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**IMPACT OF THE CHANGING WORK FORCE ON THE SELECTION OF
PERSONNEL TO WORK IN CALIFORNIA JAILS
BY THE YEAR 2002**

by

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SACRAMENTO, CALIFORNIA

June, 1992

NCJRS

OCT 27 1992

ACQUISITIONS

14-0286

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).

ACKNOWLEDGEMENTS

To those who shared their valuable time with me:

Karen Christiansen, Bill Douglas, Jerry Findley, Leroy Ford, Don Fredenburg, Holly Gallagher, Lewis Green, Greg Greeson, Dorothy Harris, Phil Harris, Jim Ingram, Mike LaFave, Pat Lantz, Tom McConnel, Steve O'Conner, Chuck Page, Willie Shell

DEDICATION

To Karla with respect, admiration and more love than she can imagine.

*"To ask larger questions is to risk getting things wrong,
not to ask them at all is to constrain the life of understanding."¹*

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EXECUTIVE SUMMARY

Part One - Futures Study

The central issue involved in this study is: What will be the impact of the changing work force on the selection of personnel to work in California county jails by the year 2002? Sub-issues involve: (1) What skill levels will be required to work in jails? (2) What will be the impact of women, minorities and older workers? (3) What will be the impact of non-sworn personnel working in California county jails? This portion of the study examines the issue and sub-issues through the identification of trends and events and forecasting their impact by use of a Modified Conventional Delphi process. The results of this study predict a significant increase in the number of women, minorities and older workers that will emerge during the next ten years and issues relevant to meet challenges presented by this group. Changes include shifting the current use of deputy sheriff to staff the jail to a non-sworn correctional officer position that will broaden and enhance the recruitment of the changing work force. Other factors include, job sharing, minority recruitment and skill levels of workers entering the job market ten years down line. The forecasts in this section were used to develop a normative scenario which was the basis for strategic planning and management.

Part Two - Strategic Planning

A fictional region of California called Central County, and the Central County Sheriff's Department, is the backdrop used to evaluate environmental threats and opportunities and organizational strengths and weaknesses. Stakeholders are identified and assumptions are made relative to their relationship to the issue. Stakeholders are graphically displayed as to their importance and certainty. Three policies were identified and a "pro" and "con" analysis conducted for each. Those policies include: Development of recruitment programs targeting older workers; women, minorities; development of plans to address the changing values of workers; and development of strategies to soften the hard line stand against the use on non-sworn correctional officers by California's Sheriffs. A recommended strategy calling for the transition from using deputy sheriffs to staff the jail in favor of utilization of non-sworn correctional officers is presented as a means of opening the profession to a broader base of workers.

Part Three - Transition Management

As a means of ensuring successful transition from the present state to the future, key individuals and entities are identified as the critical mass having the greatest impact on the success or failure of the recommended strategy. A "Responsibility Chart" was constructed to define key actions and steps that will be instrumental in the implementation of the plan. A transition manager and key actors are identified as carrying out the plan. Supporting technologies are presented in this section.

Part Four - Conclusions, Recommendations and Future Implications

The conclusions presented in this section identify the growth in local detentions that will act as a magnet for continued employment expansion in the area of county corrections. These conclusions include the need for California State Sheriff's to respond to the changing work force through the recognition of corrections as a specialized function requiring a professional correctional officer. This recognition will usher in the transition from deputy sheriff to correctional officer to staff jails. Recommendations call for the active support of education programs for entry level workers, incentives that will attract minorities and older workers and programs to provide maternity and child care to the growing cadre of females in the work place.

IMPACT OF THE CHANGING WORK FORCE ON THE SELECTION OF PERSONNEL TO WORK IN CALIFORNIA COUNTY JAILS BY THE YEAR 2002.

INTRODUCTION:

A discussion on the background of the issue and the need for a study of the future impact.

PART I: FUTURES STUDY

A study of the impact of the changing work force on the selection of personnel to work in California county jails by the year 2002.

PART II: STRATEGIC PLANNING

A strategic plan to meet the challenges of a changing work force to the selection of personnel to work in California county jails by the year 2002.

PART III: TRANSITION MANAGEMENT

Managing the challenges of a changing work force on the selection of personnel to work in California county jails by the year 2002.

PART IV: CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

A discussion on the changing work force and the need for alternative methods of recruitment and selection to meet future challenges and needs.

TABLE OF CONTENTS

INTRODUCTION

Education/Basic Skills	1
An Older America	2
A More Diverse Work Force	2

PART ONE: FUTURES STUDY

Futures Forecasting Methodology	
Defining the Issue	5
Modified Delphi	8
Trend Evaluations	8
Event Evaluations	10
Cross Impact Evaluation	12
Alternative Future Scenarios	14
Normative Mode	15
Nominal Mode	17
Hypothetical Mode	18
Summary	19

PART TWO: STRATEGIC PLANNING

Strategic Plan Objective	20
Selected Scenario	20
The Setting	20
Mission and Micro Mission Statements	21
Situational Analysis	22
WOTS-UP Analysis	22
Strategic Assumption Surfacing Technique (SAST)	25
Stakeholder Analysis	26
Assumption Mapping	28
Policy Alternatives	29
Recommended Strategy	32
Implementation Plan	32

PART THREE: TRANSITION MANAGEMENT

Purpose	35
Influencing the Critical Mass	36
Responsibility Charting	38
Management Structure	39
Technologies for Implementation	40

PART FOUR: CONCLUSIONS AND RECOMMENDATIONS

Issue	41
Sub-Issue I	43
Sub-Issue II	44
Sub-Issue III	44
Recommendations	45
Recommendations for Future Study	46

APPENDIXES

Appendix A	Nominal Group Technique Process Documentation	47
Appendix B	Trends and Events Lists	49
Appendix C	Futures Wheel Illustration I	51
Appendix D	Modified Conventional Delphi Process Documentation	52
Appendix E	Trend Evaluation Table I	57
Appendix F	Event Evaluation Table II	58
Appendix G	Cross Impact Evaluation Table III	59
Appendix H	Commitment Planning Table IV	60
Appendix I	Responsibility Chart Table V	61
Appendix J	Trend and Event Forecast Graphs	62
Appendix K	WOTS-UP ANALYSIS	75
Appendix L	Strategic Assumption Map	76
Appendix M	Bibliography	77
Endnotes		79

INTRODUCTION

**A discussion on the background of the issue
and the need for a study of the future impact.**

According to the Bureau of Labor Statistics, between today and the year 2000, corrections jobs at the local, state and national levels will be one of the top seventeen employment opportunities. Nationwide, the corrections work force will increase more than 48 %.² At the same time, the labor pool from which we normally recruit for deputy sheriff/corrections officer positions—18 to 30 year old high school graduates—will shrink. Even if we find the dollars, recruitment and retention of sufficient staff to operate our current level of jail beds, let alone the 17,000 new beds scheduled to be built under already authorized State funds—will present sheriffs departments with yet another major management challenge.

The 1991 edition of the Census Bureau's *Statistical Abstract of the United States*, reports that jobs in corrections will increase 41% by the year 2000³. Despite the projected employment opportunities, the changing work force will pose a major challenge to jail administrators. The following is a discussion of factors most likely to change the way we recruit and select correctional workers:

Education/Basic Skills - Current development of recruitment and selection assumes that recruits will possess basic skills which include competency in reading and writing as well as language. These concepts are based on 1960's technology when there were ample well educated individuals entering the work force. This group is diminishing and jail administrators are increasingly faced with a group of people that lack the basic skills to perform the job of correctional officer. Some of the social and economic ramifications of this change are reflected in these current and future projections:⁴

- o The United States ranks 49th among 156 United Nation member countries in its

rate of literacy—a drop of 18 places since 1950.

- o By 1995, 90% of new jobs will require 9th grade reading level.
- o 15 million adults holding jobs today are functionally illiterate; every week 44,000 adults are added to the illiterate population.

Illiteracy will continue to plague our nation. By the year 1995, a million jobs in the restaurant industry will go unfilled because too many entry level job hunters are too poorly educated to succeed even as waiters and cashiers. By the year 2000, the literacy rate will dip below 30%. As a result, business will increasingly do what it feels schools have failed to. By the year 2000, over 80% of the largest American corporations will offer educational programs for their workers⁵.

An Older America - The United States population will continue to grow older as the median age of the population continues to rise, with the portion of middle-aged persons increasing sharply during the 1990's. The generation that vowed not to trust anyone over 30 will be in their 50's by the year 2000. By the year 2000, persons that are currently considered ideal for employment in corrections, ages 25 - 34, will decrease by 3%, while adults aged 35 - 54, will increase by 28% and persons aged 55 - 64, will increase by 13%⁶. Baby boomers will be the best educated group of elderly. Many baby boomers, career driven all of their lives, will not want to stop working. As a greater portion of the population turn elderly, old age itself will lose much of its stigma.

A More Diverse Work Force - Women and minorities will account for a majority of the new workers by the year 2000. The predominantly white, male work force is rapidly diminishing. By the year 2000, 80 % of women, age 25 to 54, will be gainfully employed as compared with

70 % today. Sixty percent of the children born in 1980 will live for a time with one parent, women will continue to be the primary guardian of children⁷.

There will be greater proportional growth among minorities with an ever increasing migration of immigrants. It is projected that nearly one in three Americans will be a minority by the year 2000. California will see a sharp increase in it's Hispanic and Asian population.⁸

Central to the issue of the impact of the changing work force is the utilization of sworn deputy sheriff's to staff county jails. Use of this highly skilled employee may not meet the challenges posed by an emerging group of workers represented by more minorities, women and older workers. Skill levels possessed by entry level workers compounds the problem faced in the recruitment and selection of personnel to work in the jail.

Increasingly, counties are moving away from the use of deputy sheriff's in the jail to the use of non-sworn correctional officers. In some cases the County Board of Supervisors have removed control of the jail from the sheriff and have established a "Department of Corrections." Santa Clara, Madera, Napa are examples of this movement.

Beyond the establishment of separate departments of corrections there is a trend by Sheriffs to abandon the use of deputy sheriffs in favor of correctional officers. Counties who have made this switch or are in transition are: Fresno County, Tulare County, San Diego County, San Luis Obispo County, San Joaquin County, Solano County, Santa Barbara County, Kern County, and Santa Cruz County.

Despite this trend there does not appear to be a unified effort on the part of California Sheriff's to establish guidance or policy in this transition. Failure to develop such a policy may place many of California's local detention facility at a disadvantage relative to dealing with the issues of the changing work force.

PART I - FUTURES STUDY

**A study of the impact of the changing work force on the selection of personnel
to work in California county jails by the year 2002.**

Futures Forecasting Methodology

Environment Scan:

The strategy for accomplishing the scan utilizes two methodologies: a literature scan; interviews with subject matter experts involved in issues related to county corrections, education, and selection standards.

Literature Search

A literature search included forecasts for jail needs assessment as well as journals detailing studies conducted for the purpose of establishment of standards for selection and training of correctional officers. Other sources of material were books, journals, and articles involving demographic trends and futures studies.

Interviews

Subject matter experts from the State Board of Corrections were interviewed concerning trends surrounding the issue and sub-issues, individuals participating in the interview process were Mr. Thomas McConnel, Executive Director of the State Board of Corrections and Charles Page, Field Representative in charge of selection and training standards.

An interview was conducted with Ms. Karen Christiansen concerning adult literacy, and employment trends.

Information developed in the environment scan was used as a foundation for this study.

Defining the Issue:

In the development of a plan to meet the challenges posed by a changing work force on the selection of persons to work in California's county jails, it is helpful to briefly analyze past, current and emerging issues that effect California's local detention facilities (county jails). The

changes that began during the late 1970's, and continue today, are setting the stage for how and who we employ to work in our jails by the year 2002.

Prior to 1977, corrections in California operated under the theories and practices of the medical model. There was a strong belief that prisoners could become rehabilitated by exposure to social counseling and other alternatives to incarceration. This philosophy changed dramatically due to societal pressures to punish law violators rather than attempt to rehabilitate them.

As a result of this change, prisoner population increased at the local level (county jails) from an average daily population in 1978 of twenty-five thousand inmates to over sixty-eight thousand in 1989. More significantly, overcrowding increased from 0% in 1978, to 32.4% in 1989⁹.

Overcrowded conditions, coupled with a change in civil rights laws, created a flurry of prisoner lawsuits. To counter the Niagara of civil litigation surrounding jails, standards of selection and training were established to develop professionalism in the field of local corrections.

According to the California State Board of Corrections the rate of incarceration is predicted to decrease during the next ten years¹⁰, current demand for jail space far out-paces current jails beds available. This demand will ensure continued high rates of incarceration well into the next decade, therefore the demand for qualified correctional candidates will remain strong.

As we proceed toward the year 2002, employment of highly qualified personnel to work in local detention facilities will pose a major impact on the operation of county jails. Factors such as an ageing work force, increasing numbers of females competing for jobs, changes in the ethnic population and applicants with poor entry level skills will be critical in the selection of jail personnel.

Futures Wheel A technique utilized in the development of an issue and subissues is the

"Futures Wheel" (see Appendix C). The Futures Wheel is developed from information acquired from a variety of sources which include:

- Brainstorming (small group exercise)
- Literature review
- Environmental scanning

The information from these sources produced suggestions for related issues. Issues were then examined to determine their relationships and how they are impacted by the central issue.

The "Futures Wheel" was used as an aid in the development of trends and events. To accomplish this task, seven professionals representing law enforcement, jail management, government and the legal community were assembled to develop a list of trends and events relative to the issue:

What will be the impact of the changing work force on the selection of personnel to work in California county jails by the year 2002?

The following sub-issues define the issue as studied:

1. **What skill levels will be required to work in jails?**
2. **What will be the impact of women, minorities and older workers?**
3. **What will be the impact of non-sworn personnel working in California county jails?**

A nominal group technique was employed as a method of establishing a list of trends and events; additional trends and events were contributed by the investigator. This exercise resulted in a list of 24 trends and 23 events. As a part of the nominal group process, the panel reached consensus as to relevance of the list in relation to the issue and sub-issues and prioritized the list. The result of which was the establishment of 7 trends and 7 events that were used in the futures

forecast (Appendix A & Appendix B).

Modified Delphi:

Upon the development of a list of trends and events by means of a nominal group technique, a process involving the Modified Delphi technique was utilized to establish the impact of trends and probability of events from as far as 10 years down line. Eleven professionals, some of whom also participated in the nominal group exercise to establish a list of trends and events, assisted in the forecasting methodology, using the Modified Delphi.

The following trend and event evaluation findings are a product of their projections. A profile of the panel members and their professional involvements are found in Appendix D. The detailed data produced by the panel is contained in Appendix J.

Trend Evaluations

The Modified Delphi Panel made estimates on the level of each trend, using the base of 100 for today. The estimates asked for were five years ago, five years from now and ten years from now. Trend levels could be evaluated by the panel as going either up or down. The results of the panel are contained in Table One (see Appendix E).

Trend One (T1) involves the level of revenues provided from local, state and federal sources.

The median forecast estimates a slight increase in revenues to governmental entities in five years and a gradual small increase in ten years. This slow growth will cause jail administrators to re-think their hiring strategies in the future.

Trend Two (T2) concerns the proportion of women entering into the work force.

The median forecast indicates a gradual but steady increase in the number of women entering

the work force. This upward trend will cause adjustments on how we attract employees in an otherwise male dominated profession. This trend will impact other issues such as child care and maternity benefits.

Trend Three (T3) plots the level of minorities competing for jobs in California.

The median forecast of this trend indicates a gradual but significant increase. The high forecast varied sharply at five years out, then moderated to the ten year point. This evaluation indicates that minority recruitment will gain importance as more minorities compete for jobs. Issues such as cultural barriers and language barriers will emerge as this trend continues.

Trend Four (T4) concerns the number of workers 34 to 64 who will be available for recruitment to work in correctional facilities.

The median, high and low forecasts tracked evenly with this trend with little variation in velocity. The continuation of this trend will ensure a supply of qualified correctional workers, however, will cause a change in the current practice of hiring persons predominantly between the ages of 25 and 34 years of age.

Trend Five (T5) forecasts the level of education possessed by entry level workers.

The median and low forecasts tracked closely, with a slight increase in the median level of the trend at five years, but flat-line to ten years out. There was a wide variation in the high forecast at five years to a level of 180 and then a decrease at the ten year level to 150. When compared to the median and low forecast, the high forecast was overly optimistic. If this trend continues as forecasted, jail administrators will be forced to look at alternative approaches to recruitment, including a greater emphasis on recruitment from the pool described in trend four.

Trend Six (T6) concerns a recognition of local corrections as a career field, rather than as

an adjunct to a larger law enforcement mission.

The forecast indicates a steadily increasing acceptance of corrections as a bonafide career path. The high forecast in this trend was overly optimistic with a sharp increase at five years out. This trend will provide greater ability to develop long term strategies in the recruitment of employees and more importantly, in the retention of those employees.

Trend Seven (T7) addresses job sharing opportunities in corrections.

Panel members tracked the median and high forecasts closely, with a wide variation in the low forecast. The median forecast indicates that job sharing in corrections will increase steadily to five years out, then sharply to ten years out. This trend was closely related to the number of older workers and women entering the work force.

Event Evaluations

Events are things that could happen. In forecasting events, the panel was asked to determine the probability of when an event could occur, beginning from that point in which the probability first exceeds zero, 5 years from now, and 10 years from now. Additionally, the panel was asked to evaluate the impact of the event as positive or negative. The results of event evaluations are contained in Table Two (see Appendix F).

Event One (E1): reading scores drop 15 % among high school seniors.

This will have a significant effect on who we will be able to recruit for correctional employment; as reading skills at a twelfth grade level are required to become a successful deputy/correctional officer.

There was a consensus of the panel that the probability of this event occurring would increase sharply in 5 years with another sharp increase at 10 years. The high and median predictions

tracked closely. There was a general consensus that the occurrence of this event would pose a negative impact on the selection of correctional staff.

Event Two (E2): enhanced maternity benefit passed by the legislature.

This event would be in response to increasing numbers of women entering the work force. There was little probability of this event occurring until year three at which time there is a sharp increase in probability to year five and increases to year ten where the panel members predicted a good probability that benefits would be increased.

Event Three (E3): concerns court review of gender biased laws that prohibit certain normal work activities based upon gender.

The panel indicated a greater than 50% probability of this event occurring in 5 years with high probability by ten years down line. The occurrence of this event will have an important impact on the way we recruit, based on male/female population ratios, and broadens the work environment for potential candidates.

Event Four (E4): the economy in California will rebound as defense firms switch to consumer based manufacturing.

The probability of this event occurring will significantly impact the competition between private and public sector for qualified employees.

The probability of this happening begins 3 years out and sharply increasing from five to ten years down line. The median forecast in this event tracked closely, although not so optimistically with the high forecast, the low forecast predicted a low probability of this event occurring.

Event Five (E5): courts review case brought by older workers in order to gain access to jobs a correctional employees.

The panel forecast this event beginning in 4 years with a high probability that older will access the court system in their attempt to gain employment as correctional employees.

Event Six (E6): California business conduct tests showing lower skill levels for entry level employees.

The panel predicts that this event will occur in one year with a better than 50% probability at five years and a high probability at ten years. The panel reached consensus that this event will have a negative impact on selection of persons working in correctional facilities.

Event Seven (E7): California Sheriffs unanimously endorse the use of non-sworn correctional employees.

The occurrence of this event will mark an important shift in philosophy and will broaden the recruitment pool of prospective correctional employees, which in turn will impact the way personnel are selected.

The probability of this event first exceeding zero will begin in three years with a very high probability of its occurrence at ten years down line.

Cross Impact Evaluation

To determine the relationships between the trends and events identified as relating to the issue of "What will be the impact of the changing work force on the selection of personnel to work in California County Jails by the year 2000", a panel of four professionals involved in law enforcement, adult education, government and personnel services were assembled and performed a cross-impact analysis with the investigator. The results of this examination are contained in Table Three (see Appendix G).

By assuming that an event actually happens, an estimate can be made how it impacts other

identified events and trends. This is then analyzed in relation to the issue and sub-issues to foresee reactions. An estimate can also be made concerning how each individual event and trend was impacted by the occurrence. Different scenarios can then be written by selecting events that most influence the issue and sub-issues.

There were four events that had the greatest impact on the issue and sub-issue.

Event One (E1) - Forecasts that reading and writing scores drop among high school seniors. This event should trigger strategies to recruit and select personnel that can meet those requirements mandated by the complexity of the position. Those plans should answer the question, "If qualified employees are not being produced by the educational system, where can qualified employees be found?"

Event Four (E4) - The California economy rebounds as the defense firms switch from defense to consumer industry. Growth in this area will drain away prospective candidates. This may be critical if there is a major competition between the private and public sector for qualified employees, especially when cross impacted with E-1. Event 5 was forecast as having a high probability of occurrence between five and ten years down line.

Event Seven (E7) - California Sheriff's unanimously endorse the use of non-sworn correctional employees, this event will strongly influence other trends and events forecasted due to the fact that this shift of philosophy will open the door to a broader range of potential candidates for correctional officer to include more older persons, women and minorities. This event was forecasted as having a strong likelihood of occurring between five and ten years out.

"Impacted" Totals - There were four trends that could be impacted or influenced to impact the issue and sub-issues.

Trend One (T1) - Revenues from local and state entities will play a pivotal role in the recruitment and selection of correctional employees in terms of who will be employed and how many.

Trend Four (T4) - Workers (34 to 64) available to work in jails. Directly related to the competition for qualified employees and quality of personnel in the job market, this age group (not currently recruited for correctional work) could supply jails with personnel with the requisite skills necessary to do the job.

Trend Five (T5) - The level of education possessed by entry level workers will strongly impact who will be available for correctional jobs and will have a bearing on possible strategies to develop skill levels prior to employment.

Trend Seven (T7) - Job sharing opportunities were directly related to women and older workers entering the job market. Changing traditional employment practices was determined to be a positive impact in preparing for a changing work force.

Alternative Future Scenarios

Each scenario concerning the issue and sub-issues was developed using the forecasted trends and events, literature research, environmental scanning, interviews and the investigators own insights. The purpose of each scenario is to motivate decision makers who will be involved in shaping the future. The scenario is designed to promote imaginative and creative thinking about possible future alternatives by which they can anticipate change and react accordingly.

The three forecasting scenarios presented are Normative Mode (desired and attainable); Nominal Mode (surprise free); Hypothetical Mode (what if). The setting is Central County California.

Futures Scenario - Normative Mode

As Simple as Hiring The Right People - February 16, 2002

Central County was beginning to bloom again. After several very difficult years in the late 1980's and early ninety's, the county's financial standing was looking a little bit better, revenues were up and the unemployment rate was down. People began to become a little nervous after the collapse of the Soviet Union also brought about the near collapse of California's multi-billion dollar defense industry, but thanks to American ingenuity, defense firms reacted quickly and have produced a wide array of technological marvels aimed at the consumer market business has been good.

Things were even getting brighter at the Central County Sheriff's Department. Sure, everyone still had to watch their budgets, however, the transition to professional correctional officers was just about complete. The cost savings gained by the use of this class of employee not only provided more jail staff, but had enabled the Sheriff to field more deputies on the street.

It seemed only yesterday that the Board of Supervisors tried to wrest control of the jail facilities from the Sheriff, luckily a compromise to replace deputies with non-sworn correctional officers averted this move.

Initially, there was a lot of resistance from the die hards who resisted the change. At first the new correctional staff looked different, one couldn't help but notice that many of the new employees sported grey hair. The management and staff at the Sheriff's Department weren't sure how the old geezers would do, but were pleasantly surprised at how well they performed.

It didn't take long to notice how dependable they were either. Give them a job to do and they get right to doing it. The younger employees seemed to have more difficulty on the job. It

seemed as if they lacked many of the basic skills needed in correctional work. Their reports were lacking and their spelling was atrocious. It just seems as though good employees are harder to find. The really good ones go to work at the new high tech firms and the marginal ones are put through basic education and skills training by the high tech companies.

One major improvement at the jail is the new child care program. Several years a consortium of business (hospitals, law enforcement agencies) that operate on a 24 hour basis pooled their resources and opened a day & night child care center. Because it is a non-profit enterprise operated by the employees the cost of the care is pretty reasonable; single mothers and fathers feel a lot more comfortable knowing that their children are in good hands.

Central County legislators have introduced a bill in Sacramento that will enable peace officers who have retired from law enforcement to work many more hours per month in the correctional facilities. This new plan supplements their retirement and offsets the cost of medical insurance. Their expertise is very helpful to the newer employees.

Another difference at the Central Jail facilities are the number of women employed. Back when deputies were the primary workers in the jail it was male dominated, now almost half of the people working in the jail are women. The job sharing plan has attracted many married women who only want to work a limited number of hours to supplement their family income.

Yes, things are better in Central County. It seems that the good planning that took place back in 1992 sure paid off. While other departments seem to be mired down in personnel problems, Central County seems to hire the right type of people.

Exploratory Scenario - Nominal Mode

Sheriff's Looking for a Few Good Men and Women

The problem became noticeable in 1996, when several important events began to strain the ability of Sheriff's Departments to recruit people to work in correctional facilities.

Decreased unemployment, created by an ageing population, made recruitment of deputy sheriff to work in the jail more difficult. Sheriff's officials describe the problem as a lack of qualified 18 to 30 year old individuals that are employable. While there are ample candidates available, quality also plagues the recruitment from this pool as reading and writing scores for graduating high school seniors have been lagging since 1990.

Another problem facing not only the Sheriff's Department, but other law enforcement agencies statewide is the increase in the minority population. Many of these minorities are Hispanic or Asian and do not possess the skill levels to perform the job. Many of these minority groups are challenging law enforcement agencies to open up employment to these groups.

Difficulties in recruitment and retention, coupled with the high personnel cost involved with the utilization of deputy sheriff's in the jails has created a rift between the county supervisors and the sheriff. This controversy has supervisors exploring the establishment of a Department of Corrections. Supervisors claim that by creating a separate Department of Corrections, costs can be lowered, primarily through personnel cost reductions.

In response to this issue, the State Sheriff's Association is countering this push by drafting statewide policies that will change the way personnel are recruited and selected. Sheriff's hope to head off this challenge by replacing deputies in the jail with a professional correctional staff.

Hypothetical Mode

Consent Decree Forces Changes At Sheriff's Department

January 18, 1999

After two years of litigation, the Central County Sheriff's Department has agreed to a consent decree that will open up jobs to more minorities, women and older workers. The lawsuit was initiated by minority groups who claimed that they had been unfairly excluded from positions in the Sheriff's Department. Sheriff's officials counter that many minority applicants do not meet the stringent requirement for the position of deputy sheriff. The lawsuit took an unusual twist when lawyers representing the Asian-Hispanic Coalition teamed up with women rights organizations and lawyers representing workers over 40 who had also filed complaints with the Justice Department.

Warning signs began to emerge in 1995 when Hispanic and Asian populations swelled in California. This trend has continued to increase with nearly one in three Californians belonging to an identified minority. According to the U.S. Census Bureau, Asians make up the fastest growing minority with growth up 76% from 1990 figures.

The plan calls for the removal of deputy sheriff's working in the jail to be replaced by a professional correctional staff. Sheriff's officials believe that by replacing the more restrictive deputy sheriff classification in the jails, a broader section of the population can be hired. Officials noted that older workers adapt especially well in the correctional environment.

Also included in the consent decree are plans to set into motion pre-employment remedial training to bring skill levels up to par. The Sheriff hopes that by being able to employ from a broader base, cultural bias against law enforcement will diminish. The Sheriff also hopes to

replenish his deputies in the field through recruitment efforts in the jail.

Summary

The normative scenario is the chosen scenario to help plan strategies to anticipate how the changing work force will effect the selection of qualified personnel to work in county jails by the year 2002. To ensure this transition four policy areas were considered. They are:

- o Commit to the conversion from deputy sheriffs to non-sworn correctional officers to staff the county jail.
- o Construct an array of employee benefits, including child care, flexible work schedules and job sharing.
- o Coax people out of early retirement to begin a second or third career in corrections.
- o Provide basic remedial skills in writing, math and English as a second language to potential job applicants.

By commitment to and building upon these policies, the sheriff's departments might broaden the pool of available correctional workers by the year 2000 and thereby anticipate and minimize the impact of the changing work force.

PART II - STRATEGIC PLANNING

A strategic plan to meet the challenges of a changing work force to the selection of personnel to work in California county jails by the year 2002

Strategic Plan Objective: A strategic plan provides a structured approach to decision making based on the examination of trends and events in anticipation of a future environment. Strategic planning anticipates future issues so that they can be seized as opportunities while at the same time managing threats and weaknesses.⁷

Selected Scenario: The Normative Scenario contained in Part I of this study was selected by the investigator as desirable and attainable. In this section a strategy will be presented to facilitate the selection of persons working in county correctional facilities. For the purpose of this study, Central County will be the setting for a strategic management plan that will address the issue of "What will be the impact of the changing work force on the selection of personnel to work in California county jails by the year 2002?"

The Setting: Central County is located in California's San Joaquin valley. It is a sprawling rural county whose primary industry is agriculture and mineral resources. The past 10 years have seen a dramatic increase in population. According to the 1990 census, the county had a population of just over 500,000 residents and demographers estimated that by the end of the decade Central County would grow by nearly 300,000 people.

Central County has a large jail operation managed by the Central County Sheriff's Department. The jail has seen a remarkable growth in prisoner population from about 1200 inmates in 1980, to over 2200 inmates in 1992. During this time period the Central County Sheriff's Department has seen the corrections budget surpass that allocated for law enforcement activities. The jail system now employs in excess of 500 persons, including 260 deputy sheriffs and 140 civilian staff.

Mission: The mission statement acts to communicate inside and outside the organization, serves to express values and establish a foundation for decision making and planning.

Mission Statement:

Macro-Mission:

We are committed to improving the quality of life for the residents and visitors to Central County through the enforcement of laws established to protect life and property and preservation of public safety through the operation of safe jails that meet constitutional standards.

Micro-Mission:

We recognize the field of corrections to be a highly specialized field of endeavor that requires high quality individuals to be well trained in the principals of incarceration. The position of correctional officer can no longer be viewed as a generalists or temporary assignment, it must be given the recognition that the complexity of regulations and case law warrant a specialist to operate California's county jails.

- o Recognition of working in local corrections as a professional career field.
- o Continued development and revalidation of selection and training standards.
- o Development of recruitment techniques that will encourage the widest range of potentially qualified candidates to apply for work as a correctional professional.
- o Development of strategies to nurture and encourage potential candidates to enter the field of corrections.

The centerpiece in meeting the Central County Sheriff's Department mission is the

development of a professional correctional officer. This is a major change since the Central County has utilized deputy sheriffs to operate the county jail.

Situational Analysis:

In the development of strategic plans to attain a desired future, it is important to know what resources are available, the internal ability of the organization to make change and the environment in which the change will be made.

For this study, two assessment processes were used they are:

WOTS-UP Analysis - This is an acronym for Weaknesses, Opportunities, Threats, Strengths - Underlying Planning.

and;

SAST or Strategic Assumption Surfacing Technique.

WOTS-UP Analysis:

This evaluation examines "opportunities and threats" that may exist in the external environment in Central County, and "strengths and weaknesses" of internal conditions within the Central County Sheriff's Department. The assessment was developed by a group of three Central County Sheriff's Department managers who reached consensus on "opportunities and threats", " strengths and weaknesses" (Appendix K).

Opportunities:

The transition from deputy sheriff to correctional professional is embraced by the County Board of Supervisors. The Board feels that utilization of non-sworn personnel is a sound cost reduction move. This sentiment is also supported by the Central County Taxpayers Association. Immediate cost benefits can be realized and can be exploited in the

short run, however, as time passes the process of labor negotiations will erode those benefits other critical benefits should be equally emphasized. The Central County Sheriff is confident that the move to a non-sworn correctional professional will thwart a move on the Board of Supervisors to take control of the jail from the Sheriff. This move will also open up greater opportunities to older workers who would not be qualified as a deputy sheriff's but who could prove to be excellent workers in the jail. Additionally, this change will open up opportunities to women and minorities who have not traditionally been attracted to law enforcement. The State Board of Corrections has been upgrading the position of correctional officer through the development of testing and training curriculum designed to promote the use of non-sworn personnel in the jails. By opening up the selection of a broader group of people (older, women, minorities) fewer law suits are anticipated. A tight job market caused by competition from the private sector is making the recruitment of qualified deputy sheriffs more difficult. The transition opens up a much larger pool of persons who are qualified to work in the jail.

Threats:

The move to transition from sworn to non-sworn personnel to staff the county jails has been resisted by the State Sheriffs Association for many years. This opposition places pressure upon the Central County Sheriff in this regard and also sets up possible legal challenges by this group. The Central County Sheriff's Association is a labor organization that represents deputy sheriff's. This group is strongly opposed to this transition as it stands to lose about 260 union members who may now be represented by the Service Workers Union who represents all non-law enforcement personnel. The Sheriff is also somewhat concerned about negative reaction on the part of the public. The transition from deputy

sheriff to correctional officer is a fairly complex issue and may not be fully understood by the general public who have been accustomed to having deputy sheriffs operate the jail. Another concern involves the increasing number of low quality applicant entering the job market. The use of deputy sheriffs in the jail has always ensured high quality employees. This change leaves open the possibility of a denigration of quality in jail personnel; there is a general fear of the unknown in this case. Over sold cost benefits may come back to haunt planners as it must be understood that those benefits may be short lived.

Strengths:

Historically, the use of deputy sheriffs in the jail has been viewed as a temporary assignment, however, the rapid expansion of the jails caused by voter approved jail funding created a situation where Central County deputies were now spending up to five years in the jail prior to being transferred to the street. The transition to professional correctional officer provides two clear career paths one in corrections and the other in law enforcement. These two career paths are easier to manage and provide for long term expertise in the jail. The Central County Sheriff was also anticipating lower personnel costs associated with recruitment and selection and training. Other cost factors, including equipment costs, were also taken into consideration. Most important to the Sheriff is that the mission of both the law enforcement component of the department as well as the operation of the jail, will be much more clearly defined.

Weaknesses:

One of the areas that the Sheriff is concerned with is the lack of enthusiasm on the part of some of the employees. Although the deputies do not view the jail as a desirable

place to work they hold on to the perception that they are the only qualified persons to work this assignment. The deputies also sense a diminished power base caused by the possibility that their union may lose some clout with the Sheriff and Board of Supervisors. The long history of using sworn officers to staff the jail has caused some ambivalence on the part of some managers who will be responsible for implementing the change. The Sheriff is also concerned about the lack of flexibility that he may have relative to the placement of some older deputies, who may have outlived their usefulness as a street officer. This transition essentially closes a door that was once used for this purpose.

Strategic Assumption Surfacing Technique (SAST):

There are forces inside and outside of the organization made up of people or groups whose support may be necessary in order to implement a strategic plan, who will be involved in changes, will be impacted by the changes or who have a stake in how changes impact others. Each of these people or groups has a stake in the success or failure of the strategy. These persons or groups are referred to as "stakeholders". The Strategic Assumption Surfacing Technique is a method whereupon stakeholders can be identified and assumptions can be made regarding their position on the issue. Some stakeholders will not be known in advance and will surface during the implementation plan. These persons or groups are referred to as snaildarters. These unanticipated stakeholders can radically impact the strategy demanding that the strategy be revised or abandoned. Even though successful identification of snaildarters is somewhat limited, attempts to forecast them can expand the thinking of those who are developing the plans.

Stakeholder Analysis

The groups or individuals described below are stakeholders involved in the transition from sworn deputy sheriff to professional correctional officer. The purpose of this transition is to fulfill the mission of the Central County Sheriff's Department and thereby addressing the issue and sub-issues involving the changing work force.

1. The California State Sheriff's Association - (1) This organization of sheriff's, representing 58 California Counties, will oppose any wide spread movement toward the use of the non-sworn correctional officer. (2) This position will erode as members of the association break ranks and employ more correctional specialist due to economic, legal and other factors.

2. County Supervisors - (1) This organization sees continued control of the local detention facilities by elected sheriffs as draining county coffers. (2) Supervisors believe that they can run the jails more cost effectively, whereby, use of correctional specialists is seen as an economic move. (3) Also, the establishment of a Department of Corrections lessens the Sheriff's influence and power.

3. State Board of Corrections - (1) While unable to take a public stand on the issue, the Board of Corrections will quietly encourage the transition to a corrections professional. (2) The Board of Corrections will upgrade selection and training standards that will further the professional standing of correctional officers (non-sworn jail personnel).

4. P.O.ST. - Will not take a public stand on the issue, however, will welcome the clarification of the deputy sheriff role as strictly law enforcement and will not have to deal with cross training issues.

5. Public Employee Associations - (1) These groups will scramble to represent the new

emerging class of correctional professionals. (2) There may be a bitter dispute between Deputy Sheriff's Associations and Service Employee Unions.

6. Federal Courts - (1) May impact the decision of sheriff to utilize correctional professionals by mandating staffing levels that exceed the ability of the sheriff to recruit qualified deputies or exceed the economical use of deputy sheriffs.

7. Taxpayer Groups - (1) Will push for economy through the utilization of lower paid correctional professionals. (2) May support Boards of Supervisors if convinced that a county Department of Corrections is a greater taxpayer benefit, however, would support the Sheriff if changes are made internally.

8. Local Police Departments - (1) May encourage the use of professional correctional officers as a means to lower incarceration costs. Two issues prevail, (a) lower booking fees (b) lower costs may enable counties to utilize more jail bed space for incarceration of city arrestee's.

9. Defense Attorneys (including public defenders) - (1) Will be interested in promoting a professional correctional officer to encourage improved jail conditions by means of a well trained jail staff.

10. County Counsel - (1) Will support the transition if convinced that the correctional officers will prove to be of high quality. (2) County Counsel will applaud any effort to open up the position to a wider range of the public thereby reducing civil rights claims.

11. Personnel Department - Will promote greater diversity of the work force in compliance with their affirmative action goals.

12. Adult Education Department - Will encourage an alliance with the school district to

develop potential candidates who need remediation of basic skills.

13. Prisoner Rights Advocates (Snail Darter) - (1) These groups may inhibit or promote an orderly and well planned transition in jail staffing. (2) Legal activism may change the course of local detention practices, whereupon, these groups may force judicial intervention on a variety of issues concerning conditions of confinement, hiring practices and selection and training standards.

Assumption Mapping:

A method of graphically representing the assessment of certainty and importance of each stakeholder is assumption mapping. The certainty of the stakeholder's support of the strategic plan can be correlated with the importance of that support. Stakeholders can be categorized based upon their position on the graph. The map is made up of four quadrants. The position of the stakeholder on the map indicates their significance relative to the strategy (Appendix L).

Modified Policy Delphi:

The Modified Policy Delphi was the process used to generate a number of policy alternatives which could be effective parts of the strategic plan. A group of six members of the Central County governmental agencies were appointed to develop policy options to address the study issue. The group was made up of three representatives of the Central County Sheriff's Department, Central County Personnel Department, County Administrative Office and the Central High School District Adult School Division. The group was provided with the Normative Scenario, mission statement and the information developed in the situation audit. Consensus was reached on three policy alternatives and rated in accordance

with the feasibility and desirability of each policy. Alternatives one and two were rated most feasible and desirable. Policy number three was the most controversial.

Policy Alternatives:

1. Development of recruitment programs targeting older workers, women, and minorities.

The Central County Sheriff's Department should work cooperatively with the County Personnel Department and County Administrative Office in the development of recruitment strategies which include:

- o Flexible benefits that enable women greater access to employment. Such benefits may include, job sharing, increased maternity benefits, child care programs.
- o Target older workers between 34 and 55 reentering the work force or starting new careers for recruitment. Suggested employments pools are retired law enforcement officers, retired military personnel. Additionally, job sharing opportunities should be made available to retired correctional staff who may wish to work on a limited basis.
- o Develop high visibility campaigns to recruit minority workers. Provide workshops open to all candidates, however, intended to assist candidates with employment skills or who may have cultural barriers that inhibit successful selection.
- o Provide training to Central County Employees such as cultural and gender awareness programs to prepare those who will usher in the new work force.

PROS:

- Anticipates the emergence of women entering the work force.
- Takes advantage of highly qualified older workers.
- Works toward affirmative action goals.

CONS:

- Assumes funding will be available for expanded benefits.
- Questions older workers ability to work in a correctional environment.

2. Understand and plan for changing values of workers. Work ethics born in the 1950's may impede action. A new tack must be developed to understand and exploit new worker values. Older values such as personal enrichment, job security, advancement, and respect for authority may be replaced by values such as the work place being fun and the desire for time off. Workers entering the work force today are generally more sophisticated, however, less educated. Plans for recruitment should include:

- o Regional Occupational Programs to direct young workers toward a career in corrections, an emphasis on bringing minorities into the mainstream law enforcement community.
 - o Development of programs that will bring basic skills up to an acceptable level to enable recruitment.
 - o Begin planning to recruit correctional workers in a competitive job market.
- Such plans should include, identification of what factors of the job are attractive to people and exploit those areas in the recruitment effort.

PROS:

- Develops a qualified employee pool.
- Opens up law enforcement positions to greater numbers of minorities.

CONS:

- Assumes that these programs will act as a magnet.
- Need for an expanded employee pool has not yet been determined.

3. Development of a coalition of members of the State Sheriff's Association that will enable a softening of a hard line stand against the use of non-sworn correctional officers. Such a coalition should develop a resolution that attaches legitimacy to the transition to non-sworn employees to staff county jails. At the same time, recognize and accept that this transition may not be appropriate in some counties based upon the size of the county and external factors that drive employee classification issues. The establishment of this coalition and recognition of the changes that are taking place will enable better planning and control of legislative and regulatory events that will impact the operation of jails in the years to come.

PROS:

- Will thwart resistance by the State Sheriff's Association
- Can be developed to include changes in legislation that enable growth and professionalism in the correctional field through the use on non-sworn correctional officers.

CONS:

- No need to involve this group in local decisions.
- Attempts to alter power structure in this group may backfire.
- Future events will bring this group around without any external effort.

Recommended Strategy:

The recommended strategy follows the mission statement which calls for the development of a professional correctional officer position, whereupon, a transition from deputy sheriff's to non-sworn professionals to staff the jail opens the gateway in establishing the individual policies identified by the Modified Policy Delphi panel. The recommended strategy will work toward achieving the desirable and attainable state of the Normative Scenario.

This strategy will enable a wider segment of the community access to this career field. This strategy recognizes that the position of correctional officer requires different skills and abilities than do those of a deputy sheriff therefore each position (deputy and correctional officer) stand to benefit from the conversion by way of establishing a specialist rather than generalists role in the organization. This strategy combined with the policies identified by the panel open the door to groups otherwise limited by current personnel practices. Their inclusion paves the way for a desired future that will meet the challenge of a changing work force.

Implementation Plan:

Phase I - Establish a transition team - Time line: Zero - 6 months

- o Identify and appoint a team to study department resources and develop a transition time line.
- o Appoint a transition manager.
- o Identify internal and external resources.

Phase II - Develop implementation plan - Time line: 6 months

- o Establish time line from start to finish for transition to professional correctional officer.
- o Determine cost factors and resources.
- o Assess positions of involved parties and plan responses.
- o Determine marketing plan.
- o Coordinate recruitment plan

Phase III - Establish coalition of support groups - Time line: 2 months

- o Educate and enlist support from known proponents (utilize SAST)
- o Lobby and negotiate with known opponents (utilize SAST)

Phase IV - Begin Implementation - Time line: 1 year to 7 years.

- o Recruitment strategy to expand opportunities to more women, minorities and older workers.
- o Begin transition from deputy sheriff to correctional officer.

Phase V - Coordinate programs to expand the worker pool - Time line: 2 - 8 years.

- o Develop partnership with school district to establish remedial education programs to bring skill levels of potential candidates to acceptable levels.
- o Establish ROP programs to cultivate employment pool with special emphasis

on minority recruitment.

- o Develop partnerships with other governmental entities to develop child care programs for workers.
- o Develop plans for job sharing.
- o Develop and implement a plan to target older workers as a potential employee pool.

Phase VI - Evaluation & Review - Time line: Zero to 10 years.

- o Continual monitoring, evaluation and management to forecast and meet challenges not anticipated.

PART III - TRANSITION MANAGEMENT

**Managing the challenges of a changing work force on the selection
of personnel to work in California jails by the year 2002**

*"Our moral responsibility is not to stop the future, but to shape it...to channel our destiny in humane directions and to try and ease the trauma of transition."*¹²

Purpose: The "transition state" is unlike the present or the future. It is a unique condition with a specific time duration and characterized by certain organizational dynamics¹³. Some of the organizational dynamics involved in transition are:

- o High uncertainty/low stability
- o Perceived high levels of inconsistency
- o Undirected energy
- o Increase in conflicts
- o Past patterns of behavior become highly valued.

In the case of the Central County Sheriff's Department, a desired future has been described and strategic plans and policies have been developed to increase the likelihood that the normative future becomes a reality. It is now necessary to develop a process of "getting from here to there", or moving from the current state to the desired state¹⁴.

Commitment Plan:

Ten stakeholders seen as a part of the critical mass were identified. Their active support will ensure that desired change will occur. The focus of efforts by transition managers will be on the critical mass in order to influence commitment levels to support the strategic plan which will ideally end in the desired state described in the normative scenario.

Actors in the critical mass cannot be expected to share the same level of readiness for change, nor can they be expected to possess the same capability to interact as necessary in the change-producing strategy. An assessment of these two factors was used in evaluating

information in the strategic management plan.

The readiness and capability of most of the critical mass actors was generally medium to high, however, in the case of deputies and their union, the readiness for change is low. While the power players (those in a position to make things happen), may have a high readiness, these two groups may emerge as snaildarters if careful attention is not paid in dealing with the concerns of these groups.

Influencing the Critical Mass:

The level of commitment of each actor is assessed to assure the needed level of commitment will be present for change to occur. The results of that assessment are found in the Commitment Planning (see Table 4 Appendix H).

Central County Sheriff - The Sheriff, along with the Board of Supervisors, are really the power brokers in this change. While it is possible for this change to occur without the support of the Sheriff, such action would involve a complicated political scenario involving the Board of Supervisors wresting control of the jail from the sheriff in order to establish a separate Department of Corrections. By an early commitment to make this change happen, the Sheriff is in a much better position to control future events.

Undersheriff - The undersheriff must play an important role in the support of the plan. The Undersheriff will provide leadership to executive mid-managers and supervisory personnel to garner internal support for the smooth transition of the plan.

Corrections Bureau Chief - The Bureau Chief will be assigned as the transition manager and will be responsible to ensure that most of the decisions that will effect change will be carried out. The Chief will report directly to the Undersheriff, and will conduct periodic evaluations

and report on progress to the Sheriff and Undersheriff.

Division Commanders - Division Commanders must be convinced to move from letting change happen to helping change happen. Their influence will play an important role in the activities of supervisory and line staff who may resist change. Strong leadership and direction and well as a well defined line of communication to these actors is critical to implementing the plan.

Deputies - This group will initially oppose this change as it is seen as a threat to the status quo. Clear lines of communication to this group emphasizing the advantages of change must be established. A solid marketing plan should be developed to erode resistance and move this group from blocking change to letting change happen.

Deputy Sheriff's Association - The union that represents the deputies can strongly influence the outcome of the transition. The union will be most concerned by how the transition will effect union membership. A strategy for bringing the union from a position blocking change to letting change happen can be established through negotiation that will allow the new class of correctional employee to be represented by the deputies union. This action will alleviate the fear that the change will result in a loss of power by the labor organization. Additionally, this negotiation should significantly break down resistance by opposing deputy sheriffs.

Board of Supervisors - As with the Sheriff, the Board of Supervisors is critical in making this change occur. The Board will likely be very supportive of this transition for economic reasons, however, they may be influenced by a grass roots political move in opposition to this change. The Board must remain a strong supporter, this can be accomplished through lobbying and periodic updates on the transition progress.

CAO - The County Administrative Office is in a strong position of helping change happen, however, must be motivated to make change happen. Since this transition will involve a change in traditional values it is important that this group be squarely in place as strong supporters. Additionally, this group must be enlisted to assist the Sheriff in negotiations with labor unions to ensure that their concerns are addressed.

Taxpayers Association - This group will be willing to let change happen, however, can be convinced to a position of strong commitment to the plan. This group's value will be to challenge opposition to the program. An invitation to representatives of this group to assist in the planning and implementation will cement this relationship. Lobbying and continual communication to this group is very important.

State Sheriff's Association - While this group cannot play a pivotal role in the transition, the group has been historically opposed to the use of non-sworn officers to staff the jail. Information and lobbying should be employed with this group to keep them out of the local decision making process. This group could emerge as a snaildarter.

Responsibility Charting:

A basic case for investment in the proposed changes will have to be developed and then adapted it's message to each stake holder group. In an effort to make certain the specific decisions, tasks, or actions are implemented by stakeholders (critical mass or otherwise) a "Responsibility Chart" was constructed. A list of decisions were developed and their behavioral roles concerning each decision is recorded using the key identified on the chart. This chart reduces ambiguity, wasted energy and adverse emotional relations between individuals, or groups whose interrelationship is affected by the change.

The results reflected in the "Responsibility Chart" give an impression how a group can act to manage transition to the desired future of transitioning from deputies to correctional officers to staff the county jail(see Table IV Appendix I).

Management Structure:

The management of a transition period is different than managing the future state. The unique work of this period often requires a management structure that creates the least tension within the operation, while at the same time develop a new system that will usher in needed changes anticipated by future events.

The management structure must demonstrate skillful interpersonal skills, have the ability to motivate and influence persons affected by the change.

Under the plan described in the "Responsibility Chart", the Corrections Bureau Chief will act as the project manager. The Chief will be appointed by the sheriff and will carry the authority of the chief executive and will function as a leader of a task force of members from within and outside of the organization. The Bureau Chief is charged with:

- Facilitating the transition to the future state.
- Support the Sheriff and Undersheriff in leading the organization during the transition.
- Develop and oversee a master transition plan. Map out strategies and actions necessary to carry out the plan by:
 - * Identification and use of organizational resources;
 - * Coordination of concurrent activities;
 - * Monitoring progress and report back to the Sheriff and Undersheriff.
- Sets up and manages the task force and each major task it carries out.

- Stays in control through active involvement in planning, inspection and review of ongoing events.
- Acts as a center of information, support and resources for the organization as it undergoes change.

Technologies for Implementation:

Facilitation technologies are necessary to support the transition. The Central County Sheriff's Department will utilize three technologies to assist in the transition.

Team Building - Through the use of a facilitator, a team building exercise will be used to bring management and supervisory staff on-board. The purpose, goals and objectives of the transition plan will be communicated through this process.

Training - Several approaches to training will be utilized to facilitate the transition. Members of the transition team, as well as actors within and without the organization, will be offered training as a means of communicating the goals and objectives of the plan.

Monitoring - A system of continual monitoring will be utilized to provide information as to the progress and problems involved with the transition. The establishment of a transition review group will provide value to this process. Under the direction of the project manager the transition review team will utilize the "Responsibility Chart" to ensure that all phases of the transition are carried out. A system of reporting will be developed to provide information to the project manager so that the plan will maintain it's forward progress. Shared information is critical to every effected person or entity so that anxiety can be minimized. An iterative process should be established to retrace each step of the transition to evaluate current progress and anticipate future needs.

PART IV - CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

**A discussion on the changing work force and the need for
alternative methods of recruitment and selection to meet future
challenges and needs.**

The following discussion will focus on the issue and sub-issues presented in this study and conclusions based upon an examination of information obtained from literature review, environmental scanning, group exercises and expert interviews. Included with this discussion are recommendations that will better prepare California Sheriff's Departments to meet the challenges of a changing work force by the year 2002.

Issue: What will be the impact of the changing work force on the selection of personnel to work in California county jails by the year 2002?

As briefly explored in the introduction to this study, the explosive increase in inmate population in California county jails, and elsewhere throughout the United States, spawned a host of claims relating to conditions of confinement as they involve issues of cruel and unusual punishment.

Generally speaking, jails were caught off guard and in their effort to ease overcrowded conditions, a number of bonds were passed by the State's voters to construct facilities to meet the needs of an ever growing prisoner population.¹⁵

Since 1980, the State has authorized the sale of 1.4 billion in general obligation bonds for the construction and renovation of county jails. By 1989, the construction funding program, together with beds added at county expense, brought the total number of available jail beds to 51,687. These beds have added 62% to the total capacity since 1980, when capital construction financing was initiated. Despite this active construction program, (52) of California's (58) counties had overcrowded jails in 1989.¹⁶

When all projects are complete under the jail funding program, approximately 29,500 beds will have been added to the statewide county correctional system.

Jail population projections of 97,789 inmates by 1995 will out pace the anticipated total capacity of bed space available.

At the same time that counties were placing great emphasis on the construction of new jail facilities, the California State Board of Corrections established the Standards and Training for Corrections Program (STC). The mission of STC is to increase the level of competence of California's local corrections personnel. Since 1987, the State has increased yearly spending for STC from 10.6 million to 13.3 million dollars to assist local agencies in the selection and training of personnel.¹⁷

Jail overcrowding and high community supervision caseloads represent a major challenge for local corrections. Recruitment of enough qualified personnel ranks high as one of the most difficult problems facing county detention systems.

While this unprecedented change is taking place, the philosophy of jail staffing by many county sheriffs has not changed. There continues to be resistance to switch from the traditional use of the deputy sheriff position who works in the jail to a non-sworn correctional officer.

The use of the deputy sheriff to operate the jails is a traditional approach to jail staffing, which opponents argue are not properly recruited or selected to work in the jail. Additional arguments presented are that use of the deputy sheriff, who is selected and trained to fulfill a law enforcement role, does not address the need for a specialist (non-sworn correctional officer) in the jail who can gain continued expertise, rather than the transitory nature of the deputy sheriff who is seen to work in the jail as a temporary assignment.

From a futures orientated perspective, one must take into account the availability of persons to fill these positions. According to the United States Bureau of the Census, growth of the U.S.

Population will continue to slow. The U.S. population will continue to grow older as the median age of the population continues to rise. The proportion of middle-aged Americans aged 35 to 54 will sharply increase in the 1990's.

The continued use of deputy sheriffs to staff California's county jails will suffer from the effects of this ageing population. Traditionally, the primary recruitment age of a sworn peace officer is between the age of 18 to 34. This shrinking age group will cause significant recruitment challenges as we progress through the decade.

To add to this problem, law enforcement has always had a difficult time recruiting women and minorities. Population statistics indicate that by the year 2000, approximately 48% of the work force will be made up of women. Additionally, it is predicted that nearly one in three persons in America will be a minority by the end of the century. Ethnic diversity in California may exceed this national statistic.

The move toward the use of a professional correctional officer requires different skills and abilities than do those of a peace officer. A career in the correctional environment lends itself very well to older workers, women and minorities.

Sub-Issue I - What skill levels will be required to work in jails?

Skill levels necessary for employment as deputy sheriff or non-sworn correctional officer will continue to be high. This may pose a selection problem, as the research contained in this paper indicates that entry level skill levels will decrease. Strategies to shore up a sagging education system and efforts to present remedial education to entry level job applicants may be necessary to fill these positions with qualified personnel. Utilization of the non-sworn correctional officer position will broaden the base of persons who may be qualified for the position, however,

professionalism and greater demands for expertise will continue to push the skill requirement upward.

Sub-Issue II - What will be the impact of women, minorities and older workers?

The research contained in this study indicates a dramatic increase in women, minorities and older workers competing for jobs by the year 2002. While efforts have been made to recruit females and minorities into law enforcement, cultural, and other factors have prevented their inclusion into mainstream law enforcement to the extent desired by law enforcement administrators. The utilization of non-sworn personnel to staff the jails will provide a clear advantage in the recruitment and selection of these individuals, as requisite knowledge, skills and abilities to work in jails is less of a hinderance to these protected class of employees.

Additionally, because of the nature of jail work, which is physically less demanding than law enforcement, recruitment of older workers to staff the jails is not only appropriate, but presents an advantage due to the experience and skills that they bring to the job. This becomes much more significant if the basic skill levels of new workers decrease as predicted.

Sub-Issue III - What will be the impact of non-sworn personnel working in jails?

The impact of non-sworn personnel working in the jails will prove to be beneficial as recruitment and selection will be made from a broader base of potential candidates. Beyond the benefit to the recruitment of jail workers, this transition will provide a broader base of potential law enforcement candidates due to decreased demand, additionally, women and minority candidates will be introduced into the realm of law enforcement by working in the jail, which may act as a recruitment path to the law enforcement field.

Recommendations:

The elected sheriffs from the various counties throughout California must recognize the changes necessary to meet future jail staffing needs. The traditional approach via the State Sheriff's Association has been to resist the transition from the use of deputy sheriffs to non-sworn correctional officers to staff the jail. Despite this organizational opposition, changes in law and the economy have already started to change recruitment and selection practices. Failure to recognize these changes will place sheriffs at a disadvantage in shaping legislation and regulation relative to jail staffing and jail operation in general. This is not to say that every county will be benefited by the transition, there may be cases where population density, geography or community politics would dictate continued use of deputy sheriffs to staff the jail. Regardless of the path that individual counties may take, there must be at least a recognition that a variety of options are available.

A troubling indication involving the recruitment and selection of personnel to work in the jails is the forecasted lack of basic skills of entry level workers. There is a direct correlation between the lack of basic skills and general inability to function in an effective citizenry. By the year 2002, the job market will be so technical and complex that uneducated workers will be unable to compete for jobs. Sheriff's departments must be willing participants in supporting literacy programs in high schools and promote adult literacy programs to bring entry level workers up to an acceptable skill level that will enable them to successfully compete for jobs in county jails.

With a predicted increase in women entering the work force programs promoting child care should be encouraged. Coalitions with other 24 hour a day professions such as hospital workers

should be explored as a means to providing round the clock child care for correctional workers. Establishment of these programs ensures a competitive advantage in the recruitment of high quality candidates to work in the jail.

Recommendations for Future Study:

Several issues not addressed in this study were identified and may be developed for future Command College projects. These issues are:

- o Retention of jail workers in a competitive job market.
- o How will privatization effect the selection of personnel to work in county jails?
- o How will automation and robotics impact personnel practices in California county jails?

APPENDIXES

NOMINAL GROUP TECHNIQUE PROCESS DOCUMENTATION

NOMINAL GROUP TECHNIQUE PANEL

Holly Gallagher, Attorney - Deputy County Counsel, Jail Litigation Expert
Steve O'Conner, Analyst - County Administrative Office
James Ingram, Associate Warden - California Department of Corrections (retired)
Leroy Ford, Field Representative - Board of Corrections
Greg Greeson, Chief of Police - Small City Police department
Donald Fredenburg, Commander - County Sheriff's Department
Patrick Lantz, Crime Analyst - County Sheriff's Department
Randal Turman, Training Sergeant - County Sheriff's Department

NGT Panel Letter

Dear Panel Member:

Thank you for agreeing to participate in a group exercise designed to develop a list of trends and events relative to the following issue addressing **"WHAT WILL BE THE IMPACT OF THE CHANGING WORK FORCE ON THE SELECTION OF PERSONNEL TO WORK IN CALIFORNIA COUNTY JAILS BY THE YEAR 2002?"** with sub-issues of:

What will be the impact of women, minorities, and older workers on the selection of personnel to work in the California county jails?

What will be the impact of non-sworn personnel working in California County jails?

For this exercise please consider trends and events that may impact issue and sub-issues listed above. To assist you in this task the following definitions are provided.

- | | |
|-------|---|
| TREND | Consider a trend as a consistent tendency or pattern of events over a period of time. |
| EVENT | Consider an event as a singular entity by definition or a discrete occurrence. Events may impact each other or may impact trends. |

The following are some trends that may surface as related to the issue/sub-issue:

1. Level of competency required by staff jobs.
2. Quality of available recruitment pool.

APPENDIX A

The following are some events that may surface as related to the issue/sub-issue:

1. Jail staffing difficulties force private sector takeover of jail management.
2. Significant decrease in unemployment produces shortage of candidates for jail staff jobs.

These are just some examples of trend and event statements that may be discussed, however do not limit your ideas to conform to the statements listed above. Be creative and use your expertise to identify other trends and events that are likely to shape the issue and sub-issue.

If you do not understand the process or have questions, please feel free to call me during the business week at (805) 861-3140 or evenings and weekends at (805) 871-7432.

Sincerely,

Commander Jim Sida

TRENDS AND EVENTS LIST

TRENDS

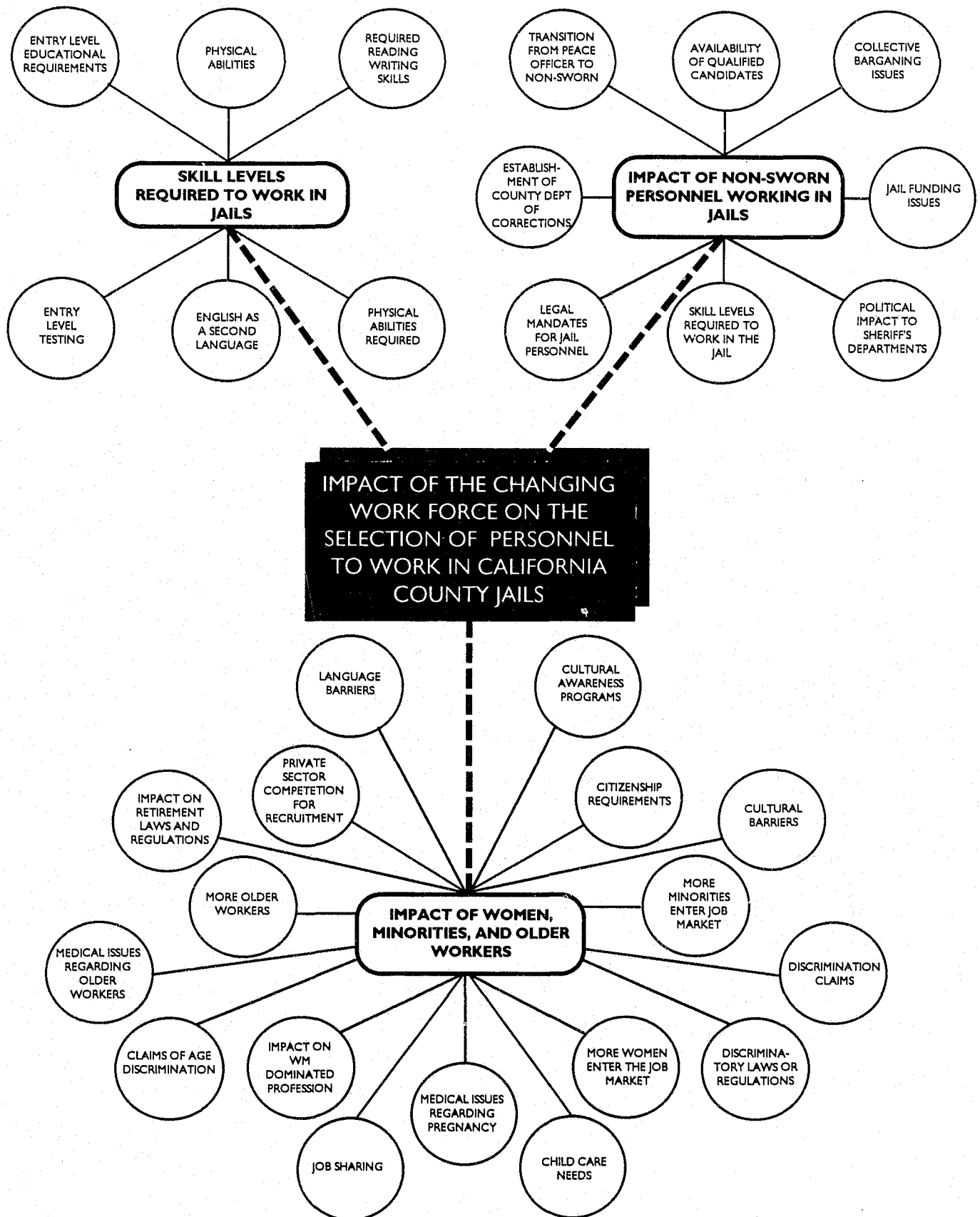
1. Revenues from local, state and federal sources.
2. Women entering the work-force.
3. Minorities competing for jobs in California.
4. Workers (34-64 years) available to work in jails.
5. Level of new technology utilized in the operation of a jail.
6. Level of education possessed by entry level workers.
7. Recognition of detentions as a career field.
8. Basic skill levels possessed by entry level workers.
9. Discrimination claims filed by persons working in jails facilities.
10. Child care benefits provided by counties.
11. Qualified persons available for employment as deputy sheriff's
12. Qualified persons available for employment as correctional officers (non-sworn).
13. English as a second language education after employment.
14. Physical agility tests required to pass entry level requirements.
15. Reading & writing skills required to work in a correctional facility.
16. Cultural awareness programs provided to persons working in jail facilities.
17. Establishment of "County Department of Corrections" outside the scope of sheriff's department (state-wide).
18. Maternity benefits provided to workers.
19. Job sharing opportunities in corrections.
20. Private sector competition for eligible personnel available to work in a jail facilities.
21. Average daily inmate population in California county jails.
22. Construction of new jails in California.
23. Post employment remedial educations programs offered.
24. Availability of correctional jobs.

APPENDIX B

EVENTS

1. Private firms flourish in bid to house county prisoners.
2. California legislature requires higher selection standards for correctional personnel.
3. California unemployment rate falls.
4. Counties offer pre-employment remedial education.
5. Older workers demand right to work. Take their case to the courts.
6. Child care benefits offered as a major recruitment tool.
7. Legislature amends retirement laws for public employees.
8. Testing shows lower basic skill levels for entry level workers.
9. California Sheriff's endorse the use of professional non-sworn correctional employees.
10. Court rules against employer for denying employment to persons with poor english language skills.
11. Court throws out physical agility testing as discriminatory to females.
12. Test scores reveal reading and writing scores drop among high school seniors.
13. Racial tensions increase as Blacks vie with Hispanics and Asians for jobs.
14. County Supervisors push for County Department of Corrections, State Sheriff's resist.
15. Increased maternity benefits passed by legislature.
16. Gender biased laws challenged by females working in county jails.
17. Legislature provides funds for pre-employment skill development for entry level workers.
18. California economy rebounds as defense firms switch to consumer based manufacturing.
19. PRC take over of Hong Kong causes population explosion of Chinese in California.
20. Hispanics bypass Anglo residents as majority in California.
21. Decriminalization of drugs adopted in United States, California follows.
22. U.S. Supreme Court takes radical pro-government stance on jail issues.
23. California voters pass bonds for new jails.

Futures Wheel - Illustration I



MODIFIED CONVENTIONAL DELPHI PROCESS DOCUMENTATION

MODIFIED CONVENTIONAL DELPHI PANEL

Holly Gallagher, Attorney - Deputy County Counsel, Jail Litigation Expert
Karen Christiansen, Vice Principal - Adult School, Literacy Expert
Steve O'Conner, Personnel Analyst - County Personnel Department
William Douglas, Employee Relations Administrator - County Administrative Office
Lewis Green, Analyst - County Administrative Office
Willie Shell, Chief of Police - State University Police Department
Jerry Findley, Undersheriff - County Sheriff's Department
Michael LaFave, Chief Deputy - County Sheriff's Department
Patrick Lantz, Crime Analyst - County Sheriff's Department

MCD Panel Letter #1

Dear Panel Member:

Thank you for agreeing to participate in the futures forecasting section of my Command College paper addressing "WHAT WILL BE THE IMPACT OF THE CHANGING WORK FORCE ON THE SELECTION OF PERSONNEL TO WORK IN CALIFORNIA COUNTY JAILS BY THE YEAR 2002?" with sub-issues of:

What will be the impact of women, minorities, and older workers on the selection of personnel to work in the California county jails?

What will be the impact of non-sworn personnel working in California county jails?

What skill levels will be required to work in California county jails?

I have compiled a list of trends and events that will impact the issue or sub-issues. This list is a result of research and interviews of experts like yourself and others. I have selected a group of trends and events that:

- o Will directly impact management development methods and strategies.
- o Can be addressed when formulating a strategic plan.

The Modified Delphi process has been chosen for my futures forecasting methodology, the process should only take a few minutes to produce a forecast. **Please complete the forms as quickly as possible and mail them back or FAX them to me at (805) 872-1224. I would appreciate their return within a few days, as I have a short deadline.**

I have included a sample to explain the process. If you do not understand the process or have any questions, please feel free to call me during the business week at **(805) 861-3140** or evenings and weekends at **(805) 871-7432**.

At the completion of the first round I will tabulate the data and send you the results. You will be asked to examine the data and determine if you wish to modify your original response.

In this current round, please evaluate the lists of trends and events using your knowledge, background and opinions. Keep in mind that the analysis should be in relation to my project issue and sub-issues.

TREND EVALUATION - FORECASTING INSTRUCTIONS

In futures research, a trend is a series of events. It is ongoing and the way the statement is presented is non-direction that is to say, it does not imply increases, decreases, or a set opinion. The enclosed trend evaluation forms contain 14 trends. The trend evaluation form calls for you to make estimates on each trend, using the base of 100 for today. The estimates asked for are five years ago, five years from now, and ten years from now. Additionally, on the five and ten years from now forecasts, a diagonal line is provide. The upper part of the diagonal is for your forecast on what the trend will be. The bottom half is for your forecast on what you think it should be, or stated another way, what you would like it to be.

An example of trend forecasting is:

TREND		FIVE YEARS AGO	TODAY	FIVE YEARS FROM NOW	TEN YEARS FROM NOW
#1	Cost of Housing	80	100	<div> <div>130</div> <div>120</div> </div>	<div> <div>190</div> <div>150</div> </div>

Forecasted
Should Be
Forecasted
Will Be

In the case of this trend, the forecast was that five years ago costs were at a level 80 compared to the 100 of today's cost. It could also be expressed as 80% of today's cost. Five years from now, the forecaster feels that the cost of housing will be 130% of today's cost. On the lower portion the forecaster determined that the cost should be 120%. In the example, the forecaster feels that ten years from now the cost will be 190% and indicates in the lower portion of the box that it should be 150%. **NOTE: THE TREND CAN GO EITHER UP OR DOWN.** Although not illustrated, the example could have shown the cost of housing 5 years from now at 130% and 100% at ten years.

EVENT EVALUATION - FORECASTING INSTRUCTIONS

The second forecast you will be asked to perform is an evaluation of events. Unlike trends, which are a series of ongoing events, events are things that can or have happened. They are incidents which can be said to have occurred at a certain place or time. For example, the number of earthquakes occurring in California per year is a trend. The Loma Prieta earthquake of 1989 is an event.

The attached Event Evaluation forms contain a list of 14 events related to my study issue. For each event, your asked to forecast three things:

1. Years until the probability first exceeds zero.

This is your opinion as to when, in years from now, the probability that the occurrence of the event first exceeds zero. Fractions of years are acceptable.

2. Probability-Five years from now and ten years from now.

This is your forecast as to the probability that the event will occur within five years from now and ten years from now. The probability is based on a percentage. Thus, to rate the probability of an event occurring means that it is as likely to occur as not occur, 90 means it has a very good possibility of occurring, etc.

CAUTION! The probability can only increase from five to ten years, it cannot decrease. It is cumulative. If it is 50 within five years it cannot be 20 within ten years. It can however, remain the same.

3. Impact on the issue if the event occurred.

This is your opinion as to the impact on the issue, WHAT WILL BE THE IMPACT OF THE CHANGING WORK FORCE ON THE SELECTION OF PERSONNEL TO WORK IN CALIFORNIA COUNTY JAILS BY THE YEAR 2000, if the event occurred. Please consider the positive and negative impacts separately (positive and negative impacts cannot be linked). Rank them on a 0 to 10 scale, with 10 being the greatest impact possible.

An example of event forecasting is:

Event #	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURED	
			Five Years From Now (0% - 100%)	Ten Years From Now (0% - 100%)	Positive 0 - 10	Negative 0 - 10
1	Recycled paper house market	2.5	25	50	0	-5

In this example, the forecaster felt that the probability a recycled paper house would be marketed would not exceed zero (it won't happen at all) until 2.5 years from now. There is a 25% probability

it will occur within five years and a 50% probability it will happen within 10 years. If the event does occur it will have a moderate negative impact in the issue.

Please take the trend and event evaluation forms and complete them now.

Thank you for taking time from your busy schedule to assist me with this project.

Sincerely,

Commander Jim Sida

MCD Panel Letter #2

Dear Panel Member:

Thank you for completing the first round of the Modified Delphi evaluation. I have taken the data from all the respondents and prepared two charts each on the events evaluations and the trends evaluations. One chart contains the median estimates as determined from the responses. The second chart reflects the range of responses of the participants.

This is the second and final phase of the Modified Delphi. In this round, you are asked to review the data charts and compare them to your original responses. If, after reviewing the responses of the group, you wish to change your original opinion, you may do so.

I have enclosed copies of your original responses and the definitions of the trends and events. If you wish to change a response, please enter the new information on the appropriate location on the blank forms. Please try to have the forms returned to me within a few days as I am operating on a tight time line.

Your assistance with this project has been very helpful.

Sincerely,

Commander Jim Sida

"WHAT WILL BE THE IMPACT OF THE CHANGING
WORK FORCE ON THE SELECTION OF PERSONNEL
TO WORK IN CALIFORNIA COUNTY JAILS BY THE
YEAR 2002?"

Trend Evaluation - Table I

TREND STATEMENT		LEVEL OF TREND (today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
T1	Revenues from local, State and Federal Sources	105	100	110 125	125 150
T2	Women entering the work-force	90	100	120 130	150 150
T3	Minorities competing for jobs in California	90	100	130 130	150 150
T4	Workers (34 - 64 years) available to work in jails	85	100	120 120	140 130
T5	Level of education possessed by entry level workers	97	100	110 110	110 150
T6	Recognition of correctional work as a career field	180	100	130 130	160 160
T7	Job sharing opportunities in corrections	80	100	120 120	150 150

** Nine member Modified Conventional Delphi panel forecasts

APPENDIX E

*Five Years
From Now
"will be" / "should be"

*Ten Years
From Now
"will be" / "should be"

Event Evaluation - Table 2

EVENT STATEMENT	Years Until Probability First Exceeds Zero	PROBABILITY		IMPACT ON THE ISSUE AREA IF EVENT OCCURRED	
		5 Years From Now (0 - 100)	10 Years From Now (0 - 100)	Positive (0 - 10)	Negative (0 - 10)
E1 Tests reveal reading and writing scores drop among high school seniors	1	75	100		7
E2 Increased maternity benefits passed by legislature	3	50	75	4	2
E3 Gender biased laws challenged by females working in county jails	1	60	80	4	1
E4 California economy rebounds as defense firms switch to consumer based manufacturing	3	50	75	5	5
E5 Older workers demand right to work, take their case to court	5	50	75	5	2
E6 Testing shows lower basic skill levels for entry level workers	1	70	75		6
E7 California Sheriff's endorse the use of non-sworn correctional employees	3	50	90	7	1

** Nine member Modified Conventional Delphi panel forecasts

Cross Impact Evaluation - Table 3

Maximum Impact (% change + or -)

Years to Maximum

** Four member consensus group

	E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7		"IMPACT" TOTALS
E1				+5 5		+40 1		-10 10		-20 10	+10 7	-20 1		+5 7	E1	7
E2								-5 2	+20 5					+5 7	E2	3
E3							+20 9								E3	1
E4	-5 5	-5 5			+15 5	-10 2		+50 5	+5 5	+10 5	+15 5	-10 2		+5 7	E4	10
E5	+5 3			+10 5		+10 2	+10 10	-10 7				+10 2			E5	6
E6	+40 2			-5 2	+10 2							-40 2		+15 10	E6	5
E7			+50 6	+20 7	+10 7			+25 7	+20 7	+10 8	+30 7		+90 8	+30 8	E7	9

"IMPACTED TOTALS"													
E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7
3	1	1	4	3	3	2	5	3	3	4	4	1	5

Legend

- | | |
|--|--|
| <p>E1 Tests reveal reading and writing scores drop among high school seniors</p> <p>E2 Increased Maternity benefits passed by legislature</p> <p>E3 Gender biased laws challenged by females working in county jails</p> <p>E4 California economy rebounds as defense firms switch to consumer based manufacturing</p> <p>E5 Older workers demand right to work, take their case to court</p> <p>E6 Testing shows lower basic skill levels for entry level workers</p> <p>E7 California Sheriff's endorse the use of non-sworn correctional employees</p> | <p>T1 Revenues from local, state and federal sources</p> <p>T2 Women entering the work-force</p> <p>T3 Minorities competing for jobs in California</p> <p>T4 Workers (34 - 64) available to work in jails</p> <p>T5 Level of education possessed by entry level workers</p> <p>T6 Recognition of correctional work as a career field</p> <p>T7 Job sharing opportunities in corrections</p> |
|--|--|

Commitment Planning - Table 4

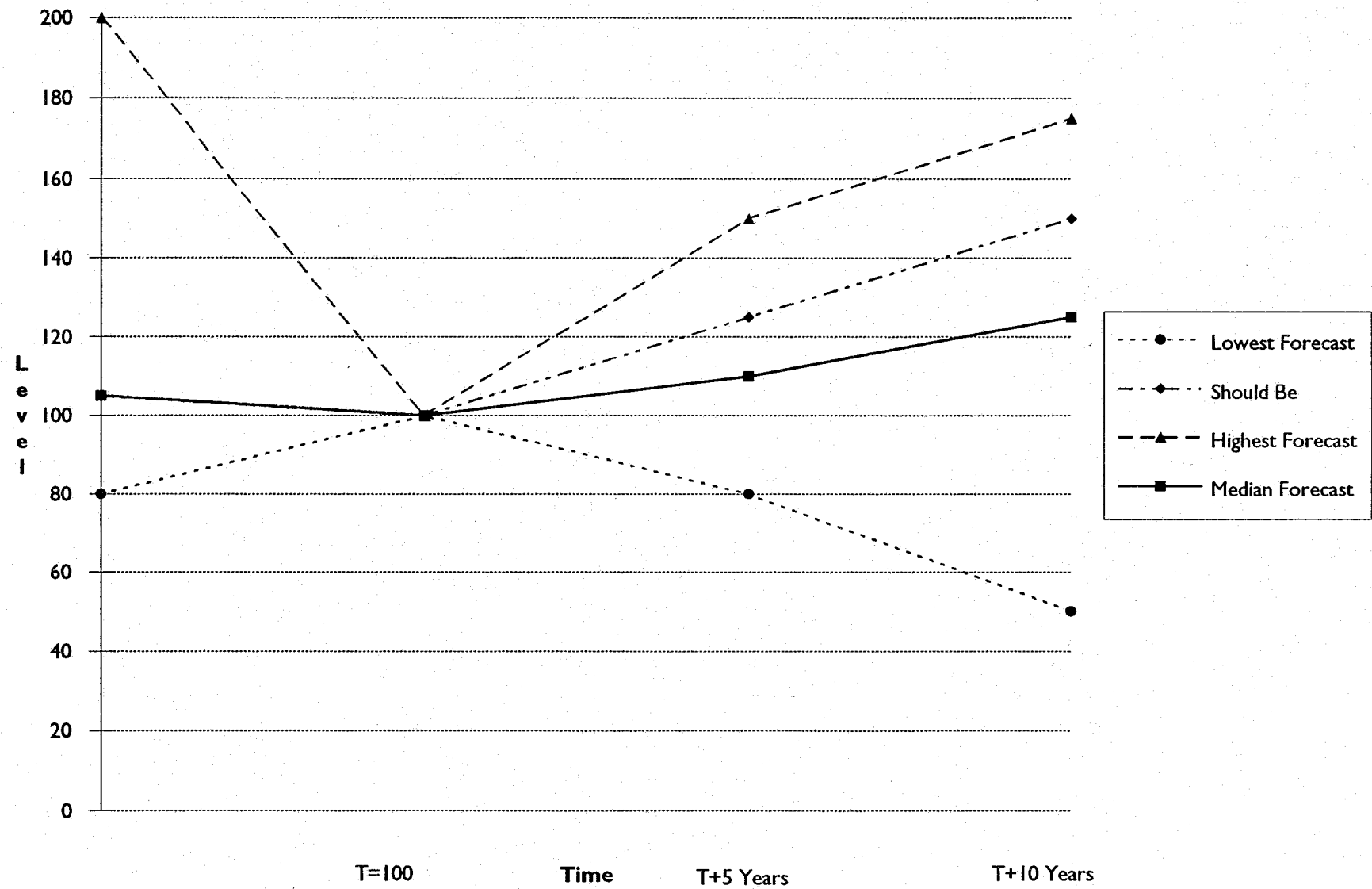
Actors in Critical Mass	TYPE OF COMMITMENT			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Sheriff				XO
Undersheriff			XO	
Bureau Chief			X →	O
Division Commanders		X →	O	
Deputies	X →	O		
Deputy Sheriff's Association	X →	O		
Board of Supervisors				XO
CAO			X →	O
Taxpayers Association				XO
State Sheriff's Association	X →	O		

Responsibility Chart - Table 5

DECISION	ACTORS										
	Sheriff	Undersheriff	Bureau Chief	Division Commanders	Deputies	Deputy Sheriff Association	Board Of Supervisors	CAO	Personnel Department	Taxpayers Association	State Sheriff's Association
Adopt inter-agency proposal to transition from deputies to C.O.'s	A	S	S	S	I	I	I	I	I	I	-
Prepare presentation to CAO and Board of Supervisors	S	S	R	I	-	-	I	I	-	-	-
Review proposal for final inter-agency approval and transmission to CAO	A	S	R	-	-	-	S	S	-	-	-
Promote proposal to staff at all levels	S	S	R	S	I	I	I	I	-	-	-
Meet & Confer with Deputy Sheriff's Association (Labor Union)	S	S	R	-	I	I	I	S	-	-	-
Lobby CAO and Board of Supervisors	S	S	R	-	-	I	-	I	-	-	-
Lobby Taxpayers Association	S	S	R	-	-	-	I	I	-	-	-
Advise State Sheriff's Association	S	I	R	-	-	-	-	-	-	-	I
Present proposal to Board of Supervisors	S	S	R	-	I	-	I	S	I	I	-
Board of Supervisors approves proposal	S	S	I	I	I	I	A	I	I	I	-
Begin Transition	S	S	R	I	I	I	I	I	I	I	-
Employees select bargaining unit	I	I	I	I	I	I	I	I	I	-	-
Monitor and report progress	I	I	I	I	I	I	I	I	I	-	-

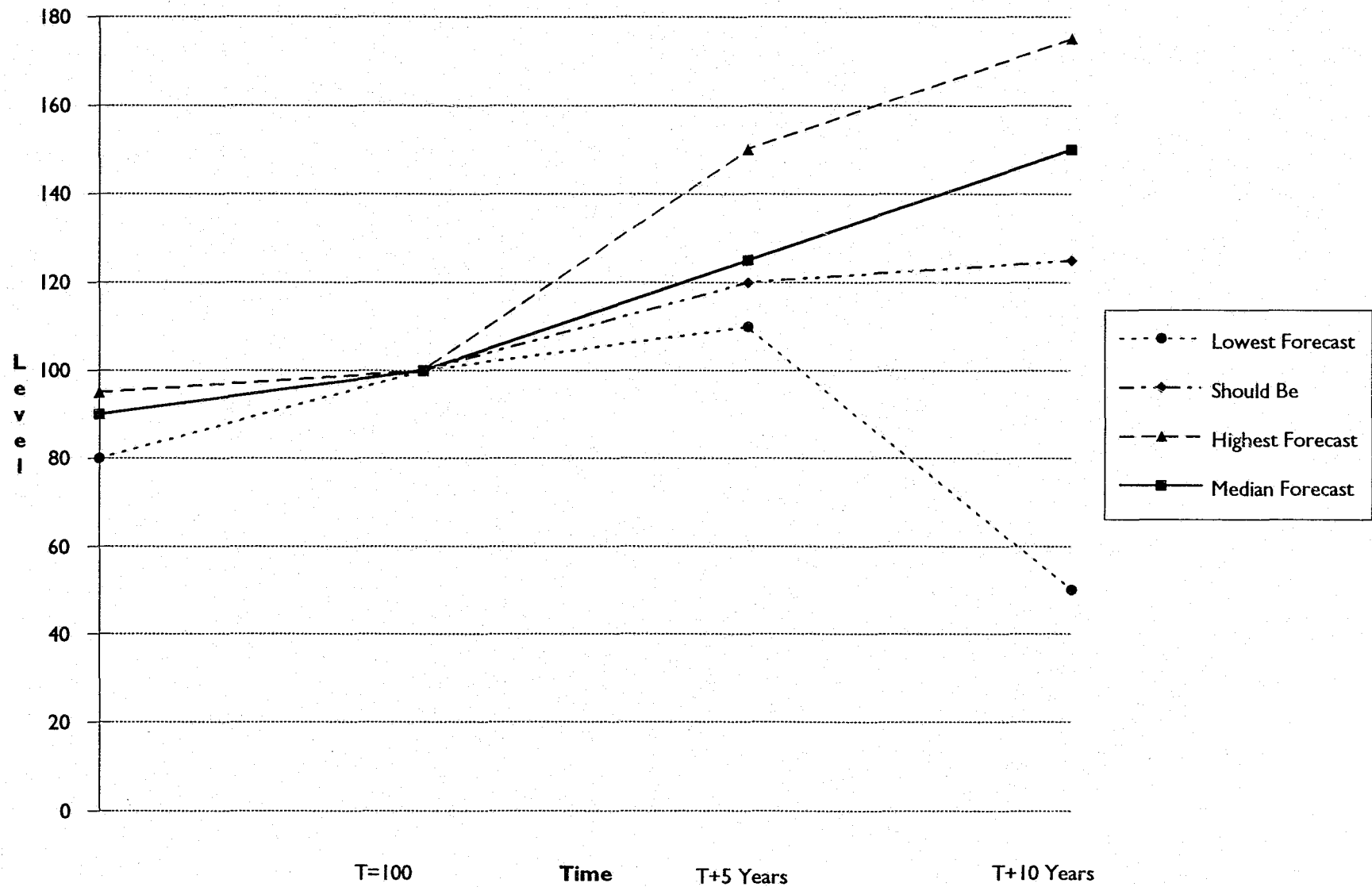
R = Responsibility (not necessarily authority)
 A = Approval (right to veto)
 S = Support (put resources toward)
 I = Inform (to be consulted)
 - = Irrelevant to this item

TREND #1 - Revenues from local, State and Federal sources



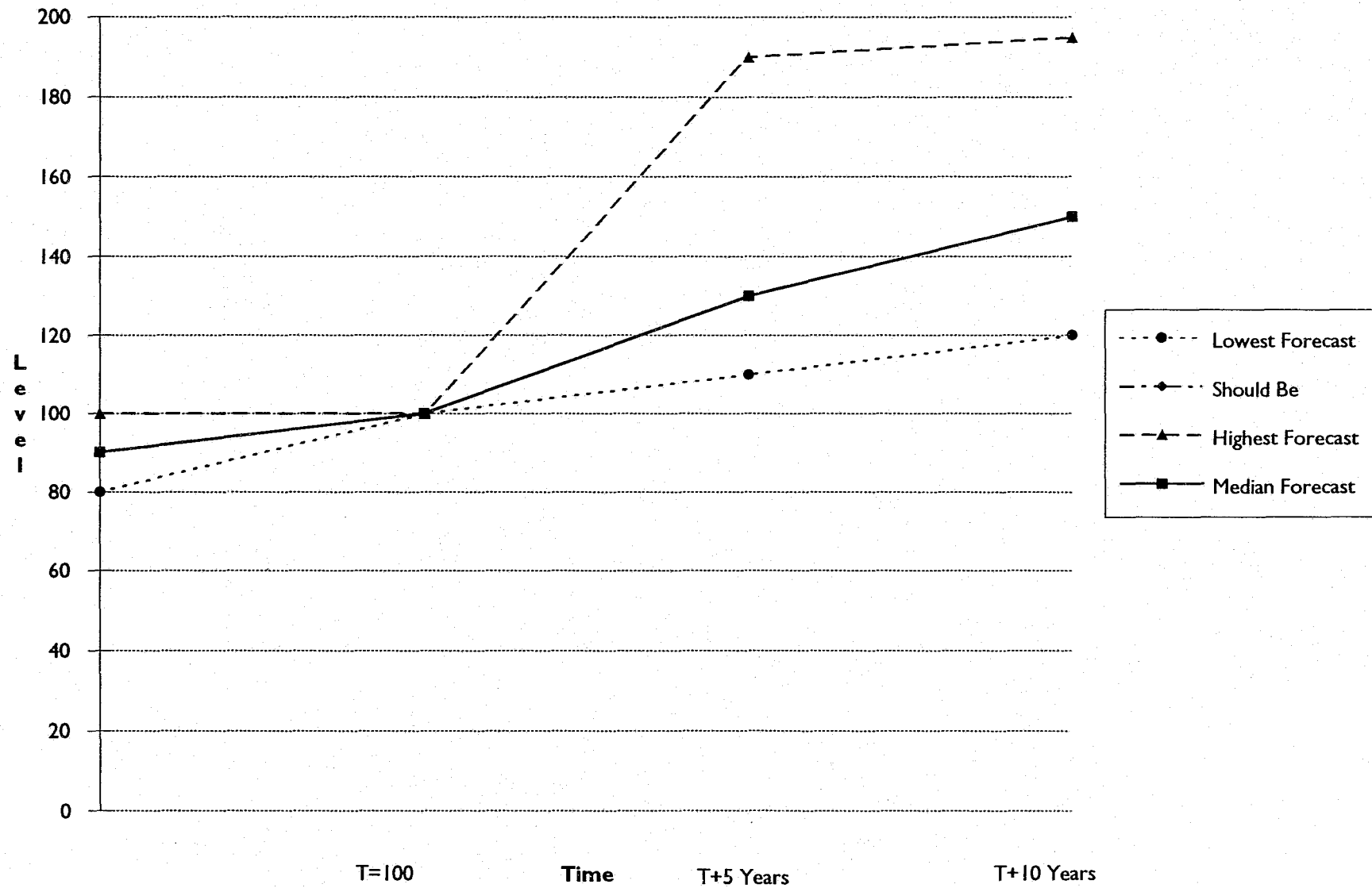
APPENDIX J

TREND #2 - Women entering the work-force



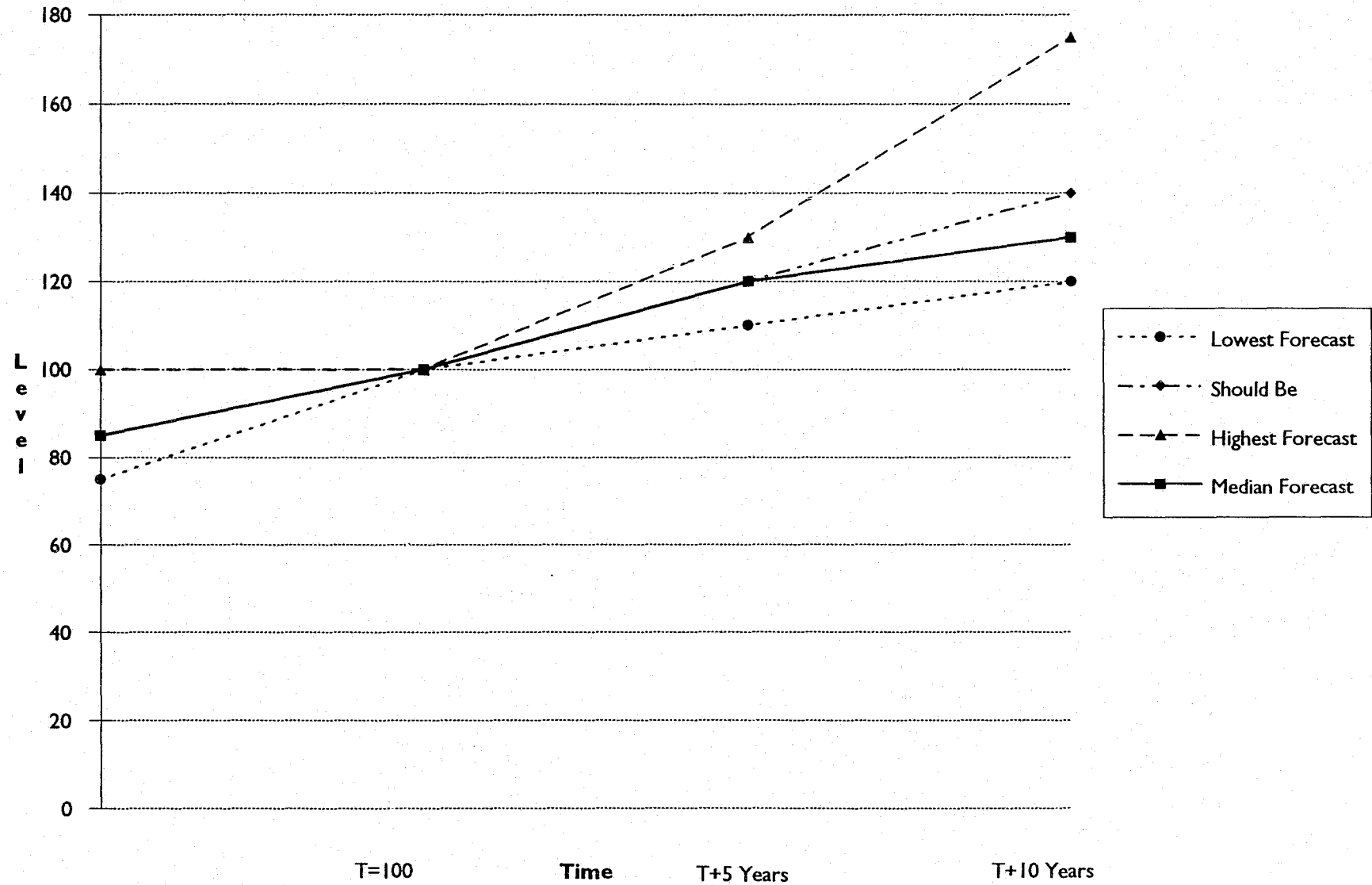
APPENDIX J

TREND #3 - Minorities competing for jobs in California

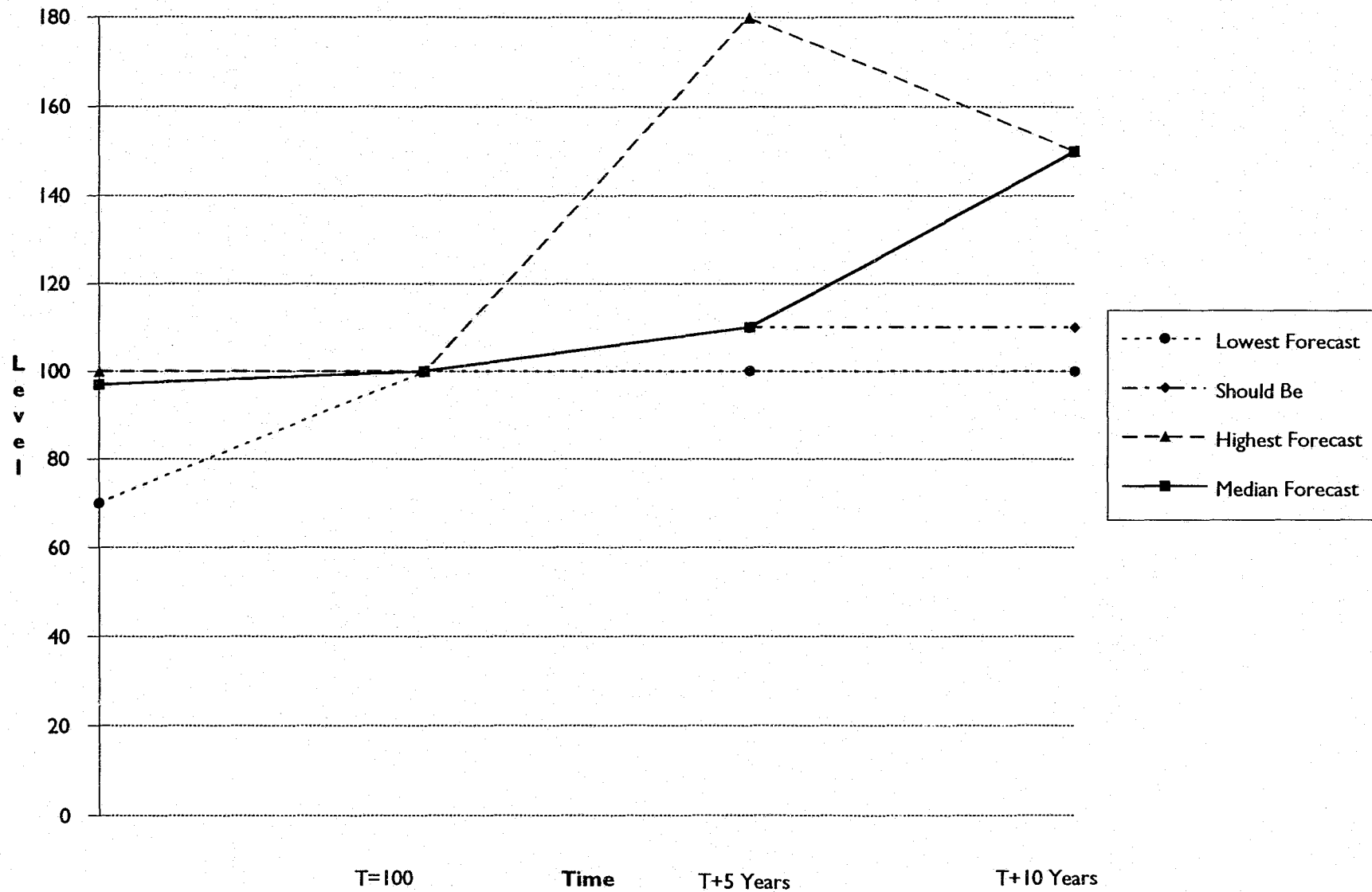


APPENDIX J

TREND #4 - Workers (34 - 64 years) available to work in jails

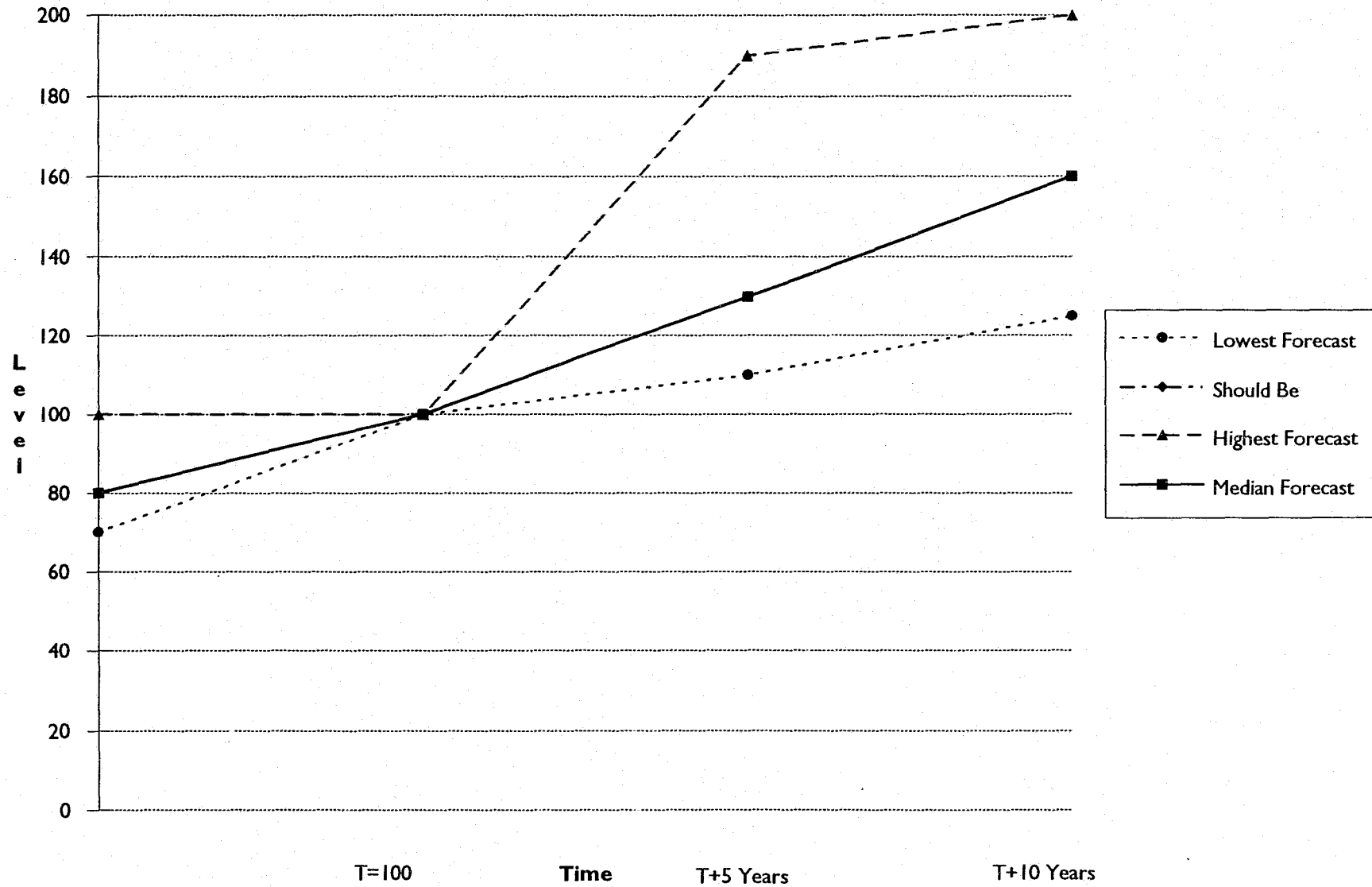


TREND #5 - Level of education possessed by entry level workers



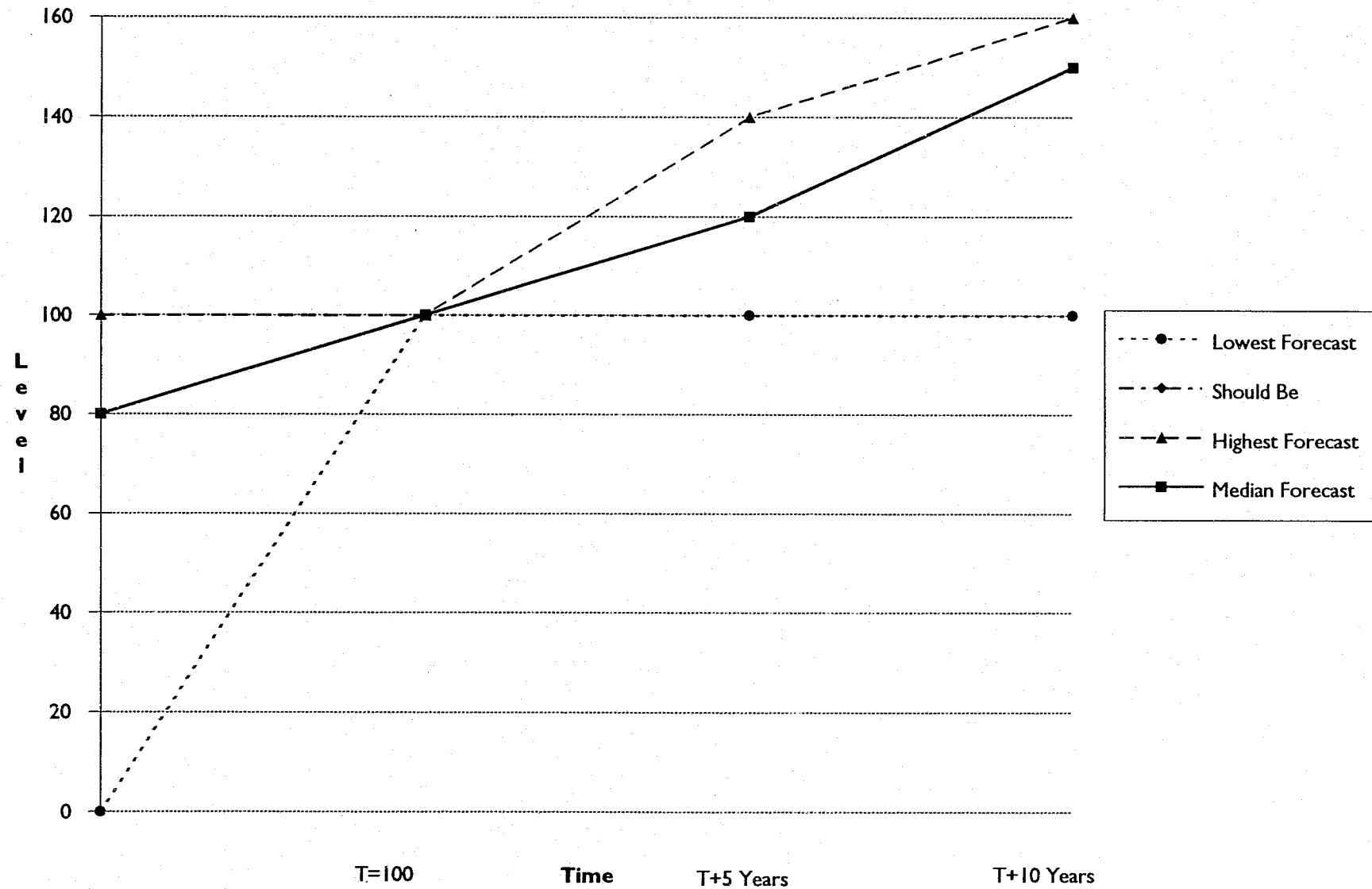
APPENDIX J

TREND #6 - Recognition of correctional work as a career field



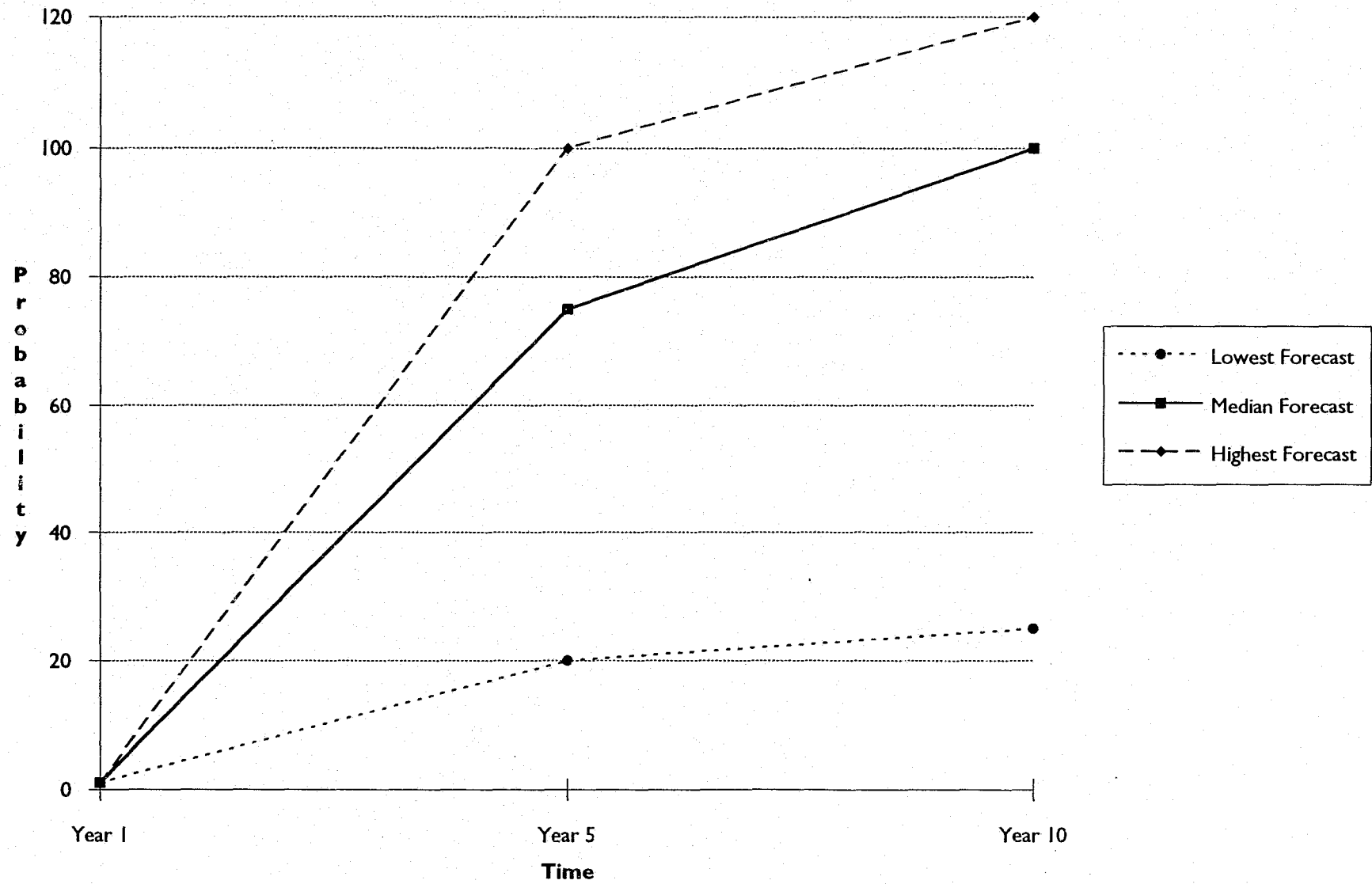
APPENDIX J

TREND #7 - Job sharing opportunities in corrections



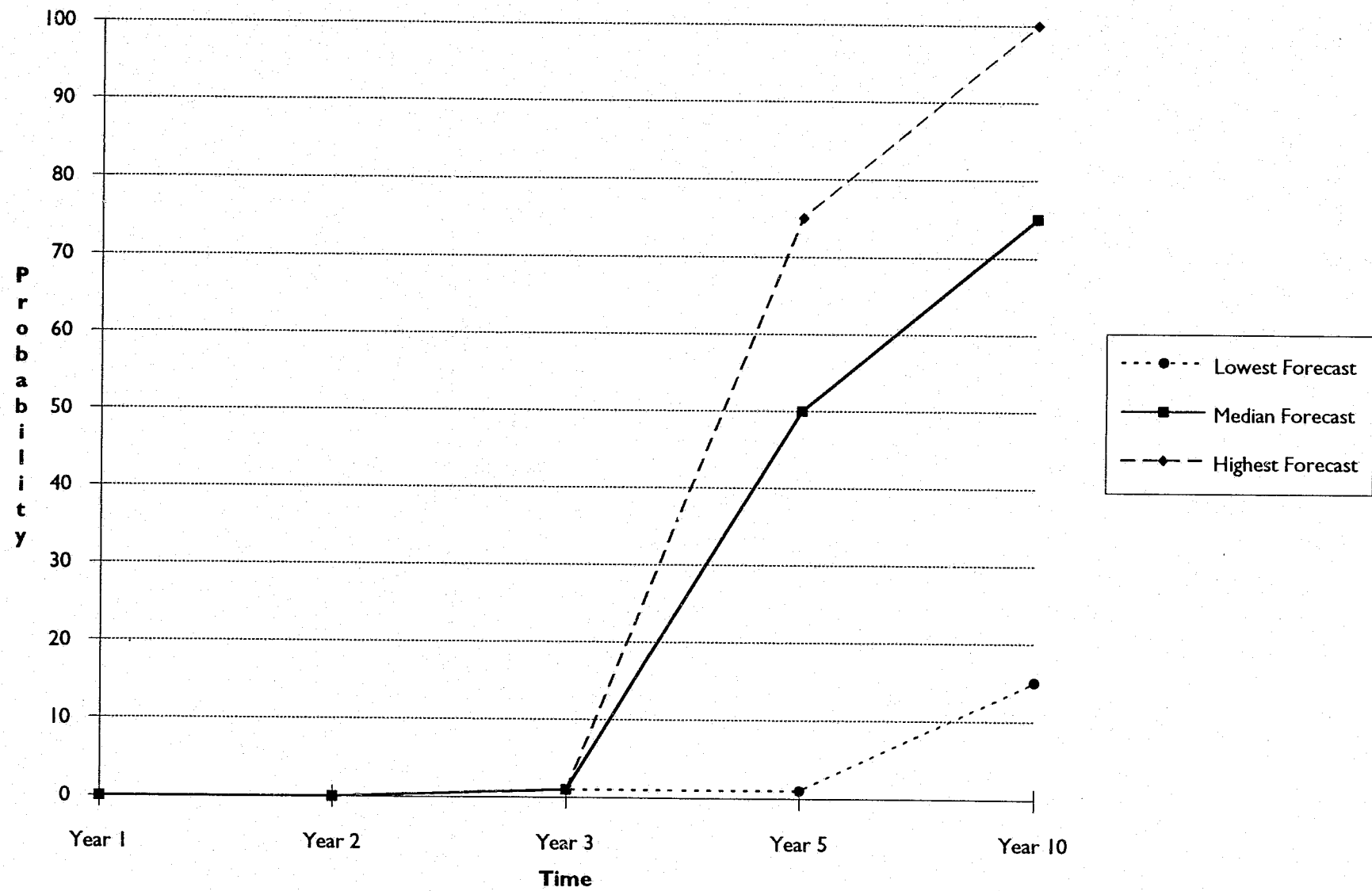
APPENDIX J

EVENT #1 - Test reveal reading and writing scores drop among high school seniors



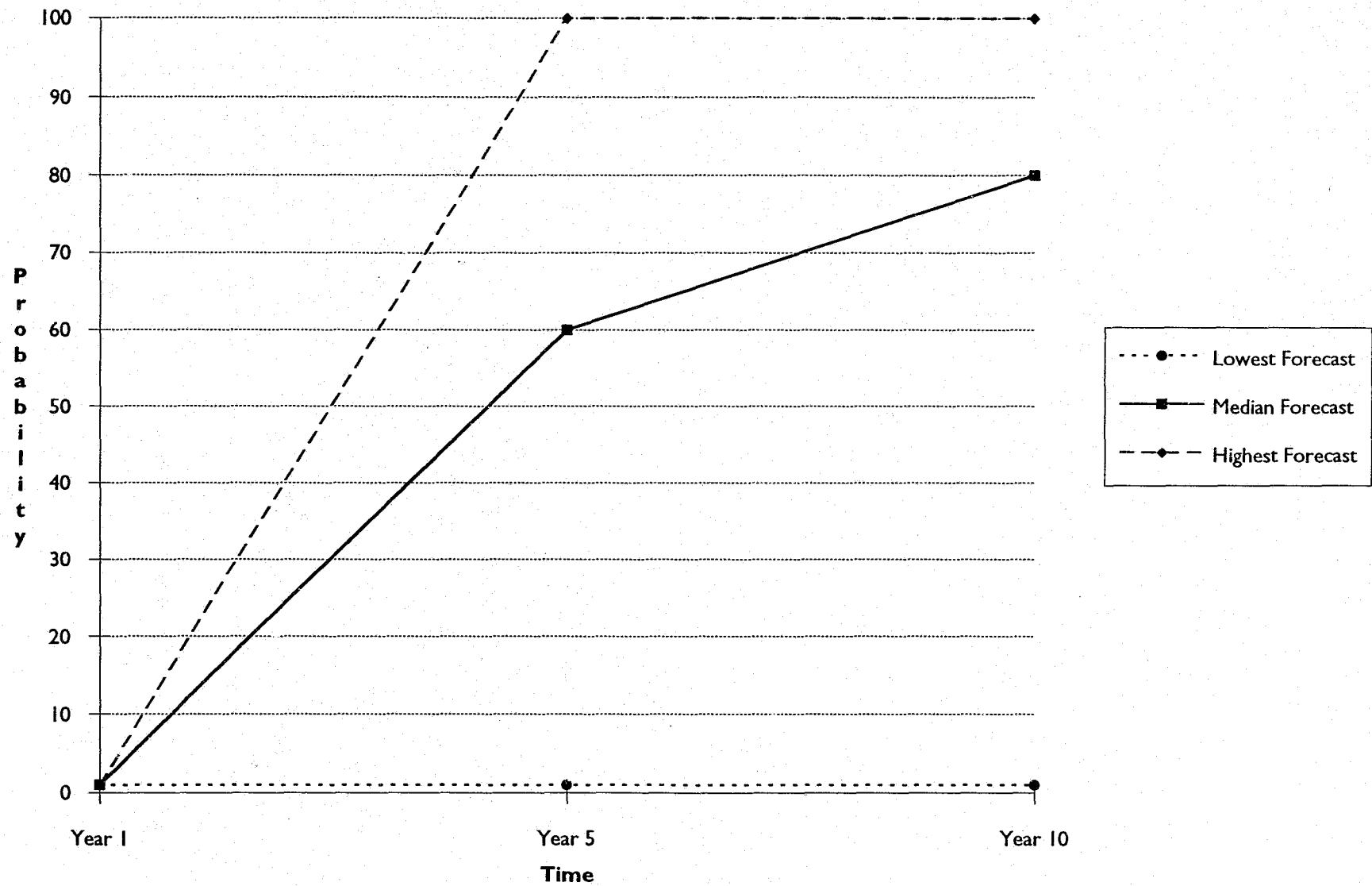
APPENDIX J

EVENT #2 - Increased maternity benefits passed by legislature



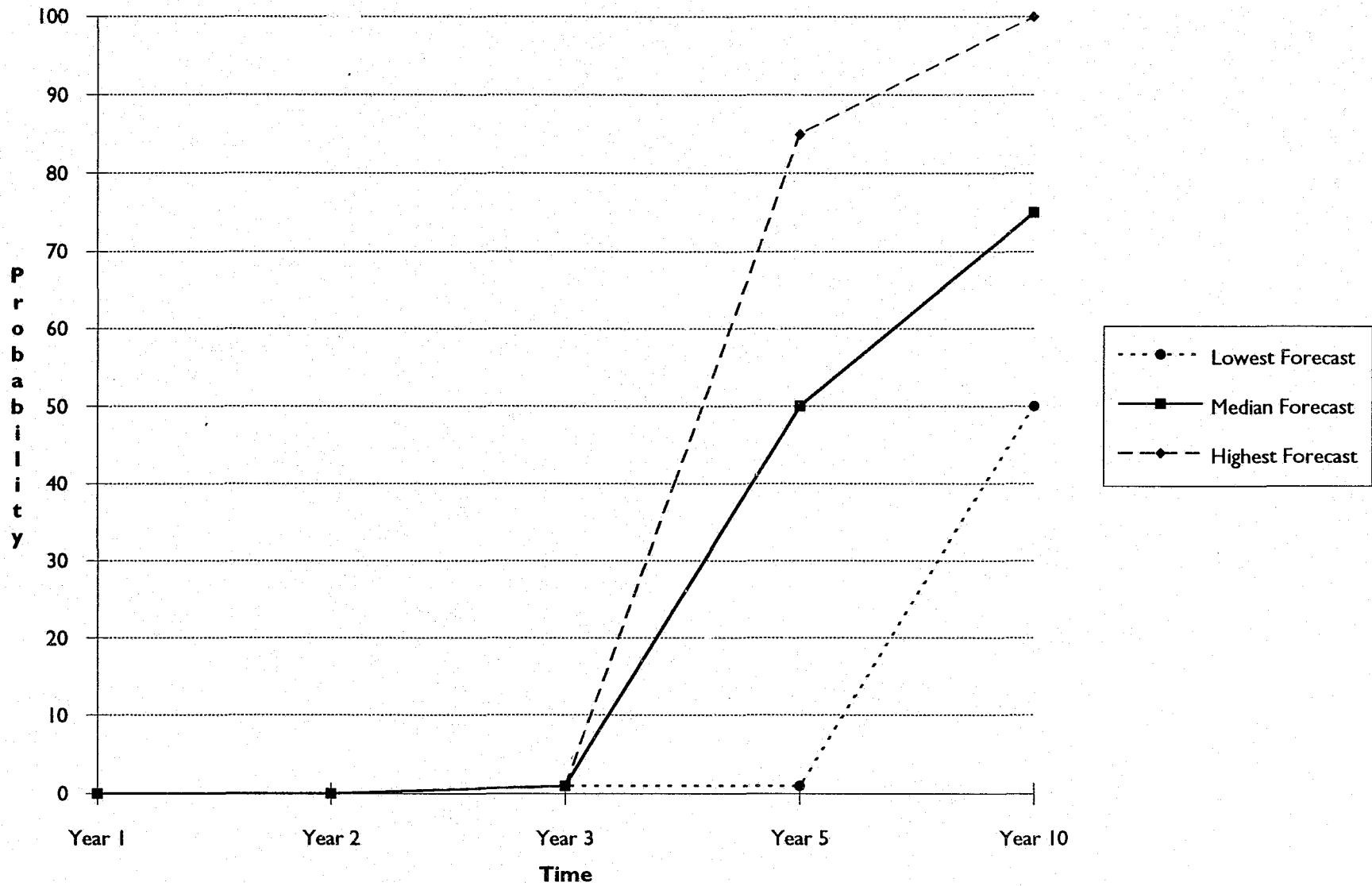
APPENDIX J

EVENT #3 - Gender biased laws challenged by females working in county jails



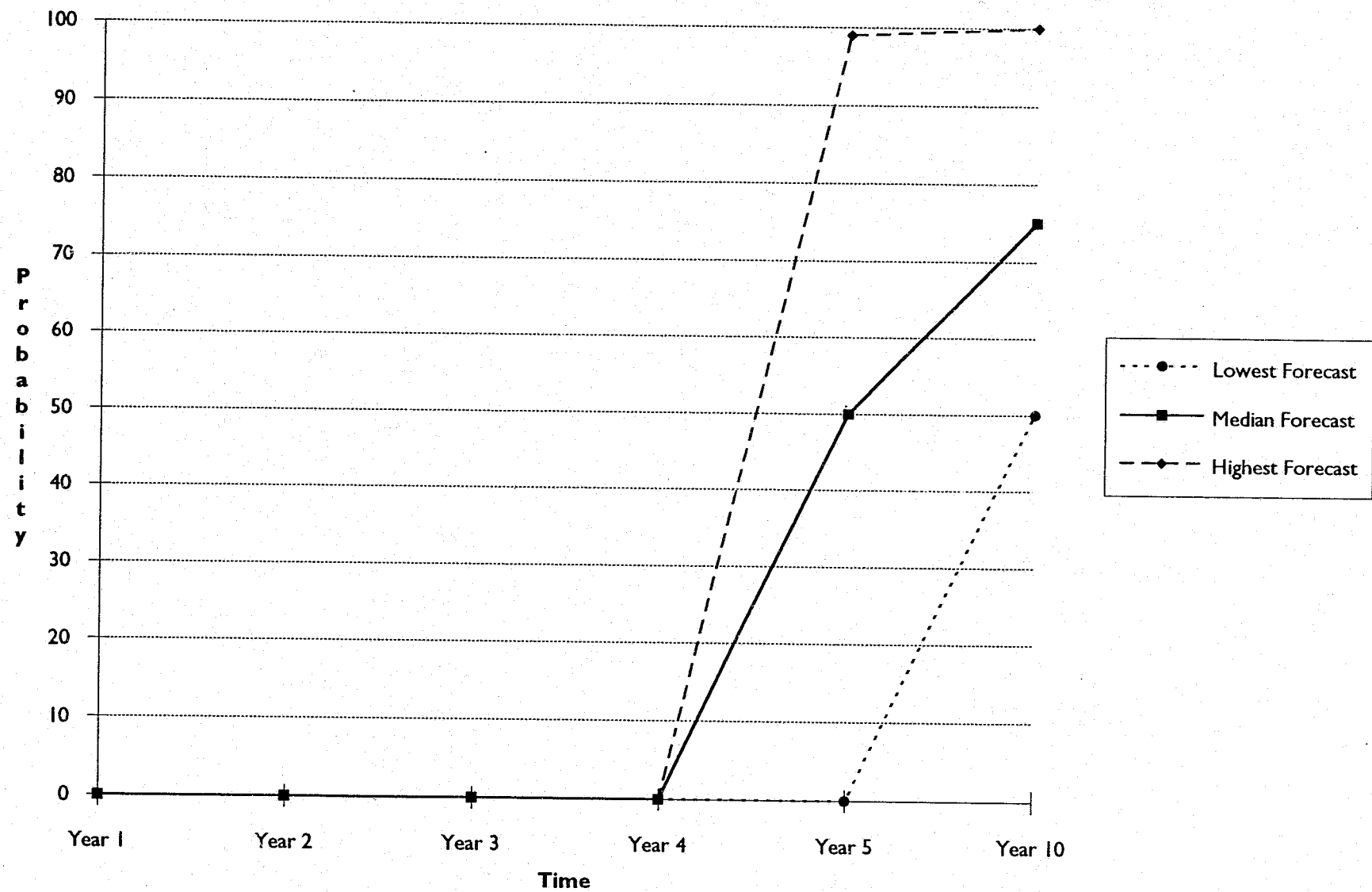
APPENDIX J

EVENT #4 - California economy rebounds as defense firms switch to consumer based manufacturing



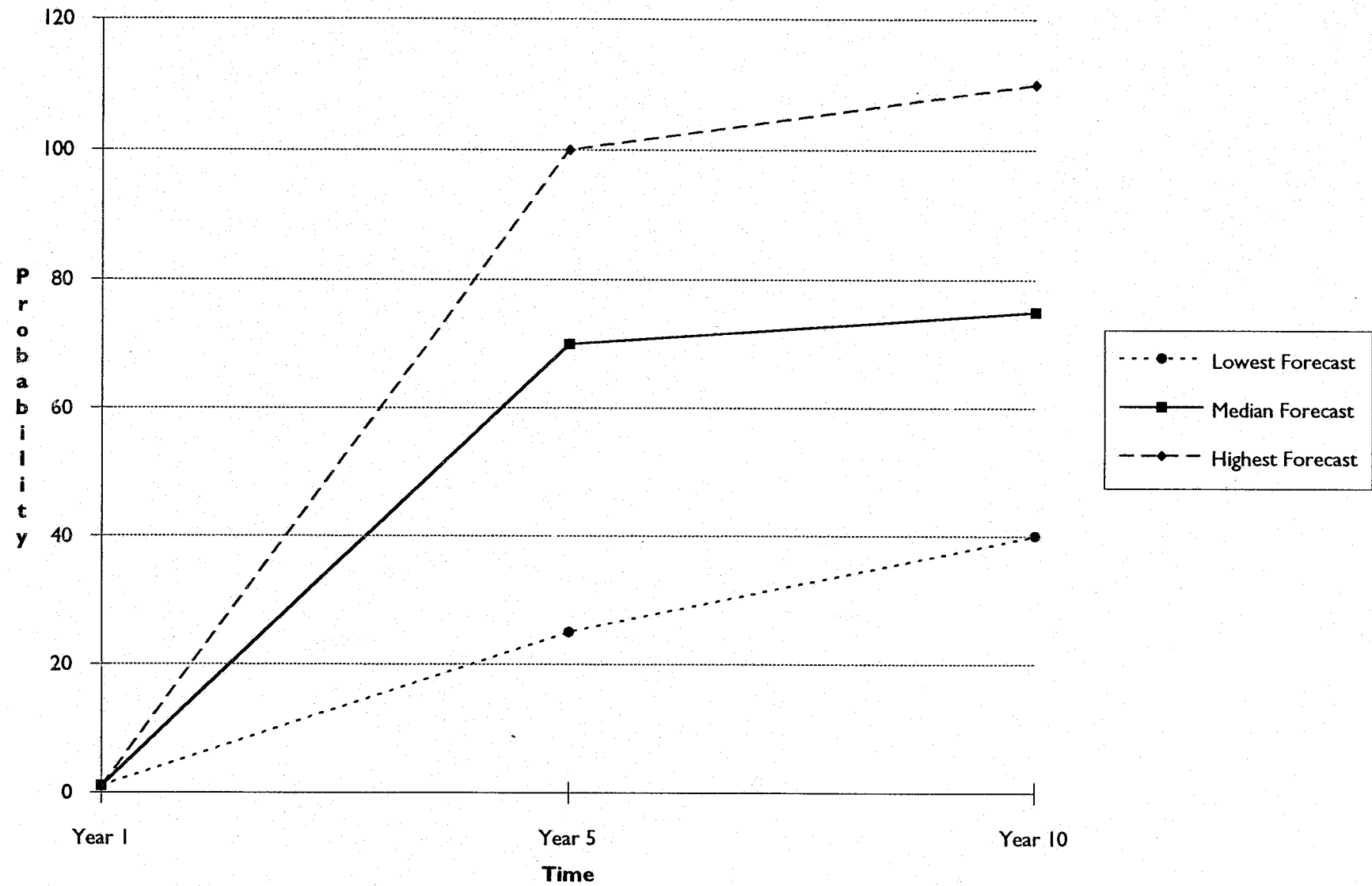
APPENDIX J

EVENT #5 - Older workers demand right to work, take their case to court



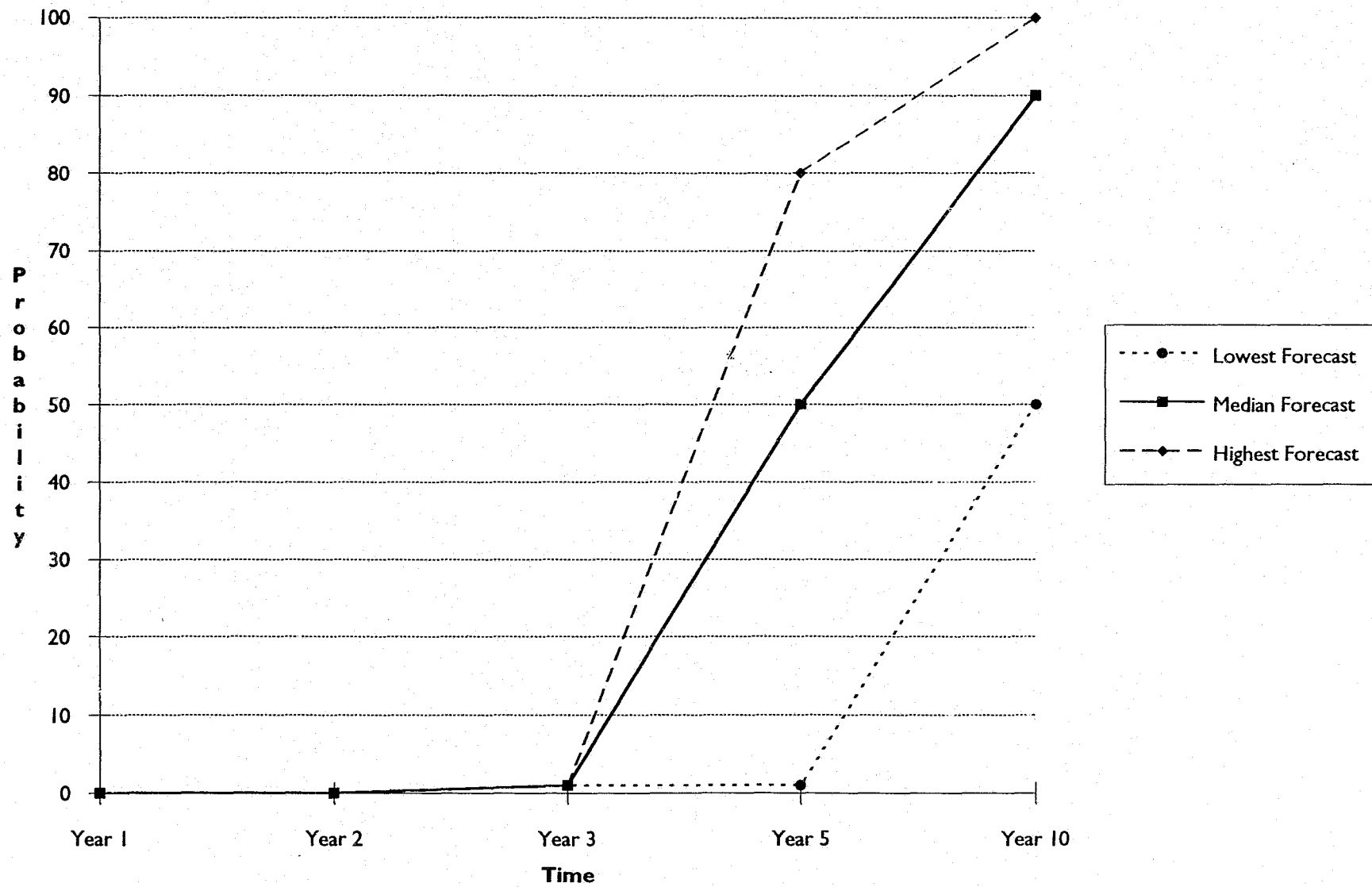
APPENDIX J

EVENT #6 - Testing shows lower basic skill levels for entry level workers



APPENDIX J

EVENT #7 - California Sheriff's endorse the use of non-sworn correctional employees



APPENDIX J

WOTS-UP ANALYSIS

EXTERNAL

Opportunities

Support by Board of Supervisors and government watchdog groups

Desirable opportunities for older workers (T-4)

Well established adult education program

Greater participation by women and minorities

Continued development of testing and training by the Board of Corrections.

Reduced liability (discrimination suits)

Tight job market due to increased competition by the private sector (E-5)

Threats

Opposition by State Sheriff's Association

Opposition by police labor organizations

Paradigm shift in transition of sworn to non-sworn creates negative reaction on the part of the public

Low quality candidates entering into the work force (E-1)

INTERNAL

Strengths

Development of professionalism among correctional workers

Lower personnel costs

More clearly defined law enforcement mission

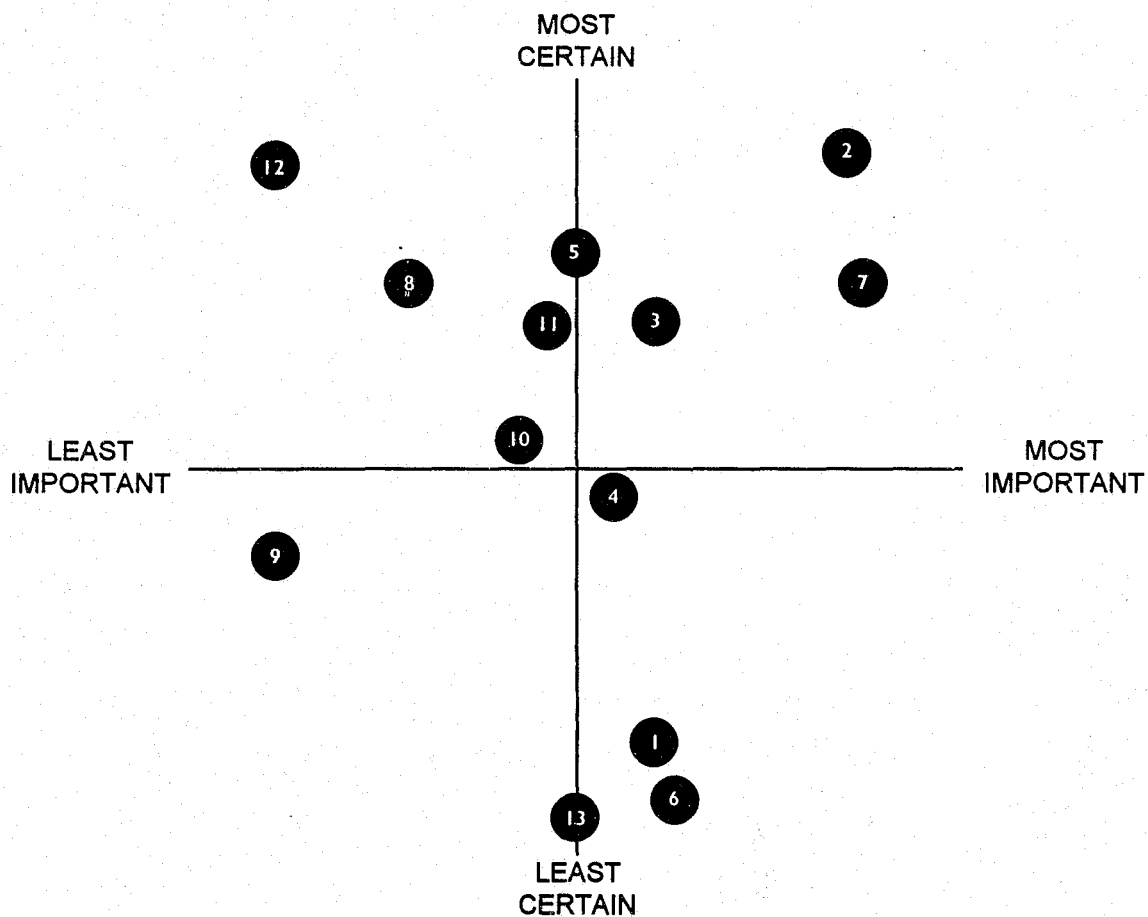
Weaknesses

Change opposed by rank and file employees

Lack of commitment by managers due to change in agency culture.

Reduced flexibility in staff assignments.

STRATEGIC ASSUMPTION MAP



- | | |
|--------------------------------|-------------------------------|
| 1. State Sheriff's Association | 8. Local Police Departments |
| 2. County Supervisors | 9. Defense Attorneys |
| 3. State Board Of Corrections | 10. County Counsel |
| 4. P.O.S.T. | 11. Personnel Department |
| 5. Public Employee's Assoc. | 12. Adult Ed. Department |
| 6. Federal Courts | 13. Prisoner Rights Advocates |
| 7. Taxpayer Groups | |

* Assumptions determined by consensus of a group of Central County Sheriff's Department Managers

APPENDIX L

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