles and the use of technology to share information. He would, however, oppose any change simply for the sake of change and would be demanding in quantitative and qualitative staff work showing the needs and benefits of change.

Possible Hidden Assumptions and Needs: When the chief is looked at as the man rather than the chief, he comes up with a number of other needs. The chief is the senior officer in the Monterey Park Police Department. Throughout his career, he has been an effective networker. This network of personal relationships has allowed him to deal with a wide range of issues quickly and effectively. He is a skilled lobbyist with the city manager, other department heads, the community and the city council. The chief clearly has safety needs in wanting to protect his department and his job. Any process must take his self-respect into consideration.

2. ETHNIC COMMUNITY - POSITION: SUPPORT

The city of Monterey Park has recently gone through massive shifts in the ethnic make up of the community. Currently, the city is 51% Asian, 34% Hispanic, 14% white and 1% Black. An already established Asian community, coupled with the close proximity to downtown Los Angeles and the Chinatown district, all have acted as incentives for Asians to move to the city. During the late 1970's, there was a real estate boom in Monterey Park, fueled by very big money from Hong Kong buying businesses and residential homes. Popular barber shops and restaurants that served generations of Anglo and Hispanic families were gone over night.

The ethnic community will support a shift in the police department from exclusive white male control to a department that mirrors the make up of the community in all ranks. They will play a very active role in the department's community involvement programs, impacting hiring practices and making sure the department deals with ethnic concerns.

Possible Hidden Assumptions and Needs: Many of the opponents to changes in the power relationships within the Monterey Park Police Department will be the white males police officers and the minority white community. Underlying these objections, are the suspicion and fear of outsiders, particularly those from foreign countries. The ethnic community has a safety need in being allowed to survive and be acculturated into this new environment.

3. POLICE MANAGEMENT - POSITION: MIXED

Like any department, the Monterey Park Police Department is made up of some managers who are innovative risk takers and some managers who are basically traditionalist and are not fond of change. The professional competence of both groups is very high.

Possible Hidden Assumptions and Needs: This management group is all white male and has serious survival needs. They are most concerned that affirmative action legislation may negatively impact promotional opportunities and, ultimately, their careers.

4. CITY MANAGER - POSITION: SUPPORT

Like the chief, the city manager was hired by the city of Monterey Park with a reputation for dealing effectively with multi-ethnic communities and encourages the department's effort to reflect the make up of the community. He would also be supportive of any attempt by the department to thin out layers of management. The city manager has demonstrated his support of empowering management himself. He empowers his department heads with a large degree of autonomy and supports innovation and risk taking.

Possible Hidden Assumptions and Needs: Although this city manager supports empowering employees and encourages the recruitment of new power groups, there exists a real survival issue for him. The prior city manager was encouraged to leave because the old guard white minority voted as a block, and elected a white dominated city

council. This city council directly represents the angry white minority who are frustrated over losing their city to foreigners.

5. CITY COUNCIL - POSITION: MIXED

The city council is divided between Asian and Hispanics who would support change in the department and white city council members who will oppose change in the work force, and in the management ranks.

Possible Hidden Assumptions and Needs: Both factors on the city council represent specific interest groups. At the present time, they have not demonstrated a willingness to compromise over power issues for the good of the department. Council members have even lobbied the chief on behalf of candidates for promotion. This, again, is an issue of new power groups, Asians and Hispanics, striving for a political foothold in the city, and 'old guard' white power groups desperately hanging on to what they view as theirs.

6. THE WHITE MINORITY - POSITION: OPPOSED

Any change in power within the police department away from white males will be viewed as eroding their political power base.

Possible Hidden Assumptions and Needs: None, it is a clear issue of survival.

7. COURTS - POSITION: SNAILDARTER

Affirmative action legislation by the courts opened the doors to new emerging power groups. Recent Supreme Court rulings on affirmative action have clouded the issue. Where will they go from here? Will recent court rulings erode equal opportunity? They will clearly make it tougher for minorities and women to fight work-place rules that discriminate against them.

Possible Hidden Assumptions and Needs: Malcolm Forbes, Jr., the son of the founder of Forbes Magazine, recently told a group of executives, "If you don't support these new rights for your employees, you're only going to make a lot of work for lawyers, politicians, and management consultants." The Supreme Court is also wrestling with the main issues of this project. They are finding it difficult to make decisions supporting affirmative action for women, Blacks, Hispanics and Asians when the white male is becoming the minority in this country.

8. UNITED STATES DEPARTMENT OF JUSTICE - POSITION: SUPPORT

This arm of the federal government has been taxed with the responsibility of enforcing fairness and equal treatment in Law Enforcement employment. They will continue to be the shield and sword for minorities for some time to come.

Possible Hidden Assumptions and Needs: DOJ will continue to get mixed messages from all three branches of government while these power shifts continue.

9. WOMEN POLICE OFFICERS - POSITION: SUPPORT

"Researchers generally mark 1971 as the beginning of the contemporary period for American female police. The past 12-year period has probably brought greater improvement in the status of women in law enforcement, both quantitatively and qualitatively, than the previous 125 years combined. This more or less unexpected renaissance for women in police came about as a result of several major court decisions and a few significant enactments of federal equal employment opportunities legislation" (25). Women will support any activity that will gain for them a piece of the power pie at all levels.

Possible Hidden Assumptions and Needs: Women are understandably concerned about recent court decisions. Critics of affirmative action equate it with quotas and hiring women without regard to merit. Women fear that this is the same mentality that presented them with unreasonable physical requirements in the academy and which barred women from promotional opportunities.

10. THE AMERICAN CIVIL LIBERTIES UNION (ACLU) - POSITION: SUPPORT

The ACLU will be a driver behind many of the new emerging power groups, and any organizational efforts to balance power.

Possible Hidden Assumptions and Needs: If the ACLU is the standard bearer for minority groups, are they prepared to represent the white male police officer in the future?

11. STATE LEGISLATURE - POSITION: MIXED

As more women, blacks, Asians, and Hispanics are elected to the state legislature, more support will be given to change within police departments.

Possible Hidden Assumptions and Needs: The same power struggle exists here. As the balance of power shifts, so will their support.

12. MONTEREY PARK POLICE OFFICERS ASSOCIATION - POSITION:
SNAILDARTER

At the turn of the century, the major concern by police associations was the merit system and the outmoded method of staffing public sector jobs. A few decades later, the issue became a concern for personnel functions. Today, we see an increase in concern for the substance and form of employee welfare and a new militancy in seeking accommodation to employee interest. What has become critical recently is the rapid growth and relative size and strength of the minority police officer. This snaildarter will be the most difficult to predict. It clearly has the potential to collectively speak for all white male police officers and that collective power is potentially awesome! It is unknown if this

group will choose to become involved in this process. If they do, their agenda will be based on survival. If their concerns are not addressed with care, they will certainly become a major obstacle for negotiations.

13. ETHNIC POLICE OFFICER ASSOCIATION

These associations will support change in the power relationship within the police organization. If they work in concert, and in conjunction with women police unions, they will be a powerful source of political power.

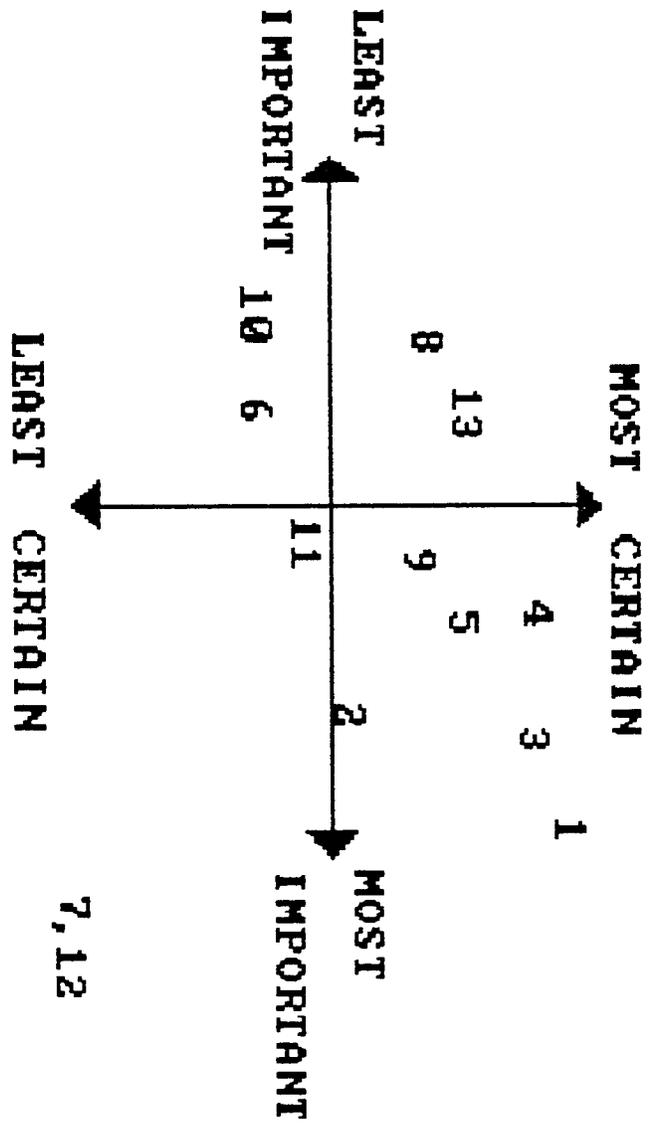
Possible Hidden Assumptions and Needs: Entry level recruitment is going better than entry into the management ranks. Look for this to be the thrust in the future.

SAST Mapping Table 13

The second part of the SAST is the self-performed mapping of the importance and certainty of the stakeholder's assumptions. This SAST map is a visual tool to assist in understanding the above criteria, and will assist in determining what type of leadership style would be most appropriate with each group and what negotiating techniques should be deployed.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE MAP

TABLE 13



- | | |
|---------------------------------|--|
| 1. POLICE CHIEF | 8. D.O.J. |
| 2. ETHNIC COMMUNITY | 9. WOMEN POLICE OFFICERS |
| 3. POLICE MANAGEMENT | 10. ACLU |
| 4. CITY MANAGER | 11. STATE LEGISLATURE |
| 5. CITY COUNCIL | 12. MPPPOA |
| 6. THE WHITE MINORITY COMMUNITY | 13. ETHNIC POLICE OFFICER ASSOCIATIONS |
| 7. COURTS | |

MISSION STATEMENT

To provide a more balanced and equitable sharing of power within the Monterey Park Police Department; to provide an organizational climate that builds and maintains a sense of personal worth and importance for all employees, and to foster a superior quality of organizational life through trust and a commitment to individual and organizational goals.

EXECUTION

A sub-group of the NGT panel, made up of the command staff of the Monterey Park Police Department reviewed the WOTS-UP analysis, and the normative scenario. Twenty-eight policy alternatives (appendix A) were developed "to help" the normative scenario happen.

The process used was the modified policy delphi. Each participant was allowed to submit his policy and discuss the pros and cons of the other alternatives brought to the meeting. The purpose of this process was to solicit a diversity of opinion. Through the modified policy delphi process, the twenty-eight policy alternatives were screened down to the three most feasible and desirable for further analysis.

Policy Alternatives Selected by the Group

1. It shall be the policy of this department to seek to achieve racial and sexual parity with the local work force within Monterey Park. This shall be accomplished through an aggressive outreach program designed to recruit and hire qualified members of all protected classes and defined by Title VII of the Civil Rights Act of 1964 and amended by the Equal Opportunities Act of 1973. It shall also be the policy of this department that, after hiring of these members of our department, no artificial barriers to their retention, promotion or selection will exist in any form. Equal employment opportunities shall be a fact and not just a theory for all employees of the Monterey Park Police Department.

2. It shall be the policy of this department that, despite its efforts to achieve racial and sexual parity with the local work force of Monterey Park, it shall never lower its standards for hiring selection, or promotion in order to accept any person who, in any way, has demonstrated a propensity for unethical or dishonest behavior in their personal or professional life. In keeping with this policy, all managers, supervisors and rank-and-file personnel shall be expected to demonstrate reverence for the law and commitment to community service. No act of dishonesty or unethical conduct will go unpunished and no employee who fails to live up to the highest standards which are expressed in the police code of conduct will be retained as a member of this department.

3. It shall be the policy of this department to seek the involvement of employees on matters that impact their employee satisfaction and effectiveness.

Policy Option #1: It shall be the policy of this department to seek to achieve racial and sexual parity with the local work force within Monterey Park. This shall be accomplished through an aggressive outreach program designed to recruit and hire qualified members of all protected classes and defined by Title VII of the Civil Rights Act of 1964 and amended by the Equal Opportunities Act of 1973. It shall also be the policy of this department that, after hiring of these members of our department, no artificial barriers to their retention, promotion or selection will exist in any form. Equal employment opportunities shall be a fact and not just a theory for all employees of the Monterey Park Police Department.

PROS

1. Provides a vision for this dept. that all opportunities of employment and advancement are open to all sexes and ethnic groups.

CONS

1. This policy will create apprehension within the ranks of the white male police officers, particularly as it may affect their promotional opportunities.

2. Projects an attractive recruitment platform for the new work force.

3. Provides the beginning for a planned transference of power from an all white male organization to a more heterogeneous work force.

4. Commits the department to racial and sexual parity with the community it serves.

5. Supports federal affirmative action guidelines.

2. This policy may, in fact, be in conflict with the conservative drift of the Supreme Court

3. Ethnic parity with the Asian population in Monterey Park will be difficult. This ethnic group frequently brings suspicion and distrust from their land of birth.

4. The white minority in the community will be suspicious of this type of policy.

Policy Option #2: It shall be the policy of this department that, despite its efforts to achieve racial and sexual parity with the local work force of Monterey Park, it shall never lower its standards for hiring selection, or promotion in order to accept any person who, in any way, has demonstrated a propensity for unethical or dishonest behavior in their personal or professional life. In keeping with this policy, all managers, supervisors and rank-and-file personnel shall be expected to demonstrate reverence for the law and commitment to community service. No act of dishonesty or

unethical conduct will go unpunished and no employee who fails to live up to the highest standards which are expressed in the police code of conduct will be retained as a member of this department.

PROS

1. This policy clearly outlines the dept's emphasis on ethical hiring, selection, and promotional processes.
2. Places the responsibility for this ethical process on all members of the department.
3. Prevents a lowering of standards to attempt parity with community.
4. Emphasizes community services.
5. This policy provides esteem at all levels of the department.

CONS

1. Some special interest groups will argue that this policy does not take into consideration cultural disadvantages of certain ethnic groups.
2. This policy could possibly be perceived as being unfair to certain poor socio-economic groups.
3. Police association may find the wording too severe and restrictive.

Policy Option #3: It shall be the policy of this department to seek the involvement of employees on matters that impact their employee satisfaction and effectiveness.

PROS

1. Builds an entrepreneurial spirit of empowerment.
2. The policy fosters the theory that power should be balanced among all employees.
3. Encourages responsibility self-expression and commitment.
4. Creates a vision for the organization that pushes responsibility downward and challenges bureaucratic values.
5. Makes available new types of winning and challenges.
6. Supports the principle that employees should share directly and significantly in the operation of the dept.

CONS

1. Will be viewed as consensus decision making.
2. Will be viewed by some that the dept. is being run by police officers, not police staff.
3. Certain members of staff will view this as threatening.
4. Will take more time to make policy decisions.
5. Creates resentment among older officers who never enjoyed this opportunity.

Negotiation Strategy (Needs Identification): Gerald I. Nierenberg, in his book, "The Art of Negotiations" states, "All issues must be considered negotiable whenever there are human needs to be met." Certainly, in the case of power relationships and their effect on providing law enforcement services, this is the case. The strategy for dealing with the change in power relationships within the police organization is based on three policy statements. It would be a mistake, in the author's opinion, to "completely" negotiate away any of these major components. This does not preclude the give and take process, nor would modifications to these policies be considered non-negotiable.

Both the police department and the citizens of Monterey Park have direct and indirect needs that they want to satisfy. All participants' needs were taken into consideration in the development of these negotiating points. We accept Nierenberg's position that negotiation is a cooperative enterprise. There exists a strong belief that these negotiation positions can be successfully obtained through persuasion and the striving toward goals that can be shared equally.

Those stakeholders and snaildarters identified as being critical to the strategy are listed below. For each stakeholder, points were identified that they are willing to give on, and those points where they will hold firm.

Police Chief: The Chief of police has a solid reputation for supporting affirmative action within the police profession. He has also made it clear that his support of women and ethnic groups does not overlook the need to maintain standards for hiring, selection, and promotion. He will support policy #1 and #2 very strongly. Although he supports empowering and enabling his employees, he will be sensitive to involvement of employees to the point that they begin to dictate policy to the department.

The special strategy in negotiating with the chief will be to identify safety and esteem needs. The chief is considered a very powerful player and attempts will be made to satisfy his needs, rather than dominate him. No attempt will be made to corner the Chief and his self-esteem will be protected at all times. Timing with the Chief is crucial. We need to know when to stop and when to move with him in the cooperative process. Common interest must be sought.

The Chief's safety and esteem needs will be protected while solidifying his support for those components where he has demonstrated a willingness to compromise. This strategy cannot survive without the support of the Chief. The Chief's influence in the community actually increases because of this support. By working together to solve the issue, the department and the Chief move toward mutual goals and needs.

Ethnic Community: While wanting to survive in this new environment, the ethnic community has esteem needs. They need to feel a major part of their new community. The specific tactic in negotiation with this stakeholder is to do exactly that, show them that they are important. This can be done by involving them in all policing activities which directly impact the quality of community life. Ethnic groups will be reminded of our mission statement where we commit ourselves to more balanced and equitable sharing of power. Clearly, this stakeholder is not interested in the status quo. Our tactics will be to strengthen their already strong support by stressing our commitment to their survival, and to assist them as they assimilate into their new community.

Police Management: The police staff of the Monterey Park Police Department is all white male. They know from research that their numbers in the work force will shrink to 25% by the year 2000. They are clearly in a survival mode, and that need must be addressed. This power group must be incorporated into the overall strategy if it is to have any chance of being successful. The work force of the future will be made up of different ethnic groups who hold different values. With this group, policy #2, which dedicates the department to high standards, will be the tactic used to gain their support.

City Manager: The city manager has real survival needs in terms of supporting policies #1 and #2, and dealing with a white

dominated city council that is suspicious of their new Asian neighbors. It was not unusual, during the last election campaign, to read signs that said, "Will the last American leaving Monterey Park please take the flag."

The specific tactic that would be used in dealing with the city manager would be to demonstrate how our strategy will assist him in moving the city back in the direction of an "All-American City." There is also a need to demonstrate how these policies will rid the department of employees who look upon public employment as an opportunity for self-aggrandizement or for the exercise of authority to favor friends, and thereby obstructing the interest of the community both in efficiency and in service to all people.

City Council: Once again, major issues of survival exist for the city council. It is split along racial lines. Hispanic and Asian city council members wanting a more reflective make up of the department, and white council members that perceive entry into the department by ethnic groups, particularly into the management ranks, as being threatening to one more bastion of whitehood.

The specific tactic that will be used with the city council must be carefully planned and implemented. Any appearance that the department is courting one ethnic group over the other would be disastrous. Emphasis on policy #2 would be the best approach to a volatile city council.

White Minority: The very powerful white minority will be adamantly opposed to policy #1. Their interests have been proclaimed and documented as being supportive of moving the city back to the old days when Monterey Park was predominantly a white middle class suburb of Los Angeles. As unrealistic as this position appears, it must be recognized and dealt with.

Specific strategy here would be to emphasize the department's commitment to 'never' lower standards for hiring, selection, or promotion. Emphasis would be placed on the department's commitment to ethical honest police officers. Emphasis would also be placed on policy #3, which commits the department to involvement of all employees on matters that impact their satisfaction.

Courts: An institution that is in transition is the most difficult to plan negotiating strategy for. Policy #1 clearly addresses what has been the court's strong support of affirmative action. Policy #2 would also address many of the current Supreme Court's concerns with past judicial practice. The latest decisions signal a major shift from the court's more liberal days of the 1960's and early 1970's, when civil rights rulings regularly expanded the legal avenues available to minority and women plaintiffs.

Special tactics here would be to emphasize the balanced approach that policies #1 and #2 provide in dealing with past and present concerns of the court.

Women Police Officers: If the Monterey Park Police Department is serious about "an aggressive outreach program" to attract more qualified women to Law Enforcement, they must be willing to change recruitment incentives. Women's issues such as child care, flexible schedules and more flexible leave benefit packages need to be considered.

The American Civil Liberties Union (ACLU): Strong support is expected here. Specific tactics in negotiating will be to solidify this support and our commitment to affirmative action.

State Legislature: Support here will be divided along racial lines. As more and more women and ethnic groups replace male white legislators, they will take action to force change. Monterey Park must be proactive in its approach to this issue, or the city will find itself being dictated to by the courts and the legislature. Policies #1 and #2 send a clear message to the legislature that we have identified the issue and we are committing ourselves to not only numbers, but the absence of discrimination in all ranks. The specific tactic must be to demonstrate to the state legislature that we have more than an academic interest in the issue of affirmative action. Few police administrators will welcome external governmental intervention in the internal practices of their departments.

Monterey Park Police Officers Association: Specific strategy here will be dictated by the Association's stance. If the Association adopts the stance that they will represent all employees, then all policy strategy will be supported. If they view their role as putting forth a survival defense for male white officers, then it must be demonstrated that their concerns are heard and their involvement is desired.

Ethnic Police Officer Association: Strong support for our strategy is expected here. As with the ACLU, we will solidify the support that exists and encourage involvement in major changes to come. Specifically, the Monterey Park Police Department must demonstrate that minority officers are not being placed in empty jobs or commands for the purpose of tokenism.

ADMINISTRATION AND LOGISTICS

Through an analysis of the various needs of important stakeholders and snaildarters, it became clear that individual negotiating strategies needed to be developed and that the timing of implementation was crucial. For those that already supported our policies and strategy the department can begin to take immediate action. For those who do not support the plan, care must be taken to move slowly and meet their specific needs.

For this plan, the Chief of police will have overall administrative and logistics command. The goals and objectives that will give the department direction must come from his office. Implementing policy #3 would begin immediately involving as many power groups as is feasible.

The Chief and his staff must periodically review the strategic plan to ensure that the mission statement is being addressed. Consequently, staff members will be held accountable for objectives being achieved. The department must constantly be tuned into the political situation within the community, and the effect that the department plan may have. The city manager, council and development staff officers are crucial to this plan, and 'must' be involved in periodic reviews. Monthly briefings of city staff and community organizations must also take place. Planning, feedback, and reevaluation must be ongoing.

The department will encourage public awareness to maximize positive publicity, the media will be briefed on the department's progress. When employees break down sexual or ethnic barriers in promotions or assignments, the press will be invited to document the event and aid in our outreach program. The appointment of a department media officer would be beneficial.

The city must also commit itself to the mission statement of the police department. For an effective outreach program to take

place, there needs to be adequate personnel and resources committed to this goal. The budget must allocate sufficient funds for recruiting personnel to be successful.

The department must define what type of police officer it is recruiting. It must then target the areas where the department will be maximizing its efforts in recruitment. Ultimately, the department's success in recruiting the new work force will be directly related to how well it is in selling successful programs and worthwhile activities. The emphasis must be on selective, focused recruitment.

PLANNING AND CONTROL

Throughout the development of this strategic plan, it has been the author's position that the department remain flexible and collaborative in the areas of planning and control. It is not a goal to present one best way to deal with the transference in power. In developing strategy, we looked at the needs of the community and special interest groups. The goal was to provide the department with the understanding necessary to control the balance of power, so that it will meet the needs of as many groups and individuals as possible.

When developing and understanding planning and control issues, the author relied on the work of Dr. Alex Norman, John M. Bryson and

Gerald I. Nierenberg's work "The Art of Negotiating." The internal and external environments for the Monterey Park Police Department will be complex. The environment was seen as having many interdependent and yet unique components. To assist planning and control of this process, stakeholders and snaildarters were identified in an attempt to reduce the likelihood that the department would be surprised.

For the purposes of planning and control, this project offers "one" strategy to deal with the nature of power relationships within police organizations. It outlines comprehensive strategic concerns and apprehensions by different sections of the community. By demonstrating the linkage between strategy and negotiations, alternative approaches with feasibility and desirability were generated. We have known for some time that organizations are made up of people. These people have different agendas and different needs. Some people have the ability to express their needs in an intellectual manner, others approach issues with strong emotional feelings. It is for these reasons that those responsible for planning and control of this plan must begin to move away from intuitive predictions and direct energies in developing systematic inclusive strategies that still hold this plan as important, but also elevates the process of control to a level of equal importance.

TRANSITIONAL PLAN

TRANSITIONAL PLAN

INTRODUCTION TO THE TRANSITIONAL MANAGEMENT PLAN

This section of the project deals with managing change. Dr. William Bridges says that this transition causes organizations to go through psychological reorientation. Dr. James Belasco concurs by calling change primarily an emotional process, which brings about fear, anxiety, doubt and uncertainty.

How do we, as managers, take control, make progress, and direct circumstances? Although this process blends all sections of a transitional plan, the author will deal with four subject areas: (1) a strategy to deal with change will be recommended, (2) the critical mass will be identified, describing each individual's current level of commitment and the minimum level of commitment required to successfully implement the plan, (3) the management structure will be described which will be utilized to manage the planned transition and (4) technologies and methods employed to support implementation will also be described.

STRATEGY FOR MANAGING CHANGE

The recommended strategy for managing change calls for the rejection of the traditional model of change as being a two phased process: the present problem state and the future no problem

state. The recommended strategy adopts the position that a third phase exists, one of transition. Dr. Bridges calls this phase the neutral zone. This zone, or phase, has a uniqueness that does not exist in the present or the future.

The first action will be to define the desired future state. One method of doing this would be to utilize McKinsey's 7-S framework. That is, we would describe strategy, structure, systems, shared values, style, staff, and skills necessary to help manage the desired future state. One additional suggested item would be a detailed description on the desired future state. By defining this future, it calms some fears of employees and others, and this, in turn, allows more honesty in discussing the present transitional state discussed in the introduction of this project.

During the transition phase, we want to accomplish three major things: manage the change effectively, determine what is to be maintained, and effectively handle the on-going operation of the department.

The recommended strategy calls for strong support from top police management, specifically the police chief and from leading officials in the city government. The strategy will be value driven with the concept that power must be shared throughout the organization and the community. Overcoming initial resistance will be a major priority and it will be accomplished in a number of

different ways. Trust building will be emphasized; this will be assisted by clearly defining goals and driving the vision of this department to every fiber of the organization with enthusiasm.

The need for change will not only be communicated, but will be understood by the employees and the citizens that the department serves. In doing this, a great deal of time will be directed at selling the problem. That is, what are the consequences of not moving to the future state? Internally, we will assess our organization's readiness and willingness for change by utilizing the WOTS-UP, capability and commitment analysis. This strategy will involve not only all the employees of the department, but will seek the involvement of major stakeholders, and it will secure the involvement and commitment of the critical mass. Most of all, this will be a strategy that will encourage a willingness to take risk, and will be dedicated to long term perseverance to work through transitional states.

This strategy places the responsibility to plan, guide, and implement change with the department managers. They will have the responsibility to precipitate and shape change in order to benefit the organization. Negative energy will be redirected and managed. Conflict and resistance will also be managed rather than attempting to order it away or suppress it. Conflict will not be fought, but understood and viewed as an opportunity for creating change and benefitting the organization.

This is the recommended strategy for handling change in the Monterey Park Police Department. It places importance in the present, the transition state and in the future. It is a strategy that calls for involvement and commitment on a broad scale. It is descriptive and is based on communications and realizing how to communicate to each person in the process.

CRITICAL MASS

After developing a strategy for change, it is imperative that the "critical mass" be identified and that their commitment to your strategy be ensured. To identify these individuals or groups calls for a systematic analysis of subsystems, individuals and groups. Dr. Reuben Harris describes this critical mass as the smallest number of individuals who, if they supported change it would be successful, and if they resisted change it would fail. In most cases, this number would be no greater than ten. This critical mass speaks directly to organizational politics and power. If identified as part of the critical mass, you must have that person's support for success.

The following are a list of key players that are relative to this plan. For each individual, I described what I believe to be his or their current level of commitment and what I feel is the minimum level of commitment required from them to ensure successful implementation of the plan. Further, I have described the approach

the author would take with each individual and group to move them to the required level of commitment. This information was plotted in Tables 14 and 15.

CHIEF OF POLICE - POSITION: MAKE IT HAPPEN

During the transitional management phase, the leadership skills of the police chief become increasingly important. It is the Chief who will have the ultimate responsibility for leading the department through this period of change. Change which will produce anxiety among most of his employees and resistance from many. It will be his vision of the future state, and how he perceives the evolutionary process that makes him part of the critical mass. He must be supportive and encouraging throughout this process.

The Chief's relationship with the city manager during this transition is very important. Without the Chief's support, the city manager will most likely not support these changes. It is crucial that they both work in concert when approaching the city council and the community.

The Chief must also take a leadership role in identifying the stakeholders and consolidating their support for his programs. How effectively this transition takes place is directly related to how effective the Chief is in involving these stakeholders and all

levels of his organization in the various phases of implementation. The Chief must also put into place appropriate monitoring programs to ensure that the proper progress is being made and to encourage feedback throughout the transition.

Ultimately, the success or failure of transitional management in the police organization will rest in the office of Chief of Police. How he handles these responsibilities are discretionary for him and he should remain open to negotiating styles and modes of process. What he must never negotiate is his ownership of that responsibility, his vision, and the direction he wants his department to go.

The Chief has a driving desire for innovation and will be a strong supporter of change in his organization. He is a skilled manager who cares about his employees. His position is seen as make change happen, and he will remain in that position by giving him the authority and responsibility for change.

CITY MANAGER - POSITION: LET IT HAPPEN

As the most powerful member of city administration, the support of the city manager for change is crucial. His political survival is linked with the success of his police chief and they must share the same vision of the future state.

The policy issues in this project are not isolated to the police department. Every department in the city will experience a changing work force that will ultimately change power in their organization. Consequently, the city manager should work closely with the critical mass to ensure that the police department transitions in conjunction with the total city structure.

The city manager plays a crucial role in areas of budget, and the political arena. His success in dealing with the city council on these issues of change will determine the success of the chief of police. He is the key player in letting it happen, the relationship between the city manager, chief of police and council will determine if he remains in this position or moves to a more supportive position of helping it happen.

CITY COUNCIL - POSITION: BLOCK IT

As mentioned in the stakeholder analysis, the city council is mixed on support for these changes. White council members are resisting change from a survival position, and ethnic council members are very supportive. It is their control over the city budget and their political control over the city manager and Chief that includes them as a part of the critical mass. In addition, they set the policy and direction for the larger city government.

The entire city council has two major concerns. Who is going to control the police department and is the police department delivering quality service to the citizens of Monterey Park? Ultimately, the city council answers to the people of the community. A community's population that is composed of 86% ethnic minorities. For the police department to deliver quality services to this multi-racial community, it must be delivered by a professional law enforcement work force which understands and is sensitive to the needs of 'all' of the members of the community.

For the transition within the police department to be successful, the city council must be identified and treated as a powerful stakeholder. The council will be least willing to support change that is perceived by them to reduce their control over the police department. The council will, however, be open to the political reality that the community's will must be served, and that these new policies will assist them in carrying out that mandate from the people. With skillful lobbying and cooperative tactics by the Chief and city manager, the entire city council can be moved from the block it position to a position of letting it happen.

PRESIDENT OF THE MONTEREY PARK POLICE OFFICERS ASSOCIATION -
POSITION: BLOCK IT

The Myers, Millias, Brown act mandates that police administration "meet and confer with police associations regarding areas which

affect wages, hours, and working conditions." It would be beneficial for the Chief to involve the association president at the beginning of the process of change, and communicate and solicit feedback throughout the transition.

Previously identified as a snaildarter, the association will also be in transition. As the police department's work force changes, so must the membership of the association if it desires to maintain political influence.

The Monterey Park police association is concerned with survival needs of both its white male officers and the new women and ethnic officers. If the association does not deal with the needs of their entire membership they will suffer fragmenting into smaller fractionalized groups and will decrease in representative political strength. They would, therefore, be open to working with the Chief and department staff to move from a block it position to a position of helping it happen. With their support, both the association and the department move toward mutual goals.

POLICE MANAGEMENT - POSITION: HELP IT HAPPEN

The Monterey Park Police Department's management team consists of Sergeants, Lieutenants and Captains. They are members of the critical mass because they will be charged with heading crucial task forces and carrying out the actual change.

This staff works closely with the Chief, the city manager and the council, and they are all members of the police association. They are representatives of the chief of police and all that that entails. They take his vision for the department and transmit it throughout the organization. At the same time, they must keep their fingers on the pulse of the organization and transmit feedback up to the Chief so that he can maximize his decision making.

They are also role models for subordinates and all that that entails. They must set the example of excellence which their subordinates can use as a guide and direction for their careers. The police staff must be management oriented and yet remain sensitive to the needs of the work force.

The police staff is the linking pin for this process. If lead effectively by the Chief, they will move from simply helping it happen to a position where they will make it happen.

Table 14 and 15

Both of these charts graph the commitment, readiness and capabilities of the critical mass to deal with transition.

TABLE 14
COMMITMENT PLANNING TABLE

	POSITION ON THE ISSUE			
	BLOCK IT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CITY MANAGER		Ø →	X	
CHIEF OF POLICE				XØ
CITY COUNCIL	Ø →	X		
POLICE ASSOCIATION PRESIDENT	Ø →		X	
POLICE MANAGEMENT			Ø →	X

Ø = CURRENT POSITION

X = DESIRED POSITION

TABLE 15

READINESS/CAPABILITY TABLE

ACTOR	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
CHIEF OF POLICE	X			X		
CITY MANAGER	X			X		
CITY COUNCIL		X				X
PRESIDENT P.O.A.		X			X	
POLICE MANAGEMENT		X			X	

ACTOR'S ABILITY WITH RESPECT TO CHANGE

MANAGEMENT STRUCTURE FOR PLANNED TRANSITION

This transition is very different from the prechange or the postchange condition and, therefore, a separate management structure congruent with the tasks and organization or resources within this unique state will be needed. The structure that the author feels creates the least tension with the ongoing system and, at the same time, facilitates and develops the new system is a combination of the chief executive and the diagonal slice structures.

THE CHIEF - The Chief was selected to manage this transition for several reasons. The primary reason was to drive the thought through the organization that change and the management of transition is important to this organization. The Chief will take the responsibility of coordinating this transition. Many of the day-to-day operations of the department will fall to the person designated as second in command. The Chief clearly has the clout to mobilize the resources in his organization. He also has the respect of his operating leadership and the community, and the ability to make linkage between many different factions and the critical mass. Although he possesses formal power, he also possesses the requisite interpersonal skills necessary to persuade the parties to the positions of commitment needed for successful change.

DIAGONAL SLICE - In addition to the Chief, an additional structure termed the diagonal slice will also be used. This structure draws personnel from all levels of the organization to relevant subsystems. This structure draws representative groups of people from various functions rather than formal groups. If the best that we can hope for in a person is that he will "let it happen," he should not be in the management structure. It is also recommended that at least one of the persons in the critical mass that will "make it happen," also be included in the management structure.

The author recommends that this diagonal slice include a representative from the different levels of management in the police department, a representative of the Monterey Park Police Officer's Association, a representative from the ethnic community, representatives from the city manager's office and a representative of the city council.

This management structure will systematically lay out action plans and monitor control systems. It will be the job of this management structure to get the organization from here to there, to design the future state that we want to reach, and set timetables for these changes. In handling change in this systematic way, much of the negative energy that will exist when change is resisted will be converted into positive energy directed toward improvement.

It is the author's opinion that this is the most effective management structure for the Monterey Park Police Department for a wide variety of reasons. This structure demonstrates the need to manage change by fixing the responsibility for change management with the Chief. The Chief is also a member of the critical mass and is committed to the level of making this change happen. This structure also adds an additional dimension of total organization and community involvement. This structure is flexible enough to manage the types of work necessary, and produce the innovation to reach both internal and external changes.

Responsibility Charting: Table #16

The management structure for planned transition requires that the "Actors" and their responsibilities be charted out for easier control and understanding.

This process assists in clarifying the various roles and directing the actor toward a specific goal or objective. The actors charted are:

Project Director: Chief of Police

City Manager: Or representative

Council member

President of the Monterey Park Police Officer's Association

Community Representative

Project Manager

R = "Responsibility" to ensure completion.

A = "Approval" is necessary.

S = "Support" is necessary but their approval is not required.

I = Must be informed.

TABLE 16

RESPONSIBILITY TABLE

DECISION ON TASK	ACTORS					
	PROJECT DIRECTOR	CITY MANAGER	COUNCIL MEMBER	POLICE ASSOC. PRES.	COMMUNITY REP.	PROJECT MANAGER
FEASIBILITY PLAN(DEVELOP)	A	S	S	I	I	R
GAIN CITY MGR SUPPORT	R	-	S	S	I	-
GAIN COUNCIL SUPPORT	R	R	-	I	I	-
DEVELOP NEW POLICY	A	S	I	S	I	R
GAIN COMM. SUPPORT	R	R	R	-	-	-
DEVELOP IMPLEMENTATION PLAN	A	S	I	S	-	R
TRAINING/RE-EDUCATION	S	I	I	S	I	R
PROGRAM COORDINATION	A	I	I	I	I	R
RECRUITMENT	S	S	S	S	S	R
EVALUATION	A	S	I	S	I	R

TECHNOLOGIES AND METHODS TO SUPPORT IMPLEMENTATION

At this point in our systematic approach to change in the department, we understand what type of commitment we need to make this change a success. Our next step is to determine how to get this support. To do this, we will employ a number of different technologies and methods. In the case of the Monterey Park Police Department, the following methods are viewed as being the most effective:

ROLE MODEL: The Chief and his management staff are crucial in this process. They must incorporate into their personal behavior the message that change activity is a priority. The chief must create a vision and a goal for the organization and communicate that vision to all employees. By doing this, they establish roles for the employees to emulate.

CHANGING REWARDS: Another technology for supporting implementation is to change the reward system. By doing this, you reinforce a change in priorities that will support your implementation. This method is utilized to break resistance to change by changing what is perceived by the organization as behavior that warrants reward. Are risk taking, innovation and entrepreneurship rewarded by the organization, or does the organization still reward old perceptions of behavior such as quotas and end results only? The Monterey Park

Police Department would reward the output of ideas and the creation of improvements to the organization.

MANAGING ANXIETY AND UNCERTAINTY: When an organization goes through change, uncertainty levels go up. People need positive feedback from the organization that everything will be OK. One method for dealing with this anxiety and uncertainty in the Monterey Park Police Department is to assess the readiness of the organization for change. Various questions will be asked of the organization. What is the dissatisfaction with the status quo? To what degree are there clear and concise goals? It is important that the organization establish an organizational vision. The vision will answer the question: what kind of organization do we want? The Monterey Park Police Department will solicit input and participation by individuals to decrease anxiety, uncertainty and resistance. The department management will go out of their way to communicate to employees how the change is going to impact them. Even more importantly, how will the change impact the ego of that employee? What are the human issues of change? One of America's pioneering industrial psychologists, Harry Levinson, has recently said: "The most critical problem executives have is that they don't understand the powerful impact of change on people." When change is far reaching, employees can spend all of their time and energy coping with it. Overlooking the impact of change on people is, to paraphrase a 19th century statesman, worse than immoral -- it is stupid.

CONCLUSION

CONCLUSION

The only apparent constant today in organizational life is change. The moment you change something, you immediately get resistance. Managers are change agents and, as such, they have a responsibility to the organization and the individuals that make up that organization, to effectively manage change and transition. To the extent that the manager can hold task, structure, technology and people in sync during the transition determines the success of that manager and the organization to move to the future state. Change can be managed if dealt with in a systematic manner. A strategy for change must be created, key players and strategies for dealing with the critical mass must be identified. Management structures for change need to be developed and technologies and methods to support implementation must be employed. By following these procedures, change becomes an opportunity to be capitalized on, not an obstacle to overcome.

By all indications, power relationships within police organizations will go through extensive change which will need to be understood and strategically planned for. The new power structure that evolves will be at once dangerous but promising. The nature of power relationships in the future will be influenced by what decisions are made today. If law enforcement takes its traditionally conservative reactive attitude toward these changes, we will travel a turbulent path which will eventually result in all

out war between aging male white police officers and newly arising power groups. If police management continues to hold total power at the top of a pyramid organizational structure, it will suppress the intelligence and creativity of the new work force. If the emphasis of career recruitment is directed at the rapidly decreasing white male population, then law enforcement will surely face a recruitment crisis and a rapidly aging work force. It will be crucial for law enforcement leaders to understand that the nation's work force is shrinking, and the search for minimally competent employees has become every executive's nightmare. If we do not strategically plan now to attract the "best and brightest" police candidates despite their sex or ethnic background, they will be lured away from entering a law enforcement career. If police leaders hold tightly to the traditional power pyramid structure, they will discover that they can no longer react to a turbulent environment. If technology is used as 'big brother' in an attempt to strengthen central control over decision making and operations, the future will consist of police organizations so internally static that it will not be capable of talking with its own people. If police leadership opts for the management styles which emphasize strict chains of command and span of control, it will result in slow moving channels of communication which will stymie the innovative spirit.

When we look to the future, we have choices and we have alternatives. We should challenge what exists today, and we should

ask the question why. Nothing that we are doing today, or have done in the past, should be spared from review simply because it has worked in the past. The existing distance between line and staff personnel must be decreased. It will only be by decreasing this power gap that line officers will be able to participate in the issues that vitally affect them. Organizational structure should be rethought and technology should be relied on to release the work force to be proactive and creative rather than tightening the grip of central control. Most of all, future law enforcement leaders must recognize that the work force which fills the ranks of law enforcement will be more sexually and ethnically mixed and will reject conservative lines of authority while desiring an important place within the organization. Police leadership of the future must understand that all power influences action, and the police executive who demands absolute power in their organizations will become ineffective, and short lived as executive and managers of the new work force. These new power relationships will call for a profession made up of leaders of a high order of intelligence who are flexible, welcome change and understand the importance of sharing power.

Entire countries have fallen into decline because they did not understand that the nature of internal power relationships that once contributed to efficient government function had changed. This paper sounds a warning to the law enforcement community that dramatic change within the police organization is taking place

today. The present day police organization is in transition, and the future state will be significantly impacted. This project identifies the changing work force, organizational structure, technological breakthroughs and management philosophy as all important actors in shaping the nature of power relationships. These powerful forces will change forever the nature of power within the police organization, how power is used, who has the power, its benefits and dangers.

Because change is the only certainty, police leaders must begin today to understand the philosophy of power, and its importance to the organization. Change should not be resisted or feared, but understood, planned for and directed. Years ago, Thomas Jefferson professed these same views when he stated, "Some men look at constitutions with sanctimonious reverence and deem them like the ark of covenant, too sacred to be touched. They ascribe to the men of the preceding age a wisdom more human, and suppose what they did to be beyond amendment ... I am not an advocate for frequent and untried changes in laws and constitutions ... but I also know that laws and institutions must go hand in hand with the progress of the human mind ... as new discoveries are made, manners and opinions change with the change of circumstances, institutions must advance also, and keep pace with the times."

The author offers this philosophy from the past, to the law enforcement leaders of the future. It is hoped that we don't

accept outdated organizational structures and management styles as the ark of covenant, too sacred to be touched. It is hoped that we never suppose what has been done in the past to be beyond amendment.

The hope and promise for our profession in the future is the understanding that our policy and institutions must go hand in hand with the progress of our new work force. As new discoveries are made, and new truths are disclosed, our operation and procedures must change with the circumstances. Ultimately, the success of future law enforcement will be measured by how effectively police organizations kept pace with the times.

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APPENDICES

APPENDIX A
MODIFIED POLICY DELPHI

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Policy #1

It shall be the policy of this department to seek to achieve racial and sexual parity with the local work force within Monterey Park. This shall be accomplished through an aggressive outreach program designed to recruit and hire qualified members of all protected classes as defined by Title VII of the Civil Rights Act of 1964 and amended by the Equal Opportunities Act of 1973. It shall also be the policy of this department that after hiring of these members of our department, no artificial barriers to their retention, promotion or selection will exist in any form. Equal employment opportunities shall be a fact and not just a theory for all employees of the Monterey Park Police Department.

Policy #2

It shall be the policy of this department that no request, budgetary or otherwise, for personnel or material shall be forwarded outside this department until every possible technological resource and/or alternative means for accomplishing the task for which resources are thought to be needed have been analyzed and evaluated as potential alternatives. It shall further be the policy of this department to minimize the use of sworn personnel resources for any job not directly related to the primary line functions of a municipal police department, i.e., patrol, investigation, traffic enforcement.

Policy #3

It shall be the policy of this department that despite its efforts to achieve racial and sexual parity with the local work force of Monterey Park, it shall never lower its standards for hiring, selection, or promotion in order to accept any person who in any way has demonstrated a propensity for unethical or dishonest behavior in their personal or professional life. In keeping with this policy, all managers, supervisors and rank-and-file personnel shall be expected to demonstrate reference for the law and commitment to community service. No act of dishonesty or unethical conduct will go unpunished and no employee who fails to live up to the highest standards which are expressed in the Police Code of Conduct will be retained as a member of this department.

Policy #4

Work with the chief of police, the police command staff and representatives of all employee organizations to build an entrepreneurial spirit of empowerment. This policy will foster the theory that power should be balanced among all employees and not be an exclusive privilege of rank, race or sex.

Policy #5

Create an organizational climate that is focused on the future and the immense opportunities to find out what is possible.

Policy #6

Formulate organizational goals that encourage responsibility, self-expression and commitment.

Policy #7

Create a vision for the organization that pushes responsibility downward and challenges bureaucratic values.

Policy #8

Bridge the gap between work force expectations for advancement and organizational realities by redesigning job descriptions to enhance responsibilities and challenges.

Policy #9

Drive the vision throughout the organization that innovation and entrepreneurs are supported at all levels.

Policy #10

To recruit and retain quality police officers, and to promote innovation and entrepreneurship, the department will create new structures with new relationships and reward systems.

Policy #11

Plan for the future by studying organizational goals to determine if they take advantage of trends in the labor supply and in the expectations, aspirations, qualifications and values of people.

Policy #12

Base planning for the future on trends and developments in the supply of people.

Policy #13

Establish a training policy which focuses on the department's needs five years out based on employee's aspirations.

Policy #14

Rethink organizational reward systems to find rewards and recognition systems other than promotion.

Policy #15

Redesign the department's recruitment philosophy to emphasize the job seeker as a customer, with the understanding that job characteristics and job opportunities have to satisfy the customer.

Policy #16

Redesign the recruitment and promotional system from one that attracts a heterogeneous labor market consisting of mixed sexes, ethnic groups, and value systems.

Policy #17

The Monterey Park Police Department will involve the community in all policing activities which directly impact the quality of community life.

Policy #18

The Monterey Park Police Department will seek the involvement of employees on matters that impact their employee job satisfaction and effectiveness.

Policy #19

The Monterey Park Police Department will re-skill and educate its officers to realize the value and full potential of information technology.

Policy #20

The Monterey Park Police Department will broaden the agency's definition of success and make available new kinds of winning and new challenges to provide esteem at all levels of the organization.

Policy #21

The Monterey Park Police Department supports the principle that employees should share directly and significantly in the operation of the department.

Policy #22

The Monterey Park Police Department encourages all employees to participate in defining management goals and standards of the department.

Policy #23

It shall be the policy of the Monterey Park Police Department to only recruit police officers who have B.S. degrees or higher in management, computer technology, chemistry, genetics, or criminology.

Policy #24

It shall be the policy of the Monterey Park Police Department to only hire officers that are bilingual in at least one foreign language.

Policy #25

It shall be the policy of the Monterey Park Police Department to incorporate management and advanced management classes including a 6-month internship at a major corporation as a part of the basic academy.

Policy #26

It shall be the policy of the Monterey Park Police Department to constantly study the concept of regionalizing law enforcement, either in whole or in part, to determine possible benefits for this city.

Policy #27

It shall be the policy of the Monterey Park Police Department to actively recruit potential employees, which assistance from the personnel department. The police department will be a full partner in job fairs, career days, test preparation and candidate screening.

Policy #28

It shall be the policy of the Monterey Park Police Department for the chief of police to provide employee compensation information to the city manager and city council on an annual basis. This information will include salary benefits and all other forms of compensation paid to employees holding similar jobs in this job market. Agencies will not be excluded to large size. The intent is to give a true picture of the job market available to our employees and job applicants.

APPENDIX B
ETHNIC MAKEUP OF MONTEREY PARK

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