

151259

VALUE DIVERSITY IN ENTRY-LEVEL OFFICERS:
THE IMPACT ON CALIFORNIA LAW ENFORCEMENT
BY THE YEAR 2000

151259

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

California Commission on Peace
Officer Standards & Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

By

Bruce E. Cockerham

Command College Class X

Commission On Peace Officer Standards and Training (POST)

Sacramento, California

1990

10-0181

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

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

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

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

SECTION I - INTRODUCTION

A discussion of the issue's background and the project's methodologies.

SECTION II - FUTURES FORECASTING

What will be the impact of value diversity in entry-level officers on California law enforcement by the year 2000?

SECTION III - STRATEGIC PLANNING

A model plan for a suburban California police department to take a values-oriented approach to all organizational functions.

SECTION IV - TRANSITION MANAGEMENT

A description of stakeholders and a management plan to actualize a specific strategy through them.

SECTION V - CONCLUSIONS AND FUTURE IMPLICATIONS

A discussion of project results, including the need to encourage value diversity, assess differences and manage conflict.

VALUE DIVERSITY IN ENTRY-LEVEL OFFICERS:
THE IMPACT ON CALIFORNIA LAW ENFORCEMENT BY THE YEAR 2000

by

Bruce E. Cockerham
COMMAND COLLEGE CLASS X
PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CALIFORNIA
1990

EXECUTIVE SUMMARY

10-0181

This study examines the critical factors that will influence the impact of value diversity in entry-level officers on a model California police department by the year 2000. To accomplish this task, the study utilizes three principle parts.

Part One - Futures Study: The issue question is structured for study by identifying sub-issues to be answered in the course of the project's completion.

1. What kinds of value diversity might be anticipated by 2000?
2. To what extent will conflict with organizational value systems tend to increase?
3. How will organizational tolerance of value diversity change?
4. If compatibility of values is to be assumed as important to the optimal functioning of an organization, what kinds of proactive processes must be in place by the year 2000?

Significant trends and events are identified that will shape alternatives and determine choices. Further, the study forecasts the effects of these trends and events on one another and offers three scenarios descriptive of alternative futures. Significant entry-level forecasts include:

1. Increased cultural and age diversity.
2. Increased emphasis on self.
3. Erosion of the nuclear family and the support systems associated with development of traditional values.
4. Preoccupation with leisure and materialism.
5. Increased mobility and shorter careers.
6. Lessened job commitment and decreasing educational achievement.

7. Growing potential for value conflicts involving new officers, older employees and increasingly diverse community groups.

Part Two - Strategic Plan: From data developed in forecasting, and analyses of situational factors and critical stakeholders, six policy alternatives are suggested to manage the impact of future value diversity.

1. Minimize value conflict within the organization and in relationships with the community.
2. Involve more members of the organization in decision making.
3. Anticipate personnel issues that will affect values diversity and become involved before candidates become employees with value conflicts. Promote healthy diversity.
4. Provide housing assistance to entry-level officers so that they can live in their employing community.
5. Actively pursue political issues to resist drug decriminalization and support police corps legislation.
6. Support POST in preparing law enforcement to understand and manage future value systems.

A strategy for implementing suggested policies is described as follows:

Adopt a broad, comprehensive values-oriented approach to all police department functions.

To implement that strategy, 26 specific action steps are identified as helpful and are suggested as a menu from which may be selected interventions appropriate to individual organizational situations. These steps include:

- Understand what values are.
- Identify organizational values.
- Define broad, guiding principles.
- Create a mission statement out of the broad principles.
- Design training for trainers to promote consistency.
- Communicate the values to all employees.
- Publish and display values.
- Validate values with community groups.
- Review organizational policies and practices for consistency with

values.

- Regularly re-visit the values for change.
- Repeat training periodically.
- Communicate the values to other law enforcement agencies.
- Convey organizational values to basic academies.
- Publish values in recruiting literature.
- Make self-assessment of values available to employees.
- Consider value conflict in examining employee problems.
- Coordinate values issues with employee assistance program provider.
- Delegate decision making when possible.
- Investigate values in pre-employment and promotional interviews.
- Emphasize personal values and job-person fit in hiring.
- Advertise jobs only in conjunction with the values.
- Develop supplementary educational and literacy training for applicants with good values compatibility.
- Explore future employee housing assistance.
- Encourage support for drug laws and police corps legislation.
- Support POST's values training and futures studies.
- Consider dividing police officer responsibilities into more specialized job descriptions to achieve better job-person fits.

Part Three - Transition Management: Planned change from the present to a future state described in terms of the recommended strategy and policies will be the primary responsibility of a project manager. This person, appointed by the chief executive, functions as a "champion" for the change within a diagonal-slice task force that may include community representatives. Together, the task force is responsible for ensuring appropriate support from various critical stakeholders.

EPIGRAPH

For I dipt into the future, far as human eye could see,
Saw the Vision of the world and all the wonder that would be.

— Tennyson, Locksley Hall

CONTENTS

Section I: Introduction

Background	2
Methodologies	4

Section II: Forecasting The Future

The Issue	6
Sub-Issues	6
Relevance Tree	6
Literature Review	7
Interviews	12
Nominal Group Technique	16
Forecasting	18
Cross-Impact Analysis	36
Future Scenarios	44
Nominal	45
Normative	47
Hypothetical	49
Policy Considerations	52
Selection Criteria	53
Policy Impacts	53

Section III: Strategic Management Plan

Situation	58
WOTS-UP Analysis	59
Organizational Capability Analysis	62
Strategic Assumption Surfacing Technique	63
Stakeholder Assumptions	64
SAST Map	68
Mission Statement	69
Execution	69
Policy Alternatives	70
Modified Policy Delphi	71
Policy Pros/Cons	72
Recommended Strategy	76
Implementation	77
Action Steps	77
Time Line	79
Resources	79

Section IV: Transition Management

Commitment Plan	82
Critical Mass	82
Readiness/Capability	83
Commitment Charting	84
Influencing Critical Mass	85
Management Structure	88
Supporting Technologies	89

Responsibility Charting (RAST)	89
<u>Section V: Conclusions and Future Implications</u>	93
<u>Appendixes</u>	
A. Interview Instrument	99
B. Values Statements	100
<u>References Cited</u>	110

ILLUSTRATIONS

1. Relevance Tree	6
2. Trend Evaluation	19
3. T1 "Will Be/Should Be" Forecast	20
4. T1 Forecast Range	20
5. T2 "Will Be/Should Be" Forecast	21
6. T2 Forecast Range	22
7. T3 "Will Be/Should Be" Forecast	23
8. T3 Forecast Range	23
9. T4 "Will Be/Should Be" Forecast	24
10. T4 Forecast Range	25
11. T5 "Will Be/Should Be" Forecast	26
12. T5 Forecast Range	26
13. T6 "Will Be/Should Be" Forecast	27
14. T6 Forecast Range	28
15. T7 "Will Be/Should Be" Forecast	29
16. T7 Forecast Range	29
17. Event Evaluation	30
18. E1 Value Recognition - Cumulative Probability	31
19. E2 Affirmative Action - Cumulative Probability	32
20. E3 Drug Decriminalization - Cumulative Probability	32
21. E4 Regionalization - Cumulative Probability	33
22. E5 Police Corps Legislation - Cumulative Probability	34
23. E6 Female Supervisors - Cumulative Probability	35
24. E7 Balanced Federal Budget - Cumulative Probability	35

25. Cross-Impact Matrix	37
26. E1 Values Recognition - Cross-Impact	40
27. E2 Affirmative Action Mandate - Cross-Impact	40
28. E6 Female Supervision - Cross-Impact	41
29. T1 Self - Cross-Impact	42
30. T2 Cultural Diversity - Cross-Impact	42
31. T3 Educational Achievement - Cross-Impact	43
32. T6 Age Diversity - Cross-Impact	44
33. Organizational Capability	63
34. SAST Map	68
35. Policy Feasibility/Desirability	71
36. Sphere of Influence Chart	83
37. Readiness/Capability Chart	84
38. Commitment Chart	85
39. Responsibility Chart (RASI)	90
40. The Value Dynamic	95

SECTION I: INTRODUCTION

BACKGROUND

In recent years, values have been the subject of increasing interest among both public and private institutions--so much so that a number of organizations, including a few law enforcement agencies, have attempted to identify their own unique values to help them resolve important issues that will become even more complex in an increasingly diverse world. Consequently, as the world becomes more diverse, greater variety can be anticipated in emerging value systems. Examination of the impact of such value diversity in entry-level officers upon California law enforcement by the year 2000 is the fundamental goal of this study.

Implicit in the current fascination with values is the conviction that values color individual perceptions of reality (Whisenand and Rush 1981), that they, acting as a lens through which the world is viewed, help shape what we see (Cockerham 1986). Values are understood to interact with the real world and function to satisfy needs (Maslow 1978). Deeply held personal values are seen, therefore, to drive our behaviors and to provide direction and motivation for human action (Hall 1986). Because organizations, including those providing law enforcement services, are vitally concerned with the behaviors of employees (especially entry-level officers), it is not surprising that values are so often a topic of discussion among organization development experts and police managers.

There is a developing consensus that a relationship exists between success in an organization and personal values (Swanson 1987). Specifically, the degree to which values are shared by organizations and their members can be viewed as a benchmark for forecasting the potential success of both the group and its individual components (Cockerham 1986). Experience has suggested to many that

the greater the number of common or compatible values an employee shares with the organization, the more likely that employee will achieve personal satisfaction, positive recognition, promotion, or material rewards within the group's framework. Conversely, those who share the least amount of common ground (in a values sense) may be viewed as the most likely to experience conflict. Whether viewed as movement upward in a promotional chain or as competence, responsibility, and satisfaction in a personally enriching role, success is, for individuals, largely dependent upon developing and demonstrating values held by the organization. Likewise, the success of an organization rests wholly upon the positive contributions of its members. The successful organization is filled with successful people, and it is the desire to participate in such success that drives many organizations' efforts to put their values to use.

The same discussions that have lately taken up the subject of values must inevitably consider the forces that contribute to value diversity, for "diversity is emerging as one of the most serious issues in the workplace today" (Copeland 1990, 16). The U.S. Department of Labor projects that within just a few years 75 percent of those entering the workforce will be women and members of minority groups, and while diversity is by no means synonymous with conflict, the presence of increasingly diverse values represents the potential for conflicts the nature of which are yet to be identified. Some businesses have already taken initial steps to manage diversity: Digital Equipment Corporation has a "director of valuing differences"; Honeywell has its "director of work-force diversity"; and Avon has a "director of multicultural planning and design" (Copeland 1990, 17).

It is not yet known how law enforcement will be affected by the diversity of values introduced into our organizations by tomorrow's entry-level officers.

However, these values play a fundamental role in motivating and shaping behavior (Copeland 1990) and in determining the success of individuals and organizations to deliver vital services. Consequently, law enforcement agencies need to develop a better understanding of the impacts of value diversity and to design strategies to better ensure organizational and individual success in the light of increasing diversity. Equally clear is the need to promote healthy diversity while managing conflict. This study will use specific methodologies to accomplish these needs.

METHODOLOGIES:

The first project objective is futures forecasting. This effort will involve environmental scanning and literature review, personal interviews, evaluation of relevant trends and events by means of a Nominal Group Technique (NGT), cross-impact analysis of those same trends and events, alternative futures scenarios, and policy considerations. The data generated will form a basis for subsequent project sections.

The second objective is strategic planning for a model police agency based upon one scenario from the previous futures section. Strategic planning will make use of a mission statement, situational analysis, and Modified Policy Delphi. This will allow the isolation of policies and strategies that will form a broad foundation for transition management.

The project's third objective is transition management. Previously identified policies and strategies will be applied to a model management structure. Commitment planning will take place, critical mass will be analyzed, and responsibility charting completed. Finally, supporting technologies will be discussed.

SECTION II: FORECASTING THE FUTURE

THE ISSUE:

Value Diversity In Entry-Level Officers: What Will Be The Impact On California Law Enforcement By The Year 2000?

SUB-ISSUES:

Since this is very much an impact study, sub-issues essential to a complete discussion of the central question are identified as follows:

1. What kinds of value diversity might be anticipated by the year 2000?
2. To what extent will conflict with organizational value-systems tend to increase?
3. How will organizational tolerance of value diversity change?
4. If compatibility of values is to be assumed as important to the optimal functioning of an organization, what kinds of proactive processes must be in place by the year 2000?

RELEVANCE TREE:

The relationships of the central issue to various sub-issues are illustrated in the relevance tree, which provides both the researcher and the reader with a map by which the scope of concerns to be addressed can be visualized.

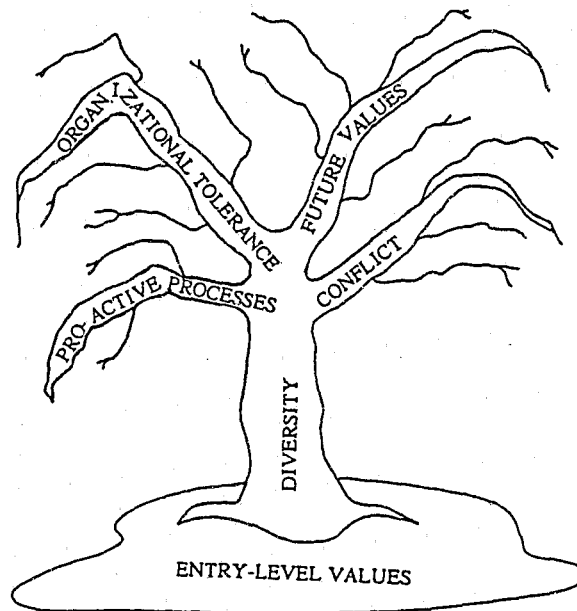


Figure 1: Relevance Tree

LITERATURE REVIEW:

A review of relevant literature is, in itself, a study in diversity. Writings about values are both ancient and modern and reflect all the ages in between. They are both scholarly and popular, theoretical and practical, drawn from theologians and market researchers; but they are always attuned to the basics -- to the fundamental qualities that separate both individuals and entire nations from one another but that also contribute to the forces holding together youth gangs and charitable groups alike in their own unique, common purposes.

As important as the work of many old-world, classical writers may be, several modern authors are largely responsible for placing values on the desks of today's business and law enforcement managers. Perhaps best known among these writers is Morris Massey, a former professor of marketing at the University of Colorado. Since 1976, Massey has produced a series of popular video tapes, including "What You Are Is What You Were When," "What You Are Isn't Necessarily What You Will Be," and "The NEW Massey Tapes," which, with his lectures, have helped many to understand the social, political and economic antecedents contributing to existing value systems.

Massey argues that basic values are formed early in life, that they are shaped by parents, friends, church and school. He identifies the importance of popular heroes as role models, political and economic conditions as contributors to world view, and the electronic media as both a conduit for information and [an independent force in shaping values. He suggests that once values are established at about age ten, they are subject to change only through some "significant emotional event" (also Whisenand and Rush 1981), such as a career change, promotion, discipline, marriage, illness or even the transforming effects of ongoing education. Unfortunately, since the value systems of organizations are capable of more frequent change and changes of greater

magnitude (primarily through personnel turnover) than are individuals, the danger is ever-present that individuals may be easily left behind by more dynamic and rapidly evolving environments (Cockerham 1986).

Using Massey's analysis, we might look around us at the world today to anticipate what values might be observed in entry-level officers by the year 2000. It is his contention that their values are being formed at this very moment. Certainly, the growth of self-expression and democracy in the Soviet Union, Eastern Europe and South Africa will influence children whose values are now being formed. Likewise, these young people will be affected by the reality of the changing family. A 1989 Congressional Committee reports that between 1981 and 1988 the proportion of children living with both biological parents declined from 67 percent to 60 percent. At the same time the fraction living in single-parent families grew from one-fifth to nearly one-quarter. In total, more than twenty-five million children were living in something other than a traditional, two-parent family in 1988.

Massey has also provided at least one operational definition for values:

[T]he... standards upon which [one] base[s]...life choices and actions—the motivators of individual and group behaviors. (1981, 2)

Another definition is offered by Milton Rokeach in The Nature of Human Values.

A value is an enduring belief that a specific mode of conduct or end-state of existence is personally or socially preferable to an opposite or inverse mode of conduct or end-state. Since each of us possesses more than one value, it is essential that we think in terms of a value system, which is an enduring organization of beliefs concerning preferable modes of conduct or end-states of existence in a hierarchical ranking or relative importance. (1973, 33)

The relationship of values to attitudes is summarized by another writer.

Most research has been done on our attitudes rather than our values. An attitude refers to several beliefs about an object or situation, while a value refers to a single belief of a very specific kind. A value transcends attitudes and serves to guide attitudes,

judgements, and behaviors. (Whisenand and Rush 1981, 21)

Others have also commented upon the importance of values:

We are not accustomed to crediting the changing social values with shaping the country's economic and political fortunes. But we had better learn to think in these terms, for many of our troubles – and also the means to alleviate them – are now coming from this unaccustomed source. (Daniel Yankelovich, noted public opinion researcher, 1981)

A corporation's values will affect all aspects of the company – from what products get manufactured to how workers are treated. Values are the bedrock of any corporate culture. (Deal and Kennedy 1982)

Let us suppose that we were asked for one all-purpose bit of advice for management, one truth that we were able to distill from the excellent companies researched. We might be tempted to reply, "Figure out your value system." (Peters and Waterman 1982)

Several writers have chronicled with considerable consistency their observations of changing values in America. Lawrence Miller, in his book American Spirit, discusses the stages, or seasons, through which this civilization (like others before) has been passing. In spring the people are simple, lacking sophisticated or complex institutions. They are dedicated and energetic and display the Protestant work ethic (Teller and Mayer 1981)—as a reflection of the dominance of their spiritual lives that gives them common purpose, causes them to follow and obey their leaders, and impose their "superior" values on others.

In summer the people are more specialized and have more complex institutions that emphasize education and learning. People are motivated to be successful as defined in terms of quality of life. A concern for human rights begins (Teller and Mayer 1981) as the people develop a greater social conscience. They begin to question authority.

In autumn personal motivation is transformed. Religion becomes secondary, and personal success is defined as personal wealth. Increasingly complex institutions and technology demand improved education. The people of this season strive for more

wealth, comfort, and for pay and promotion.

In winter the people are in crisis: the family is in question, churches are impotent, government is frustrated in its efforts to solve social and economic problems. There is a crisis in personal motivation: the pursuit of personal pleasure is intense, drugs and alcohol are commonly abused, and economic inflation drives the people to be more demanding and challenging of authority. Mass media instantly communicate the public disgrace of fallen heroes as with Watergate in the 1970's and Jimmy Swaggart, Jim Bakker, Oliver North and Gary Hart in the 1980's.

If in its winter our culture's values appear to be in decline, one need not forecast doom, for we actually face the beginning of a new era (Miller 1981). We look ahead to an age of integration, unity and global competition in which our culture and its common values are redefined by people of vastly different backgrounds and values who cooperate in forging the world's future. One futurist, in an extreme view, asserts, "There are no constant values; everything is changing. Changes in our values are no less dramatic than changes in our technology—they are part of the same continuum" (2030 1990). In his book The Ethnic Myth Stephen Steinberg suggests that in the future immigrants and their children will be more quickly assimilated into the mainstream of American values because of the drive to participate in economic opportunities; however, most current writers agree that we can no longer look to the values of one culture alone. We must, if we wish to achieve our most desired and promising future, be prepared to manage the diversity to come (Copeland 1990).

Notwithstanding the concern for what lies ahead, little has been written about what sorts of values might be anticipated by the year 2000. Aside from discussion of demographic forecasts and the effects of the value systems of a multi-cultural society, most analyses have been historical; that is, they look back to explain why people are the way they are and to identify the social, technological, economic and

political forces that shaped their values. One notable exception to the tendency to look behind us, however, comes from a World Future Society forecast. This group projects an increasing emphasis on leisure and a shorter workweek. Also forecasted are the declines of work commitment and family orientation and the growth of diversity and individualism as explicit values (Catron, Rocha and Lucken 1988).

Even with limited values forecasts, there is clearly great concern over the potential for value conflicts in both the present and the future because "we frequently find ourselves in conflict with another person due to individual value system disparities" (Whisenand and Rush 1981, 15). Several authors have written on the subject of conflicting values and have created a series of tools and inventories that may prove helpful in managing future diversity and value conflicts. The "Organizational Values Questionnaire" (Francis and Woodcock 1990) is a sixty item instrument intended for managerial, secretarial and professional staff to take stock of the values in a specific organization. The results can be interpreted by the user and are compared with twelve values predetermined by the authors to be critical to success.

The "Hall-Tonna Inventory of Values" (Hall and Tonna 1986) must be professionally scored and analyzed but has application to all manner of organizations. It offers both individuals and groups an assessment of 150 separate values. This inventory is especially useful in identifying areas in which organizational practices, policies and behaviors conflict with stated values.

The "Motivational Patterns Inventory" (Byrd and Neher 1990) is a twenty item self-assessment for individuals seeking to understand their own motivational style as it relates to values. It also helps the user understand value orientations of organizations and other individuals and how differing values drive behavior.

The "Values Analysis Profile" (Massey 1985) is the most easily used of those

instruments described here and also has the broadest application. It can be quickly completed and self-scored and makes use of Massey's popular classifications of value systems. The most valuable feature of the profile, however, is its matrix of intervention strategies for facilitating communications and for goal accomplishment involving persons of different value orientation.

INTERVIEWS:

Values statements, while not commonly encountered in police agencies, are coming to be understood as essential and fundamental to defining missions and goals. The values statements of five police departments and one county association of police chiefs were reviewed as part of the author's environmental scanning during the past four years.

Interviews were arranged with the following organizations:

- Contra Costa County, CA, Police Chiefs' Association.
- Foster City, CA, Police Department.
- Pasadena, CA, Police Department.
- Visalia, CA, Police Department.
- Alexandria, VA, Police Department.
- Houston, TX, Police Department.

Selections were based upon the apparent sophistication of the organizations' values statements as well as the processes used in their development of those statements. Also underlying the researcher's selections was one basic assumption: an agency willing and capable of doing the hard work of creating a meaningful expression of its values was more likely than others to understand values issues such as future value diversity, value conflict and proactive interventions. In each organization interviews were conducted with one individual who had a vital (in some cases seminal) role in the value identification process. The interview instrument is attached for review as

Appendix A.

Although none of those interviewed had close knowledge of the work of any of the others, their interview responses were remarkably similar. Common themes are summarized below.

Time:

- Houston drafted the earliest values statement in 1983 and revisited it in late 1989.
- The remaining values statements originated since 1984; the latest in 1988.
- Nine months was the average time required to complete the values identification process.
- Implementation continues in two agencies.

Origin:

- All agencies had a "champion" responsible for introducing the concept of values statements and initiating action in developing one.
- In four of the five departments, the chief of police championed the idea of values.

Participation:

- Four of the six organizations employed consultants to facilitate development after deciding to identify values.
- Although a first draft was created by a staff group in one police department, each agency eventually provided all employees the opportunity to comment before the statement was adopted.
- Three of the five police departments used small work groups for original data collection.

Application:

- All organizations felt their values statements defined their approach to the community and to developing and implementing future policies.
- All saw the values statement of fundamental importance with broad, guiding principles and a mission statement flowing from it in that order.
- All of the departments regularly refer to the values statement when making decisions.
- Two of the departments have incorporated values statements into their general orders.

- All of the departments use their values statements to assess officer candidates in pre-employment interviews. Two agencies have eliminated written testing of entry-level applicants.
- Two organizations apply their values statements to basic academy training.
- Two departments consider demonstrated compatibility with organizational values within promotional processes.
- Three of the five departments consider the values statement as a guide when deciding discipline.

Communication:

- All but one police department display the values on plaques in offices and public areas.
- Two departments publish booklets for all employees.
- One department prints its values on job announcements.
- One department displays its values on the front page of its annual report.
- One department prints its values on members' business cards.
- One department has its values read at each quarterly department meeting.
- One department teaches values in role-play/decision-making scenarios.
- One department holds small group meetings annually to instruct new employees and to clarify values issues.

Community:

- Although no single mechanism was identified, all felt a need to validate their written statements with the communities they serve.
- They recognize their assumption that their values reflect those of the community.
- They acknowledge that if their values are in conflict with those of the community, the policies that are value-driven will be inappropriate and ineffective.

Influencing Values:

- All but one department felt it essential to try to influence the values of entry-level officers.
- One department suggested that entry into law enforcement was a "significant emotional event" and that value adjustments were more easily accomplished at such a time.

Anticipated Future Value Systems:

- Values will become increasingly diverse.
- Basic honesty will be highly valued.
- Authority will be questioned more by the rights-conscious and the independent.
- Leisure will be very important.
- Careers will be defined in the short term.
- As commitment lessens, personal priorities will be widely separated from jobs.
- Materialism will replace satisfaction from public service.
- Responsibility for others will give way to responsibility for self alone.

Conflict Management Strategies:

- Define organizational values.
- Live your values, keeping them visible in behaviors.
- Regularly revisit the values statement to update it.
- Communicate the relationship of success to compatibility between organizational and personal values.
- Stress values in training at all levels in the organization.
- Spend more time and money finding people with good job-person fit.
- Recognize that all employees will not possess the organization's values.
- Identify value discrepancies early to help people with potentially incompatible values.
- Reward behavior that reinforces values.
- Provide career counseling.
- Use more participative problem solving.
- Create "significant emotional events."
- Respond honestly to questions of consistency between practice and beliefs.
- Encourage greater community evaluation of department behavior.
- Provide economic incentives to retain employees whose values are compatible with the organization's.
- Encourage greater employee involvement in community activities.

- Prepare future employees at an earlier age.
- Increase law enforcement involvement in schools.
- Change job requirements to specialize law enforcement roles.

NOMINAL GROUP TECHNIQUE:

A nominal group was assembled to generate lists of relevant trends and events and to compile final sets for evaluation. Members included a city manager, a chief of police, a police academy director, a police lieutenant, a youth minister, an aide to a U.S. congressman, a high school counselor, an intermediate school counselor, and an Hispanic police officer.

Trends and Events:

To distill candidate trends and events into the seven most critical in each category, the following criteria were conveyed to the nominal group:

1. Events must be discreet occurrences a future historian would, in retrospect, be able to determine did or did not occur.
2. Trends must be clearly stated with terms defined and understood. They must be non-directional (later forecasting will reflect direction).
3. Trends and events must be comprehensive and represent major areas of relevance to the issue.
4. Events must include those with low probability but which would greatly impact the issue if they occurred.
5. Trends and events that are both internal and external to the organization must be included.
6. Both background trends (those over which one has no control) and target trends (those subject to intervention) must be included.
7. Final sets must be worth forecasting.

Anonymous voting first took place with trends and then with events. After definition, discussion, and tabulation, the final sets of trends and events were

identified and ranked.

Trends:

1. Self: The emphasis on individual versus societal interests, demonstrated in materialism, importance of leisure, altered work ethic, increased mobility, lessened sense of community, and increased independence. Included avoidance of responsibility for others. (48 votes)
2. Cultural Diversity: The introduction of people from many ethnic and racial groups into the entry-level labor pool as well as diversification within such specific groups. (47 votes)
3. Educational Achievement: Graduation rates as well as mastery of academic skills by entry-level officers. (37 votes)
4. Family Structure: The prevalence of the non-traditional, non-nuclear family, percentages of single and working parents, and level of child care and supervision by persons other than parents. (36 votes)
5. Cost of Housing: Cost of housing compared with level of employee compensation. (30 votes)
6. Age Diversity: The range of ages from young to old represented in the entry-level labor pool. (16 votes)
7. Technology: Both the development of new technologies and the introduction of new equipment, strategies and practices that alter job descriptions and requirements. (9 votes)

Events:

1. Value Recognition: The understanding of values issues as reflected in the drafting of values statements by 25 percent of California police departments. (50 votes)
2. Affirmative Action Mandate: The legal requirement for racial parity

- between county population and the number of police department employees. (41 votes)
3. Drug Decriminalization: The elimination of criminal consequences for possession of marijuana and cocaine. (33 votes)
 4. Regionalization: The unification of all law enforcement services within a county. (30 votes)
 5. Police Corps Legislation: The requirement that all able citizens between the ages of eighteen and twenty-five participate in at least two years of social service, police service being one option. Differing versions of the same bill are presently in committee in both Sacramento and Washington, D.C. (24 votes)
 6. Increase in Female Supervisors: On average, an increase of 30 percent in the number of female police officers at or above the rank of sergeant in California. (19 votes)
 7. Balanced Federal Budget: Government spending no greater than total annual revenue. (10 votes)

FORECASTING:

Those nine persons who participated in identifying critical trends and events through use of the NGT were also asked to provide forecasts for the group's selections. This involved projecting into the future their best estimates of how the level of each trend might change and how the probability of occurrence of each event might increase throughout the next ten years.

Trends:

The results of trend forecasts are charted and discussed in detail below. In all cases they are compared to an assumed level of one hundred today. Estimates were also made for the level of each trend five years ago, five years from now, and ten

years from now. This provided forecasts of what group members thought the trends "would be" at the points stated, and identified what they thought "should be"—that is, what they would prefer to see as the trend level if they could shape the future. The median of the group's responses were recorded and charted. The highest and lowest forecasts were used to assess the range of estimates encountered. This range is critical to understanding both the diversity of opinions and the strength of group convictions.

Trend Statement	Level of Trend (Median)			
	(Ratio: Today = 100)			
	5 Yrs Ago	Today	5 Yrs From Now	10 Yrs From Now
T1 Self	85	100	125	150
T2 Cultural Diversity	80	100	120	180
T3 Educational Achievement	110	100	90	70
T4 Family Structure	100	100	110	140
T5 Cost of Housing	90	100	150	170
T6 Age Diversity	90	100	110	120
T7 Technology	80	100	130	200

Figure 2: Trend Evaluation

T1 Self: Characteristics commonly associated with the "me generation" were forecasted to be prevalent and to have grown slightly (15%) over the past five years. However, the group anticipated a greater rate of increase (25%) by 1995 that would continue through the year 2000 and reach a level 50 percent above that of today.

In characterizing their "preferred" future, the group described a significant and immediate reduction (25%) in this trend's level—a reduction that should continue through the year 2000 and reach a level fully 50 percent below that of today. Such a

reduction, the group felt, would contribute greatly to individual tolerance of diversity. Meanwhile, there would be a lessening of materialism and lack of commitment and sense of community.

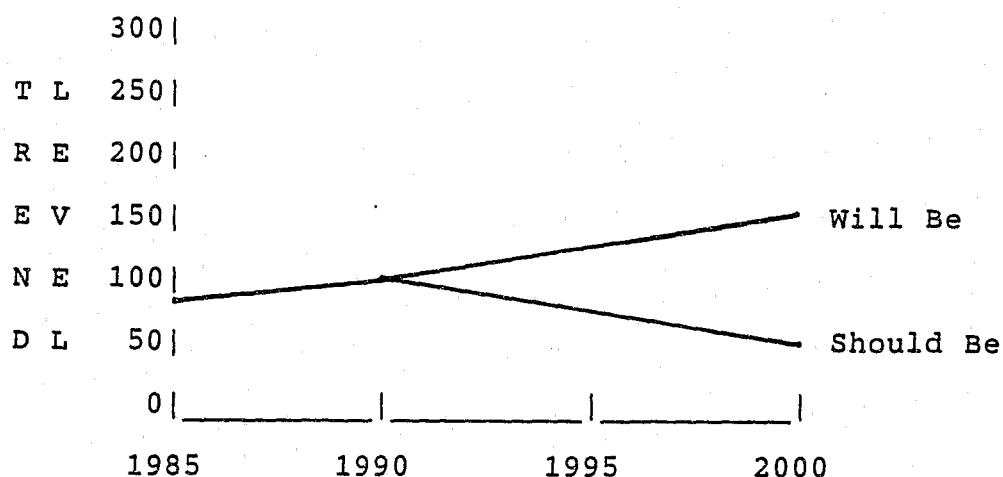


Figure 3: T1 "Will Be"/"Should Be" Forecast

It is significant that all participants saw this trend increasing over the entire period examined. The range of scores for 1985 was narrow (between 70 and 95) and increased gradually. Although the last projections in the year 2000 when it spanned between an increase of 110 percent and 200 percent.

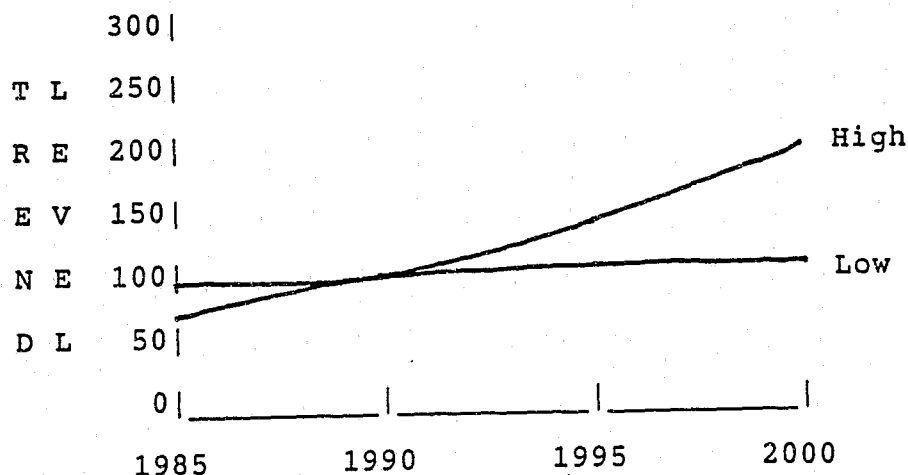


Figure 4: T1 Forecast Range

T2 Cultural Diversity: This trend was felt to be nearly as important as the first trend in impacting the central issue. Cultural diversity was seen to increase steadily between 1985 and 1995. Reaching by that year a level 20 percent above today's, the trend was forecasted to grow an additional 60 percent by the year 2000.

In defining at what level this trend should be in the future, the group's forecast was nearly identical with the trend's expected course. It deviated only 10 percent from today's level in the year 1995. Group discussion confirmed the notion that an increase in this trend should positively impact the central issue. A consensus developed that participants would not wish it to develop otherwise. They acknowledged that greater cultural diversity could mean more complex organizational dynamics.

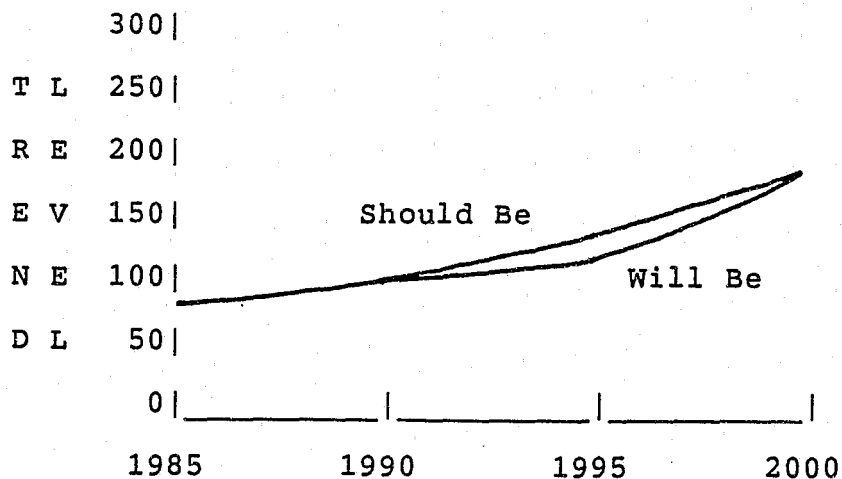


Figure 5: T2 "Will Be"/"Should Be" Forecast

Most group members' forecasts were relatively close and showed a constant growth in cultural diversity. However, two individual forecasts identified a reduction in the trend between the years 1995 and 2000. The lowest of these suggested a level that year only 30 percent of the current level. Both diminishing forecasts were associated with the perception that economic and technological forces would contribute greatly to cultural homogenization during the last part of the century.

They acknowledged a belief that immigrants and their children would be very quickly assimilated into the mainstream of American culture and values. This conclusion was based upon the anticipated opportunities to participate in economic growth. This would be facilitated by both the shrinkage of the traditional workforce and the widespread communication of information. In essence, no racial or ethnic group can be seen as immune from the communication of values or employment opportunities.

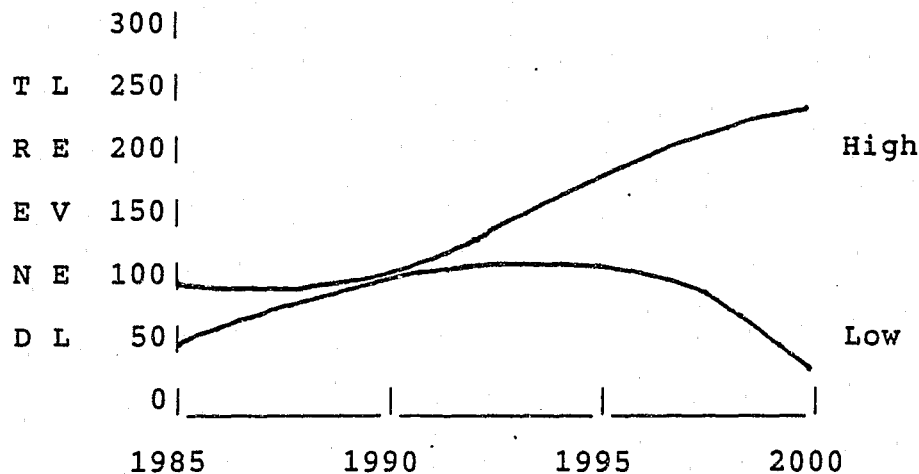


Figure 6: T2 Forecast Range

T3 Educational Achievement: The group saw this trend declining gradually throughout the period examined, falling 10 percent in the next five years. They forecasted a doubling of the rate of decline in the five years preceding year 2000, reaching a point 70 percent of today's level.

The preferred future involved an immediate, accelerating rise in the trend to the year 2000, reaching a level 80 percent above that of today. Group members felt that advanced educational achievement would be linked with greater ease in managing an environment in which values were very diverse, thus having a positive influence on the central issue. Additionally, they observed that a decrease in drop-out rates for Hispanics and Blacks would increase their representation in the entry-level labor pool.

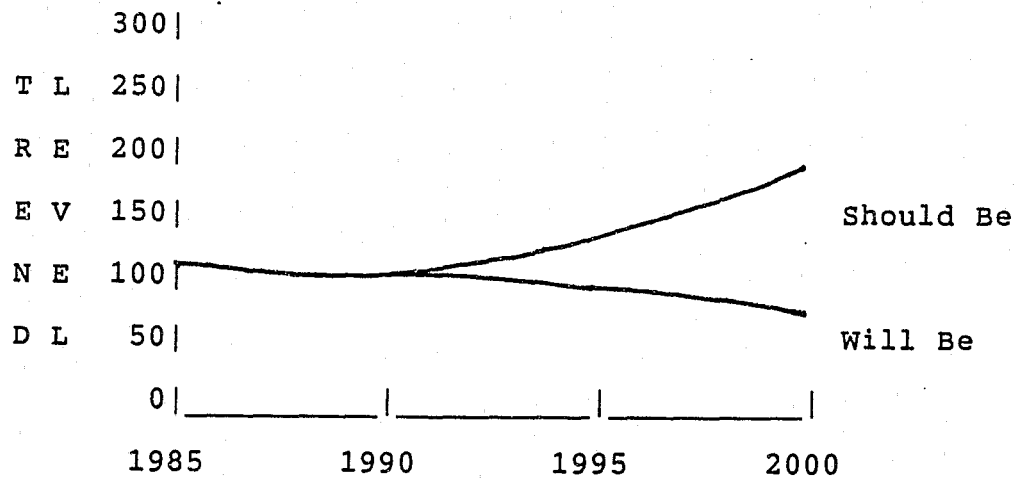


Figure 7: T3 "Will Be"/"Should Be" Forecast

The forecast range was quite small overall with none of the group members identifying an increase in the year 2000. One member did forecast a slight (20%) increase by 1995 but envisioned a decline thereafter and a return to today's level. The group was unanimous in forecasting this trend's decline during the final five years of the decade; they differed only in the total level of decline.

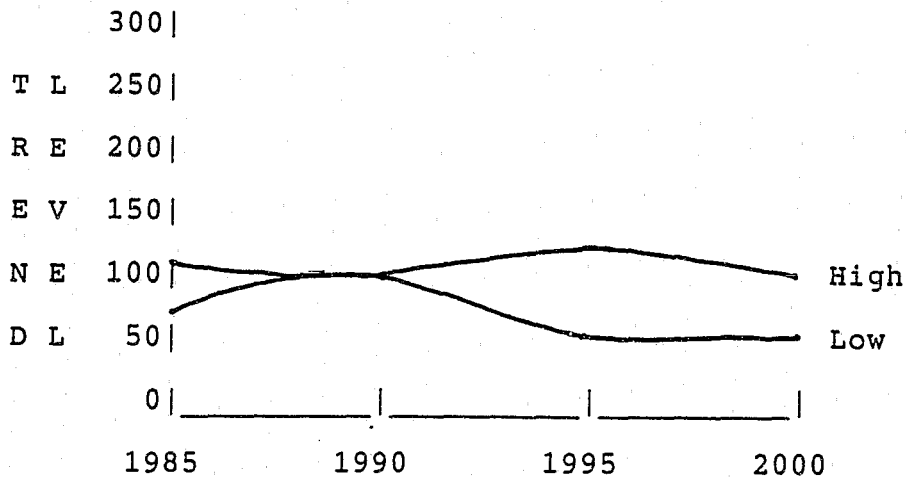


Figure 8: T3 Forecast Range

T4 Family Structure: As defined, this trend reflects changes away from the traditional, nuclear family of the twentieth century. The trend also suggests a decline in the family's support systems normally associated with the formation of traditional, conservative values. The group saw a gradual but increasing level of change from the present through the year 2000. The level ten years from now was forecasted 40 percent above that of today. The group rejected the notion that AIDS would have a lasting influence on reversing this trend.

The group preferred that this trend should begin to decline, falling 25 percent by 1995 and an additional 25 percent by the year 2000. The discussion of this issue made it quite clear that there was an expectation of a reduction in a series of coping mechanisms that aid an individual in dealing with others displaying diverse values. Referred to in particular are stable role models, exposure to moral and religious standards, and consistent sources of education and affection.

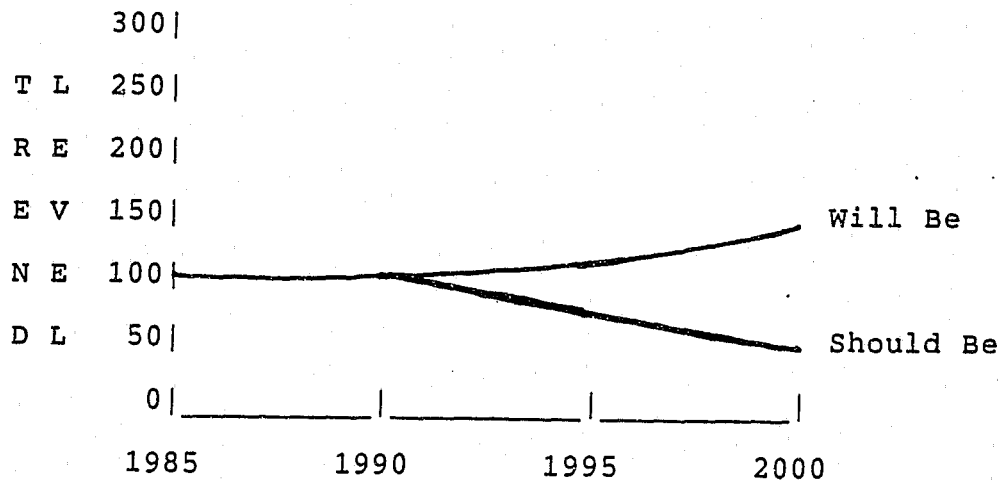


Figure 9: T4 "Will Be"/"Should Be" Forecast

Historical perspectives on family structure ranged from nearly no change in the past five years to a decline of 50 percent in the trend level; however, most of the group saw no change. In the future only one group member forecasted a decline in the trend so that, in spite of a low score of 60, the median remained very near the

single highest rating (150) for the year 2000.

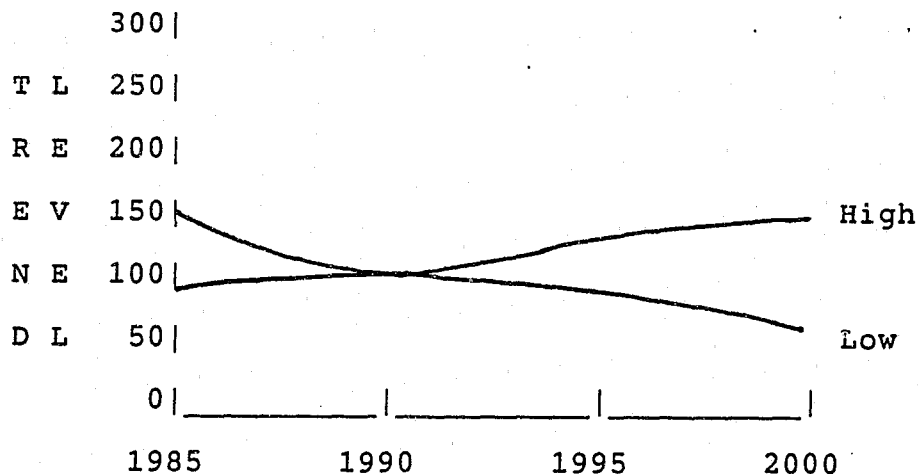


Figure 10: T4 Forecast Range

T5 Cost of Housing: This trend was broadly defined to include all housing costs compared to police officer compensation. It was forecasted to accelerate its historical climb and to reach a 1995 level 50 percent greater than today's. Thereafter, the trend's upward climb was seen to decrease. However, this rise was more rapid than in recent experience. By the end of the century, the level was forecasted to be 70 percent above today's level.

The group's "should be" forecast was essentially a continuation of the very gradual increase of the past five years (10%), with a 20 percent increase by the year 2000. Group discussion highlighted the tendency for entry-level officers to be unable to afford housing in the communities where they work. This results in placing their residency and off-duty community involvement away from the center of their employment. The group suggested that such situations contributed to declines in employee commitment. This problem will only be exacerbated by the forecasted gap between a major expense, such as housing, and total compensation.

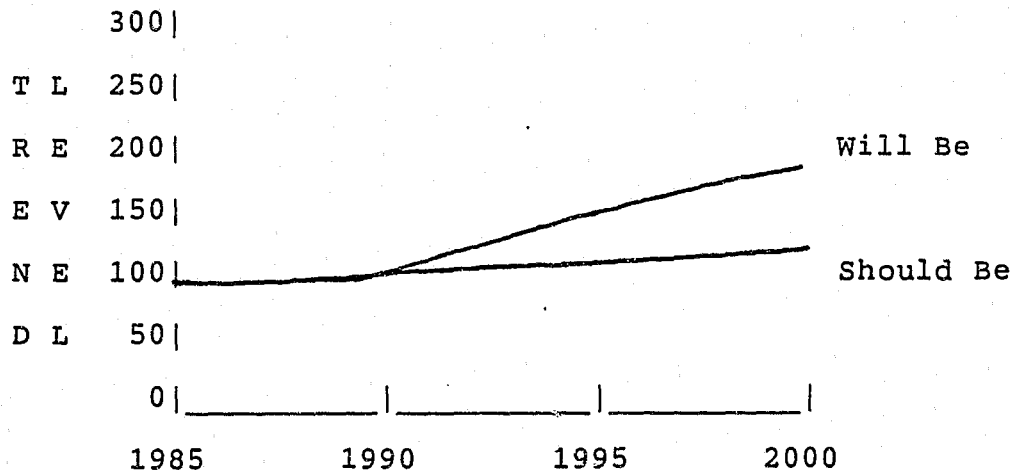


Figure 11: T5 "Will Be"/"Should Be" Forecast

As with the forecasts of Cultural Diversity, the group's scores for the level of housing costs were tightly grouped for 1985. They began to range greatly as the year 2000 approached. Again, most group members anticipated a significant rise in the trend for that year (the highest score being 275%). In an opposing opinion, several believed that the trend would take a downward turn, reaching as low as 60 percent of today's level. Much of this range results from uncertainty about the future of economic conditions. However, part of the explanation for decreasing scores rests in a conviction that police officer compensation will climb.

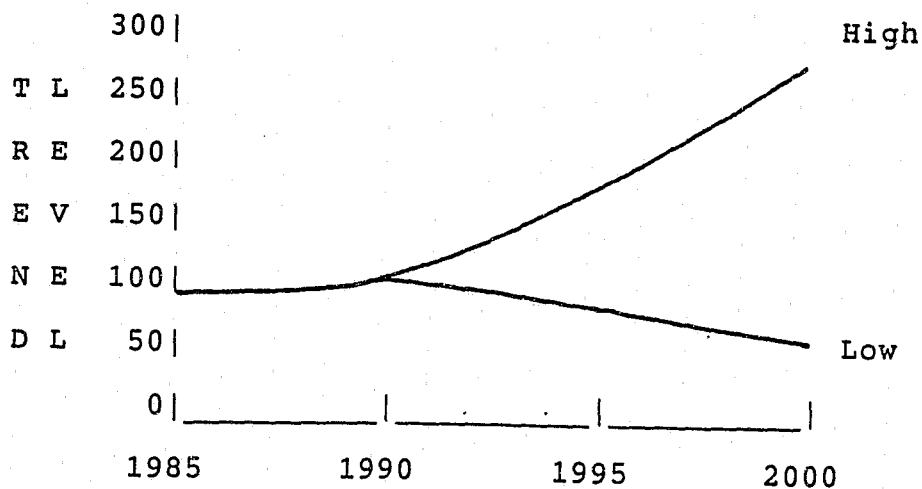


Figure 12: T5 Forecast Range

T6 Age Diversity: The forecasting group determined a constant but gradual rise in age diversity, increasing 10 percent since 1985 and continuing to grow by 1995 to 110 percent and by 2000 to 120 percent of today's level.

The group's expectations and their "should be" forecast were only slightly different. Overall, they reported preferring a slightly greater degree (140%) of age diversity compared to today's level.

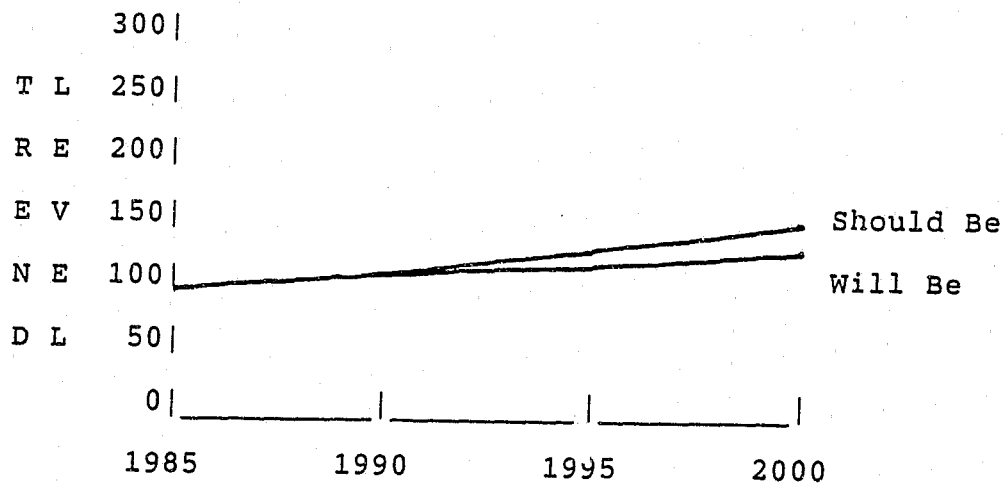


Figure 13: T6 "Will Be"/"Should Be" Forecast

The range of forecasts of age diversity indicates some disagreement among group members. Most saw very little increase in the trend level since 1985. In contrast, one member felt the rise had been significant (50%). Looking forward, all but one member agreed on the trend's rise continuing to the end of the decade. They did not agree, however, on the degree of increase in the trend; the highest of their forecasts was 200 percent. Discussion illustrated the common points of consensus shaping this trend: the availability of more mature workers due to an aging population, displaced workers from other fields including military and defense industries, and second careers.

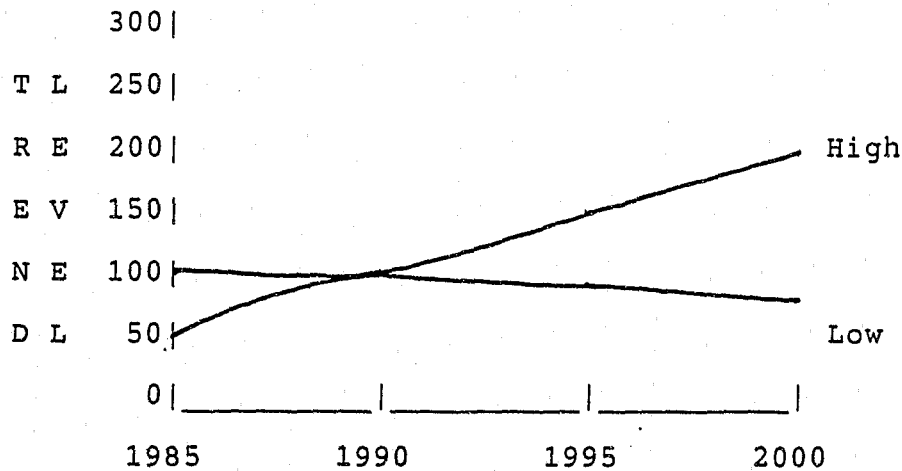


Figure 14: T6 Forecast Range

T7 Technology: Among the listed set of important trends, but with the fewest votes, was the area of technology. It was seen to have increased 20 percent since 1985. It was also forecasted to rise an additional 30 percent by 1995 and to reach a level twice that of today by the year 2000.

The group's forecast of what should be this trend's level in the future was nearly identical with the "will be" forecast and agreed completely in the year 2000. Overall, forecasters agreed that new technology should transform police officer job descriptions and requirements. They anticipated altered needs to use force and expected increased specialization that would distance individual officers from others in the organization and within the community. They further expected a resulting increase in civilian technicians that would limit the role of police officers. Not the least of the expected technological impacts on value diversity was the communication of information of historic importance: the global distribution of knowledge of social and political change.

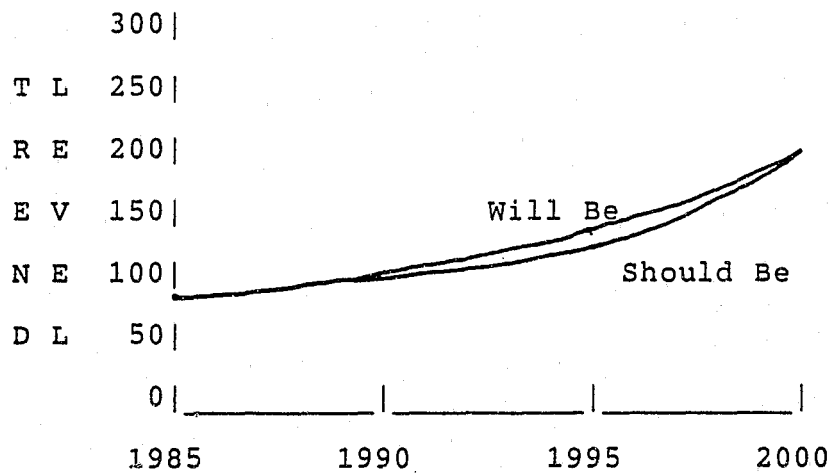


Figure 15: T7 "Will Be"/"Should Be" Forecast

Regardless of a range of scores that began small for 1985 and increased through the period to the year 2000, all forecasting group members agreed that the trend would grow substantially. However, there was considerable disagreement on this issue by the year 2000. In that year the highest score was 300 percent of today's level; the lowest, 170 percent. Within that range the scores were evenly distributed and represented significant agreement on this trend's direction, if not its precise increase.

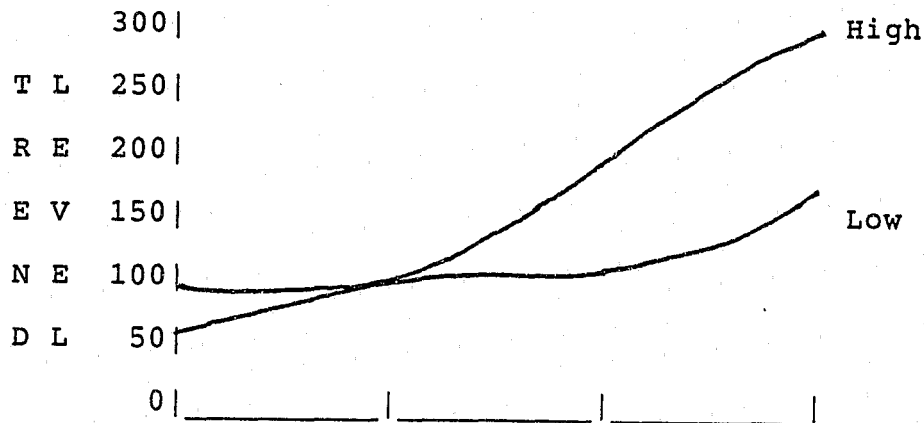


Figure 16: T7 Forecast Range

Events

The forecasting group next completed event evaluation forms to estimate probabilities for each selected event. They initially postulated the year in which each event's probability of occurring first exceeded zero and then forecasted cumulative probabilities of occurrence by 1995 and 2000. Finally, they recorded the positive or negative impact of each event's occurrence upon the issue question. The group's median forecasts are charted and analyzed below.

Event Statement	Probability			Impact on The Issue If Event Occurred	
	First Exceeds Zero	5 Yrs From Now	10 Yrs From Now	Positive 0-10	Negative 0-10
E1 Value Recognition	1990	60	100	9	
E2 Affirmative Action	1994	20	80	6	4
E3 Drug Decrim.	1996	0	65		6
E4 Regionalization	1994	30	70	5	6
E5 Police Corps Leg.	1998	0	80	6	
E6 Female Supervision	1994	50	100	8	
E7 Balanced Budget	1994	45	80	9	

Figure 17: Event Evaluation

E1 Value Recognition: Defined as the creation of values statements by twenty-five percent of California police departments, this event could first occur in the present year, 1990. Continuing in this optimistic vein, the forecasting group felt the probability of occurrence grew steadily and reached 60 percent by 1995, and was a certainty by the year 2000.

Most forecasts from the group identified 1990 as the year in which probability first exceeded zero. The lowest (and isolated) score suggested 1995 as the earliest possible occurrence: probabilities ranged from 100 percent in 1995 to only 50 percent by the end of the period examined (50% representing the greatest degree of uncertainty of occurrence).

This event was seen to have an extremely positive (9) effect on the issue area. The group felt that departments with values statements would be more sensitive to both community and employees and better able to integrate the needs of both.

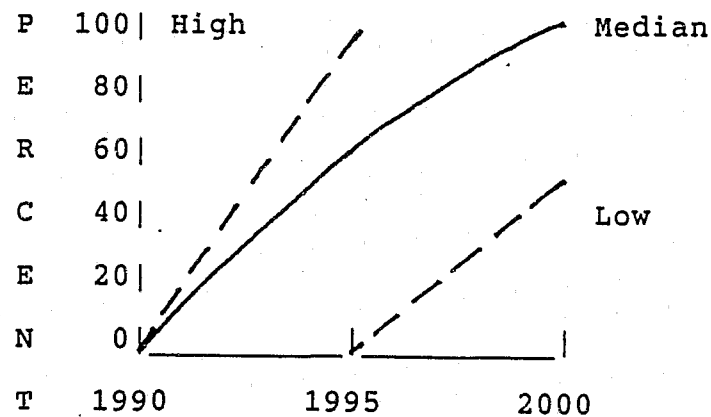


Figure 18: E1 Value Recognition - Cumulative Probability

E2 Affirmative Action: The first year that this event could occur was projected to be 1994. Though it had risen to only 20 percent by 1995, the probability was forecasted to reach 80 percent by the year 2000.

Estimates of first possible occurrence ranged from 1992 to 1995. Probabilities in 1995 spanned from a low of 10 percent to a high of 70 percent. In the year 2000, scores ranged from 15 percent to 90 percent with most grouped near the 80% median.

An affirmative action mandate represented both positive and negative effects on the impact of value diversity in entry-level officers. The positive impact (6) was seen to come from the resulting introduction of new and different cultural perspectives; the negative (4) from lowering of standards to achieve hiring goals.

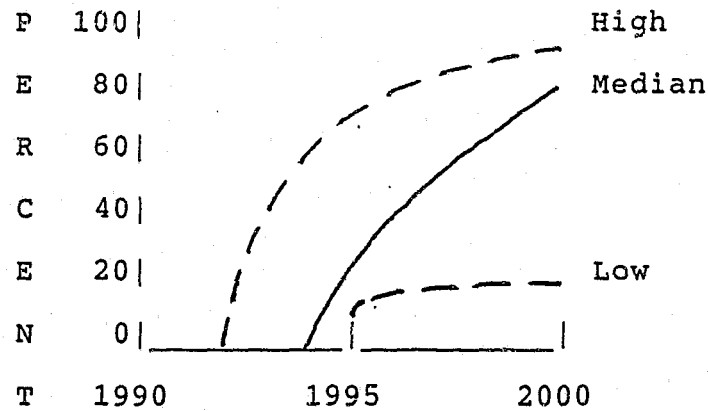


Figure 19: E2 Affirmative Action - Cumulative Probability

E3 Drug Decriminalization: The first year this event could occur was seen to be 1996. The probability of occurrence by the year 2000 grew to 65 percent.

The group forecasted a significant range for the year of first occurrence (1993 to 2000) as well as for probabilities of occurrence in 1995 (0% to 30%) and in 2000 (5% to 100%). While the forecast is based on the group's median score, it would not be accurate to describe this as representing a consensus because of the extreme range of individual responses.

A significant negative impact was described by the group members. They saw this event contributing to an increase in tolerance for drug use in entry-level officers and consequent conflict with more traditional values in the organization.

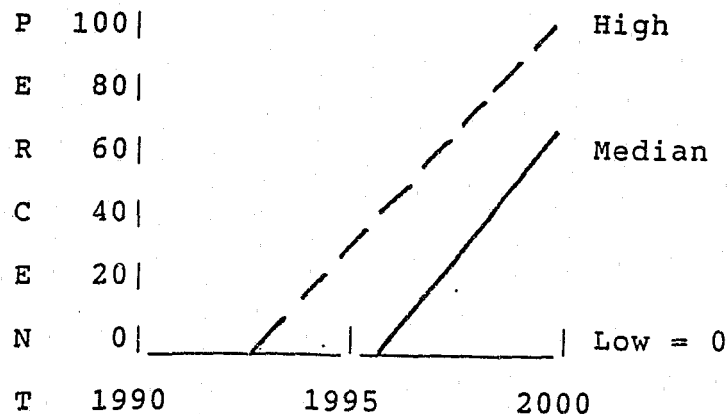


Figure 20: E3 Drug Decriminalization - Cumulative Probability

E4 Regionalization: This event was forecasted to first have a probability of occurring in 1994. By 1995 the probability rose quickly to 30 percent and then assumed a more gradual increase until it reached 70 percent by the year 2000.

Estimates for the year of first occurrence ranged from 1994 to 1998; however, the lowest estimate was widely separated from all others, which were closely grouped at or near 1994. More widely distributed were the scores for probability by 1995 (0% to 60%), and widest of all were forecasts for the year 2000 (5% to 100%).

As with an affirmative action mandate, this event was felt to present both positive and negative impacts. The positive (5) was attributed to the infusion of officers who would otherwise have begun their careers in other communities. The slightly greater negative (6) impact was attributed to a loss of local community control in screening and hiring new employees.

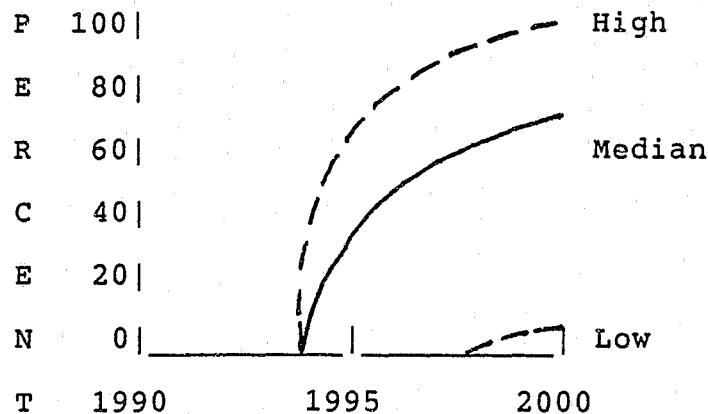


Figure 21: E4 Regionalization - Cumulative Probability

E5 Police Corps Legislation: The forecasting group felt there was no chance of this event occurring until 1998. However, they then foresaw a very rapid increase in probability, reaching 80 percent just two years later in the year 2000.

Estimates for year of first occurrence varied between 1996 and 2000. Even more varied were probability estimates for the year 2000 (0% to 100%). Nonetheless, most forecasts for that year were grouped high, resulting in the median probability of 80

percent by the end of the period.

The event was perceived to have a significant (6) positive effect on the issue area as the forecasting group expected it to attract many qualified candidates who would not otherwise have applied without the legislative requirement for public service.

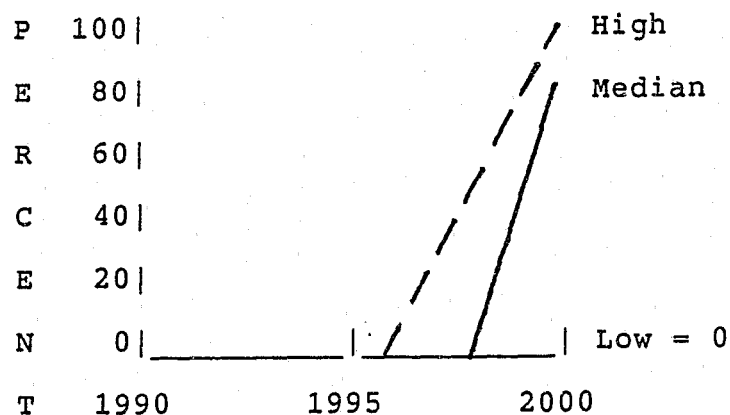


Figure 22: E5 Police Corps Legislation - Cumulative Probability

E6 Female Supervisors: Defined as a thirty percent increase in women at or above the rank of sergeant, this event could first occur in 1994, with its probability increasing rapidly to 50 percent in the following year. From this most uncertain level of probability, there was an increase by the year 2000 to 100 percent.

Estimates of first year of occurrence were closely spread over a four-year period between 1992 and 1996. The range of probabilities, however, was very wide: the highest estimate reached 100 percent probability by the year 1995 and the lowest, 20 percent by the year 2000. The very lowest forecast was isolated and did not significantly affect the median.

The event was seen to contribute very positively (8) to the issue area with no negative implications.

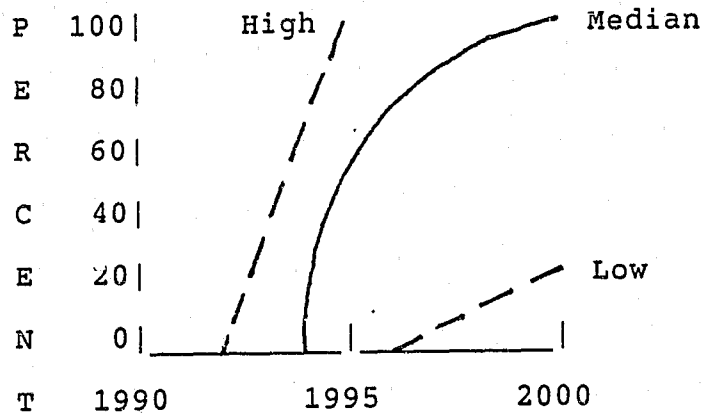


Figure 23: E6 Female Supervisors - Cumulative Probability

E7 Balanced Federal Budget: 1994 was forecasted to be the year in which this event could first occur. Its probability thereafter was seen to grow quickly to 45 percent in 1995 and reached 80 percent by 2000.

The range of scores for first occurrence was significant, but it should be understood that the single extreme estimate of the year 2000 was well separated from the majority whose median was 1994. Likewise, forecasts of probability through the end of the decade were fairly close, except for one of 0 percent in that final year.

Extreme benefit (9) was anticipated from this event as the forecasting group expected displaced military and defense-industry workers (many of whom would be mature and well educated) to thereafter enter the labor pool.

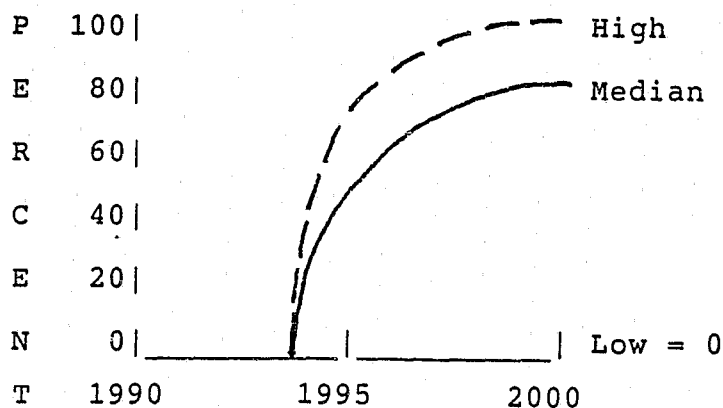


Figure 24: E7 Balanced Federal Budget - Cumulative Probability

CROSS-IMPACT ANALYSIS

Further forecasting took place in the form of cross-impact analysis. In short, this technique involved a group of nine command college colleagues providing assessments of how specific events positively or negatively influenced trends and the probability of other events occurring by the year 2000. Individual values in the following chart represent median group scores. These assessments also impacted the year in which events might be forecasted to take place (assuming that each event occurred at a specific, forecasted probability below 100 percent). Additionally, the analysis graphically demonstrated how the level of each trend could be changed by the occurrence of specific events. Of equal importance, "cross-impacting" revealed which events were "actors" (influencing many other events and trends) and which trends and events were "reactors" (most influenced by other events), thus helping to begin the process of targeting policy considerations on those events that are most influential.

Probability (%) By Year 2000.	100	80	65	70	80	100	80									
	V a l u e R e	A f f i r m A	D r u g D e c	R e g i o n a l C	P o l i c e C	F e m a l e S	B a l a n c e E	S e l f T	C u l t D i v	E d u c A c h	F a m i l y S	H o u s e C	A g e D i v e	T e c h n o l o o	#	Hits
If Below Event Occurred First, Effect On >>>>	E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7		
E1 Values Rec.		-5				+30		-5	+30				+35			5**
E2 Affirm. Act.	+40			+15	+20	+40		-10	+70	-50						7**
E3 Drug Decrim.	+10					+10	+25		-45	+35						5**
E4 Regionaliz.	+15	-5				+10			+25							4**
E5 Police Corps	+45	-15		-10		+50	-20	-10	+50				+25			8**
E6 Female Supv.	+25	-5							-5							3
E7 Balance Bud.			-30		-25					+35		-10	+40	+20		6**
# Hits	5*	4*	1	2	2	4*	2	4*	5*	3*	1	1	3*	1		
* = Reactors>																

** = Actors

Figure 25: Cross-Impact Matrix

Actors

Five events were identified as "actors." They were so described because, with the assumption that the event had actually occurred, each had a significant number of either positive or negative impacts (hits) upon other events or trends. Below, events are discussed in rank order by number of hits.

E5 Police Corps Legislation (8 hits): This was a very positive event; it increased (+45) the probability of values recognition (E1) by California police departments, diminished slightly (-15) the probability of an affirmative action mandate (E2), and

lessened (-10) the likelihood of county regionalization (E4). It dramatically elevated (+50) the probability that the number of female supervisors would increase (E6) and moderately lowered (-20) the probability of a balanced federal budget (E7). The event reduced slightly (-10) the emphasis on individual versus societal interests (T1) and significantly boosted (+50) cultural diversity (T2). Finally, this legislation was seen to bring about a rise (+25) in age diversity among entry-level police officers (T6).

E2 Affirmative Action Mandate (7 hits): This event had a mix of positive and negative effects. It was seen to significantly raise (+40) the probability of values recognition (E1) and to slightly elevate (+15) county regionalization (E4). It also improved (+20) the probability of police corps legislation (E5) while greatly elevating (+40) the probability that female supervisors should increase (E6). In impacting trends, this event caused only a slight reduction (-10) of interest in self (T1) but a major increase (+70) in cultural diversity (T2). Among the negative consequences of this event's occurrence was the diminishing (-50) of educational achievement (T3) among entry-level officers.

E7 Balanced Federal Budget (6 hits): The occurrence of this event provided some very positive effects; it markedly lowered (-30) the probability of drug decriminalization (E3), decreased (-25) the likelihood of police corps legislation (E5), and significantly enhanced (+35) educational achievement (T3). At the same time, it slightly lowered (-10) the cost of housing (T6) and greatly raised (+40) age diversity (T6). Lastly, balancing the federal budget was seen to increase (+20) technological development (T7).

E1 Values Recognition (5 hits): This event was seen as wholly positive. Its occurrence brought about a very slight (-5) reduction in the probability of an affirmative action mandate (E2) and an improvement (+30) in the probability of growth in the number of female supervisors (E6). Values recognition very slightly

diminished (-5) focus on self (T1) but more significantly elevated (+30) cultural diversity (T2). Finally, the event boosted (+35) age diversity among entry-level officers (T6).

E3 Drug Decriminalization (5 hits): The decriminalization of personal possession of cocaine and marijuana was a largely negative event. It provided some stimulation (+10) to the probabilities of both values recognition (E1) and a balanced federal budget (E7). Additionally, it elevated (+25) the emphasis on self (T1), greatly reduced (-45) educational achievement (T3), and accelerated (+35) the shift from a traditional family structure (T4).

Reactors

Three events and four trends were identified as "reactors"—so called because they were significantly influenced by specific occurrences. The subsequent changes in event probabilities and trend levels are discussed below. They are listed in rank order for each reactor by number of hits. Dotted lines define new probability contours and trend levels caused by cross impact.

E1 Values Recognition (5 hits): An affirmative action mandate (E2), which could first occur in 1994, brought about a significant (+40) rise in this event's probability. Drug decriminalization (E3) brought an increase (+10) starting in 1996, and regionalization (E4) further elevated (+15) the trend starting in 1994. Police corps legislation (E5) further raised (+45) probability of occurrence beginning in 1998. Finally, the increase in female supervision (E6) began a 25 percent rise in probability in 1994. Cross-impacted probability, then, first exceeds zero in 1990, climbs steadily to 50 percent by 1994, then accelerates to 100 percent by 1995.

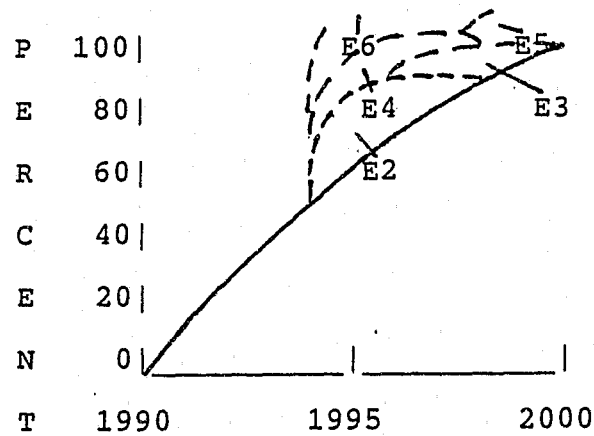


Figure 26: E1 Values Recognition - Cross-Impact

E2 Affirmative Action Mandate (4 hits): Values recognition (E1), which could first occur this year, and county regionalization (E4) caused an insignificant (-5) drop in this event's probability. Police corps legislation (E5) shifted probability down (-15) beginning in 1998, and female supervision (E6) lowered (-50) probability from 1994.

As a result, cross-impacted probability first exceeds zero in 1994 but climbs very slowly through 10 percent probability in 1996 to 40 percent in 1997 when it moderates and reaches only 70 percent by the year 2000.

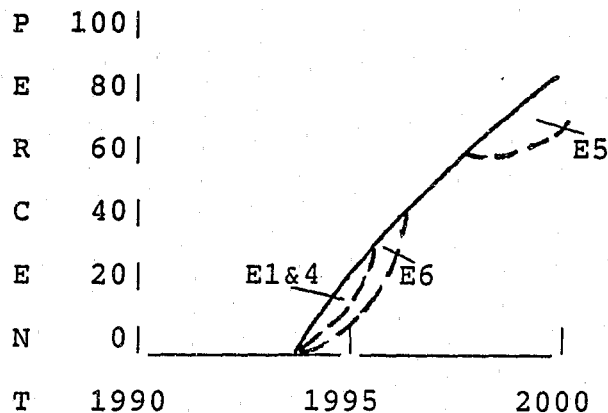


Figure 27: E2 Affirmative Action Mandate - Cross-Impact

E6 Female Supervision (4 hits): Values recognition (E1) caused a rise (+30) in this event's probability, while mandated affirmative action (E2) caused an additional increase (+40) starting in 1994. The remaining hits by regionalization (E4) and police corps legislation (E5), though significant (+10 and +50), were not relevant to the graph because of their late forecasted times of occurrence.

Cross-impacted probability, therefore, first exceeds zero in 1994, whereupon it climbs immediately to 100 percent by 1995.

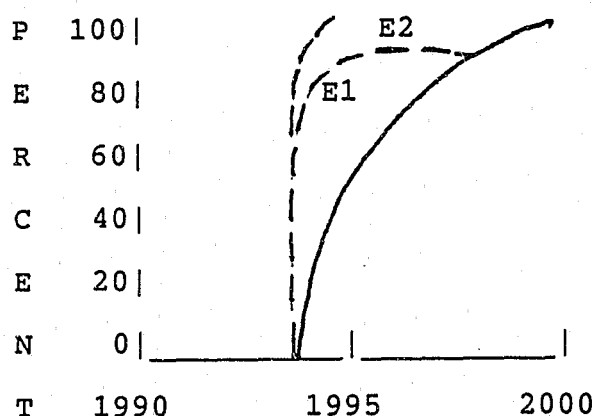


Figure 28: E6 Female Supervision - Cross-Impacted

T1 Self (4 hits): Beginning in 1990, values recognition (E1) caused a reduction (-5) in the trend, followed by further reduction (-10) by affirmative action (E2) in 1994. Thereafter, drug decriminalization (E3) brought about an upswing (+25), followed by a downturn (-10) caused by police corps legislation (E5).

The resulting cross-impacted trend remains nearly flat from the present through 1994, then begins an increase that accelerates through 1996 and that peaks at 160 in 1998. A gradual decline follows and concludes the decade at a level of 150.

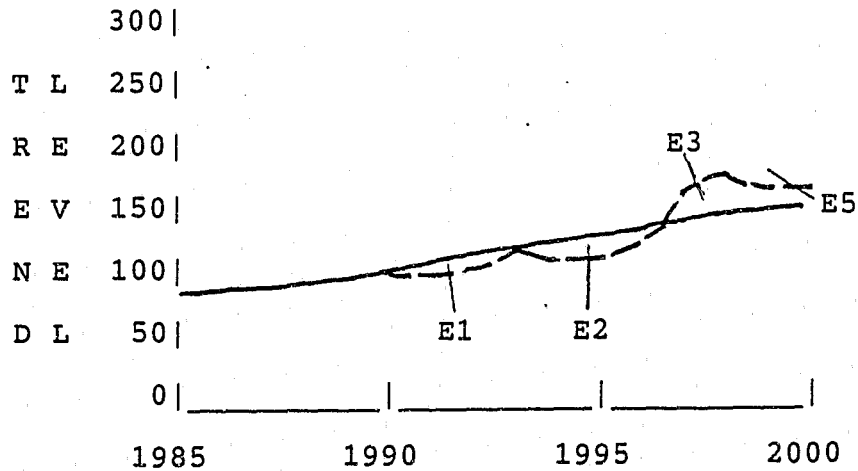


Figure 29: T1 Self - Cross-Impacted

T2 Cultural Diversity (5 hits): Values recognition (E1) elevated (+30) this trend starting in 1990 and was followed by a major rise (+70) driven by affirmative action (E2) beginning in 1994. Regionalization (E4) added (+25) to the trend from that same year, and police corps legislation (E5) prompted a rise (+50) beginning in 1998. One final, less significant impact (-5) came from female supervision (E6).

This trend, adjusted for cross impact of occurring events, begins a more abrupt climb from the present and reaches a level of 135 in 1994 when a dramatic increase takes place, raising the trend's level rapidly to 275 by the year 2000.

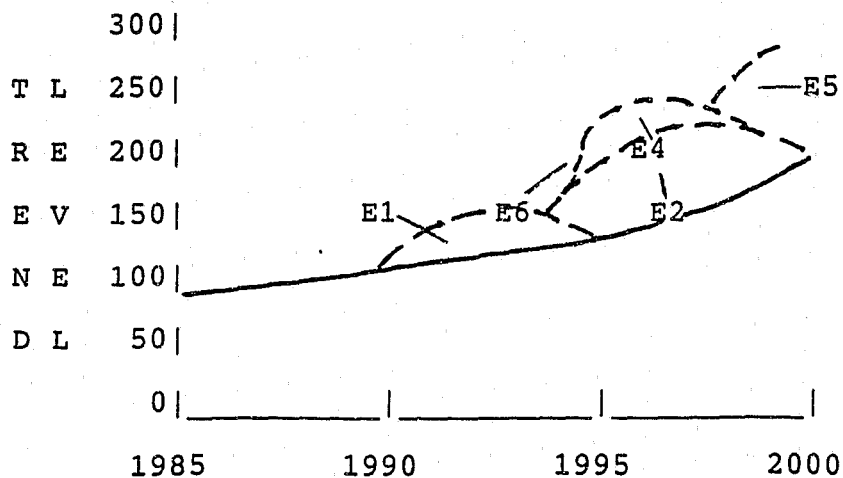


Figure 30: T2 Cultural Diversity - Cross-Impacted

T3 Educational Achievement (3 hits): Mandated affirmative action (E2) had a dramatic effect in lowering (-50) this trend beginning in 1994. Less severe but also driving the trend down further (-45) was drug decriminalization (E3) in 1996. The final impact—this time positive (+35)—came in 1994 from the balanced federal budget (E7).

Impacted by the occurrence of other events, educational achievement continues its gradual decline through 1995 when the rush downward falls to 25 percent of today's level in 1997 and finally to 15 percent by the year 2000.

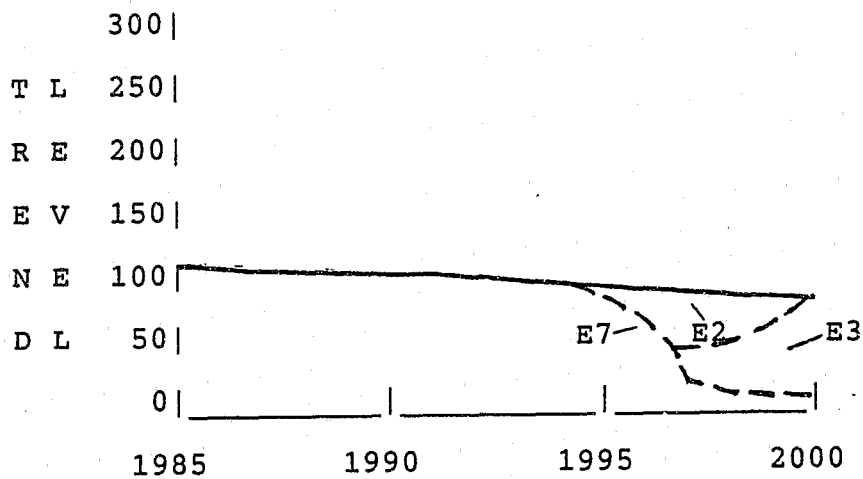


Figure 31: T3 Educational Achievement - Cross-Impacted

T6 Age Diversity (3 hits): This final reactor trend was enhanced (+35) by value recognition (E1), further boosted (+25) in 1998 by police corps legislation (E5), and raised (+40) in 1994 by a balanced federal budget (E7).

Adjusted for impact by these occurring events, age diversity increased quickly from 1990, climbed to 125 percent of today's level by 1993, 160 percent by 1997, and then tapered off to 150 percent by the year 2000.

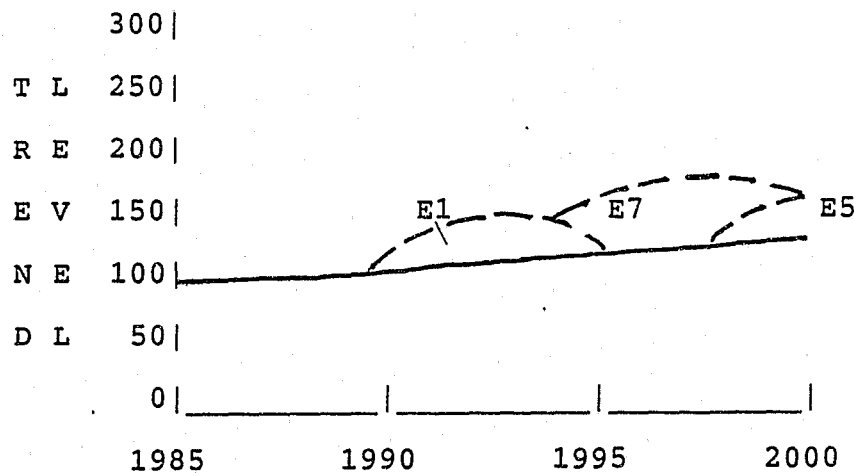


Figure 32: T6 Age Diversity - Cross-Impact

SCENARIOS

No analysis of factors contributing to the shape of a future world would be complete without some pictorial representation of alternative futures. Those pictures, or snapshots, of possible futures are known as scenarios and, as with all pictorial representations, are greatly dependent upon the unique perspective of each. The perspective of a given scenario is determined by the assumptions made about the future: different assumptions, different picture. In each of the following scenarios, one possible future for the issue area is constructed, relying upon data generated by the NGT and by forecasting and cross-impact analysis. Assisted by the writer's own imagination, these data are woven together along with information developed in the scanning and interview processes. These scenarios represent, more than anything else, both the dangers and the opportunities that lie ahead. Furthermore, they illustrate the need to design broad strategies based upon specific policies intended to mitigate the impact of futures perceived as negative and to help make happen those aspects of the future perceived to be beneficial in managing value diversity.

Nominal Scenario

The Nominal Future Scenario is a narrative describing what is most likely in the year 2000. It is based upon the forecasting group's "will be" trend projections without benefit of the occurrence of any of the forecasted events or the implementation of policies. It is, essentially, surprise free: past and present trends continue as expected to a plausible end state.

May, 2000:

The people have changed and so has the police officer's job. Unfortunately, many of the changes have emphasized differences—differences that have led to conflict. Police managers and senior line-personnel generally reflect the traditional values of the 1970's and are hard pressed to deal with the values of young men and women now entering law enforcement. Newly hired officers are very independent. Many are unmarried and frequently unattached, having come from homes with single or divorced parents. They are highly mobile and feel little commitment to specific agencies or communities. A survey completed earlier this year indicates that only 18 percent of all police officers in the state reside in the communities they serve and that the average length of service with a given agency is down to three years. Officers complain that they couldn't afford to live in more affluent communities where they work even if they wanted to (63 percent don't want to, according to the same survey).

Managers see a work ethic diminished by preoccupation with leisure and materialism. They note that discipline for minor violations of rules and work standards seems to be increasing along with complaints from citizens that officers often don't seem to care about their problems. Young officers are vocal about inflexible, hierarchical managers who resist sharing power and authority to define job descriptions. So independent and vocal is this group that POAs file grievances on

many administrative decisions and formally appeal nearly all disciplinary actions. These adversarial relationships have gone beyond the bounds of organizations as POAs often take their complaints directly to city managers, councils, or to the media. When differences cannot be resolved, strikes are not unheard of and have occurred four times in the past year in California cities with populations over 100,000.

Women comprise 60 percent of the state's workforce, and over one half of the population is Hispanic, making it difficult for police managers to deal with the value systems of these groups. Officer associations representing a single gender, race or ethnic group are commonplace.

Developments in technology have driven police departments toward specialization and, therefore, toward compartmentalization. Computers are the tools of officer-technicians who are hired to investigate computer crimes that now represent 10 percent of all Part I offenses. Other officers, with less technical and academic backgrounds, use complex scientific aids in investigating other serious offenses, while a separate category of specialists responds to in-progress crimes. Civilians without college training generally respond to other calls for service and provide pro-active crime-prevention programs. Unfortunately, the need to employ specialists (hired more for their knowledge than the kind of people they are) has caused selection processes to emphasize technical skills over personal values that are shared in common with employing organizations. The conflicts that frequently result contribute to shortened employment periods and high turnover rates.

Most departments today emphasize the recruiting of more mature candidates, offering second careers to men and women from thirty-five to forty-five years of age. These people are targeted as a group with good basic educations, transferable skills, interests beyond their own needs, and considerable community commitment; therefore, they are expected to remain productive and stay on the job significantly

longer than the present three-year average.

Society and its laws are more complex than ever before. Young officers are often seen to have little life experience; they bring with them parental values and are now just testing those and developing their own. They frequently find themselves in gray areas in which they have great difficulty determining the appropriate course—especially for those whose parents are immigrants and who are, to some extent, living in two different worlds. In response to this issue, the California Commission on Peace Officer Standards and Training (POST) plans to expand its emphasis on cultural aspects of values and ethics at all training levels.

Awareness of values issues in the law enforcement profession is growing, yet various values systems are not well integrated within individual organizations. Only ten percent of California departments have value statements, and fewer yet have made real attempts to help employees better understand their own values, those of the organization, or where the two may lack compatibility.

Normative Scenario

The Normative Future Scenario concentrates on and expands the "should be" trend forecasts. It does so by jumping forward to a future period to describe how key stakeholders think, feel and behave in that environment and by showing that this future may be more desirable and attainable than is now generally thought. The perspective is that of a recently hired police officer communicating with his parents.

April 14, 2000 — Bay City, CA, USA:

It is with pride and much joy that I write today to tell you I have finally completed the police academy, technical lab training at the police department and begin working Monday. Because of my graduate training, the classes were challenging mostly because of the many idiomatic expressions that are part of police work here; they gave me and a couple of others some trouble until several of the older students

who had been with Lockheed began to study with us. Their computer skills improved, and I understood more of what the instructors were saying! Thank goodness those women cared enough to help. Actually, I've been quite impressed with those in the class who are my own age. They have all worked very hard, are sober and serious--giving much of their own time to assist each other--not at all like the youth we used to see in old American movies! It seems that I am also one of the few who is not married.

Anyway, I'll be working in the electronic theft/fraud unit as part of the liaison with state and federal agencies as well as with Interpol. Who would have thought ten years ago that a young immigrant--not yet a U.S. citizen--would someday have the career opportunity I now have? I guess without all of our advanced technology, it would not have been so; the means to commit today's crimes would not exist, and the services of one such as I would not be required.

I must tell you a little bit about the organization here. For one thing, they are very clear about what it is they are all about and what is most important to them, including what they expect of me. I thought it curious during my pre-employment interview how they probed so about my own personal values, but I now know why that was. I like their concern for the community and the way they invite input from community members (who are also pleased from what I have seen at several neighborhood meetings). Can you imagine the Peoples' Army asking for our assessment of their services in the 1980's? At any rate, they seem to care about the quality of their work and the well-being of the employees, too.

Housing costs are very high--you can't imagine how expensive even a small house is. But even so, they have found ways to help us avoid long commutes and live in the community (and that is very important to the department). I am staying in the police quarters (really small, shared apartments), but next week I have an appointment in

the finance department to discuss the city's equity-sharing program that would allow even me to purchase a home. Just think of it—a home here.... Like many in my class, I believe I will be very happy here. How things will change and progress, I don't know. Promotions may come, but we will see about that—turnover is low and most leave only at retirement age.

I hope you can share in my enthusiasm for the career ahead, and I hope you approve of my choice. I am well and have made some wonderful friends here. In fact, I'm having dinner Tuesday with the Sandovals (Ernesto is a sergeant who supervises a patrol team) after I help him coach his son's soccer league. They have even asked me to go with them to an Easter sunrise service tomorrow.

I must sign off now but look forward to your next video call.

Your loving son.

Hypothetical Scenario

The Hypothetical Future Scenario integrates a set of previously forecasted trends and events by first assuming that each forecasted event actually occurs at a level of probability below 100 percent; in this case at a 30 percent probability to reflect a "turbulent" future. Thus, the probability of a particular event must be forecasted at 30 percent at least in order for it to occur. Second, the scenario explores the future interrelationships of the trends and events resulting from the occurrence and interaction of these events.

April, 2000 – Bay City, CA:

As Sergeant Carol Edwards approached the police department building that morning, familiar sights and sounds cued the memories of events long past, and they flooded into her conscious thoughts—events that had shaped her life over the last twenty-five years. Those years had been full and had given real meaning to Carol's life. Yet the years had taken their toll, for as she gave everything of herself to her

work, even more had been demanded. Though she didn't feel responsible, she wasn't proud that she was twice divorced, estranged from her only child, and troubled by the cumulative effects of stress. No, they had not been especially easy years, but she felt good about her accomplishments. And this was the last day. Snapping back to the present, she reminded herself that she couldn't keep the Chief waiting; he took exit interviews seriously with all retirees--scarce as they were these days.

He stood as she entered his office and seated herself in a comfortable chair. She had helped with the committee that identified the department's values eight years ago and felt at ease with the Chief; she felt she knew him as well as she knew anyone in the department. When the chatter between them waned, Chief Ortega (Gus) smiled and said, "We've come a long way together, haven't we, Carol?" More an observation than a question, this took the veteran sergeant back to her earlier musings.

The first female officer in the old department's history, she was but one of many in 1994 when two women were promoted to lieutenant and another to captain. That was the year before county agencies were regionalized to save resources and to properly address problems that extended beyond any one city's boundaries. Though I've worn them for five years, she thought, I'll never get used to the new patches and badges. Maybe I'll never get used to the new officers either--the ones we inherited during the consolidation and the ones who have come on since. She actually thought of some of them as transient officers: here today, gone tomorrow--some to have children, some to change jobs.

"I was just thinking," she said quietly to Gus, "how different our job applicants are now than in the past. Why, many of them are just plain illiterate! Thank goodness for the retreads pushed out of declining defense industries and the military. At least they can write a decent report! We've done pretty well in maintaining standards while meeting the affirmative action mandate from four years ago, but with this new

police corps business in '98, we've gotten more than our share of round pegs for the square holes.

"Not that most can't make a go of it, but it's so damned hard for those who don't really want what we have to offer. What I mean by that is, what's important to the community and to the department isn't important to them. Those are the ones who are in trouble — and there are more of them now than ever before!

"We want officers who will live here, stick around, who care and get involved; and they want to know what's in it for them. We want team players who can work productively with others of diverse backgrounds, and they want to decide the rules and are truly effective only with people like themselves. And they're just as distanced from older recruits as they are from people like me.

"I can't help but think of the guy who was my Training Officer when I started. He was everything the department expected then. But that was twenty-five years ago. As the department changed, his performance went downhill, but none of us really knew why—including him. Well, he woke up recently to realize how uncomfortable he was with the people and the department. He also realized how unchanged he was since the day he started. His values are the same today as they were then. It's just too bad his awakening came too late.

"But then, maybe I'm part of the problem—'cause I don't really understand and embrace all the diverse values I see out there, myself. I never thought I'd have to work with people who felt doing cocaine was no different than having a beer after work. Progress according to the 'Crime Bill of 1997!'"

At this point, Gus leaned forward, looked directly at Carol and said pointedly, "That's all pretty gloomy. You must feel hopeful about something."

She sat back and smiled. "I was just complaining about them, but I really do feel good about the potential of people in this organization. Lord knows we're all

different—more so than ever. But in many ways that's our strength; it enables us to serve a diverse community. It's just that we haven't learned to use it to our advantage. Gus, I see so many who don't understand the community's values, don't know ours, and may not even know their own. And our actions aren't always consistent with that statement that hangs on the wall, either.

"Diversity is one thing, Gus, and can be good. But what we have goes beyond diversity; we have polarized and incompatible value systems at work here—lots of them thanks to affirmative action, drug decriminalization, and the police corps, just to name a few! These things aren't necessarily bad in themselves, but we haven't managed to keep up with their effects, and when that happens, we start losing people—losing them to burn-out, frustration and discipline."

"Tell me," Gus said, "if you were my consultant, how would you advise me to proceed?"

Without hesitating, Carol replied, "You can't change the past, but you can make values the priority for the future. Do that and you can see more successful officers and a department that delivers better services."

"We're going to have to talk more about this, Carol"; the Chief suggested, "have you got some free time?"

POLICY CONSIDERATIONS

After viewing the "snapshots" of possible futures in the previous scenarios, it is natural for any reader to identify details in each that would be either included in or excluded from an ideal future. To accomplish such modifications, the author will suggest initial policies for consideration. Following is a discussion of policy alternatives, selection criteria, and policy impacts on the relevant trends and events in the previously discussed Hypothetical Future Scenario. The goal is to clarify how policies, if implemented, would assist in bringing about a desired future and mitigate

an undesirable one and to thereby identify targets for strategic planning.

Policy Alternatives

1. Organizational values are seldom identified. Departments should develop organizational value statements.
2. Value statements should be living documents. Police departments must communicate their values.
3. Awareness of values issues in law enforcement is underdeveloped. POST should develop values training.
4. Future values may be impacted by factors not yet identified. POST should expand training in futures studies.
5. The traditional pool of law enforcement candidates is shrinking. Recruiting alternatives should be explored.
6. Future employee populations will become increasingly diverse and independent. More participative management is needed.
7. Understanding of specific communities is diminished when employees are unable to live and be involved in areas where they serve. Housing assistance alternatives should be explored.
8. An increase in tolerance for drug use in entry-level officers would create conflict. A strong stand against drug decriminalization should be taken.
9. There is a lack of educationally qualified minority candidates. Law enforcement organizations should support innovative approaches to improve education.

Selection Criteria

Not all policies will necessarily prove to have sufficient value to warrant further consideration in later portions of this study. To identify those that have potential, the following questions should evoke positive answers when applied to viable policy alternatives:

1. Are the costs affordable and can they be funded?
2. Is there application to more than one trend or event?
3. Is the policy politically feasible?
4. Is support available from other stakeholders?
5. Would the impact be timely?
6. Is there specific benefit to the people of the community?

Policy Impacts:

The identified policy alternatives all meet the specified selection criteria. Their impacts are examined in the following discussion.

1. Value Statements:

Although a few police departments have identified their values, most have not. In addition to the input of an experienced facilitator, the California Peace Officers' Association's (CPOA) model values statement published in January, 1990, can offer insight into possible processes that would be useful, but generic models or the values of others should not be simply adopted by agencies. Processes must be individualized for specific situations and should include as many employees, representing all work units and ranks, as possible. Once identified, organizational values should be validated through review with community members. They should be re-examined periodically to detect changes and to allow fresh communication to all stakeholders. These stakeholders, both inside and outside the department, will have an interest in checking organizational behaviors for consistency with the stated values.

2. Communicate Values:

Identified values can become part of the pre-employment candidate assessment and psychological examination to better ensure compatibility of personal and organizational values. They should also be incorporated into recruit training, including role playing with Field Training Officers (FTOs). Additionally, all

department trainers should receive special training in organizational values to guarantee that practices taught are consistent with stated values. Finally, continuing communication and re-evaluation of individual and group values should assist in early identification of areas of incompatibility and potential sources of conflict and stress.

3. POST Values Training:

Few police departments possess resources sufficient to create significant quality values training. Except for POST, no other entity is in a position to make available to all California agencies consistent, quality, comprehensive exposure to a wide array of values issues. POST should continue values training in basic academies, supervisory and middle management schools, and the Executive Development Course.

4. POST Training in Futures Studies:

Although it is not well understood, the diversity of present values is generally recognized. Even less is known about how future value systems may impact law enforcement. Futures studies can help suggest what lies ahead and assist in ongoing planning efforts. POST should expand its efforts in providing training in futures studies with the goal of reaching all law enforcement executives in the state.

5. Recruiting Alternatives:

As minority groups grow in size and society grays, the labor pool from which law enforcement agencies will draw changes accordingly. A more diverse population will not only have to provide the labor required to staff police agencies, but also will define (as a group of consumers) its own police service needs. To be entirely responsive to these changed needs, police agencies must find effective means of recruiting greater numbers from these diverse groups.

6. Participative Management:

Police employees are becoming increasingly diverse, independent, and challenging and motivated by self-interest. At the same time, police managers represent less

diverse and more traditional values. Without more participative management, law enforcement organizations will be unable to satisfy the needs of their employees and therefore will not be able to retain them. More than just losing staff, agencies will have lost the benefit of those employees' unique abilities to serve changing communities.

7. Housing Assistance:

Employees will become increasingly mobile, and their tenure with specific employers will become shorter. At the same time, they will usually reside in communities other than those where they serve. By providing housing assistance—such as equity-sharing, low-interest loans, and subsidies—employee involvement in and understanding of the community can be better ensured. Such approaches may help to extend the average term of employment and provide recruiting incentives.

8. Stand Against Drug Decriminalization:

Long responsible for enforcing drug laws, established members of police agencies can be expected to experience significant conflict with entry-level officers who don't share their intolerance for drug use. Since drug decriminalization would likely result in increased use by new personnel, such destructive conflict could be anticipated. State and national law enforcement organizations should be supported in their strong social and political stands against decriminalization of drugs.

9. Innovative Approaches to Improve Education:

Healthy diversity is stifled when there are insufficient numbers of educationally qualified minority candidates. Strategies aimed at reducing drop-out rates for Hispanics and Blacks and at improving the quality of instruction should be encouraged. Police agencies will need to become politically supportive of promising programs and will need to consider providing basic education themselves through sponsored preparation courses or extended academies.

SECTION III: STRATEGIC MANAGEMENT PLAN

SITUATION:

The subject of this strategic plan is a model medium-size, suburban city police department. It is known by the pseudonym "Bay City." Bay City Police Department is a full-service law enforcement agency that serves a population of 100,000. The city itself is a bedroom community and a suburb of the metropolitan San Francisco area. Most residents are white-collar and professional workers who commute to work in the nearby urban area. Reflecting the growth of the entire bay area, commercial office development over the last ten years has raised daytime population in Bay City close to the resident population. Whites comprise 72 percent of the city's population while Hispanics, Blacks and Asians share equally the remaining percentages. The number of minorities of all kinds has increased 10 percent over the past three years; this trend is accelerating. A retirement community of 30,000, which represents a significant, conservative political voice, lies within the city limits.

Officers entering police service do not yet generally reflect the composition of the county's population, but they do demonstrate increasingly diverse values. When compatible with the community's, their values enable them to meet the service expectations of a diverse population. Unfortunately, they frequently conflict with the values of the current employees and department. The results of these conflicts are unsettling to the community.

The objectives of this strategic plan are to isolate critical elements of the hypothetical future scenario, to cause some of those elements to happen, and to prevent others. The plan will define strategies important to managing the central issue of value diversity in law enforcement; however, it should also have broader application to any organization that must hire employees from the same labor

pool and that expects to experience both compatibility and conflict of diverse values systems.

WOTS-UP Analysis:

Fundamental to the situational audit is an analysis of Weaknesses, Opportunities, Threats and Strengths that Underlie Planning (WOTS-UP). This begins the strategic planning process and relates the organization to its environment. Opportunities and threats are external to the model organization and may include previously identified trends and events that influence the organization's ability to respond to the strategic issue. Strengths and weaknesses are internal facts that represent resources or limitations for the organization in achieving its issue-specific objectives.

Opportunities:

1. Increasing cultural diversity will bring greater percentages of people from many ethnic and racial groups into the entry-level labor pool. Diversification within these groups will further enhance the complexity of available job candidates and better enable them to serve a diverse community.
2. Age diversity will also alter entry level labor pools. Younger candidates will be less available while older applicants will be more abundant.
3. An affirmative action mandate would accelerate the diversification of values within the organization and move it more quickly to its end-state.
4. Regionalization of county law enforcement services would allow some customizing of a community's workforce. This would be done by choosing employees from surrounding communities whose cultures and values are fundamentally different or more varied.

5. Police corps legislation would increase the number of qualified candidates who would not otherwise have sought law enforcement employment.
6. A balanced federal budget may result from significant reductions in defense spending. Such reductions would displace workers from other professions, who would qualify for law enforcement careers. Many would be mature and stable and would represent traditional value systems.
7. Organization development consultants with specific expertise in values issues could assist in formulating strategies to manage value diversity and conflict.
8. POST management training can better prepare law enforcement leaders for dealing with values issues.
9. The community's need to receive services from officers whose values are compatible with its own will accelerate the organization's achievement of a preferred future.

Threats:

1. The emphasis on self can result in lowered commitment, lessened sense of responsibility for others, and greater job mobility that would shorten the average length of employment.
2. Cultural diversity and any resulting diversity in the entry-level workforce will undoubtedly increase the potential for conflict between different value systems.
3. Diminished educational achievement, or inadequate preparation for law enforcement work, will exclude many who would otherwise have considerable potential for career success. Given present high dropout rates for Hispanics and Blacks, these groups may continue to be

under-represented in future hiring.

4. The traditional nuclear family of the last century supported values common to many present-day organizations. Different family structures may result in the development of potentially conflicting value systems.
5. Cost of housing may prohibit some new officers from living in their employing communities and can also contribute to job mobility and shortened lengths of service.
6. Technological change can alter the basic role and responsibilities of police officers and may cause increased specialization. Specialty job requirements may then outweigh good person to organization "fit."
7. An affirmative action mandate could result in altered employment standards to meet hiring objectives.
8. Drug decriminalization can increase conflict between the anti-drug values of police organizations and the drug-tolerance values of some entry-level police officer candidates.
9. Competition among law enforcement for police officer applicants will complicate attempts to achieve good person to organization "fit."

Strengths:

1. Bay City's officers are well educated: 70 percent are college graduates, and 15 percent have graduate degrees. They more flexibly adapt to changing conditions.
2. Supervisors are generally competent and value organizational success.
3. Management skills are good; 66 percent of middle managers are Command College graduates.
4. A strong relationship with POST exists. Bay City's chief is heavily involved

in leadership development.

5. Strong community support is evidenced in city council funding of police department programs.

Weaknesses:

1. Lack of a sound strategic plan limits the ability to prepare for future changes.
2. Poor assessment of organizational values limits the ability to understand and manage value diversity.
3. Changes in the nature of law enforcement as well as the requirements for career success are poorly communicated to potential applicants.
4. The previously perceived self-sufficiency of law enforcement hampers the ability to look outside that profession for solutions to problems.
5. Employees whose values become more distant from the organization's may have difficulty coping with growing diversity in the workplace.

Organizational Capability Analysis:

This capability analysis examines the model organization's capacity for change. A survey of a group of six police department employees was conducted. The basis for the selection of this group was their familiarity with values issues and their experience in personnel matters. The responses describe potential capability for successfully coping with policies designed to promote value diversity yet manage conflict in the organization. Assessments of those capabilities are made at several levels within the organization and group medians are illustrated in Figure 33.

1. Top managers are generally seen to have capabilities for change suitable for present needs. They possess positive attitudes and are highly skilled; however, to

better deal with future value diversity, they will need to improve their knowledge specific to the issue of that diversity.

2. The organizational climate supports change. Because values issues are increasing in their sensitivity, greater attention should be directed to rewards and incentives that promote behaviors compatible with diverse values systems. Additionally, participation in decision making should be expanded.

3. Organizational competence should support changing policies, especially with regard to middle management. Line personnel should be closely monitored for their reactions and should be approached early to achieve participation and "buy-in."

Category	Capability				
	1	2	3	4	5
<u>Top Managers</u>					
Mentality/Personality	-----	-----	-----	-----	X
Skills/Talents	-----	-----	-----	X	
Knowledge/Education	-----	-----	-----	X	
<u>Organizational Climate</u>					
Culture/Norms	-----	-----	-----	X	
Rewards/Incentives	-----	-----	X		
Power Structure	-----	-----	X		
<u>Organizational Competence</u>					
Structure	-----	-----	-----	X	
Resources	-----	-----	-----	X	
Middle Management	-----	-----	-----	X	
Line Personnel	-----	-----	-----	X	
5 = <u>Superior</u> . Beyond present needs.					
4 = <u>Above Average</u> . Suitable for present needs -- no problems.					
3 = <u>Average</u> . Meets present needs -- room for improvement.					
2 = <u>Below Average</u> . Not as good as it should be.					
1 = <u>Poor</u> . Cause for concern -- needs improvement.					

Figure 33: Organizational Capability

Strategic Assumption Surfacing Technique:

Organizational policy decisions have implications beyond the defined group. Strategic Assumption Surfacing Technique (SAST) is intended to make those implications clear and to define the entities involved.

Stakeholders: These are individuals, groups or organizations who have a relationship to the impact of value diversity in future entry-level officers. They may be affected by what the organization does with regard to the issue, be able to affect the issue themselves, or have an interest in or concern about the issue.

Snaildarters: These are stakeholders who are unexpected, less-than-obvious, or believed to be insignificant, yet who could dramatically influence policies and actions designed to impact the central issue.

A list of stakeholder candidates was generated and then evaluated by a committee of four Command College graduates. Their goal was to identify those stakeholders most likely to influence the issue or to be influenced by it. The final list includes some snaildarters (SD).

- | | |
|-------------------------------|----------------------------|
| 1. Police management | 11. U.S. Congress (SD) |
| 2. Police supervisors | 12. State Legislature (SD) |
| 3. Department trainers | 13. School districts |
| 4. Police Association (POA) | 14. Media (SD) |
| 5. City Council | 15. City residents |
| 6. City Manager | 16. Minority groups |
| 7. Human Resources Department | 17. Senior citizens |
| 8. Departmental psychologist | 18. POST |
| 9. New officers | 19. Civilian employees |
| 10. Police Academy Director | |

Stakeholder Assumptions:

For each stakeholder, the committee discussed and agreed upon certain issue-related assumptions. Those assumptions are described below and reflect the nature of each stakeholder's concerns or desires. When appropriate, more than

one assumption is made about each stakeholder.

Police Management:

1. Wants to provide quality police services.
2. Supports a department complement that reflects the community's makeup.
3. Seeks healthy value diversity.
4. Wants to minimize value conflict.
5. May not be realistic in its assumptions.

Police Supervisors:

1. Care about their subordinates' success.
2. Need to be assured policies will not detract from accomplishing of practical goals.
3. Want to be involved in decision-making.
4. Will support policies if convinced of their usefulness.
5. May also be threatened by some policies, especially if they perceive an increase in work load.

Department Trainers:

1. Will be critical to the success of many policies.
2. Want to be role models.

Police Officer Association (POA) Members:

1. Are resistant to change.
2. Will view many policies as threatening.
3. Need to understand the purpose of policies.
4. Will resist policies that have no clear benefit or are related to discipline.
5. Are more likely to work to fulfill their own visions than the visions of others.

City Council:

1. Wants to minimize costs of policy implementation.
2. May not support policies that are controversial or too novel.
3. May change dramatically with elections.

City Manager:

1. Needs to know about policies before implementation.
2. Cares about community and council reactions.
3. Wants to deliver the best possible services.
4. Is interested in work load.

Human Resources Department:

1. Will be concerned about the legal aspects of policies affecting selection processes.

Psychologist:

1. Needs to understand organizational values.

Entry-Level Officers:

1. Need to see how policies benefit them.
2. Are generally adaptive to change.

Police Academy Director:

1. Wants instructors and curricula to support policies.
2. Wants to ensure the success of all recruits.
3. Interacts diplomatically with departments who enroll recruits.

U.S. Congress (SD):

1. Wants to fund social programs so long as defense needs are met.

State Legislature (SD):

1. Can be persuaded to pass police corps and drug legislation if constituents

make those demands.

School District:

1. Will be concerned about the nature of law enforcement involvement in classrooms.
2. Will not support policies that are perceived to detract from academic goals.
3. Needs public support contingent upon academic success of students.

Media (SD):

1. Desire to continue as shapers of emerging value systems.

City Residents:

1. Want the best possible police services.
2. Want police officers who reflect their value systems.
3. Will not support policies that conflict with their values.

Minority Groups:

1. Want police officers who reflect their own value systems.
2. Will not support policies that conflict with their values.

Senior Citizens:

1. Tend to prefer traditional values and expect the same in police policies and behaviors.

POST:

1. Is concerned about encouraging diversity.
2. Wishes to manage value conflicts.
3. Feels responsible for providing training for law enforcement to create its own answers to values issues.

Civilian Employees:

1. Usually feel affected by all department policies, even if not specifically included in them.

Strategic Assumption Surfacing Technique (SAST) Map:

Two criteria were applied to plotting stakeholders on the SAST map:

1. How important is the stakeholder to the issue and the organization?
2. What is the level of certainty that the assigned assumptions are actually correct?

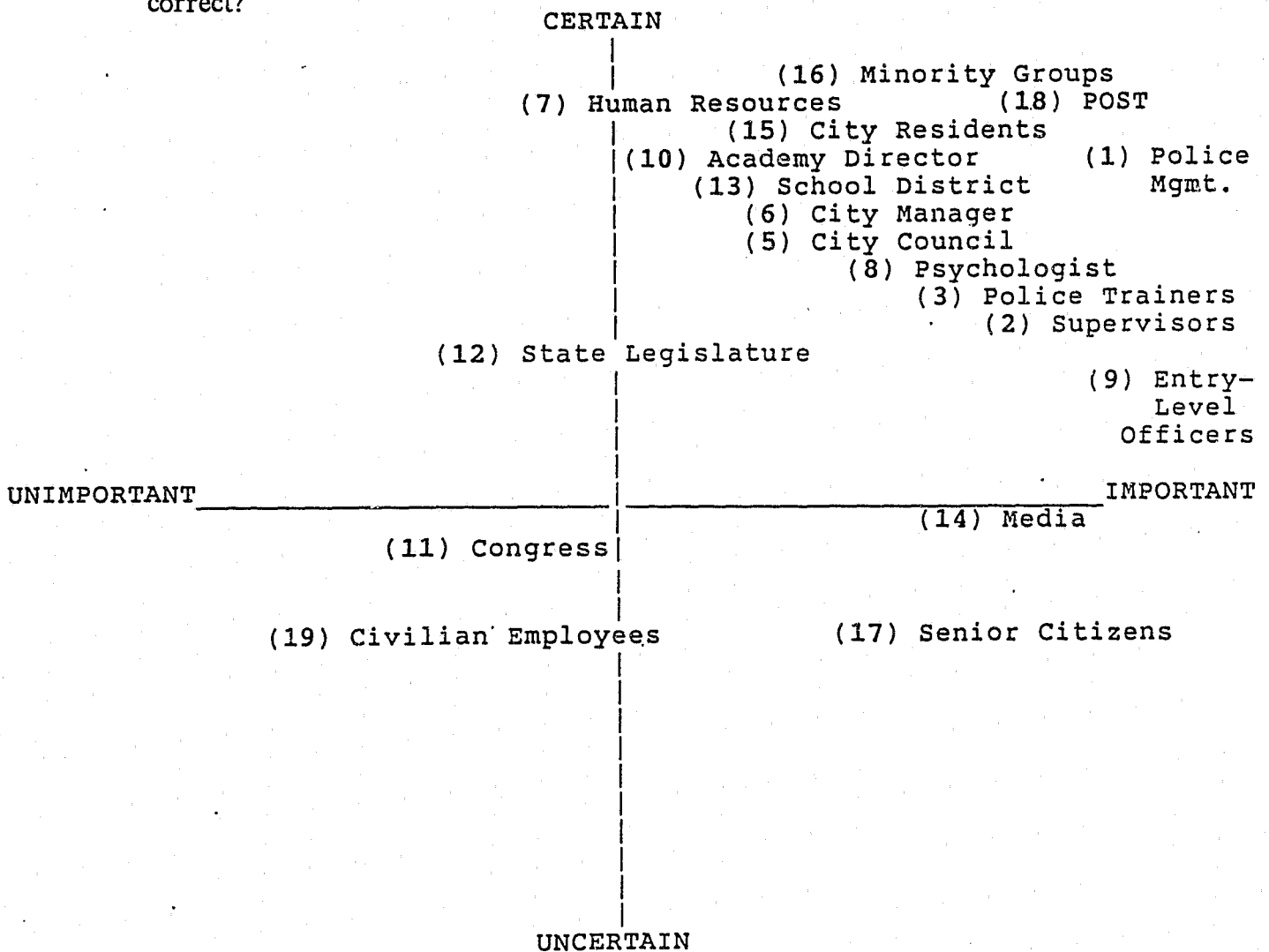


Figure 34: SAST Map

The SAST map clearly demonstrates that certain stakeholders are both very important to policy considerations and assigned highly certain assumptions. These stakeholders are most critical and should be the objects of specific policies to construct broader strategies. At the same time, reasonable strategies must consider the needs of all such stakeholders. Those whose placement on the map represents importance but relative uncertainty (including snaildarters) must be monitored for their responses to policies. Prudent planning should also include adequate communication of noteworthy policies to these stakeholders. Such approaches may prevent unexpected actions that could prove disruptive to strategic plans.

MISSION STATEMENT

The macro-mission of the model organization provides an overall statement of its purpose.

The primary mission of the Bay City Police Department is to serve and provide for both the real and perceived security needs of the community. This mission is accomplished through the enforcement of laws and active involvement with the community.

The micro-mission refers specifically to the futures issue of value diversity in entry-level officers.

To ensure the success of both the organization and its members by encouraging value diversity, assessing differences and managing conflict.

EXECUTION

The execution of the stated mission will require a number of policies. Some have already been suggested at the end of the futures forecasting section; others are implicit in interview material collected from agencies with experience in dealing with values issues. A policy planning group consisting of the Command College Graduates used for stakeholder analysis was used again here. The

purpose of this group was to supplement those policies already suggested. After being informed of the data generated in earlier sections of this study, the group identified the following policy alternatives. Once evaluated, these alternatives will lead to a broad strategy.

Policy Alternatives:

1. The police department should define its organizational values.
2. Organizational values should be communicated within the department and also to the community.
3. Individuals in the organization should be helped in assessing their own values and their relationship to the values of others.
4. The organization should attempt to influence the values of not only entry-level officers but also the general membership of the department.
5. Innovative recruiting approaches should be used to ensure that the organization is sufficiently diverse to meet the needs of a diverse community.
6. Management should become more participative and involve more people in decision making.
7. More frequent and more detailed community feedback on police service quality should be sought.
8. The department should pursue innovative approaches to improving the educational levels of entry-level candidates.
9. Housing assistance should be provided to entry-level officers.
10. The department should take a strong stand against drug decriminalization.
11. Police corps legislation should be encouraged at state and national levels.
12. POST should be encouraged to expand values training at all levels.
13. POST should be encouraged to provide training in "futures" studies to all

California law enforcement executives.

Modified Policy Delphi:

The policy planning group of six persons was asked to evaluate the listed alternatives in a modified policy delphi. Through successive rounds of voting, they scored each policy for both its feasibility and desirability. The scale ranged from definitely infeasible (0) to definitely feasible (3), and very undesirable (0) to very desirable (3). With six members voting, the maximum score for either category was eighteen. Combined totals for feasibility and desirability suggest the relative value of each policy for inclusion in a broad strategy. Specific results are illustrated in Figure 35.

Policy	Rank	Feasibility	Desirability	Total
1. Organizational Values	7	10	18	28
2. Communicate Values	1	17	18	35
3. Assess Individual Values	4	13	17	30
4. Influence Values	13	5	12	17
5. Innovative Recruiting	5	12	17	29
6. Participative Management	10	9	15	24
7. Community Feedback	2	17	17	34
8. Improve Education	9	12	14	26
9. Housing Assistance	6	12	17	29
10. Drug Opposition	12	10	13	23
11. Police Corps	8	16	11	27
12. POST Values Training	3	15	18	33
13. POST Futures Studies	11	8	16	24

Figure 35: Policy Feasibility/Desirability

Through group consensus, similar or supporting policies were consolidated and others were refined. Resulting policies are examined below for their relationship to the issue of entry-level value diversity and for stakeholder implications.

Policy Pros/Cons:

Policy One: The Bay City Police Department should concentrate on minimizing value conflict within the organization and in its relationship with the community.

It can do so by involving as many members as possible in identifying common, shared values. This act can then be followed by a program aimed at communicating these values to potential applicants, new officers and current employees. It can help individual members assess their own values by means of values training and self-scored inventories. It can and should try to influence the values of its members by modeling and by intervening into members' "significant emotional events." The department should also be prepared to share its values with the community, thereby validating and reinforcing its own assessments.

Pros:

1. Wide participation makes possible a more accurate statement of common, shared values.
2. Recruiting of compatible candidates is more efficient.
3. Potential or developing value conflicts can be identified early.
4. More employees feel successful.
5. Policies and practices are more appropriate and effective in the community.

Cons:

1. Some employees may withdraw because of reluctance to be personally open.

2. Discussion of values can be threatening.
3. Values may be seen as an extension of rules, regulations and discipline.
4. It is very difficult to influence basic values.
5. A value statement taken seriously creates for management an additional, difficult level of accountability in ensuring consistency between beliefs and behaviors.

Policy Two: The Bay City Police Department should involve more members in decision-making processes. To increase understanding and minimize surprise, more employees should be consulted for comment before decisions are made. Each work unit should be analyzed to identify those decisions appropriately linked with the unit's defined responsibilities, and then should be given added responsibility to make those decisions. A similar process should be undertaken with individuals to maximize their participation in the planning and implementation of organizational goals.

Pros:

1. Career longevity may increase. Future officers who value independence, mobility and self-interest will demand participation if they are to stay.
2. Participating employees are less likely to be surprised by organizational change.
3. Better use will be made of the diverse talents of all personnel.
4. More creative ideas should be generated.
5. The department will be building future leaders.
6. Job satisfaction will be enriched.

Cons:

1. Someone must relinquish power.

2. There is the risk of poor decisions.

Policy Three: The Bay City Police Department should anticipate personnel issues that will affect value diversity and involve itself before candidates become employees with value conflicts. It can seek applicants whose values are compatible with the community's and the department's and who represent the diverse nature of the population. It can advertise its values statement during recruiting and can add values-assessment to pre-employment screening. Its recruiting should include not only those who might be selecting a career for the first time but also those with established employment. This may also include those preparing to make job changes by choice or for reasons beyond their control. When hiring new officers, the department should make value diversity and compatibility its priorities in hiring. To this end, it should be prepared to sponsor courses that will help candidates achieve basic literacy and educational competencies.

Pros:

1. Job to person "fits" are improved.
2. Candidates are better able to assess the organization.
3. Healthy diversity is promoted.
4. Minority applicants are better able to succeed.
5. The process attracts candidates who possess qualities that are difficult or impossible to teach.

Cons:

1. It is difficult to fairly assess values without introducing bias and prejudice.
2. There is a lack of skilled values assessors.
3. Providing educational assistance can be time consuming and expensive.

Policy Four: The Bay City Police Department should provide housing assistance to entry-level officers so that they can live in the employing community.

Alternatives include: (1) rent subsidies, (2) city development of housing provided as part of the compensation package, (3) low-interest loans and (4) equity-sharing in the purchase of residences within the city.

Pros:

1. It provides recruiting incentive.
2. Career longevity may increase.
3. Participation in the community will increase.
4. There will be greater understanding of the community.
5. Job commitment should increase.
6. Equity-sharing could help offset other costs.

Cons:

1. Subsidies and loans are costly.
2. Funds diverted to this program could have been used for other city programs.
3. There is the potential for resistance from the community—especially from those whose housing is poor.

Policy Five: The Bay City Police Department should actively pursue political issues important to the impact of value diversity in future entry-level officers.

Drug decriminalization should be resisted and police corps legislation should be supported. Both of these can be accomplished by contacting legislators and actively supporting state and national organizations' lobbying efforts.

Pros:

1. Credible support is lent to legislative effort.
2. Organizational values are communicated.
3. Time and resources are used efficiently.
4. A future labor pool with diverse but compatible value systems is encouraged.

Cons:

1. Political activism may be threatening to some law enforcement members.
2. There are still some uncertainties surrounding the potential effects of continued drug enforcement and police corps legislation.

Policy Six: The Bay City Police Department should support POST in preparing law enforcement to understand and manage future value systems. It should encourage POST's efforts to provide training at all levels and to make available "futures" studies to all law enforcement executives. It should also support POST's development of consultants who can assist local agencies with values issues.

Pros:

1. The need to slowly and carefully approach values awareness and management is recognized.
2. POST is the only organization with the necessary resources.
3. Many more California agencies could address values issues.

Cons:

1. There are insufficient numbers of experienced trainers.
2. Expansion of quality "futures" studies may even be beyond the resources of POST.

Recommended Strategy:

The Bay City Police Department should adopt a broad, comprehensive, values-oriented approach to all police department functions. This approach would assist in better fulfilling the mission to promote healthy diversity, assess differences, manage conflict and incompatibility, and ensure the success of the organization and its members. The department's values approach should be visible in relationships with other law enforcement agencies and with the community.

STRATEGY IMPLEMENTATION

Action Steps:

1. Decide what it is you wish to identify.

What values are:

Core beliefs that shape and motivate attitudes and actions.

What values are not:

Goals

Objectives

Mission Statements

Vows

Aspirations

A Wish List

Code of Ethics

2. Design a process to identify organizational values and involve as many members of the group as possible. Consider a task force and small work groups.
3. Use the values statement to further define broad principles that guide the

organization and the specific decision making of individuals.

4. Create a Mission Statement based upon these values and broad principles.
5. Design training (for trainers) so that values are consistently communicated.
6. Communicate the values to all employees in training that provides practical examples of values-driven behaviors. Role playing is very helpful.
7. Publish the values and display them.
8. Validate the organization's values with representatives of various groups in the community.
9. Establish a process for reviewing organizational policies, practices, decisions and other behaviors (including discipline) for consistency with stated values. Include members from as many work units as possible.
10. Establish a process for regularly re-visiting the values for possible change.
11. Repeat training periodically and stress the relationship of success to sharing of compatible values. Teach the values.
12. Communicate the values to other law enforcement agencies.
13. Convey organizational values to basic academies through a department representative.
14. Publish values and guiding principles in recruiting literature and job announcements.
15. Make self-assessment of values available to all employees.
16. Consider value conflict when examining employee performance or behavior problems.
17. Coordinate values issues with a local employee assistance program provider.
18. Find specific areas in which decision making can be delegated in all work units and allow those decisions to be made.

19. Use pre-employment and promotional interviews as opportunities for all involved to thoroughly understand the values of others.
20. Allow personal values and the job to person "fit" to become a major objective when hiring.
21. Advertise jobs only in conjunction with the values and market the two as widely as possible. Stress reaching minority communities and defense-related industries.
22. Plan to solicit from the city manager and council support for supplementary educational and literacy training for applicants with good values compatibility.
23. Begin to explore future housing assistance with city government and other law enforcement agencies. Contact POST to encourage a study of this issue.
24. Contact state and national law enforcement organizations to encourage support for drug laws and police corps legislation.
25. Contact POST to support values training and futures studies.
26. Examine opportunities to divide police officer responsibilities into more specialized job descriptions to achieve better job to person "fits."

Time Line:

Some of the action steps can be completed immediately. A few may not be attempted until a significant foundation has been established and the cooperation of many stakeholders has been secured. A number of the recommended actions will not be completed for several years. Others will continue as long as the organization wishes to manage the impact of value diversity.

Resources Required:

1. Support from officers, supervisors, trainers and others in the organization

will be essential to implementing the strategy.

2. Financial support will be required; thus the support of the city manager and council will be vital.
3. Tools and technologies, such as tests and inventories, will be helpful in assessing values at many different levels.
4. Consultants can be employed to assist, especially in the value identification process.
5. Some outside trainers may be considered for their special skill at communicating values.
6. Only time will overcome some barriers to the successful implementation of the recommended strategy, as group members learn to appreciate the significance of values to their own personal futures.

SECTION IV: TRANSITION MANAGEMENT PLAN

To create a strategic plan is difficult, but to transition to make that plan reality is more complex. The plan will be far more difficult to actualize than to describe; therefore, transition management will involve a number of approaches. Key stakeholders will be defined and their readiness and capability for change will be assessed. Their commitment to the strategic plan will be analyzed, as will techniques for influencing their commitment. Finally, a management structure will be suggested to motivate change, guide the transition from the present to the planned future state, evaluate progress and program results, and implement supporting technologies.

COMMITMENT PLAN

Critical Mass:

Definition: In the face of any change there exists a minimum number of persons or groups (stakeholders) whose active support will ensure that change occurs. Likewise, if any of them opposes the change, the effort must fail. This minimum number of actors whose commitment must be gained is known as the critical mass, and it is upon these parties that transition managers must focus action plans to influence commitment levels.

Identification: Many stakeholders are identified as being significant to the impact of value diversity in future entry-level officers. Some surfaced as individuals, others as groups; yet each may be part of one or more spheres of influence—either influencing or being influenced by other stakeholders. To accurately identify the critical mass in this change effort, it will be necessary to determine which stakeholders most influence others. It will be necessary to identify which actors can deliver the cooperation of others within their sphere of

influence. Figure 36 illustrates typical relationships and identifies independent actors with the power to deliver the support of others. These actors comprise the critical mass for the issue at hand.

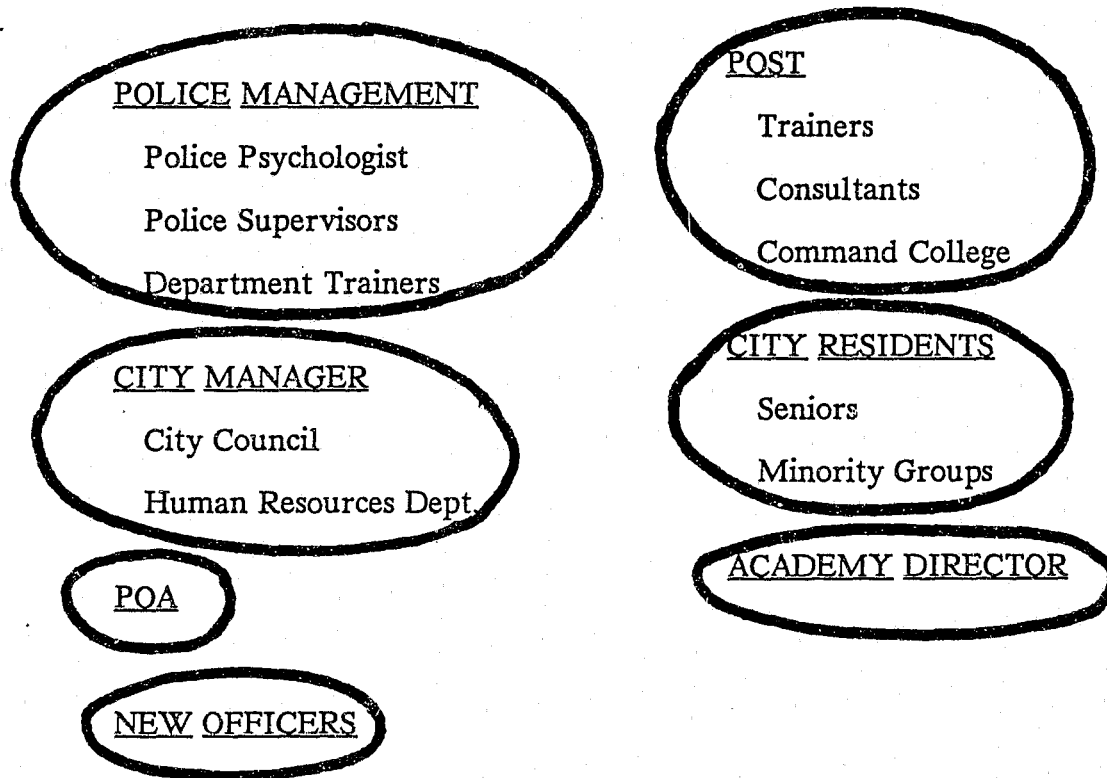


Figure 36: Spheres of Influence

Readiness/Capability: Individual actors in the critical mass cannot be expected necessarily to share the same level of readiness for change, nor can they be expected to possess the same capability to participate in the change-producing strategy. Because each actor is different in these two aspects, transition managers must fully understand both their readiness and capability to tailor a tactical action-plan to the specific needs of each stakeholder. Figure 37 illustrates the

author's assumptions about each critical actor's readiness and capability regarding the proposed strategy.

ACTORS IN THE CRITICAL MASS	READINESS			CAPABILITY		
	HI	MED	LO	HI	MED	LO
Police Management		X		X		
City Manager		X			X	
POA			X	X		
New Officers		X		X		
POST	X				X	
City Residents		X		X		
Academy Director		X		X		

Figure 37: Readiness/Capability Chart

Commitment: Because each actor in the critical mass must support (or at least, not block) the change effort to actualize the strategic plan, it will be necessary to determine each actor's level of commitment to change. The next step is to identify any shift in those levels of commitment necessary to ensure the plan's success and achieve the desired future. Finally, strategies for influencing those actors whose level of support must change must be outlined. The following commitment planning chart (Figure 38) helps in such an effort.

<u>ACTORS IN THE CRITICAL MASS</u>	<u>TYPE OF COMMITMENT</u>			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Management			0-----X	
City Manager		0-----X		
POA	0-----		X	
New Officers		0-----X		
POST			0-X	
City Residents		0-----X		
Academy Director		0-----X		

0 = Present X = Change

Figure 38: Commitment Chart

Influencing The Critical Mass:

Police Management: As an actor in the critical mass, the management team considerably influences other important stakeholders, such as the department psychologist, supervisors and trainers. Each of these stakeholders is critical but should be influenced by strong support from management. The management group displays a moderate level of readiness and high capability for change. Management's commitment should be raised from the "help change happen" level to the "make change happen" level because of its clear leadership role in influencing other key stakeholders. The management group should be influenced by a clear presentation of values information to educate them to the importance of the identified policies and strategy. They are, after all, committed to quality service, healthy diversity and minimization of conflict.

City Manager: If change is to occur, the city manager must not only support it but also encourage participation of the city council through funding, and the

human resources department through recruiting and selection processes. The city manager shows only moderate readiness and capability for change principally because of the need for strategic planning information and complete reliance on the council to fund outreach, recruiting and educational programs, and innovative housing assistance. Presently in a "let change happen" position, a shift to "help change happen" is preferred and should be sought. Because of earlier assumptions that the city manager cares about delivering the best possible services and about community and council reactions, it is important to communicate potential improvements in organizational effectiveness that the strategy at issue could bring. Because of her previously assumed need to understand significant policies before their implementation, the city manager must also participate early in the strategic planning process.

POA: This group is important in the critical mass aside from any influence it might exert beyond its membership. It currently has low readiness but high capability for change. Because of previous assumptions that its members are resistant to change, view new policies as threatening, and resist policies that have no clear benefit or that may be related to discipline, the POA is seen to be in a "block change" position. For change to occur, the group must be moved to a "help change happen" posture. This shift is greater than that required of any other actor in the critical mass and will take considerably more effort. The assumption is that the POA needs to understand the purpose of policies, and their cooperation should be enhanced by early, significant participation in planning and in decision making. Furthermore, POA members should be helped to understand expected benefits from defined policies because members are assumed to be more likely to

work for their own benefit than for others'. Their support may be encouraged by making department values a positive guide for decision making that, in some instances, supersedes written regulations.

Entry-Level Officers: Already described as an increasingly diverse group, entry-level officers still share many common qualities. Among those is their relative eagerness to be assimilated into the organizational culture. From that eagerness comes an openness to new organizational values. This openness helps explain their moderate (higher than the POA) readiness and high capability for change. While initially in a "let change happen" position, members of this group should be shifted to "help change happen." Entry-level officers should be moved by a clear communication of the benefits to them from recommended policies.

POST: Many stakeholders are influenced by this key actor. POST's support of Bay City's strategic plan will deliver valuable resources, including trainers and consultants. Additionally, POST alone sets minimum requirements for the content of basic academy courses and the extent to which "futures" studies are expanded. With high readiness and moderate capability, POST is seen to be in a "help change happen" position. This level of commitment is appropriate, and no change is required to ensure a successful change effort. The only policy that POST may be unable to complete is the expansion of "futures" studies. Such a limitation would be caused, however, only by a lack of human and material resources.

City Residents: Although this category represents many diverse groups, assumptions about each group are quite similar. Each wants the best possible police services and officers who reflect its own values and does not support policies that conflict with the group's value systems. With moderate readiness

and high capability for change, residents are in a "let change happen" position. Because their support is absolutely critical, their commitment should be moved to "help change happen." Bay City must accurately assess diverse community values through open dialogue, coordinate policies with identified community value systems, and communicate to community groups the relationship between policies and their values. Bay City must demonstrate to these groups that identified strategies will result in better service and that continuing dialogue is desired.

Academy Director: Responsible for administering a training program consistent with POST standards, the academy director also wants all academy trainees to succeed. The director's readiness for change is moderate and capability is high. Currently assessed at the "let change happen" level, the director's commitment should be raised to "help change happen." Based upon earlier stakeholder assumptions, an effective approach should emphasize the relationship between individual trainee success and understanding of and compatibility with organizational values. It would also be desirable to provide an academy values instructor at police department expense and to include the academy director in department values training when it is provided to other management team members.

MANAGEMENT STRUCTURE:

The transition from the present to the planned future will be unlike any other change process Bay City Police Department will ever experience. It is important, therefore, that the management structure be uniquely suited to the task. Its precise nature will be temporary and specifically focused on the change process. This will help to avoid its being overwhelmed by other concerns, such as ongoing operations, management changes and the development of future leaders.

Defined: The transition required to implement previously defined policies and strategy calls for a Project Manager. The project manager, appointed and delegated authority by the chief executive, will function as a "champion" but will use a task force of organization members to provide feedback on values issues, policies and plans. The project manager must have the authority to mobilize necessary resources to keep change moving. Further, the person performing this role must have the department leadership's respect and be possessed of effective interpersonal skills. The task force with whom the project manager works should be comprised of organization representatives from various levels and roles; however, it should also include members of community groups and outside agencies when appropriate.

Supporting Technologies: General approaches to the broad issues of transition management have already been discussed. However, the management plan would not be complete without a description of methods and tools that support implementation and assist in managing anxiety and uncertainty during transition.

1. Responsibility Charting (RASI): Actors in the change should anonymously complete a RASI chart to identify their roles for transition tasks. When aggregated by a neutral party, this analysis helps actors gain consensus in the change effort by telling them how they agree and disagree. It can also provide project plans (horizontal rows) and job descriptions for actors (vertical columns), and can be extended to include any number of actors or tasks beyond the sample given below, which is the product of a group of command college colleagues viewing the issue. It clearly establishes who has responsibility (R), approval or right to veto (A), a support or resources role (S), or a need to be consulted or informed (I).

DECISION/ TASK	ACTORS									
	P	M	C	C	C	A	D		T	R
	R	A	I	I	O	C	I	P.	P	E
	O	N	T	T	U	A	R	O.	O	A
	J	A	Y	M	Y	N	D	A.	S	S
	E	G		G	C	E	C		T	K
	C	E		R	I	M	T.		T	R
	T	R			L	Y				E
Define Values	R							I		I
Communicate Values	R		I		I		S	S	I	S
Values Training	R		I		S		S	I	S	I
Community Surveys	I		I		I			S		S
Literacy Training	I		S		A		I	I	S	R
Housing	I		S		A			I	I	I
Recruiting	S		S		S		S	I	S	R

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

Figure 39: Responsibility Chart (RASI)

2. Formal Training: A structured review of appropriate literature, supplemented by a consultant/facilitator, can make the transition manager's job easier by increasing knowledge and expertise for all in the transition management structure.

3. Test Instruments: A variety of inventories are available to assess individual value systems. These should help familiarize personnel with transition issues and reduce change-induced anxiety.

4. Doom Scenario: The creation of a scenario based on identified trends and events, which describes the worst possible future that could occur without

planning, can motivate stakeholder participation in the change effort.

5. Involving People in Defining Values: This activity, coupled with individual involvement in setting role guidelines and standards will reduce fear of the unknown.

6. Communicating A Vision Of The Future: Sharing of this vision allows others to participate in its realization. The project manager cannot expect others to follow unless they have an idea where they are going. The better they understand that vision, the more likely they will contribute to its accomplishment.

7. Community Surveys: Information exchange with community groups is essential to assuring them that their needs, desires and values are important in shaping their police department and its policies and services. Likewise, surveys and personal dialogue provide the raw data for assessing community values—values that must be compatible with organizational values.

8. Helping People Let Go Of The Old: It is helpful when managing change to assist people in acknowledging their grief at having to put behind them the familiar and comfortable. This first step into the "neutral zone" (that which lies between the old and the new) marks the beginning of the transition. When the implementation of individual action steps begins, those who do not successfully let go of past practices will never successfully become part of the preferred future. They may thus deny themselves participation and, perhaps, block the organization's own success.

9. Celebration Ceremonies: Special events at ending and beginning points during transition will help people accept the loss of old ties, develop new ones, and identify with the future state. New mottos, logos, and rituals shaped now

will become important symbols in that future.

10. Staying Visible And Communicating: Visibility and communication are critical to the project manager's role. The project manager is both the champion of the cause and the negotiator who ensures that other actors fulfill their responsibilities. The project manager, more than anyone else, must model the values of the changing organization.

11. Delaying Other Changes: The organization should put its energy into the primary strategy. Less important, distracting changes should be postponed to avoid complicating major issues.

12. Short-Range Checkpoints: Progress toward the strategic goal should be measured periodically. Success at these checkpoints should be communicated (as with celebrations) to all stakeholders.

SECTION V: CONCLUSIONS AND FUTURE IMPLICATIONS

At its outset, this study posed several questions, and it is only proper that it conclude with the best answers the author's research suggests. The central issue is one of the impact of value diversity in entry-level officers on California law enforcement by the year 2000 and is best discussed in terms of the sub-issues that give it shape.

Future values will indeed be diverse--more so than ever before. Even today "the reality...is that most organizations must deal with diversity at the entry levels simply because of the demographics of the labor pool" (Copeland 1990, 17). As young white male applicants become more scarce and women, Hispanics, Asians and Blacks predominate in the labor pool, the representation of ethnic and cultural value systems within organizations must also change. At the same time, older, more traditional workers whose career goals changed will also become police officers. All this will be taking place in a social, political and economic environment that promotes non-nuclear families and emphasizes leisure, drug tolerance, self-interest, vague community ties and diminished job commitment. Individualism will be the hallmark of the 1990s. The traditional caution, commitment and sacrifice of the past will diminish in the future, and the new will demand to make important decisions alongside the old.

As more diverse values are introduced into what have typically been traditional white male-dominated institutions, the potential for value conflict will increase. To the extent that these institutions lack adequate understanding of values and are unprepared to deal with the many surfacing issues, the conflicts will be all the more dramatic. Those who will experience the greatest discomfort from value conflicts will not necessarily be the young, for with their lessened job commitment they will be less tied to the status quo. Those who will be most

unsettled by diverse and conflicting value systems will be those now in law enforcement—among them are the veteran officers and police managers of the future.

Organizations will also be affected by value diversity, even though their values function in subtly different ways. The values of individuals are durable: they resist change and account for consistency of world view and motivation. Primarily because of personnel turnover, on the other hand, organizations are capable of more frequent value change and changes of greater magnitude. As new faces join it, the group's values begin to shift, especially if the new employees are in leadership roles. Over time, therefore, organizations and individuals who once shared many compatible values may drift apart, all the while sharing less and less common ground. The phenomenon has been called the "value dynamic" (Cockerham 1987) and can help illustrate the importance of encouraging value compatibility and managing conflict. After all, how can our institutions be successful without members who are successful by nature of their common, shared value systems? We must never forget that successful organizations are, indeed, filled with successful people.

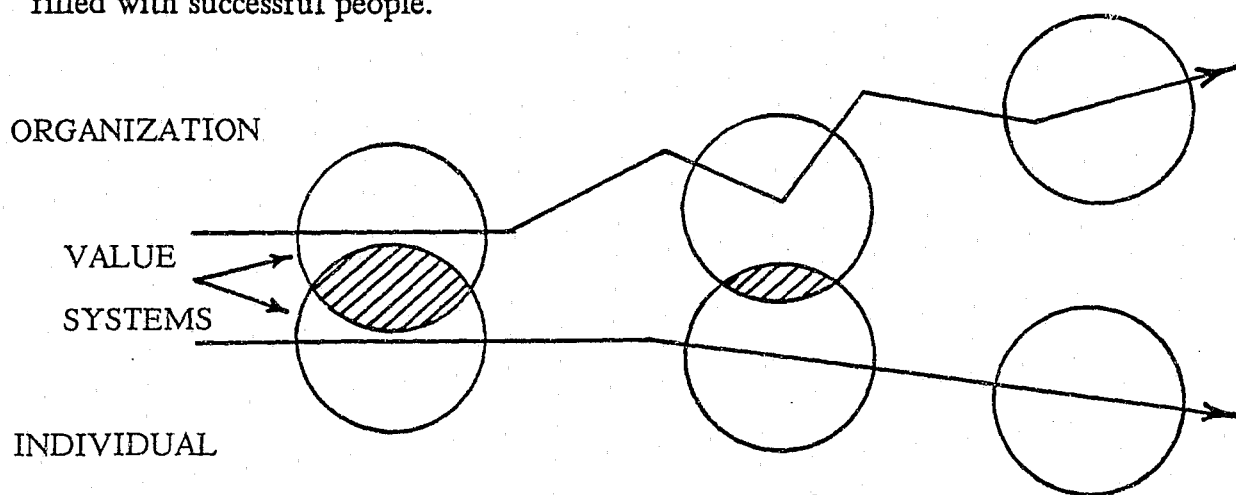


Figure 40: The Value Dynamic

The question of how organizational tolerance of value diversity will change is solely dependent upon the manner in which compatibility of diverse values is viewed. It is critical to distinguish between compatibility and sameness, for while the former is to be pursued, the latter will in no way advantage an organization trying to move forward into an increasingly diverse new century. Healthy value diversity should produce symbiotic relationships among different value systems. At the same time, those systems should continue to be distinctly recognizable and continue to contribute their own uniqueness.

The real answer to value diversity would seem to lie in the question itself. How do we manage value diversity? Why, by valuing diversity, of course. How else can a police department expect to attract employees who will be able to meet the needs and expectations of changing communities, and how else can it expect to identify policies that will be both appropriate and effective? In the final analysis, "to value work-force diversity is to manage in a way designed to seize the benefits that differences bring" (Copeland 1990, 17).

If compatibility of values is to be assumed as important to the success of both individuals and their institutions, we must find additional proactive processes to manage value conflict. Aside from valuing diversity, we must implement those kinds of policies that will enable us to actually "do values" in our organizations. No one can accomplish that for us. Certainly no single agency today can identify the values of California law enforcement. Although able to assist, agencies such as POST and California Peace Officers Association (CPOA) can no more state such values than can a chief executive state the common values of a department without first assessing the values of its members and the community it serves. Only when more individual departments have examined their own values can

there be any statewide consensus. To these ends the serious reader is encouraged to carefully examine the action steps identified on page 77. For one who would truly "do values" in an organization, these suggestions should be viewed as a menu from which may be selected interventions that are appropriate to a specific situation.

Much remains to be learned about values and their significance to law enforcement. This has been a study not so much of future values themselves, but of the impact of value diversity. There is a continuing need to better define what values to expect in the future. There is also a growing need to identify ways to influence police officers' values. Additionally, two specific action steps suggested by this study are worthy of futures studies: housing assistance and police corps programs.

The stated mission of this study's model agency was to ensure the success of both the organization and its members by encouraging value diversity, assessing differences and managing conflict. The recommended strategy of adopting a broad, comprehensive values-oriented approach to all police department functions can accomplish that mission. Likewise, the same strategy employed in nearly any organization can work as well. It is certainly a strategy that more California law enforcement agencies should examine.

APPENDIXES

APPENDIX A

INTERVIEW QUESTIONS

1. What are your organization's values?
2. By what process did your organization define its values?
3. In what manner are your defined organizational values put to use?
4. Do you attempt to assess employee applicants' personal values? If yes, how?
5. To what extent should an organization attempt to influence the values of entry-level employees?
6. What strategies might assist in ensuring compatibility of organizational and individual values?
7. What trends do you see that may be shaping the values of those who will form the entry-level labor pool by the year 2000?
8. What future events are likely to help shape the values of potential entry-level employees by the year 2000?
9. What values do you expect to be dominant in entry-level employees by the year 2000?
10. What strategies could be used today to impact issues arising in the future regarding changed value systems in entry-level personnel?

APPENDIX B

Value Statements



FOSTER CITY POLICE DEPARTMENT

BASIC VALUES OF OUR AGENCY

- I. Integrity is basic to the accomplishment of the law enforcement mission. Both personal and organizational integrity is essential to the maintenance of the F.C.P.D. This means that we:**
 - ★ Insure that accurate reporting occurs at all levels;
 - ★ Promote and recognize ethical behavior and actions;
 - ★ Value the reputation of our profession and agency, yet promote honesty over loyalty to the Department;
 - ★ Openly discuss both ethical and operational issues that require change; and,
 - ★ Collectively act to prevent abuses of the law and violation of civil rights.
- II. Due to the dynamic nature of our profession, the F.C.P.D. values innovation from all levels of the Agency. This means we:**
 - ★ Reward and recognize those who contribute to the development of more effective ways of providing the policing service;
 - ★ Strive to minimize conflict which negatively impacts our work product, yet we support the constructive airing and resolution of differences in the name of delivering quality police services;
 - ★ Listen to and promote suggestions emanating from all levels of the Department; and
 - ★ Wish to promote an atmosphere that encourages prudent risk taking, and that recognizes that growth and learning may be spawned by honest mistakes.
- III. The law enforcement profession is recognized as somewhat close and fraternal in nature. The F.C.P.D. reflects this tradition, yet supports community involvement and on-going critical self appraisal by all its members. This means we:**
 - ★ Encourage employees to socialize with employees and community members alike to promote the reputation of the Agency;
 - ★ Promote programs that improve the relationship between our members and the community at large;
 - ★ Report and confront employees who violate laws and the basic values of the organization; and,
 - ★ Promote and discuss the positive aspects of the Agency and its product throughout the community.
- IV. The provision of law enforcement services is a substantial expense to the taxpayer. The F.C.P.D. is obligated to provide the highest quality of police service for the resources expended. This means that we:**
 - ★ Regularly assess the cost vs. benefits of the various programs of the Agency;
 - ★ Require a standard of professional performance for all members of the Department;
 - ★ Administer the Departmental funds in a prudent, cost-effective manner;
 - ★ Publicly acknowledge and praise employees that excel at their jobs; and,
 - ★ Support and encourage employees in their pursuit of higher education.
- V. Law enforcement, in the course of performing its primary mission, is required to deal with both dangerous and difficult situations. The F.C.P.D. accepts this responsibility and supports its members in the accomplishment of these tasks. This means that we:**
 - ★ Review and react to an individual's performance during such an event based upon the totality of the circumstances surrounding their decisions and actions;
 - ★ Encourage all employees, as the situation permits, to think before they act;
 - ★ Take all available steps and precautions to protect both the City's and employees' interest in incidents that provide either danger or civil exposure;
 - ★ Keep our supervisor informed of any incident or pending action that jeopardizes either the reputation of the Agency or an individual employee;
 - ★ Attempt, conditions permitting, to reason with individuals in the enforcement setting prior to resorting to the use of physical force; and,
 - ★ Recognize that it is our duty to prevent, report, and investigate crimes, together with the apprehension and the pursuit of vigorous prosecution of lawbreakers. We also recognize that it is the domain of the court to punish individuals convicted of crimes.

PASADENA POLICE DEPARTMENT
PASADENA, CALIFORNIA

"THE PASADENA WAY"

We believe in the personal touch.

We are proactive.

We exist to serve the community.

How we get the job done is as important
as getting the job done.

We are fair but firm.

VISALIA POLICE DEPARTMENT

JUNE 1985

I. DEPARTMENT MISSION

The City of Visalia Police Department has been established to preserve the public peace, prevent crime, detect and arrest violators of the law, protect life and property, and enforce criminal laws of the State of California and the Ordinances of the City of Visalia.

II. ORGANIZATIONAL PHILOSOPHY

The organizational philosophy of our Department reflects an attitude of shared Department responsibility with all employees, both management and line, for the effective and efficient operation of our organization. With this in mind, it is incumbent upon each of us to participate in the decision making process in a spirit of teamwork and group effort. Employees are encouraged to make recommendations which may lead to an improvement either in the delivery of police service or in the use of Department resources. Toward this end, a work environment which is pleasant and one which encourages risk-taking is desirable. With our rapidly changing society, it is imperative that our organization take a proactive approach to change and become an agent of change, rather than a passive participant in the process.

Management must be administered fairly and consistently and should encourage autonomy among members of our Department. All employees have an obligation to set the best example possible. This organizational philosophy should result in each employee sharing in the success or failure of Department activities.

III. DEPARTMENT OBJECTIVES

A. Professional Law Enforcement

The Department recognizes the need to promote professionalism and to serve as a model agency for law enforcement. To this end, the Department must constantly strive to maintain a professional stature and be innovative in its approach. Sharing of programs, experiences, and ideas with other agencies is considered part of our law enforcement industry/citizenship responsibility.

B. Employee Development

Our Department has the desire to offer not only a pleasant and rewarding work environment, but also an environment which allows employees to grow personally and professionally. Employees are the organization's most important resource, and the value of each is recognized and respected, as is the uniqueness that each employee brings to our Department.

C. Police-Community Involvement

Our Department recognizes that an attitude of shared citizenship responsibility, mutual respect, and cooperation between ourselves and the community is the key to effective law enforcement. Community support for law enforcement is gained by a department which satisfies the needs of the community it serves and performs in a way that builds confidence and reflects the general value system of the constituency served.

D. Employee Reward and Compensation

Our Department must strive to attract and maintain high quality personnel capable of working in the highly complex area of law enforcement.

To accomplish this, it is imperative that we make every effort to adequately compensate our employees and offer compensation significant enough to attract top quality personnel to our Department. It is recognized that our profession is highly competitive and the compensation package offered is closely associated with the quality of personnel maintained and attracted.

IV. ORGANIZATIONAL VALUES

The Visalia Police Department has a recognized set of values that operate within the organization. We see these values, not the dictate of one individual or group, but as a set of shared common beliefs, that contribute to the success of the Department. This structure of beliefs, these shared values, provide a common cause for all employees of the organization. From these values we derive our procedure and action policies, therefore, faithful adherence to these beliefs by all personnel is paramount.

We state those values here, as we recognize that the ability to articulate the values of the Department by its employees, contributes to the overall success of the organization, and the individual employee.

A. Integrity

Professionalism requires impeccable integrity and honesty. As a practical matter, ethical conduct cannot be assured by written policies, codes, or oaths. It must be an integral part of the organization, a deeply ingrained tradition that assures citizens that questionable practices do not exist. Anything less is unacceptable.

B. Service

Quality delivery of service is both a personal and organizational commitment. The Department will make every effort to deliver professional, quality service to its citizens, as it deals with problems of crime and public safety. We are committed to working toward improving the quality of life for our families and our community.

C. Fiscal Responsibility

The Department is dedicated to managing its resources in a careful and efficient manner, so that there is maximum return from each dollar spent.

D. Our People

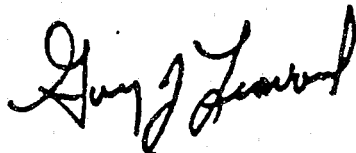
Our organization wants employees to enjoy their work and to be proud of their achievements. We are proud of the people we have in our organization, their performance, and their dedication to their jobs. Success within the organization depends upon relationships based on a spirit of interdependence, cooperation, and understanding among all individuals.

For everyone, values are the basis for our beliefs and actions. The recognition and statement of values by a police department is important--values are the foundation of everything we do and stand for.

In 1988 the members of the Alexandria Police Department explored and discussed the values that guide our work, and reached a consensus about our shared values.

We recognize that stating our values does not mean we all always act in accordance with them--that takes effort and awareness. We must respond to all situations with these values in mind and do our best to put them into action.

We are proud to share our values with each other and with the community.



Gary J. Leonard
Chief of Police

ALEXANDRIA POLICE DEPARTMENT

The Alexandria Police Department exists to serve the community by protecting life and property; by preventing crime; by enforcing the laws; and by maintaining order for all citizens.

Central to our mission are the values that guide our work and decisions, and help us contribute to the quality of life in Alexandria.

Our values are characteristics or qualities of worth. They are **non-negotiable**. Although we may need to balance them, we will never ignore them for the sake of expediency or personal preference.

We hold our values constantly before us to teach and remind us, and the community we serve, of our ideals. They are the foundation upon which our policies, goals and operations are built.

In fulfilling our mission, we need the support of citizens, elected representatives and City officials in order to provide the quality of service our values commit us to providing.

We, the men and women of the Alexandria Police Department, value:

HUMAN LIFE

INTEGRITY

LAWS AND CONSTITUTION

EXCELLENCE

ACCOUNTABILITY

COOPERATION

PROBLEM-SOLVING

OURSELVES

General Order

Houston Police Department



ISSUE DATE:

11-03-89

NO.

200-38

REFERENCE: Supersedes General Order
200-38, dated December 3,
1987

SUBJECT: DEPARTMENTAL VALUES AND GUIDING PRINCIPLES

PURPOSE

The purpose of this General Order is to state the values and guiding principles upon which the Houston Police Department bases its administrative and operational activities.

POLICY

Departmental values are statements of the fundamental standards and beliefs which guide the operation of the police department. The department will seek to state its values clearly, adhere to those values, and communicate them to its employees.

1 STATEMENTS OF DEPARTMENTAL VALUES

Preserve and Advance Democratic Values.

We shall uphold this country's democratic values as embodied in the Constitution and shall dedicate ourselves to the preservation of liberty and justice for all.

Improve the Quality of Community Life.

We shall strive to improve the quality of community life through the provision of quality and equitable services.

Improve the Quality of Work Life.

We shall strive to improve the working environment for the department's employees by engaging in open and honest communication and demonstrating a genuine concern for one another.

Demonstrate Professionalism.

We shall always engage in behavior that is beyond ethical reproach and reflects the integrity of police professionals.

2 GUIDING PRINCIPLES

The Guiding Principles of the Houston Police Department are as follows:

Life and individual freedoms are sacred.

All persons should be treated fairly and equitably.

The role of the police is to resolve problems through the enforcement of laws - not through the imposition of judgement or punishment.

The neighborhood is the basic segment of the community.

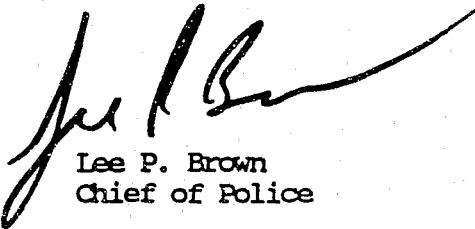
Because law enforcement and public safety reflect community wide concern, the police must actively seek the involvement of citizens in all aspects of policing.

The fundamental responsibility of the police is provision of quality services.

The department's employees are its most valuable asset.

Employee involvement in departmental activities is essential for maintaining a productive working environment.

Employees should be treated fairly and equitably in recognition of basic human dignity and as a means of enriching their work life.



Lee P. Brown
Chief of Police



CONTRA COSTA COUNTY POLICE CHIEFS' ASSOCIATION

PROFESSIONAL VALUES FOR LAW ENFORCEMENT OFFICERS

The Law Enforcement profession is difficult and demands dedication far beyond most other professions. Many desire to achieve the title Law Enforcement Officer, but only a few will reach the goal and even fewer will sustain it as a career.

The Contra Costa County Chiefs' Association, in an effort to guide those who desire to enter the profession and those presently in the profession who wish to maintain its high standards, has developed the following as essential professional values for Law Enforcement Officers.

Ethics. The need for Law Enforcement Officers to be ethical is the very essence of the profession and requires that those in a position of trust follow the most ethical path. The Law Enforcement Code of Ethics and Code of Professional Conduct and Responsibilities for Peace Officers are guides for all persons in this profession to subscribe to and live by in their personal and professional lives.

Service. The substance of the profession is service to the community. An attitude of caring and wanting to help and serve people must be the foundation of all the activities of every law enforcement agency. It is important to constantly remember that much of what Law Enforcement Officers do is not for them but for others.

Competence. The ability to do a job and do it well is critical to the Law Enforcement profession. Many of the duties performed by officers involve life safety or personal liberty; and therefore, there can be no compromise in how the task is performed. It must be done properly, in conformance with the law and departmental policies and practices.

Responsibility/Accountability. All officers are expected to accept the full scope of their responsibilities and be accountable for their actions. The Law Enforcement profession is constantly under scrutiny. The public expects officers to be held to a higher standard than most citizens; and when officers err, the matter must be addressed promptly and justly. All officers must, therefore, strive to insure that their actions are always professional and in the best interest of the community and department they serve.

Dedication. Success in the Law Enforcement profession requires total dedication from its members. The complexity of the job and the nature of the work place great demands on an officer's time and energies. All officers must commit themselves to put forth their best efforts to continue to learn and grow so they can perform their duties as effectively as possible.

Loyalty. All officers must be loyal to their oath of office and their role which are fundamental to our governmental system. Law Enforcement Officers must enforce the laws of the land in conformance with departmental regulations, recognizing that personal commitment and loyalty to the profession is a necessary ingredient to a successful and rewarding police career.

REFERENCES CITED

Catron, Marvin J. and Wanda Rocha and Rebecca Lucken, Long-Term Trends Affecting The United States, (Bethesda, Maryland: World Futures Society, 1988).

Cockerham, Bruce E., Leadership: The Values of Success, (Walnut Creek Police Department, Walnut Creek, California, 1986).

Copeland, Lennie, "Learning to Manage a Multicultural Workforce," California Police Recorder, Vol. 9, No. 1, (Inglewood, California, 1990).

Francis, Dave and Mike Woodcock, Unblocking Organizational Values, (Glenview, Illinois: Scott, Foresman and Co., 1990).

Hall, Brian P., The Genesis Effect: Personal and Organizational Transformations, (New York: Paulist Press, 1986).

Maslow, A.H., "A Theory of Human Motivation," Classics of Public Administration, eds. Jay M. Shafritz and Albert C. Hyde, (Oak Park, Illinois: Moore Publishing Co., Inc., 1978) 80-95.

Massey, Morris, The Values Analysis Profile, (Boulder, Colorado: Performax Systems International, Inc., 1981).

Miller, Lawrence M., American Spirit. Visions of a New Corporate Culture, (New York: William Morrow and Co., 1984).

Peters, Thomas J. and Robert H. Waterman Jr., In Search of Excellence, (New York: Harper and Row, 1982).

Rockeach, Milton, The Nature of Human Values, (New York: Macmillan, 1973).

Steinberg, Stephen, The Ethnic Myth, (Boston: Beacon Press, 1981).

Swanson, Karel A., In lecture, (Napa, California, 1987).

Teller, Allen S. and Martin J. Mayer, "How To Get More From Employees Than Merely Their Hands and Feet and Reduce Turnover - A Management Strategy," Journal of California Law Enforcement, Vol. 15, No. 2, (Sacramento, 1981).

Whisenand, Paul M. and George E. Rush, Supervising Police Personnel - Back to The Basics, (Englewood Cliffs, New Jersey: Prentice Hall, 1981) 9-28.

2030, F.M., The Future, (In lecture, Monterey, California, 1990).