

151690

**U.S. Department of Justice  
National Institute of Justice**

151690

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 and Training

to the National Criminal Justice Reference Service (NCJRS).

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

NCJRS

DEC 14 1994

**THE NEXT GENERATION ACQUISITIONS**

**The Impact of the Changing Work Force on Law Enforcement  
Field Training Programs by the year 2003**

**TECHNICAL REPORT**

by

Joseph P. Grebmeier

Command College Class 18  
Commission on Peace Officer Standards and Training

July, 1994

18-0366

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

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

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

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

## TABLE OF CONTENTS

Introduction	1
--------------	---

### Part 1 A FUTURES STUDY

Methodology	5
Nominal Group Technique Design	7
Trends	12
Events	23
Scenarios	37
Supplemental Trends	49
Policy Identification and Analysis	51
The Future	53

### Part 2 STRATEGIC MANAGEMENT

Strategic Planning	55
Mission Statement	56
Environmental Analysis	57
Organization Analysis	60
Stakeholder Analysis	63
Developing Alternative Strategies	69
Implementation Plan	73

### Part 3 TRANSITION MANAGEMENT

Critical Mass: Identification and Analysis	77
Management Structure for Transition	83
Implementation Technologies	86

### CONCLUSIONS AND RECOMMENDATIONS

Summary	88
Endnotes	91
Bibliography	94

### APPENDIXES

Appendix 1	NGT panel letter	99
Appendix 2	NGT exercise handout	100
Appendix 3	Listing of Trends and Events	112
Appendix 4	Trend and Event Data	117
Appendix 5	Normative Scenario Policy Identification	120
Appendix 6	Modified Delphi and Policy Group	121
Appendix 7	Stakeholder List	122
Appendix 8	Responsibility (RASI) Chart	123
Appendix 9	Software	124

### LIST OF ILLUSTRATIONS

Illustration 1	Futures Wheel	4
Illustration 2	Trend #1 U. S. Economy	13
Illustration 3	Trend #2 Intermingling of Races	14
Illustration 4	Trend #3 Individual Values	15

Illustration 5	Trend #4	Media Scrutiny	16
Illustration 6	Trend #5	Liability Concerns for Training	17
Illustration 7	Trend #6	Standards of Training	18
Illustration 8	Trend #7	Style of Learning	19
Illustration 9	Trend #8	Number of Women in Top Management	20
Illustration 10	Trend #9	Hiring Process/Attrition Rates	21
Illustration 11	Trend #10	Immigration Problems	22
Illustration 12	Event #1	U.S. Stock Market Crashes	24
Illustration 13	Event #2	State of California Declares Bankruptcy	25
Illustration 14	Event #3	California repeals Prop. 13 Mandates	26
Illustration 15	Event #4	State Eliminates all Funding for POST	27
Illustration 16	Event #5	U.S. Economy enters National Depression	28
Illustration 17	Event #6	California splits into Three States	29
Illustration 18	Event #7	Calif. secedes from Union, joins Mexico	30
Illustration 19	Event #8	Community Colleges withdraw from POST	31
Illustration 20	Event #9	State Police assume all Law Enforcement	32
Illustration 21	Event #10	All Drugs Legalized for Personal Use	33
Illustration 22	Strategic Assumption Surfacing Technique (SAST) Map		68

## LIST OF TABLES

Table 1	Trend Evaluations	12
Table 2	Event Evaluations	23
Table 3	Events Impacted by Events	36
Table 4	Events Influenced by Trends	36
Table 5	Readiness/Capability Chart	78
Table 6	Commitment Chart	83

JULY 1994

**The Next Generation: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

**J. GREBMEIER Sponsoring Agency:** Commission on Peace Officer Standards and Training. 1994. 154pp.

**Availability:** Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA 95816-7083

Single copies free; Order number 18-0366

National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, MD 20850

Microfiche fee. Microfiche number NCJ \_\_\_\_\_.

**Abstract**

This research project examines the issue of what impact will the changing work force have upon law enforcement Field Training Programs by the year 2003. Futures study methodology identified the top ten trends that will influence and the top ten events that will impact this issue over a ten year period. The forecasted top events and emerging trends were used to develop nominal, normative, and hypothetical future scenarios. The normative scenario and additional trends were used to identify and analyze possible policies. A strategic plan reviews the model agency's environment and organization. This was used with a stakeholder analysis to develop alternative strategies. The selected strategies include a redesign of the Field Training Program, development of a Total Quality Management system and a Community Satisfaction rating system. The study is contained in a Technical Report and the study findings detailed in a Journal Article document. Research data; non-extrapolative forecasting results, graphics, data and other instruments in appendixes; references and bibliography

## **THE NEXT GENERATION**

**The Impact of the Changing Work Force on Law Enforcement  
Field Training Programs by the year 2003**

### **JOURNAL ARTICLE**

by

Joseph P. Grebmeier

Command College Class 18  
Commission on Peace Officer Standards and Training

July, 1994

18-0366

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

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

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

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



With the approach of the next millennium there is more discussion every day about what the future may hold. The increasing interest in forecasting the future lies not only with an expanded interest in the next century, but also in a basic and fundamental realization that major changes are now before us.<sup>1</sup> This is followed by the desire to shape the future or at least, in some way, guide events as an active participant in the process.

A major component of how law enforcement will prepare for the future lies in reviewing its current critical programs and how the future will affect them. The Field Training Officer (FTO) program is critical to the success of both the individual but also of the organization as a whole. After completing the Basic Academy, new officers must successfully complete a FTO program. This program evaluates the new officer to ensure that the learned material presented in the Basic Academy and know how to apply this knowledge to enable them to work alone in the field. The FTO program also augments the material from the Basic Academy with further information, based upon the needs of the individual department, e.g., policies, procedures, rules and regulations. This researcher believes that the values demonstrated by the FTO staff today will be passed on to the work force of tomorrow.

It is critical that law enforcement practitioners investigate and discuss the issues facing the FTO program in the future. The major trends and events of today will impact the FTO program in the future, placing new demands upon it. To the extent that one can anticipate these trends and events, one can better prepare to make the changes necessary to best meet the changing demands of the future.

With a concern for the future of the FTO program, the author reviewed current research and other literature and began to focus on those trends and events that could impact the FTO program in the future. Using the STEEP (Social, Technological, Economic, Environmental and Political) taxonomy, information that pertained to the issue was compiled. It quickly became evident that major changes in this area were even now occurring. These include changes in demographic make up of the work force, to include

an increase in minorities and women, the level of education and age<sup>2</sup>; changes in the style and values of successive generations, such as career ambitions, the need for wealth, security, family life<sup>3</sup> and future employee concerns, such as promotions, work place safety, self-fulfillment.<sup>4</sup> All of these will impact the FTO program in the future.<sup>5</sup>

Advances in computers and other electronic devices will integrate themselves further into day-to-day law enforcement. Officers will use personal information assistants with complete access to all computer data bases used in criminal justice systems.<sup>6</sup> Technological changes also will cause new types of crimes, such as the theft of information, financial crimes, and vandalism.<sup>7</sup> Environmental trends show the possibility of increased civil disobedience over issues and the development of new forms of environmental crimes. An increase in "Eco-terrorism" and riots in urban areas are some examples of this.<sup>8</sup> On the economic front the question of paying for training and the availability of jobs is still unanswered. There are many indicators that the trend of increasing public debt will continue into the future. Local government will continue to have problems funding the basic programs that it supplies, e.g., police, fire, streets, parks, libraries, etc.<sup>9</sup>

In an attempt to focus on the issue questions, several coworkers were consulted: this included a FTO-corporal, two FTO-sergeants, and one sergeant assigned to the Administration Division (with a background in hiring.) These discussions developed a futures wheel, diagramming the issue and sub-issues. (Illustration 1)

A recurrent theme was that of the changing work force and it's impact on all aspects of our operations. This was especially felt in the recruiting and training areas. Certain trends or changes in the work force were identified by both the participants and from the scanning process.<sup>10</sup> A primary concern developed concerning the changing values of the work force and how they will impact the FTO program in the future.

The published material on the FTO program consisted of several articles which discussed past or current problems. Sources dealing with changes in the work force were

found in business and academic writings. The basic premise of the issue is directed toward the future impact of the changing work force, and this material was more applicable. .

In reviewing the future wheel produced; a common theme was found: *the changing work force on law enforcement*. Taking this one step further, the selected issue became the Field Training Program. The issue question was defined as:

**Will Changes in the Work Force Impact Law Enforcement  
Field Training Programs by the Year 2003?**

The sub-issues were related to the issue: :

*Will the changing work force impact the program guidelines?*

The program guidelines were defined as the basic structure of the FTO program, to include the mission statement, the Field Training Guide and the policies and procedures used by the program.

*Will changes be made in the training provided to the FTO staff?*

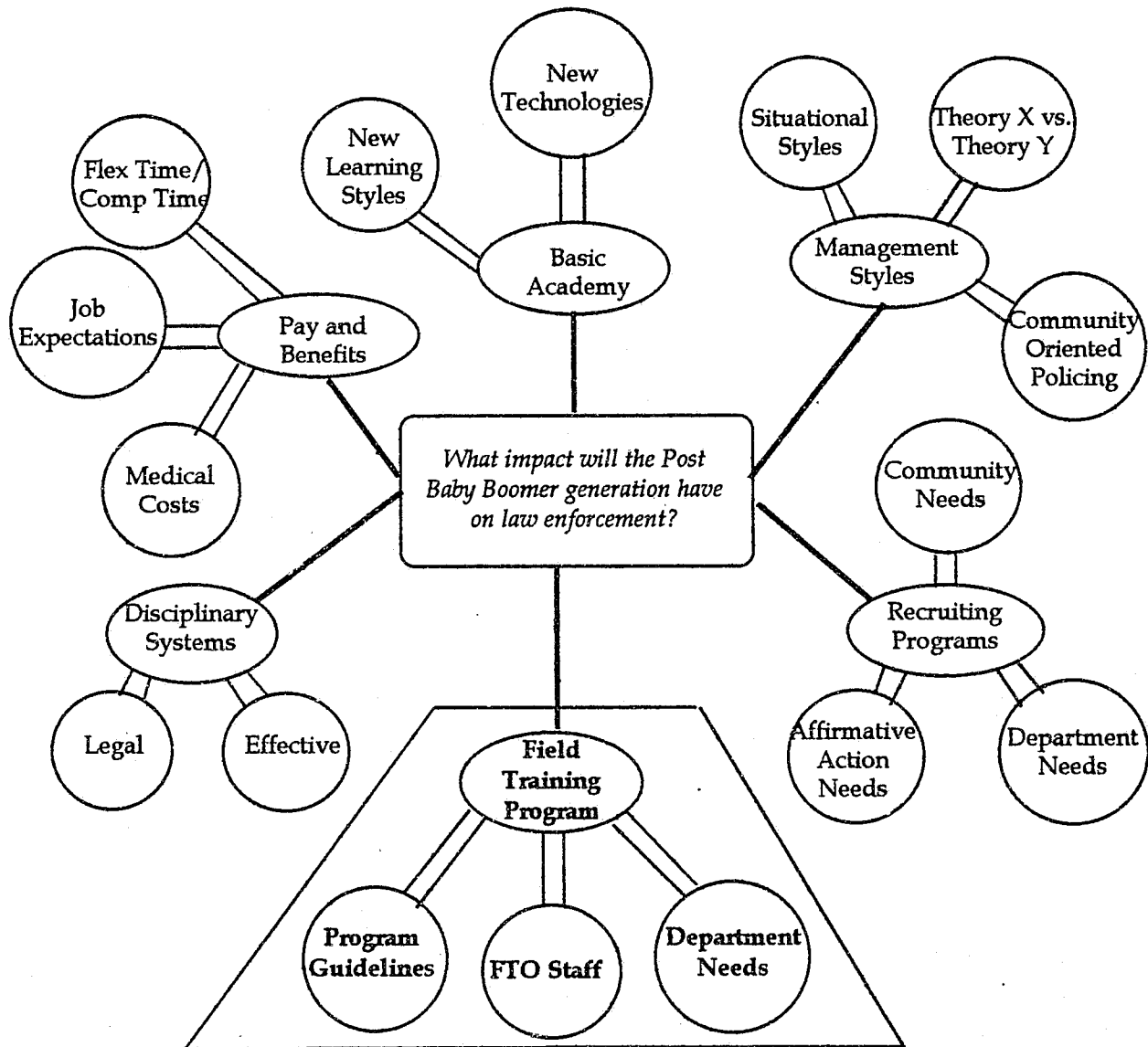
This was defined as the type of training that will be needed to address the issue, *the changing work force* and the need to provide the FTO staff with the knowledge and tools to address the issue.

*Will changes be made to meet department needs?*

The future needs of the department were defined in context of the issue, *the changing work force* and what impact this will create on the future needs of the department.

Illustration 1

## IMPACT OF THE CHANGING WORKFORCE ON THE FTO PROGRAM



The Post Baby Boomers (born 1965 to 1990) are just now entering the workforce. They are different from the previous generations, to include values, motivation, education, ethnic and cultural diversity, gender roles, and an outlook on life. Each generation has a style and makeup of its own when looked at as a whole. As the Baby Boomers were confusing to the Depression Era generation, the Post Baby Boomers will present new and unique problems to the Baby Boomers, who are now entering middle and executive management positions. It is imperative that law enforcement give thought now as to how to train the next generation of new officers.

The Field Training Program has a major impact on the future of a department. The success or failure of the program affects the department for many years.

A Nominal Group Technique (NGT) group was created to discuss the issues. NGT describes a group that acts in name only, while formed as a group, the generation of ideas is done in such a manner to minimize the impact of group consensus or coercion on individual members. The NGT group consisted of eight people representing an eclectic selection. This group generated lists of possible trends and events that might impact the issue in the future. These lists were then distilled into the top ten choices in each category. These lists were then reviewed by the group using a Modified Delphi Technique (MDT). This technique consisted of secret balloting on the impacts of each trend and event. The results from this portion of the session produced a median ranking for the future impact of each trend and event.

These results were processed further by utilizing a Cross-Impact Evaluation Matrix (CIEM) procedure. The Cross-Impact analysis changed the probability of each event, adjusting to account for the impact of one event upon another event. The list of trends, as to how they would impact each other, was also analyzed.

The results from the Cross-Impact analysis were then used with a scenario generating program called Sigma. Using a seed number as a starting point, the program generated different scenarios based upon a random number generator and the starting probability for each event. In reviewing several scenarios, three were selected representing a Nominal, Normative and Hypothetical future. These scenarios then provided a background in which a discussion could be made about possible futures for the issues.

The last section of this study reviews some supplemental trends, identified from the literature research. Finally, the chapter ends with a discussion of policy identification and analysis based upon the normative scenario and its impact on the issues.

## NOMINAL GROUP TECHNIQUE DESIGN

The first step in designing the NGT group was selecting who should be included in the group. The goal was to select a group consisting of law enforcement practitioners and representatives from the field of public education. The first choice reflected the need to include persons who were well versed in both defining the issue and having some type of professional experience in dealing with current problems associated with the issue. It was hoped that these people also would provide some type of insight into the future of the issues. The second part of the group was chosen both for their experience in dealing with students who represent the target group (the future work force) and who also would (hopefully) have distinct or divergent perspectives on both the issues. Using the alternate, the final size of the group was eight persons.

Using the format originated by Professors Andre L. Delbecq and Andrew H. Van DeVen in the late 1960s, the NGT panel first silently generated their individual ideas on the trends that may influence the issue and those events that could impact the issue over the next ten years.

Using the round-robin method of collection, forty trends were identified and some forty events were identified. A discussion period clarified the lists to ten of trends and ten of events. A voting period, using a secret ballot, resulted in the top ten trends and top ten events being identified.

After the identification of the top trends and top events, the NGT panel was instructed in forecasting methods for the trends and events. Individually listing their forecasting estimates on provided forms, the information was collected, calculated and the median forecasts determined.

The NGT took about two hours to complete. It produced a list representing a consensus on the top ten trends and events associated with the issue.

# TRENDS

**TABLE 1**

TREND EVALUATION FORM					
TREND STATEMENT (Abbreviated)		LEVEL OF THE TREND** (Today = 100)			
		5 Years Ago	Today	*5 Years from now	*10 Years from now
Trend #					
1	U. S. Economy	140	100	95/150	125/195
2	Intermingling of Races	90	100	115/140	130/155
3	Individual Values	100	100	100/150	107.5/190
4	Media Scrutiny	80	100	115/75	135/65
5	Liability Concerns towards Training	72.5	100	125/105	150/110
6	Standards of Training	80	100	115/97.5	117.5/95
7	Style of Learning	80	100	115/122.5	145/150
8	Number of Women in Top Management	50	100	137.5/150	172.5/130
9	Complexity of Hiring Process/Attrition in Work Force	67.5	100	110/100	150/100
10	Immigration Problems	85	100	127.5/70	155/65

\*\* Panel Medians N=8 \*Nominal/Normative

The forecasts for each trend reflected a concern with the economy. The forecasted trends in liability concerns for training, training standards, hiring process changes/attrition rate, and even immigration problems displayed a concern with the uncertainty of the economy in the future and the impact that this would have in other trends.

The future of the economy and its impact upon the ability of local government to address the future needs of society were foremost on the minds of the participants.

*Trend #1 U. S. Economy*

This trend was identified as the status of the U. S. economy. It quickly became apparent that the group had a very pessimistic outlook for the health of the U. S. economy. This might reflect both reality and the fact that all of the participants had some

type of government job. In each case, their respective agencies were experiencing fiscal crisis and this had to weigh heavily on everyone's mind.

The short term consensus was that the economy would not improve in the next five years but would show some improvement after that, in the final five years of the forecast. A prevalent sentiment in all of the discussions was that of a pessimistic outlook for the future of the economy and the availability of financial resources.

This trend would impact the issue by the availability of resource or lack of, to address the issue.

*Trend #2 Intermingling of Races*

This trend reflected the belief that the future would consist of a more diffused ethnic make up. It also reflected a hope that this would also create a more homogenous ethnic future. There did appear to be more of a consensus as to the extent this will happen in the Nominal projection than in the Normative projections.

The impact of this trend seems to reflect the changing ethnic makeup of the future work force. In conjunction with increasing immigration and birth rates in minority groups, a trend towards inter-racial marriages is predicted in the future and will contribute to the continuing change in the ethnic makeup of our society. This trend would reflect part of the change in the work force.

*Trend #3 Individual Values*

The next trend identified by the group was one of individual values. This trend made the top ten in the first round of balloting. During the clarification step this trend was further defined as, personal motivation, career plans, work ethic, etc. This trend agreed with the earlier literature search.<sup>11</sup>

The group was not as cohesive in coming to agreement on what the changing values would be but only that they are changing. Although the group was unable to reach



an agreement as to the exact definition of this trend, their consensus that it was occurring and would have a strong impact upon the issue, reinforced what the author had found in a review of literature research on the next generation.

The forecasted change in individual values helps to define the future work force and how it will differ from the past.

*Trend #4 Media Scrutiny*

This trend made the top ten list on the second ballot. During the discussion phase the consensus seemed to be one that the current level of media scrutiny of law enforcement would continue at a high level, with a slight increase each year in the future. This reflected the events in 1992 with the media and the attention given to the beating of a black man in Los Angeles by the police during an arrest. The beating was video taped by a witness and the subsequent criminal trial and civil trials became a media event.

During a subsequent discussion with a focus group, this trend was augmented with an observation that the future might include technological changes such as live video from cameras in the patrol car or from helmets worn by officers. This would permit direct observation by supervisors and dispatchers, but would also include the media.

*Trend #5 Liability concerns towards Training*

The panel noted the trend in liability law suites with the resulting pressure to mandate increased training. They felt that this trend would increase in the future and would continue to be a driving force on the topic issue. This also reflected the continuing concern about the economic impacts on the issue: where the money come from for this increase in mandated training? This concern continued to affect many of the subsequent trends and their evaluations.<sup>12</sup>

A review of new legislation, revealed an increase in the number of new training mandates in areas such as, ethics, domestic violence, child abuse, cultural awareness and other areas.<sup>13</sup>

The impact upon the issue was that liability concerns will become a driving force in future changes to the FTO program.

*Trend #6 Standards of Training*

It expressed the concern that the pressure felt today to lower standards to meet personnel requirements will continue on into the near future. It should be noted that this trend was originally nominated by one of the law enforcement practitioners. Each of the practitioners who had worked with a FTO program expressed this concern of a perceived demand to lower standards, but one that was not articulated in formal policy.

This pressure will have an affect on both the issue and the strategies selected to address the issue.

*Trend #7 Style of Learning*

This trend was described by the participant nominating it as: "a change in the style of how people will learn in the future."<sup>14</sup> The increased use of technology and the increasing technological literacy of the work force was also reflected in this belief. Most participants assumed that the future work force would be far more proficient with using computers than the present generation.<sup>15</sup>

This projected change in styles of learning also suggests a corresponding change in styles of teaching, a basic premise in the thesis of this study.

*Trend #8      Number of Women in Top Management*

The trend was defined as a continuing increase in the number of women in top management. A variation between the nominal and normative forecasts was noted from several of the other participants, most notably from the law enforcement practitioners.

The author's research in this agrees with the trend in that "baby-boomer" women will continue to push the glass ceiling higher in management, but that the next generation of women entering the workforce may not have the same career desires.<sup>16</sup>

The impact upon the issue will be seen in the decisions made by these women concerning the issue and sub-issues.

*Trend #9      Complexity of Hiring Process/Attrition in the Work Force*

This trend represented the combination of two trends; the increasing complexity of the hiring process and a corresponding increase in the attrition rate of both employment candidates and probationary employees. Again, an underlying feeling of frustration with the present seemed to project itself into a pessimistic future.

The impact on the issue will be one of increased pressure and complexity in all phases of training. As the hiring process becomes more complex, a greater investment of both time and money will be made in each new recruit. This will increase the pressure to retrain the recruit as noted in Trend #5. The antithesis of this trend may be a corresponding increase in the complexity of firing someone who fails the FTO program.

The final half of the trend impacts the issue in that a higher attrition rate will also feed the pressure to recruit and retain more people.

*Trend # 10    Immigration Problems*

This trend was defined as an increase with both law enforcement and social problems arising from the increasing number of illegal immigrants entering the state.

The impact of this trend affects both the future work force and the increasing demands that will be placed on the new employee in the future. A recurring theme in the Futures Files was that of the economic impact of immigration upon the economy.<sup>17</sup>

This trend will impact the issue by virtue of its impact on the workforce. Not only will there be a generational change in the future workforce, but also gender and ethnic one as well. Many of the immigrants will enter the work force, to include law enforcement.

## EVENTS

TABLE 2

Event Evaluation Form						
Event #	EVENT STATEMENT	*Years Until Probability First exceeds Zero	*PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			5 Years from now (0-100%)	10 Years from now (0-100%)	*POSITIVE (0-10 scale)	*NEGATIVE (0-10 scale)
1	U. S. Stock Market Crashes	3	7.5	17.5	0.25	9
2	State of Calif. declares Bankruptcy	3	22.5	50	0	10
3	Calif. repeals Prop. 13 Mandates	2	30	45	4	4
4	State eliminates all Funding for POST	2	15	25	1	9
5	U.S. Economy enters National Depression	3	15	40	1	8
6	Calif. splits into Three New States	3	12.5	25	3	5
7	Calif. ceceeds from Union, joins Mexico	5	0	0.5	0	9
8	Community Colleges withdraw from POST	1	15	22.5	1	8
9	State Police assume all Law Enforcement Tasks	5	0	3.5	2	6
10	All Drugs are legalized for Personal Use	3	7.5	15	1	7

\*\*Panel Median N=8 \*Nominal/Normative

During the introduction an attempt was made to stimulate spontaneous generations of ideas in a nonjudgemental environment. This produced a large number of events that reflected many divergent concerns about the future. While the variations provided many unique events that all had some probability of occurring, the events were all given quite

low probabilities of happening. This seemed to epitomize an apprehension with what the future will hold.

The variety of events did provide an interesting group for inclusion in the scenario generation phase of the study.

*Event #1 U. S. Stock Market Crashes*

The prediction of a crash ( sudden decline in the average value of stocks) in the U. S. stock market was one of the first events nominated and made the top ten list on the first ballot. While discussed as a possible event it received low median probabilities of occurring.

This event is notable as a continuing concern on the dire economic outlook for the near future. Again, a latent feeling of impending economic doom underlay much of the exercise. The economy is an intricate part of both future problems that may affect the issue and possible solutions to those problems. Thus, the economic concerns express by the NGT panel became a reoccurring, driving force behind other events.

*Event #2 State of California declares Bankruptcy*

This was also one of the first events nominated and also received the most votes. This reflected the overall pessimistic attitude with both the national and state economies. The fact that all of the participants were government employees might reflect this concern with the economy and the current impact of fiscal constraints on everyone.

At the time of the NGT, each participant was looking at budget reductions in their respective agencies. This event is connected to the previous event, again exemplifying the economic concerns constantly on the minds of the NGT panel.

The financial impact upon the Field Training program will make it more difficult to address the problems associated with the issue.

*Event #3 California repeals Prop. 13 Mandates*

While this event was nominated early in the process, it did not make the final list until the second ballot. The participants who were education practitioners seemed to favor this event. The criminal justice practitioners were far more pessimistic about the probability of this event. It is also related to the overall concerns with the economy and the funding of government services.

Subsequent discussions among focus groups, Modified Delphi Groups (MDG) and associates of the author, indicated that this event was not only wisely selected, but that the probability of its occurrence could be adjusted to a higher level after five years.

This event will help to mitigate the negative impacts of the trends and events that will decrease the available revenue for program such as Field Training.

*Event #4 State eliminates all funding for POST*

This event was also firmly grounded in the concern of the impact of the economy on all phases of the government. There also appeared to be some humor intended as the agency most likely to be assigned a large part of finding the solution to the problems associated with the issue would also be the most likely one to be eliminated as problems increased.

The impact upon the issues will be to increase the difficulty in solving problems as POST has provided the major impetus and guidelines for the Field Training Program.

*Event #5 U. S. Economy enters National Depression*

This event seemed to be a variation of the other economic events, but in reviewing each, the participants felt that this was a unique and independent event. The impact of this event would be great but it was given low probabilities of occurring.

A year after the NGT panel developed the possibility of this event, there is very little consensus among leading economists as to the chance of this event occurring in the next ten years.

A national depression will have a greater economic impact upon Field Training program than many of the other economically oriented trends or events.

*Event #6 California splits into three New States*

This event had been recently discussed in the news media. This forecast represented an acknowledgment of both current events and the short term possibility of occurrence. The impact of this event seemed to be somewhat unclear. While most participants agreed that the impact would be negative, there was less consensus as to how negative it would be and for whom.

*Event #7 California secedes from the U. S. and joins Mexico*

This quickly became a "wild card" event. The fact that it made it through both ballots caused the author to explore the issue further with some of the participants. It was connected with the trend of immigration problems and a foreboding that demographic changes could foretell significant changes in the political makeup of the state.

While the author thought this event was improbable, its nomination and final selection did add to the development of the possible scenarios. A wild card event creates the opportunity to explore the possible scenarios and create a further discussion and review.

*Event #8 Community Colleges withdraw from POST*

This event also represented an economic concern with current programs. While this was suggested by an education practitioner it made the list during the final ballot.

It was postulated by the group that the economic problems of both the State and of the local economy would impact the Community College's ability to participate in the academy program.

The pessimistic outlook then led to the hypothesis that the future would hold further problems as the economic problems cascaded into other problems, creating a synergistic effect.

*Event #9 State Police assume all Law Enforcement Tasks*

This event also represents an economic concern with how local agencies will find the revenue to fund law enforcement in the future. The panel felt that the possibility that the state would step in and take over local law enforcement was a possibility. The impact on the issues was one of the possible consolidation of training efforts.

Several members of the panel felt that a larger, consolidated agency would be more able to address the future needs of the Field Training Program. By nature of its larger size, a state agency can bring more resources to bear upon a problem. It was also felt that a state agency would have a much larger pool of expertise upon which to draw from.

*Event #10 All Drugs are legalized for Personal Use*

Again, this event might be described as a "wild card." It reflected a contemporary concern of the law enforcement practitioners that the resources devoted to fighting criminal drug violations may not be effective.<sup>18</sup> The education practitioners seemed to be swayed by their votes, although there was no discussion on this topic during the voting.

## CROSS-IMPACT ANALYSIS

Cross-Impact analysis attempts to improve the accuracy of scenario forecasting by taking into account the impact of each event or trend against the others.<sup>19</sup> If more than



one event or trend occurs in the scenario, each might have some impact upon the other, such that the probability of the original event or subsequent events changes. In this use, the decision as to what the extent of each cross impact could be was determined by expert judgment. The group consisted of the author and two sergeants from the issue development phase of the study. In each case, the occurrence of a cross impact and the magnitude of the impact are based upon the subjective judgment of the reviewing group.

Event #2, U. S. Stock Market Crashes was impacted by some, but not all of the other events. (Table 23) It was impacted by the following events:

#3, State of California declares Bankruptcy Impact 5

If the State of California declared bankruptcy, then this would have some type of impact on the U. S. Stock Market. The positive number represents the extent that Event #3 would impact or change Event #2.

#7, California repeals Prop. 13 Mandates Impact -20

If California was to repeal the Proposition 13 mandates that restricted the ability of local government to increase property tax assessments or rates. This would have a possible impact upon Event #2. The group believed that the impact would be one of decreasing the probability of Event #2 occurring.

#12, U. S. Economy enters into National Depression Impact 40

The correlation between Event #2 and Event #12 was more apparent. If the U. S. economy were to enter into a national depression then this would most likely impact the U. S. stock market in a negative manner, thus increasing the probability of Event #2 occurring..

#24, California secedes from Union, joins Mexico Impact 15

The unlikely event of California seceding from the Union and joining Mexico was somewhat of a wild card event. It was placed on the top ten list by the MDT group and was added to the events list. The Cross-Impact review group felt the circumstance that would result in Event #24 occurring would also impact Event #2, making it more likely to happen.

Events #8, #18, #22, #34, and #36 were thought to have no impact on Event #2. A positive number represents an increase in the probability that the original event will occur. A negative number represents a decrease in the probability that the original event will occur. The original probability for Event #2 was 17%, after adjustment taking into account the possible impacts of the other events, the estimated new probability was 30%

Each event was reviewed for the possible impact of the other events. The estimated impact was entered into the Cross-Impact Evaluation Matrix (CIEM), which calculated the final impact for the event. The CIEM was a basic spread sheet program template that had the cross-impact formula entered into each cell. This allowed the user to enter the starting probability for each event and the impact of the other events. The spreadsheet automatically calculated the corresponding changes in probability for each impact. This process was also used showing the influence of the selected trends, at their greatest level of magnitude, upon the events. (Table 4)

## EVENTS IMPACTED BY EVENTS

TABLE 3

CROSS-IMPACT EVALUATION MATRIX												
Initial Prob->	E2	E3	E7	E8	E12	E18	E24	E25	E32	E38	Final Probabilities	
E1 17	X	5	-20	0	40	0	15	0	0	0	E1 30	
E2 80	45	X	-25	-5	45	70	15	0	10	0	E2 85	
E3 30	45	45	X	0	75	0	78	0	25	0	E3 92	
E4 25	35	60	-20	X	45	60	80	0	0	0	E4 89	
E5 40	78	65	0	0	X	15	45	0	0	0	E5 90	
E6 25	15	75	0	60	40	X	40	0	0	0	E6 98	
E7 1	35	50	0	0	65	0	X	0	0	0	E7 58	
E8 22	35	80	-25	60	45	10	-30	X	35	0	E8 97	
E9 4	75	45	25	10	20	10	50	0	X	0	E9 60	
E10 15	25	30	0	0	45	50	50	0	0	X	E10 65	

E1	U.C. Stock Market Crashes
E2	State of Calif. declares Bankruptcy
E3	Calif. repeals Prop. 13 Mandates
E4	State eliminates all Funding for POST
E5	U.S. Economy enters National Depression
E6	Calif. splits into Three New States
E7	Calif. secedes from the Union, joins Mexico
E8	Community Colleges withdraw from POST
E9	State Police assume all Law Enforcement
E10	All Drugs Legalized for Personal Use

## EVENTS INFLUENCED BY TRENDS

TABLE 4

CROSS-IMPACT EVALUATION MATRIX												
Initial Probability	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	Final Probability	
E1 30	40	0	0	0	0	0	0	0	0	0	E1 53	
E2 85	40	0	0	0	0	0	0	0	0	0	E2 57	
E3 92	10	0	0	0	0	0	0	0	0	0	E3 98	
E4 89	15	0	0	0	-20	0	0	0	0	0	E4 82	
E5 90	0	0	0	0	0	0	0	0	0	0	E5 96	
E6 96	0	0	0	0	0	0	0	0	0	0	E6 96	
E7 58	0	10	0	0	0	0	0	0	0	10	E7 71	
E8 97	0	0	0	0	-15	30	0	0	0	0	E8 99	
E9 60	20	0	0	0	0	0	0	0	0	0	E9 71	
E10 65	0	0	25	0	0	0	0	0	0	0	E10 78	

E1	U.S. Stock Market Crashes	T1	U. S. Economy
E2	State of Calif. declares Bankruptcy	T2	Intermingling of Races
E3	Calif. repeals Prop. 13 Mandates	T3	Individual values
E4	State eliminates all Funding for POST	T4	Media scrutiny
E5	U.S. Economy enters National Depression	T5	Liability concerns towards training
E6	Calif. splits into Three New States	T6	Training standards
E7	Calif. secedes from the Union, joins Mexico	T7	Style of learning
E8	Community Colleges withdraw from POST	T8	Number of women in top management
E9	State Police assume all Law Enforcement	T9	Complexity of the hiring process/Attrition rate
E10	All Drugs Legalized for Personal Use	T10	Immigration problems

The word scenario comes from the theater. It is an outline of the plot or what will happen in the story. By using Multiple Scenario Analysis (MSA) the forecaster deals with ranges of trends and event.<sup>21</sup> These provided a framework in which the possible scenarios or futures can be discussed and evaluated for strategic planning. A good scenario must have certain elements. There should be rational, explicit and documented analysis of trends and events over a period of time. Alternative scenarios based upon a common set of data, events and trends, should be produced. The outcomes of the multiple scenarios should be internally consistent with each other. Finally, they should provide different views of the future that can be used for planning and decision making.<sup>22</sup>

To develop the scenarios used in this paper a program called The SIGMA Scenario Generator<sup>23</sup> was used. The final probability of each trend and event was derived from the Cross-Impact Evaluation Matrix. These were then entered into the SIGMA program to produce a data file consisting of the list of events, their probability, and the positive and negative impact of each.

Starting with the list of events, fifty scenarios were generated by changing the starting seed number for each scenario. Given a specific run, increasing the seed number by 1, it was noticed that the program began to alter the probability of each event, approaching a probability of approximately 90% for each event. When the series of the seed numbers was changed, the original probabilities, as derived from the cross-impact analyses, returned. The program was limited to running about 10 "events" for each scenario.

In reviewing the fifty scenarios that were generated, different families of scenarios began to appear. Some would occur only once, others would be very similar and were then grouped together as a family. Three scenarios were selected to represent the Nominal Scenario, the Normative Scenario, and the Hypothetical Scenario.

The Nominal Scenario occurred the most often, as a family group, in the fifty program runs. The Normative scenario consisted of a family that presented the most

desired future. Finally, the Hypothetical Scenario was chosen from those runs in which all of the events occurred. After selecting each of the three types of scenarios generated from the event data file, corresponding trend scenarios were generated using identical seed numbers for each type. This resulted in three unique scenarios that incorporated both events and trends from the earlier phases of the study. In this way, each scenario had a common basis of trends and events, selected and evaluated using expert judgment.

### **Normative Scenario**

The Journal of Field Training Officers, Volume 38, No. 2, 2004

The last ten years has been very eventful for both the citizens of this state and law enforcement as a profession. Just four years into the next millennium, and much still stands before us. Looking back at the last ten years may help us understand how we arrived at this point today and what the future may hold for us.

In an attempt to mitigate the financial hardship of the state, the voters decided to split the State of California into three new states in October, 1994: North California, retaining Sacramento as the capitol; South California, comprising the central portion of the state, with its capitol in San Jose; and the new State of Atlantis, with Los Angeles as its new capitol. North and South California formed a joint agency to replace POST. Atlantis decided to form its own version of POST and several new guidelines for the Field Training Program were developed, such as channeling, holistic crisis intervention using herbs and other programs.

Political forces increased the pressure to lower standards in the Field Training Program in an attempt to increase the diversity of the work force in December, 1994. This was countered-balanced by liability concerns. In July, 1999, a seminal work was published by San Jose State University, Administration of Justice program, that documented the changing trends in individual values. The new emerging generation, the

"Post Baby Boomers" or "Generation X" was the target of the study. The lessons learned from this study were quickly incorporated into the Field Training Program.

California repealed Proposition 13 (passed in 1977) mandates releasing the constraints placed upon local government and its ability to raise revenue. The Field Training program was one of the first recipients of the new funds. The state continued to try usurp the traditional methods of raising local revenue and discussions were held to establish a local income tax in several areas. This increased taxation helped the cities in the short run but caused an unforeseen economic impact to the rest of the state as both business and private individuals moved out of the state to escape the increasing taxation.

The new millennium ushered in a period of increasing numbers of women in top management. The turn of the century represented the breaking of the glass ceiling that had stifled the careers of many women. The executive staff of several Field Training programs reflected this change.

The U. S. economy entered a period of decline in November, 2000, that continued for several years, resulting in a national depression in March, 2002. This only exacerbated the economic problems that had plagued local government in the last ten years. The major driving force of the last ten years was the economy. The loss of funds continued to hurt local training programs, such as the Field Training program. To paraphrase a message told to the one term president, 1993-1997, Bill Clinton; "It was the economy." The election of President Perot in 1997, slowed the decline of the national economy, but the final results are only starting to be seen today.

The new century also saw an increase in concerns about liability issues in law enforcement in March, 2001. Field Training programs were subject to these increasing liability concerns. This resulted in further mandates from the state in the area of training. Hand-in-hand with the increasing liability concerns there arose an increase in the media scrutiny of the police. As law suite followed law suite, the media began to increase its observation of the police. Roving television units would follow patrol cars or respond to

incidents. The press was successful in requiring access to all police video tapes from routine patrol and booking areas. This increased exposure resulted in some behavior modification by uniformed personnel but it also increased the number of occasions where the police refused to take action fearing liability or crucifixion by the press.

To add insult to injury, given the economic problems facing the state at the time, all funding for POST was eliminated in November, 2002. This soon proved to be a disaster when looking back at the concerns that preceded this decision, such as liability issues. Field Training programs across the state are still struggling to recover from these cutbacks. The profession has yet to recover from this loss.

What will the future hold for law enforcement in the state of California? In the words of governor Julio Rodriguez-Chavez; "*¿Quién sabe?*"

## SUPPLEMENTAL TRENDS

In addition to the trends identified by the NGT group, the author also reviewed trends discussed in the literature research that might impact the issue. These included the following trends. Marvin Cetron, in "An American Renaissance In the Year 2000"<sup>24</sup> identified several trends that will impact the issue in this study:

Demand for lifelong education and training services will heat up throughout society.

New technologies will greatly improve education and training.

Business is taking on a greater role in training and education.

Education costs will continue to rise.

School districts throughout the United States are reinventing the educational system.

Educational institutions will pay more attention to the outcomes and effectiveness of their programs.

Improved pedagogy-the science of learning-will revolutionize education.

Institutions of higher education are shrinking.

Specialization is spreading throughout industry and the professions.

More women will continue to enter the labor force.

Women's salaries will slowly approach men's

More African Americans and other minority groups are entering the labor force.

Workers are retiring later.

Unions will continue to lose powers.

Second and third careers are becoming common, as more people make mid-life changes in occupation.

The work ethic is vanishing from American society.

In their book, Future Work, Coates, Jarrat and Mahaffie also identified several trends that will impact the issue in this study.<sup>25</sup> Several of the trends identified by this group were similar to those identified by the NGT group earlier in this study:

Increasing diversity in the work force: making heterogeneity and flexible management work.

Hispanics are the largest fast-growing minority population in the United States.

Women move gradually into the executive suite

A shrinking labor pool creates opportunities for traditionally underemployed workers.

The changing nature of work: training and reeducation for a knowledge-based work force.

New critical skills are emerging.

Training and education budgets stay high as corporations stretch for new results.

The cooperation reaches deeper into the educational system to influence the quality of its supply of workers.

Office automation thrives despite questionable gains in productivity.



Artificial intelligence is jerkily moving from the laboratory to practical application.

The author has added these trends to supplement those identified by the NGT group to facilitate the following policy discussions and to better set the background for later sections of this study.

## POLICY IDENTIFICATION AND ANALYSIS

The normative scenario forecast, that of attaining a desirable future was isolated for policy development and analysis. Utilizing this scenario environment, five policies were isolated from a candidate list of sixteen. These policies were selected by a focus group assembled after the futures study.

The MDT group used earlier became a Modified Policy Analysis (MDA) group. The policies were screened using the following criteria:

1. Are they realistic and feasible?
2. Can they be locally managed and controlled?
3. Will they significantly impact the issues in a desirable manner?
4. Are they in the best interests of law enforcement?
5. Are they cost effective?

The policies identified were:

- Policy #1:* Support increased hiring standards for trainees and increase spending for recruitment, screening, and hiring.
- Policy #2:* Greater effort in selecting the best FTO staff.
- Policy #3:* Monitor the evaluation of the trainees to assess the quality of the program.
- Policy #4:* Periodic evaluation of the FTO staff and program.
- Policy #5:* Assess community satisfaction with the FTO program.

These policies were evaluated as to their potential influence on the identified trends and their impact on event probabilities. Only those trends and events believed to be directly affected by the policies were examined. This evaluation produced the following assessments:

**Trend: Individual Values**

The policies selected are designed to complement the changing individual values of both the trainee and of the FTOs, who are often from the same generation. The constant monitoring and assessment of how well the program is doing will also indicate the programs ability to adapt to the new values of the recruits.

**Trend: Media Scrutiny**

The increase in media scrutiny can be combined with the continuing evaluation of the staff and program. The media can become an integral part of the feedback system, assessing both community attitudes and the impact of changes upon meeting the mission objectives of the program

**Trend: Liability Concerns for Training**

The policies selected reflect the concern with this trend. The rising cost of liability, combined with the other fiscal hardships, acts as a driving force for much of the issue. While the eventual cost of attrition and poor performance are factors, liability costs are more often sudden and have a much higher profile in the public eye. Each of the policies supports efforts to address this trend.

**Trend: Style of Learning**

The evaluation of trainees will provide feedback as to how the training. Again, as with the trend in changing individual values, these policies will help to evaluate the program and how well it's working. The policies are also intended to be followed up with corrective action when problems are discovered.

**Trend: Complexity of Hiring Process/Attrition in Work Force**

The policy of increasing hiring standards, combined with a greater investment in retention should help to alleviate the problem presented by this trend. The increasing complexity of the hiring process is both a problem and a result of the attempts to solve the other half of the problem, the attrition rate.

**THE FUTURE**

The driving force in the majority of trends and events was the economy. Fears about the future of the economy and how government will pay for services permeated the NGT group. As noted earlier, the fact that all of the participants were government employees may explain this pessimism. Changing individual values, increasing number of women in top management, hiring process complexity/increasing attrition, and the intermingling of races also seemed to be driving forces in the list of trends.

The list of events was also topped by economic concerns with the state declaring bankruptcy, the ending of all funding for POST, and a national depression. Even the legalization of drugs appeared to be more of a concern for the economic impact of enforcing drug laws than any concerns for personal liberties. The stock market crash, repeal of Proposition 13 mandates, and the splitting of the state into three new states also reflected the economic concerns of the NGT group.

While the other trends and events present material for review and speculation, the driving force for the immediate future of law enforcement, in the State of California, will

be the economy. Not only will law enforcement need to find new ways to do things they must also become more economical. Every day law enforcement will be forced to "get more bang for their buck."

In light of the economic bent of the results, it should also be noted that this affected many aspects of the topic, "the impact of the changing work force." The changing learning styles and individual values, along with the changing make-up of the work force also will drive the topic issue in the future.

How does this relate to policy implications? Law enforcement practitioners must incorporate these trends and events into future policy planning. A common theme arose in the research and scenarios. This must be taken into account when planning for the future.

## SUMMARY

In researching the issue, the author used the STEEP taxonomy in scanning literature and other materials that had some type of relevance to the issue:

*"The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the Year 2003."*

Part 1 of the thesis, A Futures Study, demonstrated that the future work force will have an impact upon law enforcement in general and the Field Training Program specifically. The NGT panel identified several trends and events that they felt would impact the issue.

While the trends and events had a definite pessimistic outlook towards the economy, several elements were identified that concurred with the literature search. Specifically, the change in individual values and in the style of learning was seen in the research about the post baby-boomer generation or the next generation.

The author was able to elicit some ideas from the NGT and the later MDG group about these changes or the differences between the two generations, but had to rely heavily on recent studies to support the observations. The next generation is as different from the current generation as other generations have been from each other. The basic

premises which underlay past training programs, to include motivation, education, experience, etc. must be rethought in light of this change in generations.

The changing work force will impact Law Enforcement Field Training Programs by the year 2003. These changes will also impact the FTO program guidelines, the FTO staff and the needs of the department. Events and trends in the future will also impact the Field Training Program, but the changing work force will continue to be a driving force in these areas. A review of these trends and events will help law enforcement to better deal with the future.

#### ENDNOTES

- <sup>1</sup>Alvin Toffler, Future Shock (New York: Bantam Books, 1970), 9.
- <sup>2</sup>Harper W. Moulton and Arthur A. Fickel, Executive Development, Preparing for the 21st Century (New York: Oxford University Press, 1993), 148-9.
- <sup>3</sup>"How Generations Differ," USA TODAY, 30 July 1993.
- <sup>4</sup>"Top concerns of U. S. workers," The Californian, 7 September 1992.
- <sup>5</sup>R. Edwin Deutsch, "Tomorrow's Work Force: New Values in the Workplace," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 8-11.
- <sup>6</sup>James R. Metts, "Super Cops, The Police Force of Tomorrow," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 71-76.
- <sup>7</sup>Gene Stephens, "Crime and Punishment, Forces Shaping the Future," in The 1990s & Beyond, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1990), 98.
- <sup>8</sup>David Day, The Environmental Wars (New York: Ballantine Books, 1989), 3-5.
- <sup>9</sup>Penelope Lemov, "The Decade of Red Ink," Governing August 1992, 22-6.
- <sup>10</sup>Deutsch, "Tomorrow's Work Force," 8-11.
- <sup>11</sup>USA WEEKEND. "Survey results from 126,000 teens," USA TODAY, 21-23 August 1992.
- <sup>12</sup>Robert L. Snow, "ACCREDITATION: A 21st Century Necessity?" Law and Order, September 1992, 84-88.
- <sup>13</sup>Legislative Update 1993, (Sacramento, CA: California Peace Officer's Association, 1993)
- <sup>14</sup>Marvin J. Cetron, "Class of 2000," in The 1990s & Beyond, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1990), 41-47.
- <sup>15</sup>James R. Metts, "Super Cops: The Police Force of Tomorrow," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 71-76.

<sup>16</sup>Peterson, Karen S., "Women's magazine explores X-ers choices," The Californian, April 26, 1994.

<sup>17</sup>Associated Press, The. "Factions debate whether influx of immigrants hurting or helping," The Californian, June 10 1993.

<sup>18</sup>Associated Press, The. "California police see drug war as a lost cause, racist battle," The Californian, 12 May 1993.

<sup>19</sup> James L. Morrison, William L. Renfro, and Wayen I. Boucher, Futures Research and the Strategic Planning Process: Implications for Higher Education, ASHE-ERIC Higher Education Research Report No. 9, (Washington, D.C.: Association for the Study of Higher Education, 1984), 58-62.

<sup>20</sup> Ibid., 72.

<sup>21</sup>Heydinger and Zentner, "Multiple Scenario Analysis: Introducing Uncertainty into the Planning Process", 52.

<sup>22</sup>Millett and Honton, A Manager's Guide to Technology Forecasting and Strategic Analysis Methods, 69.

<sup>23</sup> William L. Renfro, The Sigma Scenario Generator, (Washington, D.C.: The Policy Analysis Co., Inc., 1993)

<sup>24</sup>Marvin Cetron, "An American Renaissance In The Year 2000," The Futurist, March-April, 1994, insert.

<sup>25</sup>Jospeh F. Coates, Jennifer Jarratt, and John B. Mahaffie, Future Work: Seven Critical Forces Reshapoing Work and the Work Force in North America, (San Francisco: Jossey-Bass Publishers), ix-xii.

If you have had your attention directed to the novelties in thought in your own lifetime, you will have observed that almost all really new ideas have a certain aspect of foolishness when they are first produced, and almost any idea which jogs you out of your current abstractions may be better than nothing

—A. N. WHITEHEAD

## INTRODUCTION

With the approach of the next millennium there is more discussion every day about what the future may hold. The increasing interest in forecasting the future lies not only with an expanded interest in the next century, but also in a basic and fundamental realization that major changes are now before us.<sup>1</sup> This is followed by the desire to shape the future or at least, in some way, guide events as an active participant in the process.

A major component of how law enforcement will prepare for the future lies in reviewing its current critical programs and how the future will affect them. The Field Training Officer (FTO) program is critical to the success of both the individual but also of the organization as a whole. After completing the Basic Academy, new officers must successfully complete a FTO program. This program evaluates the new officer to ensure that the learned material presented in the Basic Academy and know how to apply this knowledge to enable them to work alone in the field. The FTO program also augments the material from the Basic Academy with further information, based upon the needs of the individual department, e.g., policies, procedures, rules and regulations. This researcher believes that the values demonstrated by the FTO staff today will be passed on to the work force of tomorrow.

It is critical that law enforcement practitioners investigate and discuss the issues facing the FTO program in the future. The major trends and events of today will impact the FTO program in the future, placing new demands upon it. To the extent that one can anticipate these trends and events, one can better prepare to make the changes necessary to best meet the changing demands of the future.

With a concern for the future of the FTO program, the author reviewed current research and other literature and began to focus on those trends and events that could impact the FTO program in the future. Using the STEEP (Social, Technological, Economic, Environmental and Political) taxonomy, information that pertained to the issue



was compiled. It quickly became evident that major changes in this area were even now occurring. These include changes in demographic make up of the work force, to include an increase in minorities and women, the level of education and age<sup>2</sup>; changes in the style and values of successive generations, such as career ambitions, the need for wealth, security, family life<sup>3</sup> and future employee concerns, such as promotions, work place safety, self-fulfillment.<sup>4</sup> All of these will impact the FTO program in the future.<sup>5</sup>

Advances in computers and other electronic devices will integrate themselves further into day-to-day law enforcement. Officers will use personal information assistants with complete access to all computer data bases used in criminal justice systems.<sup>6</sup> Technological changes also will cause new types of crimes, such as the theft of information, financial crimes, and vandalism.<sup>7</sup> Environmental trends show the possibility of increased civil disobedience over issues and the development of new forms of environmental crimes. An increase in "Eco-terrorism" and riots in urban areas are some examples of this.<sup>8</sup> On the economic front the question of paying for training and the availability of jobs is still unanswered. There are many indicators that the trend of increasing public debt will continue into the future. Local government will continue to have problems funding the basic programs that it supplies, e.g., police, fire, streets, parks, libraries, etc.<sup>9</sup>

In an attempt to focus on the issue questions, several coworkers were consulted: this included a FTO-corporal, two FTO-sergeants, and one sergeant assigned to the Administration Division (with a background in hiring.) These discussions developed a futures wheel, diagramming the issue and sub-issues. (Illustration 1)

A recurrent theme was that of the changing work force and it's impact on all aspects of law enforcement operations. This was especially felt in the recruiting and training areas. Certain trends or changes in the work force were identified by both the participants and from the scanning process.<sup>10</sup> A primary concern developed concerning

the changing values of the work force and how they will impact the FTO program in the future.

The published material on the FTO program consisted of several articles which discussed past or current problems. Sources dealing with changes in the work force were found in business and academic writings. The basic premise of the issue is directed toward the future impact of the changing work force, and this material was more applicable.

In reviewing the future wheel produced; a common theme was found: *the changing work force on law enforcement*. Taking this one step further, the selected issue became the Field Training Program. The issue question was defined as:

**Will Changes in the Work Force Impact Law Enforcement  
Field Training Programs by the Year 2003?**

The sub-issues were related to the issue: :

*Will the changing work force impact the program guidelines?*

The program guidelines were defined as the basic structure of the FTO program, to include the mission statement, the Field Training Guide and the policies and procedures used by the program.

*Will changes be made in the training provided to the FTO staff?*

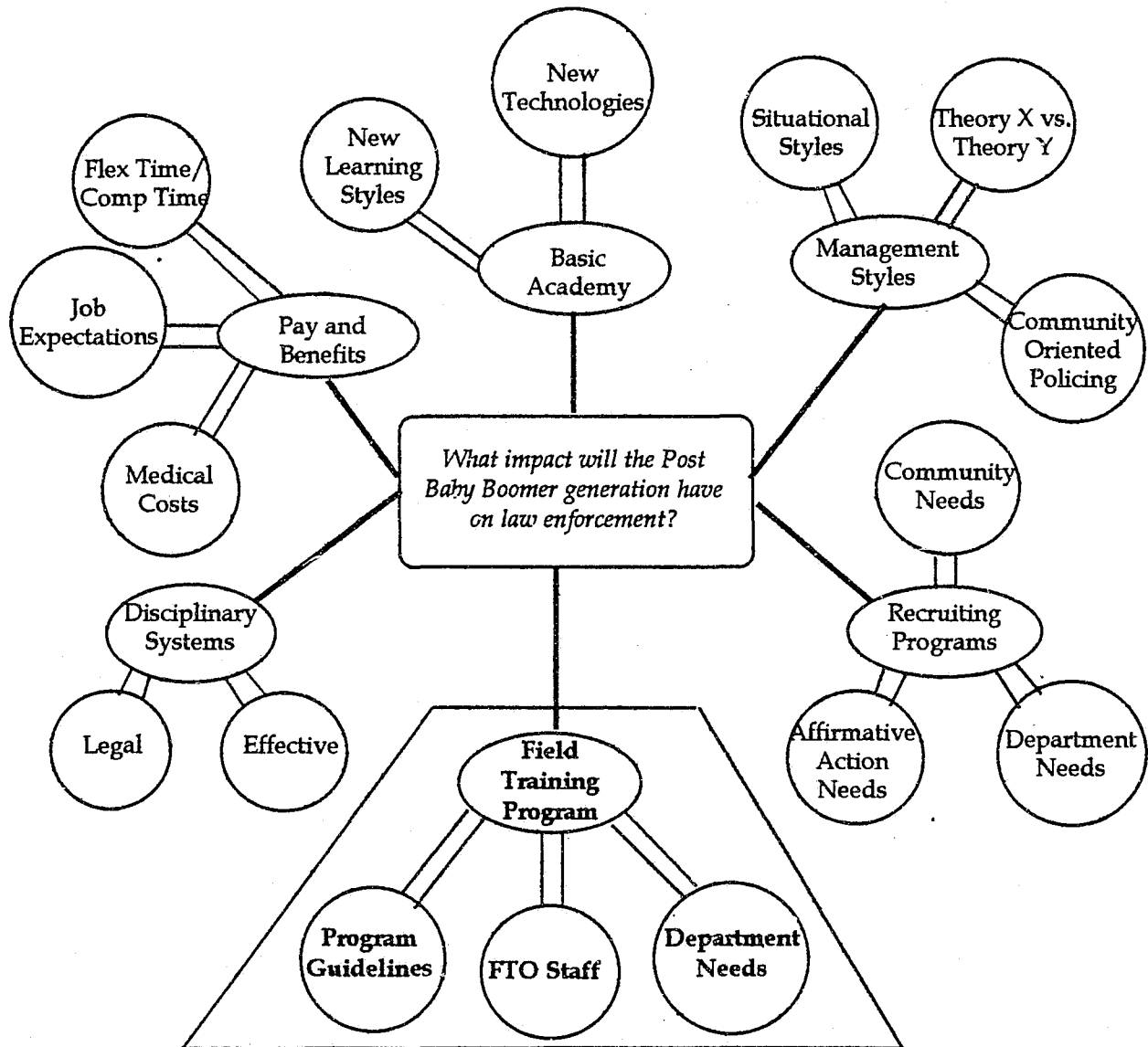
This was defined as the type of training that will be needed to address the issue, *the changing work force* and the need to provide the FTO staff with the knowledge and tools to address the issue.

*Will changes be made to meet department needs?*

The future needs of the department were defined in context of the issue, *the changing work force* and what impact this will create on the future needs of the department.

Illustration 1

## IMPACT OF THE CHANGING WORKFORCE ON THE FTO PROGRAM



The Post Baby Boomers (born 1965 to 1990) are just now entering the workforce. They are different from the previous generations, to include values, motivation, education, ethnic and cultural diversity, gender roles, and an outlook on life. Each generation has a style and makeup of its own when looked at as a whole. As the Baby Boomers were confusing to the Depression Era generation, the Post Baby Boomers will present new and unique problems to the Baby Boomers, who are now entering middle and executive management positions. It is imperative that law enforcement give thought now as to how to train the next generation of new officers.

The Field Training Program has a major impact on the future of a department. The success or failure of the program affects the department for many years.

# PART 1

## A FUTURES STUDY

### METHODOLOGY

After defining the issue and sub-issues, the author began a Futures Study of trends and events that might impact the issue. A Nominal Group Technique (NGT) group was created to discuss the issues. NGT describes a group that acts in name only, while formed as a group, the generation of ideas is done in such a manner to minimize the impact of group consensus or coercion on individual members. The NGT group consisted of eight people representing an eclectic selection. This group generated lists of possible trends and events that might impact the issue in the future.(Appendix 3) These lists were then distilled into the top ten choices in each category. These lists were then reviewed by the group using a Modified Delphi Technique (MDT). This technique consisted of secret balloting on the impacts of each trend and event. The results from this portion of the session produced a median ranking for the future impact of each trend and event.

These results were processed further by utilizing a Cross-Impact Evaluation Matrix (CIEM) procedure. The Cross-Impact analysis changed the probability of each event, adjusting to account for the impact of one event upon another event. The list of trends, as to how they would influence each other, was also analyzed.

The results from the Cross-Impact analysis were then used with a scenario generating program called Sigma. Using a seed number as a starting point, the program generated different scenarios based upon a random number generator and the starting probability for each event. In reviewing several scenarios, three were selected representing a Nominal, Normative and Hypothetical future. These scenarios then provided a background in which a discussion could be made about possible futures for the issues.

The last section of this study reviews some supplemental trends, identified from the literature research. Finally, the chapter ends with a discussion of policy identification and analysis based upon the normative scenario and its impact on the issues.

In review, the basic design of the study contained the following elements:

- I. Nominal Group Technique (NGT)**
  - Top Ten Trends
  - Top Ten Events
- II. Modified Delphi Technique (MDT)**
  - Projected changes in magnitude for each trend
  - Projected changes in probability for each event
- III. Analysis of data from NGT and MDT**
  - Tables and Charts illustrating data
- IV. Cross-Impact Analysis**
  - Modification of event probability
  - Modification of the magnitude of each event
- V. Sigma Scenario Generator**
  - Nominal Scenario
  - Normative Scenario
  - Hypothetical Scenario
- VI. Supplemental Trends**
  - Review of futures literature
- VII. Policy Identification and Analysis**
  - Policy considerations on the selected issue

## NOMINAL GROUP TECHNIQUE DESIGN

The first step in designing the NGT group was selecting who should be included in the group. The goal was to select a group consisting of law enforcement practitioners and representatives from the field of public education. The first choice reflected the need to include persons who were well versed in both defining the issue and having some type of professional experience in dealing with current problems associated with the issue. It was hoped that these people also would provide some type of insight into the future of the issues.

The second part of the group was chosen both for their experience in dealing with students who represent the target group (the future work force) and who also would (hopefully) have distinct or divergent perspectives on both the issues. For every five requests to be a member of the group, one was available. The minimum size of the group was set at eight. Ten people agreed to participate, with an eleventh to be an alternate. A confirmation letter was sent to each participant who agreed to attend. (Appendix 1) Using the alternate person, the final composition of the group consisted of the following eight persons:

Tom Engstrom, Chief of Police of a small, rural police department  
Joe Anzini, Sheriff's Sergeant from a mid-sized agency  
Tracy Brown, FTO-corporal from a mid-sized agency  
Michael Soetaert, Community College director of Administration of Justice  
Dick Reed, POST consultant, specializing in FTO programs  
Jeff Breslow, School District Superintendent, K through 8  
Leslie Buckelew, Community College Associate Dean of Instruction  
Guillermo Amador, High School Migrant Education Counselor

The NGT originated with Professors Andre L. Delbecq and Andrew H. Van De Ven at the University of Wisconsin-Madison in the late 1960s and early 1970s.<sup>11</sup> After selecting the initial makeup of the group, the next step consists of preparatory tasks.

Each participant was given a folder containing an introduction to the NGT, a brief description of the process, evaluation forms, blank paper and a pen. (Appendix 2)

The author introduced the participants. The process that would be followed was explained to each participant along with thanking them for his or her participation. A folder containing information about the process, forms to be used in recording results, and blank paper for notes was given to each participant. (Appendix 2) The topic issue was written across the top of the first flip chart and the top of each page of instruction. The members were asked to keep this issue in mind, to include the orientation towards the future, at each stage of the process.

#### *Step 1: Silent generation of ideas in writing*

The group was asked to take fifteen minutes to write down possible trends that would impact the issue statement. The issue statement was also printed on the front of the handout and again as a header on each page of the handout in an attempt to focus the groups responses. On page three of the handout a short definition of a trend was given: "A series of events by which change is measured over time." This was followed with the question; "What trends are likely to be related to, or affect, the issue/sub-issues presented to you?"

#### *Step 2: Round-robin recording of ideas*

Next each member was asked for one trend, going around the table in succession. Again, initially it was necessary to ask each member to state the trend without comment or explanation. Several of the members wanted to defend their choices or to discuss them.

As each member nominated a trend, it was written on the flip chart and numbered.. When a page was full, it was taped to the wall. This continued until all the trends were recorded for a total of forty trends. (Appendix 3)

*Step 3: Serial discussion for clarification*

A departure from Delbecq's guidelines was made at this point. There was insufficient time available to discuss each item at length. Instead, this step was used to consolidate any items that were similar. There were short discussions as to whether or not two items were the same or not. Similar items were then combined.

*Step 4: Preliminary vote on item importance*

Using a goal of obtaining the top ten trends, blue 3x5 cards were passed out to each member and they were asked to vote for the top ten items from the list generated in Step 2. After each member voted, they took a short break. The helper collected all of the ballot cards and tabulated the results.

*Step 5: Discussion of the preliminary vote*

After the break the results were reviewed and five trends made it to the top of the list in the first ballot. The group of trends that just fell short of making the top ten list were reviewed, searching for a consensus.

*Step 6: Final vote*

A second round of balloting was necessary to obtain the top ten trends.

At this point steps 1 through 6 were repeated dealing with future events that might impact the issue. Page four of the handout defined an event: "a discrete, one-time occurrence." It also included design considerations for selecting events, such as, clarity of statement, wild cards and other surprises, highly uncertain events, time span, year when



probability first exceeds zero, etc. White 3x5" cards were used for the voting to distinguish them from the previous balloting.

The NGT took about two hours to complete. It produced a list representing a consensus on the top ten trends and events associated with the issue.

Top Ten Trends:

- The U. S. Economy
- Intermingling of races
- Individual values
- Media scrutiny
- Liability concerns towards training
- Style of learning
- Number of women in top management
- Complexity of the hiring process/Attrition rate in the work force
- Immigration problems

The Top Ten Events:

- U. S. stock market crashes
- State of California goes bankrupt
- All state funding for POST is eliminated
- U. S. economy enters national depression
- California splits into three new states
- California secedes from the U. S., joins Mexico
- Community colleges participation in POST programs
- State Police assume local law enforcement responsibility
- All drugs are legalized for personal use

During a break, the helper tabulated the results from the balloting. The results were posted on the wall. The members of the NGT were asked to switch to a Modified

Delphi Technique group to evaluate the trends and events developed in the first phase of the morning.

This phase consisted of an exercise to forecast trend levels and event probabilities over a ten year period.

*Step 1: Trend screening Form*

Each participant was asked to rate the trends individually for his or her value in strategic planning and the value of a really good long-range forecast of the trends. This was used later to evaluate the results in reference to perceived value.

*Step 2: Trend Evaluation Form*

This form asked the participant to identify a Nominal (will be) and Normative Forecast (should be) for each trend. The Nominal forecast asked; "What do you think each Trend level was five years ago?"; "What do you think each Trend level will be five years from today"; and "What do you think each Trend level will be ten years from today." Each handout package had forms for each step at this phase.

*Step 3: Event Evaluation Form*

This form asked the participant to evaluate each event for several items:

Years until probability first exceeds zero

Probability

Five years from now (0-100%)

Ten years from now (0-100%)

Impact on the issue area if the event occurred (0-10 scale)

The results of the selected top ten trends and events were compiled to produce the median and mean average of probability, the minimum and maximum score, and standard deviation for each category. (Appendix 4)

# TRENDS

**TABLE 1**

TREND EVALUATION FORM					
TREND STATEMENT (Abbreviated)		LEVEL OF THE TREND** (Today = 100)			
		5 Years Ago	Today 1993	*5 Years from now	*10 Years from now
Trend #					
1	U. S. Economy	140	100	95/150	125/195
2	Intermingling of Races	90	100	115/140	130/155
3	Individual Values	100	100	100/150	107.5/190
4	Media Scrutiny	80	100	115/75	135/65
5	Liability Concerns towards Training	72.5	100	125/105	150/110
6	Standards of Training	80	100	115/97.5	117.5/95
7	Style of Learning	80	100	115/122.5	145/150
8	Number of Women in Top Management	50	100	137.5/150	172.5/130
9	Complexity of Hiring Process/Attrition in Work Force	67.5	100	110/100	150/100
10	Immigration Problems	85	100	127.5/70	155/65

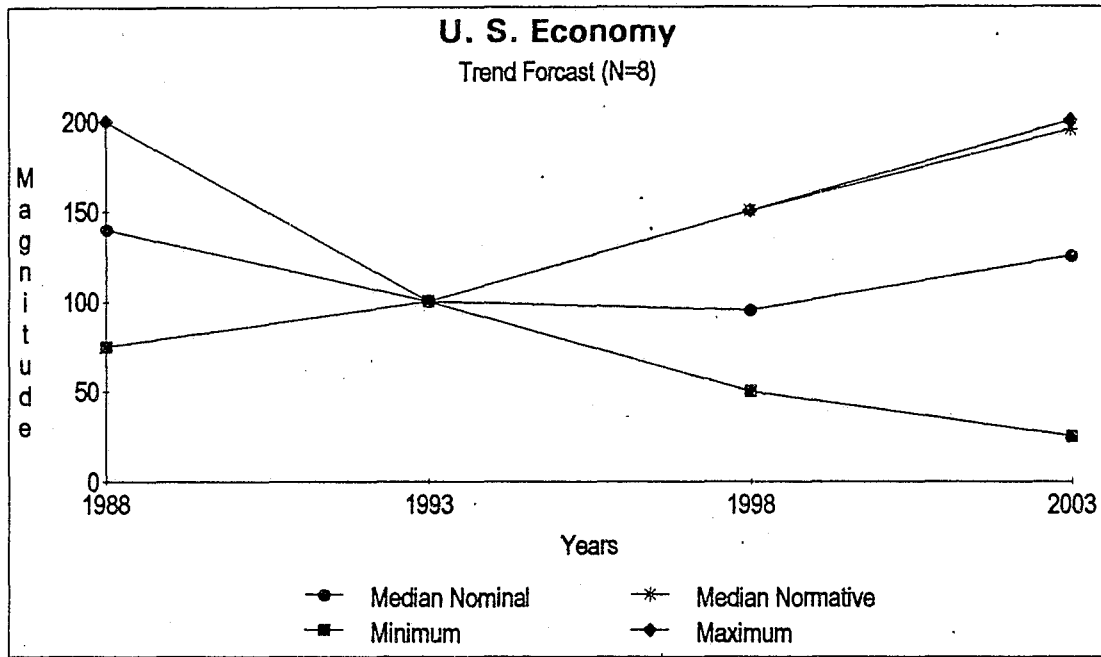
\*\* Panel Medians N=8 \*Nominal/Normative

The forecasts for each trend reflected a concern with the economy. The forecasted trends in liability concerns for training, training standards, hiring process changes/attrition rate, and even immigration problems displayed a concern with the uncertainty of the economy in the future and the impact that this would have in other trends.

The future of the economy and its impact upon the ability of local government to address the future needs of society were foremost on the minds of the participants.

## Illustration 2

### Trend #1



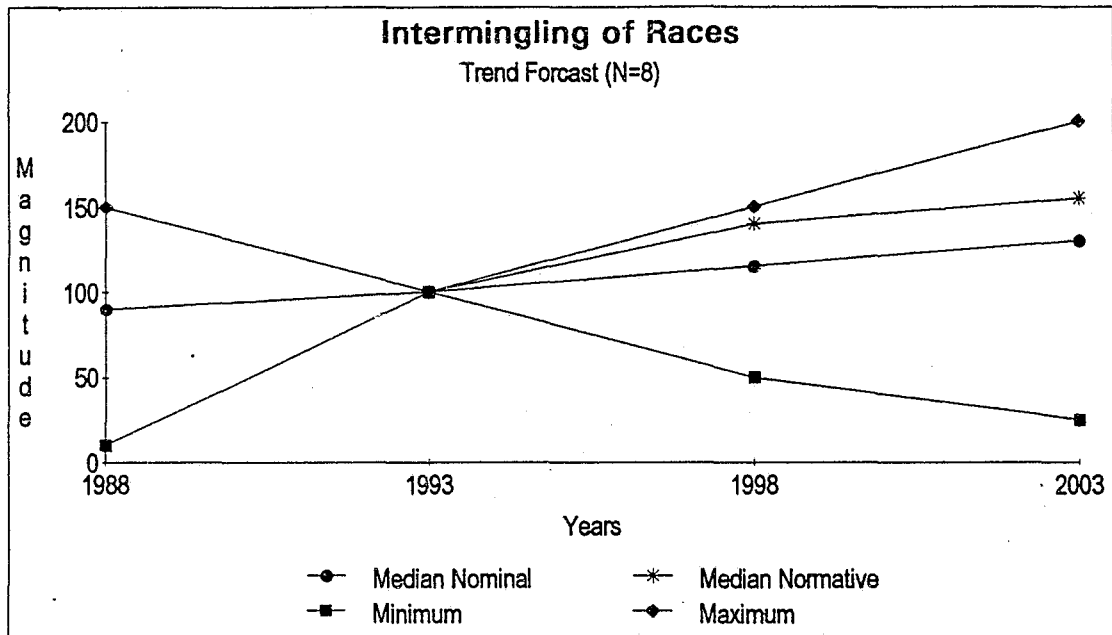
This trend was identified as the status of the U. S. economy. It quickly became apparent that the group had a very pessimistic outlook for the health of the U. S. economy. This might reflect both reality and the fact that all of the participants had some type of government job. In each case, their respective agencies were experiencing fiscal crisis and this had to weigh heavily on everyone's mind.

The short term consensus was that the economy would not improve in the next five years but would show some improvement after that, in the final five years of the forecast. A prevalent sentiment in all of the discussions was that of a pessimistic outlook for the future of the economy and the availability of financial resources.

This trend would impact the issue by the availability of resource or lack of, to address the issue.

### Illustration 3

#### Trend #2

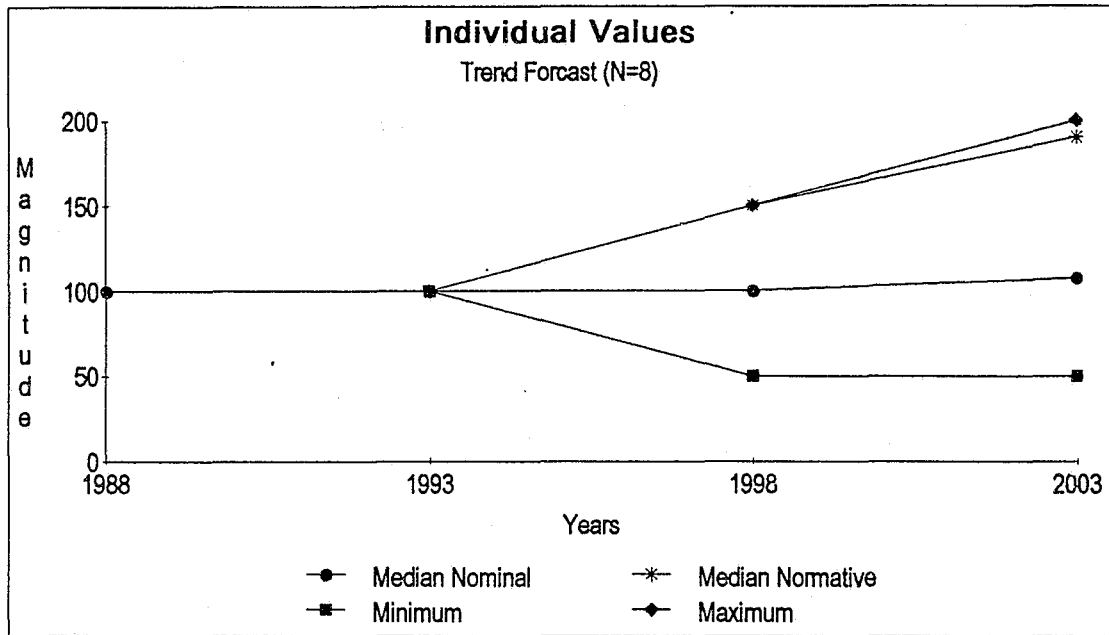


This trend reflected the belief that the future would consist of a more diffused ethnic make up. It also reflected a hope that this would also create a more homogenous ethnic future. There did appear to be more of a consensus as to the extent this will happen in the Nominal projection than in the Normative projections.

The impact of this trend seems to reflect the changing ethnic makeup of the future work force. In conjunction with increasing immigration and birth rates in minority groups, a trend towards inter-racial marriages is predicted in the future and will contribute to the continuing change in the ethnic makeup of our society. This trend would reflect part of the change in the work force.

## Illustration 4

### Trend #3



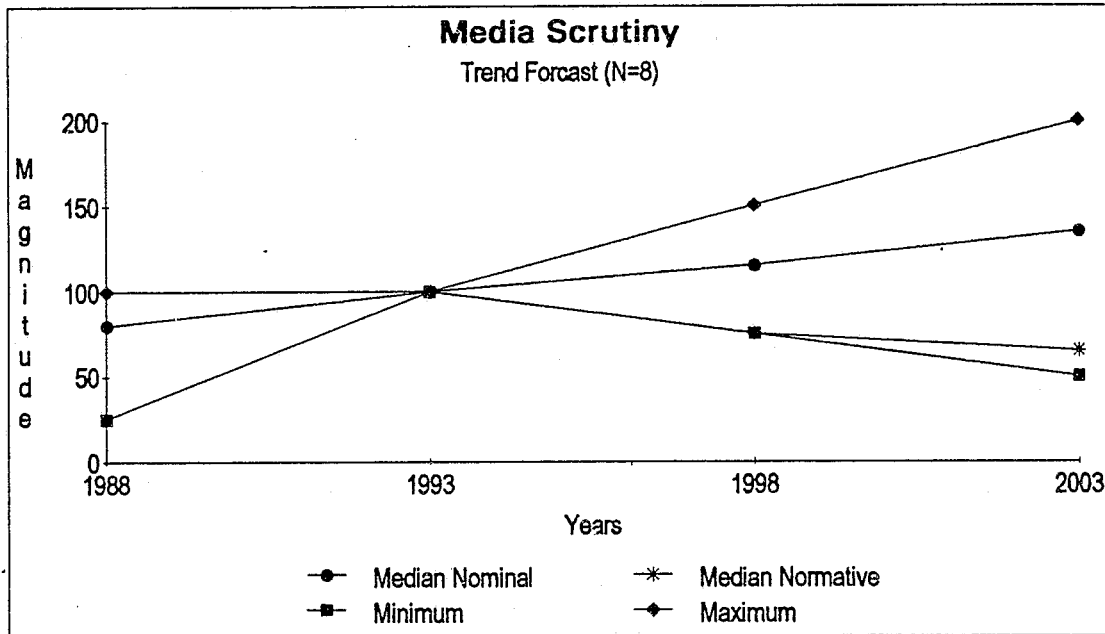
The next trend identified by the group was one of individual values. This trend made the top ten in the first round of balloting. During the clarification step this trend was further defined as, personal motivation, career plans, work ethic, etc. This trend agreed with the earlier literature search.<sup>12</sup>

The group was not as cohesive in coming to agreement on what the changing values would be but only that they are changing. Although the group was unable to reach an agreement as to the exact definition of this trend, their consensus that it was occurring and would have a strong impact upon the issue, reinforced what the author had found in a review of literature research on the next generation.

The forecasted change in individual values helps to define the future work force and how it will differ from the past.

### Illustration 5

#### Trend #4

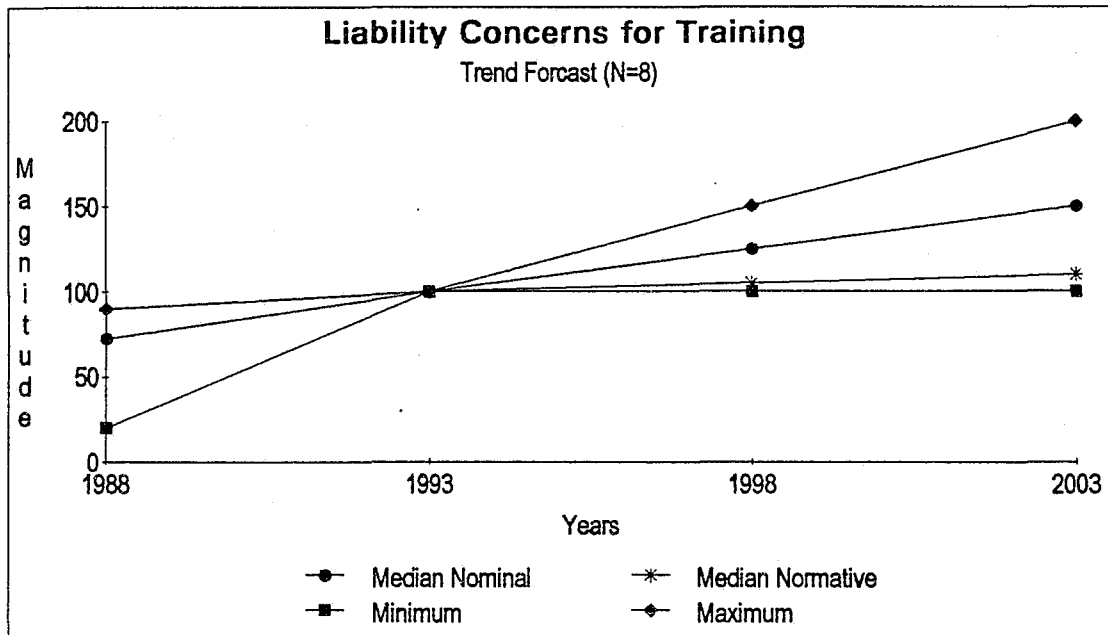


This trend made the top ten list on the second ballot. During the discussion phase the consensus seemed to be one that the current level of media scrutiny of law enforcement would continue at a high level, with a slight increase each year in the future. This reflected the events in 1992 with the media and the attention given to the beating of a black man in Los Angeles by the police during an arrest. The beating was video taped by a witness and the subsequent criminal trial and civil trials became a media event.

During a subsequent discussion with a focus group, this trend was augmented with an observation that the future might include technological changes such as live video from cameras in the patrol car or from helmets worn by officers. This would permit direct observation by supervisors and dispatchers, but would also include the media.

## Illustration 6

### Trend #5



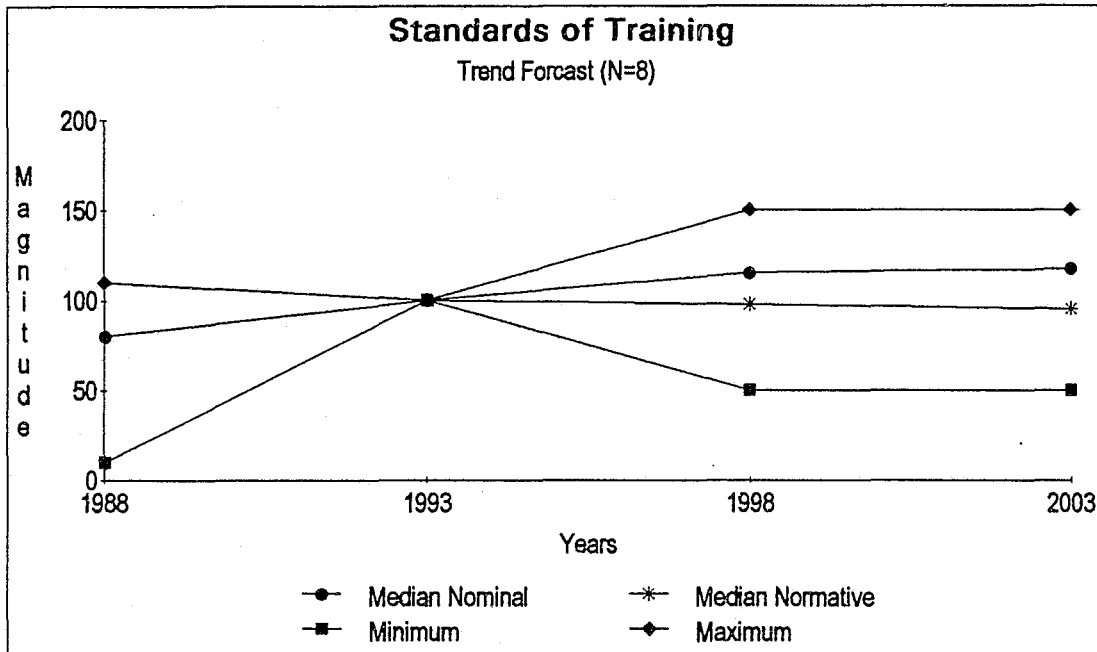
The panel noted the trend in liability law suites with the resulting pressure to mandate increased training. They felt that this trend would increase in the future and would continue to be a driving force on the topic issue. This also reflected the continuing concern about the economic impacts on the issue: where the money come from for this increase in mandated training? This concern continued to affect many of the subsequent trends and their evaluations.<sup>13</sup>

A review of new legislation, revealed an increase in the number of new training mandates in areas such as, ethics, domestic violence, child abuse, cultural awareness and other areas.<sup>14</sup>

The impact upon the issue was that liability concerns will become a driving force in future changes to the FTO program.



**Illustration 7**  
**Trend #6**

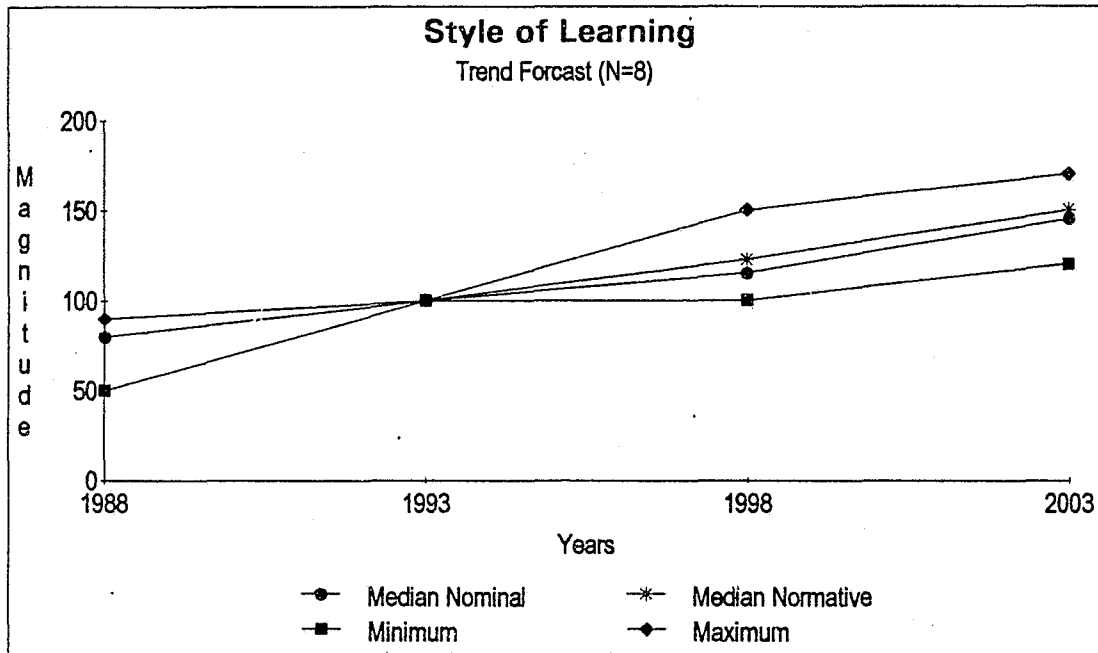


It expressed the concern that the pressure felt today to lower standards to meet personnel requirements will continue on into the near future. It should be noted that this trend was originally nominated by one of the law enforcement practitioners. Each of the practitioners who had worked with a FTO program expressed this concern of a perceived demand to lower standards, but one that was not articulated in formal policy.

This pressure will have an affect on both the issue and the strategies selected to address the issue.

## Illustration 8

### Trend #7

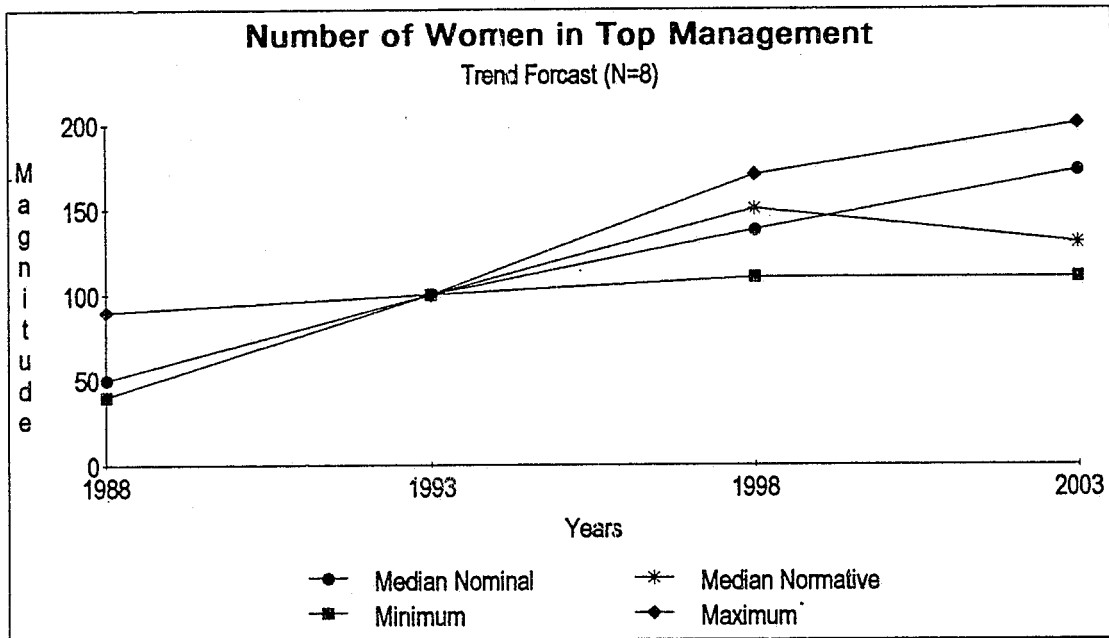


This trend was described by the participant nominating it as: "a change in the style of how people will learn in the future."<sup>15</sup> The increased use of technology and the increasing technological literacy of the work force was also reflected in this belief. Most participants assumed that the future work force would be far more proficient with using computers than the present generation.<sup>16</sup>

This projected change in styles of learning also suggests a corresponding change in styles of teaching, a basic premise in the thesis of this study.

### Illustration 9

#### Trend #8



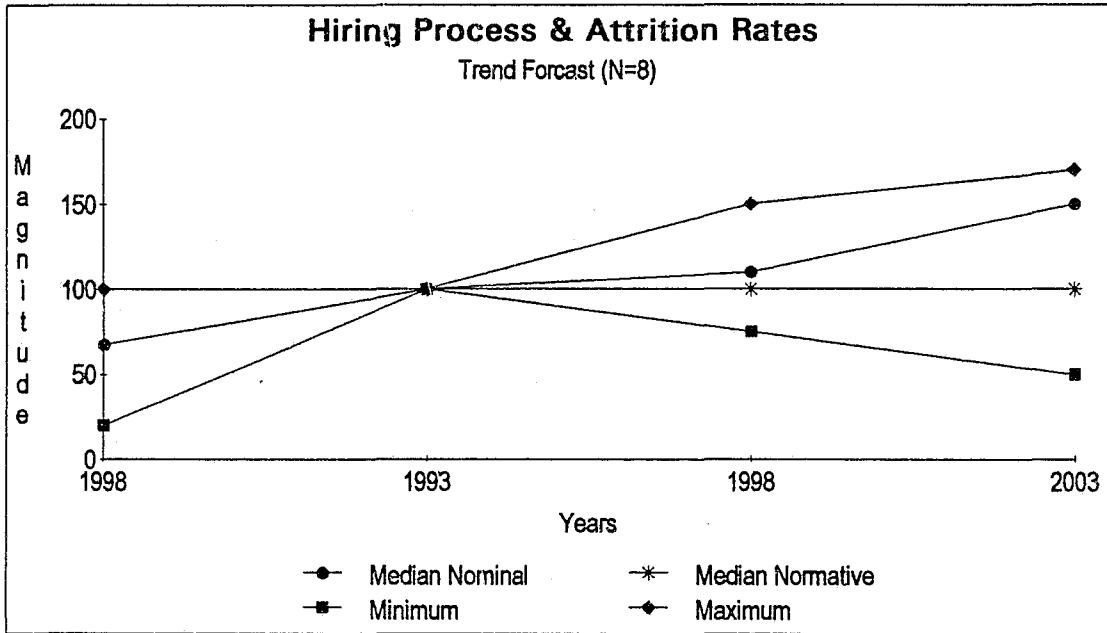
The trend was defined as a continuing increase in the number of women in top management. A variation between the nominal and normative forecasts was noted from several of the other participants, most notably from the law enforcement practitioners.

The author's research in this agrees with the trend in that "baby-boomer" women will continue to push the glass ceiling higher in management, but that the next generation of women entering the workforce may not have the same career desires.<sup>17</sup>

The impact upon the issue will be seen in the decisions made by these women concerning the issue and sub-issues.

## Illustration 10

### Trend #9



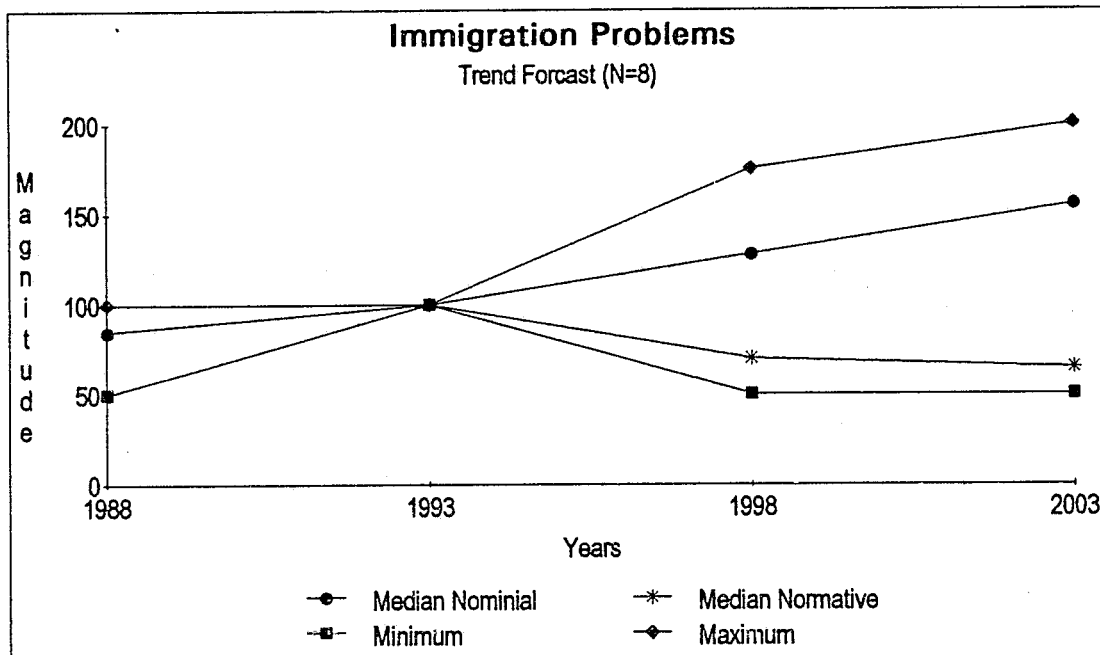
This trend represented the combination of two trends; the increasing complexity of the hiring process and a corresponding increase in the attrition rate of both employment candidates and probationary employees. Again, an underlying feeling of frustration with the present seemed to project itself into a pessimistic future.

The impact on the issue will be one of increased pressure and complexity in all phases of training. As the hiring process becomes more complex, a greater investment of both time and money will be made in each new recruit. This will increase the pressure to retain the recruit as noted in Trend #5. The antithesis of this trend may be a corresponding increase in the complexity of firing someone who fails the FTO program.

The final half of the trend impacts the issue in that a higher attrition rate will also feed the pressure to recruit and retain more people.

### Illustration 11

Trend # 10



This trend was defined as an increase with both law enforcement and social problems arising from the increasing number of illegal immigrants entering the state. The impact of this trend affects both the future work force and the increasing demands that will be placed on the new employee in the future. A recurring theme in the Futures Files was that of the economic impact of immigration upon the economy.<sup>18</sup>

This trend will impact the issue by virtue of its impact on the workforce. Not only will there be a generational change in the future workforce, but also gender and ethnic one as well. Many of the immigrants will enter the work force, to include law enforcement.

# EVENTS

## TABLE 2

Event Evaluation Form

Event #	EVENT STATEMENT	*Years Until Probability First exceeds Zero	*PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			5 Years from now (0-100%)	10 Years from now (0-100%)	*POSITIVE (0-10 scale)	*NEGATIVE (0-10 scale)
1	U. S. Stock Market Crashes	3	7.5	17.5	0.25	9
2	State of Calif. declares Bankruptcy	3	22.5	50	0	10
3	Calif. repeats Prop. 13 Mandates	2	30	45	4	4
4	State eliminates all Funding for POST	2	15	25	1	9
5	U.S. Economy enters National Depression	3	15	40	1	8
6	Calif. splits into Three New States	3	12.5	25	3	5
7	Calif. ceceeds from Union, joins Mexico	5	0	0.5	0	9
8	Community Colleges withdraw from POST	1	15	22.5	1	8
9	State Police assume all Law Enforcement Tasks	5	0	3.5	2	6
10	All Drugs are legalized for Personal Use	3	7.5	15	1	7

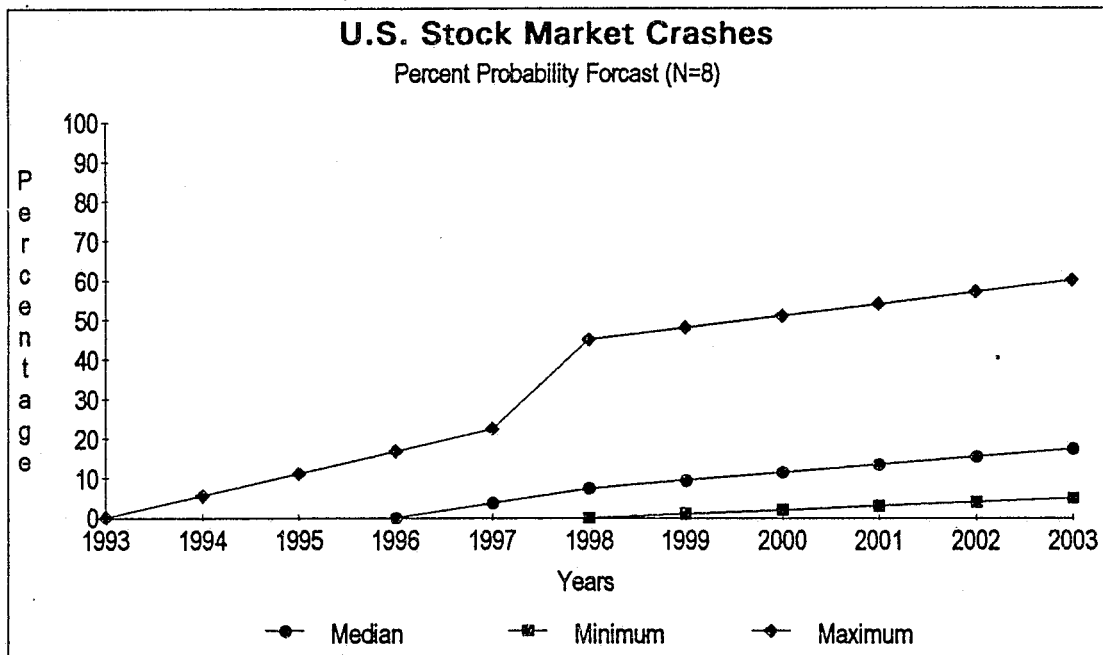
\*\*Panel Median      N=8      \*Nominal/Normative

During the introduction an attempt was made to stimulate spontaneous generations of ideas in a nonjudgemental environment. This produced a large number of events that reflected many divergent concerns about the future. While the variations provided many unique events that all had some probability of occurring, the events were all given quite low probabilities of happening. This seemed to epitomize an apprehension with what the future will hold.

The variety of events did provide an interesting group for inclusion in the scenario generation phase of the study.

## Illustration 12

### Event #1

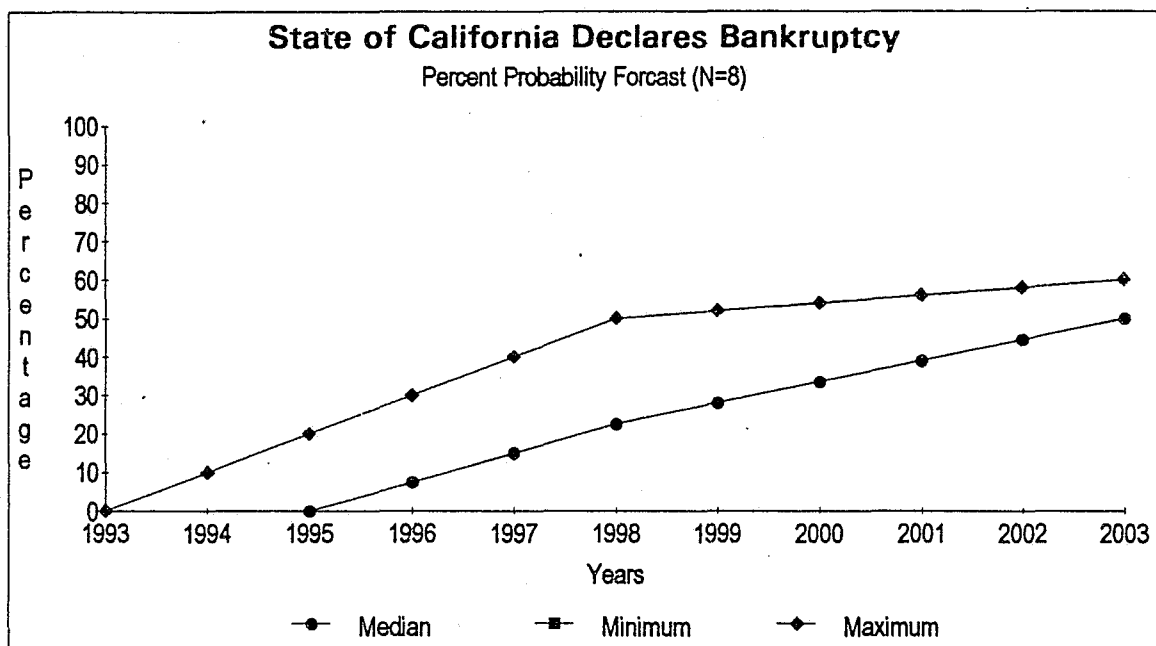


The prediction of a crash ( sudden decline in the average value of stocks) in the U. S. stock market was one of the first events nominated and made the top ten list on the first ballot. While discussed as a possible event it received low median probabilities of occurring.

This event is notable as a continuing concern on the dire economic outlook for the near future. Again, a latent feeling of impending economic doom underlay much of the exercise. The economy is an intricate part of both future problems that may affect the issue and possible solutions to those problems. Thus, the economic concerns express by the NGT panel became a reoccurring, driving force behind other events.

### Illustration 13

#### Event #2



This was also one of the first events nominated and also received the most votes. This reflected the overall pessimistic attitude with both the national and state economies. The fact that all of the participants were government employees might reflect this concern with the economy and the current impact of fiscal constraints on everyone.

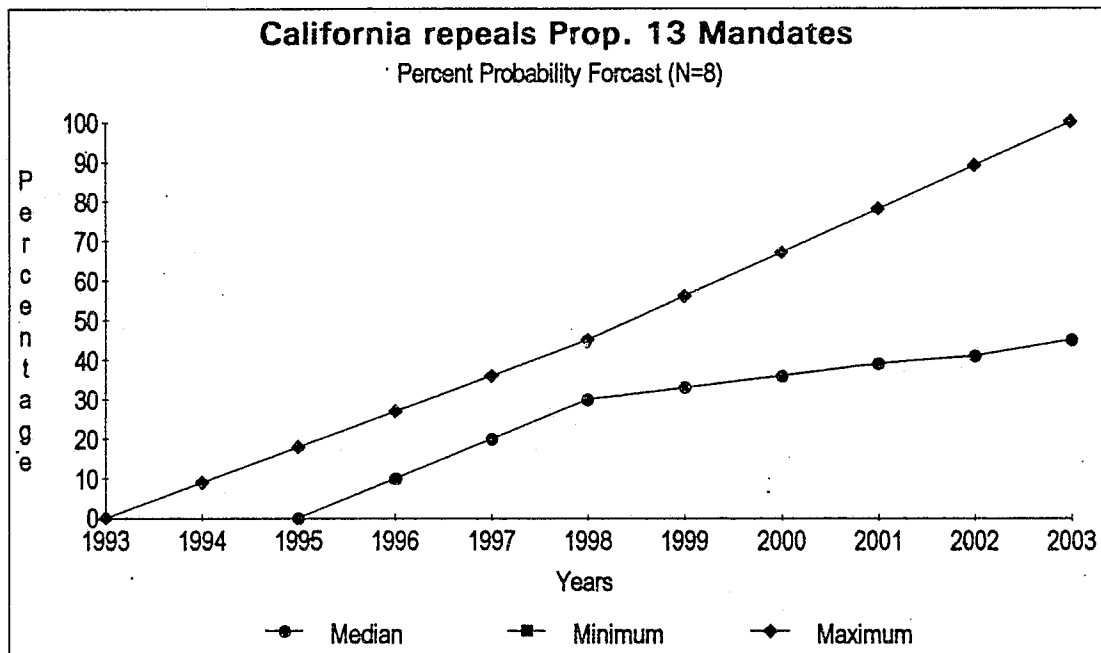
At the time of the NGT, each participant was looking at budget reductions in their respective agencies. This event is connected to the previous event, again exemplifying the economic concerns constantly on the minds of the NGT panel.

The financial impact upon the Field Training program will make it more difficult to address the problems associated with the issue.



## Illustration 14

### Event #3



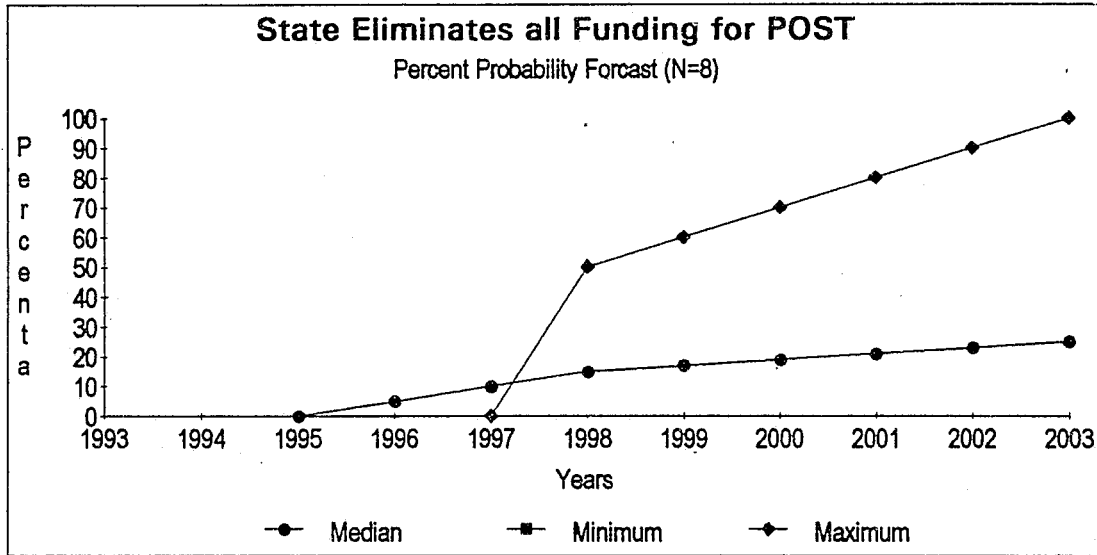
While this event was nominated early in the process, it did not make the final list until the second ballot. The participants who were education practitioners seemed to favor this event. The criminal justice practitioners were far more pessimistic about the probability of this event. It is also related to the overall concerns with the economy and the funding of government services.

Subsequent discussions among focus groups, Modified Delphi Groups (MDG) and associates of the author, indicated that this event was not only wisely selected, but that the probability of its occurrence could be adjusted to a higher level after five years.

This event will help to mitigate the negative impacts of the trends and events that will decrease the available revenue for program such as Field Training.

## Illustration 15

### Event #4

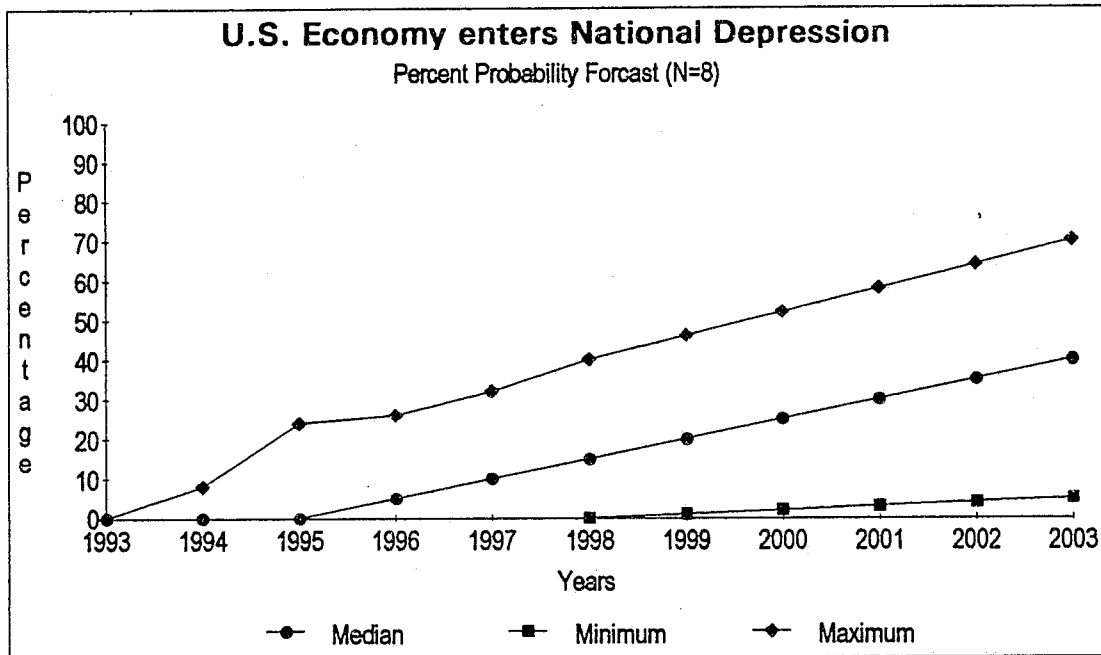


This event was also firmly grounded in the concern of the impact of the economy on all phases of the government. There also appeared to be some humor intended as the agency most likely to be assigned a large part of finding the solution to the problems associated with the issue would also be the most likely one to be eliminated as problems increased.

The impact upon the issues will be to increase the difficulty in solving problems as POST has provided the major impetus and guidelines for the Field Training Program.

## Illustration 16

### Event #5



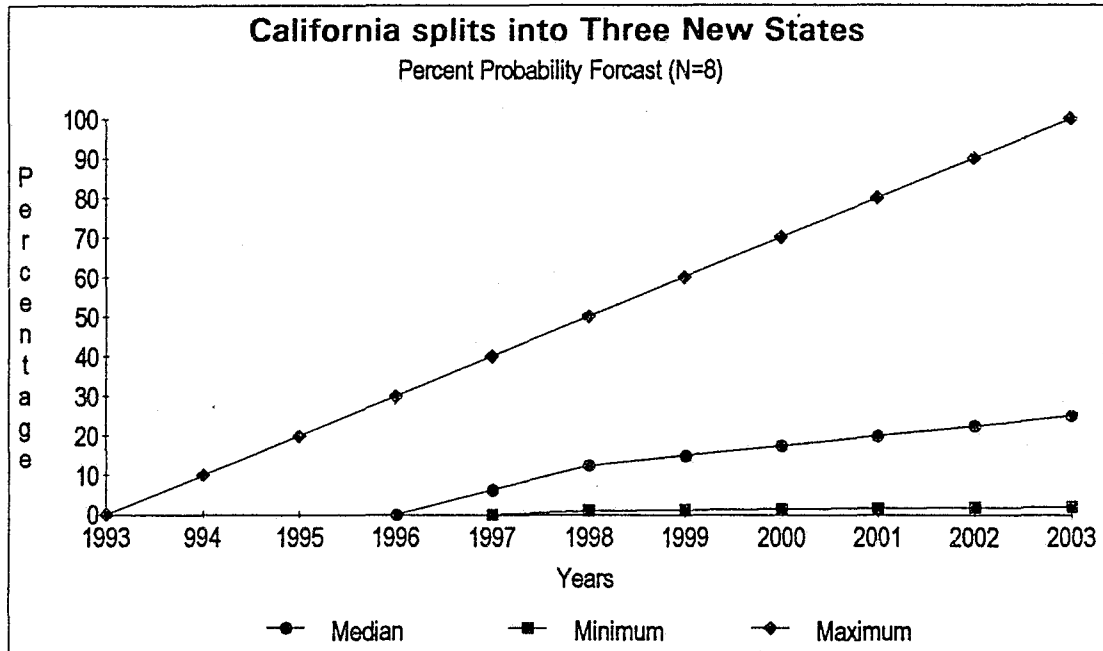
This event seemed to be a variation of the other economic events, but in reviewing each, the participants felt that this was a unique and independent event. The impact of this event would be great but it was given low probabilities of occurring.

A year after the NGT panel developed the possibility of this event, there is very little consensus among leading economists as to the chance of this event occurring in the next ten years.

A national depression will have a greater economic impact upon Field Training program than many of the other economically oriented trends or events.

### Illustration 17

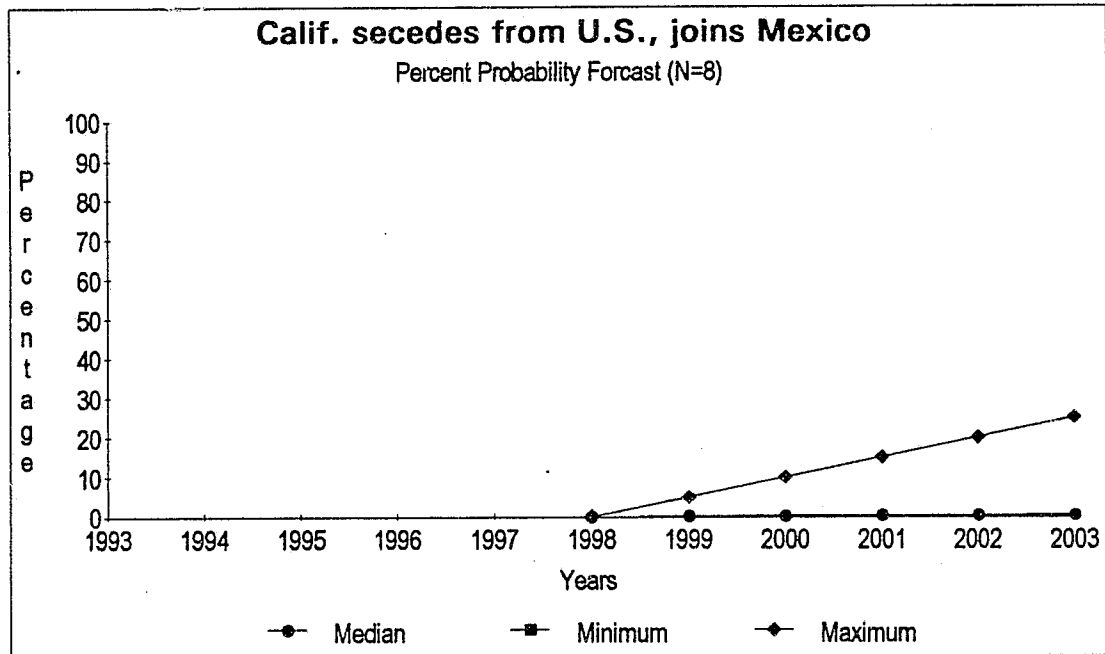
#### Event #6



This event had been recently discussed in the news media. This forecast represented an acknowledgment of both current events and the short term possibility of occurrence. The impact of this event seemed to be somewhat unclear. While most participants agreed that the impact would be negative, there was less consensus as to how negative it would be and for whom.

## Illustration 18

### Event #7

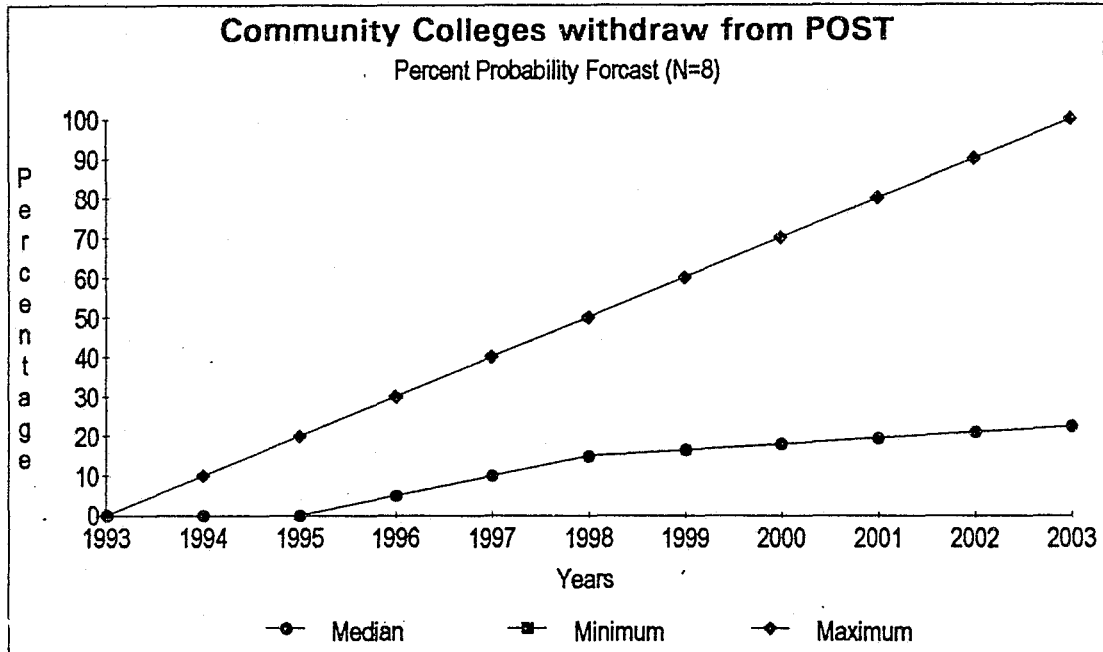


This quickly became a "wild card" event. The fact that it made it through both ballots caused the author to explore the issue further with some of the participants. It was connected with the trend of immigration problems and a foreboding that demographic changes could foretell significant changes in the political makeup of the state.

While the author thought this event was improbable, its nomination and final selection did add to the development of the possible scenarios. A wild card event creates the opportunity to explore the possible scenarios and create a further discussion and review.

## Illustration 19

### Event #8

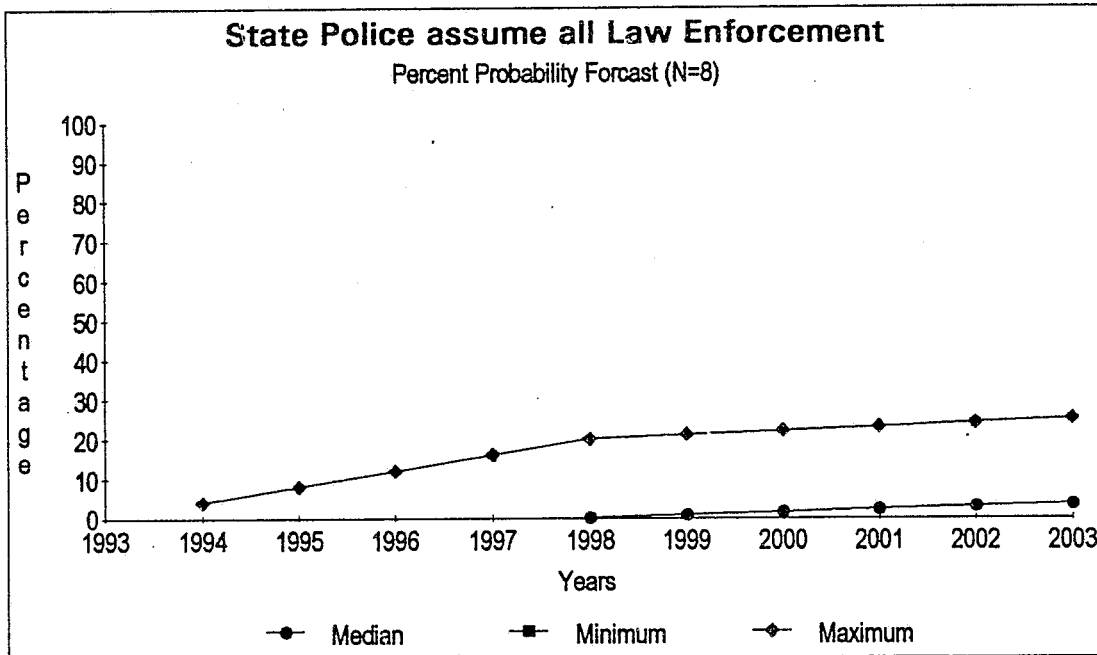


This event also represented an economic concern with current programs. While this was suggested by an education practitioner it made the list during the final ballot. It was postulated by the group that the economic problems of both the State and of the local economy would impact the Community College's ability to participate in the academy program.

The pessimistic outlook then led to the hypothesis that the future would hold further problems as the economic problems cascaded into other problems, creating a synergistic effect.

## Illustration 20

### Event #9

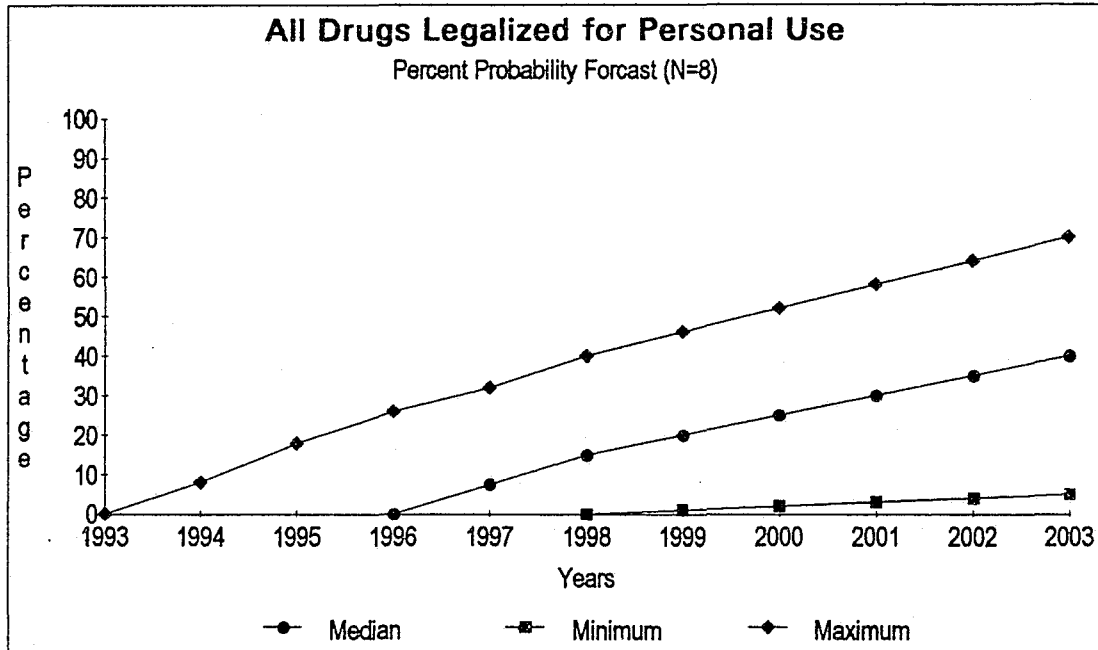


This event also represents an economic concern with how local agencies will find the revenue to fund law enforcement in the future. The panel felt that the possibility that the state would step in and take over local law enforcement was a possibility. The impact on the issues was one of the possible consolidation of training efforts.

Several members of the panel felt that a larger, consolidated agency would be more able to address the future needs of the Field Training Program. By nature of its larger size, a state agency can bring more resources to bear upon a problem. It was also felt that a state agency would have a much larger pool of expertise upon which to draw from.

## Illustration 21

### Event #10



Again, this event might be described as a "wild card." It reflected a contemporary concern of the law enforcement practitioners that the resources devoted to fighting criminal drug violations may not be effective.<sup>19</sup> The education practitioners seemed to be swayed by their votes, although there was no discussion on this topic during the voting.

## CROSS-IMPACT ANALYSIS

"A future event can be characterized individually by a mathematical probability of occurrence. Several future events, each with its own probability, interact to influence the probability, timing, and impact of each other. Cross-impact analysis affords an orderly examination of the effects of interactions among several events, using matrix algebra to examine the combinations systematically."<sup>20</sup>

Cross-Impact analysis attempts to improve the accuracy of scenario forecasting by taking into account the impact of each event or trend against the others.<sup>21</sup> If more than one event or trend occurs in the scenario, each might have some impact upon the other;



such that the probability of the original event or subsequent events changes. In this use, the decision as to what the extent of each cross impact could be was determined by expert judgment. The group consisted of the author and two sergeants from the issue development phase of the study. In each case, the occurrence of a cross impact and the magnitude of the impact are based upon the subjective judgment of the reviewing group.

Event #2, U. S. Stock Market Crashes was impacted by some, but not all of the other events. (Illustration 12) It was impacted by the following events:

#3, State of California declares Bankruptcy Impact 5

If the State of California declared bankruptcy, then this would have some type of impact on the U. S. Stock Market. The positive number represents the extent that Event #3 would impact or change Event #2.

#7, California repeals Prop. 13 Mandates Impact -20

If California was to repeal the Proposition 13 mandates that restricted the ability of local government to increase property tax assessments or rates. This would have a possible impact upon Event #2. The group believed that the impact would be one of decreasing the probability of Event #2 occurring.

#12, U. S. Economy enters into National Depression Impact 40

The correlation between Event #2 and Event #12 was more apparent. If the U. S. economy were to enter into a national depression then this would most likely impact the U. S. stock market in a negative manner, thus increasing the probability of Event #2 occurring..

#24, California secedes from Union, joins Mexico Impact 15

The unlikely event of California seceding from the Union and joining Mexico was somewhat of a wild card event. It was placed on the top ten list by the MDT group and was added to the events list. The Cross-Impact review group felt the circumstance that would result in Event #24 occurring would also impact Event #2, making it more likely to happen.

Events #8, #18, #22, #34, and #36 were thought to have no impact on Event #2. A positive number represents an increase in the probability that the original event will occur. A negative number represents a decrease in the probability that the original event will occur. The original probability for Event #2 was 17%, after adjustment taking into account the possible impacts of the other events, the estimated new probability was 30%

Each event was reviewed for the possible impact of the other events. The estimated impact was entered into the Cross-Impact Evaluation Matrix (CIEM), which calculated the final impact for the event. The CIEM was a basic spread sheet program template that had the cross-impact formula entered into each cell. This allowed the user to enter the starting probability for each event and the impact of the other events. The spreadsheet automatically calculated the corresponding changes in probability for each event. This process was also used showing the influence of the selected trends, at their greatest level of magnitude, upon the events. (Table 4)

## EVENTS IMPACTED BY EVENTS

TABLE 3

CROSS-IMPACT EVALUATION MATRIX											
Initial Prob->	E2	E3	E7	E8	E12	E19	E24	E26	E32	E36	Final Probabilities
E1 17	X	5	-20	0	40	0	15	0	0	0	E1 30
E2 60	45	X	-25	-5	45	70	15	0	10	0	E2 85
E3 30	45	45	X	0	75	0	78	0	25	0	E3 92
E4 25	35	60	-20	X	45	60	80	0	0	0	E4 80
E5 40	78	65	0	0	X	15	45	0	0	0	E5 90
E6 25	15	75	0	60	40	X	40	0	0	0	E6 96
E7 1	35	50	0	0	65	0	X	0	0	0	E7 58
E8 22	35	80	-25	60	45	10	-30	X	35	0	E8 97
E9 4	75	45	25	10	20	10	50	0	X	0	E9 60
E10 15	25	30	0	0	45	50	50	0	0	X	E10 65

E1	U.S. Stock Market Crashes
E2	State of Calif. declares Bankruptcy
E3	Calif. repeals Prop. 13 Mandates
E4	State eliminates all Funding for POST
E5	U.S. Economy enters National Depression
E6	Calif. splits into Three New States
E7	Calif. secedes from the Union, joins Mexico
E8	Community Colleges withdraw from POST
E9	State Police assume all Law Enforcement
E10	All Drugs Legalized for Personal Use

## EVENTS INFLUENCED BY TRENDS

TABLE 4

CROSS-IMPACT EVALUATION MATRIX											
Initial Probability	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	Final Probability
E1 30	40	0	0	0	0	0	0	0	0	0	E1 53
E2 85	40	0	0	0	0	0	0	0	0	0	E2 57
E3 92	10	0	0	0	0	0	0	0	0	0	E3 98
E4 89	15	0	0	0	-20	0	0	0	0	0	E4 82
E5 98	0	0	0	0	0	0	0	0	0	0	E5 90
E6 96	0	0	0	0	0	0	0	0	0	0	E6 96
E7 58	0	10	0	0	0	0	0	0	0	10	E7 71
E8 97	0	0	0	0	-15	30	0	0	0	0	E8 99
E9 60	20	0	0	0	0	0	0	0	0	0	E9 71
E10 65	0	0	25	0	0	0	0	0	0	0	E10 78

E1	U.S. Stock Market Crashes	T1	U. S. Economy
E2	State of Calif. declares Bankruptcy	T2	Intermingling of Races
E3	Calif. repeals Prop. 13 Mandates	T3	Individual values
E4	State eliminates all Funding for POST	T4	Media scrutiny
E5	U.S. Economy enters National Depression	T5	Liability concerns towards training
E6	Calif. splits into Three New States	T6	Training standards
E7	Calif. secedes from the Union, joins Mexico	T7	Style of learning
E8	Community Colleges withdraw from POST	T8	Number of women in top management
E9	State Police assume all Law Enforcement	T9	Complexity of the hiring process/Attrition rate
E10	All Drugs Legalized for Personal Use	T10	Immigration problems

## SCENARIOS

"A key tool of integrative forecasting is the scenario—a story about the future."<sup>22</sup>

The word scenario comes from the theater. It is an outline of the plot or what will happen in the story. By using Multiple Scenario Analysis (MSA) the forecaster deals with ranges of trends and event.<sup>23</sup> These provided a framework in which the possible scenarios or futures can be discussed and evaluated for strategic planning. A good scenario must have certain elements. There should be rational, explicit and documented analysis of trends and events over a period of time. Alternative scenarios based upon a common set of data, events and trends, should be produced. The outcomes of the multiple scenarios should be internally consistent with each other. Finally, they should provide different views of the future that can be used for planning and decision making.<sup>24</sup>

To develop the scenarios used in this paper a program called The SIGMA Scenario Generator<sup>25</sup> was used. The final probability of each event was derived from the Cross-Impact Evaluation Matrix. These were then entered into the SIGMA program to produce a data file consisting of the list of events, their probability, and the positive and negative impact of each.

Starting with the list of events, fifty scenarios were generated by changing the starting seed number for each scenario. Given a specific run, increasing the seed number by 1, it was noticed that the program began to alter the probability of each event, approaching a probability of approximately 90% for each event. When the series of the seed numbers was changed, the original probabilities, as derived from the cross-impact analyses, returned. The program was limited to running about 10 "events" for each scenario.

In reviewing the fifty scenarios that were generated, different families of scenarios began to appear. Some would occur only once, others would be very similar and were

then grouped together as a family. Three scenarios were selected to represent the Nominal Scenario, the Normative Scenario, and the Hypothetical Scenario.

The Nominal Scenario occurred the most often, as a family group, in the fifty program runs. The Normative scenario consisted of a family that presented the most desired future. Finally, the Hypothetical Scenario was chosen from those runs in which all of the events occurred. After selecting each of the three types of scenarios generated from the event data file, corresponding trend scenarios were generated using identical seed numbers for each type. This resulted in three unique scenarios that incorporated both events and trends from the earlier phases of the study. In this way, each scenario had a common basis of trends and events, selected and evaluated using expert judgment.

#### **Nominal Scenario Data**

For - Seed No. > 3289484 < and the EVENT.SIG data --  
in a 10 year SCENARIO that begins in 1994,

#### **THIS IS WHAT HAPPENS!!**

- |    |           |      |      |   |
|----|-----------|------|------|---|
| 1. | November  | 1995 | E-3. | California repeals Prop. 13 mandates          |
| 2. | June      | 1996 | E-5  | U. S. Economy enters national depression      |
| 3. | January   | 1998 | E-2  | State of California declares bankruptcy       |
| 4. | June      | 1999 | E-10 | All drugs legalized for personal use          |
| 5. | March     | 2000 | E-9  | State Police assume all law enforcement tasks |
| 6. | June      | 2001 | E-8  | Community Colleges withdraw from POST         |
| 7. | September | 2001 | E-4  | State eliminates all funding for POST         |
| 8. | January   | 2002 | E-1  | U. S. Stock Market crashes                    |

The events which do NOT Happen are:

- |    |     |  |
|----|-----|--|
| 1. | E-6 | California splits into three new States        |
| 2. | E-7 | California secedes from Union and joins Mexico |

## Nominal Scenario

The Journal of Field Training Officers, Volume 38, No. 2, 2004

The last ten years has been very eventful for both the citizens of this state and law enforcement as a profession. Just four years into the next millennium, and much still stands before us. Looking back at the last ten years may help us understand how we arrived at this point today and what the future may hold for us.

In November, 1995 the State of California repealed the proposition 13 mandates that had placed sever restriction on local government's ability to raise revenue. The repeal of Prop.13 came about due to the lobbying of local government that had lost much of its traditional funding to the State. With the State taking more and more revenue from the local government the only method of forestalling local government bankruptcy was to enable them to increase taxes. The increase in revenues available for law enforcement enabled local agencies to investment more money in training programs, such as the Field Training Program.

Increasing liability concerns resulted in even more mandates from the state in November, 1995. The State updated the training guidelines for the Field Training Program to include the new mandates. This continued the trend of the previous ten years in which the state would mandate more training for Peace Officers in response to new demands from the public or the media.

The portents of doom finally were answered when the U. S. economy entered a period of national depression. This complicated the economic woes of the state and would trickle down to local government and law enforcement. Just when the repeal of Prop. 13 brought some relief, the arrival of a depression plunged the economy and local government revenues into chaos.

A comprehensive study complied by POST, in July, 1997, documented the continuing change in values of new workers entering law enforcement. Both

the Field Training Program and management methods had to be rethought to accommodate these changes. The "Baby Boomers" were now trying to handle the "Post Baby Boomers" with conflicts similar to the difficulties experienced when the baby boomers first entered the job market in strength.

The national depression caught up with the state of California when it was forced into bankruptcy in January, 1998. The federal government was forced to step in and rescue the state much like it had years before with the Chrysler Corporation. Severe fiscal constraints were placed upon the state as a condition of assistance. This resulted in a decrease of reimbursement funds for POST training program, such as the Field Training Program. This lost revenue had to be made up from local funding. The state economic problems were exacerbated with the increasing level of illegal immigration in August, 1998.

The state experienced an increase in right-wing fascist type groups attacking the immigrants. Many comparisons were made with the Weimar Republic in Germany of the 1920s that gave rise to the Nazis. Along with increased training to handle the new problems associated with the increasing immigration problems, additional training was provided to deal with the dangers associated with the rise of right-wing groups.

Given the economic woes of the state and the increasing concerns with liability, the hiring process started to become even more complex, May of 1999. This increase in complexity also included the Field Training Program and its evaluation of trainee performance. This not only placed an economic burden on local agencies it further reduced their ability to hire qualified people.

Reflecting the continuing economic woes of the state, all drug laws relating to personal use were repealed, in June, 1999. There was heated debate among law enforcement professionals over this issue and it resembled the arguments discussed over the repeal of the Volsted Act (Prohibition) in 1933. While major resources

were redirected to fighting violent crime, the increased use of drugs for personal recreation created a new problem in social breakdown. The now legal use of drugs by trainees and trainers presented new problems to the Field Training Program. Currently, a movement is afoot to reinstitute both the drug laws and the return of prohibition of all alcoholic beverages.

In an attempt to help local government with crime problems, the state granted general law enforcement jurisdiction to the State Police in March, 2000. The State Police immediately increased in size and began to replace many small local agencies. The California Highway Patrol (CHP) was quickly absorbed into the State Police, with the CHP Commissioner, M. Helen Broadbent, becoming the new director of Public Safety for the state. All Field Training Programs were absorbed by the State Police who began to train all new officers in the state.

After a very slow start in the early nineties, women began to increase their numbers in top management. The glass ceiling was broken finally in July, 2000, with women being represented proportionally in top management as compared to the work force as a whole. The senior staff officer for the Los Angeles Police Department, Field Training Program, Lois Kemp was quoted as saying that this was long over due. The ethnic makeup of the state continued to change not only with immigration and high birth rates, but with the intermarriage among different races. This demonstrated an improvement in race relations such that inter-racial marriages became commonly accepted by October, 2000.

With the availability of personal Video units that could be connected to national news networks via satellite in real time, media scrutiny of the police increased in February, 2001. These units were first tested in the San Jose Police Department, Field Training Program. Some agencies had even accommodated their local news agencies by providing real time access to the Video units in patrol



cars. The local television station could access any patrol car and view what was happening.

Against the wishes of the law enforcement profession, the state eliminated all funding for POST in August, 2001. This short sighted move upon the part of the state to save money was countered by local agencies who formed their own non-profit foundation to replace POST. Relieved of the internecine politics of Sacramento, the new Law Enforcement Assistance Foundation (LEAF) stepped into the void and provided even better service to the contracting agencies. Private industry was also able to tap into this new organization to expand both the resources available and the ability to integrate business and local government. The Field Training Program was the first recipient of this new source of funding.

Just as the future was beginning to look bright for the U. S. economy, the stock market crashed in January, 2002. This was followed by a general decline in the U. S. economy which continues to day. According to the Kondratieff Cycles, the economy should move into a period of expansion in 2005.

What will the future hold for us in the Field Training Program? The continuing interest in Futures Studies will hopefully continue to produce new discoveries in methodologies with even greater accuracy than those of today.

#### **Normative Scenario Data**

For - Seed No. > 3289515 < and the EVENT.SIG data --

in a 10 year SCENARIO that begins in 1994,  
**THIS IS WHAT HAPPENS!!**

- |             |      |     |  |
|-------------|------|-----|--|
| 1. October  | 1994 | E-6 | California splits into three new states  |
| 2. July     | 2000 | E-3 | California repeals Prop. 13 mandates     |
| 3. December | 2001 | E-8 | Community Colleges withdraw from POST    |
| 4. December | 2001 | E-1 | U. S. Stock Market crashes               |
| 5. March    | 2002 | E-5 | U. S. economy enters national depression |
| 6. November | 2002 | E-4 | State eliminates all funding for POST    |

The events which do NOT Happen are:

1. E-2 State of California declares bankruptcy
2. E-7 California secedes from Union and joins Mexico
3. E-9 State Police assume all law enforcement tasks
4. E-10 All drugs legalized for personal use

### **Normative Scenario**

The Journal of Field Training Officers, Volume 38, No. 2, 2004

The last ten years have been very eventful for both the citizens of this state and law enforcement as a profession. Just four years into the next millennium, and much still stands before us. Looking back at the last ten years may help us understand how we arrived at this point today and what the future may hold for us.

In an attempt to mitigate the financial hardship of the state, the voters decided to split the State of California into three new states in October, 1994: North California, retaining Sacramento as the capitol; South California, comprising the central portion of the state, with its capitol in San Jose; and the new State of Atlantis, with Los Angeles as its new capitol. North and South California formed a joint agency to replace POST. Atlantis decided to form its own version of POST and several new guidelines for the Field Training Program were developed, such as channeling, holistic crisis intervention using herbs and other programs.

Political forces increased the pressure to lower standards in the Field Training Program in an attempt to increase the diversity of the work force in December, 1994. This was countered-balanced by liability concerns. In July, 1999, a seminal work was published by San Jose State University, Administration of Justice program, that documented the changing trends in individual values. The new emerging generation, the "Post Baby Boomers" or "Generation X" was the target of the study. The lessons learned from this study were quickly incorporated into the Field Training Program.

California repealed Proposition 13 (passed in 1977) mandates releasing the constraints placed upon local government and its ability to raise revenue. The Field Training program was one of the first recipients of the new funds. The state continued to try usurp the traditional methods of raising local revenue and discussions were held to establish a local income tax in several areas. This increased taxation helped the cities in the short run but caused an unforeseen economic impact to the rest of the state as both business and private individuals moved out of the state to escape the increasing taxation.

The new millennium ushered in a period of increasing numbers of women in top management. The turn of the century represented the breaking of the glass ceiling that had stifled the careers of many women. The executive staff of several Field Training programs reflected this change.

The U. S. economy entered a period of decline in November, 2000, that continued for several years, resulting in a national depression in March, 2002. This only exacerbated the economic problems that had plagued local government in the last ten years. The major driving force of the last ten years was the economy. The loss of funds continued to hurt local training programs, such as the Field Training program. To paraphrase a message told to the one term president, 1993-1997, Bill Clinton; "It was the economy." The election of President Perot in 1997, slowed the decline of the national economy, but the final results are only starting to be seen today.

The new century also saw an increase in concerns about liability issues in law enforcement in March, 2001. Field Training programs were subject to these increasing liability concerns. This resulted in further mandates from the state in the area of training. Hand-in-hand with the increasing liability concerns there arose an increase in the media scrutiny of the police. As law suite followed law suite, the media began to increase its observation of the police. Roving television

units would follow patrol cars or respond to incidents. The press was successful in requiring access to all police video tapes from routine patrol and booking areas. This increased exposure resulted in some behavior modification by uniformed personnel but it also increased the number of occasions where the police refused to take action fearing liability or crucifixion by the press.

To add insult to injury, given the economic problems facing the state at the time, all funding for POST was eliminated in November, 2002. This soon proved to be a disaster when looking back at the concerns that preceded this decision, such as liability issues. Field Training programs across the state are still struggling to recover from these cutbacks. The profession has yet to recover from this loss.

What will the future hold for law enforcement in the State of California? In the words of governor Julio Rodriguez-Chavez, "*¿Quién sabe?*"

#### **Hypothetical Scenario Date**

For - Seed No. > 3211000 < and the EVENT.SIG data --

in a 10 year SCENARIO that begins in 1994,

#### **THIS IS WHAT HAPPENS!!**

- |             |      |      |  |
|-------------|------|------|--|
| 1. January  | 1994 | E-1  | U. S. Stock Market crashes                     |
| 2. January  | 1995 | E-2  | State of California declares bankruptcy        |
| 3. March    | 1995 | E-4  | State eliminates all funding for POST          |
| 4. October  | 1995 | E-7  | California secedes from Union and joins Mexico |
| 5. April    | 1996 | E-6  | California splits into three new States        |
| 6. November | 1997 | E-8  | Community Colleges withdraw from POST          |
| 7. April    | 1998 | E-3  | California repeals Prop. 13 mandates           |
| 8. November | 2000 | E-9  | State Police assume all law enforcement tasks  |
| 9. February | 2003 | E-10 | All drugs legalized for personal use           |
| 10. August  | 2003 | E-5  | U. S. economy enters national depression       |

The events which do NOT Happen are:

In this Scenario, all the Events happened -- How unusual!!

## **Hypothetical scenario**

The Journal of Field Training Officers, Volume 38, No. 2, 2004

The last ten years has been very eventful for both the citizens of this state and law enforcement as a profession. Four years into the next millennium, and much still stands before us. Looking back at the last ten years may help us understand how we arrived at this point today and what the future may hold for us.

In January, 1994 the U. S. stock market crashed. This precipitated a general decline in the U. S. economy as a whole that lasted for several years, culminating in a national depression in August, 2003. The series of events that led to this state of the economy also resulted in the State of California defaulting on its general obligation bonds and declaring bankruptcy a year later in January, 1994. California's economic failure resulted in a general restructuring of the state government.

One of the first programs to be cut was POST. Field Training programs were immediately impacted, with many of them being eliminated. The state government restructured itself to provide only the basic needs. Everything that could be transferred to the responsibility of the federal government or to local cities and counties was done. In a further attempt to bring about change in both the economy and government finances, the state repealed the Proposition 13 mandates that had restricted local governments ability to raise revenue in April, 1998.

A trend in the intermingling of races led to a dramatic acceleration of the change in ethnic diversity within the state in 1995. Immigration, the increasing birth rate among minorities, and the previous trend led to a Latino majority in the state electorate. In October, 1995 a state wide plebiscite led to the secession of the state from the Union and an attempt towards annexation with Mexico. The President federalized the California National Guard, whose commander remained

loyal to the United States. Only one staff officer in the State Militia refused to recognize the federal authority.

The subsequent show of force with both National Guard forces and the Regular Army prevented the State from seceding. The precedents established during the Civil War in 1861-1865 prevailed. While the Governor and Attorney General were removed from office, they and the assembly avoided charges of sedition and treason. Federal troops remained in control of the state during the rebellion.

A change in the learning style of new employees was documented in a research study in February, 1996. This provided the framework in which Field Training programs were redesigned to take into account these changes. A subsequent follow-up study next documented a dramatic change in individual values in February, 1999.

In the wake of the attempt to secede from the Union, California took a new step after the assembly regained control of the state from the federal authorities. California divided itself into three new states. Not only did this give each region, north, central, and south more autonomy; it increased the number of senators to six representing the original area. The state of Texas followed suit the next year by dividing into five new state as provided by its original annexation agreement with the United States. The local law enforcement agencies in each new state joined together to form a regional Field Training program for their officers.

March, 1996 saw a marked increase in the media scrutiny law enforcement. New improvements in technology increased the media's ability to observe the police in action. Later that year, in November, there was increasing pressure to lower the training standards in Field Training programs to facilitate the entry of more minority candidates. This corresponded with the public's increased interest in Field Training programs and the demand for police forces to reflect local ethnic

arose in June, 2002. This new driving force enabled several Field Training programs to recover from earlier cutbacks.

May, 1997 saw a marked increase in the number of women in top management. A trend that started earlier in the decade continued to accelerate. Government employment provided the leading edge in bringing about this change. The private sector soon followed in breaking the glass ceiling for women in top management. This led to an unforeseen increase in the complexity of hiring in December, 1999 with the advent of reverse discrimination law suits brought by white, males, against the new hiring practices. Field Training programs established a leadership position in these new changes.

In November, 2000, in response to continuing economic problems faced by local government, the State Police assumed all law enforcement tasks, to include Field Training programs, within the state. This new organization immediately began to expand, absorbing many of the officers that had previously worked for small agencies. The new Chief of the State Police became an advocate of the legalization of drugs for personnel use. She felt that the resources spent on fighting the drug war could be better spent fighting violent crime. The state assembly agreed in February, 2003, when all drug law pertaining to personal possession and use were repealed. This presented several new problems to Field Training programs with the use of drugs by both trainees and trainers.

## SUPPLEMENTAL TRENDS

In addition to the trends identified by the NGT group, the author also reviewed trends discussed in the literature research that might impact the issue. Marvin Cetron, in "An American Renaissance In the Year 2000"<sup>26</sup> identified several trends that will impact the issue in this study. These included the following sixteen selected trends.

Demand for lifelong education and training services will heat up throughout society.

New technologies will greatly improve education and training.

Business is taking on a greater role in training and education.

Education costs will continue to rise.

School districts throughout the United States are reinventing the educational system.

Educational institutions will pay more attention to the outcomes and effectiveness of their programs.

Improved pedagogy-the science of learning-will revolutionize education.

Institutions of higher education are shrinking.

Specialization is spreading throughout industry and the professions.

More women will continue to enter the labor force.

Women's salaries will slowly approach men's

More African Americans and other minority groups are entering the labor force.

Workers are retiring later.

Unions will continue to lose powers.

Second and third careers are becoming common, as more people make mid-life changes in occupation.

The work ethic is vanishing from American society.



In their book, Future Work, Coates, Jarrat and Mahaffie also identified several trends that will impact the issue in this study.<sup>27</sup> Several of the trends identified by this group were similar to those identified by the NGT group earlier in this study:

Increasing diversity in the work force: making heterogeneity and flexible management work.

Hispanics are the largest fast-growing minority population in the United States.

Women move gradually into the executive suite

A shrinking labor pool creates opportunities for traditionally underemployed workers.

The changing nature of work: training and reeducation for a knowledge-based work force.

New critical skills are emerging.

Training and education budgets stay high as corporations stretch for new results.

The cooperation reaches deeper into the educational system to influence the quality of its supply of workers.

Office automation thrives despite questionable gains in productivity.

Artificial intelligence is jerkily moving from the laboratory to practical application.

The author added these trends, in addition to those forecasted by the NGT, to facilitate the following policy discussions and to better set the background for later sections of this study.

## POLICY IDENTIFICATION AND ANALYSIS

The normative scenario forecast, that of attaining a desirable future was isolated for policy development and analysis. Utilizing this scenario environment, five policies were isolated from a candidate list of sixteen. These policies were selected by a focus group assembled after the futures study.

The MDT group used earlier became a Modified Policy Analysis (MDA) group. The policies were screened using the following criteria:

1. Are they realistic and feasible?
2. Can they be locally managed and controlled?
3. Will they significantly impact the issues in a desirable manner?
4. Are they in the best interests of law enforcement?
5. Are they cost effective?

The policies identified were:

- Policy #1:* Support increased hiring standards for trainees and increase spending for recruitment, screening, and hiring.
- Policy #2:* Greater effort in selecting the best FTO staff.
- Policy #3:* Monitor the evaluation of the trainees to assess the quality of the program.
- Policy #4:* Periodic evaluation of the FTO staff and program.
- Policy #5:* Assess community satisfaction with the FTO program.

These policies were evaluated as to their potential influence on the identified trends and their impact on event probabilities. Only those trends and events believed to be directly affected by the policies were examined. This evaluation produced the following assessments:

**Trend: Individual Values**

The policies selected are designed to complement the changing individual values of both the trainee and of the FTOs, who are often from the same generation. The constant monitoring and assessment of how well the program is doing will also indicate the program's ability to adapt to the new values of the recruits.

**Trend: Media Scrutiny**

The increase in media scrutiny can be combined with the continuing evaluation of the staff and program. The media can become an integral part of the feedback system, assessing both community attitudes and the impact of changes upon meeting the mission objectives of the program

**Trend: Liability Concerns for Training**

The policies selected reflect the concern with this trend. The rising cost of liability, combined with the other fiscal hardships, acts as a driving force for much of the issue. While the eventual cost of attrition and poor performance are factors, liability costs are more often sudden and have a much higher profile in the public eye. Each of the polices supports efforts to address this trend.

**Trend: Style of Learning**

The evaluation of trainees will provide feedback as to how the training. Again, as with the trend in changing individual values, these policies will help to evaluate the program and how well it's working. The polices are also intended to be followed up with corrective action when problems are discovered.

### **Trend: Complexity of Hiring Process/Attrition in Work Force**

The policy of increasing hiring standards, combined with a greater investment in retention should help to alleviate the problem presented by this trend. The increasing complexity of the hiring process is both a problem and a result of the attempts to solve the other half of the problem, the attrition rate.

### **THE FUTURE**

The driving force in the majority of trends and events was the economy. Fears about the future of the economy and how government will pay for services permeated the NGT group. As noted earlier, the fact that all of the participants were government employees may explain this pessimism. Changing individual values, increasing number of women in top management, hiring process complexity/increasing attrition, and the intermingling of races also seemed to be driving forces in the list of trends.

The list of events was also topped by economic concerns with the state declaring bankruptcy, the ending of all funding for POST, and a national depression. Even the legalization of drugs appeared to be more of a concern for the economic impact of enforcing drug laws than any concerns for personal liberties. The stock market crash, repeal of Proposition 13 mandates, and the splitting of the state into three new states also reflected the economic concerns of the NGT group.

While the other trends and events present material for review and speculation, the driving force for the immediate future of law enforcement, in the State of California, will be the economy. Not only will law enforcement need to find new ways to do things they must also become more economical. Every day law enforcement will be forced to "get more bang for their buck."

In light of the economic bent of the results, it should also be noted that this affected many aspects of the topic, "the impact of the changing work force." The

changing learning styles and individual values, along with the changing make-up of the work force also will drive the topic issue in the future.

How does this relate to policy implications? Law enforcement practitioners must incorporate these trends and events into future policy planning. A common theme arose in the research and scenarios. This must be taken into account when planning for the future.

## PART 2

# STRATEGIC MANAGEMENT

### STRATEGIC PLANNING

If the future were known, any study of it would be meaningless, as it would have become predestined and unchangeable. Acknowledging this uncertainty, strategic planning attempts to influence the future by taking steps to achieve a desirable future. The Futures Study gave a glimpse of possible and more likely futures. With these as a framework, a scenario was selected. It became a point of departure in developing strategic plans that could lead to the normative scenario, the one most desirable and attainable (when compared to the other scenarios.)

As such, the normative scenario was selected for the premise of the strategic planning process. This process included an evaluation of the current environment, both external and internal as to the selected model agency. It also assessed the external threats and opportunities, considered organization capabilities through strengths, weakness, and the mission statement. It identified individuals, groups and entities who will either impact or be impacted by the process of change. The analysis of these aspects will allow careful anticipation and mitigation, where possible, to influence the future.

The model agency chosen for this part of the study was the Monterey County Sheriff's Department. Monterey County is located in the central coast area of California. It has a diverse population of approximately 375,625 (as of January, 1993) and covers an area of 3,322 square miles.<sup>28</sup> There are two major urban areas, Salinas and Monterey Peninsula. Agriculture is the County's dominant "primary" industry. The government, even with the recent closure of a major military installation, is the second largest industry, followed by tourism and light manufacturing.<sup>29</sup>

The Monterey County Sheriff's Department is a mid-sized law enforcement agency, consisting of 275 sworn personnel and 65 civilian personnel. The 1993-94 budget

was approximately 27 million dollars. The department provides general law enforcement services to the unincorporated areas of Monterey County and contracts to provide auxiliary support to several other local agencies. The Sheriff's Department is also responsible for managing the Coroner's Department, the County Jail, serving civil processes, providing security for the local courts, and other duties delegated to the Sheriff. During 1993, the overall crime statistics for the unincorporated areas were below the state average in all areas.<sup>30</sup>

## MISSION STATEMENT

**By the year 2003, the Field Training Officer Program, will be structured to meet the changing needs of the community, the department, and the new trainees.**

By the year 2003, the Field Training Officer Program, will need to adapt itself to meet the changing needs of both the work force, the department and of society. As each generation is unique, the methods used to train that generation must be adapted to best meet the mission of the program.

The mission statement of the future Field Training Program attempts to guide the direction and purpose of the program.

## TRAINING

The Field Training Program teaches individuals how to apply the material learned in the basic academy to real life, day-to-day, situations in the field.

The Field Training Program indoctrinates the employee into the rules, policies, and procedures of the agency.

The Field Training Program exists to help the trainee meet the performance requirements needed to work on patrol as a solo unit.

## EVALUATION

The Field Training Program evaluates the performance of the employee at each

stage of training to ensure that the minimum acceptable level of performance has been achieved.

The Field Training Program evaluates the performance of the deputy at each stage of training ensure knowledge and compliance with rules, policy and procedures.

The Field Training Program provides written performance evaluation for both documentation and to provide information to the trainee and FTO staff.

The Field Training Program provides written performance evaluation to document the successful completion of the program or justification for termination from the program.

## ENVIRONMENTAL ANALYSIS

An analysis of the current environment is necessary to evaluate the impact of the issue statement "What impact will the changing work force have on Law Enforcement Field Training Programs by the Year 2003?" upon the mission statement. Analysis of this environment presents both opportunities and threats to a successful achievement of the mission statement. The trends and events identified by the NGT group provided a starting point for this analysis. It should be noted, that the pessimistic outlook of the NGT provided few insights into opportunities in the future. A Modified Delphi Group (Appendix 6), using the results of the NGT group, reviewed the environment for opportunities and threats. Next they reviewed the organization for strengths and weaknesses. The group focused more on the threats in the future.

The information was organized and reviewed by using the categories of social, technological, economic, environmental, and political (STEPP). The following list depicts opportunities and threats present in this environment.



## SOCIAL

*Opportunities:* The projected changes in style of learning will provide opportunities to redesign the basic format of the program to better match the style of teaching to the style of learning. An example would be the greater computer literacy of the next generation will allow for a greater use of inter-active, multimedia programs for instruction.

*Threats:* Every opportunity is usually accompanied with a corresponding threat. Along with the change in style of learning, a change in individual values will present new problems. The increased questioning of authority in all aspects of life and work, by the next generation, was given as an example. The basic paramilitary style of past programs and management will have to change to adapt to a new generation with little or no military experience.

## TECHNOLOGICAL

*Opportunities:* Along with increased computer literacy, the next generation will have a much higher level of sophistication with all types of high level technology. The leap from video or computer games to the use of modern technology is becoming shorter every day. Much of the "technophobia" felt by many of the present generation will disappear with the next.

*Threats:* A unique threat exposed in this area was that of computer security or the threat of electronic sabotage. Even with the greater familiarity displayed by the next generation, negative attitudes can also be expressed by new forms of sabotage from disgruntled employees. From computer viruses to access to confidential information, the security of computer systems will have to be considered in the design of new programs.

## ECONOMIC

*Opportunities:* The pessimistic economic outlook for the economy did present some positive opportunities. The demand for well paying jobs will remain high. The perceived stability of government jobs should continue. The potential repeal of Proposition 13, property tax limits, may provide economic opportunities for additional funding and growth. It was noted by one group member, that even in poor economic times, the general concern with crime and safety, often manifests itself by the maintenance or increase in the levels of funding for law enforcement. While the next generation has demonstrated vacillating enthusiasm to specific jobs or careers, the group felt that job security, during questionable economic times, would still provide opportunities for the attraction and retention of qualified employees.

*Threats:* The economy presented the greatest threat to any attempts to address future issues. A national depression or general economic deterioration at either the state or federal level would certainly impact law enforcement and its ability to address the problems associated with the issue.

## ENVIRONMENT

*Opportunities:* This area provide some of the least input from the group. Environmental problems had more impact upon the quality of life in general, but little direct impact upon the issue was explored by the group. The enforcement of environmental laws was discussed but did not lead to a consensus of any impact upon the issue. Environment also included the community as a social group. The increasing desire of the local community to participate in Community Oriented Policing programs may create a positive environment for other programs, such as the Field Training Program.

*Threats:* A down turn in the quality of the environment did not seem to have a direct impact on the issue. Although, the impact on the quality of life and the economy by a

shifting of resources or migration of the work force would have an eventual impact. Again, defining the local community as an environment, some threats exist in those segments of the community that are hostile to law enforcement.

## POLITICAL

*Opportunities:* Increased concern with solving the crime problem will attract more interested employees. This will also help to secure funding for new employees and programs. The political environment is always a driving force in government operations.

*Threats:* Dissatisfaction with the current law enforcement system may manifest itself in very specific threats in the political area. These include more mandates that limit the ability of the agency to determine its own style. The pressure to lower standards can also emerge from the political environment.

## ORGANIZATION ANALYSIS

An analysis of the organizational strengths and weaknesses of the Monterey County Sheriff's Department is required to prepare intelligent plans for the future. This is as important as the analysis of the external environment and could also be described as the internal environment. The STEEP taxonomy was also used in this analysis.

## SOCIAL

*Strengths:* The advent of the Baby Boomer generation into middle management is beginning to have an impact upon the department. This is also being experienced with the entry of the Baby Boom Echo into the job market and the leading edge of the next generation. This is providing an opportunity to introduce new ideas into the organization and will certainly impact the possible answers to the issue.

*Weaknesses:* While the Baby Boomers are beginning to make entry into middle management, the executive level is still occupied by earlier generations. This sets the stage for conflict between the different levels of the organization, line versus staff, FTO program versus patrol, etc., as to how things should be done and what changes are needed to address the issue.

## TECHNOLOGY

*Strengths:* Personal computers are becoming widely available in a much greater numbers to all units of the agency. This has allowed an increase in productivity in many units and increased the computer literacy of key personnel. Exposure to new technology also helps to change the attitudes and outlooks for many of the key players within the agency.

*Weaknesses:* The influx of personal computers has also been accompanied with the introduction of a main frame computer, data processing system used by several of the criminal justice agencies within the county. The Criminal Justice Information System (CJIS) has been plagued with problems from the beginning. These problems have not only delayed many of the new programs, but have also created a very negative attitude among the staff as to the benefits of using computers or new technologies.

## ECONOMIC

*Strengths:* The recent passing of Proposition 172, the half-cent sales tax initiative, that earmarked funds from public safety, has injected new life into several programs. Initially, these new funds enabled the department to rehire several personnel to overcome the losses of the past few years. The funds have also provided new opportunities for special programs such as the Gang Unit, Drug Education officer, clerical support staff and other programs.

*Weaknesses:* If the local economy fails to recover in the near future, much of the current funding efforts will be placed into jeopardy again. Losses have also occurred in the area of asset forfeiture due to recent changes in the state laws. While recent events have increased the optimism of many law enforcement practitioners, as compared to a period as recent as one year ago, when the NGT group met, there still exists a level of uncertainty as to the future.

## ENVIRONMENTAL

*Strengths:* Again, little input was received in this area. Traditionally, the agency has participated on a very limited extent on any environmental issues. This may be changing in the near future with the advent of hazardous material laws. The local community as an environment has supported the agency in many of its endeavors. This has included fund raising for special projects and volunteer help with other programs.

*Weaknesses:* Environmental threats to the agency seem to be ill-defined. Other than a general threat to the quality of life, there appear to be no specific threats to the agency. Some portions of the community continue to harbor hostile feelings towards the agency and law enforcement in general. This has resulted in several incidents that only exacerbated this problem.

## POLITICAL

*Strengths:* The increased political pressure to address violent crime is buttressing the agency efforts to receive sufficient funding for programs. Increased public interest in the crime problem has also presented opportunities for increased interaction between the public and the agency. This renewed interest and support will hopefully manifest itself in increased or secured sources of funding, a critical element in addressing the issue.

*Weaknesses:* Political dissatisfaction with crime and the agencies ability to protect the public can result in a backlash of disapproving sentiment from the public. The agency must always stay abreast of the political environment in which it operates.

In addition to the STEEP taxonomy, the group also discussed other elements of the internal environment of the agency.

### ORGANIZATIONAL STYLE

*Strengths:* The majority of the management staff has in excess of twenty-five years of experience, with several key personnel having been with the agency for over thirty years. This has led to a very conservative style of management. The potential strength in this area comes from the pending retirement of several key personnel and the promotion of new people, with a much more diverse background, into these positions.

*Weaknesses:* The current situation presents the weakness in the environment. The lack of vision or foresight of the executive level presents a weakness in the ability of the agency to adapt to the changing environment and to address the issue. With the impending retirement of so many staff personnel, this weakness may cease to exist in the near future.

### STAKEHOLDER ANALYSIS

A list of individuals, organizations or entities, which play a role by either impacting or being impacted by the issue, were identified by the Modified Delphi Group. (Appendix 6) This list was reduced to a total of ten key stakeholders. Assumptions were developed for planning purposes based upon historical perspectives, environmental assessment, personal interviews were possible and the personal opinion of the author.

### Stakeholder #1 The Sheriff

*Assumptions:* As an elected official and the head of the department, the Sheriff sets both the mission and most of the goals and objectives of the department. In many ways, the Sheriff is the department, as each employee and deputy works at the ultimate direction of the Sheriff. The Sheriff has always expressed a strong desire for the best possible employees. This not only enables the department to achieve its mission statement, but provides the personnel resources necessary to carry out other goals and objectives. It is also very important from the stand point of meeting the demands of the public. Along with this desire, the Sheriff also has an interest in recruiting, training and retaining qualified employees who are capable of meeting the future needs of the agency.

A collateral desire, is the proper documentation of failures to perform at an acceptable level. When termination is called for, the ability to successfully terminate an employee is highly dependent upon the proper and sufficient documentation to justify such action. Without this documentation, termination is next to impossible.

### Stakeholder #2 Deputy Sheriff's Association (DSA)

*Assumptions:* One of the main goals of the DSA is to protect the rights of its members. These include both liberty rights and property rights, such as the employee's job. While the DSA has an interest in obtaining and retaining the best possible employees, this conflicts at times with their duty to represent all members in good standing. By being in the position of an advocate for the employee, the DSA is not always in the best position to advocate the needs of the department for the best qualified employees.

### Stakeholder #3 Personnel Department

*Assumptions:* While it would seem that the goals of the Personnel Department would be in alignment with those of the Sheriff's Department, this is not always the case. The Personnel Department is a separate entity, with its own mission statement and goals.

While the primary mission of the agency is to oversee the hiring and promotion of qualified personnel, their definition of what is best for another agency is often in dispute.

Personnel is required to monitor and enforce the mandates placed upon it by other stakeholders, such as the Equal Employment Opportunity Commission and Affirmative Action agreements. These concerns often place the Personnel Department in a position of conflict with the other agencies who may not interpret these mandates the same way. It is imperative, that these assumptions be considered, as the Personnel Department is a key player in any plan of action concerning the future work force.

Stakeholder #4 Affirmative Action Officer

*Assumption:* The Affirmative Action Officer was identified as a separate stakeholder from the Personnel Department, as this position is semi-autonomous, reporting directly to the Chief Executive Officer (CEO) of the county. This person works as an adjunct to the Personnel Department, but retains his unique position in many matters. A primary assumption for this stakeholder is that of achieving the affirmative action goals set by the county.

Stakeholder #5. Commission on Peace Officer Standards and Training (POST)

*Assumptions:* POST is a key player in many programs within the law enforcement system. They are mandated by the state to set standards for training and to take an active part in the development of new training programs. One of their mandates is the review and development of new training programs, to include the Field Training Officer program. As such, they are a key player in any discussion of the future needs of this program.

Stakeholder #6 County Counsel's Office

*Assumption:* The County Counsel's Office is the legal representative for the county government, much like a City Attorney. They have an active interest in a matter that may



involve the county in legal action. Because of past legal actions, to include affirmative action and employee rights questions, they must be included in the discussions when dealing with the issue of training the future work force.

Stakeholder #7 Board of Supervisors

*Assumptions:* As the environmental analysis contained a discussion of the political concerns, so must the strategic assumption process consider the political environment, as to key players. The County Board of Supervisors are the elected representatives who govern the county government. They act as a legislative and executive branch in their ability to allocate funds and other resources and their ability to set policy for the county. Even though the Sheriff is an elected official, accountable to the public alone, he must maintain a working relationship with the Board of Supervisors to keep their support for his efforts to run the agency.

Stakeholder #8 Field Training Officer (FTO) Program Staff

*Assumptions:* The FTO staff is committed to achieving the mission of the FTO program, training new employees to work as solo officers on patrol. The FTO staff documents both the training and the performance of each trainee to justify either termination from the program or advancement to the next phase of training

The FTO staff has a personal interest in ensuring the credibility of the program. Each member of the FTO staff has made this commitment when they volunteered for the program. The credibility and success of the program also reflects upon each FTO when they desire to move on to other assignment.

Stakeholder #9 Special Interest Groups (SIG)

*Assumptions:* There are several SIGs that have an interest with both the issue and the policies selected to address the issue. Most of these are interested in the area of

affirmative action program, reflecting the makeup of their constituents. These include both Hispanic (LULAC) and African-American (NAACP) associations.

There concerns also go beyond that of seeing that the work force reflects the ethnic makeup of the community as a whole, but they are also intimately concerned with the agencies ability to serve the portions of the community that the SIGs represent.

Stakeholder #10 New Employees

*Assumptions:* The employees have their own personal agendas, to include receiving the best possible training and keeping their jobs. The trainees are often left out of any discussion of the issue, but they represent the issue more than any other group. They are the changing work force. The author firmly believes that past efforts to improve the FTO program have been seriously flawed when they failed to address the needs of this particular group.

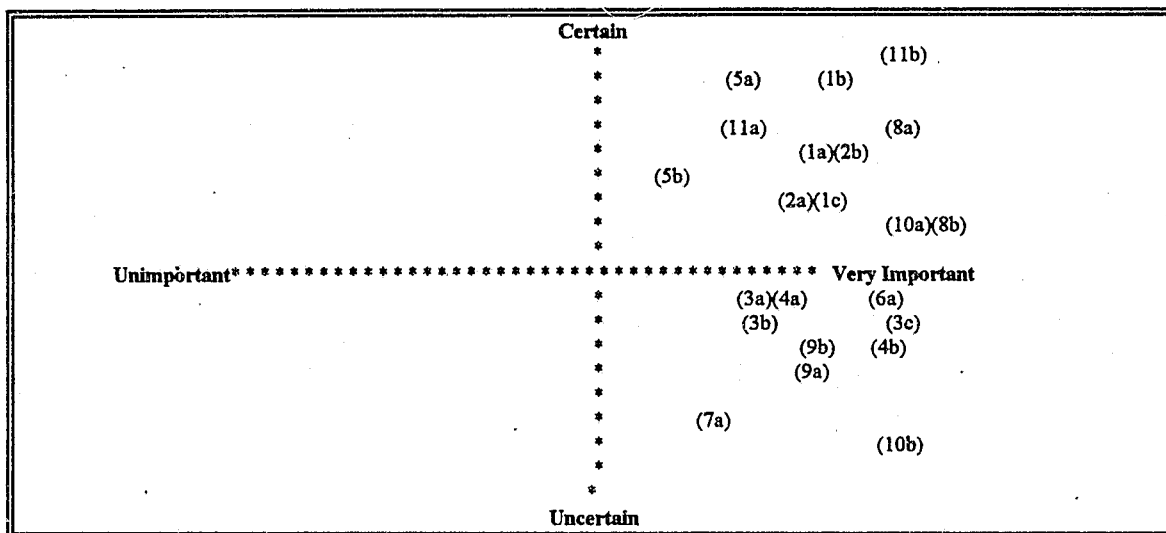
Stakeholder #11 Executive Management Team (EMT)

*Assumptions:* The EMT consists of the Sheriff and the senior management staff. For the purpose of the discussion, the Sheriff has not been included in this group. (see Stakeholder #1) The average time-in-grade for the EMT is in excess of over twenty-five years, with several persons having over thirty years of service. This has resulted in a very conservative outlook towards any type of changes. Many projects in the past ten years have had to overcome the opprobrium "what is wrong with they way we are doing things now?" or "why should we change things?" This opposition to change will by necessity have to be surmounted.

After compiling the Stakeholder list, the Modified Delphi Group discussed the strategic assumptions associated with each group. These were detailed in a Strategic Assumption Surfacing Technique (SAST) Map. (Illustration 22)

## Illustration 22

### Strategic Assumption Surfacing Technique (SAST) Map



- |   |   |
|---|---|
| <p>1. Sheriff<br/> a: Desire the best possible employees<br/> b: Want defensible documentation for termination when necessary<br/> c: Enable new employees to meet future demands</p> | <p>6. County Counsel's Office<br/> a: Establish defensible termination</p>  |
| <p>2. Deputy Sheriff's Association (DSA)<br/> a: Protect due process rights of members</p>  | <p>7. County Board of Supervisors<br/> a: Meet the demands of the public</p>  |
| <p>3. County Personnel Department<br/> a: Meet guidelines set by EEOC and state law<br/> b: Meet affirmative action guidelines<br/> c: Establish defensible termination standards</p> | <p>8. Field Training Officer (FTO) Program<br/> a: Meet the demands of the department</p>   |
| <p>4. Affirmative Action Officer<br/> a: Meet guidelines set by EEOC and state law<br/> b: Meet affirmative action goals.</p>   | <p>9. Special Interest Groups (SIG)<br/> a: Desire the best possible employees<br/> b: Desire employees that reflect the demographic profile of the community</p> |
| <p>5. Commission on Peace Officer Standards and Training (POST)<br/> a: Establish standards for FTO program<br/> b: Keep program content consistent with Basic Academy</p>            | <p>10. New Employees<br/> a: Want the best possible training<br/> b: Want to successfully complete the Field Training Program</p>                                 |
|   | <p>11. Executive Management Team (EMT)<br/> a: Desire the best possible employees<br/> b: Cynicism of new programs</p>  |

## DEVELOPING ALTERNATIVE STRATEGIES

After working on the Stakeholder Analysis, the Modified Delphi Group (MDG) changed to a Modified Policy Group (MPG) and then considered possible alternative strategies for addressing the issue within the constraints of the external and internal environments, and the assumptions of the selected stakeholders. The alternative strategies were screened using the following criteria:

- A. Are they realistic and feasible?
- B. Can they be locally managed and controlled?
- C. Will they significantly impact the issues in a desirable manner?
- D. Are they in the best interests of law enforcement?
- E. Are they cost effective?

Ten alternative strategies were suggested by the MDT.

1. **Redesign the Field Training Program**
2. Redesign the Field Training Officer Selection Process.
3. Develop and Implement New Hiring Process
4. Reorganize the Field Training Program into an Independent unit, separate from the patrol division.
5. Contract to a larger department for Field Training.
6. **Develop and Implement a Total Quality Management (TQM) system for the Field Training Program**
7. Form a joint powers authority for county wide Field Training of all officers.
8. Integrate the Field Training Program with the Basic Academy into an ongoing process.
9. **Design and Implement Community Satisfaction Rating System**
10. Establish a Citizen's Advisory Board to assist the Field Training Program.

From this list, using the evaluation criteria, the two strategies receiving the highest votes were selected along with one that had a diversity of support but did not make the top of the list. (Highlighted strategies)

STRATEGY #1      Redesign the FTO Program

ANALYSIS

*Pros:* This would provide the opportunity to redesign the FTO program from the ground up. Using the existing structure of the current program, a complete review and redesign of the FTO program would include what has been learned to date and then build upon those lessons. Expert groups from various fields would help review and suggest the redesign. Nominal Group Technique panels would help to establish the goals and possible directions from the program. It is imperative that a diverse group be selected at all stages to obtain the best results. This would include professionals from other fields, such a higher education, private industry training, and others.

*Cons:* This is a very cost and time intensive approach to dealing with the issue. It will be very difficult to obtain the support of both the stakeholders and key personnel to make this type of commitment to revamping the program. An extensive effort will be necessary to enlist their support

*Stakeholders:* Each of the stakeholders will have concerns about the financial commitments to this proposed strategy. On a local level, the Sheriff, Executive Management Team, and FTO staff are addressing several other issues at the same time, many of which might have a more significant effect upon the agency in the short term. The DSA will also be concerned and require that they be involved in all stages of development of the strategy because of the possible impacts upon their member.

From outside the agency, the Special Interest Groups (SIG) will have specific concerns as to how possible changes in the program will effect their concerns. This would also include County Personnel, County Consuls' Office, and local politicians.

STRATEGY #2    Develop a Total Quality Management (TQM) system for the program

#### ANALYSIS

*Pros:* This strategy can be incorporated with the previous strategy as part of a total redesign of the program. A Total Quality Management (TQM) system strives to ensure the quality of a process at each step. A critical element of this strategy are those mechanisms that are put into place to monitor the quality of the program. The Modified Delphi Group (MDG) agreed that, too often, strategies are implemented without any concern as to their effectiveness or efficacy in dealing with the issues that prompted their implementation in the first place. The panel felt that a TQM program would have to be a critical element of any strategy implemented to deal with the issue.

*Cons:* After the initial concerns of cost, the MDG was concerned with the unfamiliarity with TQM programs. The panel understood the basic concept, but was unsure as to what extent law enforcement agencies could implement these practices and to what extent they would be effective.

*Stakeholders:* The concerns of the stakeholders expressed in the analysis of the previous strategy also apply to this one. It was taken for granted by the MDG that both the Sheriff and the staff would want to ensure the quality of the Field Training Office Program at each step. The suspicions of the SIGs would also apply to this situation, making it necessary to alleviate their fears at the earliest possible opportunity.

STRATEGY #3      Develop Community Satisfaction Rating System

ANALYSIS

*Pros:* While this strategy did not make the top of the voting list, the MDG thought that this strategy would compliment both the redesign of the FTO program and the TQM element. A Community Satisfaction Rating System strives to assess the level of satisfaction members of the community have with the service being provided to them by various programs. This could be an integral part of a TQM system, providing feed back to the TQM program. The two previous strategies compliment the primary one, a complete redesign.

*Cons:* Concern was expressed as to the accuracy of any instruments used to evaluate the level of community satisfaction. One member of the panel expressed a concern with the validity of a measurement of community satisfaction as an indicator of successful mission accomplishment within the FTO program. It was expressed that the satisfaction or dissatisfaction of the community is often not related to the actual effectiveness of any law enforcement program, but is actually somewhat nebulous.

*Stakeholders:* The MDG was unsure as to how the internal organizational stakeholders would react to this strategy. One member expressed concern that the DSA might object to the evaluation of individual members by the public and what the department might do with that. The group did think that the SIGs would be very interested in this strategy, but again, expressed concerns as to how the information might be used. It became apparent that any instrument or method used would need to address the possible anxieties of the stakeholders.

Strategy #1, a redesign the FTO Program, was selected by the MPG as being the best strategy for possible implementation and to address the issue and sub-issues.

## IMPLEMENTATION PLAN

Randolph and Posner outlined a basic format for managing project teams.<sup>31</sup>

These basic steps are as follows:

1. Set a clear Goal
2. Determine the Objectives.
3. Establish Checkpoints, Activities, Relationships, and Time estimates.
4. Create a Picture of the Schedule.
5. Develop people individually and as a team.
6. Reinforce the commitment and excitement of people.
7. Inform everyone connected with the projects.
8. Vitalize people by building agreements.
9. Empower yourself and others.
10. Risk approaching problems creatively

Setting clear and attainable goals at each step of the strategy provides a method of checking progress at each step of the strategic plan. En route to the goal, there should be specific, measurable objectives. In creating a schedule, checkpoints (milestones), specific activities, relationships and time estimates must be set. This sets the plans, but people must be connected to the plan to achieve anything.

A key issue that must be addressed is the selection of the project team. The right people, possessing both the required skills, education and experience, must be selected for each activity. Their commitment and excitement (motivation) needs to be reinforced at each stage of the project. The team must include people who have extensive experience with the Field Training Officer Program and are motivated to achieve the project goals. The team should also include persons with other backgrounds that can give them a greater insight into other aspects of the issue, such as the changing work force.

A firm commitment from the executive level of the agency must be secured prior to starting the project. This commitment also includes the necessary resources of time, money and personnel. The Sheriff must understand the goals of the project and agree with



the selected strategies. Both the redesign of the FTO Program and the establishment of a TQM system will require this commitment.

Information as to how the project is progressing needs to be freely shared with all of the participants. Finally, team building includes empowering each participant and creating an environment where people are willing to take reasonable risks creatively. This goes hand-in-hand with both the initial selection of the participants and the backing promised by the executive level.

Designing a project can be completed in a very short time using basic outlines. Gantt Charts, PERT Charts, CPM Charts can be produced using off-the-shelf software. The obstacles arise when people are asked to commit to these plans and to the effort needed to accomplish the goals set for them. Included in these commitments are the required financial commitments for funding at each stage.

At this stage, the problem has been identified, alternative solutions suggested and chosen, with implementation next. The analysis of the environment and the stakeholders becomes essential in that, all proposed strategies must be reviewed for practicality within these parameters. It is also imperative that each stakeholder and participant in the selected strategies agree to the proposed strategies and make a commitment to support them.

The typical activities during phases of a project life cycle.<sup>32</sup> Phases I and II have been discussed earlier in this study. Phase III concerns itself with the implementation of the selected strategies. Finally, Phase IV, the Termination of any project must be included as part of the review.

PHASE I      CONCEPT  
*Timeline:      1 to 3 months*

The problem has been defined as the impact of the changing work force on law enforcement Field Training Programs by the year 2003. The Futures Study developed and discusses trends and events that will impact the issue. The goal of the selected strategy is to redesign the Field Training Program to attempt to achieve a desired future. The

overall criteria for success or failure of the selected strategy is the extent to which it has achieved the desired future and mitigated the impact of any undesirable trends or events.

## PHASE II DEVELOPMENT

*Timeline: 3 to 6 months*

The selected strategies have been reviewed and evaluated by the criteria set earlier and within the scope of the environmental and stakeholder analysis. A redesign of the Field Training Program was selected. This redesign will be completed using many of the techniques used in the Futures Study, Nominal Group Techniques, Modified Delphi Group, and others. Different expert groups will design specific changes to the Field Training Program, that are in line with the Mission Statement.

The specific elements of the redesign will depend upon the consensus of the expert groups. These groups need to include the identified stakeholders. This will help to create the necessary commitment of the critical mass. (Appendix 8)

## PHASE III IMPLEMENTATION

*Timeline: 6 to 18 months*

The implementation phase is the most extensive phase in that the plans have been made and this phase entails most of the actual work. The necessary resources will have been mobilized by meeting the needs and achieving the commitment of the critical mass. The project will be broken down into specific steps and assigned, with timelines, to various team members. At each step, the team leader must monitor the progress of each sub-unit and act as a facilitator for each team member. The team leader must also be prepared for the unexpected, other unforeseen circumstances, and try her best to solve this.

Each project is a living entity, constantly changing evening as it is unfolding. The environment in which it is working is constantly changing also. Stakeholders can change

over the life of the project or change their outlooks. Each of these changes must be monitored by the team leader.

#### PHASE IV    TERMINATION

*Timeline:    1 month*

At the completion of any project, a final review must be made. Were the goals achieved, objectives met? What lessons were learned that may be applied to future projects? The final review or report on the project is as critical as any of the other phases of the project. This phase is often neglected, resulting in the failure to learn from both mistakes and successes. Each project ends with a report reviewing the success or failure of the project, combined with the lessons learned.

## PART 3 TRANSITION MANAGEMENT

### CRITICAL MASS: IDENTIFICATION AND ANALYSIS

"[T]here is a *critical mass* of individuals or groups whose active commitment is necessary to provide the energy for the change to occur."<sup>33</sup> The MDG reviewed the list of stakeholders, it was refined further to identify those persons or groups that would be crucial to the project's success or failure. These entities represented the key participants or the "critical mass." The positive participation of each player is critical to the success of the project. Without the commitment of each of these critical players, the project will fail.

The critical mass was identified as the following persons or groups:

1. The Sheriff
2. Deputy Sheriff's Association (DSA)
3. Executive Management Team (EMT)
4. FTO Program Staff
5. Commission on Peace Officer Standards and Training (POST)
6. Affirmative Action Officer

Each individual or group possesses a certain degree of willingness or motivation toward participating in and achieving the strategic plan. This is referred to as "readiness." Associated to readiness yet different is the ability, authority or influence to make or allow the plan to occur. This power can be as simple as the authority to grant permission or as complex as being the only group member with the requisite knowledge required to complete the project. Because of the key nature of the critical mass, each member must be evaluated as to their individual readiness and capability to make the project succeed.

Table 5 depicts the readiness and capability of the critical mass.

**TABLE 5**

**Readiness/Capability Chart**

<u>Critical Mass</u>	<u>High</u>	<u>Medium</u>	<u>Low</u>	<u>High</u>	<u>Medium</u>	<u>Low</u>
Sheriff	X			X		
Deputy Sheriff's Association		X			X	
Executive Management Team			X		X	
FTO Program Staff	X					X
POST		X		X		
Affirmative Action Officer		X			X	

Next, the level of commitment of each member of the critical mass to the strategic plan must be analyzed, both as to their level of commitment and any need to increase that level of commitment to a level required for success. A review of member will provide the background for this analysis.

**The Sheriff** The Sheriff is a key player in any strategic plan or project involving the agency as he must grant both approval and authority for each stage of the project. Without his support, any project is doomed at the beginning. It is very easy to become obsessed by the compelling and immediate problems facing any agency. This can lead to a reactive or "fire fighting" style of problem solving. The agency lurches from one crisis to another.

While these problems need to be dealt with in a timely manner, the current Sheriff has made a very strong commitment to dealing with the problems just over the horizon. This commitment has expressed itself in both the leadership direction given to the executive management team and staff, but also by continuously reviewing current problems and their future impacts. This leadership style is a key component to any successful attempts to anticipate future problems and to begin planning for their solution or mitigation. The Sheriff is very committed to dealing with the future in a proactive manner.

**Deputy Sheriff's Association (DSA)**      The DSA is part of the critical mass by the nature of their increasing involvement with the activities of the department and the need to build a consensus among all employees as to priorities, resource allocations, new programs and other projects. The trend towards participative management represents the evolution of the new managers and an acknowledgment of the changing work force.<sup>34</sup>

The DSA must be an active player, committed to the successful completion of the project. They represent the interests of both the new employees/trainees and the FTO Staff. While this has presented a conflict of interest at times when reviewing the proposed termination of trainees who have failed to complete the FTO program, they also have an active interest in the success of the program as it relates to other employees represented by the DSA.

A key concept in ensuring the positive commitment of the DSA to the project is to address their concerns at the very beginning. This is partially accomplished by making the DSA an active participant of the project design team and including them at each review stage. Much of the opposition from the DSA towards past projects has arisen from their exclusion. It is imperative that efforts are made to motivate and to sustain that motivation, each member of the critical mass and the project team as a whole.<sup>35</sup>

The DSA President is the key member of this section of the critical mass. Her commitment to the project will help to facilitate the support of the DSA as a whole.

**Executive Management Team (EMT)** The EMT is another critical player in any plan to address the issue. While the Sheriff can approve the strategic plan and set the transition management plan into motion, it is the EMT that will oversee the major elements of the work. This group also has a key role in providing the resources of time and personnel. Without their commitment, most projects are doomed to failure at the outset.

By virtue of their ability to effectively veto any project by a lack of cooperation, latent or overt, it is very important that their commitment become enthusiastic. This requires both an understanding of their assumptions combined with a desire and an acknowledgment of their concerns. From the very beginning, it is critical that their cooperation be achieved through a practical negotiation.<sup>36</sup> It is important to note that this effort should be more than a facade, but an honest one that builds commitment and enthusiasm. This also reinforces the concept that all of the members of the critical mass must be enjoined to the effort to successfully complete and project.

Within the Executive Management Team, the key player will be the Chief Deputy-Operations who supervises the Patrol Division, in which the Field Training Program operates.

**FTO Program Staff** The FTO staff has an obvious concern with any project that is concerned with their job and mission. This concern may not always be obvious to all the persons associated with the project. Quite often, the concerns of line-level personnel, assigned to carry out the development and execution of a project, are not taken into account. A sometimes false assumption is made by the higher levels that these people will

automatically agree with any decisions or will enthusiastically believe the necessity of action.

As part of the critical mass, no less than the other participants, the FTO Program Staff, need to be an intricate part of all design phases and the transition management plan. They are the closest personnel to the issue and have the most direct knowledge and experience as to the problems and what most likely needs to be done to solve those problems. By having an active participation in all phases, with significant input, their commitment can be secured.

The key individual within the Field Training Program staff is the program manager, a Lieutenant who supervises three FTO Sergeants and the FTOs assigned to the main officer and two substations.

**Commission on Peace Officer Standards and Training (POST)** POST becomes a key player in any issue that touches upon their mission, as defined by the state. POST has an extensive history in dealing with the development and implementation of FTO Programs throughout the state. In fact, the state Penal Code, specifically refers to FTO Programs and POST's active part in their administration.<sup>37</sup>

By virtue of their mandate, POST needs to be a key player in this project. They are also one of the best resources for both information and expertise assistance. On a practical note, they also need to approve any significant changes that are made to the FTO Program by an agency.

Within POST it is very difficult to identify one individual who will become the key player in the selected strategy. The most likely candidate would be the area consultant or a senior consultant assigned to review and monitor Field Training Programs.

**Affirmative Action Officer** The final element of the critical mass is a key player in that she has an active interest in any program that would impact hiring or retention of



government personnel. Their mandate to meet the affirmative action goals for the agency also place them in a position of being an advocate for any members of a protected group who are participating in the FTO Program. Their ability to veto any changes in personnel procedures or to invoke sanctions against any action that would violate EEOC guidelines or the affirmative action plan, requires that their concerns be addressed at each stage of the project.

The Affirmative Action Officer is also a resource person with an expertise in personnel matters, policies and laws. This provides a valuable resource that can be tapped at each phase of the project. The enthusiastic cooperation goes beyond just accommodation, but goes further by providing resources and expertise that can be applied to problems as they occur. Past projects have failed when the concerns of this office have not been considered until the very end of a project. A proactive approach requires their active participation from the very start.

A Commitment Chart (Table 6) gives a visual presentation of the current commitment of each member of the critical mass and the necessary movement required to ensure the successful completion of the project.

**TABLE 6**

**Commitment Chart**

<b>Critical Mass Actor</b>	<b>Block Change</b>	<b>Let it Happen</b>	<b>Help Happen</b>	<b>Make it Happen</b>
Sheriff			X-----O	
Deputy Sheriff's Association		X		
Executive Management Team	X-----O			
FTO Program Staff			X-----O	
POST			X	
Affirmative Action Officer	X-----X			

X= Current Commitment    O= Commitment

**MANAGEMENT STRUCTURE FOR TRANSITION**

An analysis of the model organization shows the need for restructuring of some elements to enable the project to be developed and implemented. The current FTO Program was started in 1977. It was adopted in basic form from a much large agency, that was a leader in the development of FTO Programs, San Jose (CA) Police Department. While the San Jose system continued to evolve and change over the years, the model agency's program remained static. Having withstood several legal challenges, the staff

was hesitant to make any changes. Portions of the program were updated in 1980, but the basic format of the program exists in the same form seventeen years later.

The recognition of the need to address both current issues and the future issue of this study, "*The Impact of the Changing Work Force...*" has resulted in the backing for this study and the development of the strategic plan. To facilitate the Transition Management Plan, changes in the FTO Program will be needed. The MDG suggested some of these changes during the discussions about the issue and the analysis of the organizational environment.

Robert H. Waterman, Jr. made some general suggestions in his book Adhocracy: The Power to Change. These concerned a company's ability to adapt to change and to make it work.<sup>38</sup> Executives should never lead project teams, though they should be available from the beginning. Their role is to pay attention and act as a mentor. The project team should be responsible to an executive who has the power to make it happen. They should be meticulous in picking a project manager and in helping her select team members. The necessary financial resources need to be made available. Special training programs should be created to facilitate group problem solving, conflict resolution, listening skills, effective confrontation, coaching, and the like. Finally, projects should not be started until the executive is committed to the need for change.

Project managers should only take on a project when they have a clear commitment, from the outset, that executives will get involved and stay involved with the project. A project manager should keep management's attention by providing regular status reports. They should negotiate with management for the best people, making sure that the project includes people with the prerequisite knowledge and skills. The project manager should also have the authority to replace project members who are not performing as required.

They should obtain a strong commitment from the executive for the necessary resources to successfully complete the project. If these are not secured, the project

manager should recommend canceling the project. This also implies that they should only accept and commit to budgets, schedules and goals that are realistic.

For project team members, Watermen suggests that they should understand the issue or project goals from the start. They should also look at the project as a unique opportunity to be exposed to new points of view, parts of the organization, people, and skills that they would see in no other way. Finally, project team members should talk back to the boss. If they are being asked to make a commitment that they cannot honor they should make that known at the start. If they feel they are being asked to do the impossible, they should tell the project team leader so.

Because of the need for a significant commitment of time to adequately manage the project, the Sheriff who is the chief executive for the department would be unsuitable to act as such for the project. Past project managers have been appointed from positions within the line-management hierarchy commensurate with the "job-enrichment" concept. This has led to time and mission-objective conflicts, resulting in less than desired results.

It will be necessary to appoint a project manager, dedicated full-time to the project. This should also include a group consisting of representative of constituencies concerned with the issue or a diagonal slice of representative from various levels. The intent of this is to select natural leaders, who can help sell the project to the critical mass and maintain the necessary level of commitment among the stakeholders.

The Field Training Officer Program manager will be designated as the Project Director. The project manager needs to be assigned on a full-time basis to the development and implementation of the project. Within this restructuring of assignments, the project director must be given the resources necessary to carry out the project. This would include the assignment of one of the FTO sergeants to the project team on a full-time basis and other personnel and resources as needed. Computers and software, to include project management software will also be needed.

## IMPLEMENTATION TECHNOLOGIES

While the research study has analyzed future trends and events that might impact the issue, new technologies and methods were also reviewed during this process, with the view as to how they may facilitate the needed changes. These include techniques to define problems, achieve group consensus, review ideas and suggestions, and means for overcoming obstacles to change. Advances in computer technology, hardware and software, that can improve productivity and creativity, were also researched.

The use of Nominal Group Techniques for the development of issues, trends, events, future scenarios, and other items, go hand-in-hand to addressing the project. Modified Delphi Group activities provided unique ways to review issues and problems, achieving new insights. At each stage the project team and the critical mass need to be familiar with NGT and MDG. These tools are invaluable in developing new ways of solving problems. This will require the education and development of the key personnel involved with the project as to how these techniques work and as to how they can be best used. Team building exercises are also a valuable component to each of the methods discussed above.

Responsibility charting is useful when analyzing the assignments of project team members. Assigning responsibility is a key element to both controlling the project and to assessing the progress and achievement of each step. To help accomplish this individual responsibility and authority will be plotted using a responsibility chart. An example of such a chart is depicted in Appendix 8.

A very powerful tool used during this study was a laptop computer. This facilitated work on the project over very different locations and times. A computer system is only as good as the software it uses. To this extent, the author reviewed the latest word processing software, along with project management softer. In addition, software that

mimics both the NGT and MDG methods was discovered. These present the potential of increasing the productivity of each participant. (Appendix 9)

A critical element in any project team is the ability of each member to work with each other. This also includes the interactions with other persons outside of the project team, to include the critical mass. Team building workshops are necessary at the beginning of the project and at later stages as new personnel are integrated into the project. This should integrate itself into the ongoing activities of the agency in its attempts to improve itself.

Along with the ability to work with each other, the project manager and the project team as a whole, need to be very familiar with the latest project management techniques. This includes the use of focus groups, Critical Path Method (CPM), Program Review and Evaluation Techniques (PERT) and the use of Gantt Charts to monitor the progress of each stage of the project.

Contained within one of the selected strategies, the development of a Community Satisfaction evaluation system, is the need to develop evaluation methods and tools for the project. These include questionnaires and sampling techniques that can review the progress of the project and the efficacy of the changes. It is necessary to monitor all of the phases of the project, combined with appropriate evaluation to keep things on track.

## CONCLUSIONS AND RECOMMENDATIONS

### SUMMARY

Spryos Makridakis listed certain paradoxes in predicting the future:

1. The future can be predicted only by extrapolating from the past, yet it is fairly certain that the future will be different from the past.
2. Through forecasting we would expect to reduce future uncertainty, yet as we consider the future more carefully, we realize that unexpected events are possible, thus increasing uncertainty.
3. Although forecasts can and will be inaccurate and the future will always be uncertain, no planning or strategy is possible without forecasting and without estimating uncertainty.<sup>39</sup>

In researching the issue, the author used the STEEP taxonomy in scanning literature and other materials that had some type of relevance to the issue:

*"The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the Year 2003."*

Part 1 of the thesis, A Futures Study, demonstrated that the future work force will have an impact upon law enforcement in general and the Field Training Program specifically. The NGT panel identified several trends and events that they felt would impact the issue. These included a projected decline in the general economy, an increase in the intermingling of ethnic groups or races, changes in individual values, increasing media scrutiny of law enforcement, and increasing concerns about liability issues resulting in more mandates requiring training.

The NGT further forecasted trends such as, increasing pressure to lower employment standards, changes in the style of learning, increasing numbers of women in top management jobs, an increase in both the complexity of hiring procedures and attrition rates, and increasing immigration problems. The NGT panel further developed a list of ten events most likely to occur which would impact the issue: A crash in the U. S. Stock

Market, the state of California declaring bankruptcy, the repeal of Prop. 13 property tax limitations, the elimination of all funding from the Commission on Peace Officers Standards and Training, and the U. S. economy entering into a general depression.

Other events that were predicted by the NGT were the division of California into three new states, the secession of the state from the Union and its annexation to Mexico, the withdrawal from POST of the community college criminal justice programs, the assumption of all general law enforcement duties from local agencies to the State Police, and finally, the legalization of all restricted drugs for personal use.

While the trends and events had a definite pessimistic outlook towards the economy, several elements were identified that concurred with the literature search. Specifically, the change in individual values and in the style of learning was seen in the research about the post baby-boomer generation or the next generation.

The author was able to elicit some ideas from the NGT and the later MDG group about these changes or the differences between the two generations, but had to rely heavily on recent studies to support the observations. The next generation is as different from the current generation as other generations have been from each other. The basic premises which underlay past training programs, to include motivation, education, experience, etc. must be rethought in light of this change in generations.

The Strategic Management portion of the study analyzed the external and internal environment of the selected model agency. This was combined with an analysis of the identified stakeholders, or those who had some type of interest in the issue and the answer to it. From this analysis, alternative strategies were developed which attempted to answer the subissues.

The primary strategy attempts to address the impact of the changing work force upon the program guidelines. The consensus of the MDG was that the entire Field Training Program would need to be redesigned in light of the predicted changes in the future work force. The need to retrain the FTO staff as a part of this redesign was also



stated. Panel members discussed that the FTO staff would need to be equipped with new techniques to address the needs of the new recruits.

The other nominated strategies, the development of a Total Quality Management (TQM) system and a Community Satisfaction Rating (CSR) system, reflected the panels acknowledgment of changing department requirements and the need to assess program changes as to their effectiveness and validity. The needs of the department, within the context of the issue, would change by necessity as the demands placed upon the department by the community and the new employees changes.

Finally, the Transition Management section of the study addressed the need to plan for change in an intelligent manner. In reviewing strategic planning, project management and conflict/change techniques, the need to map a strategy of how to get from here to there is as important as the initial problem identification and solution phase. Many good ideas have been doomed at the beginning because of the failure to adequately plan for the transition period during implementation of a strategy.

The changing work force will impact Law Enforcement Field Training Programs by the year 2003. These changes will also impact the FTO program guidelines, the FTO staff and the needs of the department. It is the recommendation of the author that a project team be selected to research and implement strategy #1, a redesign of the Field Training Program. Subsequent to the successful completion of a redesign project, a new project team should be constructed to research and implement strategies #2 and #3. The changing work force will continue to be a driving force in these areas.

## ENDNOTES

- <sup>1</sup>Alvin Toffler, Future Shock (New York: Bantam Books, 1970), 9.
- <sup>2</sup>Harper W. Moulton and Arthur A. Fickel, Executive Development, Preparing for the 21st Century (New York: Oxford University Press, 1993), 148-9.
- <sup>3</sup>"How Generations Differ," USA TODAY, 30 July 1993.
- <sup>4</sup>"Top concerns of U. S. workers," The Californian, 7 September 1992.
- <sup>5</sup>R. Edwin Deutsch, "Tomorrow's Work Force: New Values in the Workplace," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 8-11.
- <sup>6</sup>James R. Metts, "Super Cops, The Police Force of Tomorrow," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 71-76.
- <sup>7</sup>Gene Stephens, "Crime and Punishment, Forces Shaping the Future," in The 1990s & Beyond, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1990), 98.
- <sup>8</sup>David Day, The Environmental Wars (New York: Ballantine Books, 1989), 3-5.
- <sup>9</sup>Penelope Lemov, "The Decade of Red Ink," Governing August 1992, 22-6.
- <sup>10</sup>Deutsch, "Tomorrow's Work Force," 8-11.
- <sup>11</sup>Stephen M. Millett and Edward J. Honton, A Manager's Guide to Technology Forecasting and Strategy Analysis Methods (Columbus, OH: Battelle Press 1991), 55.
- <sup>12</sup>USA WEEKEND. "Survey results from 126,000 teens," USA TODAY, 21-23 August 1992.
- <sup>13</sup>Robert L. Snow, "ACCREDITATION: A 21st Century Necessity?" Law and Order, September 1992, 84-88.
- <sup>14</sup>Legislative Update 1993, (Sacramento, CA: California Peace Officer's Association, 1993)
- <sup>15</sup>Marvin J. Cetron, "Class of 2000," in The 1990s & Beyond, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1990), 41-47.
- <sup>16</sup>James R. Metts, "Super Cops: The Police Force of Tomorrow," in Careers Tomorrow, ed. Edward Cornish, (Bethesda, MD: World Future Society, 1988), 71-76.
- <sup>17</sup>Peterson, Karen S., "Women's magazine explores X-ers choices," The Californian, April 26, 1994.
- <sup>18</sup>Associated Press, The. "Factions debate whether influx of immigrants hurting or helping," The Californian, June 10 1993.
- <sup>19</sup>Associated Press, The. "California police see drug war as a lost cause, racist battle," The Californian, 12 May 1993.
- <sup>20</sup>Richard B. Heydinger and Rene D. Zentner, "Multiple Scenario Analysis: Introducing Uncertainty into the Planning Process" Applying Methods and Techniques of Futures Research, ed. James L. Morrison, William L. Renfro, and Wayne I. Boucher, New Directions for Institutional-Research, no. 39, (San Francisco: Jossey-Bass, 1983), 62.

- <sup>21</sup> James L. Morrison, William L. Renfro, and Wayen I. Boucher, Futures Research and the Strategic Planning Process: Implications for Higher Education, ASHE-ERIC Higher Education Research Report No. 9, (Washington, D.C.: Association for the Study of Higher Education, 1984), 58-62.
- <sup>22</sup> Ibid., 72.
- <sup>23</sup> Heydinger and Zentner, "Multiple Scenario Analysis: Introducing Uncertainty into the Planning Process", 52.
- <sup>24</sup> Millett and Horton, A Manager's Guide to Technology Forecasting and Strategic Analysis Methods, 69.
- <sup>25</sup> William L. Renfro, The Sigma Scenario Generator, (Washington, D.C.: The Policy Analysis Co., Inc., 1993)
- <sup>26</sup> Marvin Cetron, "An American Renaissance In The Year 2000," The Futurist, March-April, 1994, insert.
- <sup>27</sup> Joseph F. Coates, Jennifer Jarratt, and John B. Mahaffie, Future Work: Seven Critical Forces Reshaping Work and the Work Force in North America, (San Francisco: Jossey-Bass Publishers), ix-xii.
- <sup>28</sup> Directory Monterey Bay Region, (Marina, CA: Association of Monterey Bay Area Governments, 1994), 7.
- <sup>29</sup> Monterey County Overall Economic Development Program. Annual Report and Program Projection. (Salinas, CA: Monterey County Overall Economic Development Commission, June, 1992), 1..
- <sup>30</sup> Annual Report, 1993, (Salinas, CA: Monterey County Sheriff's Department, 1993)
- <sup>31</sup> Randolph, W. Allan and Posner, Barry Z. Getting the Job Done!: managing Project Teams and Task Forces for Success. (Englewood Cliffs, NJ: Prentice Hall, 1992), 5.
- <sup>32</sup> AMA Handbook of Project Management. ed Paul C. Dinsmore. (New York: American Management Association, 1993), 24.
- <sup>33</sup> Beckhard, Richard and Harris, Reuben T. Organizational Transitions. (Reading, MA: Addison-Wesley Publishing Company) p. 92.
- <sup>34</sup> Naisbitt, John and Aburdene, Patricia. Reinventing the Corporation. (New York: Warner Books, Inc., 1985) p. 80-86.
- <sup>35</sup> Randolph, W. Alan and Posner, Barry Z. Getting the Job Done!: Managing Project Teams and Task Forces for Success. ( Englewood Cliffs, NJ: Prentice-Hall. Inc., 1992) p. 69-75.
- <sup>36</sup> Fisher, Roger and William Ury. Getting to Yes!: Negotiating Agreement Without Giving In. (New York: Penguin Books, 1981) p.95-128.
- <sup>37</sup> Penal Code, State of California, Section 832, et. al. 1994.
- <sup>38</sup> Waterman, Robert H., Jr. Adhocracy: The Power to Change. (New York: W. W. Norton & Company, 1990) p. 44-47.

<sup>39</sup>Spyros G. Makridakis, Forecasting, Planning and Strategy for the 21st Century. (New York: The Free Press, 1990), 66.

## BIBLIOGRAPHY

- AMA Handbook of Project Management. ed. Paul C. Dinsmore. New York: American Management Association, 1993.
- Belasco, James A. and Stayer, Ralph C. Flight of the Buffalo: Soaring to Excellence. Learning to Let Employees Lead. New York: Warner Books, Inc., 1993.
- Baker, Sunny and Baker, Kim. On Time/On Budget: A Step-by-Step Guide for Managing Any Project. Englewood Cliffs, NJ: Prentice-Hall, Inc., 1992.
- Barna, George. The Invisible Generation: Baby Busters. Glendale, CA: Barna Research Group, Ltd., 1992.
- Boyett, Joseph H. and Conn, Henry P. Workplace 2000: The Revolution Reshaping American Business. New York: Dutton, 1991.
- Beckhard, Richard and Harris, Reuben T. Organizational Transitions: Managing Complex Change. 2nd ed. Reading, MA: Addison-Wesley Publishing Company, 1987.
- Cetron, Marvin J. "Class of 2000." The 1990s & Beyond. ed. Edward Cornish. Bethesda, MD: World Future Society, 1990.
- "An American Renaissance In The Year 2000: 74 Trends That Will Affect America's Future - And Yours." Insert in The Futurist, March-April, 1994.
- Coates, Joseph F.; Jarratt, Jennifer; and Mahaffie, John B. Future Work: Seven Critical Forces Reshaping Work and the Work Force in North America. San Francisco: Jossey-Bass Publishers, 1990.
- Cohen, Michael Lee. The Twenty-Something American Dream: A Cross-Country Quest for a Generation. New York: Dutton, 1993.
- Copeland, Douglas. Generation X: Tales for an Accelerated Culture. New York: St. Martin's Press, 1991.
- Day, David. The Environmental Wars. New York: Ballantine Books, 1989.
- Delbecq, Andre L.; Van de Ven, Andrew; and Gustafson, David H. Group Techniques for Program Planning. Middleton, WI: Green Briar Press, 1986.
- Deutsch, R. Edwin. "Tomorrow's Work Force: New Values in the Workplace." In Careers Tomorrow. ed. Edward Cornish. Bethesda, MD: World Future Society, 1988.

Drucker, Peter F. Managing for the Future: The 1990s and Beyond. New York: Truman Talley Books/Dutton, 1992.

-----The New Realities. New York: Harper & Row, Publishers, 1989.

Dunn, William. The Baby Bust: A Generation Comes of Age. New York: American Demographic Books, 1993.

Dutka, Alan. AMA Handbook for Customer Satisfaction: A Complete Guide to Research, Planning & Implementation. Lincolnwood, IL: NTC Business Books, 1993.

Fisher, Roger and Ury, William. Getting to Yes: Negotiating Agreement without Giving In. 2nd ed., ed. Bruce Patton. New York: Penguin Books, 1991.

FM-2030. Are You A Transhuman?. New York: Warner Books, Inc., 1989

Goodstein, Leonard; Nolan, Timothy; and Pfeiffer, J. William. Applied Strategic Planning: A Comprehensive Guide. New York: McGraw-Hill, 1993.

Halberstam, David. The Next Century. New York: William Morrow and Company, Inc., 1991.

Hammer, Michael and Champy, James. Reengineering the Corporation: A Manifesto for Business Revolution. New York: HarperCollins Publishers, Inc., 1993.

Heydinger, Richard B., and Zentner, Rene D. "Multiple Scenario Analysis: Introducing Uncertainty into the Planning Process." In Applying Methods and Techniques of Futures Research. ed. James L. Morrison, William L. Renfro, and Wayne I. Boucher, New Directions for Institutional Research, no. 39, San Francisco: Jossey-Bass, 1983.

Howe, Neil and Strauss, Bill. 13th GEN: Abort, Retry, Ignore, Fail?. New York: Vintage Books, 1993.

Kennedy, Paul. Preparing for the Twenty-First Century. New York: Random House, 1993.

Kraemer, Kenneth L. Policy Analysis in Local Government. Washington, DC: International City Management Association, 1973.

Kurtsman, Joel. Efuturcasting. Palm Springs, CA: ETC Publications, 1984.

Land, George and Jarman, Beth. Break-Point and Beyond: Mastering the Future-Today. New York: HarperCollins Publishers, 1992.

Lemov, Penelope. "The Decade of Red Ink." Governing, August 1992.

- Mahoney, Thomas. The Successful Field Training Officer. West Covina, CA: Future Focus/Publishing, 1991.
- Makridakis, Spyros G. Forecasting, Planning, and Strategy for the 21st Century. New York: The Free Press, 1990.
- McCampbell, Michael S. Field Training for Police Officers: The State of the Art. Washington, DC: National Institute of Justice, 1987.
- Meadow, Donell H.; Meadows, Dennis L.; and Randers, Jorgen. Beyond the Limits: Confronting Global Collapse Envisioning A Sustainable Future. Post Mills, VT: Chelsea Green Publishig Company, 1992.
- Metts, James R. "Super Cops, The Police Force of Tomorrow." In Careers Tomorrow. ed. Edward Cornish. Bethesda, MD: World Future Society, 1988.
- Millett, Stephen M., and Honton, Edward J. A Manager's Guide to Technology Forecasting and Strategy Analysis Methods. Columbus, OH: Battelle Press, 1991.
- Morris, Daniel and Brandon, Joel. Re-engineering Your Business. New York: McGraw-Hill, Inc., 1993.
- Morrison, James L.; Renfro, William L.; and Boucher, Wayen I. Futures Research and the Strategic Planning Process: Implications for Higher Education. ASHE-ERIC Higher Education Research Report No. 9, Washington, D.C.: Association for the Study of Higher Education, 1984.
- Moulton, Harper W., and Fickel, Arthur A. Executive Development, Preparing for the 21st Century. New York: Oxford University Press, 1993.
- Naisbitt, John. Megatrends. New York: Warner Books, 1984.
- Naisbitt, John, and Aburdene, Patricia. Megatrends 2000. New York: Avon Books, 1990.
- "Nine Forces Reshaping America" by the United Way Stategic Institute, reprinted with the permission by World Future Society, Bethesda, MD: World Future Society, 1989.
- Osborne, David and Gaebler, Ted. Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector. Reading, MA: Addison-Wesley Pubishing Company, Inc. 1992.
- "Outlook '92 and Beyond: Recent Forecast from the Futurist Magazine" Bethesda, MD: The World Future Society, 1991.
- Randolph, W. Alan and Posner, Barry Z. Getting the Job Done!: Managing Project Teams

- and Task Forces for Success. Englewood Cliffs, NJ: Prentice Hall, 1992.
- Senge, Peter M. The Fifth Discipline: The Art & Practice of The Learning Organization. New York: Doubleday/Currency, 1990.
- Sigma Scenario Generator, The. Washington, D.C.: The Policy Analysis Co., Inc., 1993.
- Snow, Robert L., "Accreditation's: A 21st Century Necessity?" Law and Order, September, 1992.
- Strategic Management. ed. Richard G. Hamermesh, compiled under the auspices of the Harvard Business Review Executive Book Series. New York: John Wiley & Sons, Inc., 1983.
- Steiner, George A. Strategic Planning: What Every Manager Must Know. New York: The Free Press, 1979.
- Stephens, Gene. "Crime and Punishment, Forces Shaping the Future." In Careers Tomorrow. ed. Edward Cornish. Bethesda, MD: World Future Society, 1988.
- Tjosvold, Dean. Learning to Manage Conflict: Getting People to Work Together Productively. New York: Lexington Books, 1993.
- Toffler, Alvin. Future Shock. New York: Bantam Books, 1971.
- Power Shift. New York: Bantam Books, 1991.
- The Third Wave. New York: Bantam Books, 1981.
- Watt, Kenneth E. F. Taming The Future: A Revolutionary Breakthrough in Scientific Forecasting Davis, CA: The Contextured Web Press, 1992.



APPENDIXES

Appendix 1

MONTEREY COUNTY  
SHERIFF-MARSHAL -CORONER-PUBLIC ADMINISTRATOR'S DEPARTMENT  
1414 Natividad Road, Salinas, CA 93906

Norman G. Hicks  
SHERIFF-MARSHAL-CORONER-PUBLIC ADMINISTRATOR

July 1, 1993

Dear :

Thank you for accepting my request to participate in my study project. The exercise is scheduled for Friday, July 9, 1993, 8:30 A.M., at the Sheriff's Conference Room, 1414 Natividad Rd., Salinas. It will consist of two parts:

1. A Nominal Group Technique exercise to develop trends and events about my issue.
2. A Modified Delphi Group exercise to evaluate probability factors for each trend and event.

You will be provided with an information packet and workbook at the start of the exercise. Coffee and doughnuts will be served before starting the exercise. We plan to be finished by noon.

I will make copies of the final results available to each participant. Again, thank you for your help.

Yours truly;

Joe Grebmeier, Lt.  
King City Office

Appendix 2

NOMINAL GROUP TECHNIQUE EXERCISE

ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003

Lt. Joe Grebmeier  
Monterey County Sheriff's Department

POST Command College  
Class XVIII

July 9, 1993

## Nominal Group Technique Exercise

July 9, 1993

ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003

### INTRODUCTION

Thank you for taking the time to participate in this exercise. The results from this exercise today will be used in writing a Futures Research paper for the POST Command College program. The results from today's discussion and the research paper produced from these results will be made available to each participant.

This group was selected with the intent to create an eclectic gathering representing various background, to specifically include non-law enforcement people. While the issue statement directly impacts law enforcement, the key element of the issue is far more broad: the changing workforce. An attempt has been made to include members in the group who have some background in education and/or dealing young people.

This work book contains writing paper to record ideas or take notes. It also includes worksheets that will be used during the exercise. If you have any questions about the process or the instructions please feel free to ask at any time.

This exercise will consist of two phases:

Phase I An exercise to develop a list of trends that might impact the issue and a list of events that might impact trends and the issue.

Phase II An exercise to forecast trend levels and event probabilities. Evaluate the "expected value" of each event in relation to the issue being studied.

**ISSUE:** Will changes in the workforce impact the Field Training Program in the by the year 2003?

**SUBISSUES:** Will changes in the workforce impact the selection of Field Training Officers?

Will changes in the training provided to FTO's be needed?

Will changes be made in the evaluation process for Field Training Officers and trainees?

Note: Other subissues may be identified during the exercise.

Lt. Joe Grebmeier  
POST Command College, Class XVIII

## **Nominal Group Technique Exercise**

**July 9, 1993**

**ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

### **What is the Nominal Group Technique (NGT)?**

The NGT is a small-group technique for achieving acceptable consensus on the answer to a single, usually two-part question by a process that alternates private and open discussion.

### **Steps in the NGT.**

1. Individual generation of ideas in writing.
2. Round-robin recording of ideas.
3. Serial discussion for clarification.
4. Preliminary vote on items.
5. Discussion of preliminary vote.
6. Final vote.

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**Nominal Group Technique Exercise**

**July 9, 1993**

**ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

**Trend defined: "A series of events by which change is measured over time."**

In other words, a trend is a series of events that are related, occur over time, and can be forecasted.

The trend should not include a predetermined measurement.

**Question:** What trends are likely to be related to, or affect, the issue/sub-issues I have presented to you?

Please write these on your notebook paper.

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**Nominal Group Technique Exercise**

**July 9, 1993**

**ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

**Event defined: "A discrete, one-time occurrence"**

In other words, an event is a one time occurrence that can have an impact on the issue.

Forecasting an event: Design Considerations

Clarity of statement

Wild cards and other surprises

Highly uncertain events

"Certain events"

Time span

Point estimates vs. continuous forecast

Year when probability first exceeds zero

Question: "What events would probably have an impact upon the issue and sub/issues I have presented to you should each event occur?"

Please write these on your notebook paper.

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**Nominal Group Technique Exercise**

**July 9, 1993**

**ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

**TREND SCREENING FORM**

For the purpose of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the Trends on the list?

Lt. Joe Grebmeier  
POST Command College, Class XVIII



## TREND SCREENING FORM

<b>CANDIDATE TREND</b>	FOR THE PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG- RANGE FORECAST OF THE TREND?
------------------------	---

	Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless	
Trend #						
1. U. S. Economy						
2. Intermingling of Races						
3. Individual values						
4. Media scrutiny						
5. Liability concerns towards training						
6. Training Standards						
7. Style of learning						
8. Number of Women in Top Management						
9. Complexity of the hiring process/Attrition rate						
10. Immigration Problems						

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**Nominal Group Technique Exercise**

**July 9, 1993**

ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003

**TREND EVALUATION FORM**

Nominal Forecast

"What do you think each Trend Level was five years ago?"

"What do you think each Trend level will be five years from today?"

"What do you think each Trend level will be ten years from today?"

Normative Forecast

"In your opinion, what do you think the level of each of the Trends should be five years from today?"

"In you opinion, what do you think the level of each of the Trends should be ten years from today?"

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**TREND EVALUATION FORM**

Trend #	TREND STATEMENT	LEVEL OF THE TREND** (Today = 100)			
		5 Years Ago	Today	*5 years from now	*10 years from now
1.	U. S. Economy			/	/
2.	Intermingling of races			/	/
3.	Individual values			/	/
4.	Media scrutiny			/	/
5.	Liability concerns towards training			/	/
6.	Training standards			/	/
7.	Style of learning			/	/
8.	Number of women in top mnagement			/	/
9.	Complexity of the hiring process/ Attrition rate			/	/
10.	Immigration problems			/	/

\*5 years from now

\*10 years from now

will be/ should be

will be/ should be

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

**EVENT EVALUATION FORM**

**PROBABILITY**

Zero means that this event probably will not happen by the established time limit of the forecast.

100 means that the event probably will happen by the established time limit of the forecast.

Between zero and 100 are the possible degrees of probability

**IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED**

Some Events can have both a positive and a negative impact on the Issue. Positive and negative impacts are both estimated on the same scale; there are no negative numbers.

**YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO**

Starting with the current year, the first year in which the event has some possibility of occurring.

Lt. Joe Grebmeier  
POST Command College, Class XVIII

**EVENT EVALUATION FORM**

EVENT STATEMENT	Years until Probability exceeds zero	Probability		Impact on the Issue	
		5 years	10 years	Positive	Negative
1. U. S. stock market crashes					
2. State goes bankrupt					
3. Calif. repeals Prop. 13 mandates					
4. All funding for POST eliminated					
5. U. S. economy enters National depression					
6. Calif. splits into three new states					
7. Calif. secedes from the U. S., joins Mexico					
8. Community colleges stop hosting POST academy					
9. State Police assume all local law enforcement tasks					
10. Legalization of all drugs for personal use					

Lt. Joe Grebmeier  
 POST Command College, Class XVIII

**Nominal Group Technique Exercise**

**July 9, 1993**

**ISSUE: The Impact of the Changing Work Force on Law Enforcement Field Training Programs by the year 2003**

**CONCLUSION**

Thank you for participating in this exercise. If you would like a copy of the results and of the research paper please list your name and mailing address below.

Name \_\_\_\_\_

Mailing Address \_\_\_\_\_

City \_\_\_\_\_

Zip Code \_\_\_\_\_

Lt. Joe Grebmeier  
POST Command College, Class XVIII

### Appendix 3

<u>LISTING OF ALL TRENDS</u>	<u>VOTES</u>
1. The U. S. Economy	7
2. Intermingling of races	4
3. Need for bilingual speakers	2
4. Dysfunctional families	3
5. Size of applicant pool	2
6. Absenteeism	1
7. Reversal of the melting pot	1
8. Shifting of careers more often	2
9. Individual values (work ethic)	5
10. Media scrutiny	4
11. Role models	0
12. Liability concerns towards training	4
13. Blood born pathogens	3
14. Standards of training	4
15. Employer protection of employees	0
16. Gang problems	2
17. Age of work force	0
18. Style of learning	4
19. Number of women in top management	5
20. Media influencing violence	0
21. Attrition in work force	4
22. Privatization of education	1
23. Training/retraining of trainers	0
24. Complexity of the hiring process	1
25. Immigration problems	4

26. Drop out rate of high school students	1
27. Training mandates	2
28. Educational level of minorities	1
29. Resources available for demands	3
30. Impact of religion	0
31. Defense industry shift to civilian service	0
32. Population	3
33. Shifting in government funding	1
34. Acceptance of minorities	3
35. Number of older population	1
36. Number of skilled labor	0
37. Techniques of teaching	1
38. Liability exposure	1
39. Federal involvement in criminal justice problems	0
40. Participation of minorities in politics	3

Second Round of Voting Final Top Ten List

1. U. S. economy	7
2. Intermingling of races	5
3. Individual values	5
4. Media scrutiny	4
5. Liability concerns towards training	4
6. Standards of training	4
7. Style of learning	4
8. Number of women in top management	5
9. Complexity of the hiring process/Attrition in work force	5
10. Immigration problems	4



LISTING OF ALL EVENTS

VOTES

1. Hispanic elected as governor	3
2. Stock market crashes	4
3. State goes bankrupt	7
4. Crashing of bank computers nationwide	0
5. Welfare system declared unconstitutional	3
6. Practical electric car goes into production	0
7. Repeal of Prop. 13 mandates	4
8. All funding for POST eliminated	5
9. Legalized gambling for adults	2
10. Immigration laws repealed	1
11. Immigration laws strengthened	2
12. National depression	5
13. Non-lethal weapons become practical	0
14. Repeal of all gun laws	2
15. North American Free Trade Agreement ratified by all parties	0
16. PERS collapses	2
17. Military draft returns	1
18. California splits into 3 new states	4
19. LEAA grants return	1
20. Major tax increase	1
21. Terrorist explode atomic bomb in major city	1
22. Large increase in tax revenue	1
23. Women in combat units	0
24. California secedes from the U. S.	3
25. State community colleges stop hosting POST academies	3

26. California repeals state tax	0
27. Law Enforcement unions outlawed	0
28. National police force established	1
29. Budgetary civilian review boards	0
30. Latino majority in state assembly	2
31. Japan buys California	3
32. State Police take over all Law Enforcement activities	3
33. Major prison riots-Soledad	0
34. First Hispanic superintendent of schools elected	2
35. Law Enforcement hires only bilingual employees	2
36. Legalization of all drugs for personal use	5
37. School voucher plan succeeds	1
38. State takes over all schools	0
39. California achieves leading economy in U. S.	3
40. Public school students required to wear uniforms	0
41. Elvis is alive, found driving tour bus in Hollywood	2
42. Social security system fails	0
43. "Pay for performance" plan for cops	1
44. Government allows police officers tax deduction for personal computers	1

Second Round of Voting Final Top Ten List

1. U. S. stock market crashes	4
2. State goes bankrupt	7
3. California repeals of Prop. 13 mandates	4
4. All funding for POST eliminated	5
5. U. S. economy enters national depression	5
6. California splits into three new states	4

7. California secedes from the U. S., joins Mexico	3
8. State community colleges stop hosting POST academy	3
9. State Police assume all Law Enforcement tasks	3
10. Legalization of all drugs for personal use	5

## Appendix 4

### TREND AND EVENT DATA

#### 1988 Nominal Trend Data

Trend	Median	Mean	Minimum	Maximum	Standard Deviation
1	140	139.3	75	200	42.7
2	90	89.3	10	150	37.9
3	100	100	50	150	36.7
4	80	70.6	25	100	24.4
5	72.5	65.6	20	90	22.5
6	80	73.7	10	110	29.5
7	80	76.6	50	90	14.9
8	50	60.6	40	90	17.0
9	67.5	64.3	20	100	23.1
10	85	80	50	100	20

#### 1998 Nominal Trend Data

Trend	Median	Mean	Minimum	Maximum	Standard Deviation
1	95	99.3	50	150	37.9
2	115	110	50	150	32.7
3	100	103.1	50	150	33.6
4	115	119.3	75	150	22.9
5	125	130	100	150	17.1
6	115	110	50	150	26.8
7	115	117.7	100	150	13.76
8	137.5	137.5	110	170	19.0
9	110	109.3	75	150	20.9
10	127.5	127.5	50	175	34.2

### 2003 Nominal Trend Data

Trend	Median	Mean	Minimum	Maximum	Standard Deviation
1	125	117.5	25	200	60.8
2	130	118.1	25	200	55.2
3	107.5	113.7	50	200	55.9
4	135	133.7	50	200	43.8
5	150	151.8	100	200	26.6
6	117.5	118.1	50	150	32.0
7	145	140	120	170	17.3
8	172.5	166.2	110	200	27.6
9	150	127.5	50	170	38.9
10	155	157.5	50	200	46.3

### 1998 Normative Trend Data

Trend	Median	Mean	Minimum	Maximum	Standard Deviation
1	150	156.2	125	200	38.4
2	140	130	90	150	22.9
3	150	143.1	110	175	20.7
4	75	84.3	25	160	45.5
5	105	95.6	20	140	37.8
6	97.5	99.3	50	150	26.5
7	122.5	124.3	100	150	17.9
8	150	135.6	100	175	26.3
9	100	91.2	20	150	35.6
10	70	80	0	150	49.2

### 2003 Normative Trend Data

Trend	Median	Mean	Minimum	Maximum	Standard Deviation
1	195	170	100	200	38.4
2	155	151.8	90	200	36.9
3	190	169.3	100	200	37.1
4	65	91.8	25	200	65.3
5	110	100	10	160	53.1
6	95	98.7	50	150	28.4
7	150	144.3	100	190	24.9
8	130	143.7	100	200	43.8
9	100	95	20	190	45.2
10	65	81.2	0	170	53.0

### 1998 Event Data

Event	Median	Mean	Minimum	Maximum	Standard Deviation
1	7.5	16.8	0	45	16.3
2	22.5	21.8	0	50	14.5
3	45	35	0	100	33.5
4	15	16.2	0	50	14.9
5	15	16.2	0	40	11.6
6	12.5	21.6	1	50	20.3
7	0	0	0	0	0
8	15	18.7	0	50	18.3
9	0	4.3	0	20	6.8
10	7.5	13.7	0	50	16.7

### 2003 Event Data

Event	Median	Mean	Minimum	Maximum	Standard Deviation
1	17.5	26.2	5	60	22.6
2	50	36.2	0	60	21.7
3	30	41.6	0	100	34.8
4	25	28.1	0	100	29.3
5	40	34.3	5	70	20.2
6	25	42.4	2	100	35.5
7	0.5	4.0	0	25	7.6
8	22.5	28.7	0	100	31.0
9	3.5	7.8	0	25	9.1
10	15	27.0	0	100	31.8

## APPENDIX 5

### NORMATIVE SCENARIO POLICY IDENTIFICATION

The following policies were identified by the focus group in relation to the normative scenario:

1. Support the development and evolution of the FTO program.
2. Continue to assess the changing needs of the program.
3. Strive to meet both EEOC requirements and agency needs.
4. Endeavor to develop and improve the FTO staff and program guidelines.
5. Attempt to influence POST to update the FTO program.
6. Monitor the evaluation of the trainees to assess the quality of the program.
7. Assess community satisfaction with the FTO program.
8. Obtain the support of legal counsel to avoid future problems.
9. Increase retention of successful personnel.
10. Support increased hiring standards for trainees.
11. Increase spending for recruitment, screening, etc.
12. Restructure the FTO program to a separate unit.
13. Greater effort in selecting the best FTO staff.
14. Increase the pay and benefits of the FTO staff.
15. Isolate the FTO activity to the FTO mission statement, removing additional duties not directly associated with the program.
16. Periodic evaluation of the FTO staff and program.

## Appendix 6

### **MODIFIED DELPHI and POLICY GROUP**

Joe Anzini, Sergeant, Internal Affairs, from a mid-size agency

Jeff Budd, Sergeant, Jail Division, from a mid-size agency\*

Valerie Valedoz-Ragen, Sergeant, Jail Division, from a mid-size agency

Dana Peterson, Sergeant, Patrol Division, from a mid-size agency

Tracy Brown, FTO-corporal, from a mid-size agency

\* training unit



## Appendix 7

### STAKEHOLDER LIST

1. The Sheriff
2. Field Training Officer (FTO) Program Staff
3. Trainees/ New Employees
4. Deputy Sheriff's Association (DSA)
5. Equal Employment Opportunity Commission (EEOC)
6. Community/ Public
7. Co-workers
8. County Personnel Department
9. Commission on Peace Officer Standards and Training (POST)
10. Special Interest Groups (SIG)
11. Sheriff's Department, Executive Management Team
12. Local Politicians
13. Superior Court
14. Department Executive Management Team (EMT)
15. Local Media
16. Local Community College

## Appendix 8

### RESPONSIBILITY (RASI) CHART

ACTORS	Sheriff	DSA	EMT	FTO Program Staff	POST	Affirmative Action
<b>DECISIONS</b>						
Select Project Team	I	I	S	R	S	I
Approve Resources	A	*	S	*	*	*
Training of Project Team	I	*	S	R	S	*
Redesign FTO Program	A	I	S	R	I	S
Develop Total Quality Management System	A	I	S	R	*	I
Develop Community Satisfaction Rating System	A	I	S	R	*	I

### LEGEND

R= Responsibility (not necessarily authority)

A= Authority (right to veto)

S= Support (put resources towards)

I= Inform (to be consulted before action)

\*= Not relevant to the particular action

## Appendix 9

### SOFTWARE

#### **CA-SuperProject®** (Computer Associates)

A turnkey solution for powerful project management. Monitor projects using PERT and GANTT Charts, produce presentation-quality reports, detect over-allocations and short-falls, and easily adjust project priorities.

#### **FUTURE-QUEST®\***

Asking yes and no questions, this program develops the odds of events occurring and how changes can effect the outcome

#### **IdeaFisher®**

A brainstorming type program, with an "Idea Thesaurus", plus a Question Bank with more than 5,900 problem-solving questions. Strategic Planning Add-on and Presentation Add-on modules available.

#### **The Idea Generator Plus®\*** (Experience in Software, Inc.)

Based upon the best selling book *The Art of Creative Thinking*, by Gerard I. Neirenborg. The program uses a three-step process, problem definition solving, suggests possible answers, and idea evaluations

#### **ManagePro®** (Avantos)

Includes *Goal Planer* to organize tasks and assign responsibilities, *People/Team Planner* to draw task information together, *Goal Board* to follow progress, and *Advisor*, a collection of management wisdom from experienced and successful people managers. in

#### **Microsoft Project®** (Microsoft Corporation)

A project management program to visualize project, allocate personnel and resources, understand the impact of changes on deadlines, and print a calendar report or Gantt Chart. Includes *Planning-Wizards* which offers suggestions to maximize the effectiveness of plans and automatically adjust schedules. Output can be linked with other Microsoft programs, such as Microsoft Word or Microsoft Excel

#### **Project KickStart™\*** (TM)

Develops project outline and tasks. Results can be exported to other Project Management software.

\*Available from The Futurist Bookstore, (1-800-989-8274)

®Trademarks remain the property of their respective companies.