130549

A VIEW OF LAW ENFORCEMENT LEADERSHIP FOR THE YEAR 2000

by

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Command College

Class 11

Peace Officer

Standards and Training

(POST)

Sacramento, California

1991

11-0216

SECTION I - INTRODUCTION

A discussion of the processes and methodologies involved in surfacing the general issue question and the sub-issues

SECTION II - FUTURES FORECASTING

An interpretation of collected data on the issue and three scenarios of the issue's future

SECTION III - STRATEGIC PLANNING

A presentation of policies and alternative strategies

SECTION IV - TRANSITION MANAGEMENT

A description of key stakeholders and a management plan to implement appropriate strategies through them

SECTION V - FINDINGS AND CONCLUSIONS

A discussion of project findings, conclusions and future research needs

NATIONAL INSTITUTE OF JUSTICE

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ABSTRACT

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ABSTRACT

The study examines which leadership behaviors will be the most effective
for California law enforcement by the year 2000. The author provides a
review of relevant literature, examines significant trends and events,
constructs alternative futures scenarios, proposes policies and suggests
strategic and transition management plans. The study identifies future
effective leadership behaviors as: creating an atmosphere which fosters
followership; articulating the organizational value and mission statements;
sharing the leader's vision; cultivating a positive organizational image,
and; empowering others to do their jobs. Although intended for law
enforcement, suggested strategies have broad application to other
organizations. Interview summaries; trend and event evaluations;
forecasts; figures; tables; appendixes; references.

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by

Ronnie D. Garner
Commission on POST
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EXECUTIVE SUMMARY

This study presents a view of law enforcement leadership for the year 2000. The author examines which leadership behaviors will be the most effective for law enforcement executives in the future. The project is organized in five parts.

Part One - The Introduction: The general issue question and sub-issues are identified through a literature scan, seminar and interviews with experts. The general issue question is:

> *What behaviors will be the most effective for law enforcement leaders by the year 2000?*

Sub-issue questions which emerged were:

> *How will empowering police personnel increase the effectiveness of law enforcement leaders?*

> *What will be the leader's responsibility in establishing a positive organizational image in the future?*

> *How will leaders comunicate the organizational vision in the future?*

Part Two - The Futures Forecast: Collected data on trends, events and their cross-impacts is interpreted. The projection for the next ten years indicates that:

a. *job-mobility among sworn officers* will continue to increase at a moderate rate, unimpacted by changes in management or leadership;

b. *leadership training among California police executives* will increase and, with management support, the increase will be significant;

c. *employee egoism* and *the ability of police associations to control organizational decision-making* will increase moderately but these trends could be reversed through appropriate policy decisions and effective leadership techniques implemented during the next decade.

Nominal, normative and hypothetical scenarios of the future are developed and presented to illustrate the data analyses.

Part Three - The Strategic Plan: Based upon achieving the normative scenario of the future, the organizational environment is examined and leadership policies are proposed. They are:

1. Create an atmosphere in which members of the organization will comprehend, be stimulated by, and commit themselves to the goals of the organization.

2. Agree upon and propagate a shared vision.

3. Articulate statements of the Department's values and mission.

4. Cultivate a positive organizational image.

5. Empower others to do their jobs.

Part Four - Transition Management: A *critical-mass analysis* identifies the key stakeholders and discusses their positions on strategic issues. *Commitment planning* projects changes needed in those positions to implement the strategic plan. *Negotiation strategies* identify the best appeals to key stakeholders to shift positions. A *transition-plan management structure* is developed to ensure implementation of the strategic plan. Auxilliary methodologies are identified to assist the transition-plan management team in implementing the new policies.

Part Five - Findings and Conclusions: The general and sub-issue questions are answered.

What behaviors will be the most effective for law enforcement leaders by the year 2000?

1. Creating an atmosphere which fosters followership.

2. Propagating a shared vision of the organization's future.

3. Articulating value and mission statements.

4. Cultivating a positive organizational image.

5. Empowering others to do their jobs.

How will empowering police personnel increase the effectiveness of law enforcement leaders?

By empowering police personnel, law enforcement leaders will become more effective through the increased efficiency of their empowered workers.

What will be the leader's responsibility in establishing a positive organizational image in the future?

      1. Convey a positive internal image by actions which are consistent with the Department's values and mission.

      2. Develop a successful community relations program which reinforces a positive external image.

      3. Maintain a positive relationship with the media.

How will leaders communicate the organizational vision?

      Leaders will communicate the organization vision through frequent reinforcement at staff meetings, training sessions, team-building workshops, roll calls and state-of-the-Department addresses. The leader should take every opportunity to express his or her personal vision of the organization's future in order to make it a shared vision.

FOREWARD

Once upon a time in the Realm of Discovery there lived Idea, the radiant son of Knowledge and Thought. A reticent lad who spent long hours listening to birds and observing nature, Idea lived in praise of questions. One question only sent him rushing to the next. The cows, the sheep, the grazing animals accepted him as one of their own, and he spent warm afternoons in the meadows of Truth, pondering new questions.

Elsewhere in the kingdom, where the woods are thick and emit eerie nighttime noises, lived a lass of muscle and will named Action. An offspring of that marriage between Courage and Adventure, she was fascinated with answers. She would take them in and nurture them for months and years on end. Everyone brought their fragile answers to Action.

When at last they met that spring day on the meadow, Idea and Action fell in love. Never mind that they had nothing in common; they were fascinated beyond understanding. So they got married, spending the rest of their lives as much fighting as loving. When they fought, questions and answers careened about like wet, frightenened cats.

But when they loved, they bred children that blended the conflict and power of both, and at times they produced wonders. These were unruly, unpredictable, at times rebellious children. Two of them grew to become the titans of Science and Commerce. All had clear destinies. But the youngest, who did not resemble the other children, who struggled for a place at the table, was Leadership. Over time it would prove itself handy in many situations; indispensable, in fact. But no one quite knew what it was.

(Ghiselin 1990)

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SECTION I: INTRODUCTION

INTRODUCTION

The foregoing fairy tale conveys the concept that *Leadership* is the offspring of *Idea* and *Action*. It is clearly as important as its siblings, *Science* and *Commerce*, but no one quite knows **what** it is.

In preparing this independent study project, the author received frequent advice from well-intentioned educators, POST advisors and colleagues to avoid the morasses of such an amorphous abstraction as *leadership*. Successful independent study projects, they said, are built of sturdier stuff. Surely, they suggested, the writer would lose himself in the tortuous labyrinth of leadership theory from which no man emerges unscathed.

Undaunted by good advice, the author damned the torpedoes and forged full-speed ahead. This more from an unconscious urge to express a vision that seemed clear to him than a desire to defy others.

The writer has long held that it is the duty of law enforcement managers to *lead.* Police managers must instill within others a vision of the organization's mission, the values which guide decision-making, the future state toward which the organization is moving and the importance of each individual in that future. Without this, police managers serve only as custodians of a mindless bureaucracy which preoccupies itself with the *present* at the expense of the *future*.

The issue of leadership in law enforcement, then, is neither broad nor obscure. It consists of the very concrete process of articulating the mission, values and vision of the organization within the context of a long range strategic plan. The question to which this study addresses itself, therefore, involves how police managers may best fulfill their role as organizational leaders in the future.

In an effort to identify *issues, trends* and *events* related to the subject, the author conducted a scan of current literature on the issue, attended a program entitled *"A Day in the Future,"* conferred with an educator/consultant with special expertise in the subject of leadership and interviewed three prominent law enforcement leaders.

A Day in the Future. The author was privileged to attend a program entitled, "A Day in the Future." The keynote portion of the program was a one-day seminar hosted by William Shatner and conducted by Leland A. Russell and The Innova Group at the Beverly Hilton Hotel in Beverly Hills (Appendix A).

The program featured 88 educators, business leaders, futurists and entrepreneurs who offered insights into the future of leadership. Diverse media were used to communicate a "whole-brain" presentation on leadership and the future. The presentation was both exciting and informative.

The focus of the program was the *"GEO paradigm."* The GEO model postulates that three forces are changing our environment; *Globalization,* the shift from narrow, local thinking to broad, global thinking;

Empowerment, shedding cumbersome monolithic structures in favor of more

open, participative models, and; *Orchestration*, moving us toward multi-

dimensional technology which allows us to orchestrate information and ideas

(1). The program suggested that leaders adapt to these three forces in the

following manner:

> **Globalization:**
>> See the Big Picture
>> Bridge Cultural Gaps
>> Adopt a Global Spirit
>
> **Empowerment**
>> Update Continuously
>> Collaborate with Others
>> Cultivate Creativity and Quality
>
> **Orchestration**
>> Build Information Capacity
>> Communicate in Flexible Ways
>> Assimilate New Advances

Attendance at this program and an analysis of the handbook provided

were extremely helpful in narrowing the issues and selecting trends and

events. The segment on empowerment was particularly enlightening and found

much reinforcement in the literature scan.

Summary of Literature Scan. Although many theories and facts were noted

during the literature scan (Appendix B), the subjects of **empowerment,**

vision and **organizational image** appeared often in conjunction with

effective leadership in the following context:

> Effective leaders empower employees to increase the
>
> organization's efficiency (2,3,4,5,6,7,8).

Effective leaders communicate a positive image of what the
organization is and a clear vision of what the organization is to
become (9,10,11,12,13,14).

The literature scan was also helpful in surfacing trends and events
which will be discussed in the next section.

Conference. After attending "A Day in the Future," the writer felt that he
had received a good mix of views on leadership. To confirm that this
external view was representative, the author conferred with Deborah Pettry,
an educator/consultant associated with the Center for Creative Leadership
who has been involved in the study of leadership for many years.

Dr. Pettry reaffirmed the importance of empowerment, image and vision.
She also pointed out, citing *Megatrends 2000*, that one of the recent major
changes in employee/employer relationships is a diminished sense of
employee loyalty to the organization. Employees deem personal growth to be
more important than dedication to the company. This important trend is
expected to continue. In the future, she suggested, *empowerment* may be
used by employers to fulfill the employees' need for personal growth and
encourage individual commitment to the organization. (15)

Summary of Interviews. In order to understand the practitioner's viewpoint
on which behaviors will be most effective for law enforcement leaders in
the future, the writer interviewed three prominent leaders in California
law enforcement.

To facilitate the interview process and avoid confusing the participants, the below definitions were given to each interviewee before the interview.

CONCEPT	OPERATIONAL DEFINITION
Egoism	The habit or tendency of considering or valuing everything from one's own self; the tendency to be self-centered or to consider only one's own interest.
Empowerment	Approving, authorizing and enabling others to participate in the process of change within the organization.
Followership	The ability to translate the organizational vision into behaviors and actions which support the leader and propel the organization toward the attainment of the desired future state.
Leadership	The indispensable social essence that gives common meaning to common purpose, that creates the incentive that makes other incentives effective, that infuses the subjective aspect of countless decisions with consistency in a changing environment, that inspires the personal conviction that produces the vital cohesiveness without which cooperation is impossible (16).
Organizational Image	The overall view or perception of the organization generally held by personnel (internal) and the public (external). This is the unarticulated, imaginary picture of an organization in terms of purpose, values, structure, norms, efficiency and methodology.
Organizational Vision	A clear image of a desirable future state which represents an achievable, challenging and worthwhile long-range target toward which people can direct their energies. This may be articultated in mission statements, annual reports and so forth.

The first interview was with Sherman Block, Sheriff of the County of Los Angeles. Sheriff Block heads the largest sheriff's department in the

United States and is widely recognized as an outstanding leader in law enforcement.

In discussing effective leadership behaviors, Sheriff Block considered *empowerment* an essential technique in developing individual subordinates and creating a sense of program ownership within the sheriff's department. He had just completed a reassessment of his department and issued a new mission statement which was very much value-oriented. The sheriff concluded that individual employees act, generally, within the framework of what is acceptable within the organizational culture. Mission and value statements help define those limits of acceptability.

Sheriff Block envisioned the future of law enforcement leadership to include expanded empowerment to heighten job-fulfillment and strong articulation of leadership's expectations to shape the organizational image (17).

The second interview was conducted with Glen Craig, Sheriff of Sacramento County. Sheriff Craig is also the former head of the State of California Highway Patrol. He is accustomed to exercising leadership in large law enforcement organizations and is generally acknowledged as one of the top leaders in the profession.

Sheriff Craig viewed *empowerment* as the most effective technique that he has used. He felt that empowering others helps develop them and instills self-confidence.

The sheriff further expressed his commitment to establishing a
positive organizational image. It was his view that boosting the *external*
image eventually results in an improved *internal* image. (Employees become
aware of the public perception and adjust their behavior to that standard.)
He saw the future of law enforcement leadership to include more effective
transmission of the leader's vision and organizational image and,
correlatively, a consistency in the decision-making process which supports
the vision and image (18).

Lastly, an interview was conducted with Ronald Lowenberg, Chief of the
Huntington Beach Police Department. He previously served as Chief of the
Cypress Police Department and is a graduate of POST Command College.

Chief Lowenberg said that it was very important to develop a
"management team" and, in order to develop a mutually-supportive team
atmosphere, it was necessary to share some authority with subordinates.
This could be characterized as *empowerment* or *managing participatively*. He
further stated that it was important for a police department to have a
positive *internal organzational image*. He felt that a values statement and
a mission statement "sort of outlined" the image he wished to transmit to
the department.

The chief predicted that future law enforcement leaders would focus on
team building through empowerment and establishing the organizational image
through value and mission statements (19).

Results of the Process. This process of interviews, conferences and

scanning narrowed the scope of the study and suggested that effective

behavior for law enforcement leaders in the future would include:

empowerment; creating an organizational image (internal and external); and,

communicating the leader's vision of the organization's future.

This further led to development of the general issue question:

What behaviors will be most effective for law enforcement leaders
by the year 2000?

Sub-issues which emerged were:

How will empowering police personnel increase the effectiveness
of law enforcement leaders?

What will be the leader's responsibility in establishing a
positive organizational image in the future?

How will the leader communicate the organizational vision?

SECTION II: THE FUTURES STUDY

FUTURES STUDY

To address the general issue question: *What behaviors will be most effective for law enforcement leaders by the year 2000?*, one must envision the professional environment in the field of criminal justice a decade from now.

In this section, three scenarios of this future will be presented. These scenarios were developed by projecting current trends to their logical positions ten years from now; evaluating future events for probability; and cross-referencing the events against the trends for their impacts upon the issue. The scenarios are developed depicting three possible futures based upon the projected trends, events and cross-impacts.

Trends. Through a literature scan of books, periodicals, magazines, professional publications and newspapers; personal interviews with subject matter experts; and consultation with a select in-house committee composed of a civilian management analyst, a lieutenant and three police captains; a list of significant trends and potential events which may influence the law enforcement working environment by the year 2000 was developed and screened for relevance (Appendix C).

A forecasting panel was assembled composed of seven graduates of command college and six businessmen from the private sector (Appendix D). The list of trends (Appendix E) was sent to the forecasting panel members.

Panel members were asked to assume a present level of 100 and evaluate the levels of nine different **trends** at three distinct points in time: five years ago; five years from now; and ten years from now. Members were further asked to give both a "*will be*" and a "*should be*" evaluation for each trend at the *five-years-from-now* and *ten-years-from-now* junctures.

The "*will be*" evaluation reflects what the level of the trend would be if there were no policy intervention or other corrective measures taken. The "*should be*" evaluation represents what the trend might be if appropriate mitigating measures were taken.

A list of nine trends was screened for strategic planning relevance and the following four were retained for cross-impact analysis.

Trend 1:   Will egoism (self-centeredness) increase or decrease among police employees?

This trend was selected for analysis through a literature scan, personal observation and interviews with Dr. Deborah Pettry and the in-house committee. It was noted that when employees center on themselves rather than their jobs, this egoism negatively impacts job interest and the work ethic. A projection of the trend is helpful because future leaders may have to suppress employee egoism in order to build effective teams.

In evaluating the trend, the forecasting panel estimated that police employees are about 10% more self-centered today than they were five years ago. The panel projected that the trend toward egoism would continue and,

five years from now, police employees would be 10% more self-centered than they are today. Assessing the ten-years-from-now juncture, the panel indicated that egoism among police employees would be 15% higher than today.

It is apparent from the "should be" estimates that the panel thought the level of egoism among police employees could be significantly reduced in the future through appropriate mitigation. This projection provides unsolicited confirmation that drafting a strategic plan which addresses egoism in the police work force is both realistic and desirable.

Trend 2: Will the level of leadership training of California police executives increase or decrease?

Part of the GEO paradigm on *empowerment* from *A Day in the Future* suggested that the *three E's* of empowerment are *educate, enable, empower.* To make empowerment work, police executives must be *educated* or trained. This training trend, therefore, is important to future leadership behaviors in law enforcement.

The panel estimated that leadership training of California police executives had increased 20% over the past five years. The group projected that, without intervention, there would be another 20% increase over the next five years and an overall 50% increase by the ten-year mark. The "should be". forecasts are even more optimistic with leadership training for police executives increasing by 30% in five years and 65% ten years hence.

These projections suggest that *leadership* will be widely acknowledged as part of the role of California police executives and a significant increase in leadership training will occur.

Trend 3: Will the job-mobility of sworn police officers increase or decrease?

This trend was selected because high employee turnover usually results in a lack of continuity which makes implementing transition plans difficult. This trend was also identified in the literature scan (20).

Median panel evaluations of Trend 3 projected that job-mobility would slowly increase over the next ten years and that this trend, (uniquely), would not be altered by policy changes or other mitigation. One would infer that the panel considers this trend *market-driven* and thus not susceptible to managerial intervention or leadership practices.

Trend 4: Will the ability of police associations to control organizational decision-making increase or decrease?

It was pointed out at the "Day in the Future" seminar that employee unions are becoming more involved in organizational decision-making (21). This trend may have serious repercussions in terms of leadership dynamics within the organization.

The panel viewed the ability of police associations to control organizational decision-making as having increased by 15% over the past

five years and projected that, unchecked, it would increase another 10% in the next five years and 25% over the next ten years. The group did feel, however, that, with some intervention, the trend could be *decreased* by 10% over the next five years and 20% over the next ten years.

SUMMARY OF TREND FINDINGS. Based upon the cumulative trend statistics, the panel projected that *employee egoism* and *the ability of police associations to control organizational decision-making* would increase at moderate rates over the next ten years. Appropriate policy decisions, effective leadership and other techniques, however, could reverse both trends over the same period.

The group further indicated that *leadership training among California police executives* would increase over the next decade and intervention could augment that increase. The same cannot be said for *job-mobility among sworn officers*, however. The panel viewed the *job-mobility* trend as moderately increasing with no prospects for reduction. One would infer from this projection that the panel viewed the *job-mobility* trend as *market-driven* and, therefore, not susceptible to manipulation by policy or management intervention.

Events. The forecasting panel was also asked to evaluate the probability of seven specific events occurring during the next ten years and their impacts on the issue of effective leadership behaviors in law enforcement (Appendix F). Each event was screened by the in-house committee for relevance and value in strategic planning. The five events selected for the cross-impact analysis are discussed below.

Event 1. *POST establishes mandatory leadership training for police executives.*

This event was selected because its occurrence would accelerate the institution of appropriate leadership behaviors in police agencies throughout the State and have a positive impact upon the issue area.

The forecasting panel indicated that four years would pass before the likelihood of this event's occurrence exceeded zero. They also projected a 40% probability of occurrence *five-years-from-now* and an 80% likelihood ten-years-from-now. One concludes that, although the panel didn't think *mandatory leadership training for police executives* was imminent, the group did indicate there is a good chance of it occurring five years from now and an excellent chance of its occurrence in a decade.

The potential impact of this event on the issue of effective leadership behavior in law enforcement was seen as very positive.

Event 2. *POST-accreditation requires agencies to submit department values, goals, objectives and mission statements for certification.*

This event was selected because its implementation would channel California police agencies into developing an *organizational image* and articulating a *vision* of what the agency is to become.

Although the median estimate for *Years-Until-Probability-First-Exceeds-Zero* is one year sooner than the same projection for Event 1, the probability at five and ten years was slightly lower. One may infer from this that the panel felt that POST was more likely to begin certifying agency mission statements *prior* to establishing mandatory leadership training for police executives but, over the long run, POST would place a slightly higher emphasis on leadership training for police executives than certification of agency mission statements.

The panel viewed the potential impact of Event 2 on the issue of effective leadership behavior in law enforcement as very positive.

Event 3. *The State consolidates all law enforcement agencies within each county.*

Although this event is unlikely under present circumstances, the probability of its occurrence would increase in times of severe financial distress. It is included in the analysis because its occurrence would have a strong impact on law enforcement leadership behaviors throughout the State.

The forecasting panel indicated there was no chance of the State consolidating law enforcement services within the next eight years. They projected only a 10% likelihood ten-years-from-now. The impact upon the issue area was viewed by the panel as essentially negative.

Event 4. *The United States plunges into a serious recession or depression.*

During times of financial hardship, law enforcement budgets tend to shrink proportionately. The impact of this event upon the issue of law enforcement behavior is something that should be projected and analyzed as good contingency planning.

The forecasting panel projected that it would only be one year before the probability of a serious recession or depression exceeded zero. Twelve of the 13 panel members felt that the probability of a serious recession or depression would be 50% or greater at the five-year mark. Although the median projection was 75% in the *Ten-Years-From-Now* category, only eight members felt that the likelihood of a serious recession or depression would exceed 50%.

The effect of a serious recession or depression upon the issue area was seen by the forecasting panel as uniformly negative.

Event 5. *Unemployment in California hits a 20-year low.*

The panel indicated that this event would not occur within the next five years. The five-year projection was 30% but the ten-year estimate indicated a 75% probability of occurrence.

The potential impacts of low unemployment upon the issue of effective leadership in law enforcement were seen as essentially positive. Low unemployment signals a healthy economic environment which, in turn, means lots of taxpayers and good revenue for cities, counties and the State. This, generally, translates to proper funding of law enforcement and other government agencies.

Cross-Impact Analysis. The preceeding four trends and five events were subjected to a cross-impact analysis by the in-house committee to consider the interrelationships and project the possible outcomes (Appendix G). The following is a summary of the cross-impact evaluation.

Event 1. *POST estabishes mandatory leadership training for police executives.* The occurrence of this event was projected to:

1.1 increase the likelihood of POST certification of agency mission statements by 5%;

1.2 decrease the trend toward police employee egoism by 5%;

1.3 increase the level of California police executive leadership training by 50%, and;

1.4 reduce the ability of police associations to control organizational decision-making by 5%.

Event 2. *POST-accreditation requires each agency to submit the department values, goals, objectives and mission statement for certification.* The projected impacts of this event were:

2.1 an estimated 5% increase in the probability of POST mandatory leadership training for police executives;

2.2 a 5% decrease in police employee egoism, and;

2.3 a 15% increase in the level of leadership training of California police executives.

Event 3. *The State consolidates all law enforcement agencies within each county.* The occurrence of this event was projected to:

3.1 raise the probability of POST-mandated leadership training for police executives by 10%;

3.2 increase likelihood of POST-required certification of agency values, goals, objectives and missions statements by 10%;

3.3 increase by 10% police employee egoism...due mainly to the fact that, as an agency becomes larger, internal alienation becomes more common;

3.4 raise the level of police executive leadership training by 5%, and;

3.5 cut by 50% the job-mobility of sworn officers...since there will be no other law enforcement agencies within each county.

Event 4. *The United States plunges into a serious recession or depression.* The projected impacts of this event were:

4.1 a 5% drop in the probability that POST will establish mandatory leadership training for police executives;

4.2 a 5% decrease in the likelihood of POST requiring each agency to submit values, goals, objectives andmission statements for certification;

4.3 an increase of 10% probability that the State will consolidate all law enforcement agencies within each county;

4.4 a 10% reduction in the likelihood of unemployment in California hitting a 20-year low;

4.5 an increase of 20% in employee egoism;

4.6 a 5% decrease in the level of leadership training of California
police executives, and;

4.7 a 40% cut in job-mobility of sworn officers.

Event 5. *Unemployment in California hits a 20-year low.* The
occurrence of this event would cause:

5.1 a 5% decrease in the probability of a serious recession or
depression nationwide, and;

5.2 a 10% increase in the level of job-mobility of sworn officers.

Futures Scenarios. Utilizing the foregoing analyses and the data from appendixes two and three, three scenarios of the future are presented representing the nominal, normative and hypothetical cases.

THE NOMINAL SCENARIO describes a "most likely" future based upon the modified conventional delphi panel's "will be" projections. This is, essentially, a surprise-free scenario where past and present trends continue at a reasonable rate to their logical level in the year 2000.

Los Angeles Times, Morning Edition, Tuesday, May 22, 2000 - *CONVENTION CENTER TO HOST POLICE CHIEF CONSORTIUM - (Los Angeles) - The California Association of Chiefs of Police (CACP) will hold its annual convention next week at the Los Angeles Convention Center.*

In an interview with Times reporters, CACP President Manuel Garcia said he was particularly pleased with the site committee's selection of Los Angeles as the host city for this year's convention. "In a profession with a work force that has become 40% more culturally and ethnically diverse in just the past 10 years, what more appropriate locale than Los Angeles?", he asked rhetorically.

Workshops offered during the week include: "Police Recruitment in Hispanic, Asian and Black Cultures," "Five Years and Up; Bucking the 10-Year, 25% Increase in Job Mobility Among Sworn Officers," "What To Do When the Mega Bytes; Keeping Up with the Past Decade's 40% Increase in Police

Administration Automation," and "How to Steer the Organization with the

P.O.A. in the Back Seat...25% More Controlling Than in 1990."

President Garcia said that the workshops were specifically geared

toward organizational problems which have surfaced over the past ten years.

He said the 45% increase in female police managers over that period led to

a workshop entitled, "You've Come a Long Way Baby, But Have We?; A Panel

Discussion on Facilitating the Acceptance of Women in Police Management

Positions by Line-Level Officers", and "We Sent Them to School...Did They

Eat the Books?; A Symposium on the Successful Application of Leadership

Training in the Agency" was the result of a 50% increase in leadership

training among police executives without a lot of visible results.

When asked whether the current climate in police agencies makes the

chief's job more difficult, he replied, "More difficult? Probably not.

The job has always been difficult...but it is more complex than it was ten

years ago. There's much more ethnic and culture diversity within the

organization, women occupy legitimate management positions, computers are

everywhere...even in the police cars, the police associations demand so

much more involvement in decision-making...and surveys show that the

general level of employee egoism has risen 15% in the past 10 years.

People are more concerned with self-fulfillment than doing their jobs."

Asked about the future, President Garcia replied, "We've been spending a

lot of time training our top people in leadership. I think they're going

to need it."

THE NORMATIVE SCENARIO describes a "desirable and attainable" future that is based upon the panel's "should be" projections. This scenario presupposes the appropriate policy and leadership interventions having taken place to result in this desired future state. In an effort to clearly contrast the scenarios, the same newspaper article is used.

Los Angeles Times, Morning Edition, Tuesday, May 22, 2000 - CONVENTION CENTER TO HOST POLICE CHIEF CONSORTIUM - *(Los Angeles) - The California Association of Chiefs of Police (CACP) will hold its annual convention next week at the Los Angeles Convention Center.*

In an interview with Times reporters, CACP President Manuel Garcia said that Los Angeles was selected as the host site because police agencies in California have experienced a 50% increase in the ethnic and cultural diversity of their work force over the past 10 years. "Chiefs can come here and feel at home," said Garcia.

Workshops offered during the week include: "Office Esperanto; How to Communicate Work Assignments Despite Language and Cultural Barriers," "Dealing with Women in Management; Adjusting to the Decade's 50% Increase in Female Police Managers," and "The Automatic Police Department; 50% More Automation in Just 10 Years."

President Garcia said, "The workshops are just that...workshops. There is no great crisis confronting law enforcement leaders today. We have the same general trends continuing that we've been dealing with for the past twenty years...increased cultural and ethnic diversity in the work

place, women taking a larger role in management, and technological advances
providing greater capabilities in the office and in the field. These are
not problems as much as they are opportunities to do things better."

When asked whether the current climate in police agencies makes the
chief's job more difficult, he replied, "More difficult? No way!" Chief
Garcia cited recent surveys indicating a 65% increase in police leadership
training and a 20% decrease in employee egoism since 1990.   The Chief
claimed the two statistics were interrelated stating, "Better trained
police executives are utilizing effective leadership techniques to help
employees focus on their assignments. In fact, some of our best-attended
workshops are panel discussions on going beyond team-building in our
organizations to address individual needs for self-actualization among
employees. We have very positive reports from chiefs all over California
regarding the rise in volunteerism in their agencies. We don't hear much
about employee unrest anymore. About the only things police associations
do these days are collective bargaining and the employee picnics."

THE HYPOTHETICAL SCENARIO describes a "worst case" future based upon
the panel's projections of probability and the cross-impact matrix. This
scenario projects a future state in which all events forecast at 50% or
higher probability actually occur and interact.   It is important to note
that Event 4 (serious recession/depression) was by far the highest actor on
the cross-impact matrix.

Los Angeles Times, Morning Edition, Tuesday, May 22, 2000 - CONVENTION
CENTER TO HOST POLICE CHIEF CONSORTIUM - *(Los Angeles) - The California*

Association of Chiefs of Police (CACP) will convene next week at the Los Angeles Convention Center.

This marks the first time in the past five years that CACP has held a convention. CACP President James Brown, on leave from a work-furlough program in Alabama, said, "Hey man, it ain't hard to figure...no money, no meeting." CACP suspended the collection of membership dues during the depression of 1995 and began accepting dues again last year.

Coincidentally, this is also the first time the Convention Center has been used since it hosted the bread lines in 1995-1996.

In an interview with *Times* reporters, CACP President James Brown said that Los Angeles was selected as the host site because it is a major population center and convienently located for many chiefs of police. "Although we're all working hard to recover from the depression, let's face it; not many cities are going to pay good money to send their chief out of town."

Workshops offered during the week include: "Making the Final Cut; How to Avoid the Budget Axe in a Crunch," "Playing Checkers with Real People; How to Meet the Ethnic Composition Requirement," and "Soup without Beans; How to Train and Deploy without a Budget."

President Brown said, "We're doing all we can with very little. Back when we had money, we used to worry about employee morale, team-building and leadership. Today people are just lucky to have a job."

When asked whether the current climate in police agencies makes the chief's job more difficult, he replied. "More difficult? Who you kidding, man? Why do you think a guy on work-furlough from Huntsville, Alabama is running the CCAP? When the government offered all those early-retirements to chiefs of police to reduce the budget during the depression, where do you think all those guys went? Almost all of them were eligible and they all left. The government then regionalized law enforcement services and everybody else left. The only remaining employees are those who couldn't get jobs in the recovery program or the new industries. I'm telling you, we're barely functional."

SECTION III: THE STRATEGIC PLAN

STRATEGIC PLAN

The purpose of this strategic plan is to identify key policies and
strategies directed toward maximizing the impact of effective leadership
behaviors within the Beverly Hills Police Department and achieving the
previously described normative scenario by the year 2000.

The strategic plan will provide a situation assessment, evaluate law
enforcement strengths and weaknesses, identify stakeholders, recognize
policy considerations and structure the implementation plan.

SETTING. This strategic plan was developed within the context of the
Beverly Hills Police Department. The Department consists of 132 sworn
officers and 86 civilian employees serving a city of 33,000 residents with
a budget of over $17 million. The City of Beverly Hills occupies 5.6
square miles of prime real estate between the cities of·Santa Monica,
Culver City and West Hollywood and hosts a daytime population of over
250,000 people.

Although the setting for the strategic plan is the Beverly Hills
Police Department, the organizational structure and interpersonal dynamics
are much the same in any small to medium size California police department.
The author is confident, therefore, that this strategic plan will have wide
application throughout law enforcement in California.

METHODOLOGY.   The following methods were used to develop the strategic

plan:

1.   An analysis was made, with the assistance of an in-house

committee, of the organization's Weaknesses, Opportunities, Threats

and Strengths that Underlie Planning (WOTS-UP).

2.   A capability analysis survey was conducted in the organization to

assess its readiness to adapt to change.

3.   The Strategic Assumption Surfacing Technique (SAST) was used to

identify key stakeholders and their positions relative to the issues.

4.   A mission statement was produced for the law enforcement agency

(macro) and for implementing effective leadership behaviors (micro).

5.   A modified policy delphi was conducted with the in-house committee

to determine the most effective policies.

6.   Negotiation strategies were developed to facilitate policy

implementation.

WOTS-UP Analysis.   This is a narrowly-scoped examination of the

organization's Weaknesses, Opportunities, Threats and Strengths which

Underlie Planning (WOTS-UP) with regard to implementing organizational

change.   It provides background on the environment within which the

strategic plan is to be implemented.   This process enables the planner to

avoid pitfalls and take advantage of unique strengths or opportunities which exist within the organization.

Strengths and Weaknesses are evaluations of internal conditions, whereas Opportunities and Threats are, generally, external to the organization.

WEAKNESSES. The Department lacks internal unity. The officers are well-paid, well-trained, well-equipped and enjoy excellent benefits. There are so few legitimate complaints that widespread apathy exists within the ranks.

There is no obvious need for change. The Beverly Hills Police Department is able to fulfill its mission without reaching peak efficiency.

A recent influx of lateral transfer officers from the Los Angeles County Sheriff's Department has altered the organizational culture.

There is a general expectation among employees that the Department will adjust to individual needs. Policy changes which benefit the organization but cause extra work or effort among employees will not be well accepted.

OPPORTUNITIES. The community is very supportive of the Department and can be counted upon to assist when requested.

Sworn officers, increasingly job-mobile, will continue to lateral to the Beverly Hills Police Department for better pay, benefits and working conditions, thus ensuring the Department of full staffing and fresh, new perspectives on organizational policy and procedure.

The City Council recognizes the importance of the police department in the community and provides ample political and budgetary support.

THREATS. The recent construction of the civic center ran considerably over budget and created a shortfall for this fiscal year. Long term financial impacts from the cost overruns and future lawsuits threaten to seriously impact the city budget for next the five to ten years.

The large, new police building is very decentralized in terms of function. Although the department is a small organization, the employees rarely encounter one another by chance. Much of the "family atmosphere" is being lost.

Gang and drug-related crime are serious problems in the surrounding City of Los Angeles. As drug and gang activities involve larger sums of money and go "up-scale," it may come into vogue for gang members/drug dealers to frequent or inhabit Beverly Hills. At the present time, the Department is neither staffed, nor trained, to deal with a home-based gang/drug problem.

Traffic congestion in the City is frequently close to or at grid-lock. Projections indicate that the problem will only get worse. There are no

"quick-fixes" in sight. This situation makes the City less attractive to
prospective businesses, shoppers, merchants and investors. The potential
loss of revenue and image could negatively impact the City budget and
redirect police resources.

STRENGTHS. The Beverly Hills Police Department is well-resourced. It
deploys 132 sworn personnel over 6.2 square miles on a budget in excess of
$17 million.

An influx of lateral-transfer officers has created a mixture of
previous training and organizational culture within the Department making
change more commonplace and creating a need for policy articulation.

The Department infrastructure, generally, is able to accomplish its
mission and retain the flexibility to adjust to new demands.

The Chief of Police maintains cordial relationships with police
employee groups. This provides a positive atmosphere in which to introduce
change.

Capability Analysis. In developing a strategic plan for effective
leadership in the year 2000, the organization's ability to adapt to change
is critical. Resistance to new policies could thwart the strategic plan
before its beneficial effects are felt. This capability analysis focuses,
therefore, on how readily the organization can adapt to change.

An organizational adaptability survey was conducted within the Department (Appendix H). Sixty officers responded to the survey. The group was composed of 18 detectives, 25 patrol officers, 4 motor officers, 6 supervisors and 7 managers. The survey group was considered representative by virtue of its size and diversity of assignments.

The survey instrument asked the group to evaluate top managers, organizational climate, and organizational competence on the type of attitude those elements encourage toward change in the organization. The attitude rating categories offered were:

1. Static..............refuses to change;
2. Accommodating.....adapts to minor change when necessary;
3. Willing.............readily accepts controlled change;
4. Progressive......seeks beneficial change within environment;
5. Innovative....seeks imaginative, creative change at all times.

The subject group judged that the "top managers" (captains and above), in terms of mentality, skills and knowledge, encouraged an "accommodating" attitude toward change in the organization. The group rated "organizational climate," in the areas of culture, rewards and power structure, as encouraging an "accommodating" to "static" attitude toward change. Lastly, the group rated "organizational competence," in the form of structure, resources, middle management and line personnel, as encouraging an "accommodating" attiude toward change.

Based upon the survey, this is not an organization where people seek change. It will be important in our implementation strategy, therefore, to lay a good foundation for change and maximize all possible leverage before proceeding.

SAST (Strategic Assumption Surfacing Technique). Organizational policy
decisions often generate impacts beyond the organization itself. The
purpose of the Strategic Assumption Surfacing Technique is to clarify those
impacts and identify those affected.

Stakeholder and Snaildarter Analysis. A stakeholder is an entity with
a relationship to an issue. The entity may impact the issue, be impacted
by the issue or merely have an investment in it. A snaildarter is a
previously unidentified stakeholder who, although unanticipated and
uninvited, could dramatically influence policies and actions designed to
impact the central issue.

In this study, the issue will be the implementation of organizational
policy within the Beverly Hills Police Department to promote effective
leadership behaviors in the future. As established in the introduction,
these effective leadership behaviors include the empowerment of
subordinates, the articulation of the organizational mission, the creation
of a values statement and the communication of an organizational image and
vision.

Stakeholders and snaildarters (SD) for these issues include:

1. Chief of Police   7. Police Supervisory Level
2. City Manager   8. Police Line Level Officers
3. Police Officers' Association   9. Police Civilian Employees
4. Police Executive Staff   10. City Councilmembers (SD)
5. Police Division Commanders
6. Peace Officers' Research Association of California (PORAC) (SD)

ASSUMPTIONS. Each stakeholder views the issue from a slightly different perspective. In order to develop appropriate strategies, informed assumptions have been made regarding the stakeholders.

1. Chief of Police
   - strongly supports positive work environment
   - strives to minimize internal turmoil
   - open to new ideas but first weighs their value and support within the organization against the disruption and additional workload they may cause

2. City Manager
   - politically sensitive to all police issues
   - concerned about external image of City and police management
   - prefers labor peace to internal turmoil

3. Police Officers' Association
   - desires to be involved in the decision-making process
   - will present any line level complaint to the Chief, regardless of legitimacy or significance
   - may resist policies that have no clear benefit or involve discipline

4. Police Executive Staff (Deputy Chief, 3 Captains, 1 Lieutenant and a civilian Management Analyst)
   - recognizes the need for effective leadership
   - wishes to exercise leadership within the organization
   - has the capacity to understand the long range impacts of effective leadership behaviors for the future

5. Police Division Commanders (Lieutenants)
   - care about the Department and how it is led
   - wish to be involved in the decision-making process
   - seek their legitimate power within the organization

6. PORAC (Peace Officers' Research Association of California) (SD)
   - will provide legal representation to members of the Beverly Hills Police Officers' Association upon request
   - has a major interest in strengthening police associations throughout the State
   - will use litigation or political influence to promote its interests

7. Police Supervisory Level (Sergeants)
   - care about their subordinates
   - will support new policies if convinced of their usefulness
   - need assurance that new policies will not create new workload
   - wants to be involved in the decision-making process

8. Police Line Level Officers
   - are concerned with meeting own individual needs
   - already have a construct of personal and Department images
   - want to be involved in decisions which impact line-level
   working environment

9. Police Civilian Employees
   - identify as members of the Department
   - feel impacted by policy decisions, even when not directly
   affected
   - want to be involved in decisions regarding their area

10. City Councilmembers (Snaildarters)
    - are extremely sensitive to local public opinion
    - are personally acquainted with individual members of the
    Department
    - wish to be identified as "pro law enforcement"

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST) MAP. The SAST map is
constructed to illustrate the importance and reliability of specific
stakeholders. Those stakeholders characterized as both highly important
and reliable (in terms of the foregoing stakeholder assumptions) should be
viewed as crucial to the success of the strategic plan.

Figure A. STRATEGIC ASSUMPTION SURFACING TECHNIQUE MAP. The positions
of the stakeholders are plotted to reflect: (1) the importance of the
stakeholder to the issue and the organization, and (2) the level of
certainty of the assumptions assigned to the stakeholder.

CERTAIN

             2   4   1

          5   3

        9

           7

             8

UNIMPORTANT _____ IMPORTANT

    6

     10

UNCERTAIN
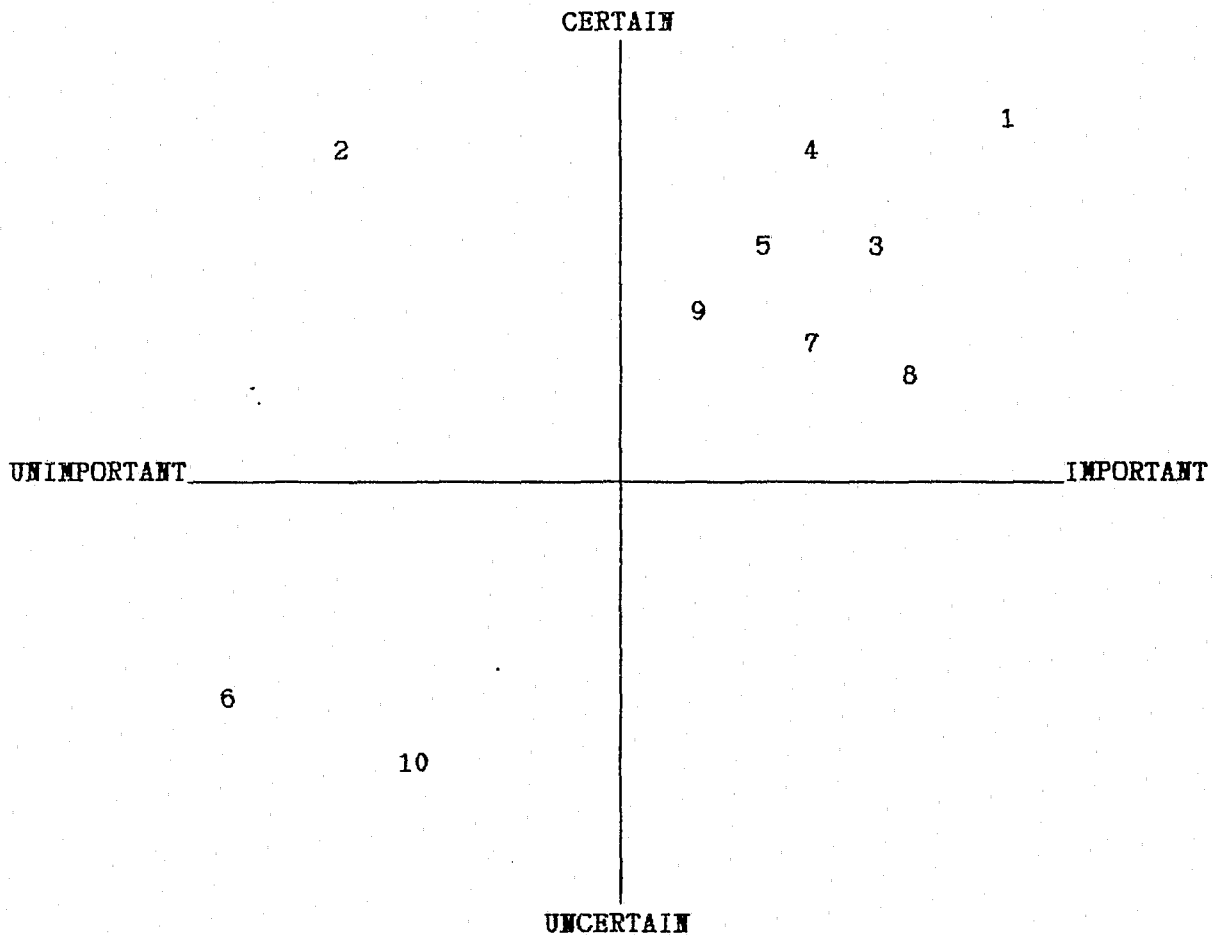
Stakeholder legend:

1, Chief of Police   7, Police Supervisory Level
2, City Manager   8, Police Line Level Officers
3, Police Officers' Association   9, Police Civilian Employees
4, Police Executive Staff   .   10, City Councilmembers (Snaildarter)
5, Police Division Commanders
6, Peace Officers' Research Association of California (PORAC) (Snaildarter)

Mission Statements. The (macro) mission statement of the Beverly Hills Police Department is:

> "To enforce the law in a fair and impartial manner, recognizing both the statutory and judicial limitations of police authority and the constitutional rights of all persons."

The (micro) mission statement of the Department regarding leadership is:

> "To provide effective leadership which motivates and energizes others toward the attainment of the Department mission."

Modified Policy Delphi. The modified policy delphi is designed to generate strategic alternative approaches to the policy issue, analyze the feasibility and desirability of each alternative and reduce the number of alternatives to a manageable number for more complete strategic analysis.

A diagonal slice of civilian and sworn employees was asked to serve as a modified policy delphi panel. This seven-member group was guaranteed anonymity and confidentiality in order to shield it from any perceived expectations or pressure in developing and evaluating a list of policies which would assist the Department in encouraging effective leadership behaviors during the next ten years. The policy alternatives generated were rated for feasibility and desirability. After further discussion, the group again rated the top policies on the same criteria and selected the following five:

1. To create an atmosphere in which members of the organization will comprehend, be stimulated by; and commit themselves to the goals of the organization.

2. To agree upon and propagate a shared vision.

3. To articulate statements of the Department's values and mission.

4. To cultivate a positive organizational image.

5. To empower others to do their jobs.

SELECTED POLICIES ANALYSES. The selected policies are presented in priority order. The sequence for implementation would, of course, be altered to reflect a logical progression channeling the Department management into effective leadership behaviors in the future. These policies do not form a total program but rather represent the most effective and desirable five policies presented. A more thorough description of each policy and selected input from the delphi group follows.

1. *Create an atmosphere in which members of the organization will comprehend, be stimulated by, and commit themselves to the goals of the organization.*

The atmosphere in which the new policies will be implemented was considered by the group to be critical to the policies' acceptance within the Department.

As the organizational adaptability survey indicated, this is not an organization seeking change. The SAST analysis suggested that the Chief of

Police is very sensitive to internal conflict and the POA (police officers' association) relays each complaint to the Chief, regardless of legitimacy or significance. This combination of factors implies that new policies may cause at least some objection which could be relayed to the Chief of Police who may react by suppressing the policy.

The group suggested several ways of avoiding this potential problem:

    a. Prepare the organization for each new policy change by discussing the proposed policy with stakeholders, compromising on all points possible and arriving at an acceptable version prior to implementation.

    b. Gain the support of the Chief of Police by presenting the benefits of the proposed policy change to him as an executive staff with the endorsement of the POA.

    c. Create an obvious need for the proposed policy change.

    d. Short-circuit complaints by moving swiftly to correct any unforeseen negative impacts resulting from the new policy.

2. *Agree upon and propagate a shared vision.*

To lead, one must have a destination. Sharing the organizational vision means to communicate to others a clear image of a desirable future state worthy of their efforts. When others see and accept that vision, a

unity of purpose bonds together those members of the organization and underlies all activities.

The group concurred that developing and sharing the organizational vision was essential to providing a sense of purpose and unity in the Department.

3. *Articulate statements of the Department's values and mission.*

The Department should create and document original statements of its mission and the values which guide it. The group indicated that these should be two separate and distinct documents generated in a highly participative manner to give members of the organization a sense of authorship and commitment. The mission and value statements correspond to the organizational vision and will help shape the organizational image.

4. *Cultivate a positive organizational image.*

The organizational image is the overall view or perception of the organization generally held by personnel (internal) or the public (external). This is the unarticulated, imaginary picture of an organization in terms of purpose, values, structure, norms, efficiency and methodology.

The group commented on the relationship between the organizational image and the previously-discussed mission and value statements. The

organizational image may be given substance, direction and credibility by
the mission and value statements.

5. *Empower others to do their jobs.*

Empowering is to approve, authorize and enable others to participate
in the process of change within the organization.

The group noted that individual participation in the change process
should involve the meaningful exercise of authority, otherwise the process
would eventually be recognized as bogus. Lines of authority should be
clearly drawn so that department members know how much decision-making
lattitude is delegated to each position. Empowerment encourages program
ownership and individual incentives within the organization.

Conclusion. As the modified delphi panel discussed leadership in the
future, the issues of *organizational image, empowerment* and *the leader's
vision* were revisited several times. (These were the original issues which
surfaced in the literature scan, interviews and *A Day in the Future*
conference.) The five proposed policies are a reflection of the panel's
prioritization of these issues and infer responses to our general issue
question: *What behaviors will be most effective for law enforcement leaders
by the year 2000?*

Recommended Strategy. The Beverly Hills Police Department executive staff
should work with the critical-mass stakeholders to secure support to adopt
a comprehensive leadership development program encompassing the above

policies. The executive staff should be extremely flexible in the actual program format and strive only to stay within the policy outline.

ACTION STEPS. There are countless ways to adopt a comprehensive leadership development program within an organization. The following sequence of action steps merely suggests one scenario by which the recommended strategy may be implemented.

1. Meet as an executive staff. Discuss, articulate and agree upon:

   a. a mission statement;

   b. an organizational vision, and;

   c. a values statement.

   NOTE: At this time, these statements are confidential and their only purpose is to give the executive staff a shared understanding of the vision, values and mission. (These may **not** become the final mission and value statements.)

2. Execute the steps of the transition plan relative to the critical mass.

3. Meet with the POA Board of Directors, individually or as a group, and gradually accomplish the following:

   a. Outline the goals, direction and schedule of the leadership program.

   b. Persuade the POA of the need for a mission statement and a values statement in the organization.

c. Agree on the composition of a diagonal-slice committee to develop value and mission statement proposals.

d. Sound out and deal constructively with any opposition.

4. Meet with the Chief of Police and, gradually:

a. gain his support for the leadership program;

b. propose the formation of a committee to develop mission and value statement proposals for his approval;

c. indicate the informal support of the POA, and;

d. secure his approval and authorization for carrying out the program.

5. Meet with the mission and value statements committee to:

a. explain their charge and timetable;

b. offer sample mission and value statements, including the statements previously developed by the executive staff, and;

c. over time, guide them to finished proposed statements.

6. Meet again with the Chief of Police to:

a. submit the committee's proposed statements for his approval;

b. with the Chief's approval, publish the statements under his name and request feedback from the entire Department.

7. Arrive at a final product approved by the Chief, POA and Department membership, publish it in the Department Manual and post it prominently throughout the Department.

8. Monitor any negative impacts and attempt to mitigate them.

9. Meet again as an executive staff. Establish a plan for each Bureau Commander to develop within his bureau, in a participative manner, annual goals and quarterly objectives related to the attainment of the Department mission. (Each Bureau Commander would have mission-related goals peculiar to his operational function and sufficient lattitude to pursue these goals in his own style.)

10. Bureau Commanders run complementary programs and:

    a. establish corresponding goals and objectives at the divisional and unit levels with the assistance of line and supervisory personnel;

    b. may opt to use teams, task forces, quality circles or other techniques;

    c. allow line and supervisory personnel wide lattitude in determining how the goals and objectives will be met;

    d. encourage creativity and an acceptable level of risk-taking, and;

    e. meet regularly at all levels to review progress and adjust plans. (Adjustments to plans should be developed at the lower level and communicated upward. Supervisors should avoid giving specific tactical instructions to subordinates.)

11. Design training for trainers to reinforce the mission, values, goals and objectives of the Department. Emphasize the link between the mission, values, decision-making, goals and objectives.

12. Use positive reinforcement to promote good work related to attaining objectives and goals. Encourage creativity.

13. Work with the media and community to bolster the external Department image.

14. Arrange an annual State-of-the-Department address for the Chief to communicate his vision to the Department. This is an opportunity for the Chief to adjust the Department mission, values or vision as appropriate.

15. Create opportunities for the executive staff to interact on an informal basis with line and supervisory levels (i.e. picnics, athletic events, seasonal parties, special interest outings, training days and so forth).

SECTION IV: THE TRANSITION PLAN

TRANSITION PLAN

The purpose of the transition plan is to facilitate the implementation of the strategic plan within the target organization. The transition plan will identify key stakeholders (critical mass), consider their position on strategic issues, discuss negotiation strategies, assign responsibilities for tasks and establish a management structure to accomplish the plan.

METHODOLOGY. The following methodologies were used to develop the transition plan:

1. A *critical-mass analysis* identified those key stakeholders who are essential to the successful implementation of the strategic plan.

2. *Commitment planning* clarified current individual critical-mass positions on implementation of the strategic plan and projected needed movement in those positions.

3. *Negotiation strategies* were analyzed.

4. A *transition-plan management structure* was identified to ensure implementation of the strategic plan.

5. *Supporting methodologies* were identified to assist the transition plan management team in the implementation of new policies.

Critical Mass. The critical mass is the smallest number of entities whose support or opposition enables or prevents a change from occurring. Since the changes in question are essentially internal, the critical mass is even smaller for this issue than it would be broader-scoped projects.

IDENTIFYING THE CRITICAL MASS. In the transition plan to implement new policies in the Beverly Hills Police Department which will channel the management into *effective law enforcement leadership behaviors by the year 2000*, there are only four entities who qualify as critical mass:

1. The Chief of Police

2. The Beverly Hills Police Officers' Association

3. The Police Executive Staff

4. The Line Level Officers

CRITICAL MASS ANALYSIS. These entities are members of the critical mass for the following reasons:

1. The Chief of Police. The Chief alone has the power to hire, fire, discipline and transfer personnel. He can reverse any action taken within the Department. All employees recognize that no decision is final until the Chief approves it. Programs undertaken without his active support, therefore, tend to be viewed as voluntary.

The proposed leadership program involves a broad, sweeping reform of the managerial processes which may encounter resistance at several

levels. A firm commitment from the Chief of Police is essential to the successful implementation of the transition plan.

2. The Beverly Hills Police Officers' Association. The POA's only leverage on this issue is with the Chief of Police. Since the Chief would prefer to avoid the classic Police Chief/POA conflict which has proven fatal for so many outside chiefs in other settings, the POA has substantial influence with him. Objections from the POA could scuttle the entire program before it gets off the ground.

3. The Police Executive Staff. This is the core group that will have to carry the program. It is composed of a deputy chief, three captains, one lieutenant and a management analyst. This group must provide the impetus to overcome the inertia of the whole Department. Without their enthusiastic participation, the transition plan will lose momentum and die.

4. The Line Level Officers. This group exercises the same influence on the Chief of Police as the POA. Although line level officers may be members of the POA, they are welcome to submit individual complaints anonymously through a suggestion box, write the Chief a memo or make an appointment to complain in person.

Commitment Planning. Commitment planning involves diagnosing where critical-mass members currently stand on implementing the policy changes and what movement will be required for implementation.

Figure B. COMMITMENT CHART. The commitment chart illustrates the
current position and desired position for each critical-mass member.

Critical Mass-Stakeholder	Commitment to the Strategic Plan			
	block it	*let it happen*	*help it happen*	*make it happen*
Chief of Police	X----------O			
Police Officers' Association	XO			
Police Executive Staff	X----------------------O			
Line Level Officers	XO			

X= current position   O= desired position

INFLUENCING THE CRITICAL MASS. The commitment chart would lead one to
believe that there is no opposition to the proposed policy changes and
implementation would be an easy matter. A closer examination of the
stakeholders in the critical mass tells another story.

It would take very little opposition from the Line Level Officers or
the POA to move the Chief of Police from *let it happen* to *block it.* Furthermore,
a very few complaints would also move the Line Level Officers and the POA
from *let it happen* to *block it.* The *let it happen* status of these groups is very
tenuous. They are placed in the *let it happen* category mainly because there is
insufficient evidence to conclude that these groups would oppose the
specific policy changes.

The most significant movement on the commitment chart involves the
Police Executive Staff. The group would have to move from *let it happen* to *make*

it happen. It is they who would have to provide focus, direction and continuity to the transition plan implementation.

Negotiation Strategies. To move the members of the critical mass to the desired positions, it will be necessary to negotiate separately with each member. Appropriate leverages, approaches and operative dynamics must be identified for each situation.

Stakeholder: The Police Chief. Basic Negotiating Strategy: Negotiator works for the opposer's and his own needs. Operative Dynamic: Rationality. General Approach: Mutual Gain.

Inasmuch as the Chief of Police holds all the power, the approach must be based upon rationality. The Chief must be convinced that the negotiator is working for his (the Chief's) needs and their mutual gain. Since chiefs of police are very concerned with the efficiency of their organizations, emphasis should be placed on the increased organizational effectiveness which would be realized by implementing the strategic plan. Secondary arguments would include reduced internal conflict, enhanced loyalty, higher morale, increased job-interest and other benefits to the organization.

Stakeholder: The Beverly Hills Police Officers' Association. Basic Negotiating Strategy: Negotiator works for the opposer's and his own needs. Operative Dynamic: Rationality. Secondary Operative Dynamic: Psychological Influence. General Approach: Mutual Gain. Secondary Approach: Compromise.

The Beverly Hills Police Officers' Association Board of Directors, like most employee groups, resists power approaches by management. The

negotiator should approach the POA with a rational proposal which would benefit both the POA and the Department. Since POA's are in constant search of additional power within the organization, the appeal should be based upon the empowerment of employees and sharing of authority that comes from implementing the strategic plan. Secondary approaches include the benefits of teamwork and a constructive partnership with management.

Stakeholder: The Police Executive Staff. Basic Negotiating Strategy: Negotiator works for the opposer's needs. Operative Dynamic: Rationality. General Approach: Mutual Gain. Secondary Approach: Accommodation.

The Police Executive Staff is composed of a deputy chief, a lieutenant, three captains and a management analyst. The Executive Staff is responsible for the daily operational aspects of the Department. Since the strategic plan requires them to take a major role, the appeal should be based upon their increased importance and ability to delegate tasks under the new policies. Secondary approaches may include higher morale with subordinates involved in self-directed projects and team building.

Stakeholder: Line Level Police Officers. Basic Negotiating Strategy: Negotiator works for opposer's needs. Operative Dynamic: Rationality. Secondary Operative Dynamic: Power. General Approach: Mutual Gain. Secondary Approach: Win/Lose.

The Line Level Police Officers are a loosely-knit group with diverse interests and perspectives. They will be dealt with on an individual basis during the implementation of the strategic plan. Since they are generally

self-centered, the appeal should be an explanation of how the new policies are designed to empower the line officer. Secondary approaches may involve career planning and job-fit.

Transition Plan Management Structure. Implementing the transition plan will require at least a year of sustained effort involving a large portion of the Department. The most effective staffing, therefore, is to designate the Police Executive Staff as the transition plan management team. This deployment of staff gives the transition plan credibility, resources and continuity.

The deputy chief of police would serve as project manager, guiding and coordinating the implementation of the various action steps described in the strategic plan. The three captains would serve as team leaders, orchestrating the implementation of mission, value, goals and objectives programs within their respective bureaus. The lieutenant, already serving as the Chief's executive officer, would maintain liaisons with the Chief, the POA and the line level to identify implementation problems and act in a quasi-ombudsman role within the group. The management analyst, a civilian, would interact with the civilian element of the Department and provide administrative assistance to the management team when necessary.

The transition plan management team would meet weekly for the first quarter and then monthly to maintain direction and momentum.

Supporting Methodologies. The transition plan may require a variety of implementation methodologies to be successfully applied throughout the

Department. The following tools may be used by the transition management team where appropriate.

RESPONSIBILITY CHARTING. Responsibility charting is a method of clearly illustrating who is in charge of specific action steps in the transition plan, who is supposed to help, who has approval or veto rights and who should be informed that the action step is being undertaken or has just been accomplished.

As an example, the below responsibility chart depicts responsibilities of the Police Executive Staff for the fourth action step in the strategic plan: Meet with the Chief.

Figure C. RESPONSIBILITY CHART. Step Four: Meet with the Chief.

	ACTORS								
TASK	1	2	3	4	5	6	7	8	9
Meet with the Chief of Police	s	s	s	r	s	i			
Gain Chief's Support for Leadership Program	s	s	s	s	r	s			
Indicate Informal Support of the POA	s	s	s	s	r		s		
Secure Chief's Approval for Carrying Out the Program	r	s	s	s	s		i		

Key: r= responsible for task   a= approval required   s= support needed   i= inform/consult

Actors Legend:
1, Deputy Chief of Police   2, Operations Bureau Captain   3, Administrative Bureau Captain
4, Technical Services Bureau Captain   5, Chief's Executive Officer   6, Management Analyst
7, Police Officers' Association   8, City Manager   9, City Council

TEAM BUILDING WORKSHOP. When undertaking a program which impacts the whole organization, it may be beneficial to adjourn the regular activities of the management in favor of a team building workshop. This process affords the management staff an opportunity to clarify the conceptual framework of the new program and can reduce confusion, relieve anxiety and generate support for the transition.

TRAINER TRAINING. Training those who train others in the Department to understand the new policies can spread the transition information more quickly, provide excellent role models for acceptance and generate support at the line level.

STATE OF THE DEPARTMENT ADDRESS. The Chief of Police may deliver a state-of-the-Department address which clarifies the new policies, addresses questions from the audience and confirms top level support for the transition.

PARTICIPATORY MANAGEMENT MEETINGS. During the regular team meetings conducted by the Bureau Commanders, constructive suggestions to alter the program or change the way things are done should be given careful consideration. Whether the proposed changes are actually beneficial may be less important than demonstrating that the new system is flexible enough to accept change generated from lower levels. Changes generated from the line level affirm that workers can impact their environment and individual opinions have value.

MILESTONE MEETINGS. Meetings held on a regular basis to measure the progress of the transition plan help focus Department employees on the program and maintain its momentum. Goals and objectives are reviewed and new ones are established for the next regular meeting.

REWARD SYSTEMS. Recognizing or rewarding good transition behaviors gives positive reinforcement to new policies. Each subdivison of the Department has its own microculture which views recognition or rewards in its own way. Supervisors should develop recognition/reward systems at the unit level and receive approval from their transition team leader.

Conclusion. This transition plan discusses how to facilitate the implementation of a strategic plan to establish five key policies which will foster effective leadership behaviors in the future. A successful transition plan will result in the implementation of the proposed policies, enhance leadership behaviors within the Beverly Hills Police Department and provide responses to the general issue question:
What behaviors will be most effective for law enforcement leaders by the year 2000? and the sub-issue questions;
How will empowering police personnel increase the effectiveness of law enforcement leaders?
What will be the leader's responsibility in establishing a positive organizational image in the future?
How will the leader communicate the organizational vision?

SECTION V: FINDINGS
AND CONCLUSIONS

FINDINGS AND CONCLUSIONS

Findings. In the introduction, a series of interviews, a literature scan and a seminar distilled the subject of *law enforcement leadership in the future* down to a general issue question and three sub-issues. The general issue question was: *"What behaviors will be the most effective for law enforcement leaders by the year 2000?"*

This study finds that the most effective behaviors for law enforcement leaders by the year 2000 will be:

     1. creating an atmosphere which fosters followership;

     2. propagating a shared vision or the organization's future;

     3. articulating value and mission statements;

     4. cultivating a positive organizational image, and;

     5. empowering others to do their jobs.

The first sub-issue question found in this study was: *"How will empowering police personnel increase the effectiveness of law enforcement leaders?"*

The study suggests that, by empowering police personnel, law enforcement leaders will become more effective through the increased efficiency of their empowered workers. Giving employees choice and control over their work environment creates an entrepreneurial contract with employees which captures their interest and effort (22).

The second sub-issue question identified in the study was: *"What will be the leader's responsibility in establishing a positive organizational image in the future?"*

Our findings indicate that the leader's responsibilities will be to:

1. convey a positive internal image by actions which are consistent with the Department values and mission;

2. develop successful community relations programs which reinforce a positive external image, and;

3. maintain a positive relationship with the media.

The final sub-issue question which arose was: *"How will leaders communicate the organizational vision?"*

This study suggests that effective future leaders will communicate the organizational vision through frequent reinforcement at staff meetings, training sessions, team-building workshops, roll calls and state-of-the-department addresses. Only the leader can accurately transmit his or her vision of the future state of the department. The leader should take every opportunity to express the vision so followers, local officials and the community have a clear picture.

Conclusions. In researching the future of leadership, the author encountered many diverse perspectives, philosophies and approaches to the art of guiding others. As the primary issues of *organizational image, vision* and *empowerment* surfaced for this study, other related subjects

began appearing; some with great regularity. The linkage between these elements suggested a progression which, when combined in proper sequence, would form a staff-development plan.

Among the several elements which kept reappearing were *followership* and *team building*. The author inferred from this that proclaiming a specific vision of the organization's future; declaring the current values and mission; and empowering the employees would, inexorably, lead to followership and, eventually, team building.

There may be some interesting potential in further analyses of *leadership, followership* and *team building* in the future which would lead to a synthesis of all these elements into a comprehensive plan for total organizational development.

This study, then, hopefully, would be only the first step of a larger plan in the future to turn managers into leaders and organizations into effective, productive teams.

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APPENDIXES

TO STAND UP TO THE FIERCE BUSINESS COMPETITION OF THE '90S, YOU BETTER SIT DOWN.

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- Addressing employee demands for a more satisfying work environmment
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   - The new framework for trade and competitiveness
   - Designing innovative, global strategies
   - Bridging differences between cultures
2. Empower your workforce:
   - How to simultaneously manage today and tomorrow
   - Developing an environment for continuous learning
   - How to design, manage and reward the "smart" team
3. Orchestrate your technology:
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   - Using technology to increase team productivity
   - Improving communication through teleconnectivity

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"In this new economy, we

must learn to manage the

"beforemath"; that is, the

consequences of events that

have not yet occurred. This is

managing in the future perfect

sense. "

Stanley M. Davis,

Future Perfect

PROGRAM OBJECTIVES

As a result of participating *A Day in the Future* and completing the accompanying nine-day self-study program, "Blueprints for the Future," you will be able to:

1. Define the fundamental change forces reshaping the business landscape.

2. Describe why it's important to adapt both individually and organizationally to the new business paradigm.

3. List nine principles that provide a coherent framework for adapting successfully to the new business paradigm.

4. Prepare an agenda for implementing a strategically complete inner development strategy.

5. Locate and use specific resources that relate to the new business paradigm.

PROGRAM COMPONENTS

1. Three-part handbook containing an expansion of the program content, a self-study course, and an in-depth resource guide.

2. Recorded interviews with a wide range of experts and visionaries focusing on the new business paradigm.

3. Self-monitors that illuminate current strengths and target areas for improvement.

4. Team exercises that personalize the information presented.

5. Multi-image and music sequences that imprint and integrate core concepts.

9

Appendix B
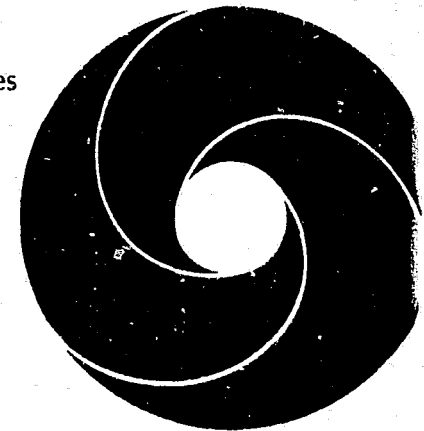
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BY SUBJECT

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TABLE 1.- Trend Screening

CANDIDATE TRENDS in RANK ORDER		FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND? *				
#		Priceless **4	Very Helpful **3	Helpful **2	Not Very Helpful **1	Worthless **0
1	Egoism among police employees	16	3			
2	Level of leadership training among police executives	8	9			
3	Job-mobility of sworn officers		9	4		
4	Police association control of org decision-making		6	6		
5	Level of unemployment in California			8	1	
6	Ethnic and cultural diversity within the organization			6	2	
7	Automation of police administrative services			4	3	
8	Number of women in police mgt roles			4	3	
9	Civilianization in police management			2	3	0

* Panel total for each estimate category.　　** Score times number of estimates in each category

FORECASTING PANEL

John A. Sage
8840 Sierra Highway
Agua Dulce, California 91350
(Corporate Executive)

Karl Richter
10545 Bedworth Road
Agua Dulce, California 91350
(Insurance Broker)

Mark Myers
3932 Sourdough Road
Acton, California 93510
(Attorney)

Darrell Porterfield
33056 Dorama Avenue
Acton, California 93510
(Honda Dealer)

James Montgomery
4141 West 9th Street
Acton, California 93510
(Retail Food Executive)

Paul Hyde
Box 127
Acton, California 93510
(Real Estate Investor)

Lt. William C. Lentini
Brea Police Department

Cpt. Michael S. Hebel
San Francisco Police Department

Cpt. Roy E. Hanna
Salinas Police Department

Lt. James W. Woolum
Glendora Police Department

Lt. Douglas D. Milender
Fairfield Dept. of Public Safety

Lt. Scott D. Swanson
Santa Rosa Police Department

Cpt. Patrick T. Parks
Petaluma Police Department

TABLE 2.- Trend Evaluation

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Years Ago	Today	* Five years from now	* Ten years from now
1	Will egoism (self-centeredness) increase or decrease among police employees?	90	100	110 / 95	115 / 80
2	Will the level of leadership training of Calif police executives increase or decrease?	80	100	120 / 130	150 / 165
3	Will the job-mobility of sworn police officers increase or decrease?	90	100	110 / 110	125 / 125
4	Will the ability of police associations to control organizational decision-making increase or decrease?	85	100	110 / 90	125 / 80
5	Will the level of unemployment in California rise or fall?	100	100	105 / 100	105 / 100
6	Will ethnic and cultural diversity within the organization increase or decrease?	80	100	120 / 125	140 / 150
7	Will the extent of automation of police admin services increase or decrease?	80	100	120 / 130	140 / 150
8	Will the number of women in police management roles increase or decrease?	70	100	120 / 125	145 / 150
9	Will the level of civilianization in police management rise or fall?	90	100	110 / 110	120 / 120
			100		

** Panel Medians

* Five years from now "will be" / "should be"

* Ten years from now "will be" / "should be"

TABLE 3.-Event Evaluation

Event #	EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100 %)	Ten Years From Now (0-100%)	* POSITIVE (0-10 scale)	* NEGATIVE (0-10 scale)
1	POST establishes mandatory leadership training for police executives.	4	40	80	8	0
2	POST-accreditation requires agencies to submit dept values, goals, objectives and mission statement for certification.	3	30	75	8	0
3	The State consolidates all law enforcement agencies within each county.	8	0	10	2	5
4	The United States plunges into a serious recession/depression.	1	50	75	0	7
5	The government requires that employee rosters reflect the ethnic composition of the county.	2	20	50	1	4
6	Unemployment in California hits a 20-year low.	5	30	75	8	0
7	Employee mobility increases to the point that less than 40% of police work force stays with an agency to retirement.	1	50	70	2	3

* Panel Medians

MATRIX
(Panel Medians)

$$\frac{\text{Maximum Impact (\% change} \pm)}{\text{Years to Maximum}}$$

**	E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7	"IMPACT TOTALS"
E1	X	+05 / 10	0	0	0	—	—	-05 / 8	+50 / 10	0	-05 / 10	—	—	—	E1 _4_
E2	+05 / 10	X	0	0	0	—	—	-05 / 8	+15 / 10	0	0	—	—	—	E2 _3_
E3	+10 / 20+	+10 / 20+	X	0	0	—	—	+10 / 20+	+05 / 20+	-50 / 20+	0	—	—	—	E3 _5_
E4	-05 / 5	-05 / 5	+10 / 7	X	-10 / 2	—	—	+20 / 2	-05 / 5	-40 / 3	0	—	—	—	E4 _7_
E5	0	0	0	-05 / 1	X	—	—	0	0	+10 / 5	0	—	—	—	E5 _2_
E6	—	—	—	—	—	X	—	—	—	—	—	—	—	—	E6 ___
E7	—	—	—	—	—	—	X	—	—	—	—	—	—	—	E7 ___

"IMPACTED" TOTALS

E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7
3	3	1	1	1	—	—	4	4	3	1	—	—	—

** Legend·

E1 POST ldrshp trng req	E4 U.S. recessn/deprsn	T1 Employee egoism	T5
E2 POST mission stmt req	E5 Cal unemploymt low	T2 Lvl of ldrshp trng	T6
E3 LE consolidatn w/i Co.	E6	T3 Sworn job-mobility	T7
	E7	T4 POA control of decision-making	

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ORGANIZATIONAL ADAPTABILITY SURVEY

Please complete the following survey by evaluating each category for the type of attitude toward change it encourages in the organization.

Attitude Description Key:

1. Static - refuses to change.
2. Accommodating - adapts to minor changes when necessary.
3. Willing - readily accepts controlled change.
4. Progressive - seeks beneficial change within environment.
5. Innovative - seeks imaginative, creative change at all times.

Categories:

TOP MANAGERS

28 63 39 38 12

15 25 9 10 1
Mentality.......................1...2...3...4...5...

10 19 15 13 3
Skills/Talents.................1...2...3...4...5...

3 19 15 15 8
Knowledge/Education...........1...2...3...4...5...

ORGANIZATIONAL CLIMATE

45 73 49 12 1

9 30 17 4 0
Culture/Norms..................1...2...3...4...5...

16 22 18 3 1
Rewards/Incentives...........1...2...3...4...5...

20 21 4 5 0
Power Structure...............1...2...3...4...5...

ORGANIZATIONAL COMPETENCE

27 36 73 42 12

10 28 14 7 1
Structure.....................1...2...3...4...5...

6 24 15 11 4
Resources.....................1...2...3...4...5...

10 20 23 7 0
Middle Management.............1...2...3...4...5...

1 14 21 17 7
Line Personnel................1...2...3 ..4...5...

My position is in the organization is considered:

47   6   7   0

_____line level _____supervisory _____management _____other
(please specify)