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HOW DO WE SELECT THE FIRST-LEVEL
SUPERVISOR OF THE FUTURE?

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COMMAND COLLEGE
CLASS III

DECEMBER 1986

NCJRS
APR 4 1988
ACQUISITIONS

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This Command College Independent Study Project is a **FUTURES** study on 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.

Studying the future differs from studying 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.**

U.S. Department of Justice
National Institute of Justice

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EXECUTIVE SUMMARY

What will it take to be a top performing first-level supervisor of the future? Will the supervisor of the future need skills or aptitudes that present supervisors don't possess? What impact will forecasted changes in the workforce have on that future supervisor? If we can determine those necessary skills or aptitudes needed by a first-level supervisor of the future how do we ensure they're present in those we promote?

Those were the questions explored during this research project as we looked for the best way to select the first-level supervisor of the future. Frankly, we were surprised at some of the results, and gratified by those same results.

Our research efforts were concentrated in two areas. A search of current literature covered the fields of business, management and law enforcement - specifically looking for any changes forecast for the future that would have an affect on the duties, responsibility or manner in which a first level supervisor performed. The second part of the research effort involved having a panel of "experts " forecast the supervisory competencies required of a supervisor of the future. The "experts" used to constitute the survey panel were selected to represent two views. One from a cross-section of upper management representing private industry, Academia, public administration and law enforcement.

SELECTING THE FIRST LEVEL SUPERVISOR OF THE FUTURE
BY N.D. Newman

Discusses the selection and training of first-line supervisors in law enforcement agencies. The article reviews forecast changes in the work force and the impact of those changes on the first-line supervisor of the future. The study indicates that knowledge, skills, and aptitudes required of a supervisor will not change appreciably in the future.

A major portion of the study addresses the need for law enforcement agencies to provide specialized training for new supervisors. The study also pointed out an increasing trend in private industry to use assessment centers to identify superior candidates for supervisory positions prior to promotion.

The author has combined these separate points into a two-part recommendation. First, law enforcement agencies should develop supervisors' academies that consist of required supervisory training courses with knowledge demonstrated by actual behavior in an assessment center concept. Second, that successful completion of this supervisors' academy prior to promotion be made the final step in the selection process.

1987. 92pp. Bibliography. Footnotes.

The second portion was top performing first-level law enforcement supervisors.

The results of this research indicated that the knowledge, skills and aptitudes forecast as necessary for a supervisor of the future have not changed appreciably from those required today. The only change, which should not surprise anyone, was the forecast that computer skills would be critical for a first-level supervisor of the future. As indicated before, the results were surprising in that more changes in required competencies were not forecast. By the same token, it was gratifying to see that present top performing supervisors possess those same skills.

The literature research also pointed out an increasing trend in private industry to use assessment centers to identify superior candidates for supervisory positions prior to promotion. We have combined this technique with the need for specialized training for new supervisors in preparing the following recommendation.

To select the most competent candidates for first-level supervisors we recommend that law enforcement agencies add another step to present supervisory testing processes. That step to be the successful completion of a Sergeants' Academy.

As visualized, a Sergeants' Academy would consist of required supervisory training courses with knowledge demonstrated by actual behavior in simulation exercises. The key being actual candidate behavior demonstrated when confronted with real life situations.

The selection of the right candidate and the subsequent development of that candidate prior to promotion will result in a better prepared and more competent supervisor.

This proposal has been prepared so law enforcement executives will begin to consider expanding the selection process now, before it's too late. We believe this is an idea whose time has come.

**HOW DO WE SELECT THE FIRST-LEVEL SUPERVISOR OF THE
FUTURE?**

The purpose of this article is to focus attention on an emerging issue projected to assume much more importance in the future. That issue is the process used to select law enforcement first-level supervisors, commonly known as sergeants. The article will include a discussion of present and anticipated changes in the environment which are impacting the law enforcement profession and should dramatically affect the manner in which future first level supervisors will perform their duties.

As a former patrol sergeant, middle manager, and now an administrator in a major law enforcement agency, I have been involved with many first-level supervisors over my twenty year career. My experience as a supervisor, in supervising supervisors, and in nominating officers for promotion has led me to believe that present supervisory selection systems are deficient in two areas. First, the selection and promotion process utilized by most agencies today does not necessarily select the best qualified candidate for a supervisory job. After selection, neither does it

ensure that those qualified candidates are adequately prepared to assume supervisory responsibilities upon promotion. This article will set forth recommendations for an expanded selection process, to include elements of both testing and training, intended to assist in selecting the best qualified candidates to be first-level supervisors of the future - supervisors who are more prepared to deal with changes forecast to occur in our society at large, changes which will have an impact on the law enforcement workforce and workplace of the future.

SINK OR SWIM! WELCOME TO SUPERVISION

First, a little background on the law enforcement selection processes. Traditionally, our profession has promoted those who were good patrol officers, or detectives. This promotion was usually based on their past job performance, combined with the successful completion of a written examination and oral interview. However, the first-level supervisor normally performs entirely different tasks requiring different skills than most police officers. How were these needed skills to be acquired?

Another element of the selection process that has been traditional within law enforcement is to promote first and, after the fact, conduct that training that was felt necessary for a first-level supervisor.

"The promote and train philosophy can result in the promotion of officers who are basically unsuited for a supervisory position. Yet, these individuals ranked highly on performance evaluation checks, screening interviews and written promotional examinations.

Further, there is always a small number of newly promoted sergeants who are unable or unwilling to make the role transition from officer to sergeant. Ideally, these individuals should be demoted, but that occurs so rarely as to be meaningless."¹ This failure of the present system becomes even more critical if you feel, as I do, that the most important link in the leadership structure of any law enforcement agency is the sergeant. "As a general rule, sergeants have the most direct day-to-day contact with the majority of police department members, the officers. If this link in an organization is weak, a serious breach may occur between management and line. This often results in poor morale and the failure to achieve organizational goals. Thus, the selection of these supervisors

implies an intricate and sometimes monumental task. If the process by which supervisors are selected is faulty, it is probable that those supervisors will become the weak link described."²

And to simply carry that thought a step farther - if the most important link in the leadership structure is the sergeant - then it stands to reason that the pool of eligible candidates from which the leadership of law enforcement agencies is normally obtained - a pool formed by progression from sergeant to lieutenant to upper management levels - may not be of the highest possible quality. To guarantee the best possible reservoir of leadership talent, it is to our profession's advantage to have only our best qualified personnel eligible for promotion and career advancement purposes.

SELECTION - OR ELIMINATION?

There is a wide range of supervisory selection methods in use today. The extremes range from autocratic selection by the chief, often based solely on personal like or dislike, through to the other extreme of promoting solely on the basis of seniority. These methods are admittedly uncommon today, but do exist.

"The middle ground between these two extremes is the selection process typically used by most police agencies. This usually involves the weighing of three basic elements; a written exam score, an oral interview score, and a performance evaluation. These ratings are combined in some fashion to place the candidate on a final eligibility list. This method is, at best, a shot in the dark. Neither management or subordinates are certain as to what type of supervisor they are buying through this process".³ In fact, author Dan Mainz espouses the theory that this promotional process is in actuality used as a means of elimination, rather than pure selection. As Mr. Mainz states, "Are promotional processes actually effective tools used to select capable supervisors, or are they little more than a convenient way to fill supervisory vacancies with minimal question and complaint."⁴

In this era of increasing police unionism - in a society whose answer to any disagreement involves litigation - this may be seen as the "safe" way for administrators to deal with promotions.

However, the selection process remains an item of critical concern to law enforcement agencies. "For

years, police administrators have been striving to select officers best suited as sergeants, yet the consensus among line officers is that there is something drastically wrong with those methods. This feeling pervades departments of all sizes and should serve as a sign to police managers that reevaluation is in order."⁵ Perhaps this concern was stated more succinctly by Mr. Joseph Levesque, the Head of Personnel Systems Consultants, of Citrus Heights, California. Mr. Levesque stated, "If you're in doubt about the cost efficiency of spending time to design a quality selection method for a vacant management position, ask yourself what the costs might be for one poor personnel decision."⁶

I believe that all law enforcement administrators can recall just such poor personnel decisions by their first-level supervisors (and to be honest, other levels of supervision also) that have cost their agency - if not in actual dollars - certainly in other ways. Poor officer performance because of low morale, abuse of sick leave, or damage to department equipment because of resentment for supervisory actions. Even legal actions being brought against the organization by officers or employee associations alleging supervisory harassment or discrimination.

LOOK INTO THE FUTURE

With the foregoing providing a historical perspective, an environmental scan was conducted to determine what changes were forecast for the future that would affect this issue. Keep in mind this amazing forecast from Future Shock, first published in 1970. "During the next thirty or forty years we must anticipate not a single wave of change, but a series of terrible heaves and shudders." ⁷

Our analysis included those changes that would have either a direct or ancillary affect on the duties, responsibility or manner in which a first-level supervisor performs. This review consisted of two separate elements, literature search and surveying. First, an overview of the results of the literature search. This search covered the fields of business, management, and law enforcement literature in periodicals worldwide. Generally, those changes forecast to occur that will have an affect on the first-level supervisor fall into three basic areas. Briefly, they are:

- The Changing Workforce

"Social and demographic changes have redrawn the visage of the U. S. Labor Force, introducing new groups into the workplace; women, minorities and the baby boom generation of the young."⁸ And not only is this a new workforce, but a workforce with very different values than the workforce of the past; values which can only be addressed with different motivators.

Perry Pascarella states, in The New Achievers, "Many of today's jobs permit workers to exercise more discretion in carrying out their duties than do jobs linked closely to the pace of machines or production processes. While the systems may give management an illusion of control, the worker has latitude for falling short of a quality job from the point of view of a customer or the next person in the process. The more a job involves service, flexibility and creativity, the less it is truly controllable. People who seek high discretion work may strongly

identify with the modern work ethic and, therefore, not be responsive to traditional management techniques and incentives. This makes them highly volatile. They can become turned off when work fails to meet their needs, and they are in a position to do considerable damage to their area of the business."⁹ I believe the foregoing is an accurate description of the police officer a first-level supervisor of the future must be capable of dealing with.

● High Technology

High technology is here, and having a major impact on the law enforcement profession. And it's not just in simple areas like better communications, or the advent of computer assisted investigations or even the rapid increase in computer crime. This technological change in the workplace has had and will continue to have a major impact on the workforce and supervisor of the future. Consider for a moment the implication of the following statement for the personnel a first-level supervisor must deal with.

"The generations of people now alive are experiencing more rapid technological change than any past generations have ever experienced. In terms of technology - that is technology used in the broadest sense to include all forms of knowledge - the human race struggled along for thousands upon thousands of years experiencing only minimal change. In the 1940's far more than just the atom exploded. Technology began to grow, and has since continued to grow, at a staggering rate and each advance revealed how much more there was to be learned. If technological growth were depicted on a graph, it would probably be a line that went straight up."

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Frightening? - maybe. True? - Undoubtedly!

- Management Dynamics

There are changes occurring within business/industry management dynamics that are beginning to edge into the law enforcement profession and will affect the first level

supervisor. The advent of quality circles requires a much more sensitive and flexible supervisor - one who can deal with what many supervisors perceive as a threat to their power.

There is also a trend toward flattening the organizational structure by doing away with some middle manager ranks, which results in more responsibility being placed on the first-level supervisor. For instance, Terry Connors, professor of labor and industrial relations at the University of Illinois, Champaign-Urbana, advocates the following: "The middleman must be eliminated. Instead of using supervisors with no training or authority to implement and enforce management policy, use management itself. A few of your supervisors are already qualified for such a position. A few others could be ready with a little more experience."¹

The second element of the environmental scanning process was a survey designed to forecast supervisory competencies required of a first-level supervisor of

the future. The panel formed to complete the survey was designed to include a cross-section of experts in the art of supervision who would also be conversant with the conflicts caused by a changing workforce. The panel composition was divided between two distinct groups, based on the advice of an expert in the human resource management field.

One portion consisted of a cross-section of upper management representing private industry (banking, electronics manufacturing), Academia (university, training companies), public administration (city manager, county administrator, public utility) and law enforcement (chiefs and middle managers). The second portion was comprised of top performing first-level law enforcement supervisors (as identified by chiefs of police and sheriffs). It was felt that these top performing supervisors would provide the best data since they were performing the job now.

The panelists were first requested to review a package of relevant literature which addressed the workforce and workplace of the future. With that futures orientation as a background, they were asked to provide a forecast of the duties of a first level supervisor of the future, and to rate the importance

(high, medium, or low) of specific tasks listed both for the present and in 1995. The panel was also requested to list social trends or specific events, either in society at large or within organizational institutions, that could have an impact on the role of the first-level supervisor.

Response to the first survey was encouraging, a return of 68 percent, and participants had clearly given a lot of thought to their responses. Those responses were tabulated, duty statements integrated and those tasks rated as being of high importance in 1995 were retained. Participants also provided a list of social trends to monitor and identified some specific events as possible.

A second survey was sent to the respondents which requested responses in three areas. First, panelists were to review those tasks previously identified as being crucial to a first-level supervisor in 1995 and list what knowledges, skills or aptitudes were required to accomplish each task. Next, they were to rate the "probability" of certain listed events occurring by 1995. Finally, they were asked to review a list of social trends and provide a forecast of where that trend could be in 1990 and 1995.

The results of the second round were tabulated, and a list of the most critical (based on numbers of times listed) skills or aptitudes prepared. In descending order those are:

1. Motivator
2. Trainer
3. Written communications
4. Organizational sensitivity
5. Oral Communication
6. Discipline
7. Computer skills
8. Leadership
9. Interpersonal skills
10. Planning
11. Stress Management
12. Decisiveness

I believe it is important to note that with minor variations, both portions of the survey panel (administrators/first-level supervisors) were in agreement on the importance of these critical skills.

The results of events probability and social trend forecast were tabulated separately and will be used for strategic planning purposes.

COMPARATIVE ANALYSIS

To confirm the validity of the survey, the results were compared with two previous job analysis studies completed in California.

The first was a 1974 job analysis for promotional law enforcement classes which had been funded by POST and conducted by the Cooperative Personnel Services Section of the California State Personnel Board. This exhaustive analysis provided an extensive list of tasks performed and the required knowledges, skills, and aptitudes. A second comparison was made with a 1984 job analysis study conducted in cooperation by the Test Validation and Construction Section, California State Personnel Board, and the California Highway Patrol. This study was intended to support selection procedure development for the classification of State Traffic Sergeant, California Highway Patrol. Thus, we were able to compare our survey projection for the future (1995) to a fairly current study (1984) and a historical study (1974).

That comparison revealed that the required knowledges, skills and aptitudes of a first-level supervisor in a

law enforcement agency showed very little change historically (1974 to 1984) and very little change projected (1974 to 1984 to 1995). The critical skills needed in 1974 were still critical in 1984 and were projected to be critical in 1995. The only skill projected as being required in the future that had not been named before dealt with the advent of high technology, namely computer skills. In a nutshell, the review of these past job analysis studies indicates that those knowledges, skills, and aptitudes required to be a top performing first-level supervisor of the future have not changed appreciably.

SUPERVISOR OF THE FUTURE

This look into the future made clear two important points. The first was addressed in the foregoing section, namely that those knowledges, skills and aptitudes that will be required to be a top performing first-level supervisor in the future are not anticipated to change appreciably from the present.

The second, and most critical point, deals with projected changes in the environment. In this context, environment is meant to cover the entire spectrum of influences (social, technological, economic,

ecological and political) that will affect the workplace. These projected changes will have a dramatic effect on the environment in which a first-level supervisor of the future must function. To the major changes discussed earlier (changing workforce, high technology, management dynamics) we can add such factors as increased law enforcement unionism or major changes in community demographics. And these are only a few of the obvious examples.

Because of such dramatic changes in the functional environment of every law enforcement agency, and the affect of these changes on the job of the first-level supervisors, law enforcement administrators must carefully examine how we select those critical supervisors. "Much the same way as cautious investors review the profit potentials of possible investments, organizations should examine carefully the skills of job candidates before hiring for key positions.

Mismatches can cause difficult career development problems and costly turnover, poor productivity and lack of potential management talent for the organization."¹²

Thus our examination of this issue now turns from the knowledges, skills, and aptitudes required of a top

performing supervisor in a law enforcement agency. We focus on how to best select those most competent candidates for the first-level supervisor position.

EXPAND THE SELECTION PROCESS

Are we using the wrong tests today in our selection process? The answer is probably a qualified no - just that we don't go far enough in testing our candidates. Let's look at present tests and their value.

- Written examinations

A written examination should be used to test that specific knowledge required of every first-level supervisor in the department. Generally, this would include a working knowledge of state laws and local ordinances, specific departmental policies and procedures, and general principles of supervision.

A written examination can be expanded to include additional job knowledges as determined by a job analysis of the specific classification being tested.

A written examination being used simply as a means of elimination would have little value - since it does not reflect the actual abilities

of the candidates to perform the job being tested for.

- Oral Interviews

An oral interview should allow a candidate to demonstrate their oral communication abilities, mental alertness, comprehension (as opposed to memorization) of relevant issues and stress management capability. Since these are critical skills required of all candidates, the interview panel must objectively evaluate each candidates ability to successfully perform in these areas.

- Promotability Evaluation

Many agencies utilize a promotability evaluation for candidates. This evaluation is normally completed by the candidates immediate supervisors.

These evaluations are designed to predict a candidates likelihood for success in the desired position based on the supervisors knowledge of their past job performance. Since past success can be a valid demonstration of ability, and since this allows the person most familiar with

a candidate's abilities, the immediate supervisor some input into the selection process, such evaluations should be retained.

At this stage of the selection process we now have candidates who have successfully demonstrated some of the knowledge, skills, and aptitudes required of a first-level supervisor. The question now becomes - How do we test for those other skills that have been identified as being critical for a first-level supervisor? Leadership! Decisiveness! Interpersonal Relations! Planning! Further, how do we provide, and then test for, that training unique to the supervisors job? To complete the test, I recommend that law enforcement agencies add a fourth step to the selection process. That step to be the successful completion of a Sergeants Academy.

THE FINAL HURDLE - A SERGEANTS ACADEMY

The design of a Sergeants Academy must encompass and combine two elements of the human resource management field. Let's examine these elements separately.

• Pre-supervisory training

Supervising other people is not a normal function for today's police officer. Supervision is neither easy nor a natural function. How then can administrators expect today's officer to be tomorrow's supervisor without providing the necessary training? Such an expectation is unreasonable and can lead to major problems in the day-to-day operations controlled by that unprepared supervisor. We must "Train for Change". At a minimum, pre-supervisory training courses should cover the following basic areas:

1. Role Identification: Making the transition from worker to supervisor. Understanding the duties and responsibilities of a supervisor. The importance of clear communication, both up and down. Understanding the expectations of management and subordinates.

2. Basic Responsibilities: Provide information necessary to perform daily responsibilities. A supervisor's role in critical incidents, citizens complaints, etc.

3. Employee Relations: Need for good interpersonal relations, sensitivity balanced with fairness. Importance of supervisors role in administration of labor contract provisions.

4. Performance Appraisal: Importance of objective performance appraisals, both from a humanistic and a legal standard. How to document and discuss a performance appraisal.

5. Training/Counselling/Discipline: To provide guidance on how to identify training or counselling needs and develop appropriate programs. Understand progressive discipline and importance of documentation at all stages of the process.

● Assessment Center Concept

The second, and most critical element in the proposed Sergeants Academy, is the utilization

of the assessment center concept. This entails the observation of actual candidate behavior by trained observers in a controlled environment. This controlled environment enables observers to evaluate candidates in a group setting during simulated exercises. At the conclusion of the exercise the observers pool their observations and reach a consensus as to the candidates ability in certain required dimensions.

The assessment center concept will utilize several tests, covering both group and individual applications, including written and oral analytical presentations, role playing, leaderless group discussions, and in-basket exercises. Some examples of skills which may be gauged in this manner include self-confidence, self-control, flexibility, persuasiveness, analytical ability, creativity, resistance to stress, decision-making, judgment and perhaps the hardest of all skills to gauge - leadership.

The assessment center concept appears to be a better means of evaluating supervisory poten-

tial than traditional testing methods, since they require actual behavior and are more job related. This is especially true for those interpersonal behavior skills so critical for a supervisor.

As visualized, the Sergeants Academy will provide that training required for a new supervisor and test a candidates comprehension and demonstrated ability in applying the principles via simulated exercises. Successful completion identifies those candidates who are ready to assume a supervisory role.

ANTICIPATED BENEFITS

First and foremost, the successful completion of a Sergeants Academy has identified those candidates who are rated as qualified using a broad based evaluation based on actual behavior traits - prior to promotion!

Second, this process identifies the strengths and weakness of both successful and unsuccessful candidates. For those successful candidates, administrators are better prepared to guide their future training programs so as to build on their strengths and develop the weaker dimensions. Unsuccessful candidates can be provided feedback on their specific performance, and how they may more adequately prepare themselves for future advancement opportunities.

POSSIBLE LIABILITIES

"The technological, economic and social factors previously discussed will continue to intensify supervisory training needs and make it difficult to establish priorities in the light of limited time and restricted resources."¹³ To ensure that the training needs discussed are covered properly, it should be assumed that the Sergeants Academy will add a considerable amount of time to the selection process. There is simply no quick way to provide the necessary training and then exercise all the candidates in the varied tests. There is also a considerable time expenditure by the observers, if an agency uses departmental personnel to fill that role.

A Sergeants Academy will be expensive to establish and operate. "To be instituted at all, supervisory training requires money. To be taken seriously, supervisory training requires top management commitment."¹⁴ While no actual costing study has been done, a department must be prepared to expend the necessary resources, both in personnel and money, to ensure the Academy is tailored to fit the needs of the position.

TIME FOR CHANGE!

"The selection and screening of supervisors can and should be improved. Many progressive companies have developed systematic methods of choosing the supervisory candidates who are most likely to succeed. AT&T has been a leader in this field. Unfortunately, these methods are cumbersome and expensive - but they are effective. Companies that do not emulate them to some degree are overlooking a proven way of raising the effectiveness of their supervisory force. It is far better to start with the right people than to try to make improvements when the potential is not there."¹⁵

It is incumbent on law enforcement agencies to take this necessary step. Administrators cannot expect an improved supervisor of the future - one who can adapt to the changes anticipated - without an associated change in the selection process.

The selection of the right candidate and taking the time to develop that candidate before promotion will result in a better prepared and more competent supervisor. One who will make the transition from worker to supervisor, who will work closely with their peers, subordinates and superior officers to achieve the objectives of the organization.

Now is the time for administrators to determine the course of future supervisory selection processes. Will we make that commitment to strive for excellence? Or continue to take a chance!

ANALYSIS

A. Environment

Discussion of the problems occurring today in the human resource field all seem to revolve around the changes occurring with the workforce. These concerns are valid and must be addressed if organizations are to retain a productive workforce. Another aspect of this issue has been a growing emphasis on human resource management. Many of today's supervisors are not prepared to deal with the different ethnic and cultural values entering the workforce. How do you keep career supervisors current? What training programs are needed? How effective are they?

In line with this concern, a review of the human resource management question has led me to focus on what I consider the crucial element, that being the initial selection of qualified supervisors. I chose to examine this element now, before the projected changes occurring in the workforce and workplace have made the first-level supervisors job both a management problem and undesirable for many candidates.

In my discussions with other law enforcement administrators on major issues confronting law enforcement, the selection of supervisors was never one of the first listed. At this time, it simply does not compare with funding problems, ineffective court system, vicarious liability or even hiring qualified entry level personnel. But - and this is the important point - when the issue is addressed, the majority of administrators admit that present selection systems don't always provide qualified supervisors. They complain that new supervisors have great difficulty in making the transition from worker to supervisor and often times experience problems because of poorly developed interpersonal behavior skills.

An environmental scan was conducted to determine what changes were forecast for the future that would affect this issue. This review was also designed to determine the supervisory competencies (knowledge, skills, aptitudes) required of a first-level supervisor of the future. This environmental scan utilized a survey panel to first identify social trends or specific events that would have an

impact on the supervisor of the future. After consolidation of the panelists trends and events a second round was conducted to have the panelists forecast trend projections and rate the probability of certain events occurring by 1995.

The panel used to forecast these trends and events was composed of persons involved in one way or another with the first-level supervisor. One portion consisted of a cross-section of upper management representing private industry, Academia, public administration and law enforcement. The second portion was top performing first-level law enforcement supervisors.

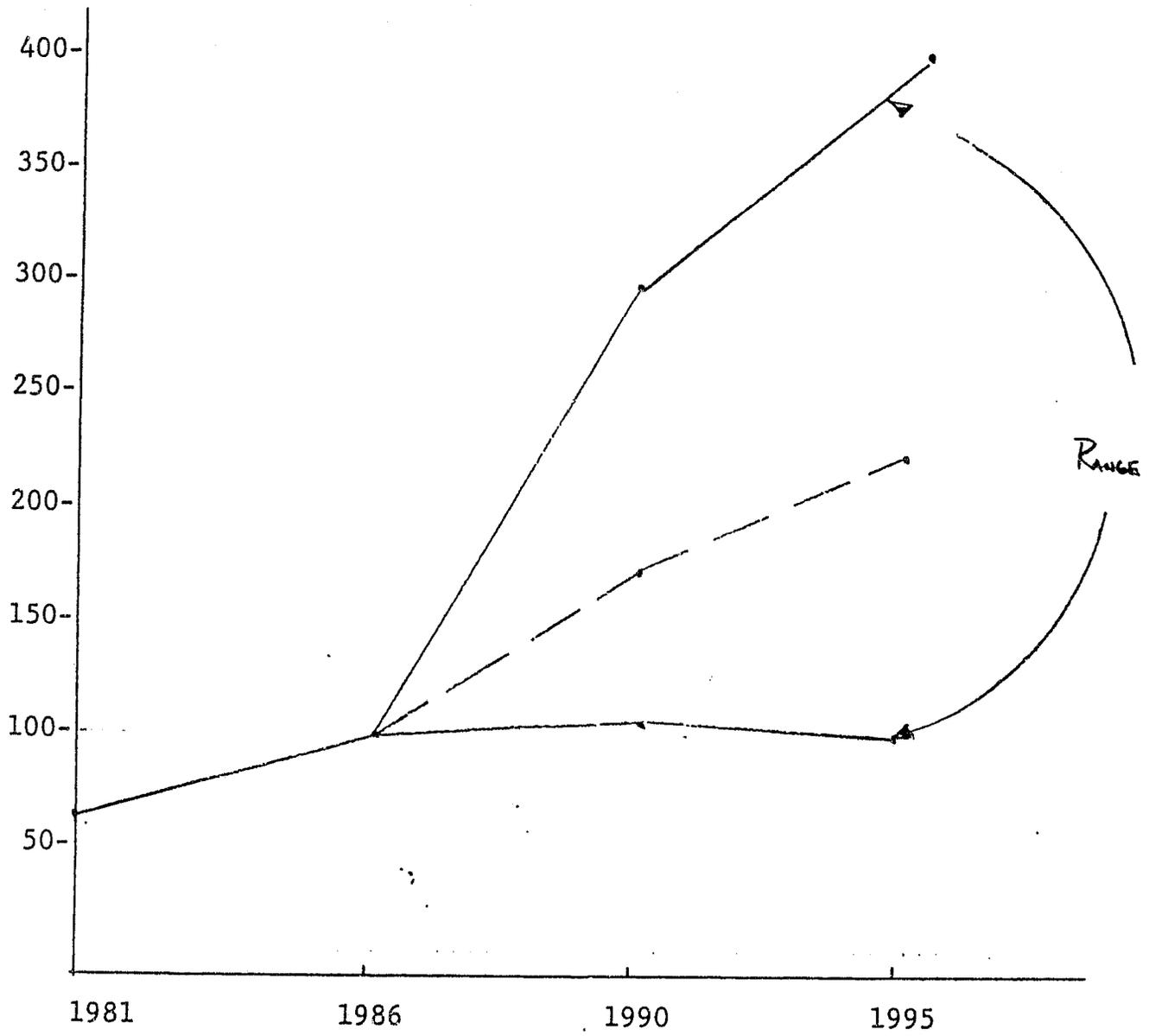
This panel reviewed a package of relevant literature addressing the workforce and workplace of the future, and were requested to use that futures orientation in projecting trends and events.

1. Trends

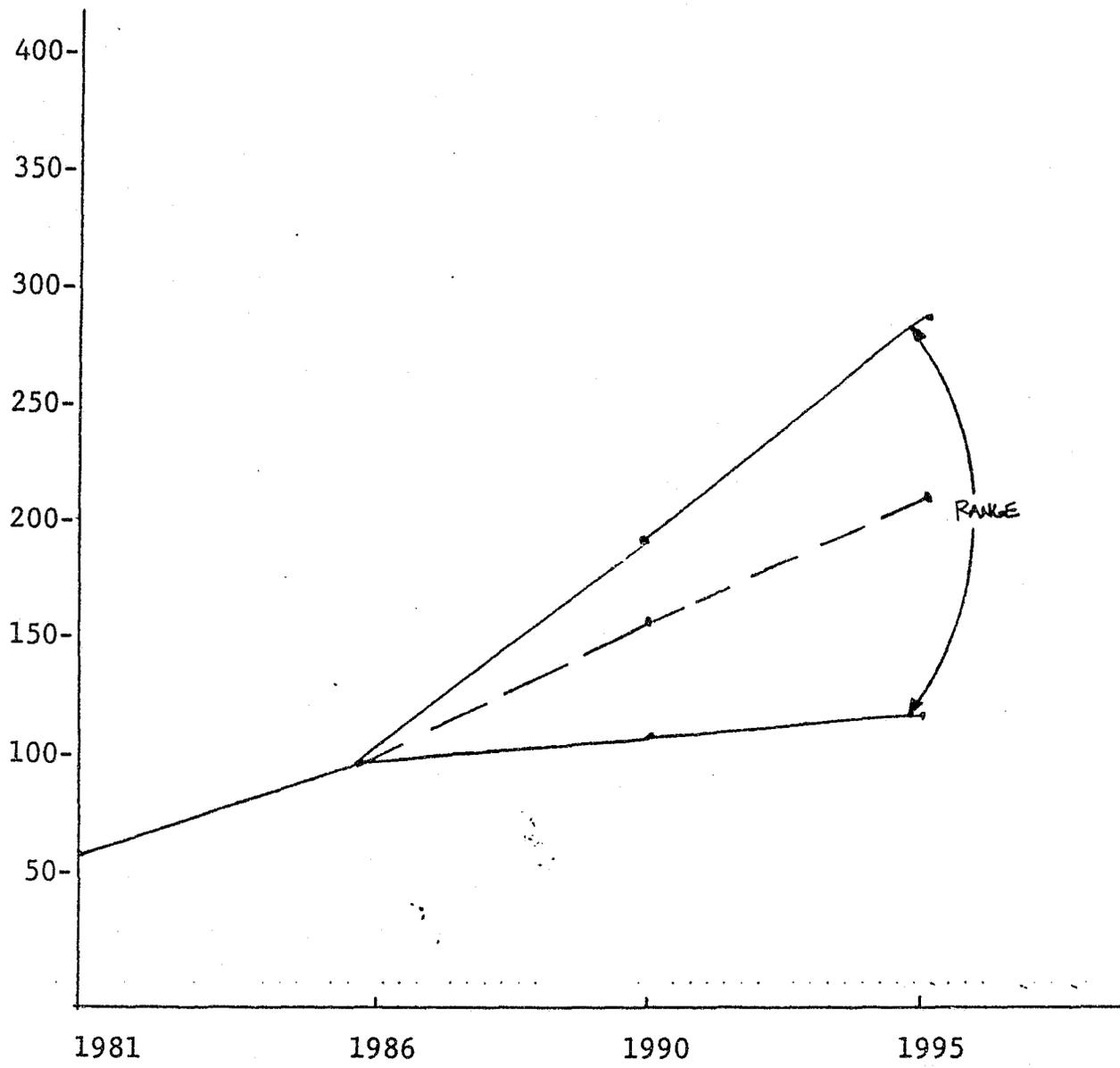
Trends forecasts are set forth for each of the sixteen most important trends. In general, the forecasts point to a need for first-level supervisors to be prepared to respond to increased demand for services from a rapidly

changing population. This push for productivity will be confronted by a workforce faced with rapid changes of their own, both in composition and the societal problems caused by high technology, mounting debt and changing values. First-level supervisors will require better developed interpersonal behavior skills, (such as flexibility and sensitivity) and a need to be adept, both personally and as a trainer, in high technology skills.

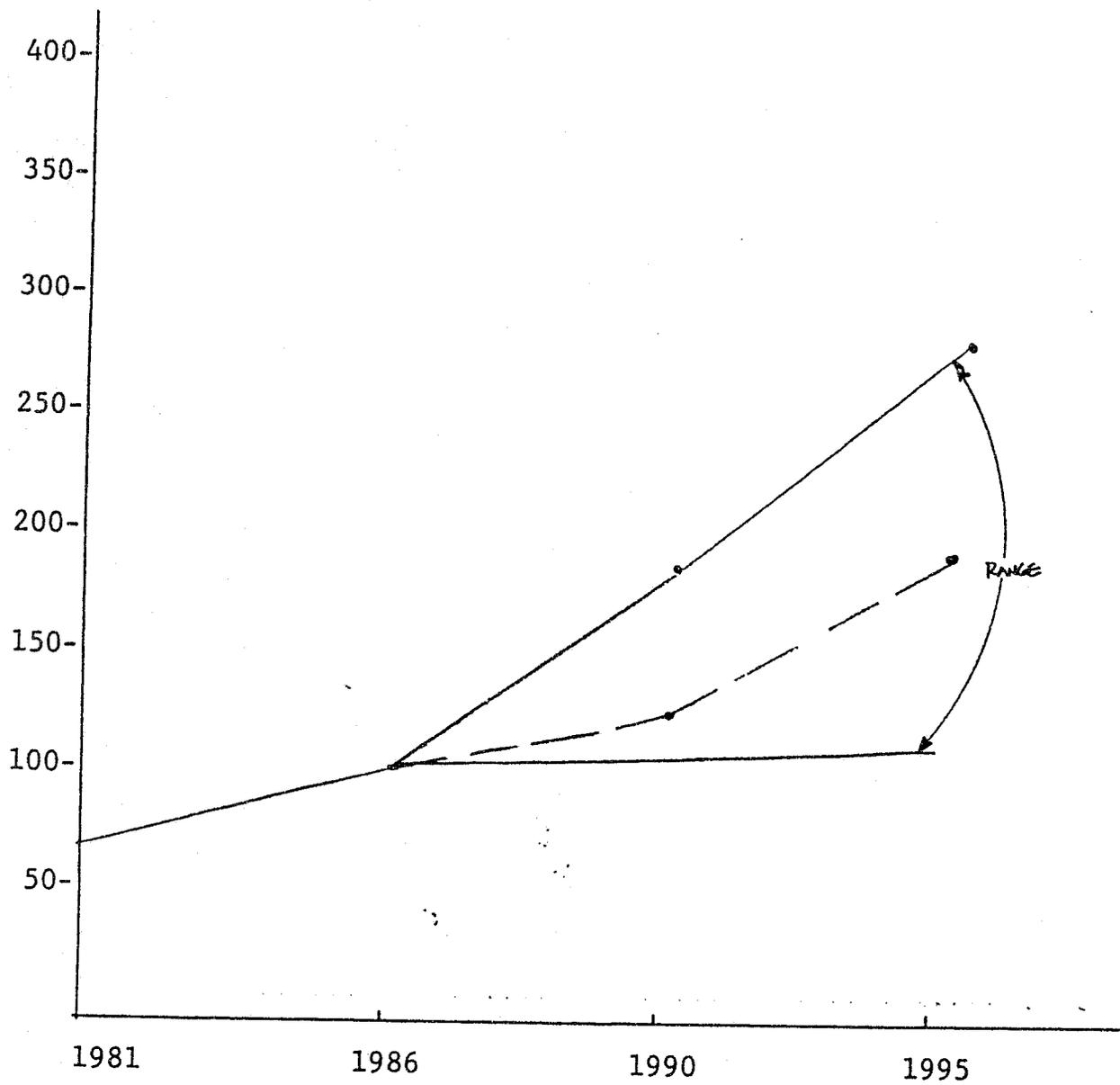
An interesting forecast, at least from today's viewpoint, deals with the drug influence on the workforce. The panel forecasts that the impact of drugs as a way of life in our society will peak in 1990 and then begin to decline as we approach 1995. It's nice to see that some things are projected to improve in the future.



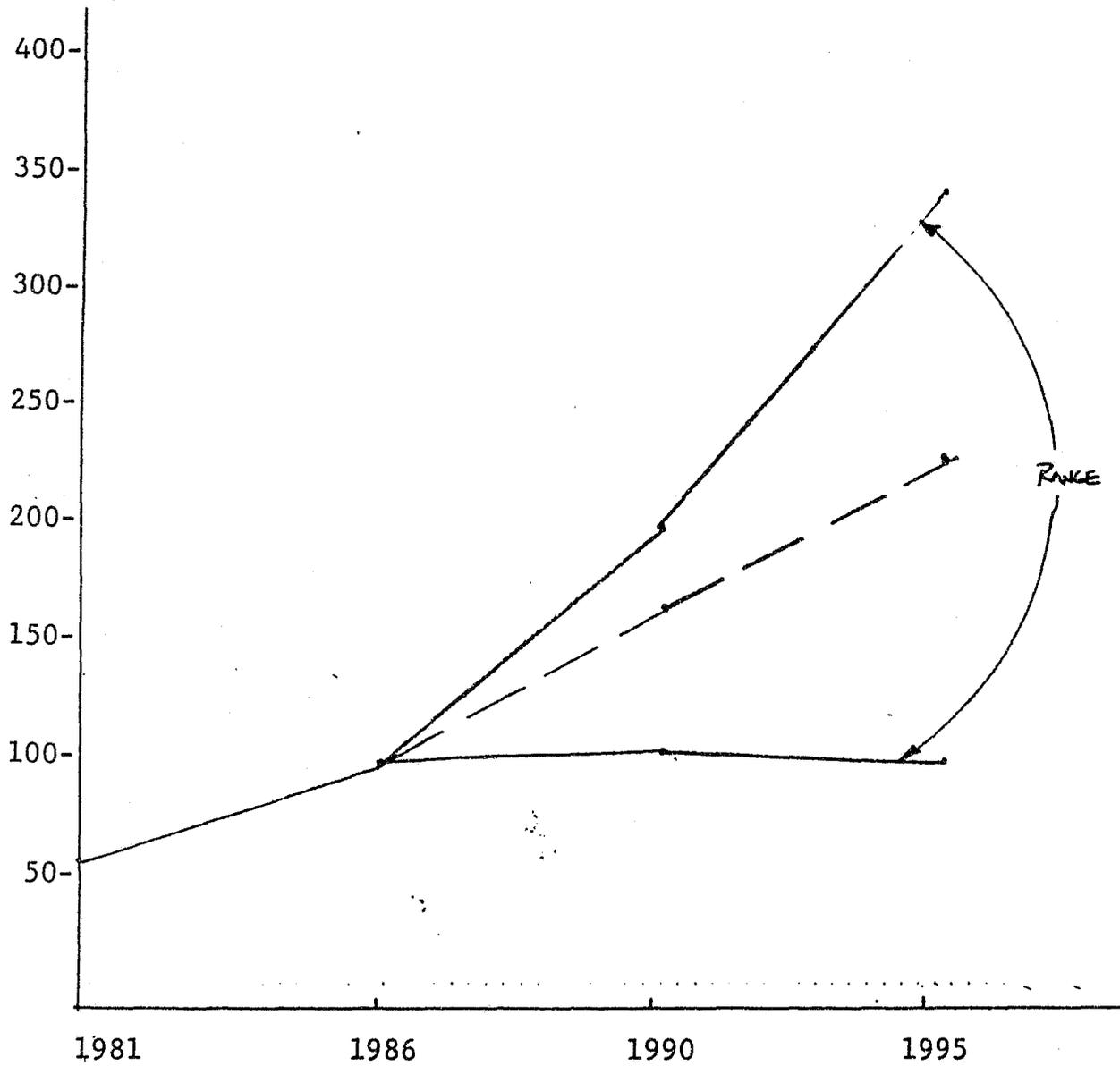
TREND: Changing worker attitudes, values and motivations will require that the First Line Supervisor be more flexible.



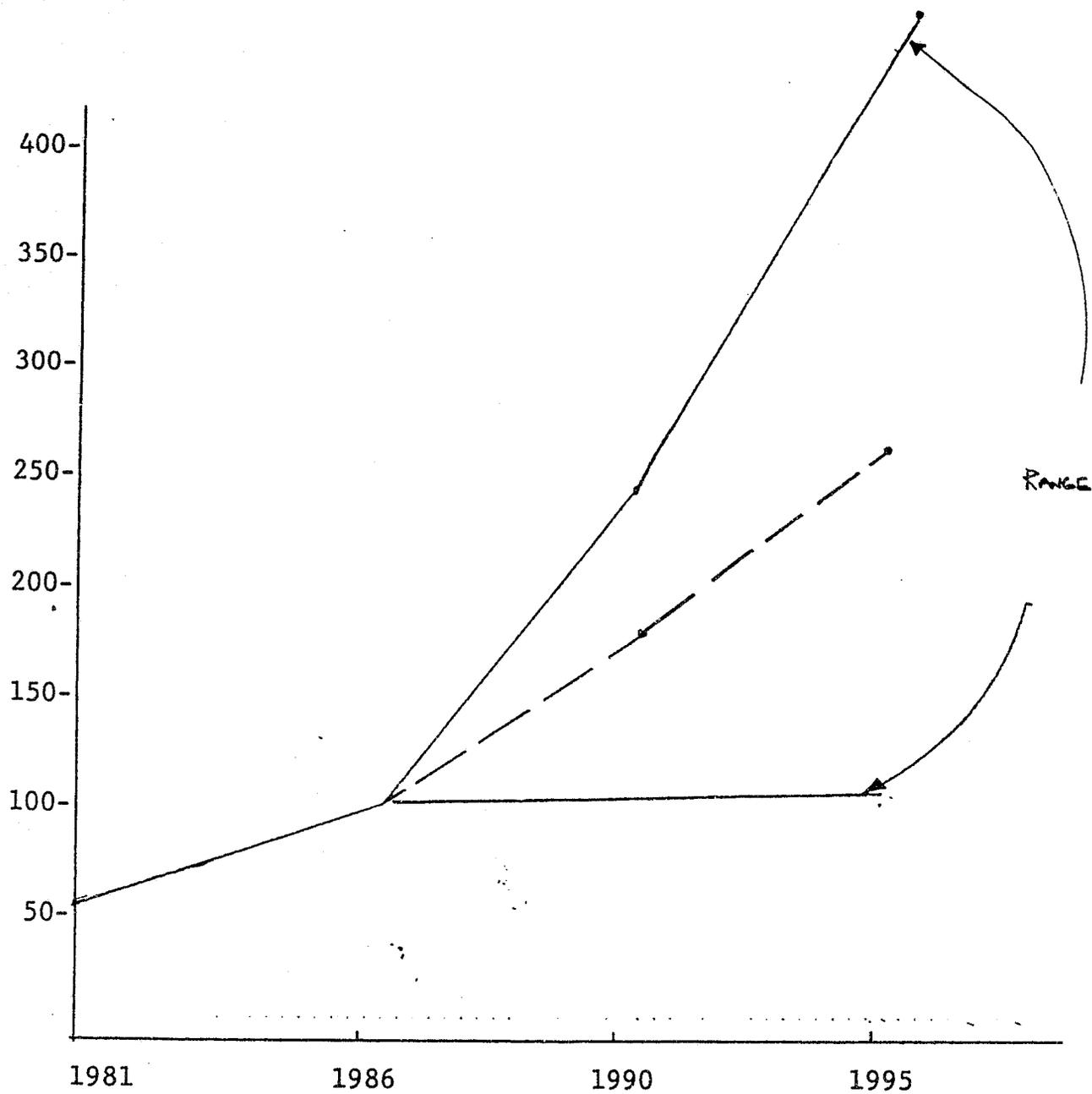
TREND: Workers will demand a more participatory role in identifying problems, decision making and their overall management.



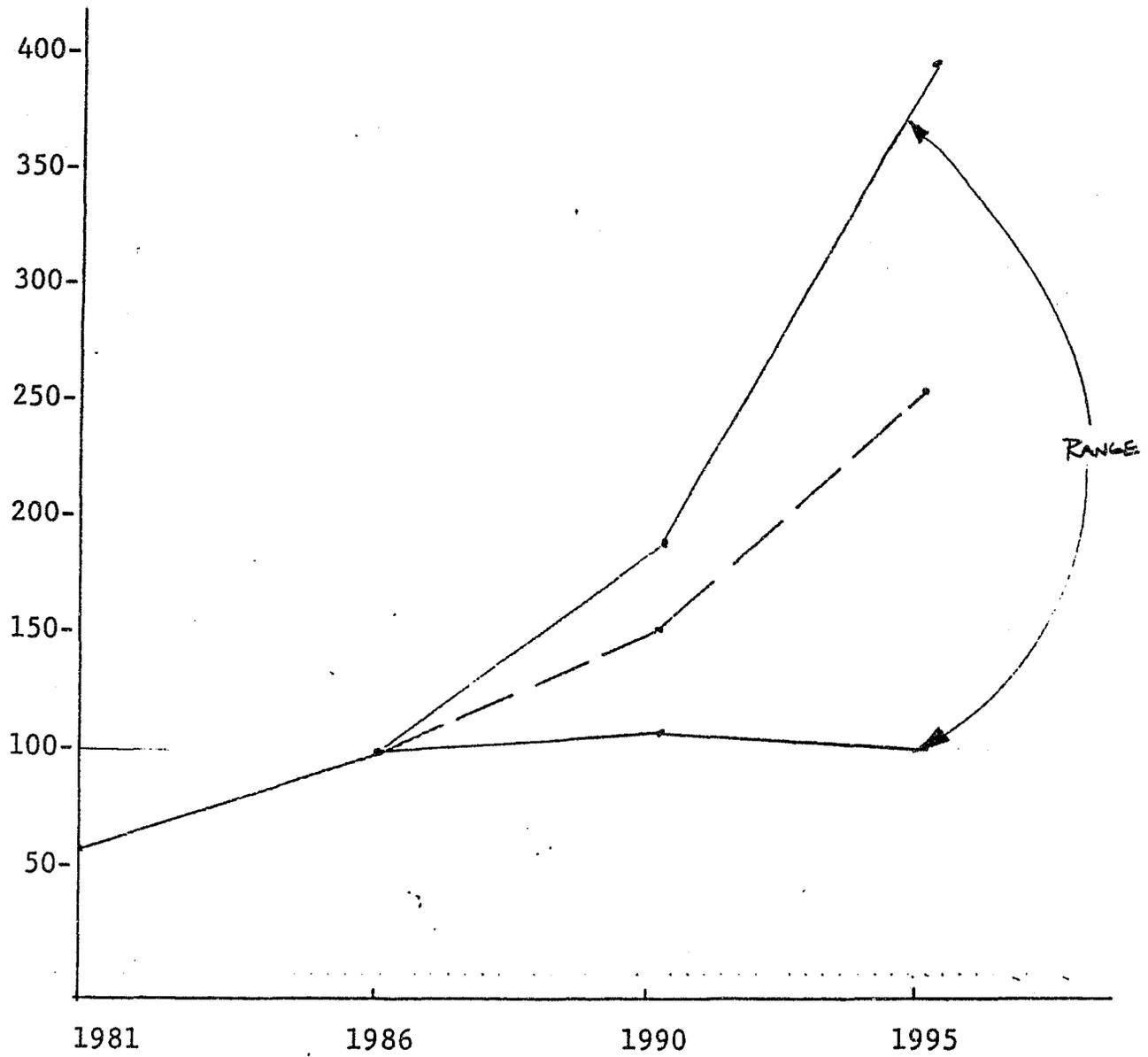
TREND: Greater emphasis will be needed to keep organizations productive in areas of participatory management, work enhancement, technology utilization and employee satisfaction.



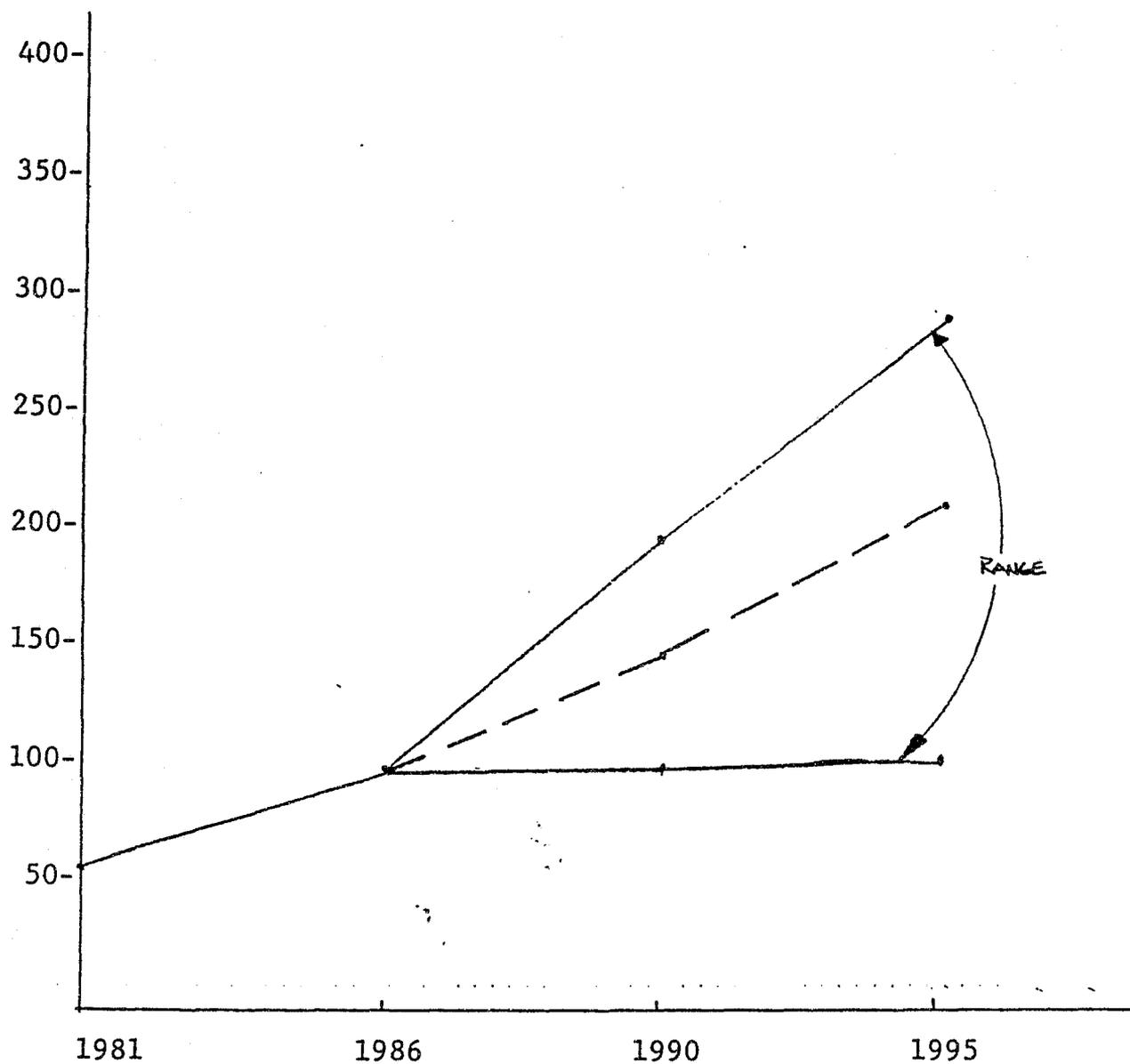
TREND: The First Line Supervisor will be pressed for production and uniformity with a workforce that cares more about independence and doing their own thing.



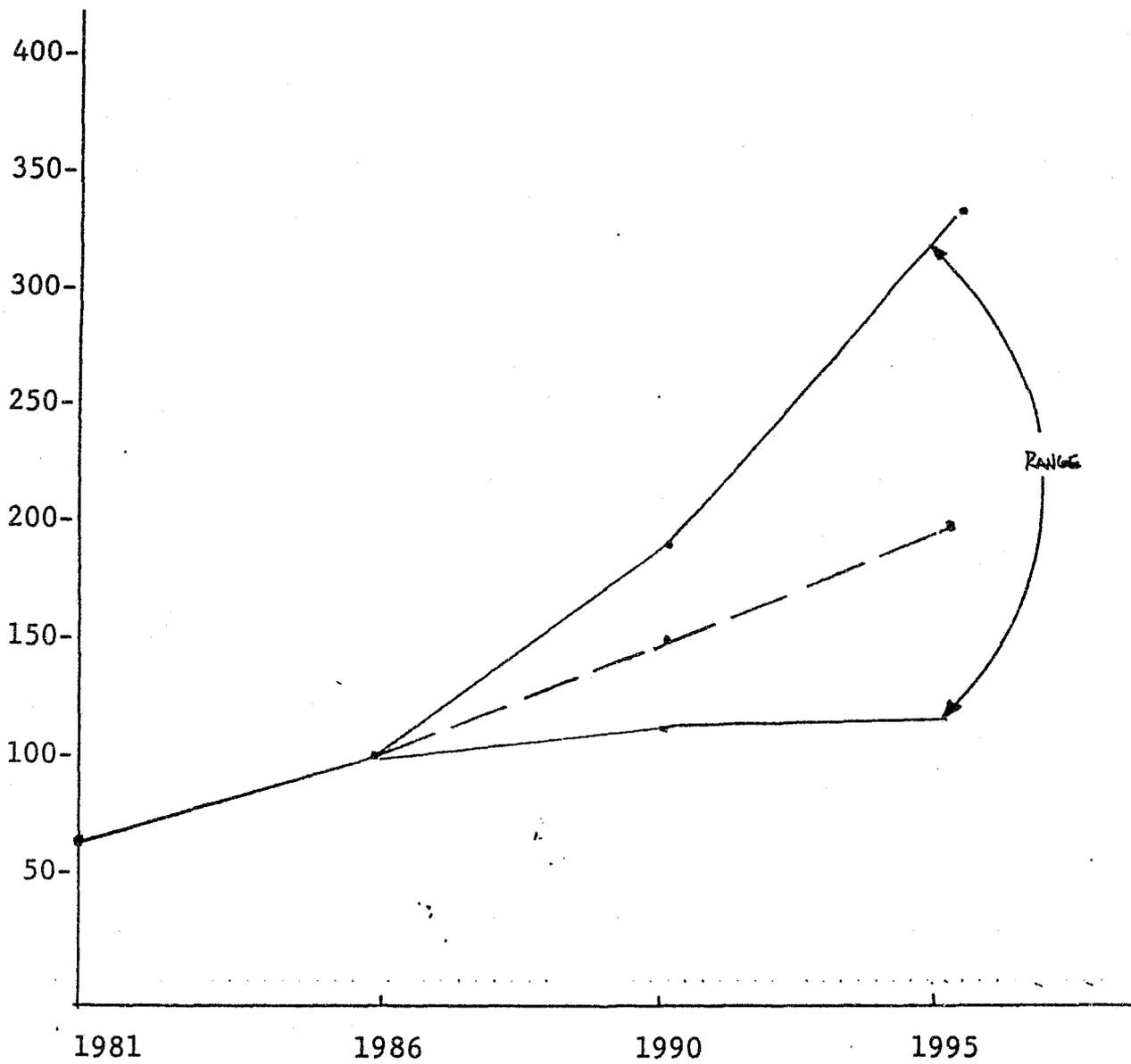
TREND: New technology in the workplace, i.e., computers, telecommunications, will require training of supervisors and will re-emphasize the training function of the supervisor.



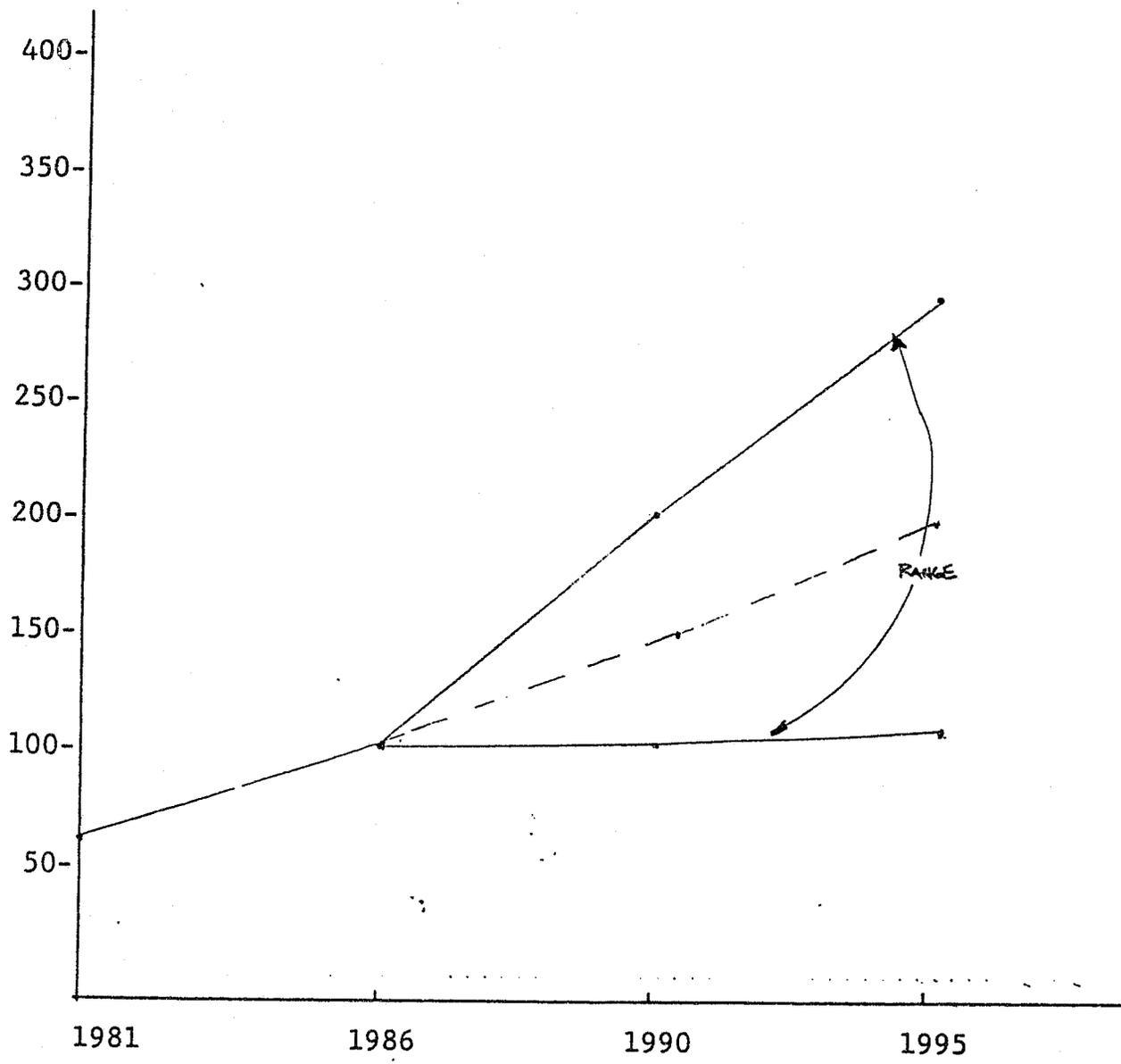
TREND: The workforce is currently in a state of change in reference to its sexual, ethnic and age makeup.



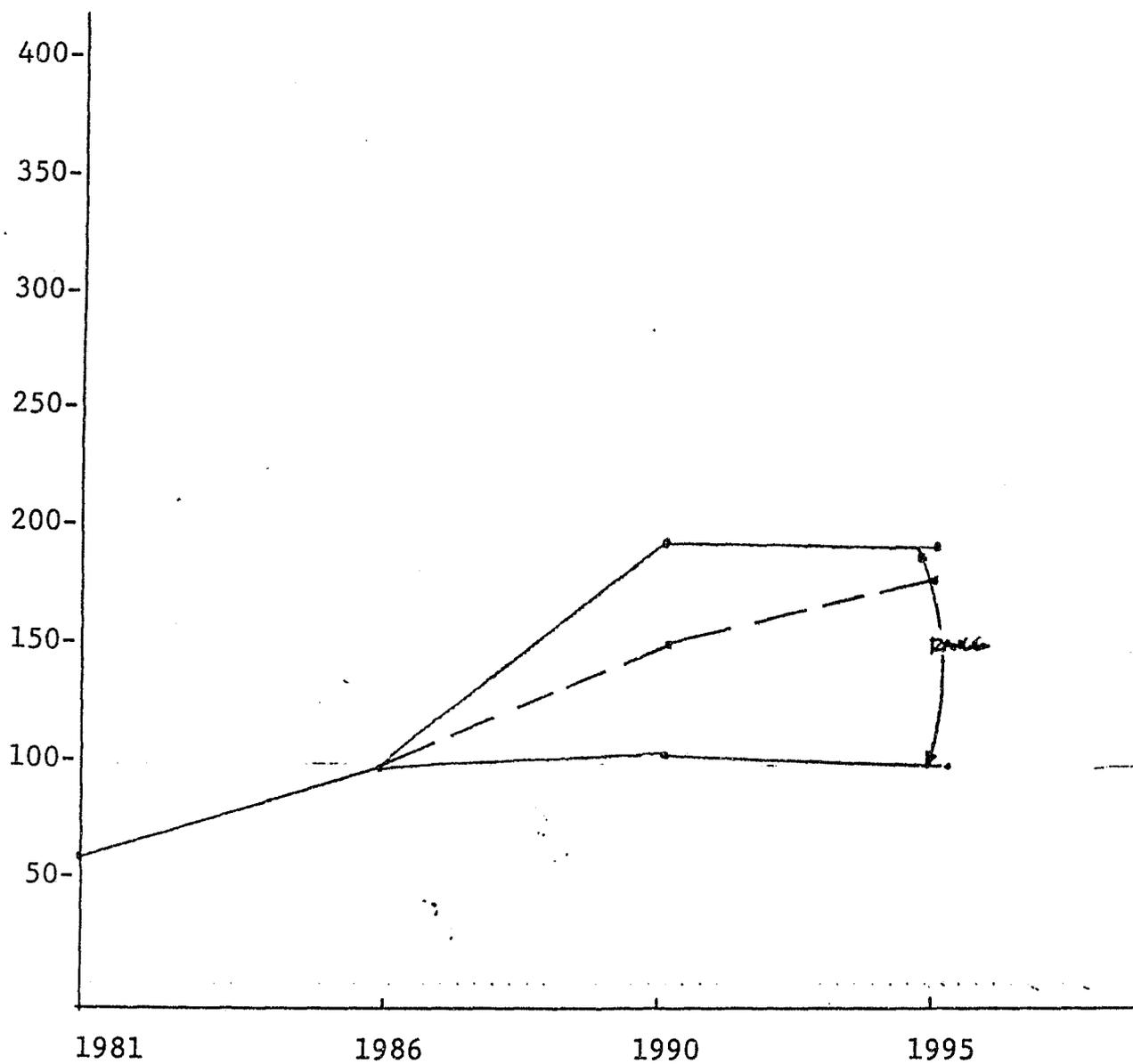
TREND: Society will experience mounting debt at personal, business and government levels.



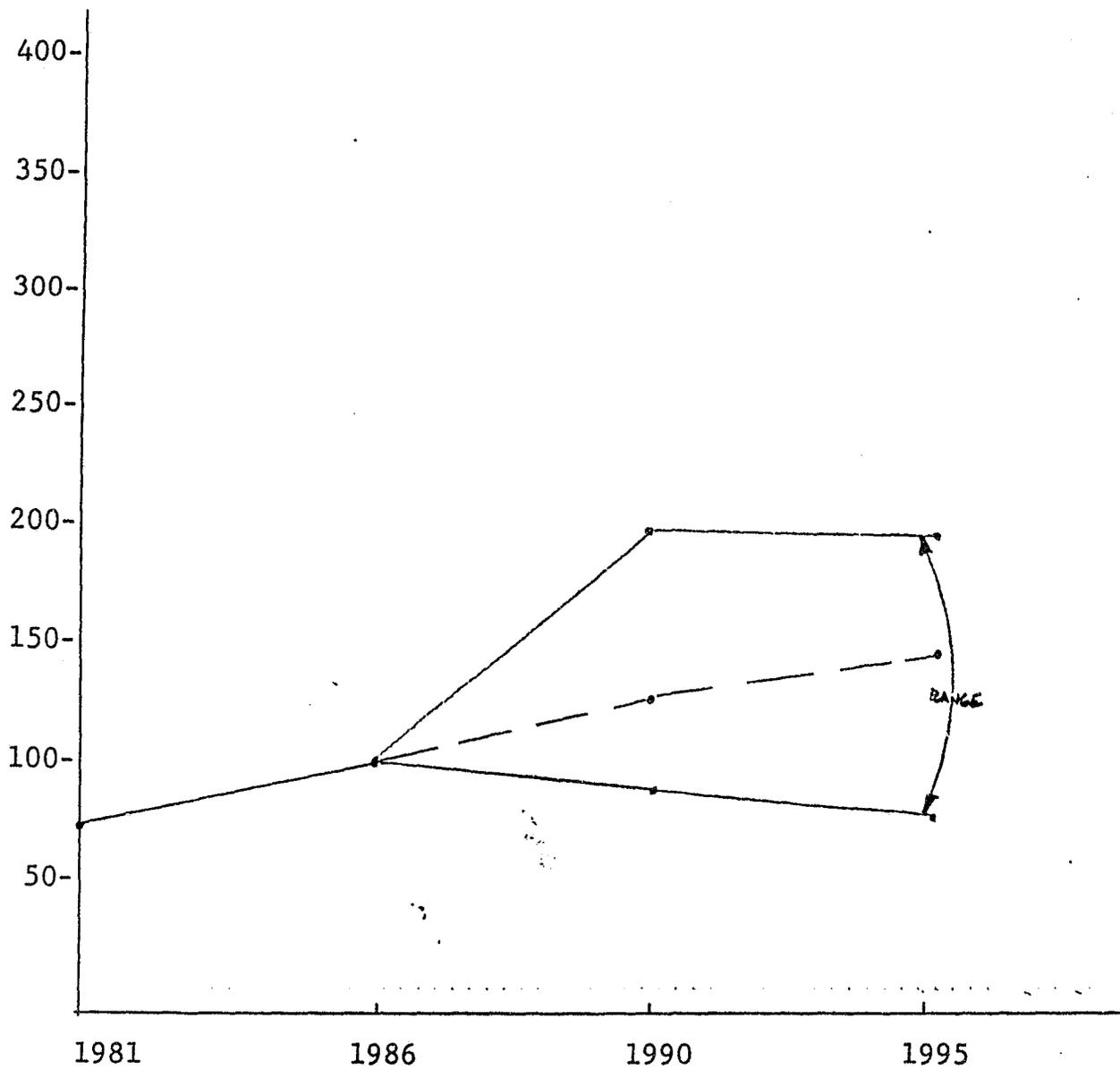
TREND: There will be a major population and demographic shift that will leave the Anglo population a minority group in Southern California.



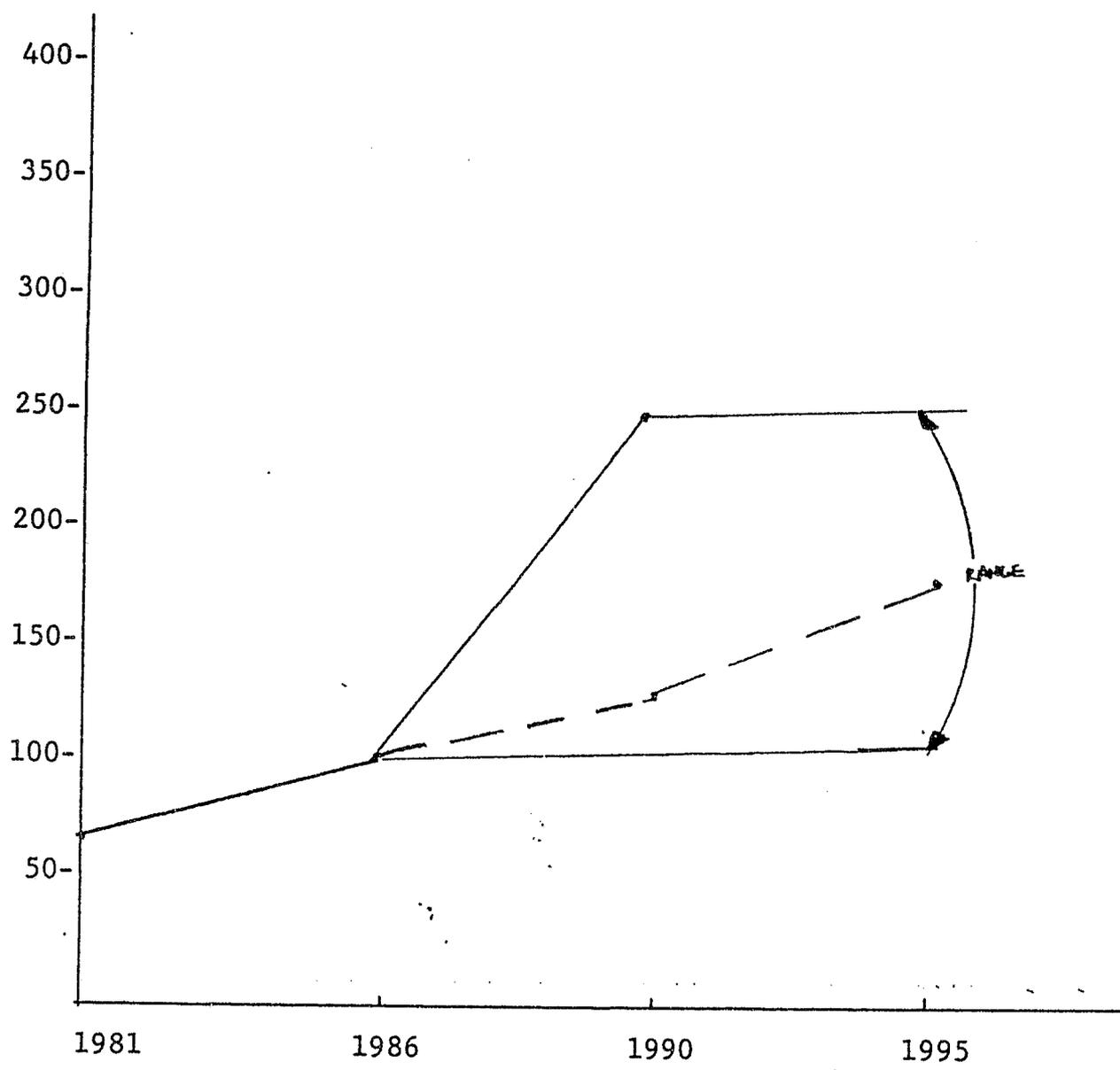
TREND: Hispanic and Asian immigration will continue at a high rate.



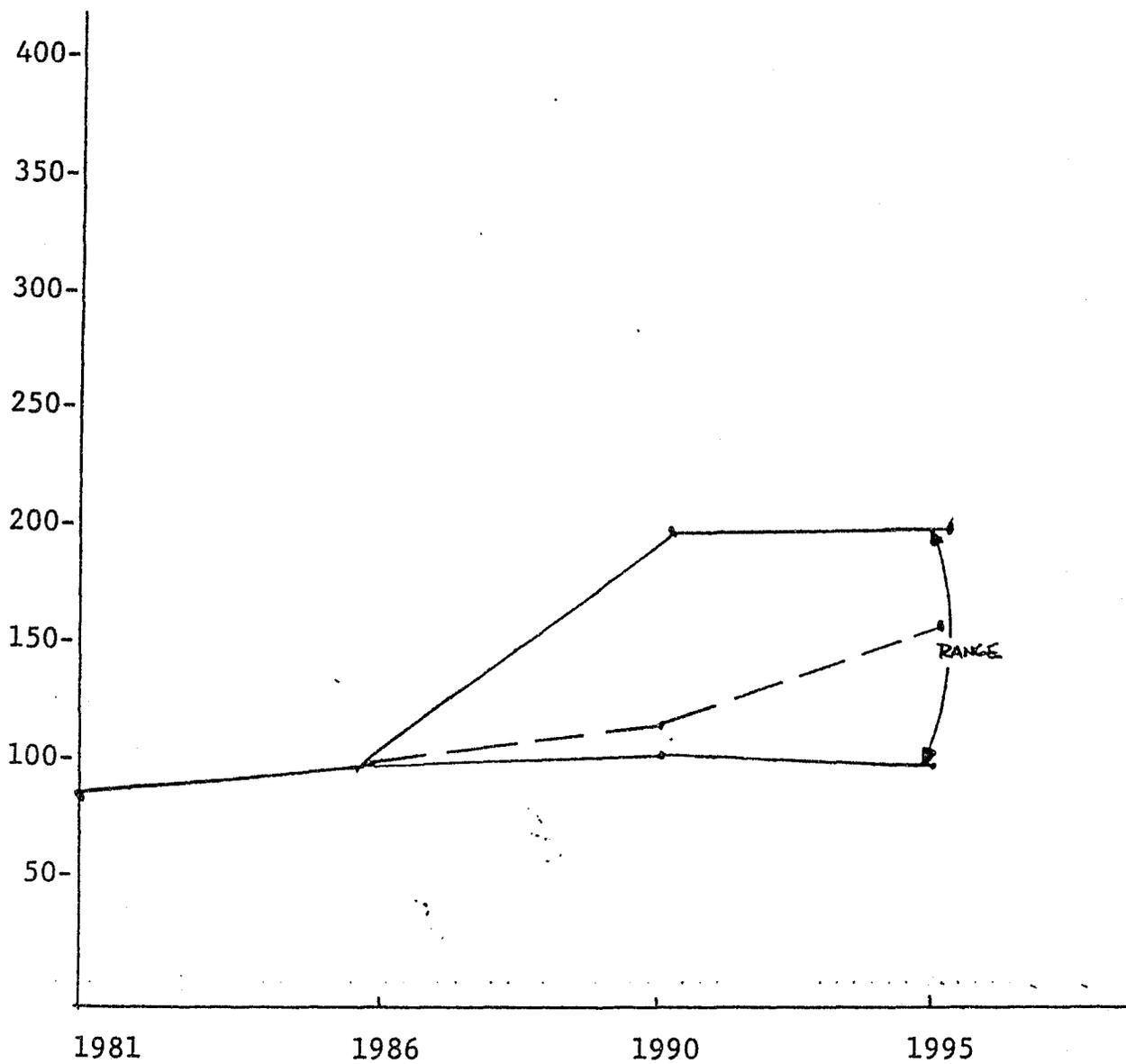
TREND: The amount of two career families will increase, changing the traditional family structure.



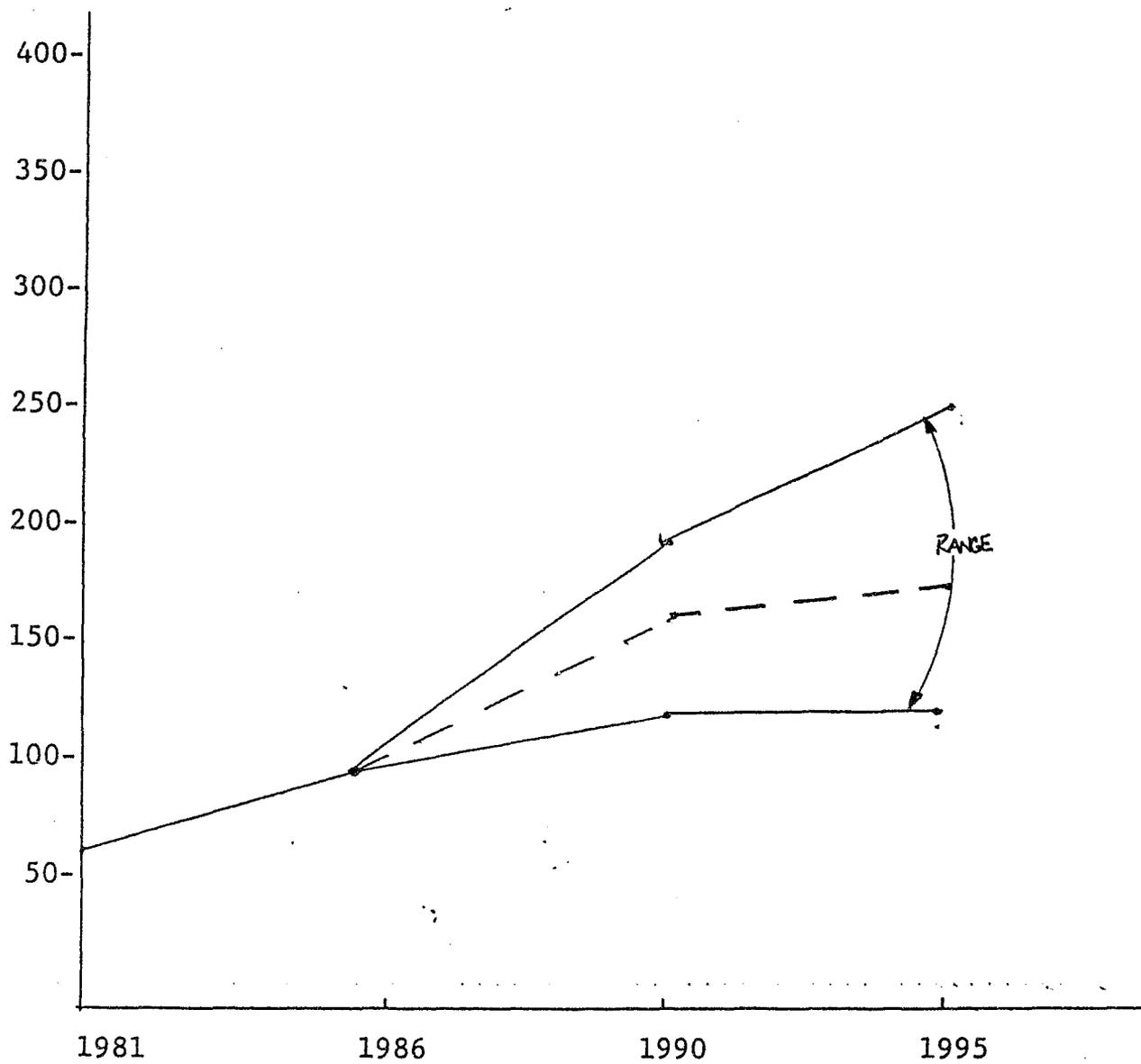
TREND: There has been and will continue to be an increased public demand for Government Services.



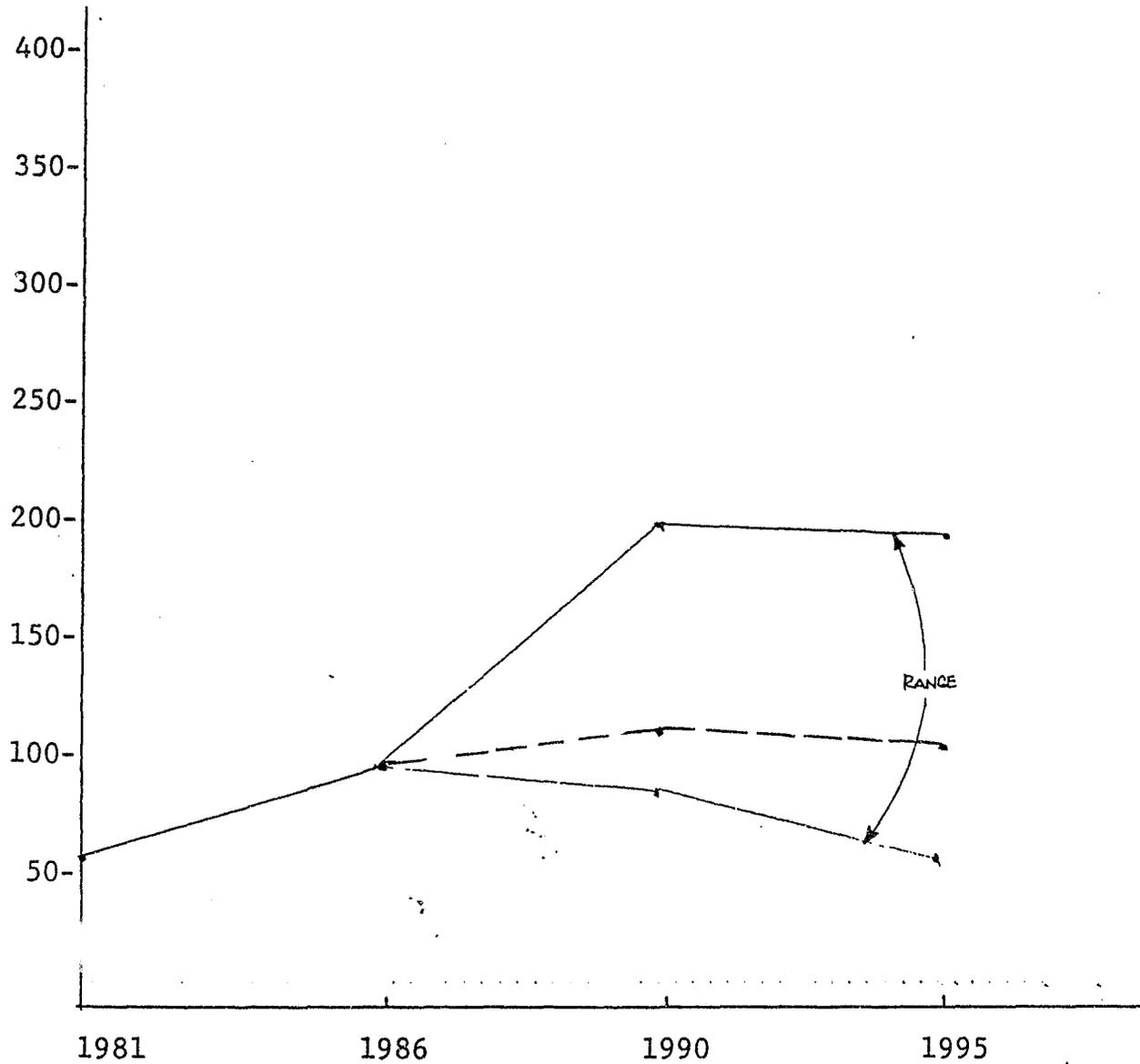
TREND: Workers of the future will freely change jobs in search of greater opportunity, financial gains or personal choice.



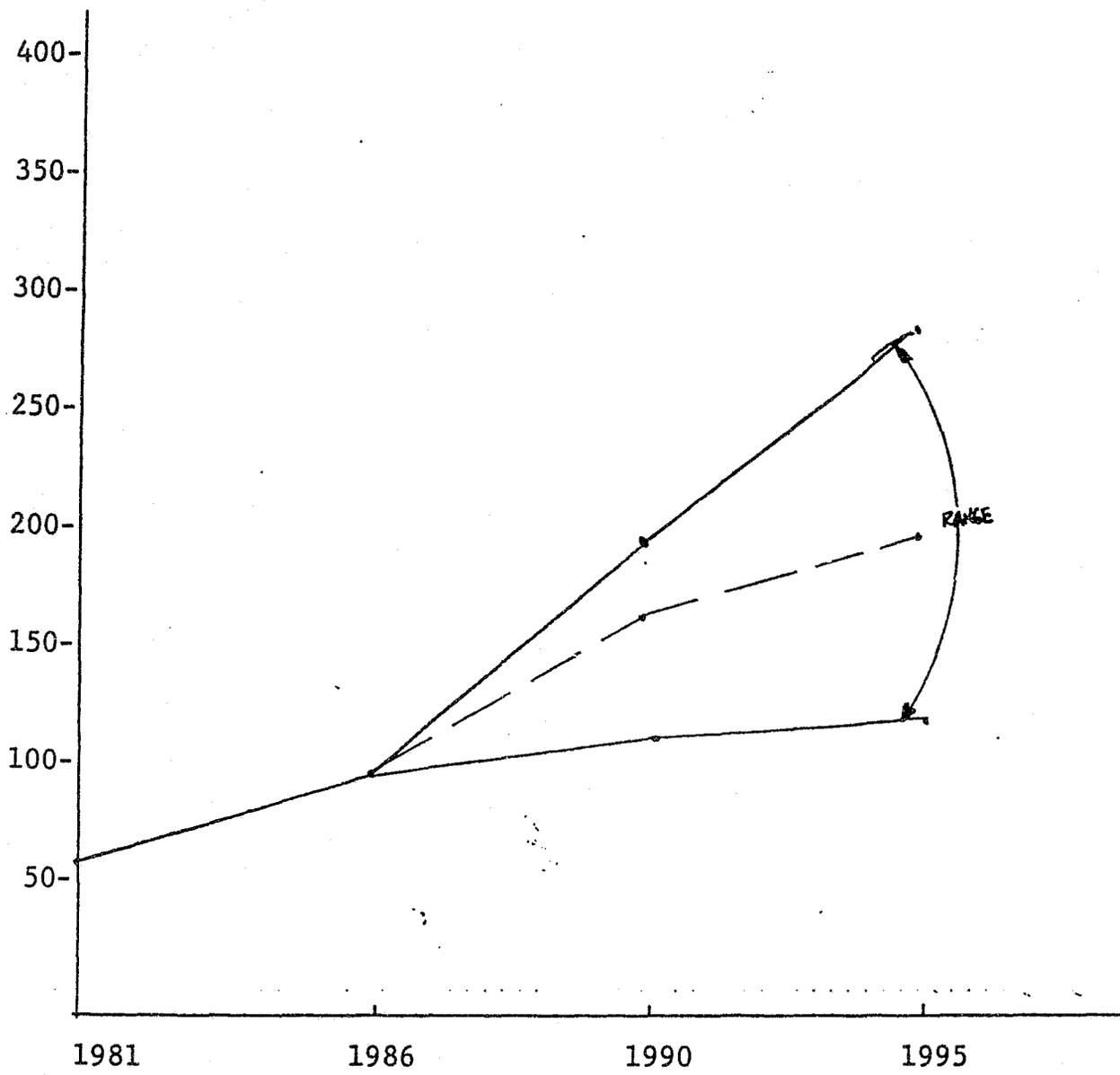
TREND: Major increasing use of computer technology will cause job elimination and require a new level of technical knowledge.



TREND: There will be a continuing population shift in the U. S. from the north and east to the south and west.



TREND: The prevalence of drugs as a way of life in our society will impact the role of the First Line Supervisor in the future. Random drug screening and testing and chemical dependence or addiction recognition will be a First Line Supervisor's duty.



TREND: With increased litigation, there will be more personal law suits filed against institutions and their management employees.

2. Events

This portion of the scanning process appeared to suffer from the lack of personal interaction between the panelists. There were only four events listed (and two of those could probably have been tracked as trends) as having an impact on the workplace or workforce of the future.

There was considerable difference in the projected probability of occurrence between the different portions of the panels. The first-level supervisors were considerably more pessimistic, as evidenced by a higher estimate of occurrence for negative events. I believe this different view may be attributed to upper management levels having a more general exposure to world trends, which would tend to soften their view of what may occur.

FORECAST OF POSSIBLE EVENTS

1. What percentage of chance exists that the U. S. will become involved in a major war by the year 1995?

First-level Supervisors	42%
Administrators/Managers	21%
Average	31%

2. What percentage of chance exists that the U. S. will experience severe economic decline by the year 1995?

First-level Supervisors	44%
Administrators/Managers	33%
Average	38%

3. What percentage of chance exists that the U. S. will, once again, experience oil shortages and extreme increases in energy costs?

First-level Supervisors	52%
Administrators/Managers	41%
Average	46%

4. What percentage of chance exists that the U.S. will experience double digit unemployment by the year 1995?

First-level Supervisors	64%
Administrators/Managers	40%
Average	52%

3. As a result of the forecasted trends and events - the following scenarios were developed.

3a. Worse Case Scenario

Sergeant Alexander walked into the briefing room and awaited the arrival of his crew. He thought to himself as he looked over the empty seats, staring blankly at the clock. "It's been five years since I became sergeant, and it has created nothing but problems for me." He wondered why in the hell he ever took the promotional exam and became a sergeant anyway. He didn't really know how to express his feelings or communicate effectively with people. Alexander laughed as he remembered passing the Sergeant's exam, "God, I guessed on half of the questions. Then, I passed the oral because I gave the oral board a good snow job. I was a street-wise cop who had made some good arrests, but I really didn't know anything." Alexander had few friends on the Department. His one friend, Sergeant Stevens, was an alcoholic who felt much the same as Alexander

about many things. Alexander and Stevens would get drunk together and encouraged other officers to join them after work in ritualistic drinking sessions they called "Choir Practice". They would complain about all aspects of work and compare today to the "good old days" when "the job was fun". Alexander and Stevens did not like what their work had become, "damn paper shuffling", and their attitude demonstrated this fact clearly. Their performance created low morale amongst their employees.

The year 1995 had been chaotic, in fact, the last ten years had been chaotic. Everything used to seem so simple, so easy; now it was all so difficult. Economic decline and fiscal constraints had led to reduced work forces required to perform more and more work for less pay as the public demanded greater services and voted to cut public service salaries. As police salaries began to drastically fall behind in comparison to private industry, a mass exodus of the experienced officers occurred. As a result of that exodus, the

average age of a policeman on Alexander's crew was 24 years old. Alexander was continually asked to motivate a group of workers who had little experience, although they all had college degrees, and who cared even less for the work they performed. Skyrocketing oil prices had led to smaller and slower patrol cars. Taxes had been raised to an almost unbearable level to manage a deficit which was almost crippling. This reduced even further the already low take home pay of his officers. It seemed that everyone's spouse had to work just to make ends meet.

On the positive side, computers had made agencies more efficient. There were computers in the patrol cars, briefing rooms and front offices. Most patrol officers carried portable computers preprogrammed to assist them in typing arrest reports. However, Alexander felt out of sync with all this technology. In fact, he had trouble operating the photocopy machine, never mind the work processor.

He further disliked dealing with workers he didn't quite understand. His crew consisted of

four white males, three Mexican Males, two black males and three white females.

Alexander's own son was not hired because he was a white male and not a priority under the agency's Affirmative Action Program. Alexander never imagined back in 1985 that the sexual, ethnic and racial makeup of his agency could change so drastically that he would have such difficulty communicating. He thought about the good old days--the days when employees were happy to have a job, proud to be a police officer, when patrol cars were fast, gas was cheap, when a cop was a cop!

Workers now criticized their supervisors, voted and approved issues of policy, had a controlling interest in the operation of the organization. Alexander had to justify the statistics which showed these new officers to be less efficient and productive. He couldn't stand the fact that a police officer didn't lose his job over a drug-related problem. He didn't stay abreast of the computer technology, and he never pursued a higher education. However, he was a street-wise cop. He made his

reputation on good arrests at a time when the motto was "Let's kick ass and take names". These kids today just didn't understand this kind of thing. Why, in Alexander's eyes, they couldn't kick their way out a wet paper bag! According to management expectations, a sergeant today had to speak Spanish, understand Asian culture, deal with a single parent needing a babysitter, be sensitive to his employee's needs and worry about the Department getting its pants sued off. Alexander thought that he signed on this organization as a gun fighter, not some damn social worker!

"Sarg! Sarg!" Alexander looked up and observed his crew staring at him. He rubbed his eyes, checked his watch and began the two o'clock briefing. "....And for heaven's sake, be careful out there. You never know who you're going to run into."

3b. Most Likely Scenario

Sergeant Alexander, a sergeant for a large police agency, was discussing deployment problems with his new shift partner, Sergeant Maria Hernandez. Alexander didn't quite like the idea of working with a female sergeant, but he respected her for having the ability to achieve the rank of sergeant, and he needed her help. In Alexander's day, he made sergeant based primarily on his reputation as a tough field officer and the passing of a moderately easy written exam. He handled being a sergeant like the old pilots who flew by the seat of their pants. He reacted to situations and made management decisions based on his gut reactions. He was not schooled in management techniques, negotiations, communication, and he never pursued a higher level of education, nor was he a particularly sensitive man. The year is 1995 and for all Alexander's skills as a good cop, and his abilities to think on his feet, his inabilities as a manager were

becoming more and more apparent. Alexander was well aware of management memorandums stating that a first-line supervisor today was required to be knowledgeable in human relations, a good communicator, motivator, trainer, sensitive to employees needs, knowledgeable about the applications and operations of computers, and able to work and motivate people of all sexual and ethnic origins. Hernandez, in becoming a sergeant, had to successfully complete an extensive written and oral exam, and after completing those two steps, was required to attend and successfully complete a Sergeants' Academy. The Sergeants' Academy was a concept added to the promotional process around 1990. It included courses on role identification which instructed an officer on making the transition from worker to supervisor, employee relations, performance appraisal, training, counselling and the discipline process. The Academy, in addition to training, also evaluated further a candidate's abilities in certain required dimensions through the use of an Assessment Center concept. Hernandez

represented this new breed of supervisor. She was bright, articulate, knowledgeable about Departmental policy and operations, sensitive to the organization and her employees, and possessed a strong desire to learn and share what she learned with those around her. Alexander enjoyed his job and realized that his position was jeopardized by his deficiencies. He formed a learning relationship with Hernandez, carefully watching and learning how she managed her time, dealt with people, prepared her reports and worked on the computer. He began to incorporate what he learned into his repertoire of skills. As time went on, Alexander became a better supervisor through his association with Hernandez. It was apparent that not only did better equipped and trained supervisors have a greater qualitative effect on the field officers, but they also qualitatively effected the supervisors working around them.

Alexander and Hernandez had just completed a training class on Multi-Mate for Police Officers, a word processing software program

designed for patrol officers. Computers had made agencies more efficient. There were computers in patrol cars, briefing rooms and front offices. Most patrol officers carried portable computers programmed to assist them in typing arrest reports.

The two were awaiting the arrival of the afternoon crew. Hernandez was discussing with Alexander the apparent officer resistance to learning new programs. Alexander felt it was a black and white issue. If they didn't like it, that was tough. Hernandez felt that it was more complicated than that; the issues surrounding officer resistance needed to be explored and discussed so that the officers understood the advantages of learning and using the new high speed software packages. Hernandez felt that by creating an atmosphere of free discussion, the officers would come to the realization, on their own, of the advantages of the program. During the training session, officers were expressing their displeasure at having to learn yet another new program and how it was creating more work.

Alexander's idea would have been to instruct the crew to just shut up and listen.

Hernandez, however, asked Alexander prior to the training session if he minded going about dealing with the squad another way. Hernandez asked the reasons why there was a problem and proceeded to list the complaints on the board. After 15 minutes of discussion, the main issue was that the squad thought they had to memorize elaborate computer commands. Hernandez explained that the program was voice activated, that all they had to do was tell the machine what they wanted, and it would do the rest. A genuine air of excitement filled the room, and the squad became anxious to hear about the program. After the training session, Alexander complemented Hernandez on her dealings with the squad. "You know, Hernandez, you were right. I guess I didn't give those guys enough credit." Hernandez replied, "We're all a little resistant when it comes to learning something new. The object is to let people overcome their own resistance, let them see the lights flashing in their head."

Alexander and Hernandez had to hurry from the training session to a staff meeting where the Chief Economic Officer of the city was delivering a State of the Organization message. The message was transmitted from the Department Headquarters to monitors located in all the outlying offices. Chief Goodman began his speech at three-thirty sharp. Alexander settled into his seat and mulled over what the Chief had to say regarding the changes that had occurred over the past ten years. The Gann Bill was successfully campaigned and became law in 1989. The bill limited public employees salaries to a maximum of \$65,000 per year. This had had a profound effect on the organization. Several top level managers left, creating a brain drain effect. Also, lower level employees began accepting positions in private security forces where the pay scales were outperforming civil service positions. It became difficult for Government agencies to keep their senior officers due to the competition with private industry which was paying more. Government police agencies became

a training ground for the private industry. Economic decline and fiscal constraints brought about by high inflation, a huge federal deficit, uneven balance of trade, and general lack of American industry's ability to compete in the world economy led to a reduced workforce. All Government agencies were forced to economize; through attrition, flattening out of management positions and hiring freezes, the agencies were trimmed into tight fiscal condition. At first, there was great difficulty handling larger workloads with reduced workforce. However, as workers and supervisors became more adept at using computers, proper time management, and as an overall workload analysis was performed for each officer, the increased workload was managed efficiently. Field officers and managers worked as a team. The line separating management from field officers faded as they united to work as a team. Workers voted and approved issues of policy and had a decision-making interest in the operation of the organization. This overall sharing of

responsibility increased organizational sensitivity of everyone's part and led to a greater productivity.

"That was quite a speech", Alexander said as he and Hernandez left the staff meeting. On their way to the locker room, they discussed the loss of experienced officers and the realization that the average age of a patrolman seemed to be getting younger and younger. They also discussed how the ethnic and racial makeup of the workforce had changed. Alexander told Hernandez that he could remember when there was nothing but white men in his squad. "It seems like yesterday when I gave briefing and looked out and there was Old O'Malley, Kennedy, Schmeiser, Burns and Dominelli, all eager to do a good job, proud to be cops." Hernandez told Alexander that "faces may have changed, the sex may have changed, but today's officers are still eager to do a good job, and are proud to be cops."

Alexander and Hernandez gathered their belongings to leave for the day. "How about stopping for a quick drink -- I could sure use

some unwinding," Alexander called to Hernandez as she unlocked her car.

"Sorry, I have to pick up my little girl from the child care center. Perhaps another time...but for Heaven's sake, be careful out there. You never know who you might run into."

3c. Best Case Scenario

Sergeant Alexander is a sergeant for a large metropolitan police agency in the year 1995. Alexander sat at his desk preparing his two o'clock briefing material on a high-speed portable computer. Alexander loved the speed and ease with which he could access information from the computer. He thought back ten years to 1985 and laughed at how difficult and labored the job of supervisor was back then. Alexander, in becoming a sergeant, had to successfully complete an extensive written and oral exam. After completing those two steps, he was required to attend and successfully complete a Sergeants' Academy. The Sergeants' Academy was a concept added to the promotional process around 1990. It included courses on role identification, which instructed an officer on making the transition from worker to supervisor, employee relations, performance appraisal, training, counselling and the

discipline process. The Academy, in addition to training, also evaluated further a candidate's abilities in certain required dimensions through the use of an assessment center concept.

Alexander epitomized this new breed of supervisor. He was bright, articulate, knowledgeable about Departmental policy and operations, sensitive to the organization and his employees, and possessed a strong desire to learn and share what he learned with those around him. Alexander was excited about the future of police work. Officers today had personal computers issued as mandatory equipment. All patrol cars came equipped with computers. High technology was definitely here to stay. Although workload had doubled, man power remained the same and productivity had increased! Alexander could examine areas within the command needing attention, locate times of need and areas needing deployment of manpower all with a few punches on the keyboard. As a result of information being readily available, effective deployment and

workload assignment could be easily achieved for each shift. Officers became more efficient despite a greater workload. Departmental memos and items of concern were all accessible immediately. Supervisors were required to keep abreast of their computer skills, and the Department provided training classes to ensure this. Items of concern included staying alert and sensitive to the changing sexual and ethnic makeup of the workforce. Alexander was a superior supervisor in this regard. He considered his crew most important and made every effort to understand them. Alexander remained flexible to employee needs and allowed them a participatory role in his management decisions.

Alexander had witnessed many changes which at first seemed unmanageable, but ultimately made the Department stronger. Economic decline and fiscal constraints brought about by high inflation, a huge Federal deficit, uneven balance of trade, and a general lack of American Industry's ability to compete in the

world economy, led to a reduced workforce. All Government agencies were forced to economize; through attrition, flattening out of management positions and hiring freezes, the agencies were trimmed into tight fiscal condition. At first, there was great difficulty handling larger workloads with a reduced workforce. However, as workers and supervisors became more adept at using computers, proper time management, and as an overall workload analysis was performed for each officer, the increased workload analysis was performed for each officer, the increased workload was managed efficiently. Field officers and managers worked as a team. The line separating management from field officers faded as they united to work as a team. Workers voted and approved issues of policy and had a decision-making interest in the operation of the organization. This overall sharing of responsibility increased organizational sensitivity on everyone's part and led to greater productivity.

Alexander walked into the two o'clock briefing and turned on the monitors, which had a live

broadcast from the Division Headquarters.

Briefing, unlike ten years ago, was considered a very important time in the officer's day.

Agencies spent large portions of money to ensure that these briefings were interesting, creatively done and disseminated important information. A special team of officers worked much like a news team in handling the day's briefing. It was felt that by having a team of officers specializing in preparing briefings that they would become more effective, mini-training sessions.

Alexander turned off the monitors at the conclusion of the session, turned to his squad and said, "...and for Heaven's sake, be careful out there. You never know who you're going to run into."

B. Resources

Our discussion of resources is preceded by two important points. First, the problems experienced in the selection of first-level supervisors are not caused by those supervisors. Those problems surface when supervisors are confronted with issues they are not qualified or trained to deal with. Second, this problem cannot be resolved without a firm commitment from upper management and a corresponding resource (both time and money) investment.

On the positive side, California law enforcement is blessed with leadership that is both proficient and proactive. These leaders can be expected to work as change advocates when presented with a plan of action to correct emerging problems. They must provide input into the objectives of the Sergeants Academy.

Future leaders, serving now as middle managers and first-level supervisors, constitute a deep reservoir of knowledge on the demands facing a first-level supervisor and should be utilized in the development of the Sergeants Academy objectives and curriculum.

By utilizing all levels of the management team in the development of the Sergeants Academy a department should realize a synergistic effect. That is, the total benefit to the department should be greater than the sum of the benefits generated by each level of the management team. This total departmental involvement should insure the long term effectiveness of this change, instead of just a single spurt of activity.

Present training academies provide a solid foundation to build on. These academies, both individual departments and those serving multi-departments under the regional concept, are staffed by experienced and knowledgeable instructors. These professionals can be used to build a program (Sergeants Academy) based on the objectives determined by the departmental management team.

Not to be forgotten as a resource is the Commission on Peace Officer Standards and Training. POST has conducted job analysis for promotional law enforcement classes before and have the in-house experts necessary to assist departments in developing objectives and standards for a Sergeants Academy. In actuality, such objectives and standards would probably serve as a guide for any department establishing such an Academy in California.

C. Stakeholders

There are several important groups who are affected by this proposed change. Some personnel may fall into different groups at different times:

1. Officers

Officers as a group stand to be strongly impacted by this change. The expanded selection process should provide a better qualified supervisor; more sensitive to employee needs, knowledgeable in policy, a quiet motivator, etc., and therefore, more beneficial to the worker. Some officers may perceive this change as increasing their difficulty in obtaining promotions or view this as requiring more self-development efforts on their part.

2. Employee Associations

Since employee associations are formed to represent the interests of their members, the considerable impact of this proposed change would be of interest to the Association. Specific collective bargaining agreements would certainly play a large role in any influence such an association would have on

this change. If approached properly, employee associations should be convinced of the anticipated benefits of this change and become supporters.

3. Leaders/Management

The leaders and managers of law enforcement departments should have the greatest stake in this proposed change. They will have the greatest influence on affecting the proposed change and stand to gain in improved supervisory competence by its implementation.

4. Personnel Administrators

Personnel Administrators responsible for the personnel decisions of the appropriate entity, be it city, county or state level, should be supportive of this proposed change within the law enforcement department. Any change that is nondiscriminatory and should result in better qualified personnel, at any level, should receive their support.

5. Finance Administrators

Should be expected to resist any change that requires additional expense without strong

justification of need. Since it would be difficult to show a dollar value cost efficiency based solely on this change, law enforcement administrators should stress the long term effects of increased productivity and reduction of employee problems by the improvement of supervisory talent.

6. POST

This proposed change in the selection process for first-level supervisors, which should improve the quality of supervision provided, should be viewed favorably by POST. POST would certainly be involved in monitoring and ensuring quality selection and training programs.

D. MISSION

The mission of a law enforcement department in general is to preserve the public peace, protect citizens and their property and enforce the statutory laws of the nation, state and local jurisdiction.

To assist departments in the accomplishment of that greater mission, the objective of the change in the selection process for first-level supervisors is to secure the best qualified supervisors so that the provision of general law enforcement services is enhanced.

Planning

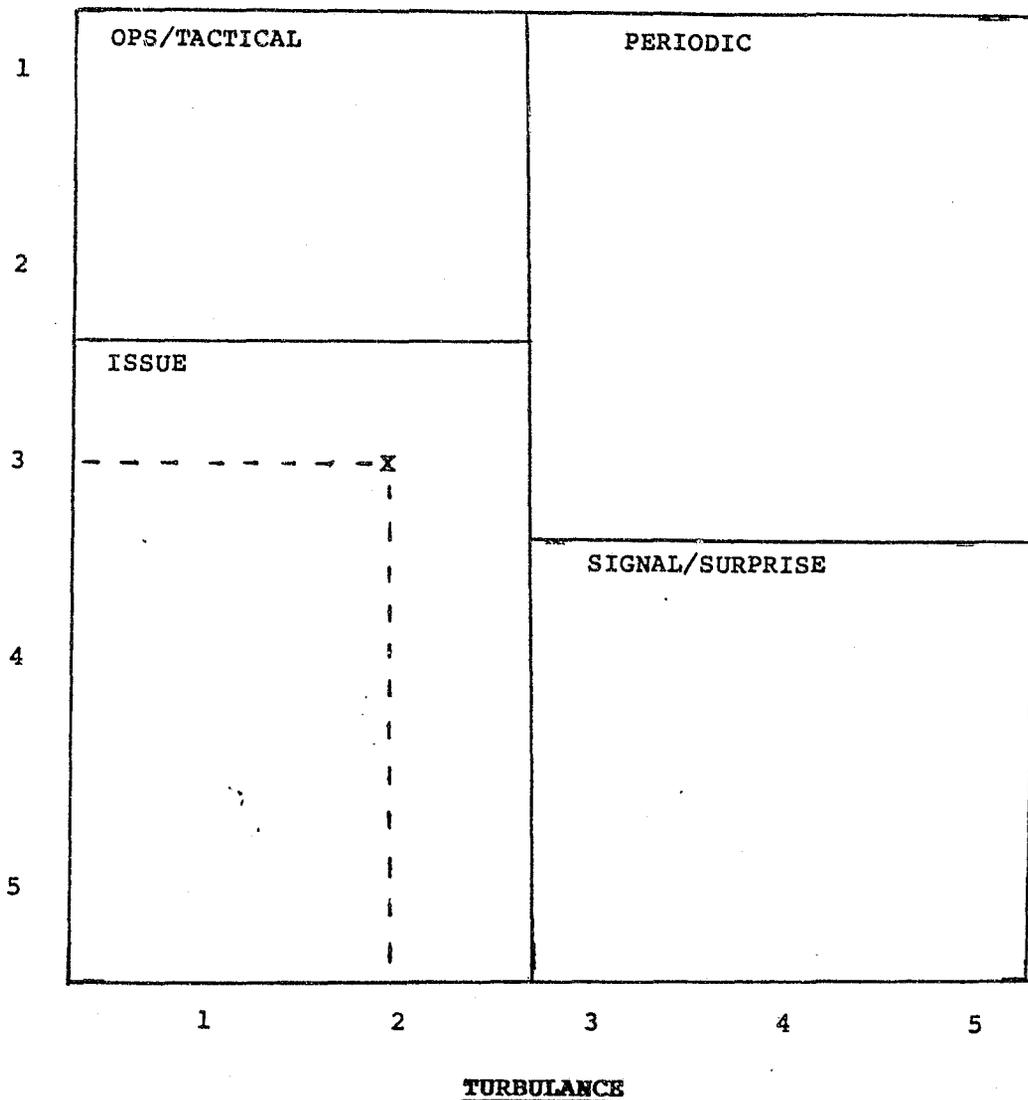
This planning guide will be divided into three sections; strategic, implementation and transition management. The objective of the planning guide will be to set forth a recommended course of action for law enforcement departments that wish to expand their supervisory selection process.

The planning system to be used in dealing with these plans is issue planning. The forecast for the human resource management issue indicates that the future offered predictable threats and opportunities, (3 on a rating scale) and we can expect occasional changes (2 on turbulence rating scale). See Predictability/Turbulence Matrix.

PREDICTABILITY OF FUTURE

1. Recurring
2. Forecast by Extrapolation (Trends)
3. Predictable Threats and Opportunities
4. Partially Predictable - Weak Signals
5. Unpredictable Surprises

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Turbulance - Or - Number of Change

1. No Changes
2. A Few/Occasional Changes
3. Changes on a Regular Basis
4. Many Changes
5. Almost Continuous Changes

A. Strategic

An analysis has been made of the environment that law enforcement departments are functioning in today. This analysis included trend and event forecasts and the development of scenarios based on those forecasts. A resource assessment was conducted and stakeholders identified. The objective of the proposed change to the selection process has been integrated into the mission statement.

To achieve that objective the following actions must be taken:

1. Secure commitment of leader/upper management.
Without a firm commitment from the departmental leadership, there is less chance of effecting the change. This commitment must be received early and clearly relayed throughout the management structure.
2. Establish clear, realistic written objectives of what the change is meant to accomplish.
The change in the selection process must be seen as an improvement by all levels of the

management structure. This can be aided by forming a planning group, involving all departmental levels, in an objective "needs analysis" of the first level supervisor. This "needs analysis" should include an "operational analysis", or what a supervisor must do to perform a task, job or assignment in an effective way, and a "person analysis", to determine what skills, knowledge or aptitudes individuals must develop if they are to perform the tasks that constitute their job in the organization. Upper management input remains vital, both in terms of management expectations and support for the project.

3. Have the planning group develop a proposed curriculum for the Sergeants Academy. The departmental training academy (either single agency or regional academy) should be involved at this stage of the planning effort.
4. The planning group must review all applicable personnel promotional regulations to determine what changes are required to add successful completion of the Sergeants Academy as a final step in the promotional process. The determi-

nation must include who is authorized (departmental head, city manager, etc.) to effect this change.

5. Prepare a cost assessment of the proposed change. This should be done by estimating the cost of the training curriculum proposed and include the cost of training and providing trained observers for the assessment center concept. This cost assessment should clearly differentiate between any existing supervisory training program (which would be replaced) and the additional expenses generated by the change..
6. At this stage, leaders/upper management must compare the cost assessment to their individual department or entity (city, county, etc.) fiscal status. Determine if funds are available within the department to budget or if a budget increase will be required. This forms the basis of the approach to finance administrators (city manager, etc.)
7. Present proposal to employees/employee association for review and input. If the change is presented as a help (improve departmental

supervisors, working environment for officers)
instead of a threat, their support should be
easier to obtain.

8. Leader to present proposal for expansion of
selection process to personnel administrator
authorized to change regulations/policy
governing promotional process. If authority
vested in department head (Chief of Police,
Sheriff, etc.) skip this step.
9. Leader to present proposal for expansion of
selection process to finance administrator.
This would normally be accomplished via the
department budget process.

B. Implementation

The implementation plan will cover the negotiation strategy and tactics necessary to convince stakeholders of the necessity of the change in the supervisory selection process. This plan will also recommend alternative actions which may be required to implement certain steps in the strategic plan.

1. The advocate of change within a department (hopefully the leader or a member of upper management) must conduct an educational campaign within the management structure (including first-level supervisors) to inform all of the purpose of the proposed change. This education should resolve unspoken fears which will exist among some supervisors, especially those incumbents who are aware of their personal shortcomings, and point out the long term benefits to the Department in general and the supervisory staff in particular.
2. After securing the commitment of the departmental leadership, the employee associa-

tion should be approached. The same educational approach should be made in addition to soliciting assistance from the association. That assistance to be an association member, named by the association, to serve as a member of the Department planning group. (Involvement generates understanding, commitment and investment. More importantly, that understanding, commitment and investment will generate involvement and support during the implementation phase.) As an alternative, if the employee association is not particularly effective within that department, an "informal leader" among the officers may be requested to serve as a member of the planning group. While these are dangers inherent in this tactic, a leader's feel for group dynamics within the department should provide the guidance necessary to negate any adverse reaction.

3. After completion of the needs analysis and preparation of both the proposed curriculum and cost assessment, the department leader must request authorization to change selection

process from personnel administrator. As an alternative, if there is resistance at this level, proposal may be notified to become a "pilot program". Instead of changing promotional regulations, waive for a period of time, depending on individual departmental promotional needs and promotional cycle, to allow for an evaluation of the effectiveness of the proposed change.

4. Budget approval should be requested in the same manner as personnel administrator approval. Depending on fiscal status and acceptance or resistance met from funding authorities several alternatives are possible. First, again as with personnel, attempt to secure funding as a pilot project, with effectiveness being evaluated after a certain period. Another alternative would be to request approval to divert necessary funds within the Departmental budget, such as leave an authorized position vacant and use salary savings to fund Sergeants Academy expense. While this would not be acceptable for long term, it could be the means used to establish the pilot

program. Another alternative would be to apply for a grant (from the Federal Government, a private university or private industry foundation, etc.) to cover cost of a pilot program.

5. When these steps have been approved, move to the transition management plan.

C. TRANSITION MANAGEMENT

1. Critical Mass and Commitment Plan

Successful transition from the present way of selecting first level supervisors to the selection method of the future (expansion to include Sergeants Academy) requires the cooperation of four separate entities. Each will be examined separately.

a. Departmental Leadership - this group must be committed to making change happen. If there is not a clear vision of desired objective from this level, the remainder of the Department will not see this proposed change as being important. The Chief Executive (Chief of Police, Sheriff, Director, etc.) is the critical mass in this element and must be committed to "making change happen". The improvement of the selection process, and therefore the improvement of the entire department, must remain as a primary goal.

b. Employee Associations - At the present time, employee associations may view any attempt to change the process as an attack

on their members (officers who are or will be candidates for promotion). If that perception is allowed to form, the Association would use their influence, both within the organization and with outside elements, to attempt to block any proposed change.

The employee association must be moved from the "block change" category to either "let change happen" or "help change happen". To accomplish this move, as discussed in both strategic and implementation planning steps, the association should be made a part of the planning group formed to prepare the proposal for change. (Involvement generates commitment, etc. etc.) Educational efforts should have pointed out to the association leaders that their members would benefit (provide a better qualified supervisor who was more sensitive to employee needs, more knowledgeable in policy, etc., etc.) from this change. From an idealist viewpoint, this benefit alone should have convinced the leadership not to oppose the change.

If this approach was not entirely successful, departmental leadership could offer a bargaining chip. i.e., "change position on this issue and get a desired benefit elsewhere".

Depending on the organization, the critical mass in this element may be either the elected leader, a majority of the Board of Directors, or the Executive Director in cases involving large associations with paid staff.

- c. Personnel Administrator It is anticipated this element will fall into the "let change happen" or "help change happen" category. Any change in the selection process that would provide better qualified personnel at any level, if not discriminatory, should receive the support of this element. Depending on the entity involved, the critical mass could be an individual (Personnel manager, city manager) or a group (Civil Service Commission, Board of Supervisors, City Council), which would determine the methods used to gain approval.

d. Finance Administrator In most instances, this element will probably be the hardest to move from the "block change" category. Simply put, improvements in the selection process do not readily lend themselves to a dollar value cost benefit. In this age of fiscal constraints (Post Proposition 13) innovative approaches are likely to have more success. As discussed in the implementation plan, solicit funding approval to implement the change as a pilot project, or to divert funds from within the department budget.

As with the personnel administrator, depending on the entity involved, the critical mass could be either an individual or a group. This element must be moved out of the "block change" category.

COMMITMENT PLANNING

- WHAT DO YOU NEED FROM THE 'CRITICAL MASS'?
- WHERE DOES 'CRITICAL MASS' (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

TYPE OF COMMITMENT

Actors in Critical Mass	TYPE OF COMMITMENT			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Leader/Upper Management				NOW/FUTURE
Employee Associations	NOW	FUTURE	OR FUTURE	
Personnel Administrator		NOW/FUTURE	OR NOW/FUTURE	
Finance Administrator	NOW	FUTURE	OR FUTURE	

2. Management Structure

I would recommend a "Project Manager" be appointed by the Department head to manage the transition from the present to the desired future state. This project manager should be that member of the upper management staff (depending on the organization) who has responsibility for personnel functions (selection, hiring, promotions) within the Department. I believe this to be the most appropriate management structure for several reasons. The proposed change will not require a full time project manager, so this additional responsibility should not appreciably detract from other duties. However, the manager must convey the departments strong commitment to this change. It is important that the desired objective, and the methods to achieve that objective, are communicated accurately to all involved. Finally, by having one person in charge, control of the process remains constant and necessary resources can be allocated.

3. Intervention Technologies

I believe the primary need is for educational activities to occur with all the involved groups. This educational process should concentrate on the intent of the proposed change (improvement of the selection process for first level supervisors) and the benefits to be realized (better qualified supervisors at all levels because of upward progression, better working conditions for employees, a department better prepared to deal with the future). Depending on the elements involved, either internal or external, specific examples could be given to highlight this potential. The next intervention technology would be to mobilize those internal elements, leadership and employee association, to confront the external elements, personnel and finance, with the need for change and high probability of success for the project.

FOOTNOTES

1. Hewson, Vic; Long, Steve; Burns, David, "Sergeant's Job Simulation Exercise: A Pre-Promotional Tool for the New Zealand Police" The Police Chief, October 1983, p.22
2. Mainz, D. W., "Selecting Supervisors" Law and Order, May 1985 p.27
3. Ibid. p.28
4. Ibid. p.28
5. Ibid. p. 30
6. Levesque, Joseph D. "Selecting Competent Managers", The Sacramento Bee, October 15, 1984.
7. Toffler, Alvin "Future Shock" 1970 p. 372
8. Howard, Robert "Brave New Workplace" 1985
9. Pascarella, Perry "The New Achievers" 1984
10. McConnell, Charles R. "Employee Training: The Shape of Things to Come" The Health Care Supervisor April 1984 p. 30
11. Connors, Terry "Two Supervisors Out: One Manager In. Here's Why" Personnel Journal August 1986 p.54
12. Slavenski, Lynn, "Matching People to the Job" Training and Development Journal, August 1986 p.54
13. McConnell, Charles R. "Employee Training: The Shape of Things to Come" The Health Care Supervisor April 1984 p. 36
14. Ibid. p. 36
15. Bittel, Lester R.; Ramsey, Jackson E., "Misfit Supervisors: Bad Apples in the Managerial Barrel" Management Review, February 1983. p.132

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