

**Generalist or Specialist:** What will be the status of the police professional by the year 2003?

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#### ABSTRACT

This study found that the continuing effort to professionalize law enforcement requires a generalist approach that could be achieved through (1) higher entry level education, (2) expanded and broad-based academy training, and (3) the diversification of experience. The study focused on the impact that increased citizen scrutiny and public expectations have, especially in the post-Rodney King era, in the development of a future "super cop.". The study explored how the generalist verses specialist issue affects organizational cancers such as stagnation, elitism, cliquism, corruption, and empire-building. It also examined which model - generalist or specialist - could best compliment the Community Oriented Policing and Problem Solving (COPPS) approach to law enforcement. Conclusions, recommendations, and further research are incorporated in a separate stand alone narrative report. Appendixes include endnotes and bibliography regarding the text.

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

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

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

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

## INTRODUCTION

"Policing will become a profession (equivalent to that of doctor, teacher, or attorney) during the next generation. Society will demand a respected, qualified, well-trained, **super cop.**"<sup>1</sup>

-Sheriff James Metts (1983)

The evolution to professionalize law enforcement has continued for over sixty years. The seed for the police professional was planted by August Vollmer, who served as police chief in Berkeley, California from 1909 to 1932. Six decades later, Sheriff Metts of Lexington County, South Carolina (the first U.S. Sheriff to earn a doctoral degree), articulated his vision in the quote above, and promised this evolution would continue, in dramatic fashion, into the next decade.

A half century ago, formal, structured police training was a rarity. On-the-job training was the customary practice. A college education was of little concern. Even a high school education was not required, although officers were expected to be reasonably literate in order to prepare basic reports. Police work being fairly basic, there was little diversification of departments into specialized functions, with the exception of investigations and patrol.<sup>2</sup> Thus, the sophistication of education, training, and diversity of experience was in its infancy stages. The post-war decades gave rise to a number of technological and social developments that would revolutionize law enforcement. Old fashioned police call-boxes were replaced by advanced two-way radios and telephones, while the seeds of cultural diversity, as it was to impact law enforcement, were sprouting. Through all these changes, however, police personnel structure and policies remained entrenched in traditional operational approaches.<sup>3</sup>

The public scrutiny and distrust of law enforcement agencies seems to have grown exponentially over the last sixty years. The analysis of police involvement in many socially disruptive events throughout this period has resulted in society's increased skepticism, and therefore, increased scrutinization, of government. Nowhere has this scrutiny been more intense than on the most visible extension of government...the police. The most recent and perhaps most dramatic event was the 1991 Rodney King arrest incident and its aftermath. The Christopher Commission wrote that "The Rodney King beating stands as a landmark in the recent history of law enforcement..." On an optimistic note the Commission added that the King incident "...provides an opportunity for evaluation and reform of police procedures." <sup>4</sup>

Additionally, crime, drugs, out-of-control gang violence, crowded courts and prisons are draining local, state and national resources. Equally evident is that the police alone, employing traditional methods, is proving inadequate in an attempt to turn the tide. Many believe we need a different approach, a different way of looking at policing that addresses the causes of crime, encourages a partnership with the community, and makes better use of existing resources.<sup>5</sup>

Led by California's Attorney General Dan Lungren and other law enforcement leaders, new concepts of policing, under the general heading of Community Oriented Policing and Problem Solving (COPPS), are being developed. COPPS is a concept whose time has come.<sup>6</sup> Traditional police work is by no means becoming extinct...nor should it be. It is still vitally important for police administrators to insure that a uniformed police officer responds to the call of an awaiting citizen in a timely manner. COPPS is meant to give balance and depth to traditional

proactive patrol, and better satisfy the rising demands that citizens have of the police and the quality of service.<sup>7</sup>

The success of policing through the 1990s and into the next decade will depend, in large part, on the characteristics of the men and women we recruit to be law enforcement officers, and on the character and caliber of those individual police officers. The complexity of skills and the initiative required of the future police professional, as outlined under COPPS, will be substantial.<sup>8</sup> Thus, police administrators are being forced to rethink the responsibilities, capabilities, and the contributions that law enforcement can make to society.

If the belief and vision of Attorney General Lungren and Sheriff Metts prove correct, performing police functions in the next decade may, indeed, require "super cops." To develop this super police professional will require a fundamental rethinking of three areas: 1) training, 2) education, and 3) diversity of experience.<sup>9</sup>

### TRAINING, EDUCATION, AND EXPERIENCE

Police academy training is a critical area in the formulation of the generalist police professional. Japan, Germany, and Ireland, for example, have two year police academies, while in contrast the length of training for the majority of academies in the United States is currently six months or less. Among the recommendations made by the Christopher Commission was the expansion of the basic police academy.<sup>10</sup> Indeed, POST Basic Training Bureau Chief Bob Fuller is currently spearheading an effort to upgrade and expand the police academy curriculum, broadening its scope and preparing officers to be better equipped to handle the demands of COPPS policing.<sup>11</sup>

Education is no less important in broadening the abilities and judgmental skills of the future police professional. Numerous studies have shown that college educated officers perform at higher levels of competence, generate significantly fewer citizen complaints, and fewer disciplinary action.<sup>12</sup>

The third criteria needed to build the generalist "super cop" of the future addresses the elimination of permanent specialized assignments, replacing them with assignment rotation. Diversity of assignments, encouraged by a rotational system, can help minimize or eliminate four organizational cancers that have given the title "civil servant" a bad name. These four are stagnation, elitism, cliquism, and citizen's perception of corruption resulting from sensational cases driven by the media.<sup>13</sup>

G.H. Kleinknecht, superintendent of the St. Louis County Police Department wrote of stagnation, "When an officer has mastered his current assignment, he begins to feel that the position holds little challenge, causing a reduction in job satisfaction"...thus becoming..."complacent with their assignments, which is reflected in the quality and quantity of work produced."<sup>14</sup> Regarding corruption, Lieutenant James Tuttle, commanding officer of the Southeast Michigan Conspiracy Organization of the Michigan State Police wrote, "Rotation benefits the [organization] by reducing the potential for burnout and corruption"...as well as..."providing officers with career enhancement opportunities."<sup>15</sup> As to cliquism, the Christopher Commission reported, "...a rotational system would reduce the problems of cliques and regularly bring new energy to a division."<sup>16</sup>

The opening quote from Dr. (Sheriff) James Metts nearly a decade ago, seems to have been prophetic. As a reformer, Metts and other visionary law enforcement

leaders understand that the role of the police officer is rapidly expanding due, in large part, to significant social events that drive that need to change. That expansion will require broader basic academy and post-academy training, higher entry level education, and a diversity of experience. Renoun police visionary and COPPS advocate Chris Braiden, Superintendent of Police in Edmonton, Alberta, Canada said when discussing the advancement of the COPPS approach, "There must be radical de-specialization. My bias is a generalist-type police officer."<sup>17</sup>

It seems clear that a shift in strategy from a narrower, specialist approach, to a broader, more professional, generalist approach, is necessary.



## A PERSISTENT THEME

One theme dominated the findings of this study: The professionalization of law enforcement, indeed the building of a generalist "super cop," appears to be an inevitability demanded by the citizens we serve. The August Vollmers of the 21st century must understand and act on these concepts now, during the 1990s, to begin the process of developing the generalist police officer of the next century. Because of a number of significant societal events, most notably the Rodney King incident, the environment, both internal and external to the police organization, is ripe, some say overdue, for change. Police leaders must seize this moment of opportunity and lay the groundwork for that professionalization process.

## EXTERNAL ENVIRONMENT

This study indicated that before such a professionalization process was to take place, there must be a rethinking of policies impacting training and education. To be most effective, the two should merge and be elevated to a four year bachelor's degree professional development curriculum. There would be virtually no cost to POST or the police agency since the candidate, as with all other disciplines, pays his or her college expenses. Scholarships would be a viable consideration. Graduation would mean an almost certain position with a law enforcement agency, unlike the disappointment faced by many in other disciplines, who find themselves unable to locate a job after earning a degree.

The new, expanded curriculum would be developed through a partnership between a four year college system Board of Regents and a committee of experts representing POST. That committee will have been convened after receiving the

approval of a number of groups critical to the success of implementing this vision. A few of those groups include California Police Chiefs Association, California Sheriffs Association, California Police Officer Association, Police Officer Research Association of California, and others.

The curriculum would greatly expand instructional areas like legal education, scenario training, analytical and judgmental skills testing, ride-alongs or in-service training, psychological evaluations, and others that would better prepare future officers for the complex skills necessary to advance the COPPS approach to policing.

There are currently at least three states, Mississippi, Florida, and Minnesota, that have integrated a four year liberal arts college education with the police academy curriculum. William R. Carter, director of the Minnesota Peace Officer Standards and Training (POST), discussing that state's model of how to integrate higher education with professional training said, "We want law enforcement to understand conflict resolution and constitutional law and be able to weave all that together with use of force."<sup>17</sup> According to Carter, research shows a strong correlation between attributes developed through college education and those desirable in an officer: In making those comparisons, Carter points out that college educated officers are:

"...less authoritarian and rigid; more socially conscious; sensitive to minorities; willing to experiment and apt to take on decisions and leadership; better communicators and report writers. Characteristics of non-college-educated officers are preference for routine and supervision; an inclination to be aggressive and counterattack people who are belligerent; and less imaginative and innovative. " <sup>18</sup>

The future police professional will be required to do more than react to specific situations limited by guidelines and regulations. Rather, the future "super cop" should be a broader thinking professional, coupling imagination and creativity with a well rounded knowledge base. He or she will be expected to identify and solve problems, and develop cooperative relationships in the community, rather than be constrained by rules and omni present supervision.<sup>19</sup> Already the police mission is expanding beyond crime control to prevention, resolution, mediation, and negotiation. In addition to these skills, front-line officers are expected to analyze, plan, and initiate action. In contrast with the past, the use of officer discretion is recognized and developed, rather than discouraged. The future integration of the police academy and higher education must encompass these needs into the curriculum in order to build the future police professional demanded by our citizenry.

### INTERNAL ENVIRONMENT

The concept of further professionalizing law enforcement by building a generalist police professional carries over, logically, into the individual law enforcement agency. A police organization, per se, has limited ability to build the future "super cop." It is this author's belief that a careful, unified approach, requiring strong leadership and commitment from the critical groups mentioned, POST, and a dedicated, reputable university system, is necessary for the ultimate success of this vision. However, an individual police organization can implement policies that greatly personify that goal.

In addition to expanded training and education, a third critical step is the

implementation of a staggered rotational system (this is where the officer, supervisor, and manager ranks rotate several months apart) that offers diversity of assignments to all levels of police employees. Assignment rotation is a key factor in providing diversity to employees, insuring an understanding of the goals and objectives of the whole, not part of the police organization. Empire-building, a phenomena that occurs when managers fight one another for limited resources regardless of how that resource distribution would best benefit an organization as a whole, is another serious internal problem that could be minimized by assignment rotation. When employees know that within a given period of time they may rotate into a new assignment, decisions, including how resources are to be distributed, are made in the best interest of achieving the over-all mission, not just the micro-mission of a particular section.

In the introduction it was mentioned that a generalist approach, implementing a rotational system, can minimize or eliminate stagnation, elitism, cliquism, and corruption. Specialization, on the other hand, has been shown in studies to promote an internal atmosphere where these types of cancers can flourish. The dicta given by the public to law enforcement underscores the persistent theme of this study...police executives and managers must provide an atmosphere where professionalization is promoted, not discouraged.

### FINANCIAL IMPLICATIONS

In the shift from specialization and traditional police operational approaches, to a broad-based generalist approach which incorporates the COPPS concept of policing, financial implications must be addressed. In order to recruit future "super

cops" will require an increased salary and benefit package. During tough economic times, when citizens are demanding "more for less," how can police budgets over-come this obstacle? Four money-saving concepts should be considered: (1) As already noted, the up-front education and training costs are absorbed by the police candidate, no longer born by POST or the hiring agency. (2) Down-sizing middle management and further empowering future "super cops" means fewer people on the payroll, thus making significant savings. (3) A highly educated, well trained, well respected police professional who, through the COPPS approach to policing has the support of the community and the media, is far less likely to invite the multi-million dollar judgments that are currently being paid across the country. Statistically, college educated officers cause a comparatively small number of legal actions against police departments. (4) Many initiatives seeking additional funds for law enforcement would have a far greater likelihood of passing due to broader community support.

Through these four steps, coupled with a renewed public confidence and respect for law enforcement, revenue would be available to raise the salary and benefit package of the super police generalist. It is this author's opinion that the entry level police officer package should be equivalent to the compensation afforded an entry level public defender or district attorney.

#### **WHAT DIRECTION SHOULD BE TAKEN BETWEEN 1994 AND 2003?**

In this study, the Palms Royal Oak PD (PRO-PD), a fictionalized police department with 120 sworn officers, located in the heart of West Los Angeles, was used as a model to develop strategies, both internal and external to the organization, that

would help accomplish the continuing and inevitable professionalization of law enforcement. The city elected officials, the city manager, and the police chief are progressive thinkers, open to new ideas. This type of visionary leadership is important to the success of implementing this strategic plan.

The external plan, briefly mentioned earlier, is a careful meshing of higher education and the basic police academy. After receiving support from their respective constituencies, critical stakeholders such as POST and a university Board of Regents would outline a curriculum that would result in the finest police training program in the world. (The implementation of this portion of the strategic plan would take between 7-10 years. It would take 2-3 years to plan and organize the initial effort. Another 4-5 years would be needed to evaluate the program, the candidates, etc. Finally, the conversion process may take two or three more years).

The internal plan, also briefly mentioned, is the implementation of a rotational system. This is a five step plan:

1. COMMUNICATE - It is imperative for the PRO-PD Chief to clearly articulate and define the vision, being careful to avoid raising expectations to unrealistic levels.
2. STAKEHOLDER FEEDBACK - Personally discuss the plan with the employee association (meet and confer), and other potential dissenters or supporters, representing every rank structure, to assist in marketing the best plan possible.

3. REVIEW INPUT - Analyze and evaluate critiques or suggestions from all sources to determine if the plan can be improved.
  
4. TEMPORARY IMPLEMENTATION/DATA COMPARISON/FEEDBACK - Put the plan into effect, insuring all those impacted that it will be for a given period of time, at which point the plan will be evaluated for effectiveness. Feedback, both formal (surveys, statistical data, etc) and informal ("management by walking around"), should be evaluated frequently during this trial period. Reward and recognition systems that ca.. help promote the plan should be considered.
  
5. THE FINAL PLAN - At the end of the trial period, using all of the data collected supporting the plan, the PRO-PD chief should repeat step #1 by selling the plan's successes. Communicating successes is particularly important as it gives official credibility to the plan.

### MANAGING THE CHANGE

The internal transition should be spearheaded by the PRO-PD chief because of his clout and respect. The chief is in the best position to lead, manage, persuade, motivate, and bring groups together to buy into the idea of mandating higher education, broader training, and most importantly, to implement a rotational system. The chief can generate an atmosphere of participation, teamwork, and democracy. Finally, because of his status, the chief is in the best position to coordinate efforts outside the organization (POST, educational institutions, elected officials) to

elevate educational and training minimums.

The chief should form a group made up of representatives of various levels, cultures, and functions within the organization (including the Police Officer Association Board of Directors). The success of the transition would be greatly enhanced when those affected felt they had some input. This diagonal slice of the organization allows for open channels of communication at all levels.

The City of Palm Royal Oak has a committee comprised of citizens and local government representatives called "Direction 21," referring to the 21st century.<sup>20</sup> They are a steering committee responsible for defining the direction Palm Royal Oak will take entering the next century. There are relatively powerful and "well connected" individuals on the committee who collectively could play a helpful role in supporting the idea of a "super cop" generalist to those outside of the police organization (namely POST, The Board of Regents, the media, and the public). Such an Executive Committee would be coordinated by, and receive guidance from the PRO-PD police chief.

### **IT'S A BIRD, IT'S A PLANE, IT'S... "SUPER COP"**

Through the generalist approach, this author believes that the tremendous police bashing currently taking place, the declining respect of the public towards law enforcement, and the dwindling morale of once proud police officers, can be dramatically turned around in the next decade.



Consider the following scenario as if it was written in the year 2003:

Through the turbulent times of the 1980s, and early 1990s, the law enforcement profession took some hard shots. Citizen scrutiny of law enforcement increased by 600%! The public was no longer satisfied with police work, or police management, as usual. They expected a law enforcement officer of the highest caliber...a police professional who was well educated, highly versatile, fearless, and compassionate. It has taken ten years of building, molding, training, and educating, but finally the public got what it wanted...the highest caliber public servant imaginable...a "super cop!"

In 1994, the budget crisis hit public agencies and down-sizing of personnel at all ranks, particularly middle management, was painfully implemented. Through all this, Palm Royal Oak PD handled the problem well. This was due, in part, to its chief, Thomas Robag's rotational policy which had broadened the total organizational understanding of all personnel. His officers were able to make broad, yet functional judgments that benefited the goals of the **whole** department, not just an individual's section or bureau. Even with fewer personnel, the department ran smoothly and efficiently because the stagnation and boredom that came from permanent specialized assignments no longer existed. Everyone worked as a team, unlike the elitism that specialization had caused in years past. Down-sizing also left a void in promotional opportunities. There was a lack of vertical, or upward mobility. However, the chief's rotational system allowed employees to be horizontally mobile, broadening their skills and talents, and providing needed challenges in a variety of assignments. Thus, morale remained high.

While other departments in the county were rocked by scandals alleging corruption, PRO-PD's rotational policy contributed to its community's complete confidence and trust in every member of the department, including those in sensitive positions, like narcotics and vice.

In the meantime, POST had been putting its last touches on developing a two year police academy that was to help in furthering the concept of Community Oriented Policing and Problem Solving (COPPS). POST, working in partnership with the University of California Board of Regents, had integrated the two year academy with the four year under graduate program. Among the expanded courses was a sound legal education and special training in new technology, as they relate to law enforcement. This move resulted in raising the quality of entry level recruits from an all-time low in 1995 to an all-time high by the year 2000.

Now, three years later, the social status of police officers nationwide is equivalent to that of doctor, teacher, or an attorney. Citizens love and respect their "finest." The media and the law enforcement community enjoy a new harmony that has not been experienced in decades. In the first years of the 21st century, the police professional had finally been elevated to a generalist super cop!

Indeed, when considering today's (1993) events and trends, the previous scenario sounds like pie-in-the-sky thinking. However, this author believes if law enforcement leaders implement the policies suggested in this study, the generalist police professional of the future is within our reach.

## CONCLUSION

With the data generated during this study, coupled with over two years of literature scan, this author suggests that the police professional of the future will be a generalist: (1) highly educated, (2) superbly trained, and (3) have the opportunity to work a variety of specialized assignments, but for shorter periods of time. These three factors will cause the police professional of the future to be elevated in status socially, receive a more significant salary, and be looked upon with great respect from all segments of society. Permanent specialized assignments will be, for the most part, viewed as an antiquated police management concept, that too often played a destructive role organizationally. Stagnation, boredom, elitism, cliquism, corruption, and empire-building will be so minimized that the often degrading image brought to mind by the term "civil servant," will have been reshaped.

Specialization, in many cases, is steeped in traditional operational approaches to law enforcement. While many of these traditional approaches certainly have great value, permanent specialized assignments are clearly counter-productive to furthering the Community Oriented Policing and Problem Solving (COPPS) approach to law enforcement. COPPS requires a broader thinker with more complex judgmental skills. **This author believes it is unfair to today's police officers to expect the advanced performance required by COPPS without providing and requiring advanced training and education.**

The narrow focus of specialization was seen as "comfortable" for individuals who resist change...individuals who are satisfied with working within a limited corner of the organization, unattuned or unaffected by the on-goings outside of their domain. In years past, a police department could operate in an atmosphere that

was a bit narrower in focus. However, in the post Rodney King era and the severe citizen scrutiny that has followed, it is an impossible luxury.

Specialization is not cost effective due to the under utilization of personnel resources. This is particularly true at the middle management level. Peter Drucker, talking about organizations portrayed as top heavy, stated it strongly. He said, "Middle managements today tend to be over-staffed to the point of obesity..."<sup>21</sup> As a consequence, administrators must address the loss of promotional opportunities, replacing vertical mobility with innovative methods to retain job enrichment. One key method discussed was horizontal mobility...the implementation of a rotational system.

Finally, relative to training and educational levels, current requirements fall short of fulfilling the vision of a generalist "super cop." The trend, indeed the necessity, indicates the probability that educational and training requirements will rise dramatically by the year 2003. It would be counter-productive to waste valuable police training and years of education on a narrow focused specialist. Nearly every assignment requiring permanent specialization is likely to be an assignment that can, and should, be civilianized! For example, there is no need to commit resources to educate and train a helicopter pilot, search and rescue personnel, or criminal analyst to the same level required for the future police professional. This author believes it would be obscene to waste tax payer's dollars to develop, educate, train, and guide the ultimate generalist police professional through a world class police academy, then waste that time and money assigning such a sworn officer to a position which a lesser trained and educated civilian with a lower salary could perform.

This study addressed an issue that is unusually broad. By its very nature, the vision of developing the ultimate police generalist required the broader approach. A volume of research; indeed a doctorate dissertation, could be written only of the training aspect of this issue...or only of the educational aspect...or only of a rotational system within the police organization. These are certainly areas worthy of future study, hopefully by an interested Command College candidate! However, as unfair or unattainable as it may have been, this author has made an attempt to capture the essence of the future police professional. In the early 20th century, police reformers like August Vollmer and O. W. Wilson did a remarkable job in their efforts to professionalize law enforcement. This author sincerely hopes that by the early 21st century, one century later, the reformers of today will respond to the sophistication of society over these last 100 years and have the vision to develop the generalist police professional "super cop."

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## ENDNOTES

- <sup>1</sup> James Metts, "SUPER COPS: The Police Force of Tomorrow," The Futurist, October 1985, p. 76.
- <sup>2</sup> Victor McDonald and M. A. Martin, "Specialists and the Personnel Structure of Canadian Police," Canadian Police Journal, Vol. 10, No. 3, 1986, p. 189-190.
- <sup>3</sup> Ibid.
- <sup>4</sup> "Independent (Warren Christopher) Commission on the Los Angeles Police Department," 1991, p. (i).
- <sup>5</sup> California Department of Justice, Attorney General's Office, Honorable Daniel Lungren, "COPPS: Definitions and Principles," p. 1, April 1993.
- <sup>6</sup> California Department of Justice, Attorney General's Office, Honorable Daniel Lungren, "Community Oriented Policing and Problem Solving," p. Introductory Message, November 1992.
- <sup>7</sup> California's Attorney General Dan Lungren, "The COPPS Concept," California Police Officer, Vol. 13, No. 2, p. 29.
- <sup>8</sup> U.S. Department of Justice, "Community Policing and the Police Officer," Perspectives on Policing, Edwin Meese III, No. 15, January 1993.
- <sup>9</sup> Ibid.
- <sup>10</sup> "Independent (Warren Christopher) Commission on the Los Angeles Police Department," 1991, p. 134.
- <sup>11</sup> Author's telephonic interview with POST Bureau Chief Robert Fuller, July 1, 1993.
- <sup>12</sup> Michael Tyre and Susan Braunstein, Ed.D, "Higher Education and Ethical Policing," FBI Law Enforcement Bulletin, June 1992, p. 6-10.
- <sup>13</sup> Tom Gabor, "ROTATION: Is It Organizationally Sound?" FBI Law Enforcement Bulletin, April 1992, p. 16-19.
- <sup>14</sup> G.H. Gleinknecht and Mark Dougherty, "A Career Development Program That Works," The Police Chief, August 1986, p.66.
- <sup>15</sup> James P. Tuttle, "A Training System For Undercover Teams," FBI Law Enforcement Bulletin, May 1993, p.9.
- <sup>16</sup> "Independent (Warren Christopher) Commission on the Los Angeles Police Department, 1991, p.145.

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<sup>17</sup>Chris Braiden, His comments from video tape produced by the California Department of Justice, Attorney General's Office, Hon. Daniel Lungren, "Community Oriented Policing and Problem Solving," April 1993.

<sup>18</sup> Katy Benson, "Who Makes the Best Officers? - Merging Education and Experience," Police, July 1993, p. 38-41.

<sup>19</sup> Ibid.

<sup>20</sup> U.S. Department of Justice, "Community Policing and the Police Officer," Perspectives on Policing, No. 15, Edwin Meese III, January 1993, p. 2.

<sup>21</sup> "Direction 21" is a concept that was made a reality by the City of Culver City, Jody Hall-Esser, Chief Administrative Officer and chairperson.

<sup>22</sup> Peter Drucker, The Frontiers of Management, New York, Truman Talley Books, 1986, p. 200.

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**GENERALIST OR SPECIALIST:**

**WHAT WILL BE THE STATUS OF THE POLICE  
PROFESSIONAL BY THE YEAR 2003?**

**TECHNICAL REPORT  
BY  
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SACRAMENTO, CALIFORNIA  
JANUARY 1994**

**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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

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## INTRODUCTION

The main issue under study is: **Generalist or Specialist - What will be the status of the police professional by the year 2003?**

The evolution to professionalize law enforcement has continued for over sixty years. The seed for police professionalization was planted by August Vollmer, who served as police chief in Berkeley, California from 1909 to 1932.<sup>1</sup> Sixty years later, Sheriff James Metts of Lexington County, South Carolina (the first U.S. sheriff to earn a doctoral degree), promised this evolution would continue, in dramatic fashion, into the next decade. Sheriff Metts explained his vision, stating, "Policing will become a profession (equivalent to that of doctor, teacher, or attorney) during the next generation. Society will demand a respected, qualified, well-trained **super cop**."<sup>2</sup>

A half century ago, formal structured police training was a rarity. On-the-job training was the customary practice. A college education was of little concern. A high school education was not even a requirement, although officers were expected to be reasonably literate in order to prepare reports. There was little diversification of police work into specialized functions, with the exception of investigations and patrol.<sup>3</sup> Thus, the sophistication of education, training, and diversity of experience was in its infancy stages. The post-war decades gave rise to a number of technological and social developments. Old fashioned police call-boxes gradually gave way to advanced two-way radios and telephones, while the seeds of cultural diversity, as it was to impact law enforcement, were sprouting. Through all of these changes, however, the police personnel structure and policies remained entrenched in traditional operational approaches.<sup>4</sup>

Public scrutiny of the police has grown exponentially over the last fifty years. The chronology of many socially disruptive events over the past five decades has resulted in society's increased skepticism, and therefore, increased scrutinization, of government. Several examples of those events include placing the foot beat officer into motorized vehicles (thus removing the face-to-face interaction of the police with the public), the riots of the 1960s, the Vietnam War, Watergate, and the dramatic Rodney King arrest incident and its aftermath of the 1990s.<sup>5</sup> Nowhere has this scrutiny been more intense than at the most visible extension of government...the police. Alvin and Heidi Toffler stated that "...almost all the major systems on which our society depends...are in simultaneous crisis" and the "failure to prepare in advance for the turbulent nineties could produce a grave breakdown in public security."<sup>6</sup> In its opening paragraph, the Christopher Commission's report stated that "The Rodney King beating stands as a landmark in the recent history of law enforcement..." On an optimistic note the Commission added that the King incident and aftermath "...provides an opportunity for evaluation and reform of police procedures."<sup>7</sup>

Additionally, crime, drugs, out-of-control gang violence, crowded courts and prisons are draining local, state and national resources. Equally evident is that the police alone, employing traditional methods, is proving inadequate in an attempt to turn the tide. Many believe we need a different approach, a different way of looking at policing that addresses the causes of crime, encourages a partnership with the community, and makes better use of existing resources.<sup>8</sup>

Led by California's Attorney General Dan Lungren and other law enforcement leaders, new concepts of policing, under the general heading of Community Oriented Policing and Problem Solving (COPPS), are being developed. COPPS is

a concept whose time has come.<sup>9</sup> While traditional proactive police work is by no means extinct...nor should it be, these new concepts are being developed to better satisfy the rising demands that citizens have of the police, and the quality and depth of service they receive.<sup>10</sup> Some police administrators are rethinking the responsibilities, capabilities, and the contributions that law enforcement can make to society.

The success of policing through the 1990s and into the next decade will depend, in large part, on the depth of character and caliber of the individual police officer. According to the US Department of Justice, the complexity of skills and the initiative required of the future police professional, as outlined under COPPS, will be substantial.<sup>11</sup> The future police professional will be required to do more than react to specific situations limited by guidelines and regulations. Rather, the super cop of the future will be a thinking professional, coupling imagination and creativity with a well rounded knowledge base. He or she will be expected to identify and solve problems, and develop cooperative relationships in the community, rather than be constrained by rules and excessive supervision.<sup>12</sup> Already the police mission is expanding beyond crime control to prevention, resolution, mediation, and negotiation. In addition to these skills, front-line officers must analyze, plan, and initiate action. Officer discretion is recognized and developed, rather than limited or discouraged. To develop and build this "super" police professional, will require a fundamental re-thinking of two critical criteria: 1) training and 2) education. Changes emphasizing both areas must be made to create a new police professional.<sup>13</sup>

Police academy training is a critical area. As a comparison, Japan, Germany, and Ireland, for example, have two year police academies, while the majority of

academies in the United States is currently six months or less. Among the recommendations made by the Christopher Commission was to expand the basic police academy.<sup>14</sup> Indeed, POST Basic Training Bureau Chief Bob Fuller is currently spearheading an effort to upgrade and expand the police academy curriculum, broadening its scope and preparing officers to be better equipped to handle the demands of COPPS policing.<sup>15</sup>

Ironically, even with the public's increased demands to build this super cop, most people are not willing to foot the bill. They expect "more for less," even in the wake of shrinking budgets. In the military and private sector, "down-sizing" and "right-sizing" usually means cutting much of the fat accumulated during the 1980s.<sup>16</sup> It means leaner and meaner.<sup>17</sup> Economic forecasts are grim. Deficits are resulting in lay offs, reduced hiring, and wage freezes throughout the law enforcement community.<sup>18</sup> It will require new approaches, new methods, by innovative administrators who can turn a seemingly impossible formula of "more for less" into a successful reality. Can specialization accomplish these goals? Or will the result be a more generalized approach?

As a result of middle management down-sizing, promotional opportunities will be scarce. With fewer chances for vertical mobility, managers must be concerned with maintaining morale and preventing job stagnation through innovative methods of job enrichment and enhancement.<sup>19</sup>

The final area regarding the continued efforts to professionalize law enforcement addresses permanent specialized assignments vs. assignment rotation. There are four organizational cancers that have given "civil servant" a bad name over the years. These four are stagnation, elitism, cliquism, and citizen's perception of

corruption brought about by sensational cases and the television or movie media.<sup>20</sup> They have been obstacles in the attempt to professionalize law enforcement. Regarding the issue of job stagnation, G.H. Kleinknecht, superintendent of the St. Louis County Police Department wrote, "When an officer has mastered his current assignment, he begins to feel that the position holds little challenge, causing a reduction in job satisfaction"...thus becoming..."complacent with their assignments, which is reflected in the quality and quantity of work produced."<sup>21</sup>

Many managers in both the private and public sector believe job rotation may be a key factor in solving these four organizational concerns. Regarding corruption, Lieutenant James P. Tuttle, commanding officer of the Southeast Michigan Conspiracy Organization of the Michigan State Police wrote, "Rotation benefits the [organization] by reducing the potential for burnout and corruption"...as well as..."providing officers with career enhancement opportunities."<sup>22</sup> Regarding cliquism, the Christopher Commission reported, "...a rotation system would reduce the problems of cliques and regularly bring new energy to a division."<sup>23</sup>

Too often uniformed patrol, the most obvious extension of the police, and indeed government, has been considered the dumping grounds or the first rung on a career ladder.<sup>24</sup> The truth is that uniformed patrol is the backbone of most police organizations, which will require tomorrow's officers to possess complex skills and judgmental abilities to deal with the increasing sophistication of crime and other social problems throughout our communities. One may ask the question which method or model, generalist or specialist, can best develop the quality police professional that can ultimately respond to this growing sophistication of social needs? Renown police visionary Chris Braiden, Superintendent of Police,

Edmonton, Alberta, Canada, answered this question stating, "There must be radical de-specialization. My bias is a generalist-type police officer!"<sup>25</sup>

The subject of this futures study is unusually broad, covering education, training, and experience as it relates to the future police professional. Will that professional be a generalist or a specialist? Due to the nature of the study (the possibility of building a police professional super cop equivalent to a doctor, teacher, or attorney), a broad, rather than narrow, focus was taken. This issue was shaped and developed after discussions, nurturing, and guidance by Command College staff and advisors.

## THE ISSUE AND SUB-ISSUES

**Generalist or Specialist - What will be the status of the police professional by the year 2003?**

Given the history of the issue, coupled with several brainstorming sessions with colleagues, fellow Command College students, and Command College staff and instructors, seven sub-issues were identified. After discussions on historical lessons, current needs, and possible future direction of policing, the following four sub-issues were identified:

### SUB-ISSUES:

**1. Which model, generalist or specialist, could best compliment the COPPS program?**

There is a rethinking of traditional police operational approaches, with a greater focus on Community Oriented Policing and Problem Solving. With broader and more complex judgmental skills needed by tomorrow's super police officer, which model is the most logical choice?

**2. What will be the impact of higher entry level training and education requirements upon the generalist vs. specialist issue?** The current level of front-end training and educational requirements clearly falls short of that needed to build the future police professional. With greater education and training levels, which model makes more sense?

**3. Which of the two styles, generalist or specialist, will be more effective with**

**budgetary down-sizing and the loss of promotional opportunities?** The public is demanding more from the police, yet frequently not willing to provide additional resources (more for less). One of the results- downsizing middle management - thus minimizing vertical mobility. Which model provides innovative ways of responding to this fiscal crisis.

**4. What will be the level of importance of assignment rotation by 2003?** Stagnation, elitism, cliquism, and the sensational corruption case have been organizational sore spots which have stood in the way of professionalizing the police. Can assignment rotation minimize or eliminate these cancers, thus play an important role in building the super police professional of the future?



## PART I - FUTURES STUDY - DEFINING THE FUTURE

### METHODOLOGY

Futures research and forecasting techniques enable participants to identify and analyze emerging trends and potential impacting events. They also enables participants to develop alternative future scenarios, and conduct strategic situational analysis.

While forecast and analysis techniques cannot address every future possibility, they do identify important issues that may impact an organization a decade or so down the road. Futures research is a strategy that seeks to describe and evaluate important alternative images of the future.

This researcher gained an interest in the issue after more than a decade of dialogue among law enforcement leaders discussing which model - generalist or specialist - would best serve the future needs of law enforcement. Generated by this interest, the first research tool used was nearly two years of literature scan. From that, a Futures File was constructed. This is a catalog of information, from a variety of sources, that may reveal trends and events that would impact the issue under study. Interviews of key players identified through the Futures File were obtained.

The next method of developing reliable data to the issue under study involved a group process known as the Nominal Group Technique (NGT). The NGT is made up of a panel of experienced professionals from a wide area of disciplines. The NGT is a small group technique for achieving agreement, or acceptable consensus,

on the answer to a single question, usually complex, by a process that alternates private work and open discussion. The panel's task was to identify and rank order trends and events that may impact the future of the issue under study. After identifying relevant trends and events, the panel then become forecasters and **postulate the likelihood of these occurring in a projected time frame** - in this case by the year 2003.

The NGT brought together a panel of 12 individual from both the public and private sectors. Six of the 12 were sworn personnel representing four different police departments. It was a diverse group of five women and seven men, with representation from the, Anglo, Afro-American, and Hispanic communities. The following is a list identifying the NGT panel:

#### **MEMBERS OF THE NOMINAL GROUP TECHNIQUE PANEL**

##### **(Forecasting Panel)**

Member #1: Jody Hall-Esser, the Chief Administrative Officer of the City of Culver City and a member of the Commission on POST

Member #2: Joan Dean, Administrative Projects Coordinator for the City of Culver City.

Member #3: Gary Russell, owner of a small architectural firm.

Member #4: Linda Russell, wife of member #3 and co-owner of the family business.

Member #5: Cristina Gabor, a physical therapist at Brotman Hospital in Culver City.

Member #6: Commander Rick Dinse, Los Angeles Police Department

Member #7: Captain Bernice Wayman, Riverside County Marshall's Office

Member #8: Captain Bob Cashion, Manhattan Beach Police Dept.

Member #9: Lieutenant Bill Burck, Culver City Police Department

Member #10: Sergeant Cerris Black, Culver City Police Department

Member #11: Sergeant Gary McEwen, Culver City Police Department

Member #12: Carlene Perfetto, Supplies and Services Supervisor, Culver City Police Department

After being briefed on the nature and the history of this issue and sub-issues, each NGT panelist was instructed to make their separate (private), individual list of events which each believed could impact the issue/sub-issues in the next ten years. After the specified time expired, this researcher polled the panel, one at a time, to provide the group with one event. The identified event was written down and posted for all members to observe. After the first round of polling, several additional rounds of polling were conducted until all panelists exhausted their individual lists. This process was repeated to identify trends. A total of 49 events and 33 trends were identified by the panelists. The following is a list of

those events and trends.

### SELECTED EVENTS

**NOTE:** The ten events in bold type were forecasted by the panel.

1. Europe combines its economy
2. Election of Clinton/Gore
3. Voters reject measure to raise taxes earmarked for police
4. **New police chief supports rotation of specialized assignments**
5. **Quality of police recruits hits an all-time low**
6. Religious group given security contract
7. Civil suit filed against Los Angeles for riots
8. U.S. passes free trade laws
9. Fewer college seats available in 1993-94 school year
10. **California state revenues reduced by 50%**
11. 1993 Federal budget deficit
12. **Christopher Commission recommends rotation of assignment to help solve corruption ills of law enforcement**
13. Schools experience a 25% loss of revenues
14. Ross Perot gets elected in 1996
15. The feds balance the nation's budget
16. Education costs soar
17. **State mandates higher education for entry level recruits.**
18. City found liable for police pursuit injury of by-stander
19. Unemployment hits 15% in California signaling a depression
20. Crime rate in California triples
21. **State Legislature places term limits on narcotic assignments**
22. Defense spending cut by 50%
23. Term limits set on police chiefs
24. **Los Angeles County imposes hiring freeze**
25. The fall of the Soviet Union
26. The military experiences down-sizing
27. The election of a new mayor
28. 10% of California businesses leave the state
29. Use of education vouchers is approved
30. Mexico experiences a civil war
31. Local municipality experiences a budget shortfall
32. **POST mandates generalist approach to "Continuing Professional Training" at all ranks**
33. Spanish becomes official language of Los Angeles
34. Significant terrorist event occurs in Los Angeles
35. Standard of living falls by 15%
36. Movie industry collapses
37. 50% increase in hole in ozone layer
38. FBI investigates police cover-up

39. Medicare's budget is cut
40. Los Angeles has another riot
41. Computer hook-up to Culver City City Hall made available to residents
42. **Ad Hoc Committee finds law enforcement is not prepared to handle technological onslaught**
43. **Major earthquake hits Southern California**
44. The rebuilding of South Central LA begins
45. Demand for police commissions in community
46. Welfare reform moves forward
47. Jury selection reform moves forward
48. Worker's Compensation Laws reform moves forward
49. Implementation of American Disability Act begins

### SELECTED TRENDS

The following is a list of the 33 trends selected by the NGT panel as those most likely to impact the issue being studied.

**NOTE:** The ten trends in bold type were forecasted by the panel.

1. Number of civil law suits against law enforcement
2. **Amount of citizen scrutiny of law enforcement**
3. **Level of state tax revenue**
4. Easing/toughening of immigration laws
5. Population level
6. Level of violence against children
7. Level of opportunity to obtain college education
8. Level of educational requirements for police recruits
9. **Number of innovative methods to job enrichment/enhancement**
10. Level of media bias
11. Level of violence
12. The use of technology in law enforcement
13. Level of ethnic diversity in law enforcement
14. Strength/deterioration of the family unit
15. Level of citizen involvement in city government
16. The number of women in police leadership roles
17. Polarization of ethnic groups
18. **The level of new/emerging technology in law enforcement**
19. Level of ethnic diversities in leadership roles
20. **Level of legal education needed for police officers**
21. Level of the judicial system exercising discretion
22. The level of public confidence in law enforcement
23. Special interest groups demands for police services
24. **Level of public demand for higher quality of police professional, particularly a "super cop"**
25. Public demand for accountability

26. Level of demand for community based policing
27. Level of public rejection of new taxes supporting increased police services
28. **Level of competition among police managers over available resources**
29. **Amount of right/down-sizing of supervisory/management personnel in law enforcement**
30. Level of empowerment of lower level employees
31. Changing work ethic
32. **Level of boredom/stagnation of police officers in permanent specialized assignments**
33. **Amount of civilianization of certain specialized assignments**

Through an anonymous four step voting process the individual panel members were asked to identify and rank order the **ten** most important events and the **ten** most important trends. The four step voting process is describe as follows:

Step 1 - open discussion for clarification.

Step 2 - a preliminary private vote.

Step 3 - discussion of preliminary vote.

Step 4 - a private final vote.

Beginning with events, Table 1 lists the ten most important impacting events in rank order. Then, using the Modified Conventional Delphi (MCD) process described below, the panel was instructed to individually forecast each event for the following four criteria, which are also listed in Table 1:

1. Years until probability first exceeds zero (e.g., the first year that the event could possibly occur).
2. The probability of the event occurring five years from today.
3. The probability of the event occurring ten years from today.
4. What impact on the issue, positive or negative, would the event have, if it occurred.

In the MCD process, like the NGT, forecasting the above four criteria is done privately. It is followed by open discussion where thoughts, ideas, and reasoning by each individual is shared with the group. Following the discussion, a second

round of private re-forecasting was conducted. The median scores from that Modified Conventional Delphi are listed in Table 1. Table 1 is followed by a graph of the scores for each event, including an explanation for those scores. Each graph reflects the lower and upper mean deviation from the median.

**NOTE:** The use of the upper and lower mean deviations from the median score softens the possibility of a single individual, or small group of individuals, from skewing the data. This was used on all graphs, even though there may have been a close consensus on the issue.

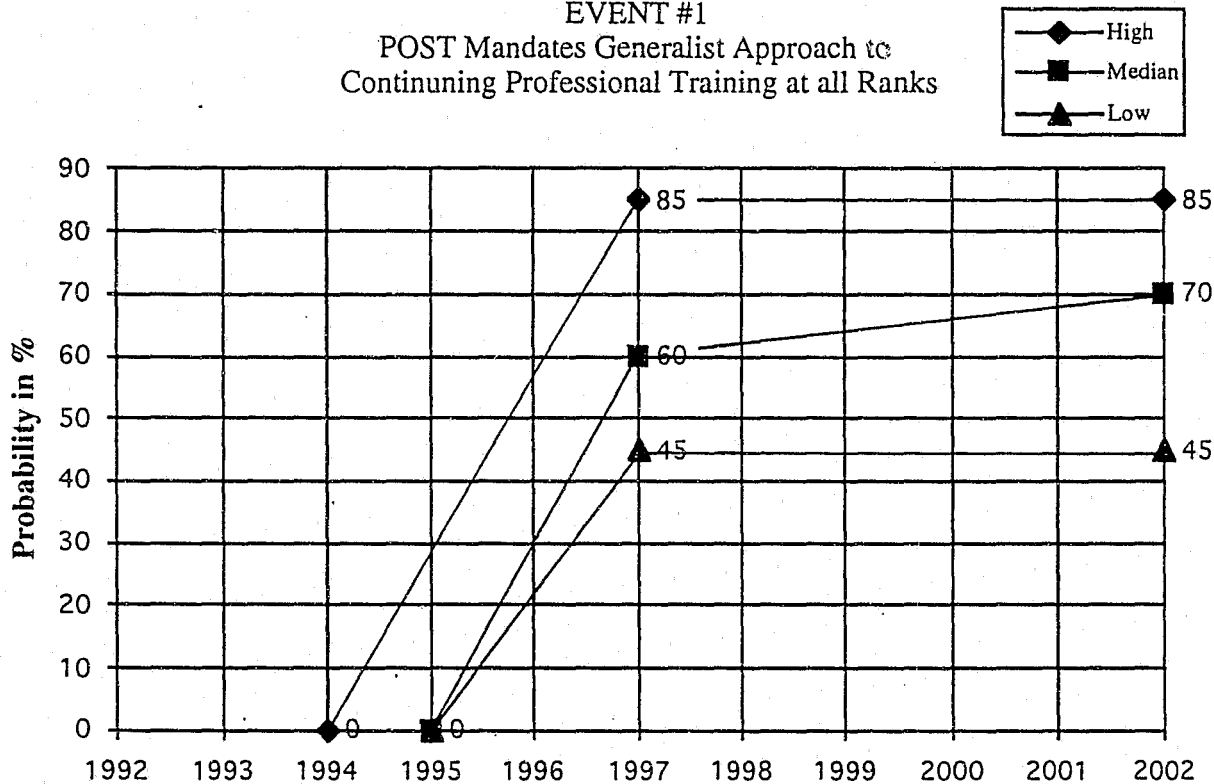
**TABLE 1.  
EVENT EVALUATION**

EVENT NUMBER IN RANK ORDER	EVENT STATEMENT	*YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	*PROBABILITY		*IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			FIVE YEARS FROM NOW (0-100)	TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
1.	POST Mandates Generalist Approach to Continuing Professional Training at all Ranks.	3	60	70	10	0
2.	Ad Hoc Commission Recommends Rotation of Assignments to Help Solve Corruption in Law Enforcement.	3	30	30	8	3
3.	State Mandates Higher Education for Entry Level Police Recruits.	4	50	50	7	0
4.	State Legislature Places Time Limits on Narcotics Assignments	2	30	50	9	4
5.	New Los Angeles Police Chief Supports Rotation of Specialized Assignments.	2	60	70	10	0
6.	California Revenues are Reduced by 50%.	2	80	80	8	2
7.	Major Earthquake Hits Southern California.	3	80	80	5	2
8.	Los Angeles County Imposes Hiring Freeze.	3	50	50	5	5
9.	Quality of Police Recruits Hits an All Time Low.	4	40	50	5	4
10.	Ad Hoc Committee Finds Law Enforcement is not Prepared to Handle Technological Onslaught.	4	50	50	2	7

\* Panel Medians. N=12



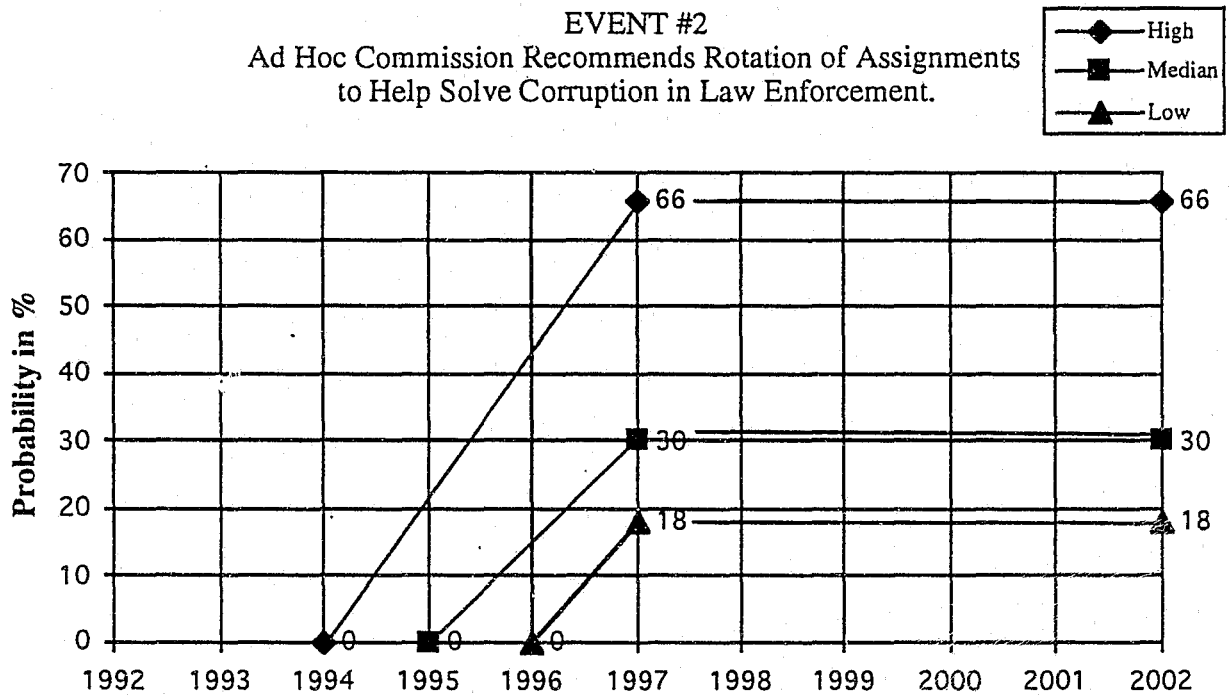
EVENT #1  
 POST Mandates Generalist Approach to  
 Continuing Professional Training at all Ranks



This projected event indicates the probability that POST will do two things: a. recognize the need for a broader approach to professionalizing the police officer of the future, particularly to further the concept of COPPS, and b. that POST will respond by mandating diversity through formalized training. The panel believed that part of the drive behind this new approach will be due to down-sizing as well as poor economic conditions which are contributing to using fewer personnel to handle a greater variety of tasks.

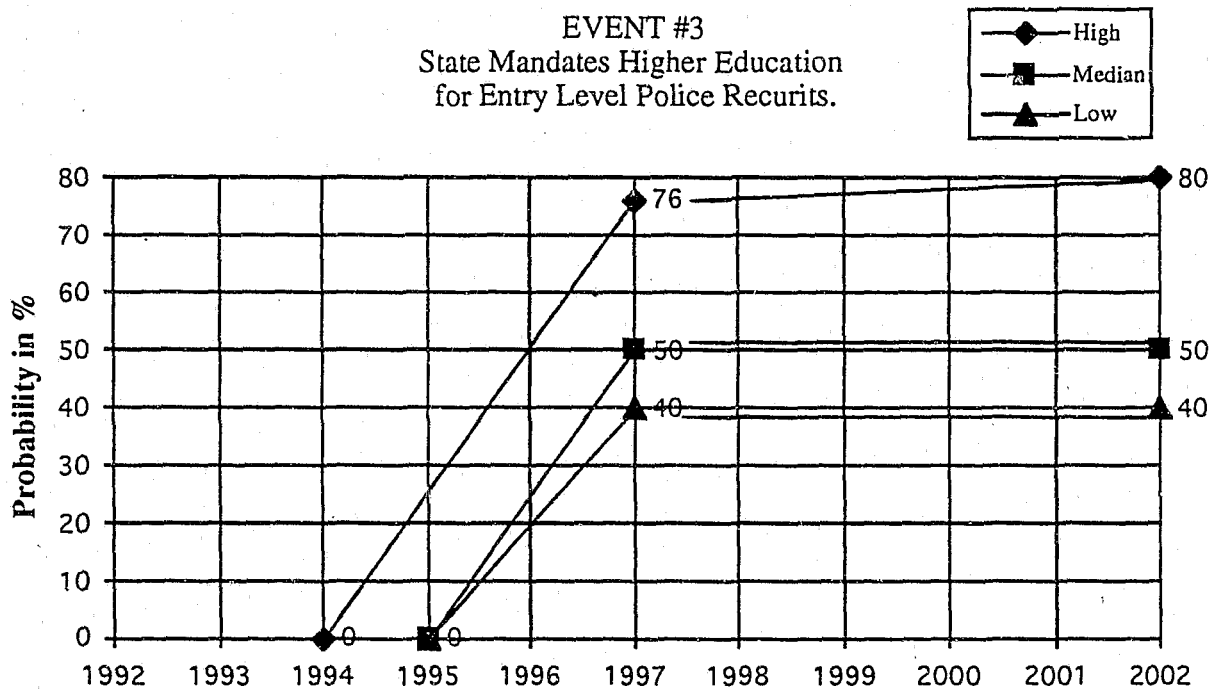
The median estimate, as well as the most conservative estimate, suggested a better than even chance of this event occurring in the next five years, and a 70% chance of this occurring in ten years.

EVENT #2  
Ad Hoc Commission Recommends Rotation of Assignments  
to Help Solve Corruption in Law Enforcement.



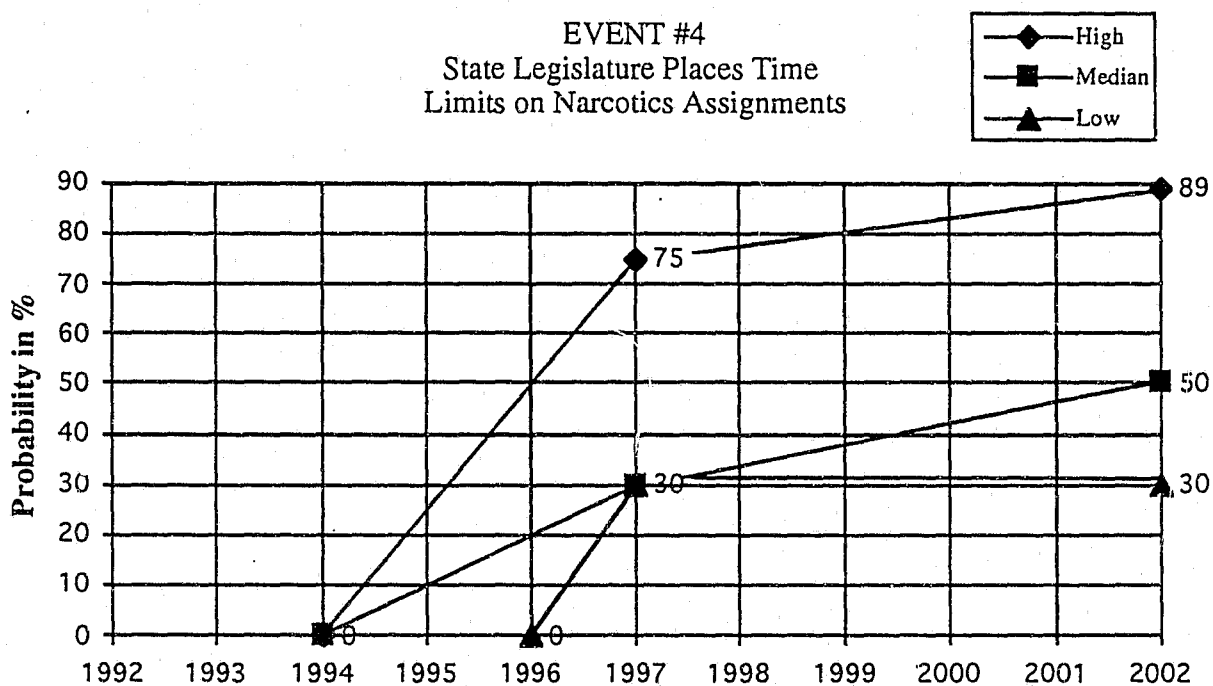
Because of several unfortunate nationwide police corruption cases recently publicized, the panel forecasted that a commission similar to the one investigating the Rodney King incident could be convened. The panel discussed, and then arrived at the consensus, that among the leading recommendations by this commission to eliminate corruption will be the implementation of a rotation policy, particularly in sensitive assignments such as narcotics, vice, or detectives. A staggered rotation was suggested (this is where the officer, supervisor, and manager ranks rotate three to six months apart), thus minimizing the opportunity for a wayward police employee to “build” a team of conspirators. The panel projected a one in three chance of this commission being formed in the next five and even ten years.

EVENT #3  
 State Mandates Higher Education  
 for Entry Level Police Recruits.



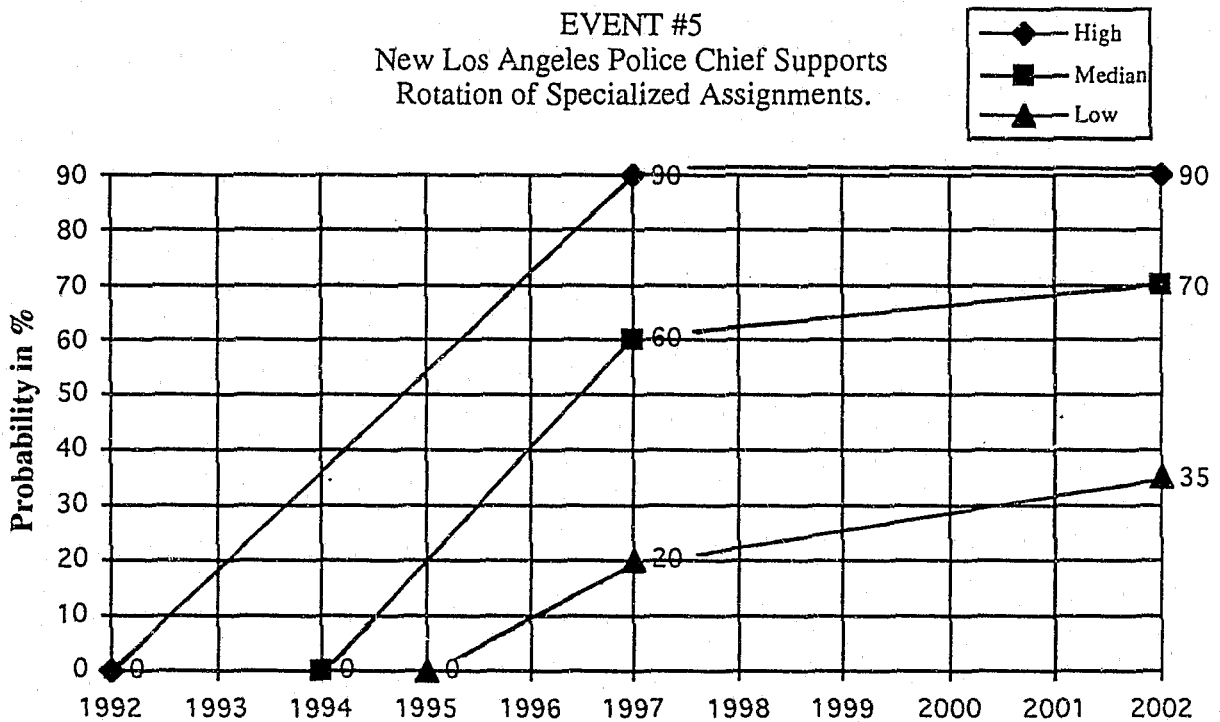
The panel's median forecast was that there was a 50% chance that the state (or POST) would mandate some form of formal education for entry level police recruits within the next five years. The group felt this event would be consistent with other societal forces pushing toward developing a more professional and broader thinking police officer. This event is consistent with numerous studies (Muurrell 1982, Meagher 1983, Hooper 1988, Rand 1988, FDLE 1989, et al.) that college educated officers are more ethical, perform superior to, and receive fewer disciplinary actions and fewer citizen complaints, than officers without college education.<sup>25</sup> The impact of this event on the issue of generalist or specialist was forecast as very favorable in developing the future super police professional.

EVENT #4  
State Legislature Places Time  
Limits on Narcotics Assignments



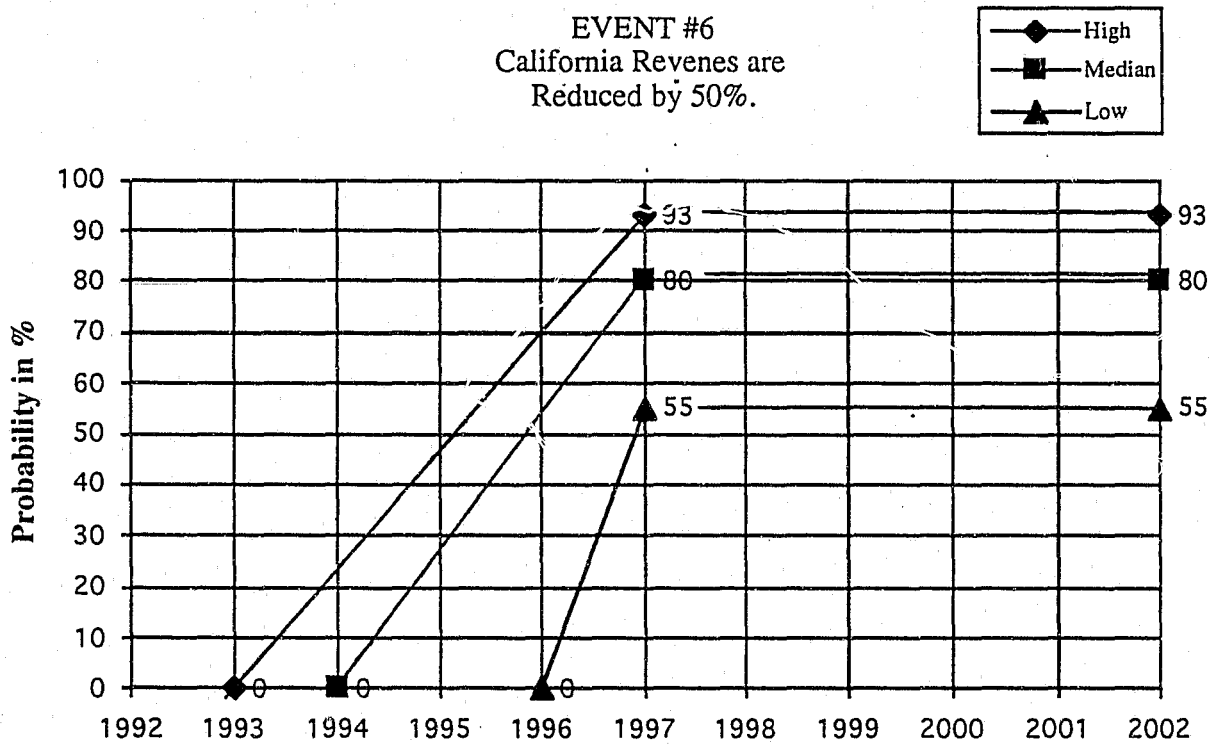
This panel, 60% of whom were civilians, believed that a state law placing term limits on narcotics assignments has an even chance of passing in ten years. No consensus was reached as to whether that term would be two, five or 10 year assignments. It was, however, unanimously agreed that permanent assignment to this type of sensitive work is unwise. The group's consensus was that public's perception is negatively impacted by a few sensational corruption cases. As a consequence, no longer can law enforcement afford headlines in the media concerning the indictment of another narcotics officer. The public's demands for a corrupt free police department over-ruled a concern expressed by a few panelists of a possible loss of expertise in setting time limits on this assignment. The reader can see by the high mean deviation on the graph that there was an especially strong sentiment by the group to rotate narcotics officers to other duties.

EVENT #5  
 New Los Angeles Police Chief Supports  
 Rotation of Specialized Assignments.



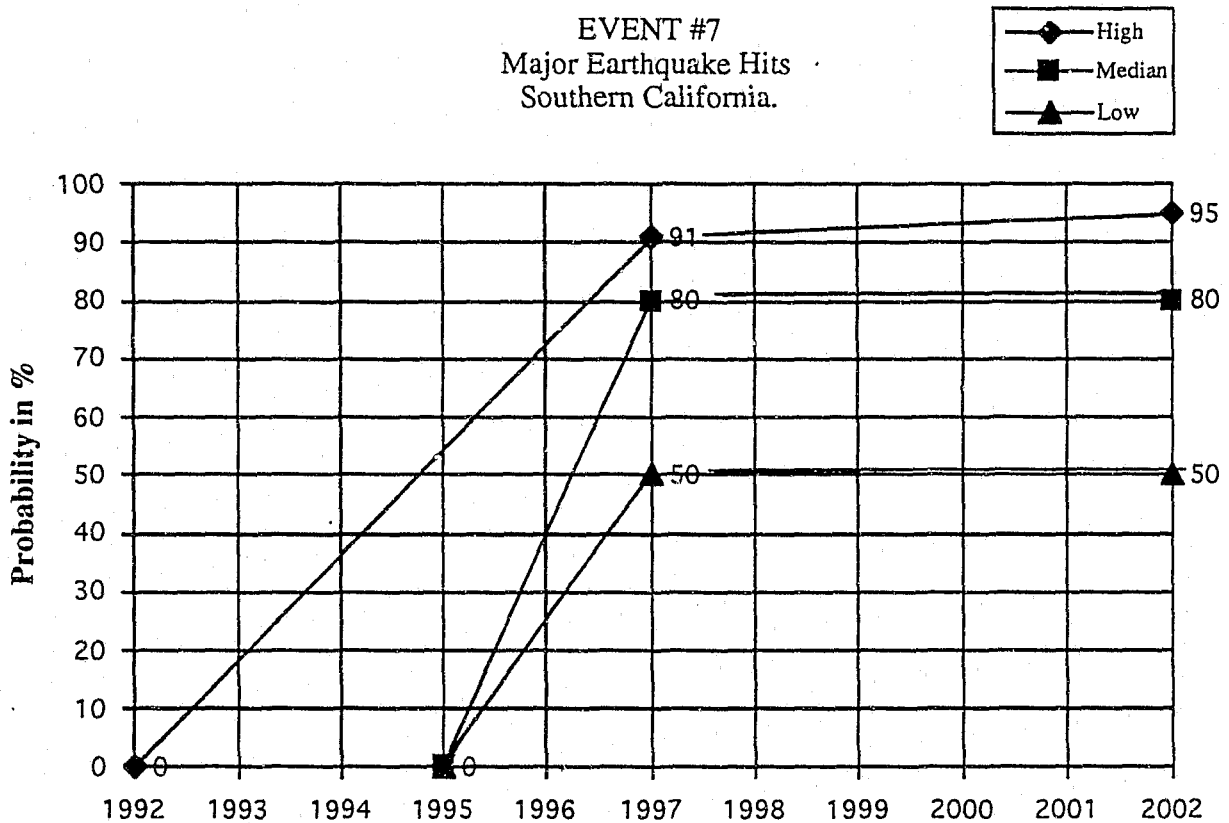
The panel forecasted a growing probability that the next chief of Los Angeles (in actuality, any future police chief or sheriff) will respond to the public's demands and expectations on the future police professional, by supporting rotation of specialized assignments. The panel discussed and agreed that timely rotation of assignments enhance a generalist approach to law enforcement which would be more effective in bringing about a successful COPPS program. Thus is understandable why the panel forecasted that this event would have a strong impact on this issue. Formally implementing this policy change by such a prominent police figure would be an event that could capture the interest of many in the law enforcement community.

EVENT #6  
California Revenues are  
Reduced by 50%.



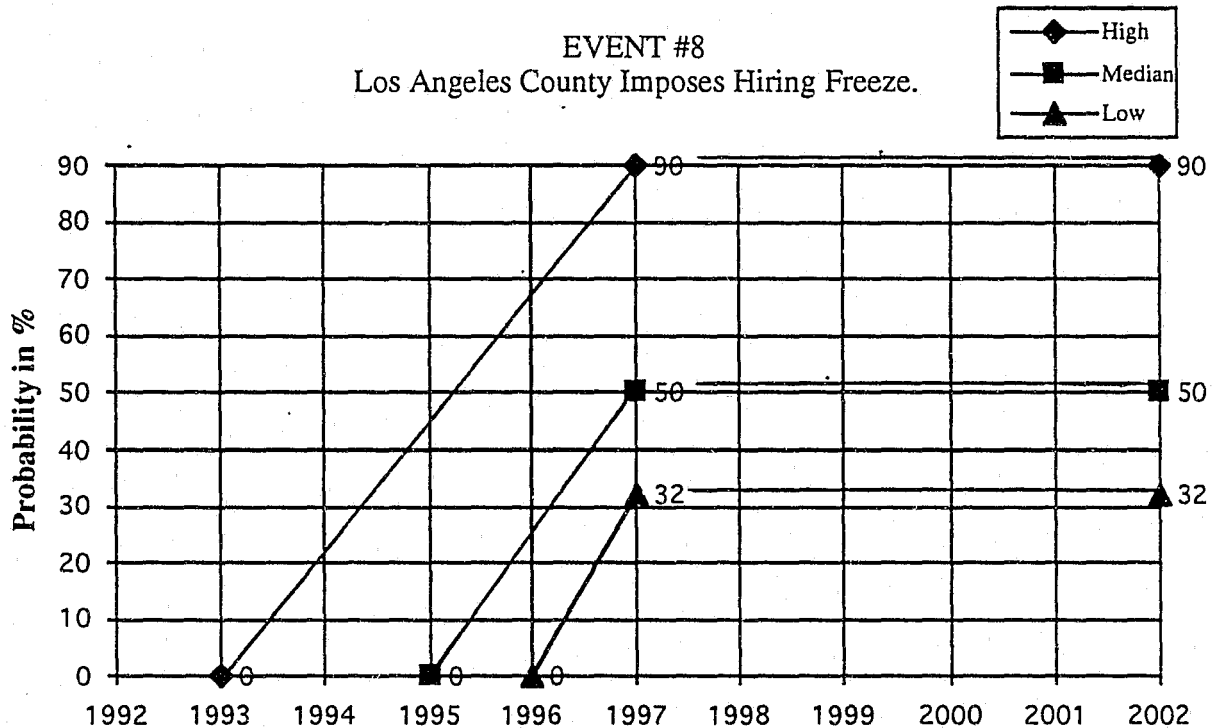
It is important to note that the median, as well as both the high and the low mean deviations, reflect the panel's pessimistic five year outlook for California's economic condition. However, the panel did express optimism for a rebound by 2003. The panel foresaw an 80% probability of a serious revenue shortfall in California within five years. The panel felt that the trickle-down ramifications of such an event would force public agencies to spread their personnel thinner, forcing less specialization and more generalist employees. The panel believed that this event, coupled with event #3 (State mandating higher education for entry level recruits) and event #5 (new police chief supports rotation of specialized assignments), would make the greatest impact on developing a generalist concept.

EVENT #7  
Major Earthquake Hits  
Southern California.



It was the strong consensus that a major earthquake will hit Southern California within the next five years. Some optimism was shown by the panel reflecting a slightly lower chance of this event occurring between the fifth and the tenth year. According to the panel, the impact of that earthquake would be so devastating that no police department would have the luxury of **not** making generalists out of their employees. Every police officer would be called upon to perform a myriad of functions.

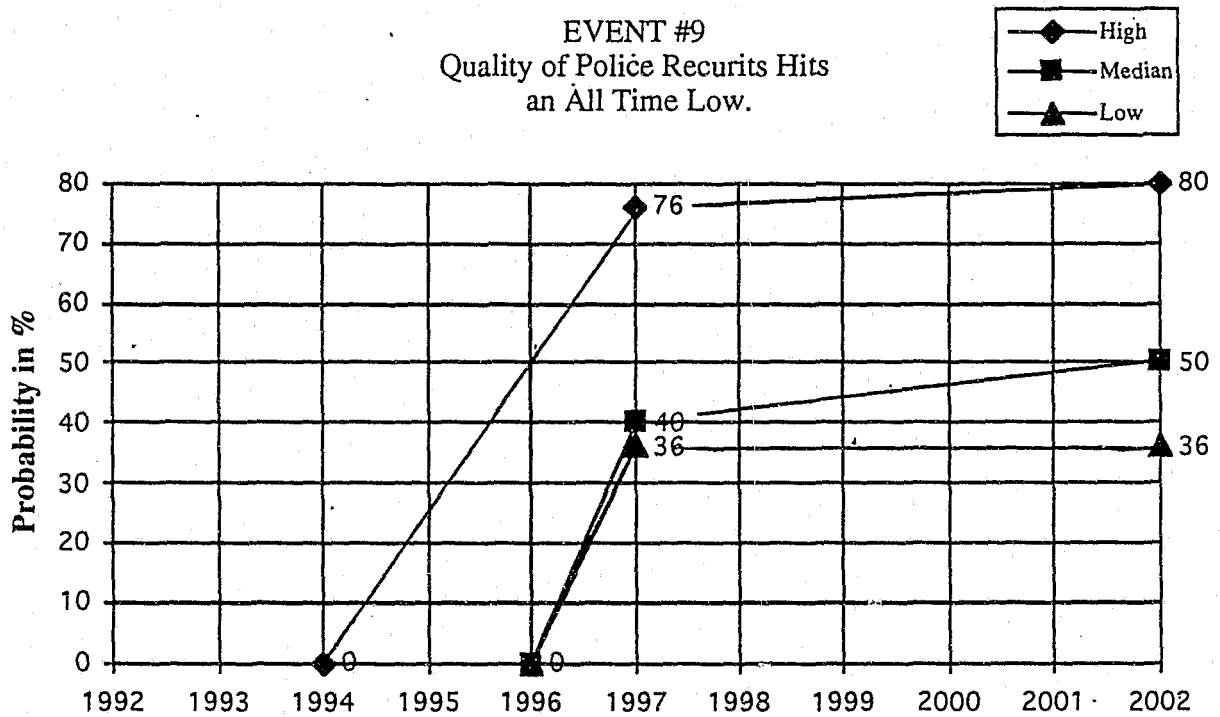
**NOTE:** It is this researcher's opinion that this event, as forecasted by the NGT panel, is a non-issue relative to the subject under study. The calamity following such a disaster is relatively short in time, thus a major earthquake would be of no consequence to the issue. The inclusion of this graph/event is procedural only, and does not add or subtract from this study.



This graph is very similar to event #6, which first projected the state's worsening economic condition in the next five years, then a possible recovery by the tenth year. The parallel is this: Los Angeles County may (as most other counties may) impose a hiring freeze for the same reasons explained in event #6...because of slumping revenues. Of course, this event means fewer people to do the same, or better, job. The impact, as explained under event #6, would force public agencies to spread their personnel thinner, forcing less specialization and more generalist employees. While the median indicates a 50% chance of this occurring in five years, the high mean deviation of the panel's response indicates a 90% chance of such a hiring freeze being imposed in the next five years. As in event #6, as economic conditions improve, the chances of a hiring freeze diminish by the tenth year.

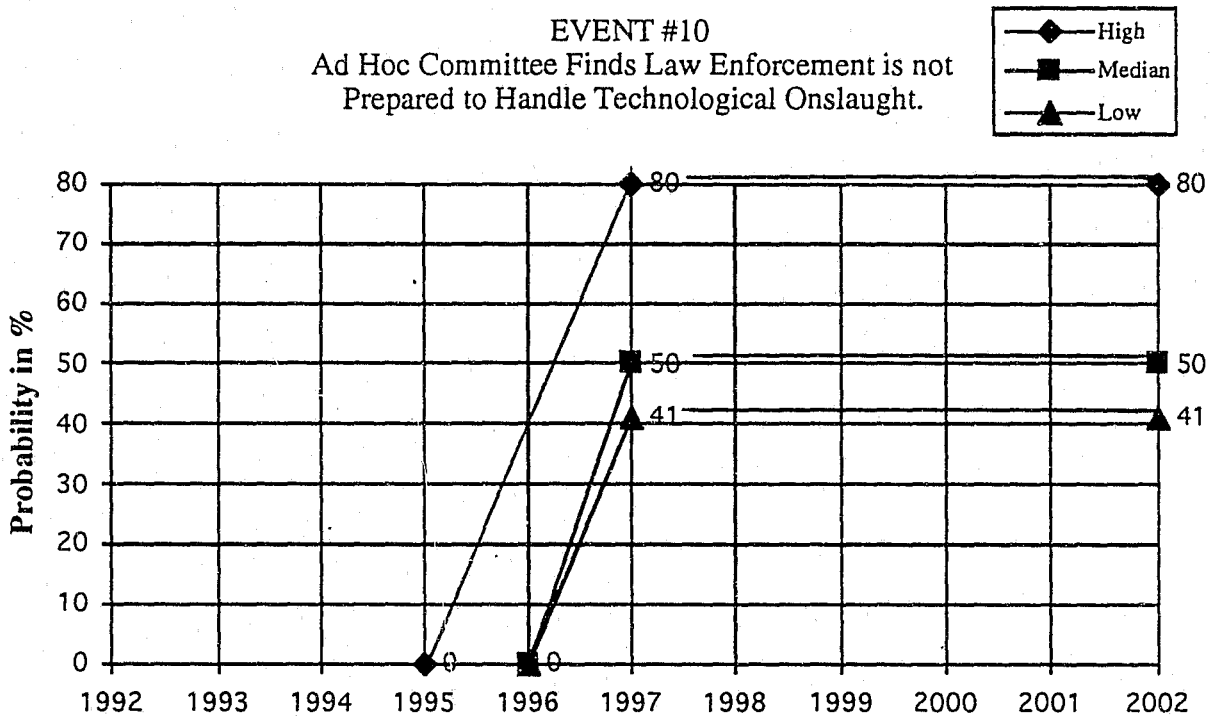


EVENT #9  
Quality of Police Recruits Hits  
an All Time Low.



As the public's expectations of the police professional continues to rise, so must the quality of police recruit rise. If police administrators fail to push for higher standards at the entry level, the event described here has a great probability of occurring in the next five and ten years, as indicated by the high mean deviation. This graph parallels event #3 where the state would mandate higher education for entry level recruits. The message by this panel to police managers is that to avoid mediocrity in the personnel ranks, and to keep pace with the public's expectations, bold initiatives must be taken to bolster the quality of future police recruits. Higher education and an expanded police academy were two options discussed by the panel.

EVENT #10  
 Ad Hoc Committee Finds Law Enforcement is not  
 Prepared to Handle Technological Onslaught.



The graph reflects the forecasting panel's thoughts that, due in part to recent dismal economic conditions, law enforcement agencies will be unprepared to handle the technological onslaught. Police and sheriff departments, the panel projects, will fall behind their private sector counterparts in the next five years. Consistent with the panel's belief that economic conditions will recover between the fifth and tenth years, they also project, law enforcement will slowly catch up to emerging technological advances. There was discussion that technologies which are both available, and currently used by law enforcement, should be included in an expanded police academy. A few panelists expressed concern that great expertise was needed as the technologies became more sophisticated. Others disagreed, expressing that the greater sophistication of the technology, the easier it would be to use.

## TREND EVALUATIONS

The ten most important trends, with potential for policy development, were also identified by the NGT panelists. The direction and magnitude (or level) of the ten trends were forecasted with a reference to:

1. What they were five years ago,
2. What they are today, and
3. Then projected five years, and then ten years into the future.

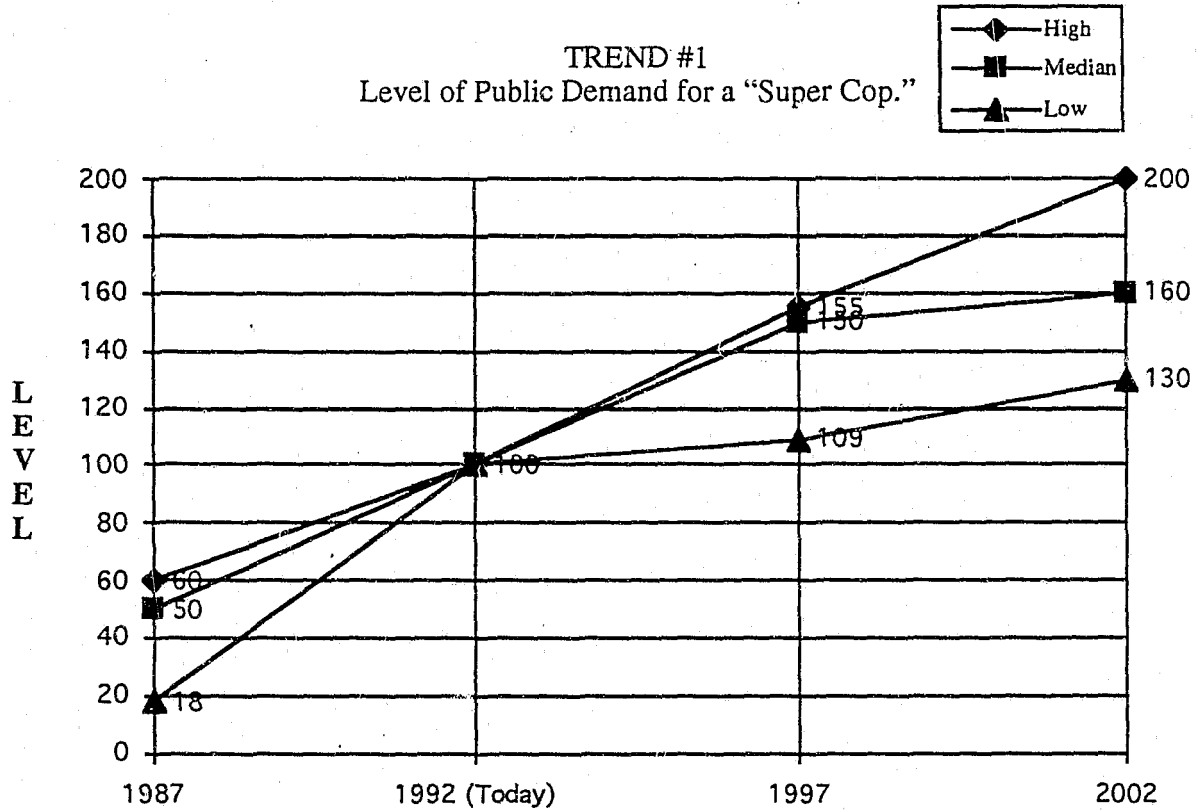
A summary of the panelists' forecast is depicted in Table 2. A detailed graph and explanation of each trend follows Table 2.

**TABLE 2.**  
**TREND EVALUATION**

TREND NUMBER IN RANK ORDER	TREND STATEMENT	LEVEL OF THE TREND* (Today = 100)			
		FIVE YEARS AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
1.	Level of Public Demand for a "Super Cop."	50	100	150	160
2.	Amount of Right/Down Sizing of Supervisory/Management Personnel in Law	10	100	125	110
3.	Level of Competition Among Police Managers Over Available Resources.	30	100	125	110
4.	Level of Boredom/Stagnation of Police Officers in Permanent Specialized Assignments.	100	100	150	200
5.	Number of Innovative Methods to Job Enrichment/Enhancement.	40	100	150	150
6.	Level of Legal Education	50	100	150	160
7.	Amount of Civilianization of Certain Specialized Assignments.	50	100	125	150
8.	Level of State Tax Revenue	150	100	50	120
9.	Amount of Citizen Scrutiny of Law Enforcement	30	100	150	160
10.	Level of New/Emerging Technology	40	100	150	210

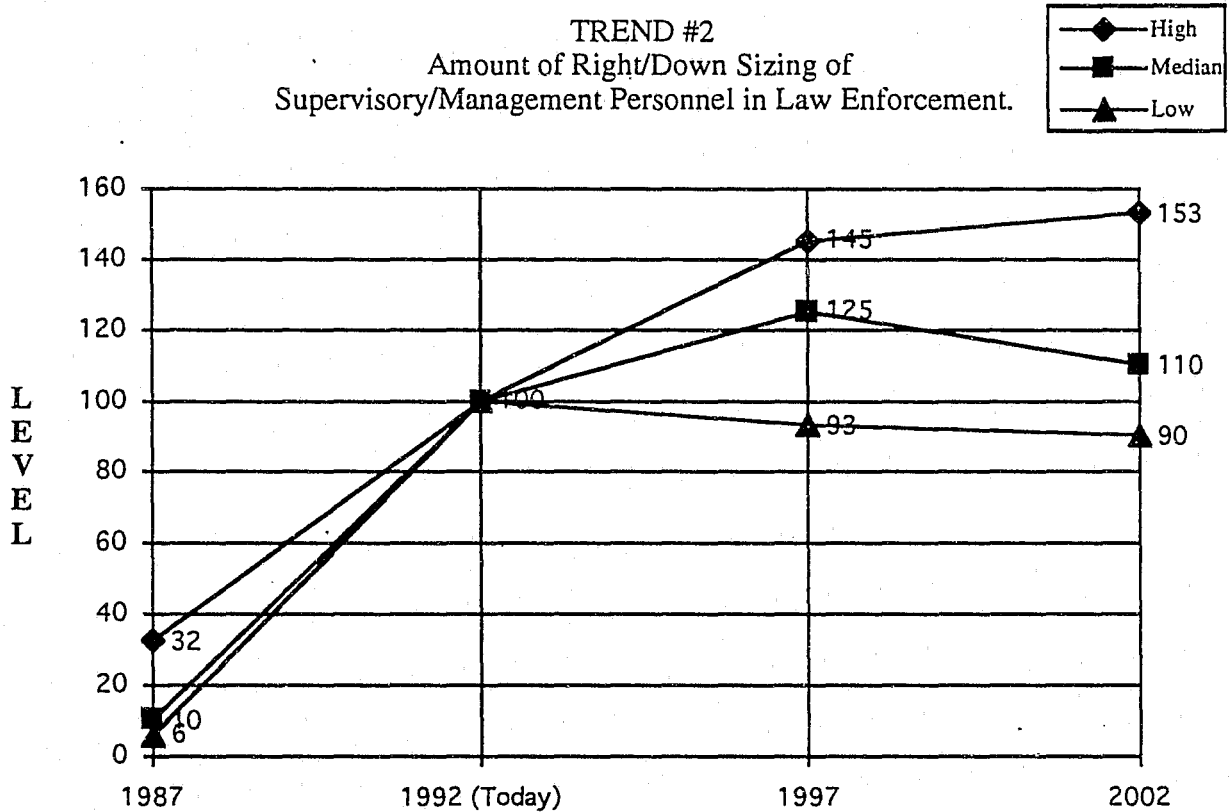
\* Panel Medians. N=12

TREND #1  
Level of Public Demand for a "Super Cop."



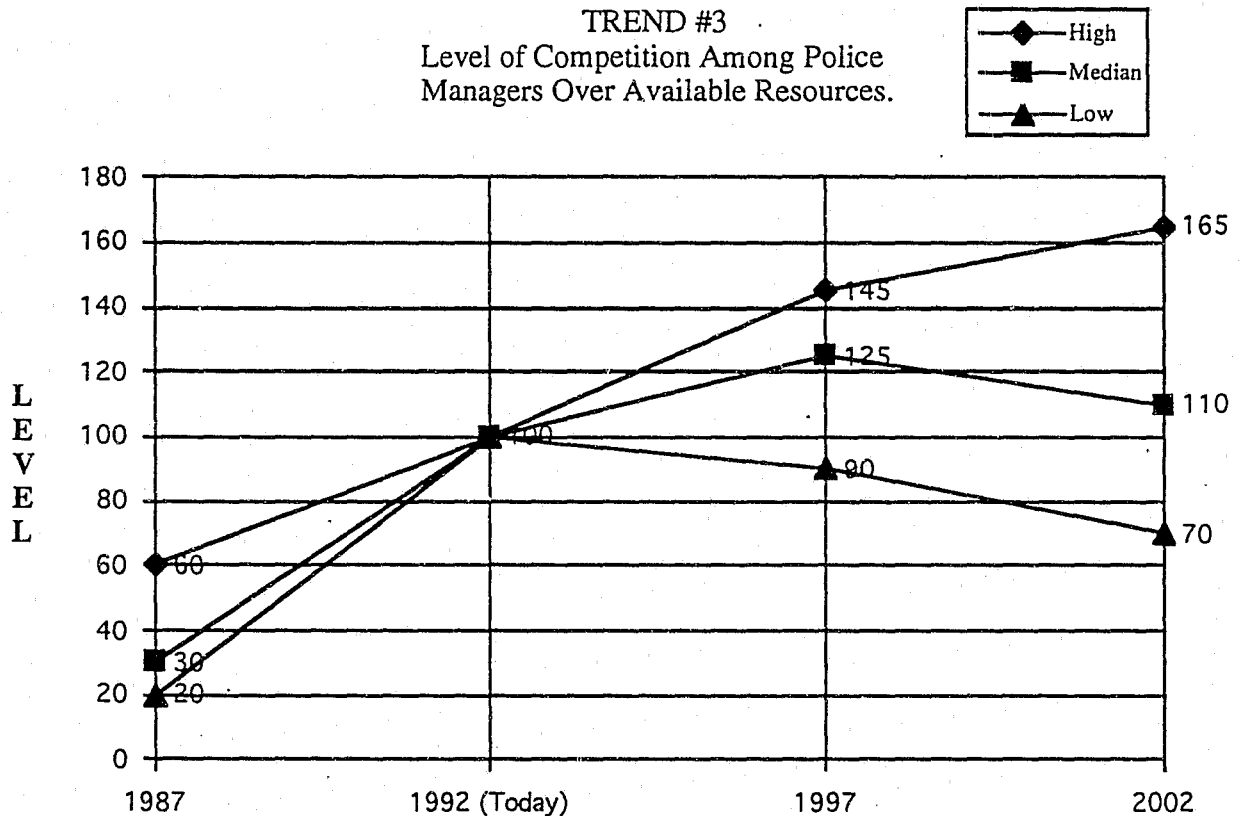
The panel projected a dramatic increase in the public's expectations of the police professional in the next five and ten years. A more educated, a more compassionate police officer, possessing more complex judgmental skills, and a broader range of talents, is expected. Those talents can range from being a pseudo-attorney, paramedic, sociologist, and family counselor, to the super hero who show no fear of confronting armed and intoxicated suspects. This officer is expected to hide his/her emotions after witnessing unspeakable tragedies, yet be expected to handle a barking dog complaint 15 minutes later as if nothing happened. Interestingly enough, the non-police members of the panel believed this type of super police officer exists. Sworn members of the panel disagreed. Both, as evidenced by the graph, see a growing trend of a demand for a SUPER COP.

TREND #2  
 Amount of Right/Down Sizing of  
 Supervisory/Management Personnel in Law Enforcement.



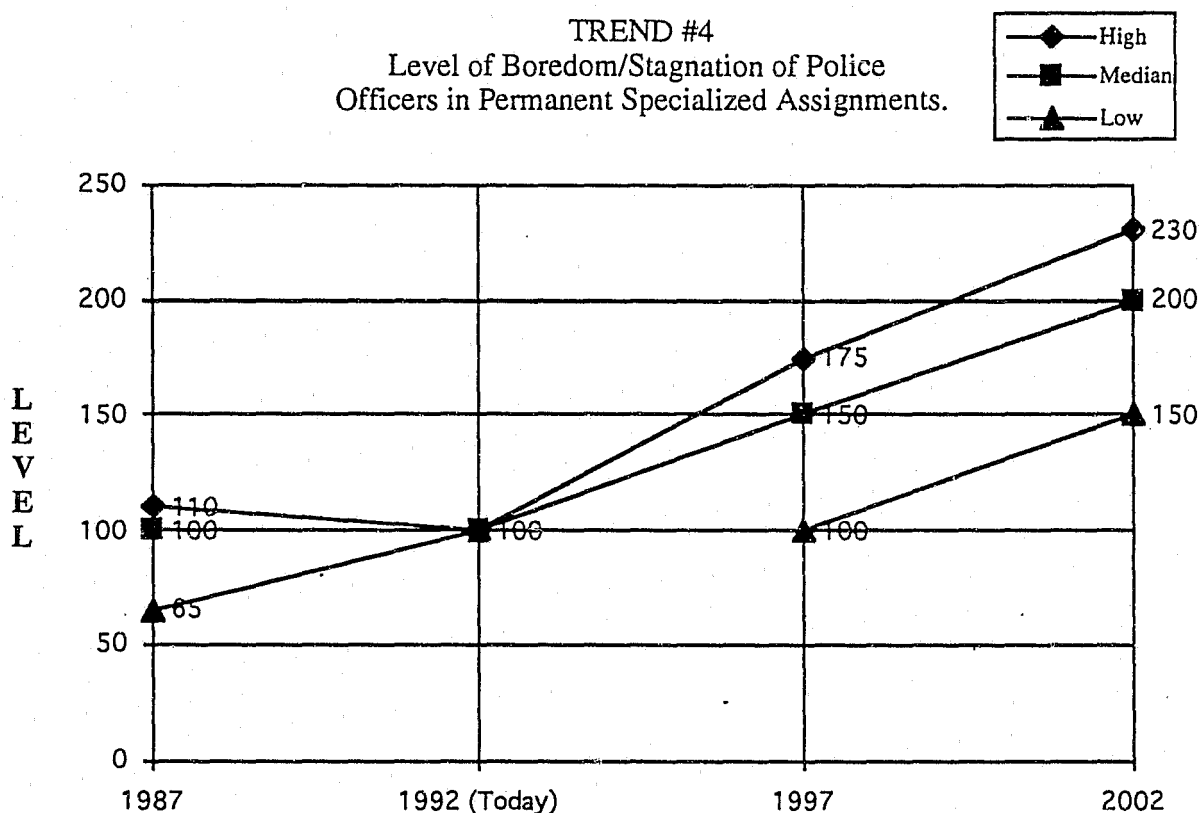
The panel projected that, due to a combination of current economic conditions and the public demand to do more with less, there has been a significant increase in the last five years to reduce the numbers of supervisory and management personnel. The trend parallels the need to make police organizations more efficient, empowering line personnel in the process. The panel projects that there will continue to be an increase in the elimination of staff positions for the next five years. However, due to the panel's optimism for economic recovery after the fifth year, there will be a downturn in this trend. The panel, while supportive of "cutting the fat," forecasts that by 2003 the numbers of supervisory and management personnel will nearly rebound to today's levels.

TREND #3  
 Level of Competition Among Police  
 Managers Over Available Resources.



The panel members discussed how managers tend to bolster their particular sections or bureaus; whether or not it helps the organization, as a whole. Particularly, the members forecast that, with limited resources in the next five years, this internal competition will get worse. The panel members used terms like “empire-building” to describe narrow focused managers who are specialist and perceive their assignment as paramount. The panel members felt this problem will begin to remedy itself between the fifth and tenth year if two steps are taken: (1) to broaden the supervisor/manager's over-all organizational perspective, and (2) rotation through different assignments was seen as one way of enhancing a broader organizational understanding.

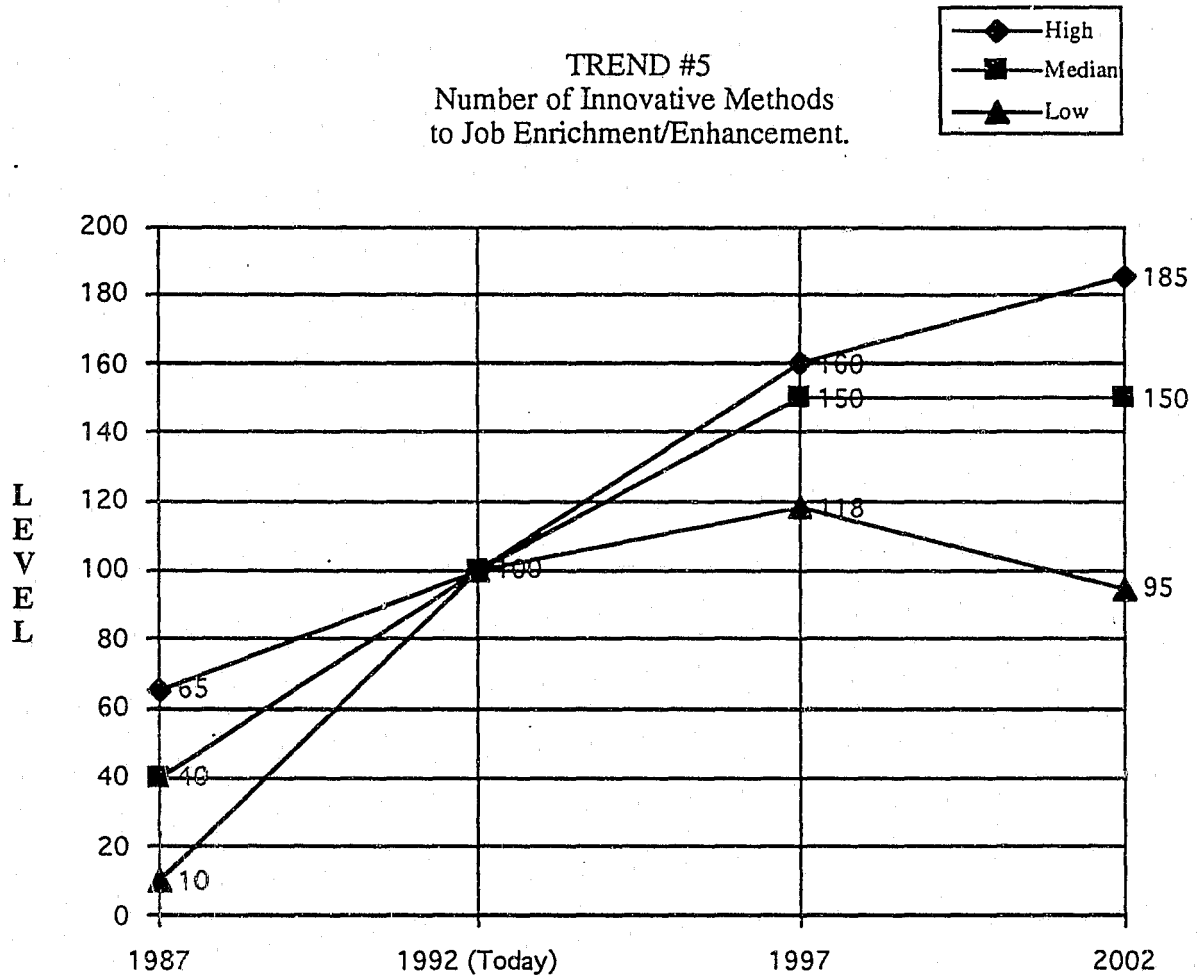
TREND #4  
 Level of Boredom/Stagnation of Police  
 Officers in Permanent Specialized Assignments.



The panel had two different perspectives of this trend. Some felt that the stability, the routine, the comfort, and the status associated with being an expert at a particular assignment kept motivation from slipping. Others, as evidenced by the median and both high and low mean deviations, felt that working the same mundane task for many years (for example a 10-20 year motorcycle officer) was counter-productive to the organization's needs because the employee would become stagnant. There was discussion that the "fire" of new and fresh ideas was lost and only the old tried and true methods of the past would prevail. There was discussion that a more generalist training and broader job experience could help alleviating this phenomena.

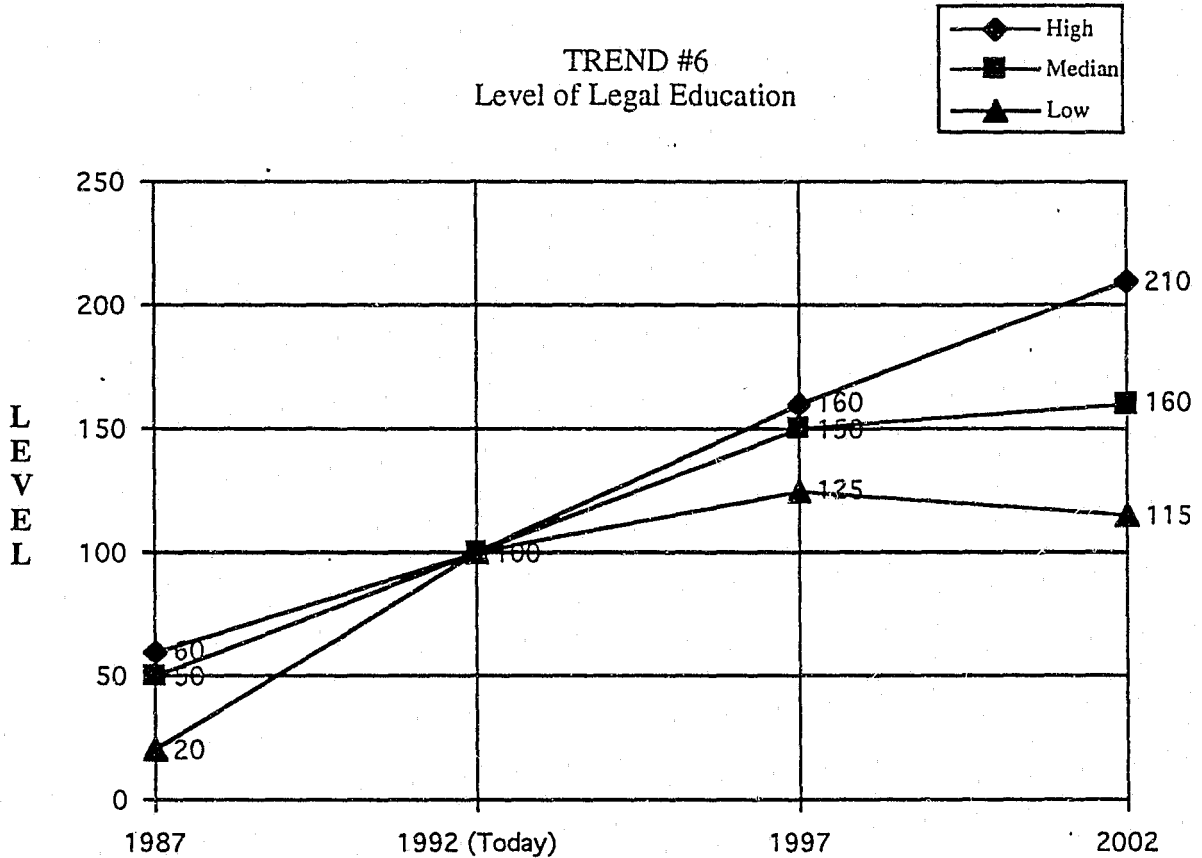


TREND #5  
 Number of Innovative Methods  
 to Job Enrichment/Enhancement.



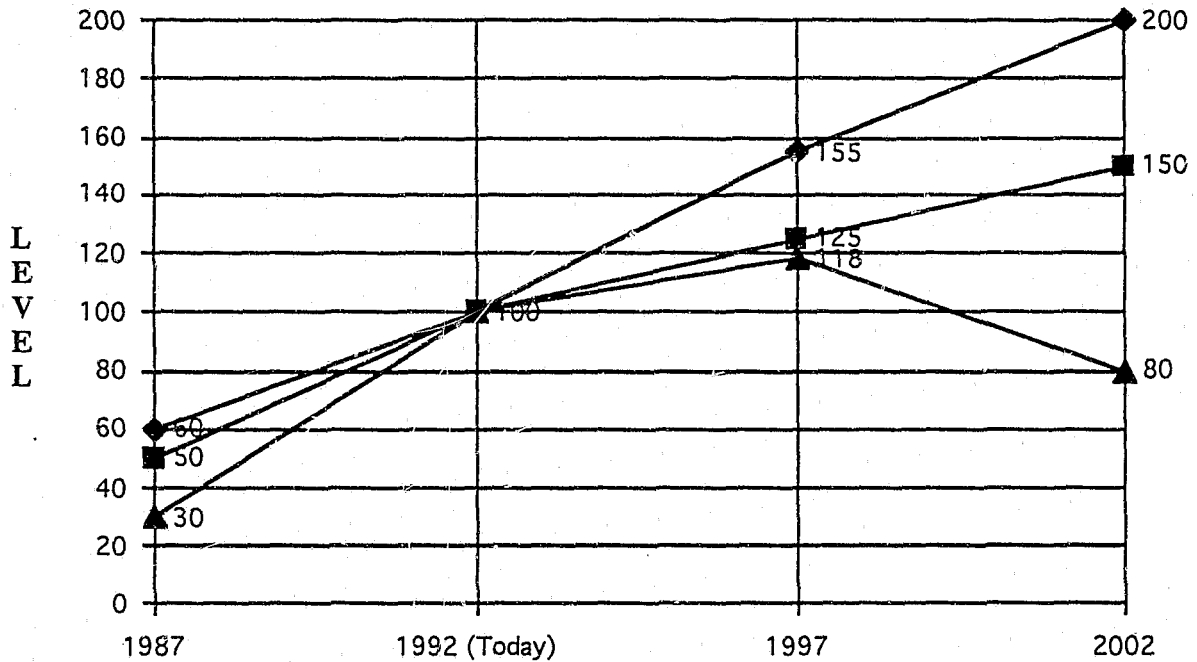
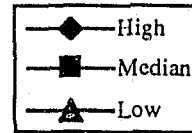
The panel forecast a greater need to challenge the employee in the wake of economic decline and subsequent down-sizing of the police organization. With less vertical mobility due to fewer promotional opportunities, horizontal mobility, such as providing the employee with a broader range of work experience, may provide the added challenge to the employee. The ability to work a variety of special assignments was seen as beneficial for both the employee and the organization. The panel felt that the this trend to seek non-traditional methods of motivating personnel would level off between the fifth and tenth year, as forces external to the organization would better.

TREND #6  
Level of Legal Education



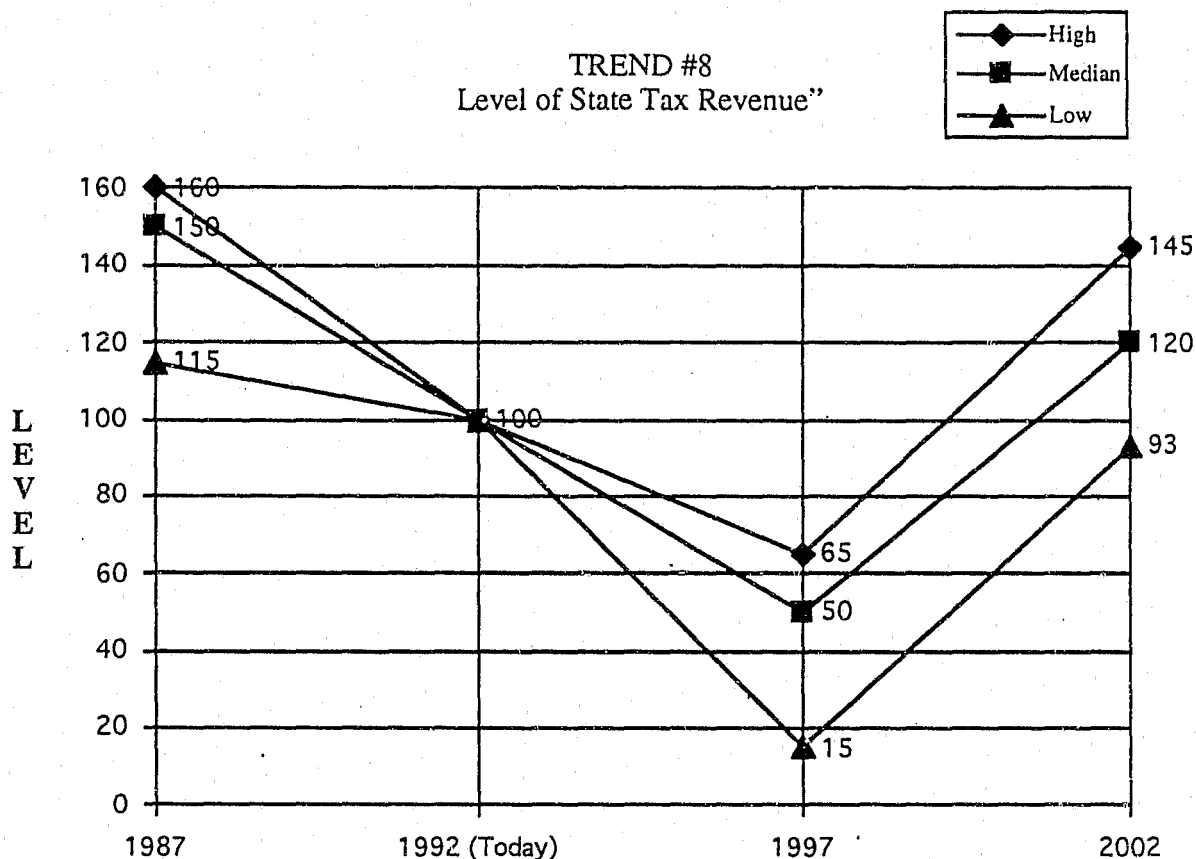
There was strong consensus among the group that this trend has been increasing for the last five years and will continue to increase at the same rate beyond the year 2000. The group pointed out how police officers seldom have the luxury of consulting law books when making instant decisions in high stress field situations. With society's increasing expectations of law enforcement officers, it is easy to see why this panel forecast this trend to continue. The group cross-referenced this need for a higher legal education with the public's demand for a super cop (identified in Trend I). It was the consensus of the panel that law enforcement education in general, but particularly in the area of law, must increase to meet the growing sophistication of society and its needs.

TREND #7  
Amount of Civilianization of  
Certain Specialized Assignments.



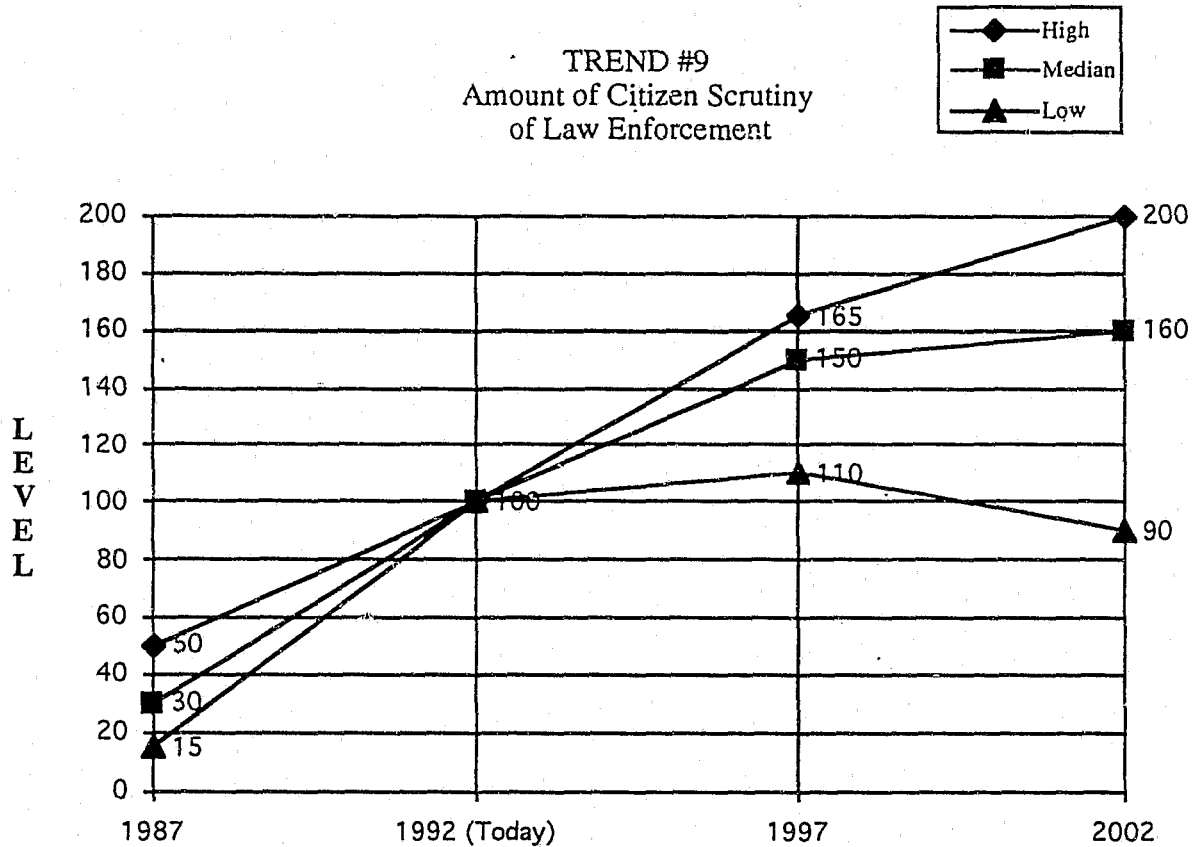
It was the consensus of the panel that the caliber of police officer expected by society in the next decade will require a tremendous amount of education, training, and experience. Therefore, the group felt that it would be a waste of money, time, and energy to use such highly trained and educated law enforcement generalists in certain specialized assignments, such as helicopter pilot, search and rescue units, victim of crime assistance officers, dispatchers, or parking officers. The panelists projected that many of these traditionally sworn specialized assignments with a narrow focus will be civilianized.

TREND #8  
Level of State Tax Revenue"



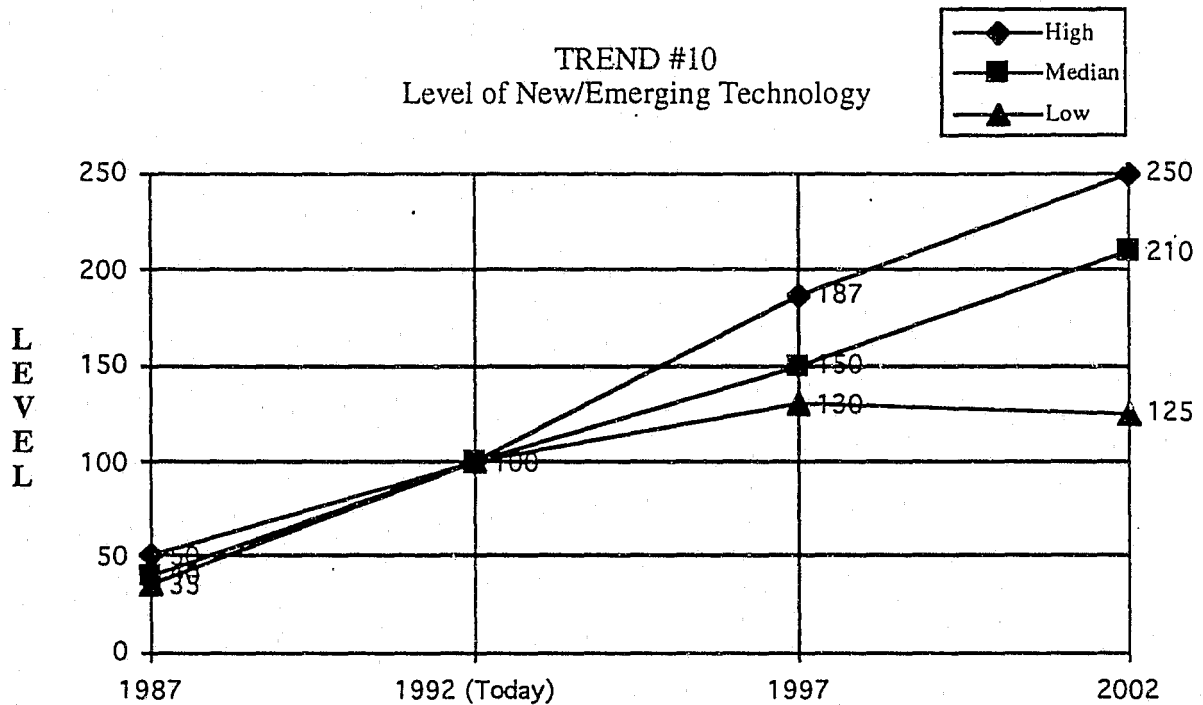
It was clearly the majority forecast that the state's economic woes will continue for the next five years. However, the optimistic consensus, revealed by the median, was that by the year 2003, the state will have made an economic recovery. The short term impact of this trend on the issue is that with less money, funding an inexhaustible number of specialists will be impossible, particularly in small to medium sized police departments. This will force agencies to make due with fewer personnel who will have to be more generalist. It was the consensus of the panel, as well as this researcher, that after having developed the future police professional (necessary for the furtherance of the COPPS approach to law enforcement), even with a healthy financial picture by the year 2003, it would be unacceptable to return to a traditional police structure.

TREND #9  
Amount of Citizen Scrutiny  
of Law Enforcement



The panel forecast that citizen scrutiny of law enforcement will continue to dramatically increase during the next decade. While a few felt optimistic, thinking the Rodney King incident will force a quick fix of possible excessive force problems or racial bias concerns in the law enforcement community, the majority felt the transition will not come so fast. All panel members agreed that law enforcement is in a post Rodney King transition with severe citizen scrutiny. Members felt that this scrutiny will be positive for the profession in the long run, and will ultimately produce the "super cop" mentioned earlier...a broader thinker, and a better educated generalist, needed to advance the concepts of Community Oriented Policing.

TREND #10  
Level of New/Emerging Technology



This panel, as indicated by the graph, believes there will be an explosion of technological advances designed for law enforcement. However, concern was expressed that, due to lack of training and available funding, law enforcement may not keep pace with these advances in this decade. Some panelists forecast that advanced technology may require more expertise, requiring a specialist. However, as indicated in trend #7 (Amount of civilianization of specialized assignments), other panel members felt that with the increased sophistication of technology comes increased "user-friendly" products, thus diminishing the need for a specialist. Most panel members argued to civilianize all techno-expert assignments, so as not to waste precious police training on someone who would never need it in the future. However, it was the unanimous projection of the panel that the future will bring increased technology training in the police academy.

## CROSS-IMPACT ANALYSIS

Cross-impact analysis is a forecast technique in futures research that provides a way to generate alternative futures (scenarios) that will help analyze the consequences of implementing specific policies.

TABLE 3 depicts the event-to-event cross-impact matrix. The ten events listed are those selected by the NGT panel and discussed previously. The purpose of this matrix is to determine the following: (1) if an event actually occurs, how will the probability of other events occurring be affected, if at all, and (2) what impact, if any, will the event have on the other events. The change can be positive or negative, as pointed out in the following two examples:

1. Examine Event #3, cell #9. That cell asks the question "If the State of California mandated higher education for entry level police recruits, what impact would that event have on the reported event that the quality of police recruits hit an all-time low? Cell #9 reflects a very positive affect...a +75. This means that if Event #3 occurred, the State of California may not have to suffer the consequences of a low quality recruit.

2. Now look at Event #9, cell #10. That cell points out that if law enforcement allows the quality of police recruits to drop, it may have a worsening affect on our chances to keep pace with the technological explosion. The reasons would be due to less than desirable levels of training and education.

The scores in the following cross-impact analysis was based on the judgments of this author, a member of the NGT panel, and a Command College consultant.

TABLE 3

EVENT TO EVENT CROSS-IMPACT MATRIX

IMPACTING EVENT	IMPACTING EVENT									
	1	2	3	4	5	6	7	8	9	10
E1. POST MANDATES GENERALIST APPROACH TO "CONTINUING PROFESSIONAL TRAINING" AT ALL RANKS.	X	+30	+20	0	+5	0	0	+10	-15	0
E2. COMMISSION RECOMMENDS ROTATION OF ASSIGNMENTS TO HELP SOLVE CORRUPTION ILLS OF LAW ENFORCEMENT	+50	X	0	+75	+10	0	0	0	+40	0
E3. STATE MANDATES HIGHER EDUCATION FOR ENTRY LEVEL POLICE RECRUITS	+35	+15	X	0	0	-10	0	0	+75	+60
E4. STATE LEGISLATURE PLACES TIME LIMITS ON NARCOTICS ASSIGNMENTS	+25	+75	0	X	+20	0	0	0	0	0
E5. NEW LOS ANGELES PLICE CHIEF SUPPORTS ROTATION OF SPECIALIZED ASSIGNMENTS	+50	+50	+20	+30	X	+20	+5	+5	0	0
E6. CALIFORNIA REVENUES REDUCED BY 50%	-20	+20	0	0	+10	X	-50	-50	-25	-10
E7. MAJOR EARTHQUAKE HITS SOUTHERN CALIFORNIA	+5	0	0	0	+5	-50	X	+15	0	0
E8. LOS ANGELES COUNTY IMPOSES HIRING FREEZE	0	0	0	0	+30	-25	0	X	0	-20
E9. QUALITY OF POLICE RECRUITS HITS AN ALL TIME LOW	+5	0	+75	0	0	-15	0	-5	X	-40
E10. AD HOC COMMITTEE FINDS LAW ENFORCEMENT IS NOT PREPARED TO HANDLE TECHNOLOGICAL ONSLAUGHT	+20	0	+25	-10	-10	-20	0	-10	-30	X



Table 4 depicts the event-to-trend cross-impact matrix. The ten trends listed are those selected by the NGT panel and discussed previously (the events remain the same). The purpose of this matrix is to determine the following: **if an event actually occurs, how much will the level of each trend be affected, if at all?** Again, the trend level can be positive or negative. This writer offers the following two examples:

1. Look at the intersection of event #5 and trend #1. The question asked here is... what impact would a new police chief or sheriff who supports a policy of rotating personnel through specialized assignments have on the trend of the public demanding a "super cop" of the future? The matrix shows a very positive impact reflected in the score given...+50. The implication here being that broader experience and training is a crucial part of building, or grooming, this special police officer of the future.

2. Now look at the intersection of event #8 and trend #3. The question asked here is...if Los Angeles County (in actuality any county or municipality) imposes a hiring freeze, how would that event impact the trend of police managers battling over limited resources. The matrix indicates a very negative impact reflected in the score given...-40. This points out that competition among managers for available resources will increase as those resources become scarce (i.e., a hiring freeze which limits available personnel).

TABLE 4

## EVENT-TO-TREND CROSS-IMPACT MATRIX

IMPACTING EVENT	MAXIMUM IMPACT									
	T1 LEVEL OF PUBLIC DEMAND FOR A "SUPER COP"	T2 AMOUNT OF DOWN SIZING OF SUPERVISORY/ MANAGEMENT PERSONNEL IN LAW ENFORCEMENT	T3 LEVEL OF COMPETITION AMONG POLICE MANAGERS OVER AVAILABLE RESOURCES	T4 LEVEL OF STAGNATION/ BOREDOM OF POLICE OFF IN PERMANENT SPECIALIZED ASSIGNMENTS	T5 NUMBER OF INNOVATIVE METHODS TO JOB ENRICHMENTS/ENHANCEMENTS	T6 LEVEL OF LEGAL EDUCATION	T7 AMOUNT OF CIVILIANIZATION OF CERTAIN SPECIALIZED ASSIGNMENTS	T8 LEVEL OF STATE TAX REVENUE	T9 AMOUNT OF CITIZEN SCRUTINY OF LAW ENFORCEMENT	T10 LEVEL OF NEW/ EMERGING TECHNOLOGY
E1. POST MANDATES GENERALIST APPROACH TO "CONTINUING PROFESSIONAL TRAINING" AT ALL RANKS.	+50	+15	+40	+30	+40	+20	-10	-35	+25	+10
E2. COMMISSION RECOMMENDS ROTATION OF ASSIGNMENTS TO HELP SOLVE CORRUPTION ILLS OF LAW ENFORCEMENT	+30	+10	+10	+10	+10	+10	0	0	+50	0
E3. STATE MANDATES HIGHER EDUCATION FOR ENTRY LEVEL POLICE RECRUITS	+40	-15	+5	+20	+10	+30	+25	-5	+50	+30
E4. STATE LEGISLATURE PLACES TIME LIMITS ON NARCOTICS ASSIGNMENTS	+25	0	+10	+20	+15	+5	0	0	+50	0
E5. NEW LOS ANGELES PLICE CHIEF SUPPORTS ROTATION OF SPECIALIZED ASSIGNMENTS	+50	+15	+40	+40	+50	+25	0	+35	+35	+10
E6. CALIFORNIA REVENUES REDUCED BY 50%	-45	-30	-50	0	-50	0	+25	-50	-35	-20
E7. MAJOR EARTHQUAKE HITS SOUTHERN CALIFORNIA	+10	0	0	0	0	0	+25	-25	+15	0
E8. LOS ANGELES COUNTY IMPOSES HIRING FREEZE	-30	+40	-40	+15	+25	0	+20	-15	-10	-10
E9. QUALITY OF POLICE RECRUITS HITS AN ALL TIME LOW	-40	-5	0	-5	-40	-35	+25	0	-50	-20
E10. AD HOC COMMITTEE FINDS LAW ENFORCEMENT IS NOT PREPARED TO HANDLE TECHNOLOGICAL ONSLAUGHT	-10	0	0	0	0	0	+20	-20	-15	-40

## WHAT DOES THIS DATA MEAN?

After reading the last 30 pages of graphs, tables, and matrixes, it isn't difficult to get lost in all the data. What is the significance of this data...what can be learned from it...how do we use this conglomeration of numbers?

The answer, put simply, is contained in the following three scenarios. Scenarios can be thought of as projections into the future. These futuristic glimpses allow an organization to make strategic plans based on either the "most likely" future or alternative futures that are developed. The understanding of this jumble of numbers results in a blossoming of alternative futures which allows the organization to analyze the consequences of implementing policies.

A computer program<sup>26</sup> was used to develop alternative futures based upon the originally generated events and trends (10 each) from the NGT. The following data was entered to provide the tables from which to develop alternative futures:

- \* Event-to-event cross-impact matrix results
- \* Event-to-trend cross impact matrix results
- \* Cumulative event probability for 10 events
- \* Median forecasts of 10 trends

The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into scenarios to compliment the "most likely" scenario developed in the NGT.

Table 5 and Table 6 are the two computer generated iterations (futures) that were selected based on three criteria: 1) the number of times an impacting event occurred in a ten year period, 2) dramatic movement in the level of trends, and 3) this author's personal interest in the issue under study.

These two futures, coupled with a third, the "most likely" future, follow after Table 6:

# TABLE 5

Trend Values for Iteration No. 34

ALTERNATIVE FUTURES #1

	1/1/93	12/31/9	1994	1995	1996	1997	1998	1999	2000	2001	2002
Trend 1	100.0	110.0	120.0	130.8	190.5	160.5	160.6	162.4	199.6	201.4	201.1
Trend 2	100.0	105.0	110.0	123.0	113.4	93.6	93.1	93.7	90.2	91.2	89.9
Trend 3	100.0	105.0	110.0	122.8	165.2	173.5	164.5	157.6	163.6	157.2	148.0
Trend 4	100.0	110.0	120.0	116.1	189.7	174.5	188.9	203.0	245.8	260.3	273.8
Trend 5	100.0	110.0	120.0	134.3	172.8	133.1	135.5	140.0	161.6	166.7	168.0
Trend 6	100.0	110.0	120.0	122.4	176.6	157.0	162.1	167.9	180.4	186.2	191.2
Trend 7	100.0	105.0	110.0	104.9	108.6	140.0	151.3	161.3	173.9	183.8	195.5
Trend 8	100.0	110.0	120.0	140.6	118.0	151.4	129.3	110.7	86.3	67.8	45.1
Trend 9	100.0	110.0	120.0	127.1	140.9	101.8	103.5	104.8	180.5	181.5	182.5
Trend 10	100.0	110.0	120.0	119.2	174.2	142.3	156.3	170.3	183.6	196.8	210.5

Occurrences in Iteration No. 34

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Event 1					1					
Event 2										
Event 3					1					
Event 4										1
Event 5			1							
Event 6			1							
Event 7										
Event 8										
Event 9					1					
Event 10					1					

# TABLE 6

Trend Values for Iteration No. 33

ALTERNATIVE FUTURES #2

	1/1/93	12/31/9	1994	1995	1996	1997	1998	1999	2000	2001	2002
Trend 1	100.0	110.0	120.0	105.7	193.8	176.3	176.4	178.2	177.9	179.7	179.4
Trend 2	100.0	105.0	110.0	81.3	104.3	84.5	84.0	84.6	81.1	82.1	80.8
Trend 3	100.0	105.0	110.0	68.2	137.0	145.3	136.3	129.4	120.4	114.0	104.8
Trend 4	100.0	110.0	120.0	146.1	176.5	161.3	175.7	189.8	202.6	217.1	230.6
Trend 5	100.0	110.0	120.0	87.2	138.5	98.8	101.2	105.7	104.8	109.9	111.2
Trend 6	100.0	110.0	120.0	129.9	161.4	141.8	146.9	152.7	157.7	163.5	168.5
Trend 7	100.0	105.0	110.0	139.7	108.6	171.3	182.6	192.6	205.2	215.1	226.8
Trend 8	100.0	110.0	120.0	71.0	70.3	72.4	50.3	31.7	7.3	-11.2	-33.9
Trend 9	100.0	110.0	120.0	153.4	225.2	204.9	206.6	207.9	208.6	209.6	210.6
Trend 10	100.0	110.0	120.0	147.0	160.6	128.7	142.7	156.7	170.1	183.2	196.9

Occurrences in Iteration No. 33

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Event 1				1						
Event 2				1						
Event 3					1					
Event 4										
Event 5		1								
Event 6		1								
Event 7			1							
Event 8			1							
Event 9										
Event 10				1						

## SCENARIOS

This first scenario reflects the projections of the panel during the Nominal Group Technique (NGT). This "most likely" scenario may occur if police administrators do not take steps to change current trends and projected events.

### Police Management As Usual

In 1991, the video taped arrest of Rodney King stirred a revolution in law enforcement. That one incident, fueled by with nearly six years of economic decline at all levels of government, created serious challenges for police officials across the country. Unfortunately, today in the year 2003, those same police officials are simply reactive to the fallout that took place over a decade ago.

The public's scrutiny of all aspects of law enforcement has grown 60% in the last decade. Every aspect of the profession remains under the public microscope. Incidents of alleged excessive force or racial prejudice undergo tremendous inspection and criticism by the citizens of the community and media. The public is very clear to point out that they expect, indeed demand, the police officer of the 21st century to be a "super cop" that can advance the concept of Community Oriented Policing and Problem Solving (COPPS).

This severe scrutiny had peaked by the year 2000, prompting POST to consider significantly expanding training at the police academy. That expanded curriculum is only now being implemented. Two examples of courses being considered for expansion include (1) in depth training in new and emerging technology (this after an ad hoc committee found law enforcement was not prepared to handle the

level of emerging technology), and (2) a sound legal education equivalent to the first two years of law school. Consistent with that expanded academy, POST has also mandated a broader, generalist, approach to Continuing Professional Training at all ranks. Simultaneously, the state, after determining the quality of police recruits hit an all time low in 1999, mandated higher education at the entry level. Thus, by the turn of the century, entry level recruits were required to possess a minimum of a bachelor's degree. It is anticipated that this additional training and education will help elevate the social status of the police professional to the level of a doctor, teacher, or attorney.

A better trained, better educated, broader thinking civil servant will be better prepared to handle the intellectual demands associated with the COPPS approach to law enforcement. The public wants an all-caring, all-knowing, generalist who deserves their trust and confidence. Police administrators are just now recognizing that this elevated training and education would be wasted on personnel in certain specialized assignments. For example, helicopter pilots, civil processors, parking enforcement officers, and dispatchers, to mention a few, are positions that do not require the expensive training and education of a police professional, and should be civilianized.

As if these demands by the public weren't tough enough, police managers are expected to meet those demands in an equally tough economic climate. While the bleak economic picture of the last decade has brightened in the past few years, administrators are still faced with unresolved internal challenges.

For example, it is widely recognized by administrators in both the private and public sector that the rotation of personnel through specialized assignments,

makes for an employee of broader scope and understanding. This type of employee can appreciate the total mission of the police department, rather than only focusing on how to best advance their individual section or bureau. However, police chiefs and sheriffs have confronted pockets of resistance to implementing such a rotational system, mostly from fixed-thinkers, who too often believe that only the old tried and true methods of the past work, leaving no room to inject new and fresh ideas. Consider the following three examples of police officers. Also, consider the thought processes of their supervisors when describing their employee:

1. Officer May Jones, a 15 year veteran who has spent the last eight years as her department's budget numbers cruncher, is considered by her superiors to be "indispensable." "May is the best we have. What would we do without her," thinks her chief.

2. Detective Mike Hammer, a 17 year veteran who has spent the last ten years as a forgery investigator, is considered by his superiors to be "irreplaceable." "Mike has that special knack for paper crimes. How will we ever replace him when he retires," asks Hammer's captain at a recent staff meeting.

3. Narcotics and vice investigator Dick Hampton, a nine year veteran who has spent the last five years in an under-cover capacity, is known by those in his chain of command as "invaluable" because he is a "tireless detective, so dedicated that he never wants to take a vacation."

Unfortunately, the chief and his staff don't realize something very important about these three employees. Officer May Jones is so specialized that while she



may be "indispensable" two months out of the year, she virtually does nothing the other 10 months except take three hour lunches and do personal business all day. But no one knows nor cares because she's too "indispensable." Detective Hammer, who realizes that no supervisor really understands his specialty as a forgery detective, ignores the majority of his cases, only to work a few major crimes or politically sensitive cases. He spends most of his time sipping coffee and reminiscing about the old days. No one seems to understand the concern of the small retail store owner who gets little or no attention on their bad check cases. A feeling of helplessness among the small business community is starting to show in recent letters to the editor in the local newspaper. Maybe worst of all, unbeknownst to supervisors and managers, Narco Detective Hampton has learned to manipulate the system a "little too well". By the time they will find out Hampton is on the take, the scandal will have rocked the city and the police department.

Part of the reason these police managers failed to recognize such organizational cancers is that they, too, work permanent specialized assignments. They were too embattled with other section leaders competing for personnel and other resources, regardless of which section truly had the greatest need. This narrow understanding of total organizational needs led to "empire-building" and an unproductive posturing for available resources. This, in turn, is resulting in a deterioration of the team spirit, causing unnecessary competition among the managers.

Last year, in 2002, a new police chief was hired. Fortunately, this new chief recognized the problem. Among the key policies he implemented to rectify these problems is a rotational system, eliminating permanent specialized assignments.

This policy was under consideration by the previous chief, but never acted upon. The new chief recognizes that stagnation, boredom, and the tendency to reject new ideas, new technologies, or new approaches to solving police problems, is often the by-product of the mentality of those in permanent specialized assignments. Undesirable cliques with elitist attitudes too often look upon uniformed patrol officers, the backbone of any police organization, as second class employees. This at a time when visible uniformed patrol officers are the number one priority to a successful COPPS program.

The new chief also understands that necessary down-sizing of supervisory and management personnel during the last decade, due to a state-wide economic decline, created a lack of promotional (vertical) opportunities. The County and City hiring freeze added to the concept of doing "more for less" and further required a re-thinking on the elimination of permanent specialized assignments. Recognizing a need to fill this void, to maintain morale, the chief knew that innovative methods to job enrichment must be implemented. The chief believed that rotation could provide broader challenges to employees (horizontal opportunities), while at the same time minimize or eliminate the corruption that had rocked the department when Detective Hampton was on the take. As a result of that scandal (as well as others from departments state-wide), state legislators enacted a new law placing time limits on narcotics assignments. At the same time, an ad hoc commission recommended rotation of assignments to help solve corruption in law enforcement. "Better late than never," thought the chief.

It appears that the new chief, in spite of the struggles of the last ten years, is off to a good start. There is a sense of renewed confidence from both the citizens in the community as well as the police officers. The future looks brighter than it has for

a decade. With a better educated police recruit graduating a significantly expanded police academy, coupled with the diversity of assignments that rotation brings, the chief realizes that finally the super cop of the 21st century is taking shape.

### ALTERNATIVE FUTURES #1

The following scenario was one of a hundred possible scenarios provided by the XIMPACT analysis of the data from the two matrixes. I selected this to show the reader what could happen between 1993 and 2003 if appropriate policies are not implemented.

### LIBERAL THINKING IS NOT THE ENEMY - NARROW THINKING IS

In 1993, when Central Police Department's chief for the previous 20 years retired, the city hired another dinosaur from within, Commander Bob Packwood. To Packwood, programs like the Command College were thought to be schools for liberal, pie-in-the-sky thinkers whose feet weren't planted firmly on the ground. This had long been Central's philosophy and Packwood bought into and reinforced this 100%. Fresh ideas never held the same weight as the seemingly old tried and true methods of the past.

By 1995, Central PD'S problems were becoming unmanageable. The dead weight of officers in permanent specialized assignments (in some cases for over two decades!) was taking its toll. Department efficiency and effectiveness, employee morale, and the community's confidence in the police department were seemingly out of control. Elitism ran rampant...for example: Motorcycle officers didn't want to back up patrol officers because they could scuff their polished

boots. SWAT officers giggled at the lowly graveyard shift patrol officers as they unloaded their patrol cars at the end of watch, thinking, "Those poor slobs. What do they know about real police work." The narcotics section was so elusive and secretive that vital bits of intelligence was not shared with other department sections that had a need to know. Supervisors and managers, whose priority it was to aggrandize their individual bureaus and sections to the exclusion of the total organizational needs, failed to understand the concept of teamwork. They fought tooth and nail for any available resource they could get their hands on, whether they needed it or not, just so another competing supervisor wouldn't get it. This was a dog eat dog police department.

Packwood finally realized that rotation of assignments would eliminate most of this mess, but he also knew of the culture he had helped develop. "No new ideas...that's for liberals!"

In the meantime, the 1995-96 state revenues dropped by 50%. The painful reality trickled down to the police department, forcing a 25% down-sizing of supervisory and management personnel in that same year. Chief Packwood had no promotional opportunities for the next five years due to this budgetary fallout. Unfortunately, there were no challenges available for employees to fill the void of upward mobility. Stagnation and boredom became major concerns. Undesirable cliques with informal leaders began to run much of the day to day operations. The seeds of corruption were now able to take root.

In 1997, POST, recognizing the need for generalist training to help develop a broader thinking police professional, mandated such an approach to Continuing Professional Training at all ranks. In its support of POST, as well as learning that

the quality of police recruits hit an all-time low, the state mandated that entry level police must possess a minimum of a bachelor's degree and pass strict writing standards. Part of this training and education included courses in advanced technology, an area in which law enforcement agencies lagged far behind the private sector.

However, being the narrow sighted chief that he was, Packwood was unprepared to respond to innovation and change. He was equally unprepared to rescue his department and save his officers from the coming doom. The bottom dropped out in 1998. After five years of economic decline, a lack of internal opportunities and challenges to employees, stagnation, elitism, undesirable cliques, the saddest moment arrived. Six of the fifteen narcotics officers were indicted for a variety of theft and corruption charges. It seemed that those "tireless" narcotics detectives knew the system a bit too well. The shock waves quickly made their way through a disgusted, but not surprised, community. There were calls to fire the chief and other city officials. The media relentlessly hounded the city and police officials. The scrutiny by the public became so unbearable that Packwood and a few others, never really understanding what they did wrong, chose to retire to a life of questionable happiness.

Today, in 2003, a progressive Command College graduate is Central Police Department's new chief. As he sips his morning coffee, he opens up the newspaper to read, "State legislature places time limits on narcotics assignments." Of course, he smiles to himself, carefree, knowing that its been one year since he implemented a rotational system...the same system used by the state as a model for the new legislation. He had worked very hard to fix the mess of the past ten years.

## ALTERNATIVE FUTURES #2

This final scenario was also one of a hundred possible scenarios provided by the XIMPACT computer program. These results are quite desired and can be the case provided police administrators heed information from this forecasting exercise and implement policies accordingly.

### IT'S A BIRD, IT'S A PLANE, IT'S...SUPER COP!

Chief Thomas Robag arrived for work at 0730 hours sharp. Today, December 31, 2002, was his last day before retiring after a distinguished 30 year career in law enforcement...the last ten as the Police Chief of the Palm Royal Oak Police Department, PRO-PD. As he pulled into his parking stall, Chief Robag reflected proudly on a profession he was pleased to be a part of.

Through the turbulent times of the 1980s, and early 1990s, the police profession took some hard shots. Citizen scrutiny of law enforcement increased by 600%! The public was no longer satisfied with police work, or police management, as usual. They expected a law enforcement officer of the highest caliber...a police professional who was well educated, highly versatile, fearless, and compassionate. The public demanded a police officer who was a psychologist, paramedic, teacher, lawyer, and politician all rolled into one. It took the last ten years of building, molding, training, and educating, but finally the public got what it wanted...the highest caliber public servant imaginable...a super cop! Chief Robag could finally retire, knowing he was leaving the department, indeed the profession, in good hands. The chief continued to reflect...

In 1994, the budget crisis hit and down-sizing of personnel at all ranks was painfully implemented. Indeed, the following year, the County and City had imposed a hiring freeze. However, Palm Royal Oak PD handled the problem well. This was due, in part, to Chief Robag's rotational policy which had broadened the total organizational understanding of all personnel. His officers were able to make sweeping, yet functional judgments that benefited the goals of the **whole** department, not just an individual's section or bureau. Even with fewer personnel, the department ran smoothly and efficiently because the stagnation and boredom that comes from permanent specialized assignments did not exist. Everyone worked as a team, unlike the elitism that specialization had caused in years past. Down-sizing also left a void in promotional opportunities, stripping many employees of needed challenges. There was a lack of vertical, or upward mobility. However, the chief's rotational system allowed employees to be horizontally mobile, broadening their skills and talents in a variety of assignments. Thus morale remained high.

Interestingly enough, in the summer of 1996, an ad hoc commission recommended rotation of assignments to help solve corruption in law enforcement. The commission, after extensive investigation, understood that rotation was a key to minimizing or eliminating the potential for corruption. Thus the chief's policy contributed to the public's complete confidence and trust in every member of the department, including those in sensitive positions, like narcotics and vice.

By 1996, the chief, in conjunction with POST, had mandated a generalist approach to police training at all ranks. POST was putting its last touches on a developing a two year police academy that was to help in furthering the concept of Community Oriented Policing and Problem Solving (COPPS). POST, working

in partnership with the University of California Board of Regents, integrated the two year academy with the four year under graduate program. Among the expanded courses was a sound legal education and special training in new technology, as they relate to law enforcement. POST wisely incorporated advanced technology training into the academy curriculum after an ad hoc committee found law enforcement was not prepared to handle the technological onslaught during the mid to late 1990s.

The chief had civilianized specialized assignments where costly formal police education and training were wasted (examples include helicopter pilot, search and rescue teams, and victim assistance officer). Chief Robag remembered the wisdom of the new state mandate in January, 1997 requiring entry level police recruits to possess a minimum of a bachelor degree. That one law, coupled with aggressive recruitment procedures and financial incentives, helped lift the quality of entry level recruits from an all-time low in 1995 to an all-time high by the year 2000.

Now, three years later, the social status of police officers nationwide is above that of doctor, teacher, or an attorney. Citizens love and respect their "finest." The media and the law enforcement community enjoy a new harmony that has not been experienced in decades.

As he conducts his final inspection of the police facility, Chief Thomas Robag is overcome with pride...in the first years of the 21st century, the police professional had finally been elevated to a generalist super cop!



## PART II: STRATEGIC PLANNING AND MANAGEMENT

In Part I, Futures Forecasting and Analysis, three futures scenarios were developed. The three different images of the future were a "most likely scenario," "worst case scenario," and a "most desired scenario," depending on policies implemented by police administrators in response to the projected trends and events identified by the NGT panel members.

An organization can either reap the rewards or suffer the consequences of how its future is planned. A strategic plan is a structured approach to how possible future environments may bear on today's decisions. It does not have to, in fact cannot, address all possibilities. It is with this in mind that the following strategic plan was developed, relative to the issue pertaining to police generalist verses police specialists.

The goal of the following strategic management plan is to achieve the results outlined in the third, or "most desired" scenario. It is a plan designed to develop a generalist police professional equivalent in social status to that of a doctor, teacher, or attorney. The plan is structured for a medium sized law enforcement agency, which this author has named the "Palm Royal Oak Police Department." While the name is fictitious, the author believes this plan can be applied, with modification, to police organizations of any size.

### **DEPARTMENT BACKGROUND**

The Palm Royal Oak Police Department is located in the heart of West Los Angeles. A total of 120 sworn officers serve this sovereign city, which is the

gateway to the beaches, the valleys, the airport, and the central Los Angeles area. Palm Royal Oak City is a culturally diverse community with nearly 80,000 residents. However, its daytime population can soar to 350,000. The General Fund budget is \$50 million, \$15 million of which is the police department's portion. It is a full service police department with a jail facility, and specialized sections that include narcotics, vice, motors, traffic investigations, detectives, canines, alarm ordinance, special crimes, D.A.R.E., and others. The citizens of the community support the police. As a result of Community Oriented Policing and Problem Solving (COPPS), in combination with strong supervision and an aggressive, pro-active patrol, the crime rate in Palm Royal Oak City has been lower than all surrounding communities over the last ten years. Many programs are in place that build a partnership with the community. Some examples include, Neighborhood Watch, Juvenile Diversion, ride-alongs, home safety inspections, and a program where new Palm Royal Oak City residents are greeted in person by a uniformed officers. The city fathers, the city manager, and the police chief are progressive thinkers, open to new ideas. That type of visionary leadership is important to the success of this strategic plan.

### MISSION STATEMENT

An important first step in the strategic planning process is to develop a "macro" mission statement that defines the vision, goals, and values of the organization. The following macro statement is a modified version of an existing mission statement of an agency in Los Angeles County. A "micro" statement is then developed which is a sub-set that provides guidance relative to the particular issue. This author and two NGT panel members formulated the micro mission statement via brainstorming:

## **MACRO MISSION STATEMENT**

**The Palm Royal Oak Police Department takes pride in effectively providing the highest levels of police service to enrich the quality of life for the community by building on our tradition of more than seventy-five years of public service, by our present commitment, and by our dedication to meet the challenges facing law enforcement in the future.**

**In pursuit of this commitment, the Police Department will ensure that those sworn to carry out this promise to our citizens will:**

## **MICRO MISSION STATEMENT**

- Work together, with a commitment to professionalism, teamwork, and respect for one another.**
- Accept responsibility for quality and excellence through the disciplines of higher education and extensive training.**
- Be empowered to find creative and effective ways to maintain and improve quality service delivery.**
- Enhance the Community Oriented Policing and Problem Solving concept with uncompromising ethical considerations.**

## SITUATIONAL ANALYSIS

Once the mission is defined, an analysis must be undertaken to determine what external forces, either positive or negative, may impact this goal. Likewise, forces within the organization with potential to impact this mission must also be identified. The planning model used for analyzing these external environmental threats and opportunities and organizational strengths and weaknesses is called WOTS UP (Weaknesses, Opportunities, Threats, and Strengths). At a subsequent brainstorming session, this author and the same two NGT panel members formulated the following analysis. Modifications were made after a review from a Command College staff member and a Command College consultant.

**External Environment: OPPORTUNITIES** (the following factors affecting the organization may support achieving the mission):

-The State Commission on Peace Officer Standards and Training (POST) has taken great pride in its role of professionalizing California law enforcement. With its national reputation as one of the finest leaders in setting high entry level standards, this author believes POST is ready, willing, and dedicated to building the "super cop," the future police professional.

-As most public agencies, the Palm Royal Oak City council is facing serious budgeting concerns. It is expecting the police to "do more with less." If the police department can effectively down-size, maintaining its excellent reputation while cutting costs, the city fathers would surely be receptive.

-The Palm Royal Oak City community has been supportive of its police department. With the implementation of the COPPS approach to law enforcement, proposed changes that promise to better the police professional would certainly receive broad-based support.

-Palm Royal Oak Police Department has an excellent relationship with the media. A local radio station and two local newspapers have reflected the sentiments of the community. They would be an excellent vehicle to communicate the vision to the public of building the ultimate police generalist. Surrounding agencies and media may join the band-wagon, spreading the vision.

-Higher educational institutions are generally receptive to ideas that benefit the community, while at the same time, help generate capital for the institution. This author believes that with the appropriate win-win strategic plan, universities would eagerly help, and be instrumental in, preparing future police generalist.

**External Environment:** **THREATS** (unlike opportunities that may help support the achievement of this mission, the following factors may be **obstacles** toward building the generalist police professional super cop).

-A shrinking applicant pool is already a concern today. To dramatically raise the educational and training requirements may further limit qualified candidates.

-If, for example, the police professional rises to the status of an attorney, police salaries must also rise accordingly. With the current fiscal crisis, budget problems could be exacerbated.

Internal Organizational Factors: STRENGTHS (a number of internal forces could contribute to achieving the mission).

-Like many other public agencies, PRO-PD is experiencing **down-sizing**. A number of supervisory and management positions are being eliminated, minimizing promotional opportunities. Employees, while they understand the budget squeeze, still have strong desires to find alternative challenges to fill the void of upward mobility. They want to expand their responsibilities. They want to experience a variety of assignments to help gain job satisfaction. This author believes that this internal "need" is an important strength that could contribute to achieving the mission.

-PRO-PD is coupling Community Oriented Policing and Problem Solving (COPPS) with aggressive, pro-active, patrol. With the expansion of both the complexities of skills and the initiative required of officers to fulfill this vision of the new professional,<sup>27</sup> the organization is prepared to expand entry level requirements, including educational levels. Since specialization works contrary to the COPPS model, the broader the experience, the greater that employee's value to COPPS. Thus, the organizational need is ripe for promoting a generalist concept.

-Competition among narrow minded managers and supervisors for limited available resources had been a concern on PRO-PD. There was a lack of understanding the mission of the whole department, verses the part for which they are personally responsible. This is often called the "empire-building" syndrome which afflict so many police agencies. PRO-PD needs, and is prepared to accept; a mechanism (or strategy) eliminating this unproductive competition:

There was a recognized need to develop generalist managers and supervisors who can make decisions that benefit the entire department, not just their unit, section, or bureau.

-Officers and managers in many of the permanent specialized assignments on PRO-PD began showing signs of boredom and stagnation. In a few of the specialized assignments there was an elitist attitude developing. In one particular specialized assignment, narcotics, the chief expressed concern over accountability. The organization, from the chief to the police officers, knew a strategy was needed to address these problems. There was a need for a strategy that would inject new, fresh ideas, into these specialized assignments. The department had a need to reject the antiquated notion that only the seemingly old tried and true methods of the past have any validity. No one wanted to see their department splinter.

**Internal Organizational Factors: WEAKNESSES** (internal pressures that can temporarily hinder the achievement of the mission)

-Jealousies between people who actively resist change and those committed to enhancing the police profession could present temporary obstacles toward achieving the mission. One example would be the 15 year narcotic detective who believes no one can perform that specific job as well as he/she can.

-Recruiting can be even more difficult than it already is, trying to find highly educated candidates who are capable of performing a variety of tasks required of the super cop of the future.

-Perceived loss of expertise. Some police administrators, or members of the public in general, may erroneously believe that a significant loss of expertise would occur with the elimination of specialization...that somehow the benefits of a generalist approach would not outweigh a specialist approach.

### ORGANIZATION CAPABILITY

The Palm Royal Oak Police Department is in a position to achieve the mission and elevate the police professional to a generalist super cop. Higher education, expanded training, and broad-based job knowledge is needed to achieve that goal. The environmental opportunities are abound. POST and universities can pave the way through a partnership expanding training and education. The public supports the continued professionalization of the police. They want and expect a successful COPPS program. While PRO-PD has been relatively untouched by the current trend of police bashing, a new approach that promises a broader thinking, better trained, and better educated police professional would be welcomed even by this community and its leaders.

Similarly, the internal mechanisms appear favorable for a new strategy. Because of the public's hue and cry, the Rodney King incident sparked a wave of expected change throughout the law enforcement community, including PRO-PD. Relative to the issue, both the police and management associations, recognizing the many problems with permanent specialized assignments (e.g., stagnation, elitism, corruption, empire-building), has prepared for a change in strategy. Change is anticipated, indeed, expected! What better time to implement new policy than now.



There are, however, two concerns that the organization may have difficulty overcoming in the short term. The first is fiscal. The "super cop" of the future will cost more money in terms of salary and training. To obtain the best will require a re-thinking of the salary structure. In the current economic decline, even the discussion of this concept is painful. Second, internally, recruitment will become even more difficult than it is already. Until society perceives the police professional to have parity with such professions as doctors, teachers, or attorneys, recruiting the "cream of the crop" will be difficult.

### STAKEHOLDER ANALYSIS

Another key element of a strategic plan is to identify groups and individuals (referred to as "stakeholders") that may have a potential impact, pro or con, on the implementation of the plan. It is important to anticipate their positions and think through the possible assumptions stakeholders hold about this issue. Only then can one develop a strategy that will effectively foster support while, at the same time, minimize opposition. The following lists ten stakeholders and their probable assumptions relative to the issue (this list is a result of discussions with two fellow Command College classmates, coupled with two separate brainstorming sessions with five sworn members of the Culver City Police Department. Again, minor modifications were made with input from a Command College staff member and consultant):

#### 1. THE PALM ROYAL OAK CITIZENRY

This stakeholder was selected for inclusion because without the community's support, little, if anything, can be accomplished. Three assumptions were made:

- a. May assume that a more educated, broader based, and better trained police generalist will provide a better quality of service.
- b. May assume that the generalist approach is less costly.
- c. May assume that trust and confidence in law enforcement may be a much needed by-product of this approach.

## 2. COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)

Because training is a critical prong in a three pronged approach to building the super cop generalist of the future, POST's vital role establishes it as one of the most important stakeholders to a successful strategic plan. Three assumptions are made:

- a. May assume that the public deserves a higher quality peace officer, thus rethinking training from a generalist approach is a step in the right direction.
- b. May assume taking the reins of responsibility in reshaping a training program built for the future is timely, considering the need to bolster the image of the police professional in the public eye.
- c. May assume that the current standards for entry level recruit should be raised significantly.

## 3. THE CITY COUNCIL

As the body representing the will of the community, and the ones with the ultimate authority in Palm Royal Oak City, the council must be part of the loop in the strategic plan. Assumptions are:

- a. May assume that an alternative which promises to "do more with less" is worth considering.

- b. May assume that the current wave of negative public sentiment toward the police supports a needed change in direction which would elevate the status of the law enforcement profession.
- c. May assume that the generalist approach can result in fewer law suits, saving millions of tax dollars.

#### 4. POLICE CHIEF

The head of any organization is the focal point of authority. Often, he or she is the catalyst for change. This stakeholder is in the best position to access environmental opportunities and threats and, in particular, internal strengths and weaknesses that can impact on the future state of this issue. The chief's assumptions about the issue may be:

- a. May assume that a generalist approach is a wise response to down-sizing the organization, both fiscally as well as providing employees with an alternative to vertical mobility, thus maintaining high morale.
- b. May assume that a generalist approach can eliminate or minimize stagnation, elitism, empire-building, and corruption.
- c. Foresees a more open and trusting relationship with both the public and the media.
- d. Foresees a more cohesive management group who understands the whole, not part of organizational needs.

#### 5. COMMAND STAFF

Because of their broad area of influence within the organization, the success of a strategic plan generally requires the support of some, or all of the command staff.

More importantly; while it is unlikely this stakeholder would overtly impede the plan and act contrary to the chief's direction, they can undermine the plan's success by, for example, failing to garner support from their sphere of influence. Therefore, this author believes that this stakeholder can be a "snail-darter," a term used describing a seemingly supportive person or group who ultimately can undermine the success of the plan. The command staff's assumptions may be:

- a. May see the old tried and true methods of the past as successful and resist movement or change.
- b. May assume that the broadening of experience will better prepare them as future police chiefs.
- c. May assume a loss of expertise can result from fewer specialist positions.

#### 6. POLICE OFFICERS' ASSOCIATION

The significant powers possessed by any union or association should not be under estimated. The PRO-PD Police Officers' Association has enjoyed a mutually beneficial relationship with the chief and management. However, that relationship should not be taken for granted as any change in working conditions will be closely scrutinized by this stakeholder. Their assumptions are:

- a. May assume the extra workload is unfair.
- b. May assume the stability factor associated with specialization would be lost.
- c. May assume a loss in status will result if, for example, rotated out of a specialized assignment back to patrol.
- d. May be willing to compromise, recognizing long term benefits to employee, department, and community.

## 7. EDUCATIONAL INSTITUTIONS (four year universities)

This stakeholder could be very helpful in how higher education is integrated into building the super cop of the future. Input from leaders of various universities could ensure the success of part of the strategic plan, or add an unwanted interference. Their assumptions may include.

- a. May recognize both a financial opportunity and their civic duty to elevate the police professional through developing higher educational programs.
- b. May assume they would be taking a risk through the doctrine of vicarious liability if their programs were challenged by groups such as the American Civil Liberties Union.

## 8. MEDIA

In the age old argument over what is more important, perception or reality, there is little doubt that the media impacts both. To have this stakeholder as an ally makes life easier for any police administrator with the hopes of implementing a plan. The media's assumptions may include:

- a. May assume that a better educated, more professional, generalist police force could lead to a decline in revenue-generating, "shock-valued," cop stories.
- b. May assume that if the generalist approach promises to result in more honest and open lines of communication with the police, the media will be afforded greater access to provocative, revenue generating, stories that do not require a "yellow journalistic-type" twist.

## 9. THE DISTRICT STATE LEGISLATOR

Too often, laws restricting police activity result from a few well publicized abuses. Lawmakers hope and expect that the law enforcement community to properly police itself. If not, they are stakeholders that are prepared to take legislative action that further hampers enforcement. Their assumptions can be:

- a. May assume that as the body ultimately responsible to the public for police operational guidelines, the generalist approach may require fewer legislative interventions designed to "control" police abuses.
- b. May assume that as public trust towards the police grows, that sentiment may carry over to politicians.

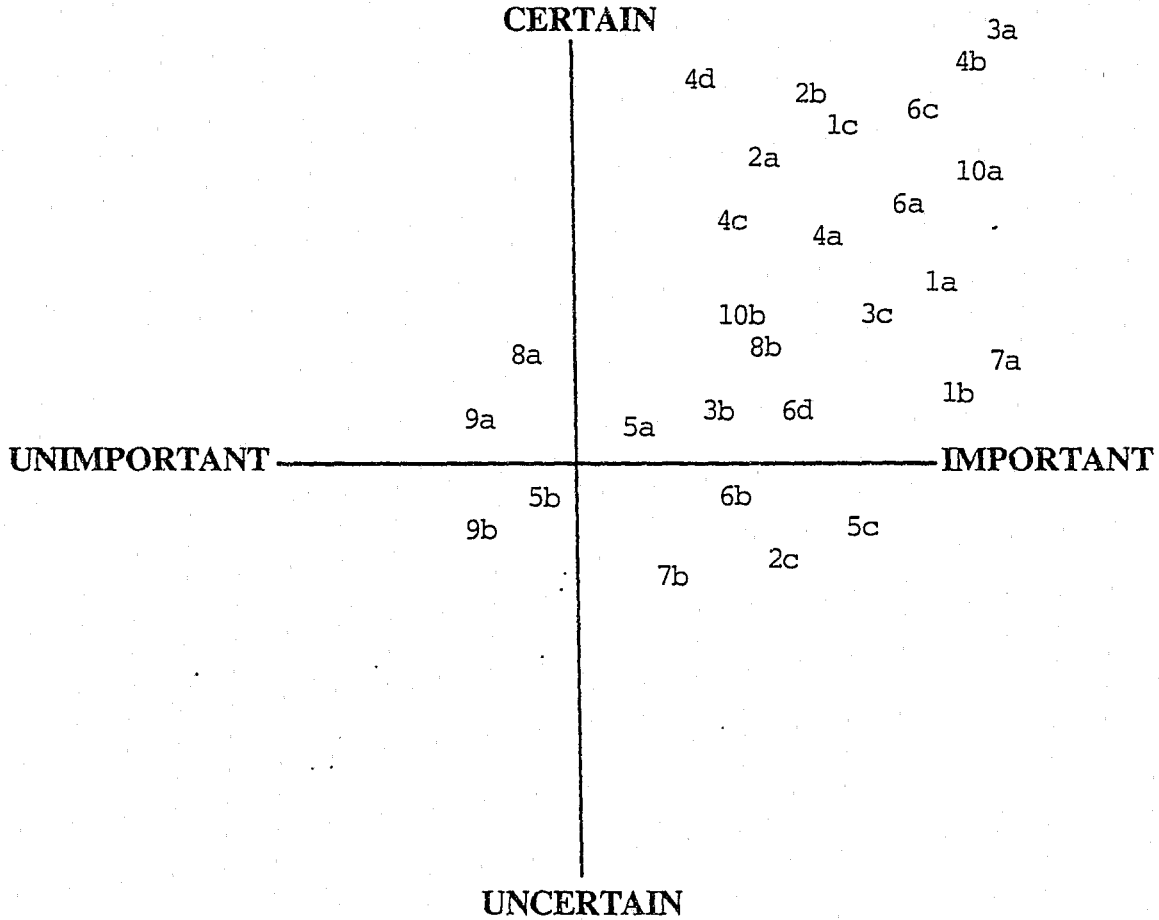
## 10. ENTRY LEVEL PRO-PD POLICE OFFICERS (new generation work force with changing values and work ethic)

From a recruitment sense, it is important to consider the ramifications of building a super cop generalist. The manner in which the plan would impact police candidates, during a time when good candidates are already tough to find, makes this group a significant stakeholder. Additionally, with the evolving work ethic and value systems of the new work force, it is also important to consider whether a generalist approach is more viable than the traditional specialist approach. This group of stakeholders may assume the following:

- a. May assume the police profession, with its generalist approach, will have finally reached the level of respect "worthy" of their commitment.
- b. With the boredom factor associated with specialization all but eliminated, this "new breed" of police officer may assume the job will be more fun and flexible.

## STAKEHOLDER ASSUMPTION MAP

This map plots the above assumptions by the level of importance and level of certainty. These judgments reflect the consensus of this author, an NGT panelist, and a Command College consultant.



1. The Palm Royal Oak citizenry
2. Commission on POST
3. City Council
4. Palm Royal Oak Police Chief
5. Command Staff

6. The PRO-PD Police Assoc.
7. Four Year Universities
8. Media
9. State Legislator
10. Entry Level PRO-PD Officers

**DEVELOPING ALTERNATIVE STRATEGIES**  
**TO ACHIEVE THE MISSION**

Using a modified Delphi process, eight members of the Culver City Police Department identified nine potential strategies that may facilitate the Palm Royal Oak Police Department to shift from a specialist police approach to a generalist approach. After much weighted discussion, the group carefully narrowed the list of alternative strategies to the following three for analysis:

**Strategy #1: The Implementation of a Rotational System**

One key internal strategy in shifting from a specialist to a generalist approach is providing a system of rotating sworn personnel at all ranks through specialized assignments. As a general policy, selections to specialized assignments come from the patrol pool. Such assignments are designated for a specific period of time (for example, narcotics 24 months, motorcycle officer 36 months, detective 36 months, etc.). When the given time expires, the employee rotates back to patrol, thus continually rejuvenating the patrol pool with generalists, knowledgeable in a wide range of specialties. After spending a brief, specified time in patrol, that officer would again be eligible to submit a request for any specialized assignment that becomes available during the rotation. Among the criteria used to select officers would be those who are the most productive and most ethical, thus giving incentives for superior performance. Other benefits to this strategy include minimizing or eliminating stagnation, elitism, and cliquism which too often are pervasive in public organizations. Maybe most important of all, the elimination of permanent specialized assignments, and the implementation of rotation, can have a major impact on the elimination of corruption.



The potential down side to this strategy is the claim by some that the result may be a real or perceived loss of expertise. However, a more motivated, educated work force, with a continuous injection of new and fresh ideas, is preferred over so called experts who suffer burnout and stagnation. This strategy would directly impact all sworn personnel, and indirectly impact the public. Since a generalist police professional can only enhance Community Oriented Policing and Problem Solving, the public should support this strategy 100%. Because rotation would provide opportunities and challenges internally to a greater number of sworn personnel, the majority would support such a policy. Some personnel in fixed specialized assignments may resist giving up the stability and/or status connection.

### **Strategy #2: Increase Educational Requirements**

The second strategy requires that entry level police candidates possess a minimum of a bachelor's degree, with a minimum of a master's degree required for promotion above the rank of lieutenant. The benefit of this strategy is that it promotes a broader thinking, better disciplined, and a generally more committed candidate. Such individuals are more inclined to need the diversified challenges and opportunities that are available under a generalist approach to police work. This strategy also works hand in hand in the effort to promote the future police professional to a higher social status.

The concern this strategy brings about is two-fold. First, the transition from a lower educated to a higher educated police force will undoubtedly create resentment, fear, and uncertainty among the majority of the current work force

who lack higher education. The second concern would be that this requirement would further stress the already difficult task of recruitment.

In addition to members of the current work force lacking this education, another stakeholder, educational institutions, would probably strongly favor this shift. In addition to having a financial interest in having a larger pool of potential students, responsible institutions may find it rewarding to help in the development of programs that, in the future, may be designed specifically for police professionals.

### **Strategy #3: Develop Broad Based Internal and External (POST) Training Programs**

In Germany, for example, police candidates attend a two year, physically and academically rigorous training program before ever putting on a uniform. In the United States, the longest such training is six months. In the State of California, hair stylists who wield blow-dryers receive more training than police officers who wield guns.<sup>28</sup> With the Commission on POST leading the way, a broad based training program, second to none, can be developed. Additionally, internally, police organizations can establish in-house broad based training. For example, a 90 day temporary assignment of a patrol officer to detectives. This would be similar to an in-house "ride-along" program that could give an officer a better understanding of how the parts of the organization fit together to make the whole.

The down side to this strategy is the added cost in expanding and revamping the current traditional police academy. However, just as college entrants fund their

college costs, an integrated police academy with a four year police degree can be paid by the entry level candidate. The added benefit is that a position is almost guaranteed upon graduation, unlike after earning a degree in many other disciplines. Otherwise, the tax payers, our most important stakeholder, may not be willing to foot the bill, especially during tough economic times.

### PREFERRED STRATEGY

Optimally, a careful meshing of these three strategies could swiftly impact the shift from specialization to generalist police work. That is, a careful meshing of expanded training, higher education, and an internal rotational system is the road to building the ultimate police professional. Many believe that it is unrealistic, especially during California's current economic crisis, to believe that POST has the resources to radically increase police training. However, as suggested in strategy #3, college students absorb the educational costs in their chosen field. The same can be true if POST and selected four year universities join in a partnership to provide a first class curriculum and academy that could be the finest in the world. Strategies #2 and #3 are external to the PRO-PD. They are extremely important in achieving the goal of building a generalist police professional. Obviously, a single member, or even a group, from PRO-PD would have minimal influence or leverage to cause the partnership of two large and unrelated institutions, as discussed above. Therefore, the thrust of the "preferred strategy" and the implementation plan, will be weighted toward strategy #1, the implementation of a rotational system. However, because the environmental factors appear very favorable, this author believes that with the persuasive powers and the clout of the PRO-PD police chief, strategies #2 and #3 will be addressed in the implementation plan.

Strategy #1, implementing a rotational system, appears to have many other strengths that make its selection appropriate. There is virtually no cost concern. Even in the wake of serious down-sizing throughout law enforcement, rotation provides much needed challenges and opportunities to a new work force that demands such, without spending one extra dime! It also helps eliminate or minimize five organizational cancers...stagnation, elitism, cliquism, corruption, and empire-building. Rotation provides incentives for patrol officers to be productive and ethical, all-the-while crystallizing the concept of teamwork. It furthers the Community Oriented Policing and Problem Solving approach to law enforcement by fielding broader thinking generalist with a significantly broader base of experience, thus producing officers with better judgmental capabilities. This is especially true at the command level, where decisions must be made to benefit the whole, not part, of the department. Rotation is an all-around bonanza for both the organization and the employee.

### IMPLEMENTATION PLAN

The implementation of this plan requires a two pronged approach, one internal and one external to the organization. A successful internal plan, the implementation of a rotational system, is outlined in the following five step approach. The external plan, the effort to integrate the police academy with a four year university, is outlined immediately following the internal plan:

#### IMPLEMENTATION OF THE INTERNAL PLAN - ASSIGNMENT ROTATION

1. COMMUNICATE - It is imperative for the Chief of Police, or their designee to

clearly articulate and define, both orally and in writing, three critical criteria to the members of the organization. First, explain the goals and objectives of this new policy. Second, explain the benefits to be gained by the organization, the individual, and the community. Third, explain why there is a need to break from the old, fixed positions, to the new, rotating assignments. Be careful to avoid raising expectations to unrealistic levels.

2. STAKEHOLDER FEEDBACK - Personally discuss the plan with the employee association (meet and confer). All research material supporting this plan must be readily available. Solicit a volunteer committee, seated with both potential dissenters and supporters, representing every rank structure, to assist in marketing the best plan possible. Seek input or concerns from those impacted. Provide every opportunity for employees to have all questions answered. **NOTE:** The implementation of a rotational system is a management prerogative. There are, however, statutes protecting employees from arbitrary transfers of assignment. The implementation of a rotational policy must fall within the framework of those statutes. Legal consultation is recommended.

3. REVIEW INPUT - Analyze and evaluate critiques or suggestions from all sources to determine if the plan can be improved. For example, the chief may have originally believed that narcotics assignments should last only 18 months. However, after input from many sources, the chief was convinced to change narcotics assignments to 36 months.

4. TEMPORARY IMPLEMENTATION/DATA COMPARISON/FEEDBACK - Put the plan into effect, insuring all stakeholders that it will be for a given period of time, at which point it will be evaluated for effectiveness. This period of time

will vary, depending on individual department needs. Measurements of Effectiveness (MOE) can be compared before and after the implementation of the plan. Some of those MOEs include:

- Response time
- Case Clearance
- Traffic Index
- Citizen satisfaction surveys
- Media Relations
- Morale

Feedback, both formal (surveys, statistical data, etc.) and informal (management by "walking around"), should be evaluated frequently during this trial period. Reward/recognition systems that can help promote the plan should be considered.

5. THE FINAL PLAN - At the end of the trial period, using all of the data collected supporting the plan, repeat step #1 by selling the plan's successes. Communicating successes throughout the five step plan is important. It is particularly an important part of the final implementation process, as it gives official credibility to the plan. With all of the kinks removed, with the stakeholders hopefully feeling ownership in the plan, and with sufficient data showing improvement in the Measurements of Effectiveness (MOE) before and after, the department head gives his/her final blessing on formally implementing the plan.

Depending on the successes during the "feedback" portion of the plan, coupled with the persuasive abilities of the police chief, the internal portion of this plan can be implemented within five years (i.e., approximately 1998). On the other hand, having limited leverage on the external plan, the PRO-PD police chief may

influence the following plan to be fully implemented between 7-10 years (i.e., approximately 2000-2003).

IMPLEMENTATION OF THE EXTERNAL PLAN -  
EXPANDING AND INTEGRATING EDUCATION AND TRAINING

The following five step plan should be implemented in conjunction, and simultaneous with, the plan outlined above:

1. The PRO-PD police chief is a highly respected member of the law enforcement community. Using the same five step approach outlined above, he should raise the minimum entry educational level of PRO-PD to a bachelor's degree. His policy should also mandate possession of a master's degree for all promotions higher than lieutenant. Ideally, all formal and informal benefits discovered by raising the educational levels internally during the "feedback" portion of the plan, will be used as ammunition in the following steps. Those benefits include improvements in the MOE, anonymous employee surveys, fewer numbers of law suits, etc.

2. Banking on his reputation, coupled with the positive "ammunition" he has acquired from statistical support, the PRO-PD chief should address, and try to gain the unanimous support of, the members of the California Police Chief's Association (CAL-CHIEFS). Likewise, it would be optimal if the chief could also gain the same support from CAL-SHERIFFS, the California Peace Officer's Association (CPOA), and the Peace Officer Research Association of California (PORAC). With the support of these organizations to expand training and education, the chief could head a delegation representing departments of all sizes

and geographic areas of the state. The goal and purpose of that delegation is discussed in step #3.

3. POST is a critical link in the success of this plan. The distinguished delegation would meet with the POST administration to discuss ideas and approaches to increasing entry level training and education. POST is currently experimenting with expanding the police academy, and has led the country in setting among the highest educational standards. This author believes that POST would be an "easy sell" by such a delegation to further professionalize law enforcement by expanding training and increasing entry level education requirements. With POST committed to such an idea, the delegation could then evolve into a state (or POST) sanctioned committee.

4. The other critical cog in the wheel of this plan is the concurrence and commitment from educational institutions to integrate the police academy with the police science bachelors program. For the purpose of this strategic plan, this author will specifically refer to the University of California (UC) system. The committee would meet with the directors of the UC system, the Board of Regents. Members of the committee and the Board of Regents would iron out the details integrating entry level police academy training and education, curriculum, costs, requirements necessary to obtain the bachelor's degree, etc.

5. A pilot program, closely scrutinized by the top experts, allowing for feedback from the candidates, would be put in place. After much evaluation and revamping, where necessary, the conversion from today's program to this program would take place.



The implementation of this portion of the strategic plan would take between 7-10 years. It would take 2-3 years to plan and organize the initial effort. Another 4-5 years would be needed to evaluate the program, the candidates, etc. Finally, the conversion process may take two or three more years.

### PART III - TRANSITION MANAGEMENT

In the Futures Forecasting section, through a complex process, the "desired future" was determined relative to the future police professional and ultimate generalist, the "super cop." The section that followed was Strategic Planning. There, a number of internal and external analyses (such as the WOTS-UP analysis, stakeholder identification, etc.), were used to develop a selected strategy, and a plan to implement that strategy. This section, Transition Management, discusses the third and final step in this technical trilogy.

The transition stage is not the present, nor is it the future. It is a unique condition referred to as the "neutral zone."<sup>29</sup> It is a time period in the organization that follows an "ending" and precedes a new "beginning." It is the disruptive period when the organization changes, for example, from an old, accepted policy to a new one. The transition stage is often marked by internal chaos, uncertainty, and stress, producing high levels of energy among the members of the organization. Internal conflict is often the norm during this transitional state.

The purpose of a transition management plan is to provide for a more orderly period while moving the organization from an ending to a new beginning...in this case, moving toward the desired future scenario. To accomplish this with minimum disruption to the organization, several steps must be taken to include:

1. Gaining the support of key stakeholders (referred to as the critical mass.)
2. Establishing a transition management structure.
3. Assigning areas of responsibility.
4. Developing a plan to gain general support for the proposal.

Within these steps are five main Transition Management tasks:

1. Assessing the organization's transition readiness.
2. Making an ending (helping people let go of what was).
3. Bring people through the neutral zone successfully.
4. Capitalizing on the neutral zone (an opportune time to innovate).
5. Getting people committed to the new beginning.

### **GAINING THE SUPPORT OF KEY STAKEHOLDERS**

In order to successfully implement any new organizational direction, commitment must be ensured by key stakeholders, a group referred to as the critical mass. This critical mass is the minimum number of individuals who, if they support the change, will add to the likelihood of that change being successful. Conversely, without the support of the critical mass, the desired change is likely to fail. In reviewing the list of stakeholders who would be affected by shifting toward a more educated, better trained police generalist with a broad range of experience, the following critical mass actors were identified (the selection was the consensus of this author, an NGT panelist, a police chief, a lieutenant, and a POST advisor):

1. Commission on POST (in particular, the Executive Director and the basic police training Bureau Chief)
2. University of California Board of Regents
3. PRO-PD Police Chief
4. Administration Bureau Commander
5. Operations Bureau Commander .
6. POA President (representing the interest of the line officer)

Chart I illustrates the current and desired levels of commitment, of each critical mass actor towards the plan.

## CHART I - COMMITMENT PLANNING CHART.

### LEVEL OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POST			X → O	
BOARD OF REGENTS			X → O	
PRO - PD CHIEF			O ← X	
ADM BUREAU COMMANDER			X O	
OPS BUREAU COMMANDER		X → O		
POA PRESIDENT	X →		O →	

X = CURRENT LEVEL  
O = DESIRED LEVEL

#### 1) COMMISSION ON POST

POST would play a vital role in providing the top quality broad-based training program needed to build the "super cop" generalist of the future. The rethinking of the length and depth of the current police academy, by integrating it with a four year bachelor's program through the University of California system, is one of the fundamental criteria to building the generalist police professional. It would be imperative for POST to at least "help" this change happen. Optimally, POST is needed to "make" this change happen by aligning itself with the UC Board of Regents and, through that partnership, take responsibility for fulfilling it's role, as

outlined in the strategic plan. POST could further help in forging formal consensus among recognized professional organizations, as well as to secure commitment from State government at the highest levels. Much of that work will have already been done by the PRO-PD police chief, who had garnered the support of CAL-CHIEFS and others.

## **2) BOARD OF REGENTS**

The University of California system (in practicality, any four year university system) plays a vital role in raising the status of the police generalist to that of a super cop. With the commitment of the Board of Regents to join with POST and the chiefs and sheriffs to develop a future police academy curriculum, integrating it into the bachelor's program, the transition from specialist to generalist would take a giant step forward. Without formal higher education, there would be no teeth, no credibility, in advancing the concept of a generalist police professional. (NOTE: The nature of the curriculum is too broad, in this author's judgment, to elaborate on it's specifics in this report. However, a significant legal education, expanded scenario training, and skill development necessary to advance the COPPS approach to law enforcement, are but a few of the considerations). The Board of Regents should "help" this change happen, with the hope that they would eventually take an active role, and "make" change happen through contributions of ideas that would bring the super cop effort to fruition.

## **3) PRO-PD POLICE CHIEF**

Critical mass stakeholders #1 and #2 are players outside of the organization. Their roles are vital to part 1 of a two part plan, developing the training and education

necessary to build the future police professional. Equally vital internally to the organization is the 100% commitment needed from the chief. The elimination of permanent specialized assignments, and the implementation of a rotational system, is perhaps the single most important criteria to achieve the generalist concept! It is solely within the power of the person at the apex of the organization whether or not to implement the rotational system, as outlined in the Strategic Plan. The chief must "make" the change happen. Once the systems are in place, it would be sufficient for him to pass the torch to his command staff and "help" change happen.

#### **4) THE ADMINISTRATION BUREAU COMMANDER**

The commander in charge of the Administration Bureau is the Palm Royal Oak Police Management Group representative and has great influence over others in the command staff. Her enthusiastic support is vital to selling the vision to others. Additionally, this commander is highly knowledgeable about the intricate legalities of personnel issues. That knowledge will be invaluable when implementing this change. Therefore, the Commitment Chart reflects that she should "help" change happen.

#### **5) OPERATIONS BUREAU COMMANDER**

The Operations Bureau Commander has great leadership skills and is highly respected by the line level troops. His level of respect with patrol officers exceeds even that of the elected president of the Police Officer's Association. Therefore, his influence would be helpful. However, what makes this actor one of the critical mass is his ability to be a "snail-darter." That is, he holds the power to

negatively influence so many officers that change could be hindered or even blocked. At first blush, it would appear this commander had the power to undermine the intended changes. Fortunately, being a Command College graduate and a proponent of higher education, it would not take much convincing to bring him on board. To avoid undermining the intended change, this commander should "let" change happen, with the hope of his buying into the vision, and therefore "help" change happen.

#### **6) POLICE OFFICERS ASSOCIATION (POA) PRESIDENT**

The traditional protectionist-like response of the POA president can probably be expected since there would be a shift toward greater training and educational requirements. On one hand, rotation minimizes the number of unproductive civil servants by eliminating permanent specialized assignments. On the other hand, it upsets the perceived stability that is longed for by those resistant to change. This is another reason why the association may fight or attempt to "block" this change. Hopefully, after much discussion and salesmanship from the organization's head and other critical mass actors, the police officers, including their president, will eventually recognize the benefits of this change. Then the desired shift to "help" change happen can take place.

## MANAGEMENT STRUCTURE

A temporary management system must be implemented that would most effectively manage the potentially chaotic transitional state as it moves from the old to the new. This author, with the concurrence of a POST advisor, selected a three-pronged approach involving a broad spectrum of the department.

### PROJECT MANAGER

The vision of elevating the status of the police professional to a super cop generalist is, by anyone's standards, a lofty goal. Therefore, it requires no less than the chief executive, the one with the **clout and respect**, to spearhead the thrust in their respective organizations. The chief is in the best position to lead, manage, persuade, sell, motivate, convince, and bring groups together to buy into the idea of mandating higher education, broader training, and most importantly, to implement a rotational system. The chief or sheriff can best articulate the rationale behind the need for change, as well as manage the reward systems to influence the achievement of the "desired future." He or she can generate an atmosphere of participation, teamwork, and democracy. Finally, because of his status, the chief or sheriff is in the best position to coordinate efforts outside the organization (POST, educational institutions, and elected officials) to elevate educational and training minimums.

### "DIAGONAL SLICE"

The Project Manager, in this case the chief, should form a group made up of representatives of various levels, cultures, and functions within the organization.



The success of the transition would be greatly enhanced when those affected felt they had some input. This diagonal slice of the organization allows for open channels of communication at all levels: People's ideas, needs, concerns, and voice in general, must be heard in the wake of sweeping changes.

### EXECUTIVE COMMITTEE

The City of Palm Royal Oak has a committee comprised of citizens and local government representatives called "Direction 21," referring to the 21st century.<sup>30</sup> They are a steering committee responsible for defining the direction Palm Royal Oak will take entering the next century. There are relatively powerful and "well connected" individuals on the committee who collectively could play a helpful role in supporting the idea of a "super cop" generalist to those outside of the police organization (namely POST, The Board of Regents, the media, and the public). Such an Executive Committee would be coordinated by, and receive guidance from, the Project Manager who is the PRO-PD police chief. Their monthly newsletter would serve well to keep the local citizenry abreast of progress, solicit volunteers, as needed, as well as solicit suggestions from those who wish to share new ideas consistent with the vision.

It would be virtually impossible for the Project Manager to handle the transition to such a complex "future state" alone. This three-pronged approach insures a partnership and a team effort that is critical to the success of the transitional stage.

## IMPLEMENTATION METHODS

The expansion of the police academy and the raising of the minimum entry level educational requirements would take up to ten years to implement. Making that part of the change toward building the future police professional would not cause radical disruption immediately to the organization. Thus, the methods discussed here specifically addresses only the elimination of permanent specialized assignments, and the implementation of a rotational system.

### **COMMUNICATE THE VISION**

The Project Manager must crystallize his or her vision and its benefits to the individual and the organization. Enthusiasm, excitement, and commitment must exude from the project manager as he attempts to persuade those to buy into the vision. This salesmanship can be done through memos, newsletters, ride-alongs in patrol cars, attending briefings, and formal and informal meetings with association leaders. When and where possible, the Project Manager should articulate the successes other departments have had with rotation. Research must be complete and available for inspection and discussion.

### **SEEK ANONYMOUS FEEDBACK**

Once the vision has been articulated, honest feedback is imperative. This should usually be done anonymously through questionnaires or surveys where the fear of retaliation is eliminated. Often, through this type of feedback, surprisingly new, even subtle, approaches that have not been considered are brought to the

attention of the Project Manager. It is important to follow-up on the concerns expressed in this feedback.

## **RESPONSIBILITY CHART**

Once the vision is communicated and the feedback analyzed and responded to, a "responsibility chart" should be considered. This technique identifies and assigns specific tasks and areas of responsibility to individuals in the critical mass. Chart 2, depicts each task and who will be responsible (**R**), who must approve (**A**), who will support (**S**), and who should be informed (**I**). Thus the acronym **RASI**.

# CHART II - RESPONSIBILITY CHART

TASK/ACTORS	POST	BOARD OF REGENTS	CHIEF (PROJECT MANAGER)	ADM COMMDR	OPS COMMDR	POA PRESIDENT
RETHINK LENGTH AND DEPTH OF POLICE ACADEMY	R	S	A	I	I	I
COORDINATE INTEGRATION OF HIGHER ED AND POLICE ACADEMY	R	A	A	I	I	I
IMPLEMENT ROTATION (ELEMIMATE PERMANENT SPECIALIZED ASSIGNMENTS)	—	—	A	S	R	S
COORDINATE APPROPRIATE CORRESPONDING TRAINING	S	I	A	R	S	I
FEEDBACK ANALYSIS, AND EVALUATION OF PROGRESS OF ROTATION POLICY	I	—	A	R	S	S

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

## TRAINING

Currently, POST mandates sworn personnel to complete a minimum of 24 hours of Continuing Professional Training (CPT) every two years. The choice of that training, for the most part, is left up to the individual police departments. The implementation of a rotational system should utilize that CPT training for the assignment into which the sworn member will rotate. For example, if a patrol officer rotates into narcotics and vice, he or she should attend the earliest narcotics and vice course prior to rotation. This type of training would give employees a running start in their new assignment and alleviate most fears associated with moving into a new position. Such POST reimbursable courses are financially sound for the department, and should contribute positively towards boosting the employees' morale. Training budgets would not necessarily need to be higher, because current CPT mandates could be timed and coordinated with the training needs of a rotational system.

## EVALUATION

The success of this vision should be benchmarked against the overall Measurements of Effectiveness (MOE) of the individual organization. In the case of PRO-PD, those MOEs are 1) response time, 2) case clearance, 3) citizen satisfaction / image, 4) employee morale, and 5) traffic index. The Executive Committee as well as those in the "diagonal slice" group, should gather data and forward monthly reports to the project manager on the progress of the plan and its effects on the department's MOEs. It is also vital to report all successes to the employees during this transitional stage! As in most plans, there must be flexibility to make any necessary modifications. Reward systems, including

promotional criteria, must be in place recognizing special efforts in bringing about the vision. Professional counseling, team building workshops, and special one-on-one encouragement sessions with the chief may be considered for those struggling during the change.

### IMPLEMENTATION PLAN

To groom the ultimate generalist police professional, both organizational and societal forces controlling that desired future must mesh. The concept of a "super cop" cannot become a reality with unilateral attempts by those inside or outside of the organization. It will take a joint commitment by the critical mass actors discussed earlier. Through that joint effort, this goal can be reached by the year 2003, one decade from this writing.

The implementation plan proposed, as was the Strategic Plan, requires a two pronged approach: (1) The internal plan, over which police administrators have far greater control. It is the plan to eliminate permanent specialized assignments, which are responsible for stagnation, elitism, cliquism, corruption, and empire-building, replacing it with the rotational system described in the Strategic Plan. (2) The external plan, which requires exceptionally strong leadership, and an organized effort by many groups that share the vision of a super cop. This dual approach must be a simultaneous effort which is outlined as follows, beginning with the internal plan first:

## IMPLEMENTATION OF THE INTERNAL PLAN

The sequence of actions to its implementation is virtually identical to the chronology of the methodologies listed above. Those actions are outlined in the following six steps:

1. The Project Manager, in this case the chief, has researched the topic of the change and has grown 100% committed.
2. Through a variety of communication methods, the Project Manager embarks on selling his or her proposal to the rank and file, being sensitive to everyone's needs and concerns.
3. The Project Manager, through a variety of methods, solicits anonymous responses to his/her idea. He/she analyzes that feedback and responds appropriately.
4. When satisfied that the appropriate level of commitment from key stakeholders has been obtained, the chief, using a variety of groups representing all levels and cultures of the organization, establishes a "Responsibility Chart" and begins implementation of the rotational policy.
5. Training programs which help alleviate employee fears and help assimilate them into their new roles must be in place.

6. Finally, a continual monitoring and evaluation system must be in place to compare, for example, the organization's Measurements of Effectiveness prior to rotation, during the transitional stage, and once rotation has been in effect.

Steps 1-3 can be accomplished within a few months. Step 4, the actual implementation of rotation, can take between 2-5 years. This will depend on the persuasive power of the Project Manager during the first three steps...particularly to persuade change-resistant people to give up a special assignment. "Dangling the right carrot", or providing the right incentives, will usually work. However, it is possible that "grand-fathering in" the system may be necessary. Through attrition, retirements, promotions, etc., the system will eventually be in place.

### **IMPLEMENTATION OF THE EXTERNAL PLAN**

Regarding the external, or societal, forces POST and higher educational institutions (in this case, the UC system), fueled by the public's growing expectations of the police, should rethink the length and depth of the police academy. There should be an integration between the bachelor's program and the academy. It is this work, external to the organization, that would require up to a decade to implement. Consider these six steps:

1. As detailed in the Strategic Planning section, the PRO-PD police chief would raise the educational requirements for entry level police candidates on his



department. He would, likewise implement a rotational system and communicate the successes associated with those changes with other chiefs. Perhaps the chief could write several articles, and solicit local political support from such groups as Direction 21.

2. As a highly respected police chief among his colleagues, he would foster the support of CAL-CHIEFS, CAL-SHERIFFS, CPOA, PORAC, and other groups vital in making the vision come true.

3. The chief would head a delegation made up of representatives from the various organizations. The delegation would meet with POST administrators to discuss ideas of integrating expanded basic training and higher education. POST, already developing a more encompassing police academy, would probably be very receptive to the idea and develop a committee to work out details for presentation to the UC Board of Regents. A similar plan, called the Hattiesburg Experiment, is currently under way in Mississippi and can be studied.<sup>31</sup>

4. Since the UC system and POST are both state agencies with the best in mind for the people of California, it is more than probable that through mutual efforts, an integrated and vastly expanded police academy, certain to be rated the best in the world, would be the end result.

5. Finally, even though the external plan would now be in the very apt hands of POST and the Board of Regents, the chief, through CAL-CHIEFS, would be a consultant throughout the refinement process. His evaluation, and the feedback of other top professionals in the law enforcement community, will ensure that the future police academy will be worthy of developing the generalist super cop.

6. This last step is a reminder that the chief has the responsibility to keep the officers of the Palms Royal Oak Police Department informed of progress through each step of both the internal and this, the external transition plan.

## CONCLUSION

It was intriguing to this author to learn that the methodologies used throughout this study are used by the Central Intelligence Agency (CIA) and the Federal Bureau of Investigations (FBI) to take snapshots of the future. Thus any reader who is unfamiliar with these data collecting mechanisms, should feel a sense of confidence and credibility.

With the data generated by these proven methodologies, coupled with over two years of literature scan, this author suggests that the police professional of the future will be a generalist: (1) highly educated, (2) superbly trained, and (3) have the opportunity to work a variety of specialized assignments, but for shorter periods of time. These three factors will cause the police professional of the future to be elevated in status socially, receive a more significant salary, and be looked upon with great respect from all segments of society. Permanent specialized assignment will be, for the most part, viewed as an antiquated police management concept, that too often played a destructive role organizationally. Stagnation, boredom, elitism, cliquism, corruption, and empire-building will be so minimized that the often degrading image brought to mind by the term "civil servant," will be reshaped.

Specialization, especially in large organizations, is steeped in traditional operational approaches to law enforcement. While many of these traditional operational approaches certainly have great value, permanent specialized assignments are clearly counter-productive to furthering the Community Oriented Policing and Problem Solving (COPPS) approach to law enforcement. COPPS requires a broader thinker with more complex judgmental skills. The narrow focus

of specialization was seen as "comfortable" for individuals who resist change...individuals who are satisfied with working within their own limited corner of the organization, uncaring or unaffected by the on-goings outside of their domain. In years past, a police department could operate in an atmosphere that was a bit narrower in focus. However, in the post Rodney King era and the severe citizen scrutiny that has followed, it is an impossible luxury.

Specialization is not cost effective due to the under utilization of personnel resources. This is particularly true at the middle management level. Peter Drucker, talking about organizations portrayed as top heavy, stated it strongly. He said, "Middle managements today tend to be over-staffed to the point of obesity..."<sup>32</sup> As a consequence, administrators must address the loss of promotional opportunities, replacing vertical mobility with innovative methods to retain job enrichment. One key method discussed was horizontal mobility...the implementation of a rotational system.

Finally, relative to training and educational levels, current requirements fall short of fulfilling the vision of a super cop. Another trend identified by the NGT panelists indicates a probability that educational and training requirements will rise dramatically by the year 2003. It would be counter-productive to waste valuable police training and years of education on a narrow focused specialist. Nearly every assignment requiring permanent specialization is likely to be an assignment that can, and should, be civilianized. For example, there is no need to commit resources to educate and train a helicopter pilot, or search and rescue personnel, to the same level required for the future police professional. This author believes it would be obscene to waste tax payor's dollars to develop, educate, train, and guide the ultimate generalist police professional through a

world class police academy, then waste that time and money assigning such a sworn officer to a position that a lesser trained and educated civilian with a lower salary could perform.

This technical report addressed an issue that was unusually broad. By its very nature, the vision of developing the ultimate police generalist required the broader approach. A volume of research, indeed a doctorate dissertation, could be written only of the training aspect of this issue...or only of the educational aspect...or only of a rotational system within the police organization. However, as unfair or unattainable as it may have been, this author has made an attempt to capture the essence of the future police professional. In the early 20th century, police reformers like August Vollmer and O. W. Wilson did a remarkable job in their efforts to professionalize law enforcement. This author sincerely hopes that by the early 21st century, one century later, the reforms of today will respond to the sophistication of society and have the vision to develop the generalist police professional "super cop."

## ENDNOTES

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