

142911

**The Impact of
Fact Finding Committees on**

Internal Police Management

in Los Angeles County
Law Enforcement By the Year 2001

142911

**U.S. Department of Justice
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***The Times and Struggles
of the Fictitious
Hollydale Police Department***

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15-0308

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).

PROLOGUE

It is relatively easy for all of us to focus on one event and fail to see it or other things within the context of time. We are seemingly locked into one small point of history and unable or unwilling to see how it may relate to the past and the future. The chosen motto of Command College Class 15 is, "Storming the Future." It was adopted as much for the appreciation of the events and challenges that lay ahead of us as for Operation Desert Storm, the short lived war in the Middle East. Much as Operation Desert Storm reflected America's commitment to freedom, Command College is reflective of California law enforcement's commitment to protecting and serving our communities for the future. This research is intended to use the past as a reference point, consider some trends currently taking place in the environment and focus on our future commitment to the public and to the profession we serve.

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INTRODUCTION

On March 3, 1991, Rodney Glenn King, a 25 year old African-American, was pursued by police officers into the Lake View Terrace area of Los Angeles. Once King's vehicle stopped, he and his friends were ordered out of the vehicle for the expressed purpose of search, investigation and detention. Unlike his passengers, King failed to comply with directions being given to him and was, according to the officers, acting bizarre, as if under the influence of drugs.¹ An altercation involving King, a police sergeant and three officers ensued. King was shot twice with a TASER, an electronic stun device, and struck numerous times with police batons. A portion of this altercation was captured on videotape by a plumber who was testing a newly purchased camera. The videotape became the focus of news stories for weeks and months after the incident. Not only was the Los Angeles Police Department and the California Highway Patrol the focus of media interest on the issues of brutality and use of force, but this interest extended to every law enforcement agency in the country. Soon there were demands for review of police practices and procedures in many communities across America. Other cases of alleged police abuse were suddenly the focus of attention as well.²

On April 1, 1991, Los Angeles Mayor Tom Bradley announced the formation of a special commission to launch a thorough investigation into the structure and operation of the Los Angeles Police Department. This commission was soon known as the Christopher Commission, named after its chairman, Warren Christopher.

As a result of the Rodney King incident and public attention on law enforcement, the Los Angeles County Sheriff's Department began to look into its own procedures with an eye to improving its operations. In August 1991, largely in response to the formation of the Christopher Commission and the focus on law enforcement practices, the Sheriff reported that improvements over command and control for his agencies would cost an additional \$3 million.³ The County Board of Supervisors accepted the Sheriff's recommendations, but insisted that a special committee be created to look into the operation of his department.

This committee became known as the Kolts Commission, named after its chairman, retired Superior Court Judge James G. Kolts. On July 20, 1992, the Kolts Commission announced findings which were similar to those of the Christopher Commission. ⁴

Other state agencies also began to look into police operations, including the California Senate Judiciary Committee and a new Senate Committee on Law Enforcement. This was certainly not a new phenomenon. In the 1960's numerous reports were prepared on the practice of law enforcement. They included everything from the specific, like the 1965 Governor's Commission on the Los Angeles Riots, more commonly known as the McCone Commission, after its Chairman John A. McCone, to the federal work entitled, "The Challenge of Crime in A Free Society," completed by President Johnson's Commission. Certainly, the sixties were not the only period of focus for law enforcement, in 1971, a commission in New York, known as the Knapp Commission, looked into the operation of the New York Police Department. In 1976, The Executive Committee of the International Association of Chiefs of Police produced a work entitled The Police Chief Executive Report which described the keys to successfully administering a police agency. While all of these works have resulted in the study of law enforcement, and arguably have resulted in some improvements, what will be the impact of these most recent committees on municipal law enforcement? Given the possibility of change as a result of the recommendations of these fact-finding committees, how will this change impact law enforcement and how can police managers successfully make the transition to the recommended organizational setting? These were some of the questions which prompted this study. The questions were not just posed by the author, but by others in and out of law enforcement. Everyone appears to recognize the need for law enforcement in a free society, but few are willing to discuss how to manage a police organization in a continually changing environment, filled with a multitude of expectations and conditions which reside outside the sphere of responsibility of law enforcement. It makes the process of managing the thin blue line even more challenging. Given the difficulties associated with managing a police agency, it can become even more difficult when the agency is confronted with a serious crisis and when outside forces are making demands for

change, not all of which is positive nor productive. It is that management challenge which is the focus of this study. While this study is limited to the fictional City of Hollydale and the internal management issues associated with the research question, it is easy to see how the study has application to a much wider scope. Necessarily, this work had to be contained and focused which is why it is only devoted to internal issues associated with overall management of the police department.

DEFINING THE FUTURE

This research report forms the core of a futures study. The design and purpose of this study involves a look at the past, a scanning of today's environment, gaining the input of others and viewing future tomorrows. This is not a prediction of the future because no one can accurately foretell what future lies ahead. One accurate observation of the future is that it will be different than today, just as today is different than yesterday. By looking at possible future events, we can begin to plan for tomorrow. This approach to the planning process involves forecasting possible scenarios which may impact the issue being studied. By studying possible futures, decisions can be put in place today which may assist and better prepare us for the desired or projected future.

IDENTIFICATION OF ISSUE AND SUB-ISSUES

The issue and the sub-issues forming this research were identified as a result of a scanning process which included the following: A search of information collected in a futures file, a review of literature, a survey of issues, and personal interviews with staff and other professionals. This process provided information discussed in the Introduction section of this research report and referenced throughout its content. This scanning produced more than 400 articles on the King incident alone and more than 250 on issues related to the police image. Additionally, two surveys were reviewed in conjunction with an interview of the Commanding Officer of the Personnel and Training Bureau of the Los Angeles Police Department. One survey related to the use of force policy in arrest situations and the other involved employee perceptions of job satisfaction (morale).⁵

As a result of this process and the general public interest given to officer conduct and, in a broader context, the relationship of the police and the community, this study was undertaken. The primary focus of this research is on the following question: **What will be the impact of fact finding committees on the internal management of large municipal law enforcement agencies in Los Angeles County by 2001?** Because the issue is very large and covers several other issues, the research study is further defined by studying the following sub-issues:

- What role fact-finding committees have on the trust and confidence of officers in their ability to effectively carry out mandated responsibilities?
- What will be the impact of the fact-finding committees on the administrative practices of police agencies, like training, promotion, discipline and assignment?
- What will be the impact of these committees on the police sub-cultural values like integrity and trustworthiness?
- What will be the impact of these committees on the communities being served?

The central issue and the sub-issues are graphically represented in a Futures Wheel on the following page (Figure 1). The intent of the graph is to visually display some of the components of this issue.

IDENTIFICATION OF SIGNIFICANT TRENDS AND EVENTS

As a part of this research, a Nominal Group Technique (NGT) panel, comprised of seven members and this researcher, was assembled. The panel included two police managers commanding district stations for the Los Angeles Police Department, a journalist for a local newspaper, a senior investigator for the Office of the District Attorney of Los Angeles County, the Director of Security for Paramount Studios and two staff level supervisors from the Los Angeles Police Department (see Appendix A for members). This panel developed a candidate list of 27 events and 25 trends (see Appendix B for complete list). Those events receiving the greatest attention included; A civil disorder or riot in Los Angeles, Chief or Sheriff in Los Angeles retires, consolidation of city and county services, state economic conditions deteriorate causing elimination of some services, Immigration and Naturalization Service adopts a strict policy on undocumented aliens, a second police abuse case is videotaped, tenure of large municipal police chiefs is limited to two four year terms, the state adopts the findings of independent committees and adds POST review, police officers in the Rodney King case are found not guilty, and the state adopts a use of force policy. Those trends receiving the greatest attention included; Political involvement and scrutiny of the police, media attention on police operations, public involvement in police operations, concern about personal safety and security, isolation of various ethnic groups, conflicts between ethnic groups, questions of confidence in public institutions providing service, continuation of population trend, concern about individual standard of living and concern about hiring qualified personnel. The panel ultimately distilled the candidate list down to six events and six trends which it believed bear significantly on the issue. A review of those trends and events through the use of the scanning process determined that they were relevant to the study issue.

IDENTIFICATION AND DEFINITION OF TRENDS

TREND 1. POLITICAL INVOLVEMENT AND SCRUTINY OF POLICE OPERATIONS

This trend recognizes the degree and involvement of the public in police operations. It also recognizes the legal and legitimate responsibility political leaders have in shaping the police role and in providing guidance on policy issues.

TREND 2. MEDIA ATTENTION ON POLICE OPERATIONS

This is defined as the level of media attention and influence on the daily operations of the police, everything from simple field operations to the deployment of resources.

TREND 3. PUBLIC INVOLVEMENT IN POLICE SERVICES IN LOS ANGELES COUNTY

This trend has as its focus the ability of the public to receive police services consistent with its expectation of service. It considers and involves a greater review of police activities by the public

TREND 4. PUBLIC'S CONCERN ABOUT PERSONAL SAFETY AND SECURITY

This trend involves the personal side of the environment people live in and the fear of crime. Restrictions placed upon the police through implementation of the committee recommendations may result in officers becoming afraid to act, or not confident of when to act, which may spark an increased criminal activity. This may be viewed as a downward spiral, where one activity creates another and another.

TREND 5. ISOLATION OF VARIOUS ETHNIC AND CULTURAL GROUPS FROM THE MAINSTREAM

This is defined as a concern various groups have about the police and about cultural differences. This concern may cause some groups to be less open to fully integrating into society as a whole. These concerns are sparked by a sense of distrust and some of it by past cultural experience.

TREND 6. PUBLIC DEMAND FOR POLICE ACCOUNTABILITY

The level of accountability is tied to public disclosure to acts of misconduct. The demands for accountability may be represented in a variety of ways which may spill over into other trends.

After the NGT panel identified trends and events, a forecasting panel was assembled (see Appendix C for forecast description). The panel (see Appendix A for membership) was instructed on how to participate in this process. The forecasting instrument was distributed and instructions on its completion were given. The panel used a ratio scale to forecast the trends. Today's value was equal to 100. An estimate equal to today would be 100, a value less than today's would be less than 100, and a value greater than today's would be more than 100. The forecast included past estimates (five years ago) and nominal and normative future estimates (five and ten years in the future). The nominal or "Exploratory" future has to do with how the panel member believes the future will be and the normative future is how it should be. Each panel member was asked to make the forecast based upon their own opinion of the probability of the outcome. The responses were examined and the median values extracted.

Table 1 depicts the results of the panel's trend forecast in terms of median values. A graphical representation of the trend levels is included with each trend discussion.

TREND EVALUATION RANGES

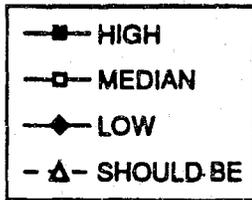
TABLE 1

TREND #	TREND STATEMENT	LEVEL OF THE TREND* (TODAY = 100)			
		FIVE YEARS AGO	TODAY	FIVE YEARS FROM NOW	TEN YEARS FROM NOW
1.	POLITICAL INVOLVEMENT	65	100	120/70	100/70
2.	MEDIA ATTENTION/INFLUENCE	65	100	120/50	100/50
3.	PUBLIC INVOLVEMENT	40	100	90/120	80/80
4.	CONCERN FOR SAFETY	80	100	110/100	100/100
5.	CULTURAL ISOLATION	100	100	100/70	120/80
6.	ACCOUNTABILITY	50	100	100/100	100/100
				WILL BE/SHOULD BE	

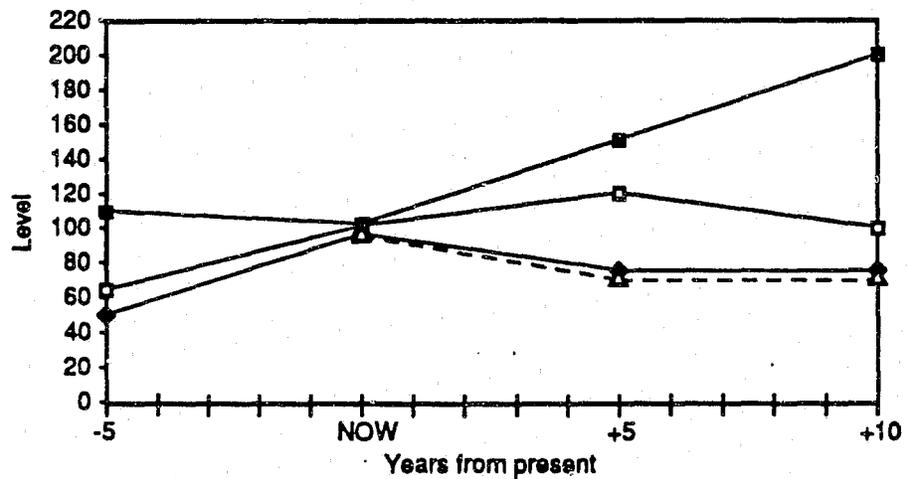
Panel Median N=7

TREND DISCUSSION

TREND 1 POLITICAL INVOLVEMENT OF POLICE OPERATIONS

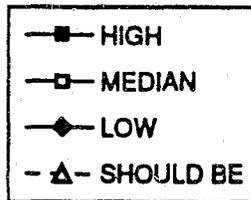


* FORECAST PANEL
N=7

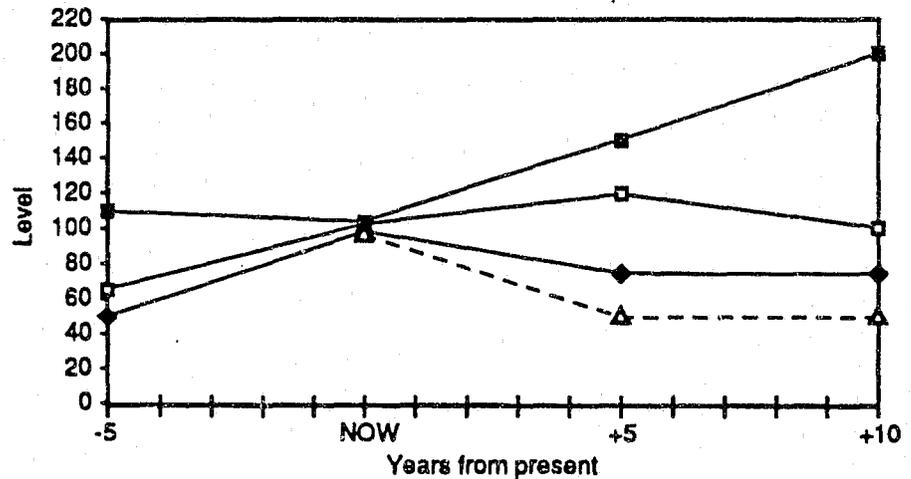


The panel's normative forecast saw an increase in political involvement in the future, and believed there might be a slight decrease in media and public involvement. The panel also reaches a consensus on what the level of involvement and scrutiny "should be." The panel believed the current level of political and media involvement was too great and that it would likely continue to increase. The consensus of the group was that there will be greater political influence and involvement in police operations which may create tension with the notion of political neutrality in professional policing operations. There was, however, a significant spread in the panel's numerical ranges at the ten year level from a low of 80 to a high of 200. The differences of opinion were based upon viewing the political response as temporary or a signal of long term involvement. It may also signal a greater trend in accountability for police executives during the next decade.

**TREND 2
MEDIA ATTENTION
ON POLICE
OPERATIONS**



* FORECAST PANEL
N=7



The panel believed the trend for more media involvement in police operations was clearly established. There was a great deal of discussion about the Rodney King incident and about television shows such as "Top Cop," "Rescue 911," "Cops" and numerous detective shows. It was also noted that many television specials and movies focus on solving criminal cases or creating doubt about the investigation of past "high profile" cases. It is almost as if there is more media interest in being an investigator or solver of a mystery than there is in being a reporter of fact. The real question of the media's impact on the police has received little study, but it should be of significant concern because of the degree of power and influence the media wields. The aspects of the issue that are particularly problematic are: (1) the media's influence in developing perceptions of police work and police responsibility, (2) the impact those perceptions have on the prospects for change in the police organization and the community, and (3) the media's focus on reactive police theory as opposed with finding its role in education and prevention. This may point up a political aspect of the media role in society heretofore not prompting public discussion. The role of the police and the media, in terms of a professional, working relationship, must be clearly defined. The media has a great deal of power and influence. As was the case with political involvement with police opera-

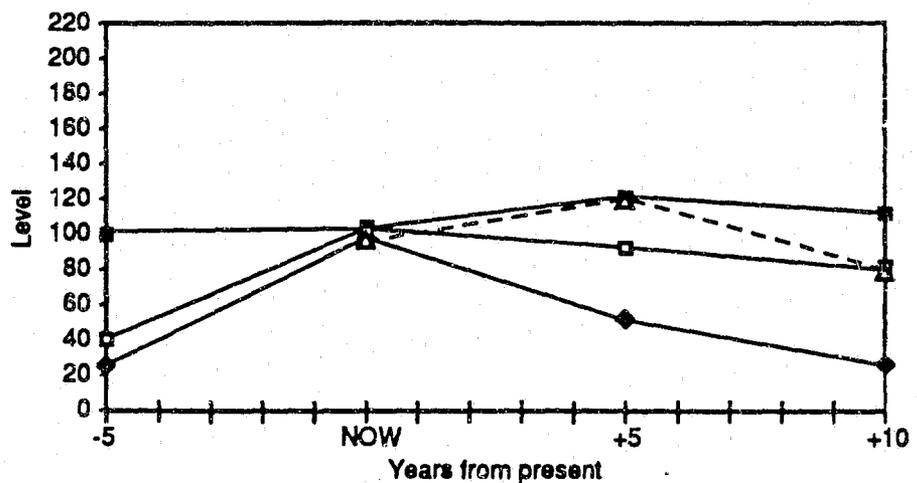
tions, the panel had a significant spread in numerical ranges. This was primarily due to perceptions of the media's focus being long term or short term, hence the difference in high and low ranges.

It was noted that many news shows have taken on the aura of so-called tabloid or expose' journalism rather than the traditional "just the facts" or "hard news" approach. It was the panel's belief that while there is a need for the media to be involved in reporting and observing police operations, it can be overly critical in the practice of judgmental scrutiny for the sake of entertaining an audience or gaining approval ratings. While this was not viewed as a near term issue, it was a concern for the future.

**TREND 3
PUBLIC
INVOLVEMENT
IN POLICE
OPERATIONS**

■ HIGH
 □ MEDIAN
 ◆ LOW
 -▲- SHOULD BE

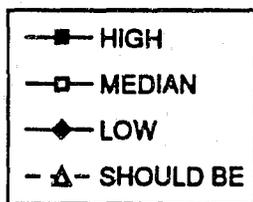
* FORECAST PANEL
N=7



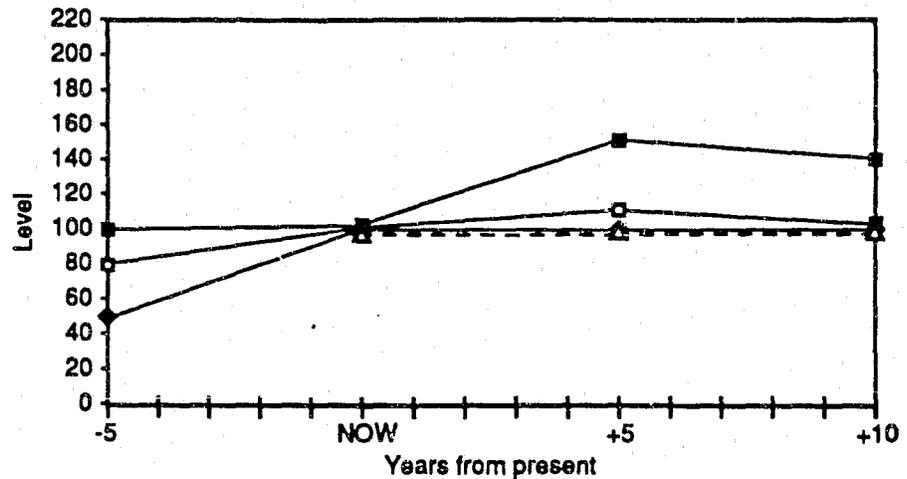
The panel members observed the same increased involvement by the public in day-to-day police operations. One panel member initiated a discussion of community based policing,⁶ which tends to have the officers on the beat get more involved in activities which heretofore were not viewed as part of the policing role. This creates an interesting conflict in that there is a desire for greater public involvement, but a concern about the involvement becoming a dictate on the day-to-day activities. Indeed, the notion of community based policing is nothing more than an extension of an old concept of each community member accepting respon-

sibility for the security of the community as a whole. This is, of course, one of the founding principles behind neighborhood watch. The police and community leadership need to work together to decide what the level of involvement should be, what training is needed and what the community's expectations of their police department are now and will be in the future. It is simply a relationship issue needing to be managed.

**TREND 4
CONCERN FOR
PERSONAL SAFETY
AND SECURITY**

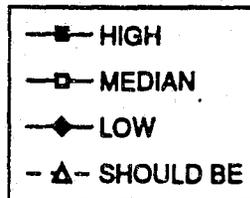


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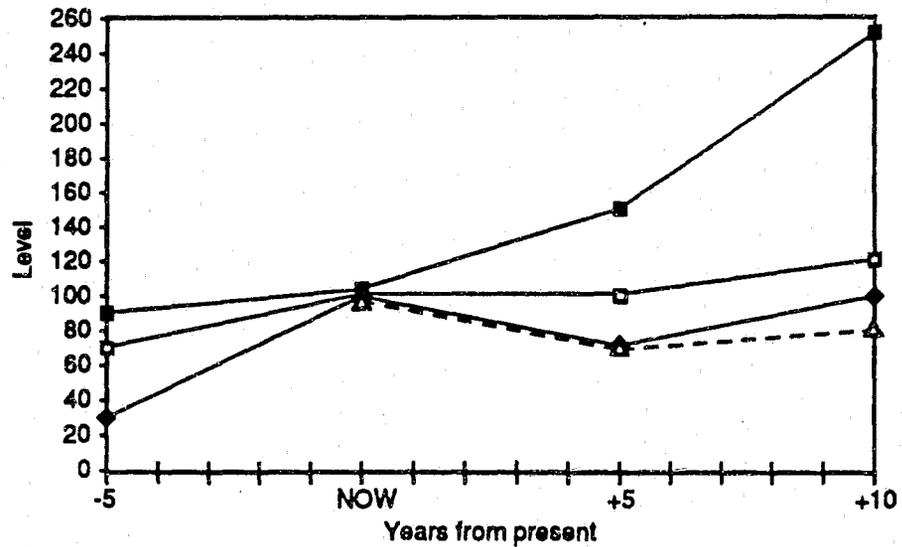


Increases in crime during this decade, greater media and political depictions of violence on our streets, and increasing demands for service, generated considerable discussion about public safety and security as a result of the mandates of various committees. It was the panel's belief that when the future of law enforcement is shaped by those not involved in the delivery of services, the quality and reasonableness of decisions fail. Such failure can result in less efficiency and a poorer use of resources. This can have a negative impact on officer morale as well.⁷ The ultimate outcome translates into a lack of confidence in the police to provide services and an anxiety for personal safety and security generated by real and perceived threats. The vital role played by the chief executive in developing strategies will be discussed later. The panel believed the public should not feel more threatened. The "should be" and "will be" medians were closely aligned on this issue.

**TREND 5
ISOLATION OF
VARIOUS ETHNIC
GROUPS**



* FORECAST PANEL
N=7

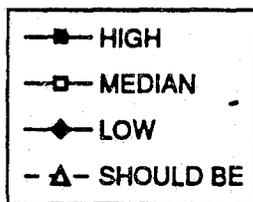


The panel believed that there is a substantial growth in various ethnic and cultural groups. This belief is supported by data published by the Kiplinger California Letter, 1991, the Wells Fargo Report, 1988, Los Angeles Today and Tomorrow,⁸ a report of the Los Angeles 2000 Committee and information obtained through scanning the POST Futures File.

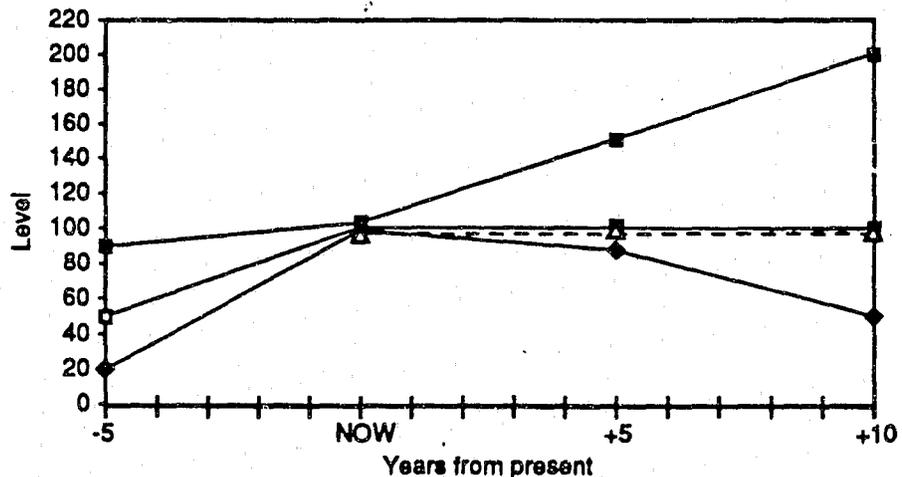
It was the concern of the panel that negative publicity generated on actual and alleged police misconduct may adversely impact cultural groups making them less inclined to trust the police, and perhaps government as a whole. Some of these groups located in the United States to avoid abuses in their home country. The fear of such abuse here, may tend to make them become more isolated from the broader society. Such isolation may increase cultural conflicts and increase criminal opportunities to prey on these groups. It was not just the recent case of Korean grocer Soo Da Ju, convicted of shooting to death sixteen year old Latasha Harlins on March 16, 1991, in Los Angeles, that brought this issue into focus. A scanning of the environment produces images of hate crimes, swastikas on buildings, firebombing of businesses and cultural clashes in schools. The apparent focus is on differences between people and it is these differences, rather than commonalities, which come to be the root of conflict. This has been clearly pointed out by Shelby Steele, author of The Content of Our Character.⁹ The politics of difference is the politics of today. The panel

believed that isolationism created difficulty in shaping values and expectations in a broader community context. It was noted that some ethnic groups have their own values which are strengthened by their own churches, schools and social functions. There was discussion of one value system preference over another, but the larger concern was for understanding this diversity and reducing cultural isolationism which may generate distrust and an "us" and "them" attitude among groups. It is an issue which was addressed in the October 1992 issue of Atlantic Monthly in an article by Jack Miles entitled Black Vs. Brown. This is an issue for both the internal and external parts of police management. It is an issue tearing at the fabric of society. The concern is best expressed by the panel's consensus on this issue. The panel produced some dissensus about the year 2001.

**TREND 6
DEMAND FOR
ACCOUNTABILITY**



• FORECAST PANEL
N=7



The trend of greater police accountability because of these various committees was seen as an extension of some of the other trends as well. Unanimous agreement on this trend is reflected. The "will be" and "should be" values were very close. The low and high numeric ranges were spread from a low of 60 to a high of 200, however. The differences related to perceptions of how significant this issue will be in the future. One panel member saw the condition as temporary. The panel believed this is a significant issue for contemporary police managers because it forms a critical part of their environment and may be related to other trends and events. None of the panel members believed that greater accountability was needed, but it may be foisted up on future managers without being quantitatively defined.

TREND ANALYSIS

There was a great deal of consensus on the first three trends. The panel believed there would be greater public, media and political involvement in police operations. This is an issue of the police department's relationship with various constituencies. The panel believed the demonstration of involvement may be prompted by the need for reform, or by distrust or by some curiosity of what the police actually do and how this relates to public expectation. It was believed this interest would continue for five years out and then decline slightly, but not retracting to a point where it was five years ago. There was little attention given to increased concern about individual views of public safety and security. The panel members believed this would remain a high priority among individuals.

The greatest dissensus was with the trend of isolation of various ethnic groups. While the panel recognized the changing ethnic makeup of the city, some members saw it as a trend which would decline as an issue as time and diversity continued. Others saw an increase in hostility and ethnic conflicts which would insure a division and isolationism.

It is clear from environmental scanning that the amount and degree of political, media and public involvement with police operations is something which may impact daily operational decisions. The degree of involvement can be such that expectations and roles become confused, resulting in service dysfunction. Four of the trends selected for forecasting were driven by the notion of defining the police mission and insuring oversight (Trends 1, 2, 3, and 6). These are largely internal management concerns because they can influence the quality and level of service provided. The remaining trends were external and environmental in nature. It was the general consensus of the panel that the winds of change were blowing both environmentally and organizationally. It was believed old solutions would not fit today's perceived problems. Police managers and executives must be mindful of these trends and their implications on the future.

IDENTIFICATION AND DEFINITION OF EVENTS

EVENT 1. EROSION OF PUBLIC TRUST RESULTS IN ANOTHER CIVIL DISORDER OR RIOT IN LOS ANGELES COUNTY

It should be noted this was forecast more than six months in advance of the April 29, 1992 Los Angeles riots. It was the panel's belief that this may be a decade of such disorders and that the April 1992 disturbance was just one such event.

The event is a major civil disorder, with widespread disturbances and attacks on property and individuals in the magnitude of our experiences in the 1960's or even greater. This event is seen as a result of eroding public order.

EVENT 2. TENURE OF LARGE MUNICIPAL POLICE AGENCY CHIEF IS LIMITED TO TWO FOUR YEAR TERMS

This event would mean that the limited term for elected officials is expanded to include law enforcement officials. Proposition F in Los Angeles was just one example. Police agency heads would be treated in the same manner as other political leaders at the state level.

EVENT 3. A SECOND POLICE ABUSE CASE IS RECORDED ON VIDEOTAPE RESULTING IN GREATER COMMITTEE INFLUENCE

This event is defined as the possibility of another incident similar to the Rodney King incident in Lake View Terrace. The panel believed it would prompt more investigations into police practices resulting in more controls and greater political oversight.

EVENT 4. STATE ADOPTS RECOMMENDATIONS OF INDEPENDENT COMMITTEES

This event implies that POST or some other state agency would be mandated to provide oversight into police practices throughout the state. This responsibility would include not only licensing standards, but inspections and a certification system.

EVENT 5. STATE ECONOMIC CONDITIONS DETERIORATE, RESULTING IN REVENUE LOSS FOR CITY SERVICES

This event assumes a major financial crisis for state government which will inhibit the state from sharing revenue with local governments and which will result in service curtailment and significant service cuts. This event could impact other events and hasten other trends.

EVENT 6. THE POLICE OFFICERS PROSECUTED IN THE RODNEY KING BEATING ARE FOUND NOT GUILTY

This event is clearly stated and addresses the outcome of a criminal trial which bears directly on some of the committees which have been assembled to look at police training and operations. As was the case with Event 1, this event was identified six months before it occurred. As a result of it having occurred and not being repeated, it is not being considered in the analysis.

EVENT FORECASTING

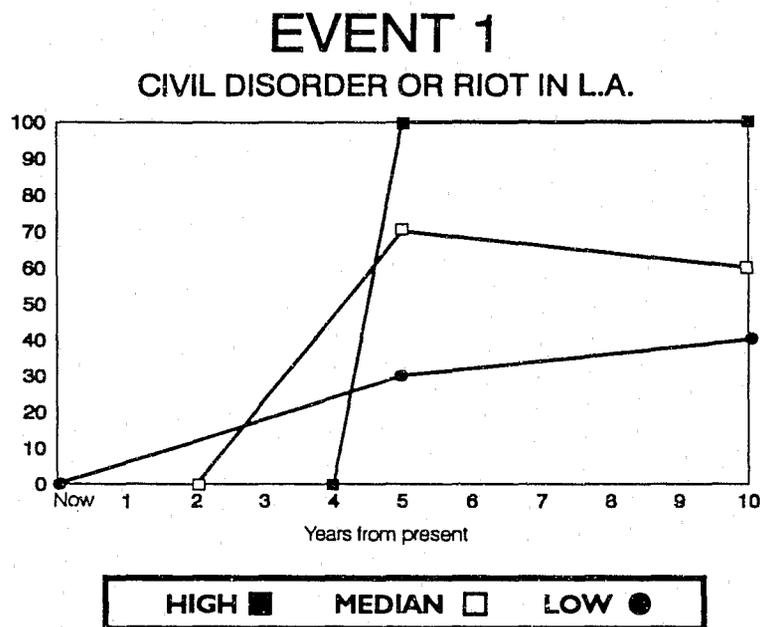
For event forecasting, the panel was asked to look at the event in terms of five years from now and ten years from now. Panel members were also asked to include in their probability estimates the number of years until the probability of the event exceeds zero. The probability scale used for this measurement was zero (the event will probably not happen) to 100 (the event will probably happen). Additionally, the panel was asked to rate both the positive and negative consequences of the event on a zero-to-ten scale. Table 2 depicts the median values of the panel's forecast on each event. A graphical depiction of the forecast is included with each event discussion.

EVENT EVALUATION RANGES

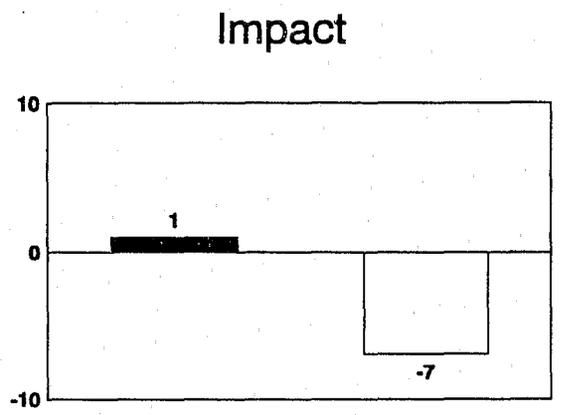
TABLE 2

EVENT #	EVENT STATEMENT	*YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY FIVE YEARS FROM NOW (0-100)	PROBABILITY TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
1.	CIVIL DISORDER / RIOT	2	70	70	1	7
2.	TENURE A CHIEF	1	85	85	5	0
3.	SECOND RODNEY KING	3	50	50	2	8
4.	RECOMMENDATIONS ADOPTED	3	60	60	6	3
5.	ECONOMY DETERIORATES	3	50	50	1	8

Panel Mediums Used: Panel: N=7



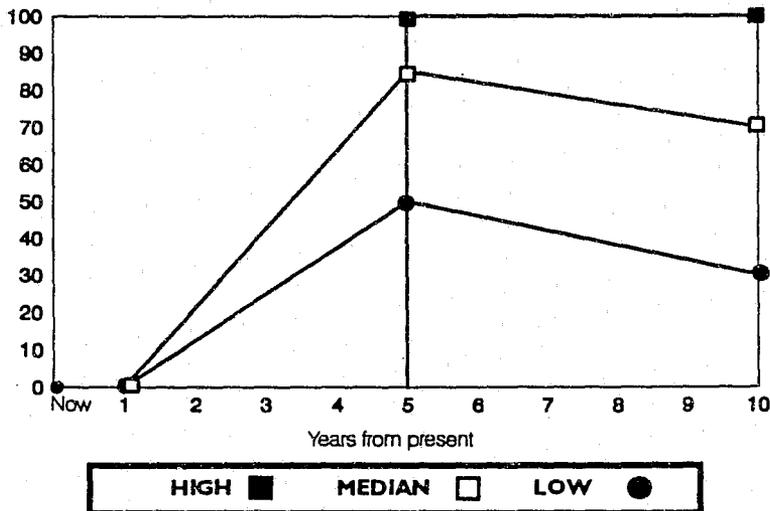
*FORCAST PANEL N=7



Event 1 is significant in several ways. A major civil disorder or riot can impact a community and police resources like few other events. Unlike a natural disaster, where people are united and work together, a civil disorder can create barriers between people that are difficult to remove and may be lasting. The rebuilding of a community after civil disorder is much more difficult than restoring structures. It involves a restoration of values and trust. The panel believed such an event was likely in two years. The panel believed there was a 70 percent chance of another such a disorder in five years and 60 percent chance in ten years. The panel concluded that such an event would produce greater negative than positive results. On the negative side, it saw social disruption and destruction associated with such a disturbance. On the positive side, the panel believed such a disorder would be beneficial to the budgetary needs of the criminal justice system and that it would make public safety and security a priority issue. There was a significant difference between the high and low ranges of the forecast. Those in the low range believed there was little likelihood of civil disorder, while the upper range was closer to the median.

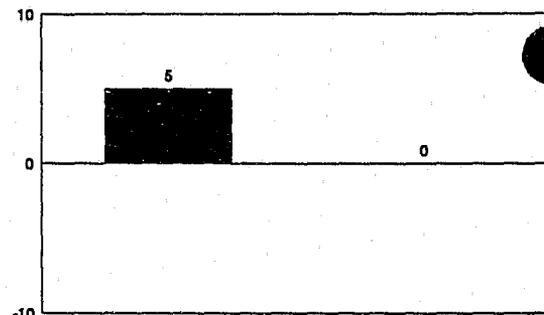
EVENT 2

LIMITED TENURE OF CHIEF OF POLICE



*FORCAST PANEL N = 7

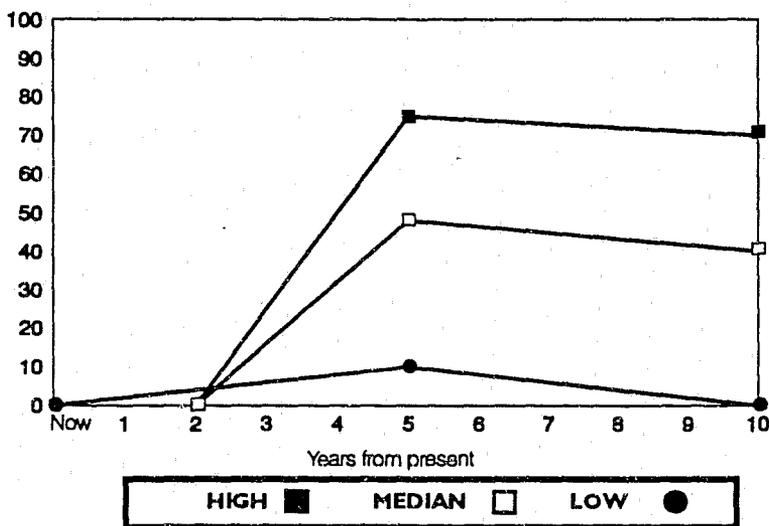
Impact



This event is closely aligned with one of the issues overlapping the trends. It is related to the issue of accountability and the need for a system to insure that the Chief of Police is held accountable for the operation of his department. It was believed that an increased demand for such accountability could be translated into a demand for tenure restrictions on the chief of police. It was believed that such restrictions would be closely tied to the same restrictions currently in place on members of the State Legislature. It was noted that the interest in term limits has prompted ballot initiatives at the state and local levels in California.

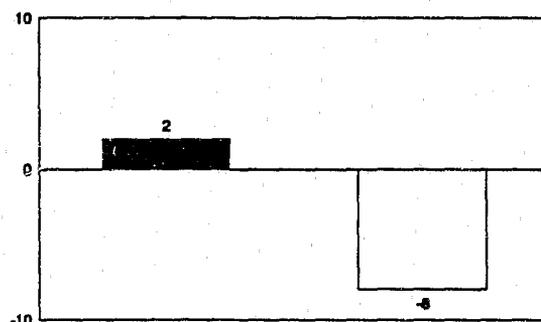
EVENT 3

SECOND POLICE ABUSE CASE ON VIDEOTAPE



*FORCAST PANEL N = 7

Impact

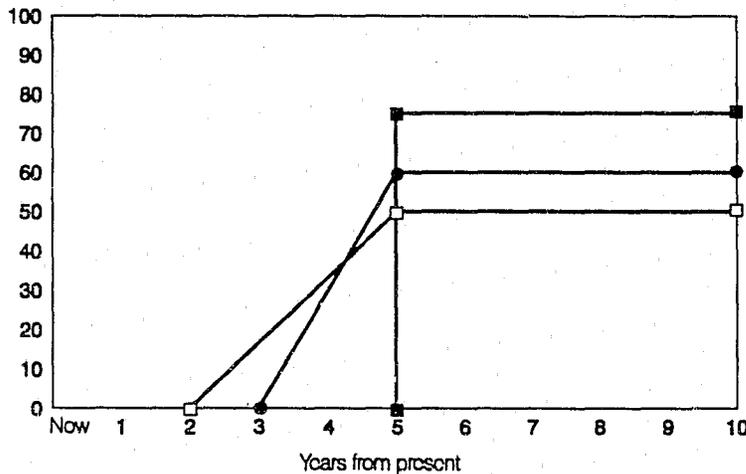


The Rodney King incident brought a great deal of focus on the police, the issue of police brutality and the legal authority to use force. A second Rodney King incident would likely

cause increased concern about the legal authority of the police to use force and it would generate a demand for control of police discretion. This event deals with the likelihood of another such incident. The panel believed that such an event may occur in one year. The panel also believed there was a 50 percent probability of such an event in five years and a 90 percent probability in ten years. The impact was viewed negatively. There was very little difference between the high and low ranges, meaning that there was substantial agreement on the probability of this event occurring in five to ten years.

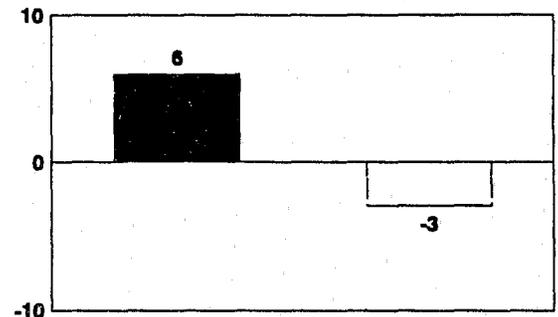
EVENT 4

ADOPTION OF COMMISSION RECOMMENDATIONS



*FORCAST PANEL N = 7

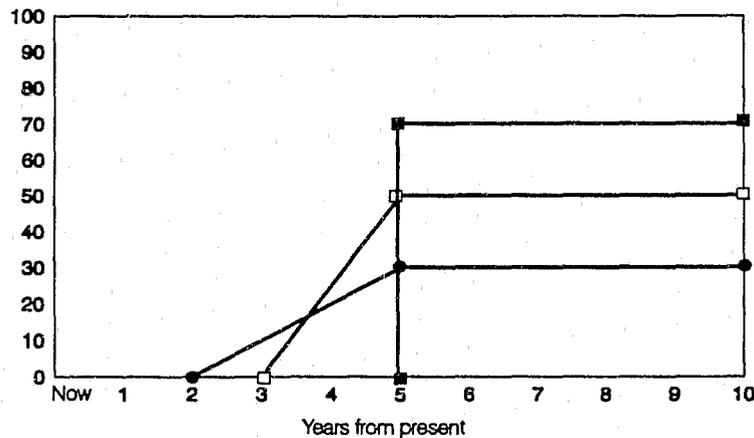
Impact



The panel viewed the likelihood of the state adopting the recommendations of various independent committees to be highly unlikely. There was consensus among the panel members that some recommendations of the committees may become law, but the changes were not viewed as sweeping, nor was it anticipated that a state agency would be designated as the point of oversight for policing state-wide. This was viewed as a significantly negative event. It was believed that the checks and balances in the state legislative system would act as a good balance for such a proposal.

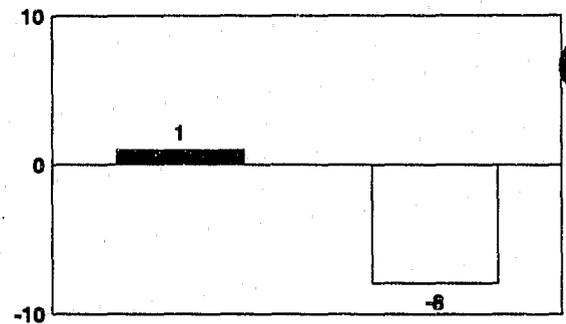
EVENT 5

ECONOMIC CONDITIONS IN STATE DETERIORATE



*FORECAST PANEL N = 7

Impact



The panel expressed concern about the probability of a deteriorating state economy adversely effecting local governments ability to provide services, including policing services. The panel members noted a decline in services during the past ten years and the forecasts of financial experts assessing the coming year. The panel believed this was a likely critical problem within five years. All members were very concerned about what alternatives might be available for funding and providing services. An issue related to this concern was expressed by the Center for Immigration Studies which estimated that refugees entering the United States in calendar year 1990 totaled \$2.2 billion. Immigrants and refugees made up 1.3 of the Medi-Cal cases in 1980 and the California Department of Finance estimates that they will make up 13 percent by the turn of the century. These are service dollars which may have to be shifted from other needs. In Los Angeles County, Medicaid and Aid to Dependent Families with Dependent Children, had risen from approximately \$57.7 million in 1988-89 to \$140.5 million in 1990-91 and could reach \$533 million by the year 2000. This event could negatively impact not only police service levels, but training, equipment and public views of policing. Emphasis may shift to social needs and welfare and away from the legalistic-apprehension model.

The panel in October 1991 had forecast the likelihood of the Rodney King beating trial ending in a not guilty verdict. Although this event was viewed as being of great concern to a variety of constituents, political, ethnic, police, media and others, the probability of its impact at ten years was questioned in the context of value to this research. It was, therefore, not included in the analysis.

EVENT ANALYSIS

The event forecasting carried on with the theme of independent commissions and which events had a high probability of occurring. The three events having the greatest likelihood of occurring were events one through three, although event five was very close. The panel believed there was a great likelihood of a civil disorder because of eroding public trust in the police and greater indications of a degradation of public order as evidenced by graffiti, vagrants, beggars and unkept buildings. It should be noted that this was more than six months before the Los Angeles riots. The panel was questioned after the April 1992 riots and expressed a belief that this entire decade may be a period of unrest. Such views are consistent with the findings of William Tofoya of the Federal Bureau of Investigation who forecast this same issue in his 1986 research on law enforcement.¹⁰ There was consensus by the panel that the unfavorable and publicly naive view of some media, television shows and committee reports may be responsible for the eroding of public confidence in the police.¹¹ The panel also believed that given the nature of police work and the attention given the Rodney King incident by various committees, independent and governmental, there was a high probability of a second police abuse case being captured on videotape and being the object of attention by the media, political forces and the public and indeed, since this research was completed, we have witnessed an incident in Detroit, where a man was beaten to death. The panel also believed that the independent committee's work would result in a demand for limits on the tenure of police chiefs, similar to the limits imposed on state legislators. Again, this event was forecast before Proposition F in Los Angeles appeared on the ballot. The measure passed in Los Angeles in June 1992, and the panel believes it will be repeated elsewhere. The panel opined that police leaders will be seen like political leaders.

Event 5 was of concern to the panel as it had fiscal implications for the city's ability to deliver services. The panel believed this event could also impact other events by continuing the decline of public confidence in government's ability to deliver even the most essential services.

CROSS IMPACT ANALYSIS

After identifying specific trends and events, it became obvious that some impacted others. There was a need to assess these impacts on other events and trends. The purpose of the cross-impact analysis is to assess how each of the six trends and five events would impact other trends and events. This analysis is critical in identifying trends and events which may influence the future. It is also useful in developing future scenarios. During the cross-impact analysis, the impact is recorded as a percentage change (either plus or minus) over the original panel forecast and represents the maximum impact upon the event or trend.

Rather than have this complex process completed by a panel, the process was completed by three persons. This group included a police manager, a police supervisor and the researcher (see appendix for panel members). The police manager had been a member of the NGT panel. The cross-impact was completed by using the following matrix (Table 3). The five events were listed vertically and the six trends and five events were listed horizontally on the matrix. Any percentage change in a box was considered a "hit" on the defined trend or event.

BASIC CROSS-IMPACT EVALUATION MATRIX

IMPACTING EVENT	IMPACTED EVENT					IMPACTED TRENDS						HITS
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	T6	
E1	X	+10 5	+50 3	+5 3	+30 2	+30 .5	+50 .5	+30 .5	+30 .1	+20 1	+10 5	9
E2	+10 1	X	+10 1	+25 5	0 0	+10 2	+10 3	+10 3	+10 .5	0 0	+30 1	8
E3	+30 3	+30 1	X	+40 4	+10 5	+95 .5	+95 .25	+90 1	+30 1	+20 1	+65 1	10
E4	0 0	+25 2	+40 3	X	+10 2	+10 3	+20 2	+5 2	0 0	+15 3	+20 3	8
E5	+35 2	0 0	+5 5	+20 5	X	+50 1	+85 .5	+10 .25	+5 .5	+5 1	+30 1	9
HITS	3	3	4	4	3	5	5	5	5	5	5	X

- E1 CIVIL DISORDER OR RIOT IN LOS ANGELES
- E2 LIMITED TENURE OF CHIEF
- E3 SECOND POLICE ABUSE CASE ON VIDEOTAPE
- E4 ADOPTION OF COMMISSION RECOMMENDATIONS
- E5 DETERIORATING ECONOMIC CONDITIONS IN STATE

- T-1 POLITICAL INVOLVEMENT IN POLICE OPERATIONS
- T-2 MEDIA INVOLVEMENT IN POLICE OPERATIONS
- T-3 PUBLIC INVOLVEMENT IN POLICE OPERATIONS
- T-4 CONCERN FOR PERSONAL SAFETY AND SECURITY
- T-5 ISOLATION OF VARIOUS ETHNIC GROUPS
- T-6 DEMAND FOR ACCOUNTABILITY

IMPACT SCALES / LEGEND
Events on events / trends Percentage change (Maximum or Minimum) reflected as median Percentage (+ or -) / Time to impact
N = 3

Three actor events, or events having the greatest impact on other events or trends, were identified. These actor events should be viewed as the ones having the most significance on policy action. By evaluating how each actor event affected other events and trends, policies can be directed with the objective of making the event more likely or less likely to occur. It should be noted that five trends were close in scoring. The highest scoring number of hits was ten for Event #3. The lowest number of hits was eight for Events #2 and #4.

1. EVENT #3: A SECOND POLICE ABUSE CASE ON VIDEOTAPE (TEN HITS)

This event really involves a replay of the Rodney King incident with a different set of actors and perhaps a different geographical setting. The full scope of the King incident has prompted a number of investigative committees and commissions. This event had an impact on the other four events and all six trends. It would have the greatest impact on all other events and trends. It is expected that the public would be outraged and that the media attention would stimulate various kinds of action. Because of the unfavorable publicity it would be viewed as an opportune time for someone to move ahead with a political agenda to provide greater control over the police. These controls could be translated into state or local standards for agencies, tenure limitations on chiefs and greater circumspection of police officers, which would impact their culture significantly by reducing self-worth and confidence. Some of this sense of reduced self-worth was found in the survey results conducted by the Los Angeles Police Department months after the King incident and previously referenced. A high percentage of officers expressed confusion over their role perceptions and public expectations. Some twenty percent questioned whether they had made the correct career decision. Twenty-three percent indicated less willingness to use force. Some officers indicated that they were going to show less initiative in field activities because of possible negative consequences associated with being proactive. There appeared to be a loss in self-confidence as well as self-worth. A solid training program together with confidence building were panel suggestions.

A second police abuse incident would most assuredly generate more political, media, and public involvement (Trends #1-3) because of the speculative need for more oversight and control over the policing practices. Trend #4 (Concern for Safety and Security) would also be impacted because of a reluctance on the part of officers to get involved in incidents which might result in a physical confrontation or use of force. This reluctance would result in slower response to calls for service and a less proactive response to routine service levels. Trend #5 (Isolation of Ethnic Groups) would also be impacted because of a lack of confidence in the police, especially by those persons coming from cultures where police abuse is commonplace. Likewise, this event would bring about an increased demand for accountability (Trend #6). This event would also result in significant changes in training standards and the relationship between the state and local communities.

2. EVENT #1: CIVIL DISORDER OR RIOT IN LOS ANGELES COUNTY (9 HITS)

This event had nine impacts. It is a significant focus for this study because of the serious implications it holds. It is the expression of disharmony in the community, represented by mild to explosive outrage. It is prompted, in part, by the work of various committees who were well intentioned and desirous of bringing about service improvement, but only fueled the flames of discontent. The degree of the outrage was not measured, but the likelihood was and unfortunately the panel forecasted the probability of this event occurring as 70 percent in ten years.

Some of the potential triggers can be seen in the cross-impact. They include a second Rodney King incident (Event #3) and poor economic conditions in the state (Event #5). One could also be sure that there would be increased public involvement (Trend 3), media attention (Trend #2), and political involvement (Trend #1) in the event of a riot. They might even act as a trigger by focusing in on problems such as the economy. There always has been a great deal of attention paid to civil disorders in the past, even though they brought very little positive result. For example, many of the recommendations of the Mc Cone Commission Report ¹² following the 1965 Watts riot have yet to be implemented. Many of these same

recommendations were made at the national level by President Johnson in 1968.¹³ It is likely that future disturbances would have the same ultimate result.

Internally, training would again be a key to this event. Personnel would have to be trained in managing a civil disorder, riot control duties, tactical operations, command control and command post operations. There should also be emphasis on prevention issues like conflict resolution techniques, human relations and updates on tactics training and legal responsibilities. Officers must also have an understanding of their role in society and how that fits with managerial and public expectations.

Businesses, in particular, are disinclined to funnel capital into an environment ravaged by civil disenchantment. A California Senate Committee looking into the 1992 Los Angeles riot suggested that funds from the State Employee Pension Fund be used to infuse the riot area with financing. Aside from the financial impacts of such a disturbance, however, the panel believed it might also increase the isolation of various ethnic groups (Trend #5). There would also be increased concern for personal safety (Trend #4) and some demand for governmental accountability (Trend #6).

3. EVENT #5: STATE ECONOMY DETERIORATES (9 HITS)

This event also had nine hits. While the impacts on the possibility of civil disorder (Event #1) and a second police abuse case (Event #3) were not great, there was a perception of them impacting this event because of the fiscal relationship. It was also believed that the political, media and public involvement (Trends #1-3) would be impacted and generate greater influence. The least significant trend impacted involved concern for safety and security (#6). The greatest impacted trend was concern for public safety. If state economic conditions deteriorate to the point of disrupting the local economy, cuts imposed on police services and hiring freezes will be imposed. This would require a careful review of current operations and making decisions about critical services. Difficult economic times may increase the likelihood of economic crimes and violence born of frustration. Because California already has a high tax structure and polls indicate public disfavor for further tax increases, there will be increased pressure on what services are truly essential. This may also pose an opportunity to look at funding and service alternatives.

SCENARIOS

The final part of this chapter is devoted to the development of scenarios or possible futures for policy development. Scenarios are based upon the work of the panel's analysis of the trends and events. These are written pictures of what could be the future based upon the information developed at this point in the research. The real purpose of developing these scenarios is to provide a skeleton of what the future may be for purposes of testing policy and developing a strategic plan.

The scenarios are written with three different approaches to the future. Those methods include an Exploratory Scenario, or one that is "surprise free." It follows the "will be" trend in the forecasts and relies upon a continuation of events from the past and they are projected into the future. The Normative Scenario is the "desired" future. It concentrates on the "should be" data and blends it in with some desires or hope for the future. The Hypothetical Scenario is a chaos of the future. It is the assumption of all 30% events happening in the next decade.

The scenarios in this study are based upon the city of Hollydale, a fictional city in Los Angeles County. This is a large, metropolitan city in the county and it has its own city council and police department of more than 200 officers.

EXPLORATORY SCENARIO

"HOLLYDALE POLICE DEPARTMENT COMPLIES WITH COUNCIL REQUEST"

On March 3, 1991, Rodney King was chased by the California Highway Patrol through the streets of Los Angeles. Once he stopped, he was subjected to a beating and arrested. This incident led to numerous commissions and committees studying police policies and procedures. In 1993, the Hollydale City Council unanimously passed a resolution calling for numerous changes in the practices of our police department. After nearly a decade of work, the

police department announced today that it had finally complied with the last of more than one hundred recommendations. Perhaps this will give a boost to police morale which had been fledging for a decade.

One of the reasons for the delay in complying with the council's request was economic. After the riots of 1992 and 1996, and the state's continued inability to assist local government with funding problems, the city found it difficult to support some of the department requests for equipment and specialized training. Additionally, the city was not able to hire additional officers to keep up with the increased demand in calls for service, created by population growth and deteriorating fiscal and infrastructure problems. Cultural problems continued through the mid-nineties, with brief clashes between ethnic groups.

The service demand was mitigated somewhat by a new innovative work priority system initiated by Chief Lester Stromwall. Service improvements have also been achieved by improved relationships between the police and private security firms. These innovations streamlined service and have assisted in reducing some of the isolationism experienced by some of the city's cultural minorities. While tensions have not completely eased in all portions of our community, there have been some improvements noted. Tensions appear to have eased with a greater effort to recruit members from these cultural groups into the ranks of the police department. Additionally, Chief Stromwall's community outreach and ethnic forum meetings have helped improve police relations. This in turn has improved the police image with the press, the public and the political leaders of the city.

While it cannot be said that the relationship between the police and the community is perfect, things have improved since the days of Rodney King and the aftermath of other police abuse cases. The City of Hollydale is much better in 2001 than it was in 1991.

HYPOTHETICAL SCENARIO

"DEPARTMENT STILL DIGGING OUT FROM ASHES OF PAST"

While it has been five years since the City of Hollydale erupted into flames, fueled by a major civil disorder following a highly publicized police abuse case, the police department still has a long way to go. Chief Jerry Bowen, who is the third chief of police in six years, remains committed to making necessary improvements. Shortly after the 1996 riots in the city's culturally diverse mid-town section, a city commission made numerous recommendations for improvement in police practices. The 1996 incident was sparked by the alleged beating of a motorist, not unlike the 1991 beating of Rodney King. Among the commissions recommendations were some involving training and complaint handling. Morale in the city's police department has been low. A recent survey disclosed that officers have little feeling of self-worth and are generally distrustful of everyone, including fellow officers. This poor perception is shared by the public and the political leadership as well.

Most of the commission's recommendations, including training, never became a reality because of changing police management and changing city budget priorities brought about by state economic deterioration. The prospect for future change is not promising. In fact, the city is not in compliance with most state mandated requirements for its police department. While there has been a reduction of cultural discord, the city still has many pockets of cultural isolation. People just don't feel that they are a part of the city and they cannot see what city services do for them. Until public attitude and political priorities are changed, the chances for improvement are bleak. Fiscal conditions have severely effected the city's ability to provide adequate social and essential services. There has been little innovation and a great deal of finger pointing and blaming. The city has lost much of the prestige it once had.

NORMATIVE SCENARIO

"THE BEST IS YET TO COME TO HOLLYDALE AND ITS POLICE"

It is not unusual to find representatives from other police departments, some large and some small, walking around Hollydale's police headquarters today. If you look back just five years to 1996, you would almost have to call it a miracle. In 1996, Hollydale was in riotous flames. Some say the disturbance was the result of the police beating a motorist in the largely minority section of the city; others say it was caused by increased tension among various isolated cultural groups. Whatever the cause, Hollydale was a troubled city.

After the publication of the recommendations of a city fact-finding committee, the city committed to a plan to improve relations in its diverse communities and provide the police department with the equipment and training it needed. Under the strong leadership of Chief Lee Smith, the department has made tremendous strides in improving service delivery, improving relations with its diverse community and with the media. While the department has made all of these improvements in external relationships, there have also been significant improvements internally as well. A recent survey disclosed that officers have a very positive feeling about themselves and the department.

While the chief still complains that the department has too much interference by the press and the politicians, but it may be that this interference has made Hollydale a better department. Several recent public surveys have indicated that the department's image has never been better. Many of the city's political leaders believe the changes are the result of adopting the recommendations of various committees after the Rodney King incident in 1991. Others believe that many new innovations and a new openness of the chief have accounted for the department's success. Whatever the reason, professionally, the department is held in very high esteem. It appears to be a reputation which is well deserved. Recent audits by a police standards panel supported what many in Hollydale already believe-this is a fine department!

POLICY CONSIDERATIONS

The development of a policy will be based upon the normative scenario because it represents the desired future. This scenario was generated by following the "should be" forecast of trends and events as they most significantly impact the issue and sub-issue questions forming this research. Additionally, material generated from a futures file and from discussions with panel members was used to develop these policy considerations.

- 1. It shall be the policy of this department to respect the dignity of every human being, not just those inside the department, but those outside as well. It is important for the department to adopt an attitude of having a servant's heart and approach all of those we meet in our daily lives as being an extension of ourselves. While this may be difficult given the stresses and anxieties associated with our professional endeavors, it is nonetheless a worthwhile pursuit. Our duty represents a very high calling of service and it begins with the recognition of respecting the dignity of others. It is a profession founded on principles and values. Together, we will be developing a mission statement and formalizing the principles and values of our department.***
- 2. It shall be the policy of this department to expose all acts of misconduct wherever they exist. We are involved in the highest level of public services, requiring great personal integrity and a great capacity for human understanding. For that reason, misconduct of any kind cannot and will not be tolerated. It is our obligation to abide by the Code of Ethics of our profession and hold our lives out as an example for others to follow. Our sense of honor and duty must be open to public review and comment. Openness and honesty are the hallmarks of our profession.***
- 3. It shall be the policy of this department to support all efforts at improvement. This includes educational endeavors as well as efforts at improving the quality and delivery of our services. We will be embarking on an intensified process improvement effort. It is believed that greater emphasis on training and service will provide for improved service delivery. Personal and organizational improvement efforts, will be recognized and rewarded.***

The basis for selecting the above policies included the likelihood of them being implemented, the likelihood of them being shared values and receiving internal support and the likelihood of them being accepted by political and community leaders. The first policy requires department management to exhibit some leadership by example. It must "walk the talk" by demon-

strating its belief in the worthiness of those serving the public. Employees are not likely to treat others well if they believe they themselves lack self-worth. This can be accomplished if one sets a course by adopting a philosophy which incorporates the notion that, "You can't ride the train until you've laid down the track."¹⁴ What this means is that you can't dictate rules and policies until you have addressed principles and values.

CROSS-IMPACT POLICY ANALYSIS

The three policy statements were analyzed within the context of all event and trends focused in this research. The trends having the most significant impact on the policy were identified as Trends 1, 2, 3, and 6. The events having the most significant impact were Events 1 and 5. Because of the impacts, all three policies appear to be significant to the research question.

POLICY IMPACT MATRIX

	P-1	P-2	P-3	T-1	T-2	T-3	T-6	E-1	E-5	SUM
P-1	XXX	---	---	+30	+50	+50	+20	+10	---	5
P-2	---	XXX	---	+15	+15	+15	+30	+10	+5	6
P-3	---	---	XXX	+10	+10	+10	+15	+5	+10	5
SUM	---	---	---	3	3	3	3	3	2	XXX

P-1 Stress Principles

P-2 Internal Controls

P-3 Training

T-1 Political Interest

T-2 Media Interest

T-3 Public Interest

T-6 Accountability

E-1 Riot

E-5 State Economy

CHAPTER SUMMARY

This portion of the study has defined the issue and sub-issues which are the focus of this research. Trends and events were identified as they related to the research question. Based upon forecasted trends and events, scenarios were drafted around the question for purposes

of policy development. The scenarios discussed in this phase of the research along with the policy considerations will be relied upon for the next phase of this research, strategic planning. The strategic plan will assist in developing a managed response to the desired future.

STRATEGIC PLAN

CHAPTER INTRODUCTION

This chapter outlines how the structure and anticipations of the future bear on today's decisions. This chapter will explore the trends and events previously identified as the focus of our research question, along with some techniques which help to systematize a planning approach to help us develop a strategic management plan. As a part of this process, a hypothetical scenario for the fictitious city of Hollydale is being used to help with a developing strategy. This Chapter will take us through the internal and external environments, identify stakeholders, and position the plan for implementation.

MISSION STATEMENT

Developing a mission statement is an important first step in the strategic planning process.¹⁵ The mission statement defines the fundamental uniqueness which sets one endeavor apart from another, identifying the scope of the operation and the organization's seat in the marketplace. The statement should be large and bold enough to help satisfy the question of the worthiness of the mission being pursued. It forms the foundation for establishing, priorities, strategies, plans and assignments. It is, clearly an organizational starting point. The following strategic plan is developed for the Hollydale Police Department, a large department in Los Angeles County. The broad purpose of the department is explained in the following "macro" mission statement:

MISSION OF THE HOLLYDALE POLICE DEPARTMENT

It is our mission to provide an environment where the safety and security of all persons is reasonably assured; to secure the public peace and preserve human dignity while carrying out our daily responsibilities. We seek to be responsive to the needs of all people by performing our function in a manner consistent with our legal obligation and the ethics of our profession.

A portion of the mission statement which defines a specific unit, function or activity is a "micro" mission statement. The following is the "micro" mission statement for the issue question of this research:

An organization must be guided by a set of principles and values to assist it in maintaining its responsibility. In addition to values and principles, we are guided by the California Law Enforcement Code of Ethics. We seek to provide service to the public which is above reproach, fair, impartial and honest. Honesty and integrity are the hallmarks of our profession. We are dedicated to relentless improvement and devote ourselves to self-improvement and service betterment.

SITUATIONAL ANALYSIS

A strategic plan must include a thorough analysis of the situation and in this research two techniques were used as assessment processes: A WOTS-UP (weaknesses, opportunities, threats, strengths underlying planning) assessment and a SAST (strategic assumption surfacing technique) assessment. A group of seven individuals was used to conduct the situational analysis (see Appendix E for members).

WOTS-UP ANALYSIS

The WOTS-UP Process involves two assessments. The first is to assess the involved trends and events which were developed during the futures research. The trends and events were assessed as environmental factors to determine how the Hollydale Police Department may properly respond to the strategic issue. The second part of this process involved an assessment of Hollydale's internal strengths and weaknesses. This involved a capability analysis, evaluating various categories within the agency. This was accomplished with the assistance of a panel of five law enforcement personnel.

ENVIRONMENT

Trends and events related to the issue question were identified as a part of futures forecasting research. In developing a strategic plan, those events and trends must be analyzed to determine where there may be weaknesses, opportunities, threats, and strengths.

It is most beneficial if this analysis can occur within the context of the department's operating environment. The following analysis was accomplished using a systematic scan of the social, economic, legal, technological, and political environments.

SOCIAL ENVIRONMENT

Opportunities

Through discussions with the panel and the scanning process, it was clear that a trend for more public, political, and media involvement with the police will occur during the next decade. This presents an opportunity to more fully involve all the community in the law enforcement effort. Rather than resist the involvement of these interests, it is an opportunity to develop greater partnerships. It can be seen as a rebirth of community responsibility for safety and security, rather than just a role of the police. By encouraging greater involvement and participation, communities can be strengthened and people can begin to reinvest in their own safety and security. Cultivating this involvement can truly be beneficial for the community and the department. It can favorably impact other trends by building trust and insuring a stake in the future of our communities. This can be accomplished through the use of several methodologies including quality circles, total quality leadership and team policing, just to name a few. Any decision on the specific approach must also involve the community. Many of these communities share differing cultures and the trends pose an opportunity for all of these cultures to share in a common challenge. This effort is at the heart of the community based policing philosophy.

Threats

The lack of homogeneity was seen by some panel members as a threat to a stable social environment. The 1990 United States Census indicates that the demographics of Los Angeles County is changing. According to the data, 32.7% of the county residents were foreign born, up from 22.3% in 1980. The same data indicated that 52.8% of the total population had moved during the last five years, making it a mobile group in transition. The birthrate for Los Angeles County is above that for the rest of the nation. Fewer

people rely upon public transportation and car pools than ten years ago. Nearly one half of the county's residents speak a language other than English in the home. Additionally, the U.S. Census data indicated that Los Angeles is the new entry point for immigrants, replacing Miami and New York on the top of the list. This diversity can be seen as a threat. People frightened by cultural differences may hide and cluster in groups. This isolation can create more anxiety and fear. There are also other cultural groups which become displaced by the influx of new immigrants. For example, the General Accounting Office (GAO) reported that during the 1980s the downtown Los Angeles labor force of hotel workers went from being almost 100 percent black, and organized, to 100 percent immigrant, and non-union. This is one form of displacement.

The police service is enjoying a less favorable reputation than it had a few years ago. Many factors have created this image change including the arrest of several Los Angeles County law enforcement personnel for theft during narcotic investigations; the arrest of Rodney King and the repeated showing of officers using force on him; several officer involved shootings which were the focus of negative media and public attention; and, several lawsuits which have resulted in awards or settlements arising out of police tactics and police discretion. In looking at the future, it is likely that there will be continued focus on the police by the public, political leaders, and the media. This continued focus may negatively impact the ability of the police to deliver services because of a concern with trying not to displease any one group.

ECONOMIC ENVIRONMENT

Opportunities

The panel struggled with this factor because it is difficult to look at some of the problems associated with federal, state and local economic conditions and see something favorable, but it does exist. In the Summer of 1992, Moody's Bond Service gave Los Angeles a three star financial rating, while downgrading the State of California. Nevertheless, for law enforcement, this is an opportunity to look at service delivery systems and assess them in light of current needs. This is a time to question why some functions continue, to

consolidate others and to innovate. This assessment should also include those receiving the service, both inside and outside the organization. A careful needs assessment which aligns expectations can result in improved service delivery and service betterment. It may also be an opportune time to invest in technology which has proven to be both more economical and reliable than conventional systems. So, it provides an opportunity to think in a systems context and a people context.

The overall economic conditions of the city appear to be favorable. While seasonal tourist traffic is slightly below normal, other economic indicators, like construction are increasing. Likewise, small business investment is increasing. There is also increased interest in service betterment and enhancing the appearance of the city.

Threats

The State of California is \$14 billion below revenue needs and is seeking cuts in education and other essential services. There are proposals for cutting the state parole agency, freezing all hiring and cutting salaries. The city has also seen a need to trim its budget. While hiring police personnel has been permitted during the crisis, the overall funding level has been cut. Current negotiations are a good example of the economic problem. The city is asking for a seven percent cut and furlough days, while the union is asking for a three percent cost of living adjustment. In the education field, teachers are facing a twelve percent cut in salary and another five percent in benefits. The bottom of this economic plight cannot be predicted. The poor economy is based upon current spending and anticipated future revenues. The taxpayers already have one of the highest tax rates in the country and expenditures for education and health care are anticipated to increase. On the legislative side, few political leaders appear willing to raise taxes or cut programs. This legislative inaction has been described as a good example of showing greater interest for getting reelected than for handling the problems of the people.

LEGAL ENVIRONMENT

Opportunities

The current environment is one welcoming change. While disagreements had been argued in a litigious manner in the recent past, there is consensus within the legal and political community that such suits rarely result in positive change. The department has recently added a legal affairs unit to better manage all aspects of the legal environment, from civil trials to advice on training. Training and thinking of decisions in terms of risk management is one of the best preventatives. This anticipatory thinking or critical analysis thinking also allows greater discussion and dialogue about policy and training issues. The idea is to think about the legal and civil consequences of actions before plans and procedures are implemented.

Threats

Society is still evolving in a litigious manner. More and more people are playing the big lotto not through their local retailer or state franchisee but through the courts. There is hope that one can hit it big by suing "deep pocket" companies or government. This is clear by reviewing several recent lawsuits and legal settlements. There is also a growing tendency to not accept responsibility and to argue that official decisions are faulty either because the person who made them is faulty or because the rules apply to other people and not the one violating the rule. Violations are frequently made because the person doing the act feels exempted or not compelled to follow rules. This tends to disturb the orderly process of our republic, creating confusion about what laws or rules to obey. It redefines the common agreements and conventional notions and limits, thereby instilling doubt and engendering a feeling of loss of control which is amplified by the appearance of disorder. Disorder is represented by a greater number of mentally ill, intoxicated persons, and vagrants on the streets and graffiti. This in turn increases the number of private security companies and guards whose sole job is to protect individual businesses while the whole of society wrestles with the larger question of cultural rules and propriety. This may become a larger issue because of differences in merging and existing cultures. Cultural clashes may be anticipated as a part of the process of defining limits and rules.

TECHNOLOGICAL ENVIRONMENT

Opportunities

Three years ago, the city approved a new communications system for the police department. This new system will replace system that is a decade old and overloaded with current service demands. Funding for this system has already been established. It is clear that technology leadership is being challenged by real world economics. The department recently upgraded its laboratory facilities so that it could regain its leadership position in that arena, especially in emerging fields like DNA and laser fingerprinting techniques. Some efforts are being made to make greater use of data analysis in crime fighting.

The department was recently awarded a large grant to develop a system and methodology for integrating patrol, detectives, and prosecutors in this crime fighting effort. This is an opportune time for management to analyze functions with an eye toward greater application of technology. For example, electronic data storage and retrieval could be more cost effective than current labor intensive systems. Things have come a long way from scissors and a file cabinet, yet the department continues to operate in an archaic manner.

Threats

It is oftentimes easier to make requests for additional personnel than to complete a study on the application of new technology for law enforcement. It is not the public who identifies these needs and it is not the public who approves the application of technology.

There are great expectations for service delivery, but those are not always aligned with ability. The city fails to anticipate the future in terms of either planning for systems or allowing for upgrades and improvements in existing systems. It is likely that the population and service needs will continue to increase and as they do, there will be greater need for system improvements. Some of these have been identified by past studies.

POLITICAL ENVIRONMENT

Opportunities

The city has traditionally been viewed as being liberal in its political philosophy and conservative in its fiscal philosophy. It has several redevelopment projects going on, and many of the fifteen elected council people want to get their share of the development pie. Residents are usually active on local issues, matters affecting them directly, and not very involved in larger issues impacting the whole city. Voter turnout has been very poor during the last four city elections. The residents are generally supportive of the police department, but bond measures have been difficult to pass. The public generally has high expectations of the police department and is desirous of change which will hopefully led to service improvement.

This can be viewed as an opportunity for the department to show its openness to the public and represent how truly professional it is in day-to-day operations. As a public agency, it has a responsibility to be open to public view and reflection. Where the agency does a good job and meets the expectations of the public, media involvement can be viewed as an opportunity to showcase professionalism and responsiveness. Where the agency does not have an open relationship with the media, the opportunities for questions about what the department may be trying to hide may be raised. In that connection, it is critical that a high level employee be appointed as the official press liaison officer. This person would be responsible for the day-to-day liaison activities with the press. This would not absolve the chief executive of his responsibilities to the media, but it would insure a touch point for information.

Threats

While no one can reasonably argue the need for some political involvement to insure responsiveness and accountability on the part of the police department, especially to elected representatives, there is concern about the potential for politicizing the police

department. There are many national examples of cities where the involvement of politics in the policing function has led to an abuse of executive power. There are cities where the political structure is so involved with the police department that when the mayor is changed, so is the chief. While a policing agency should not be viewed as being distant and aloof from political representatives, there are dangers associated with the political application of police power. Some of this was discussed in 1988 at the Kennedy School of Government, Harvard University.¹⁶ Political representation is best left to broad policy issues and fiscal matters associated with the police department. The real challenge lies in balancing the degree of political involvement in the process, while insuring responsiveness by the police bureaucracy. The challenge for the department lies in delivering services which meet public expectations. This may be difficult in an environment suffering under serious financial strain. It will call for creative ideas and innovations not commonly found in today's policing environment. Yet, it wasn't that many years ago when neighborhood watch was not widely known. Some of these opportunities may include developing greater public-private partnerships to enhance community security.

ORGANIZATION CAPABILITY

Internal Strengths

The Hollydale Police Department has a very favorable reputation locally and internationally. This reputation has been cultivated over years of service solidly founded on honesty and integrity. The department has a well groomed, professional appearance which has been duplicated by other agencies. It has generally enjoyed a very warm and supportive reputation with the public, but some of this support has eroded in the wake of the King beating and other negative publicity. The department has its own training academy and it is generally viewed as a training leader in the state. The training curriculum includes both basic and in-service instruction. Personnel are kept updated through regularly scheduled training at roll calls which includes videotaped programs. Skill and competency are stressed at all level of the organization. The command staff is tenured and many are positioned to retire. This provides the department with an excellent opportunity to bring in

new blood with new ideas. It is a time for innovation. While the department has many personnel with more than fifteen years of service, it also has a significant number of personnel with less than five years of service. The least senior personnel are generally the service responders in the field, most commonly called patrol officers.

The department generally is viewed as a traditional power hierarchy. It sets very high standards for performance. As a result, it is a policy and tradition oriented organization which finds itself less ready to adapt to change. It has a very strong command control model. The department is composed of many well educated and highly dedicated managers at several different levels. It does enjoy a favorable relationship with the city council and individual council members.

Internal Weaknesses

Because the department is a tradition oriented, quasi-military hierarchy, communication is made cumbersome and difficult. Ideas generated at the line level often must go through several layers of the chain of command before getting approval. Many of those in the approval cycle are viewed as being barriers to the decisions rather than facilitators of the process. There is little opportunity for local area level command personnel to apply creative management practices.

On the fiscal side, line managers are not allowed to fund their resources. All accounts are fixed and centrally controlled. More than 96 percent of the department's budget is allocated to personnel salaries. The remaining percentage is allocated for equipment, supplies, and emergencies. Very few fiscal resources are committed to training. Any exceptions desired beyond the normal budget process will require significant paperwork and a very lengthy approval process. The city is in poor financial health. It has a projected shortfall of \$90-130 million for fiscal year 1992-93 and a projected shortfall in the \$50-100 million range for fiscal year 1993-94. While experiencing these fiscal problems, the city has decided to freeze hiring. The result for the police department is a loss of 500-700 personnel for fiscal year 1992-93 and the potential loss of more personnel for fiscal year

1993-94. There is little hope of monies becoming available for increases in training, programming, or staffing. While experiencing these personnel losses, the department anticipates an increase in calls for service of 10 percent and an increase in criminal activity of 5 percent.

The old chief had a less than open relationship with the police officers association (POA). The new chief has not been in office long enough to be assessed. The POA has been attempting to win changes in the disciplinary system from the chief by lobbying the city council. The POA has a large bankroll for supporting council candidates. The POA has been displeased with several disciplinary cases and has been successful in winning some reversals at the appeal level. The POA has expressed concern with officer safety issues and desires a change in working hours to a four-ten or a three-twelve plan.

Some political leaders have expressed their unhappiness with the attitude of officers and the department leadership. They have indicated that officers in some sections of the city act like an occupational force rather than public servants. At the same time, many express outrage at increases in violence and crime. They point to deteriorating conditions and business losses (See Appendix F for Capabilities Chart).

STAKEHOLDER ANALYSIS

This is the final phase of the situational analysis and this will focus on the stakeholders related to the issue question. Stakeholders are groups or individuals who may be impacted by the fact-finding committees, and care about the issue. Each stakeholder is viewed as someone who has a stake in the success or failure in the impact of fact-finding committees. While most stakeholder positions can be identified and analyzed, others are not easily identified, their positions are uncertain and they impact the strategy in an unanticipated manner. These are called snaildarters (SD). Three snaildarters were identified in the stakeholder group: The city council, the legal community, and the media. A complete list of the stakeholders was identified by an analysis panel (see Appendix E for members). The process resulted in seventeen key identifications.

In order to project the position of each key stakeholder, assumptions had to be made about their values and beliefs as applied to the issue question. The Strategic Assumptions Surfacing Technique (SAST) was used for this purpose. The assumptions are important in guiding the strategy to success.

STAKEHOLDER

ASSUMPTIONS

1. Courts
 - A. Will support legal requirements imposed on and for the department within constitutional guidelines.
 - B. Will not support any findings contrary to the wishes of the court.

2. Chief of Police
 - A. The chief is likely to support many of those issues which will not result in erosion of his power.
 - B. He will insist on fiscal resources being made available for changes.

3. Demographic Communities
 - A. Many of the communities desire immediate change as a part of their parochial agenda.
 - B. All of them want additional resources and service improvement.

4. Criminals
 - A. Some will see the committees as a way to curtail proactive enforcement.
 - B. Some will see it as an opportunity to change public focus.

5. Business
 - A. Will support committees for economic reasons.
 - B. Will be concerned with any perception of service loss.

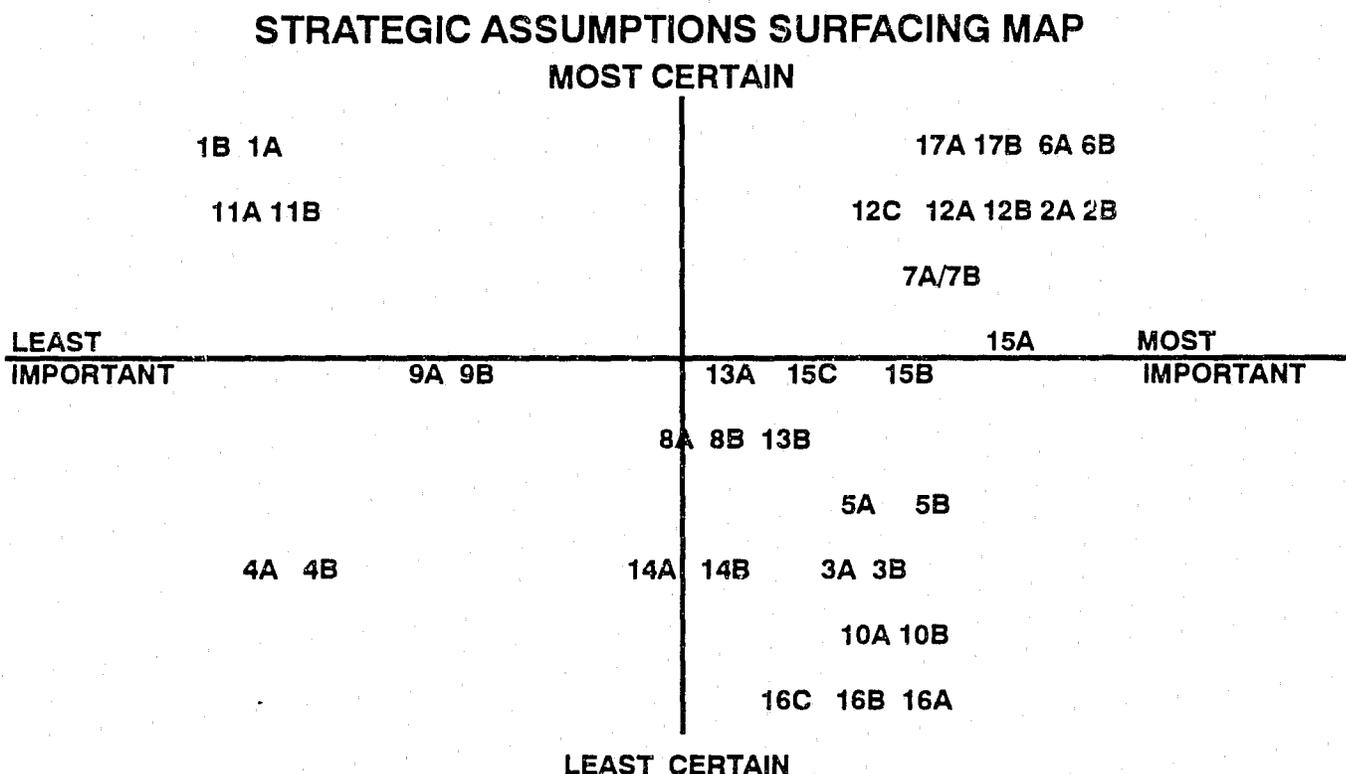
6. Peace Officer Association
 - A. Will see it as an imposed change in working conditions.
 - B. Will want input into disciplinary issues and other changes.

7. Police Commission
 - A. Will adopt the recommendations of the Mayor.
 - B. Will listen to community and POA.

8. Peace Officer Standards and Training
 - A. Will support legislative mandate consistent with role.
 - B. Will look with favor on enhanced professional changes.

9. Other police agencies in L.A. County
- A. Will accept some recommendations.
 - B. Will be concerned about their own communities.
10. City Council (snaildarter)
- A. Will approve any changes favorable to constituency.
 - B. Will not follow through with funding needs.
11. Other city departments
- A. Will oppose any changes which negatively impact their budget.
 - B. Will largely be isolated and removed from the entire process.
12. Mayor
- A. Will strongly support committee's work and push recommendations.
 - B. Will keep focus off himself and put it on others.
 - C. Will not provide fiscal support for new programs.
13. State Legislature
- A. Will support the efforts of its own body.
 - B. Will want to show electorate it is responsive.
14. Legal community (snaildarter)
- A. Some will use the critical portions of the report for their own purpose and gain.
 - B. Some will be concerned with outside committees imposing recommendations on a system best understood by experts.
15. Line police officers
- A. Will feel threatened by the committee's recommendations.
 - B. Will feel a greater sense of restriction and confusion.
 - C. Will feel pressure to perform up to expectations.
16. Media (snaildarter)
- A. Will view the committees as part of official government structure.
 - B. Will exploit the opportunity to create stories.
 - C. Will seek out contradictions and/or examples for change.
17. Special interest groups
- A. Will support issues for their own narrow purpose or action.
 - B. Will be unable to develop successful coalition on issue.

Those same assumptions are graphically represented on the following Strategic Assumptions Surfacing Map. Mapping permits a quick view of those stakeholders for whom we are most and least certain. It is another tool in the resource kit of the strategic thinker.



Legend: "X" Axis=Importance of stakeholder's assumption to issue.
 "Y" Axis = Certainty/Uncertainty stakeholder's assumption.

STAKEHOLDERS

- | | |
|--|--|
| <ol style="list-style-type: none"> 1. COURTS 2. CHIEF OF POLICE 3. DEMOGRAPHIC COMMUNITIES 4. CRIMINALS 5. BUSINESSES 6. POLICE OFFICER'S ASSOCIATION 7. POLICE COMMISSIONER 8. POST 9. OTHER POLICE AGENCIES | <ol style="list-style-type: none"> 10. CITY COUNCIL 11. OTHER CITY DEPARTMENTS 12. MAYOR 13. STATE LEGISLATURE 14. LEGAL COMMUNITY 15. LINE OFFICERS 16. MEDIA 17. SPECIAL INTEREST GROUPS |
|--|--|

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi (MPD) panel (see Appendix F for members) was used to generate, analyze and select strategic policy alternatives to assist the department in arriving at the future described in the Normative Scenario, "The Best is Yet to Come to Hollydale and

its Police," and put Hollydale on a desirable path to the future. The (MPD) panel was comprised of nine members: six from law enforcement, one journalist, one private security manager, and a senior investigator for the Office of the District Attorney. The strategies selected are described below.

Strategy One:

Chief of Police must assume a strong leadership role by creating and sharing a vision for the future as it relates to his commitment to be open to the recommendations of the committee and others.

Advantages

Creating a vision of what the future will be as seen through the eyes of the chief of police enables the followers to see where the organization will be going. This is best accomplished in a participatory manner so those involved in actually carrying out the policies and practices can have a stake in the future of the organization. The vision then becomes a living, breathing part of the organization with a shared ownership. The chief must live this vision and communicate it widely and frequently. It must embrace every aspect of the organizational climate and this can only be accomplished through effective leadership. The chief is the team leader and coach. As such, he sets the tone and the direction. When he fully embraces his commitment to change and his openness to recommendations, barriers to ineffectiveness soon begin to fall. Again, he must involve those most affected by the change he wishes to bring about. He must also establish clear lines of authority and responsibility to assist in the changing process. By having a shared vision, creating a planning team to implement the vision and communicating far and wide what the new organization will be, the chief will see success. The planning group should have a problem solving approach to bringing about change, rather than a rigid, bureaucratic structure which oftentimes supports bureaucratic ineptness. Internal and external stakeholders should be sought and actively involved in this process. This approach would be positively received by the Police Officer Association (POA), line officers, businesses, and demographic communities.

Disadvantages

As a result of this change in direction and philosophy, many veteran employees disinclined to change will leave the organization, creating vacancies in specialized positions which may be difficult to staff. Likewise, it is recognized that change, regardless of benefit, creates anxiety and apprehension which can be disquieting for an individual and the organization. Change also creates saboteurs who may be inclined to prove why new ideas will not work. These are morale issues which must be confronted and resolved. It is also noted that not all new ideas work, which is why the work environment must be open to risk taking and failure.

Strategy Two:

The Department must demonstrate an honest attempt to reflect an openness to the public regarding the committee recommendations.

Advantages

In accepting the recommendations of outside committees, the chief is exhibiting an openness to the public and a willingness to change. This engenders a sense of credibility. A police agency is not the product of the chief of police. The chief is only there to manage the operation for the public. A police department is a public institution and its chief, like each of its members, must carry out those responsibilities with the conscientiousness of a good steward. In managing a police organization, stewardship of the public trust must be stressed and it should be a key element of the vision statement and a part of the department's mission. An honest attempt to serve the public and fulfill expectations can position the organization favorably in the political and fiscal arena. This means that stakeholders from the political and business communities would embrace it. Where the chief is attempting to satisfy public and political needs, the climate for support will be favorable. When the needs of others are being served above self, greater confidence and support is garnered. This approach contrasts with the dictatorial view where the chief believes he knows everything and what is best for everyone. Being open to change and the recommendations of others does not mean that the views and opinions of others will always be

accepted. What it does mean is an openness to the ideas of others and a sincerity at serving their needs. This would be favorably received by demographic communities.

Disadvantages

One of the frustrations of public service is attempting to manage the public enterprise without adequate resources or support. There is often the expectation of a specific level or need of service, but little is done to support it with resources. The result can be a climate where expectations are high, glowing terms and promises are frequent, but little is done to adequately align resources with needs. Being open to public desires is accepted, but translating desires into reality is much more difficult. Personnel within the department may well see the posturing as a sellout, designed to do little but bow down to the politicians. The public may see open discussion of needs as an excuse for not changing the organization. Then too, on the fiscal side, the chief may be asked to divert capital from other need areas to satisfy the problems most current in the public eye. This often has the effect of aggravating things by not satisfying any needs or expectations. The real advantage is involving all stakeholders in the problem solving. If this is done properly, the POA and line personnel, as well as the political leadership represented by the mayor, council, and commission will be pleased. In the end, it should work to the advantage of the greater public interest.

Strategy Three:

Establish a police-community assessment team to look at strategies used to deliver services identified as being needed by the recommendations of the committee.

Advantages

The recommendations of any special group cannot hope to have reality until those ideas are shared with those most affected. The public should participate in a process of assessing recommendations, needs, and realities. There should be an effort made at aligning service needs with service realities. This will accomplish several things. First, the department will have a sense of what the real service needs and priorities are from the

community's perspective. Second, the community will have an opportunity to participate in setting the service level within limits imposed by the structure. Third, the department will have an opportunity to conduct a functional analysis to determine where tasks are duplicated and where archaic enterprises may be eliminated. This function by function analysis may also uncover tasks being done which are no longer necessary. This can be generally be viewed as process improvement. It involves looking at the whole delivery system and making modifications after careful consultation with various stakeholders. Establishing service and organization priorities may also lead to modified work schedules, increased reliance on automated systems, and support for budgetary increases. Most importantly, it will enhance the opportunity for success because it is an inclusive approach where everyone involved with the system has input and is involved in the change process. If it is truly an inclusive approach, political, business and community leaders will applaud it.

Disadvantages

Taking the recommendations to the public may be viewed as political gamesmanship rather than anything tangible. This could also result in a loss of some programs which have considerable value, but which may be lower on the priority scheme, e.g. DARE. There is also the possibility that such public discussion could increase public apprehension, sense of hopelessness, and despair. Further, public participation in a discussion of service needs cannot be translated into fiscal support. The financial condition of state and local budgets have a direct relationship to government's ability to provide services. This means political support may not become a reality.

Selected Strategy:

One strategy was selected from the three to be used in the strategic plan. The selected strategy was number one, with key elements of the other two strategies. This strategy was selected because management theory and practice would indicate successful implementation is dependent upon it. In order for any plan to be successfully implemented, and any change to be made, the leader must share his vision as it relates to the future. In this

case, the vision must be cast as a commitment to being open to committee recommendations, most of which may support organizational needs. This vision must be translated for all constituencies so that change can begin. Once steps towards this future vision are taken and translated into reality, officer's morale and self-worth will improve. But it fundamentally begins with leadership at the top of the organization. This step will enable the department to be better positioned for responsive interaction with anticipated changes recommended by fact-finding committees. As indicated, this step will include the input and cooperation of others. There are three elements necessary to successful plan implementation and effective change. Those elements are mission and goals, organizational structure and personnel. Success can only be achieved when all three elements are in place. The change process is like a three legged stool and if one of these three elements is missing, the stool cannot provide the support and service it was designed to provide.

IMPLEMENTATION PLAN

This implementation plan takes into account the success the selected strategy will have at achieving the desired future in the selected scenario. As explained above, change in three critical elements is required and change can be viewed as a painful process. It may require management to initiate the change in anticipation of inaction creating action by others. In his book, "If it Ain't Broke, Break it," Robert Krugel reports on controlled studies of children playing games. The study found that once American children are given the rules of the game, the pieces of a puzzle, or the elements for a construction project, the first thing they do is take things apart, change the rules, adapt. Americans generally have a bias for action. The learning experience comes when we fail to measure up to someone's expectation of our performance. It is important to reflect upon this during the implementation planning from the standpoint of delivering quality service. Americans are motivated by crisis, opportunity, challenge, and breakthrough. ¹⁷

While the capabilities analysis was explained previously, it is important to point out that what happens inside the department with employees, organization structure, decision-making processes and human resource decisions impacts what happens outside

with customers, the public. Organizational capabilities must not only focus on the internal processes, but external customers and service users. The strategic implementation plan must acknowledge this. The chief of police in developing his plan must be able to exercise strong leadership which embraces at least four activities: a shared mindset which translates into agreement by employees and significant stakeholders on means (goals, values and strategies) and ends (work processes, decision-making practices and personnel practices); capacity for change which has to do with an internal ability to adjust and change; human resource practices which relate to management, communication, training and how core values are transmitted; and finally, leadership which is the key and critical factor. All employees must be aligned and empowered. Alignment means the communication of a clear direction and a method to deliver well defined policies, procedures, systems, and methods. Empowerment means giving authority, power, and ownership which motivates employees to take initiative, responsibility, and risk.

The specific steps necessary for plan implementation are best left to a work group, which would likely include several staff personnel involved with training and service delivery. While many of the resources involved in bringing about alignment reside within the department, outside resources familiar with organizational development strategies could be utilized as a part of the overall plan. Specific activities necessary for the work group to focus on would be related to the driving forces, especially the possibility of civil disorder and the deteriorating economic conditions. This means that training in civil disorder laws, procedures and tactics must be conducted and mitigating activities must be pursued. Circumstances for reducing or mitigating the potential for civil unrest would include greater community outreach, establishing community advisory groups to the police on a variety of service issues, cultural awareness training for all personnel, and police-community partnerships in youth programs and service betterment. On the economic side, this is a wonderful opportunity, as mentioned earlier in the analysis, for the development of partnerships with the business community in an effort to better serve the public. Such opportunities may include the development of a specific business systems plan, hardware and software applications, which may be transferred to the department with a goal of better integrating

city services as a whole. Such a plan could be accomplished by including the city council and other departments in the planning effort.

Because the chief of police has overall responsibility and accountability to and for the organization, he must commit to leading the effort and providing needed resources. Because there are costs associated with any change, the fiscal officer must also be a part of the team. The action steps necessary are identified on the following chart.

Strategic Plan Process Steps

Process	6 Mos	1 Yrs	2 Yrs
STEP 1 - EVALUATION			
Internal assessment of service/training needs.			
Assessment of role, purpose, mission for alignment.			
External assessment of service expectations.			
Recommendation for alignment to reach a shared mindset.			
Managerial approval of recommendation for a systematic approach to alignment.			
STEP 2 - PREPARATION FOR CHANGE			
Decision on the form or structure of the organization to bring about alignment and empowerment.			
Adoption of a mission statement along with principles and values supporting shared vision.			
Possible use of Pilot or beta test of organization changes.			
Decision on choice of strategies to train and deliver the message.			
Chief's preliminary message on the new direction and vision of organizations future.			
Coordination of various on-going tasks and appointment of senior staff officer to oversee this responsibility.			
Functional coordinative responsibilities over training and implementation strategies.			
Maintain necessary liaisons with stakeholders. Insure preparation of training programs.			
Institute, audit, evaluation and control systems to ensure alignment.			
STEP 3 - FULL IMPLEMENTATION			
At this point the change process is fully underway. It includes:			
Alignment in all geographic areas of the city;			
Empowerment process has been initiated within management and supervisory ranks;			
System evaluation and modification to bring about desired alignment and empowerment; and,			
Operational difficulties resolved through training, consulting and redefining.			

CHAPTER SUMMARY

This chapter has covered the development of a strategic plan to manage the change anticipated as a result of the independent commissions. This strategic plan allows the chief of police to manage organizational responsibilities while implementing change. He must position his organization for the future. Thus far we have identified our issue question and the sub-issues. There has been considerable discussion of the impacts of trends and events on the issue. We have just concluded our preparation for the achievement of our desired future. Our overall plan will not be complete until our strategies are implemented and successfully managed and we have designed steps necessary to accomplish this.

Our next chapter will focus on the key aspects of managing the implementation of a transition management plan. It will cover the structure needed, determining readiness, and insuring commitment. While it is always desired to plan for change, the plan itself will remain a hollow effort if it is not implemented.

TRANSITION MANAGEMENT PLAN

CHAPTER INTRODUCTION

This is the third and final chapter of the project and it discusses the process of transition management. A transition management plan is designed to be a guide to the process involved in the implementation of a strategic planning strategy. Basically, the focus of the transition management plan is to describe the process of getting from here to there or, more specifically, from the present state to the desired future state. This plan will establish the conditions and activities that a large municipal law enforcement agency must attend to in order to arrive at the future state. A transition plan must incorporate the following methods: Critical Mass Analysis; Commitment Analysis; Readiness Capability Analysis; Transition Management Structure; Responsibility Charting; and, Implementation Planning.

The Normative Scenario was selected for purposes of this plan because it offers the greatest opportunity for our future state. The real challenge facing the police department is to implement the recommendations for improvement in police services amidst what can best be described as a deteriorating environment. The successful implementation of this strategy will resolve many other lingering problems within the department.

CRITICAL MASS ANALYSIS

The initial phase of the Transition Management Plan is to develop a process for identifying the "critical mass." This was accomplished with the assistance of some members of the earlier Modified Delphi (see Appendix E). This can best be defined as the number of key people or groups necessary to support change to make it successful or to oppose it to make failure likely. This minimum number for the implementation of a successful strategy is the "critical mass."

The large municipal agency, which is the focus of this study, interacts with, is influenced by, controlled by, and associates with key members of this critical mass. The following are the most critical based upon their ability to influence stakeholders and generate the kind of movement necessary to get from the present state to the desired state.

Mayor

City Council President

Police Commission President

Chief of Police

Peace Officers Association President

MAYOR

The Mayor has direct influence over the Police Commission and can restrict or command their involvement and support. He also has leadership powers which can inspire others to action. While he has displayed a public commitment level of "let change happen," his behind the scenes commitment is closer to "make change happen." He strongly supports the work of the independent committees and would be willing to push for recommended changes. He will not support any increase in funding unless there is no alternative. He will strive to keep the spotlight and focus away from his office so that he may appear to be removed from any negativism. No change in his posture is necessary.

CITY COUNCIL PRESIDENT

The City Council recognizes the work and recommendations of the independent committees. It has also been under considerable pressure from the public to put more police officers on the street and to get the officers more involved with the community through Community Based Policing. In spite of the pressure placed on them, most Council members have a level of commitment which will "let change happen." There is a need to move them to the "help things happen" so that financial and program changes can occur. The Council has both legislative and fiscal power over City departments.

The President of the Council is in a position to direct Council activities, delegate responsibilities to committees and provide legislative leadership. Other key players are the respective chairpersons of the Finance Committee and the Personnel Committee.

POLICE COMMISSION PRESIDENT

The Police Commission is the chartered head of the Police Department and is capable of directing change. The Commission members are appointed by and serve at the pleasure of the Mayor. The Commission members are generally supportive of the recommendations of the independent committee. They are inclined to "help change happen." The Commission may have to move to "make change happen" depending upon the decisions of the Chief of Police. Some of these changes are so necessary to the future of the organization that a push may be necessary. Where the commission senses a lack of commitment or leadership on the part of the Chief, it must direct or influence the Chief into a more desired role. The President of the Commission is the presiding officer of the Board and exerts a certain degree of influence over his colleagues.

CHIEF OF POLICE

The Chief of Police supports many of the recommendations of the independent committee, but he does not see all of them as consistent with the change he wants to accomplish. He is inclined to "let change happen" in most cases and to "block change" which he perceives as a personal threat to his power. He wants to insure that sufficient fiscal resources are available to support any recommended change. He needs to move to a "make change happen" posture and tie fiscal constraints into the process where needed. This would provide him with an opportunity to use his leadership skills in shaping the future of the department. It is important for him to be viewed as a facilitator guiding the process and using his leadership to insure the organization achieves its position of preeminence. To say that it is critical for the chief to assume this leadership role may not be stressing how truly significant it can be. The organization is poised for change at an especially critical point in its history.

PEACE OFFICERS ASSOCIATION PRESIDENT

The police officers union will be opposed to changes which are viewed as changes in working conditions, assignment or other matters which may be associated with the meet and confer process as defined by California Labor Law. There is a need to address these union concerns and treat the union as a consulting partner so that they can be moved to the "let change happen" category. This can be accomplished by getting the union's input into the implementation process. It is likely that opportunities exist here where none have been sought. It is important to move the union from an adversarial role to one of consulting. This will be viewed as a win by the union and avoid the appearance of a loss to the membership which could result in a block. While the President of the union is only one vote on the Board of Directors, his influence can have a positive effect on the direction of change.

ANALYSIS CHARTING

The current and desired levels of commitment necessary for critical mass are displayed in Table 4. As can be seen, it is necessary to get some movement to the "make change happen" level in order to insure the likelihood of change. As the chart indicates, the same level of commitment is not necessary for all members. However, once the level is established for each actor, the intervention strategies which are needed to gain commitment and success can be incorporated into the Transition Plan. The individual assessments are an outgrowth of the assumptions rendered during the Strategic Assumptions Surfacing Technique (SAST) process.

TABLE 4.
CRITICAL MASS COMMITMENT CHART

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE CHANGE	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
1. MAYOR		X----->O		
2. CITY COUNCIL		X----->O		
3. POLICE COMMISSION			X----->O	
4. CHIEF OF POLICE			X----->O	
5. PEACE OFFICER ASSOCIATION	X----->O			

X = Current State O = Desired State

READINESS CAPABILITY ANALYSIS

An assessment of the critical mass for their readiness for change and their capacity for it is also a key to the transition plan. The analysis of the readiness of the critical mass in relation to their perceived motives, beliefs and observed willingness is graphically represented in Table 5. Also represented is the capability of the critical mass to use their power, influence and authority to allocate resources or support to the desired state.

TABLE 5
READINESS CAPABILITY ANALYSIS

ACTORS IN CRITICAL MASS	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
MAYOR	X			X		
CITY COUNCIL		X		X		
POLICE COMMISSION	X			X		
CHIEF OF POLICE		X		X		
PEACE OFFICER ASSOCIATION			X	X		

Mayor is in a high readiness position and is highly supportive of change. He has publicly supported many of the recommendations of the independent committee and has the ability to do more. He is capable of using more influence on the Police Commission, City Council and media to insure the future state. He also has some influence over the allocation of budgetary resources.

City Council members are generally ready for the change to the future state. Many of them have made public comment supporting the recommendations of the independent committee. There are others who want to retain the status quo and are not aware of winds of change.

The Council has the ability to initiate and grant resource allocation to the police department. Individual members can influence their constituencies and the media. The President of the Council can influence other members and direct some actions.

Police Commission members are at a highly ready state to endorse most of the recommendations of the independent committee. They strongly support the Mayor and want to move as rapidly as possible. They are capable of influencing the Chief of Police through direction and public opinion through the media. The Commission President is in a key leadership position to initiate much of this action.

Chief of Police is in a difficult position because an outside committee has made recommendations which he does not fully embrace. He must appear to be open to change and must be cooperative with the process or risk a confrontation with the City Council and the Police Commission which could result in his termination as well as fuel public opinion against the department. The Chief is capable of being a champion and guiding these changes through the organization. He also has the ability to shape the future of the organization.

The Peace officers Association is apprehensive with those changes which they believe directly impact their membership and adversely effect the working conditions. They need to be consulted on personnel issues and kept advised of the implementation process. They are capable of influencing their membership, other unions and the media. It would be advantageous to bring the association president on-board as a part of the change process.

TRANSITION MANAGEMENT

The selection of a structure to best manage the transition of an organization is critical to maintaining the likelihood of change and ensuring stability during the change process.¹⁸

Because change is viewed as disruptive to organizational stability, the structure utilized must

be unique to the task. One must also be sensitive to a structure which is the least disruptive to on-going operations and has the greatest opportunity to facilitate the change to the new system.

The Critical Mass Analysis indicated that the Chief of Police will need to be very involved in this process. It also indicated that the Police Commission has a critical leadership role to play. Because the Chief of Police reports to the Police Commission and the Commission is the official head of the Police Department, a natural executive committee configuration exists for members of the critical mass to facilitate change. The proposed management structure for effecting change can best be defined as a line-management hierarchy. Formal lines of power, communication, authority and responsibility are already established. The use of this structure would compliment other ongoing efforts and insure a smooth transition. Because existing lines are in place, there may not be a need for a coordination team. However, it may be wise to have representatives of the Chief of Police, the Commission, the City Council, Mayor and Peace Officers Association meet to discuss what is involved in this change process. This meeting could be jointly chaired by the representatives of the Chief of Police and the Police Commission. Such a structure could be viewed as a modified representative of constituencies structure. This group could also be consulted on the training, morale, and sub-culture concerns related to the sub-issue questions. This group could be viewed as a special transition team or administrative committee. Any concerns arising out of the change could be discussed at this level, thereby seeking early resolution. The group could also be used as an implementation team, designing and implementing the changes proposed by top management.

TRANSITION MANAGEMENT TOOLS

This plan recognizes the need to address technologies which can be employed to support plan implementation. The transition will create anxieties and emotional stress which can lead

to group and interpersonal conflicts. This could pose a threat to the transition plan and successful change. Because of this, the following methods and technologies have been selected for inclusion in this plan and are described in detail.

RESPONSIBILITY CHARTING

This is a successful method to clarify role relationships in an effort to reduce ambiguity, emotional reactions and other types of conflict. It insures clarification of tasks and individual responsibility, thereby gaining consensus for the expected result. Table 6 is a responsibility chart which identifies some of the actions necessary to bring about a successful change.

TABLE 6
RESPONSIBILITY CHART

DECISION/ ACTS	MAYOR	COP	COUNCIL	COMMISSION	POA
MISSION STATEMENT	A	R	A	S	I
GAIN LINE SUPPORT	I	R	I	S	S
NECESSARY FUNDING	A	R	A	S	I
EVALUATE RECOMMENDATIONS	A	R	A	A	I
IMPLEMENTATION PLAN	A	R	A	A	I
LEGISLATIVE SUPPORT	A	A	R	A	I
TRAINING PLAN	A	R	A	A	I
PREPARE BUDGET	A	R	A	A	I
INFORM PRESS/ PUBLIC	S	R	S	A	I
EVALUATE	S	R	S	S	I

R = Responsibility A = Approval S = Support I = Inform (Consult)

COMMUNICATION OF THE VISION

The Chief of Police, as the manager of the Police Department, has a responsibility to communicate the vision of where the future state of the organization is and how it will get there. The Chief is the catalyst because of his position and power. He sets the tone for the future and provides support for achieving desired results. In communicating this vision, he must describe the future state and specific notions on how to get there. Where the Chief is unable or unwilling to communicate this vision, the obligation rests with other leaders to do it. Organizationally, it is not possible to have multiple visions of a future state. It is therefore critical for

upper management to assume this responsibility. In the present case, if the chief were unable or unwilling to communicate the vision, the Police Commission, as the head of the department, may have to provide the direction necessary to get it accomplished. This transition plan incorporates the use of normal communication channels (e.g. public relations, media relations, employee relations and publications). It will include public meetings, press briefings and videotapings as a means of communicating the vision, the future state and the specific planning processes.

TEAM BUILDING

This can be an effective means for defining expectations and providing a forum for conflict resolution. Specific objectives and criteria for goal setting can be established. In addition to the hierarchical representative team, another team, which includes all of top City management involved in the change as well as various police department management should be considered as an implementation team. Specific efforts must be made to build a strong consensus relationship between the Chief, the Police Commission, the City Council, the Mayor and other impacted departments. In addition to working on the specific recommendations of the independent committee, the team will need training in four essential areas:

Interpersonal skills; Meeting membership/leadership skills; Problem solving skills; Accountability charting;

This training for team building will insure a uniform approach to plan implementation and team success.

MILESTONE RECOGNITION

Milestones in the Transition Plan, including their specific dates, will be formally recognized and announced. The initial activity will be the acceptance of the recommendations of the fact-finding committee's findings and an agreement to work toward implementing them. This will be accomplished at a press conference attended by the Chief, President of the Commission, and the Mayor. Subsequent accomplishments will be reported to the Commission and

the press. This will ensure public information about how change is manifested. The vision statement will be made public at the initial press briefing. Subsequent progress reports describing recommendations and implementation strategies will also be made public. This will be an ongoing process so that the public will feel comfortable in knowing change is occurring. This will also keep the process of change in the forefront.

As a part of this milestone recognition, specific controls will be established to insure that any change contemplated is properly evaluated by the executive committee prior to implementation. Once implemented, the change will be monitored to determine if it achieved the desired result. Feedback is essential to the success of any plan and it can be accomplished in both an informal and formal manner. Formally, the focus group can be used along with routine staff meetings to determine how the plan is working. Audits can be conducted to insure compliance. On the informal side, it would be wise for the chief to establish informal, periodic "Koffee Klatch" type meetings with line personnel and community members. These meetings can be accomplished with both groups together or separated. There may be a need for both types of meetings. The use of community and internal surveys should also be considered. These surveys may be accomplished with the assistance of community resources. As a part of the evaluation system, consideration might be given to developing an accreditation system with a neighboring group of agencies or with POST. Specific benchmarks will have to be established and adjusted as required.

CHAPTER SUMMARY

This chapter has presented the transition plan. The purpose of the transition plan is to provide a process for arriving at the desired future state. The plan has included an analysis of the Critical Mass, Governance/Transition Management Structure, and the Technologies and Techniques to support the implementation and change. This chapter, of course, cannot stand on its own. It is part of the weave of a piece of fabric and is dependent upon the other two sections. A brief conclusion will follow to complete this work and present some thoughts on what it means to our profession.

CONCLUSION

Every journey we take as leaders begins with an idea or notion of where we want to go. It is not possible to travel to our destination, through the rough seas, avoiding the dangers of rocky shoals, without a compass to guide us and a chart to follow. Likewise, it is not possible for others to follow a leader who knows no direction. In the case of a police department, its leader is the chief. It is the chief who should have an internal compass composed of values and principles universally held and shared to use as his mainstay. This is not to suggest a religious doctrine, but rather universal concepts like honesty, integrity, trustworthiness, courage, and wisdom.¹⁹ These are principles and values found in great leaders, be they teachers, corporate heads, or parents. The map should be what is garnered by the leader through discussions internally and externally and weighed against the principles and values. These are the notions picked up in discussions about the state of the organization and the environment. It is from this sensing, both internally and externally, that the leader is able to form a vision of what is needed. As this vision becomes focused, it is shared with others so that they can see it and know where the organization is headed. From this vision is formed tangibles like a mission statement and policies for others to see what course the organization is taking. Once the direction is set, all that needs to be done is to identify the goals, as well as the obstacles standing in the way. From this process, a strategic plan can be developed to identify the best way to get there and where assistance may be found.

This has been a journey of sorts. It started with a question about how independent fact finding committees would impact the internal management of large municipal law enforcement agencies in Los Angeles County. The research has indicated this impact can be profound, but if it is properly managed, it could prove to be beneficial to law enforcement and the community as well. There are numerous changes and challenges facing society and police organizations in the decade ahead. Some of those challenges were discovered in our identification of trends and events. They involve such issues as changing demographics, producing ethnic conflicts; increased involvement and attention by the media, political leaders and the public in police activity; the possibility of economic crisis while resources are being

stretched to their limits; and, increased accountability for all that we do. These are the realities of the nineties and the better prepared police organizations are to meet this challenge, the greater the likelihood of our communities enjoying an environment conducive to work and play. Where the future is not properly managed, decay, crime and social unrest are the likely result. The recommendations of various outside committees represent nothing more than a view of the world and some suggestions for improvement. These recommendations have no intrinsic value, although they may be beneficial to the future. They need only be received, measured, considered and either accepted or rejected based upon a variety of objective and subjective criteria. The real driving forces identified in this study were the possibility of civil disorder; and, deteriorating economic conditions which may create a hardship on the local economy. The strategic plan discussed means to help us achieve our desired future and to mitigate against the negative consequences of riot and economic strife. With regard to the internal organization, concern must be shown for mission and goals, structure, and personnel. Once the internal organization is capable of supporting needs, it will be time to build bridges with the external community. This entire plan involves change and the management of change.

By displaying a willingness to accept change, the chief is exhibiting an openness to the public and the community he serves. This engenders a sense of credibility. A police agency is not a product of those who serve in it. A police department should be viewed as an institution of public trust where its leaders reside as stewards of that trust. It is their responsibility to care for it in a conscientious and responsible manner, all the while recognizing who holds ownership to it. In handling this responsibility, it must be done openly, honestly, and with compassion. This also requires the interaction of the community and the police department in jointly planning for the future tomorrows. No community agency can exist successfully by operating outside the sphere of the community it serves. Likewise, no community can enjoy safety and security by ignoring the needs of its police department. As such, the organization must devote itself to creating the new organization-the organization of the future. To do this, each manager must draw upon three practices: The first is continuing improvement of everything

the organization does, a process the Japanese call *kaizen*; second, every organization will have to learn to exploit its knowledge base, to develop the next generation of applications from its own successes; finally, every organization will have to learn to innovate as a systematic, organized process.²⁰

Independent committees will have an impact on law enforcement in the future, but the direction and influence of that impact is really left in the hands of the police chief executive and the community being served. If it is an open and interactive relationship, the impact should be favorable because those receiving the service will be a part of deciding its future. If it is ignored and not open and criticisms are not accepted in a positive manner, then failure and problems are likely. This is a relationship issue. Like all relationships, it requires a one hundred percent commitment of each partner. It deserves to be treated as seriously as any other relationship.²¹ This study was initiated with the question of the impact of fact-finding committees on large municipal law enforcement. The focus has been primarily on the internal structure, preparing it for change, training personnel and seeking continual improvement. Aside from the issue question, sub-issues were raised. Because of the limitations of the study, only the internal issues were reconciled. The fictional City of Hollydale will not have a problem with the trust and confidence of its officers as long as the officers have a sense of mission and purpose and are provided with the support necessary to carry out that mission. This means both internal and external support. This support can be garnered through training, service improvements and partnerships. The fact-finding committees will have little impact on administrative practices as long as the department is capable of showing that it can properly administer its own training, discipline, promotion and assignment system. The independent committees will have little impact on sub-cultural values of the department as long as the department is able to maintain its high standards. The real key in the whole question has to do with the department being willing to foster a positive relationship with the community it serves. Afterall, this is the community's police department.

While the future looks bright for Hollydale, nothing can be taken for granted. The strategic plan will still require commitment and hard work. The strategic implementation plan must acknowledge this. The chief of police in developing his plan must be able to exercise strong leadership which embraces at least four activities: a shared mindset which translates into agreement by employees and significant stakeholders on means (goals, values and strategies) and ends (work processes, decision-making practices and personnel practices); capacity for change which has to do with an internal ability to adjust and change; human resource practice which relate to management, communication, training and how core values are transmitted; and finally, leadership which is the key and critical factor. All employees must be aligned and empowered. Alignment means the communication of a clear direction and a method to deliver well defined policies, procedures, systems, and methods. Empowerment means giving authority, power, and ownership which motivates employees to take initiative, responsibility, and risk. Attached to all of this, of course, must be both a system of accountability and rewards.

The Chief of Police will be required to learn how to make the organization vital to the community being served. To accomplish this, the Chief will have to embrace the leadership characteristics of a vital organization.²² There are three primary issues at work in this process: First, is an understanding that leadership of the organization is a relationship of trust. The Chief of Police is a trustee in a legal, constitutional and moral sense. Second, critical values as described earlier, must be identified and defined because all leaders and followers need them to enrich themselves and their mission. These are universal in scope. Finally, the organization must be made a place for people to realize their full potential. This means the organization must be open to innovation, empowerment and new ideas. It should be a place where people are motivated by the excitement of the adventure ahead and not by money or status or rewards alone.

The specific steps necessary for the plan implementation are best left to a work group, which would likely include several staff personnel involved with training and service deliv-

ery, as well as key stakeholders. While many of the resources involved in bringing about alignment reside within the department, outside resources familiar with organizational development strategies could be utilized as a part of the overall plan.

This is really a continual process of planning for all of our tomorrows and the successful executive understands the management of change. Someone once remarked that change is like teaching an elephant to dance. Perhaps it is even more difficult. For most of us it is like teaching a new elephant every day. Each day of our lives and each day of our future is filled with new and wonderful challenges. The real key to success lies not in mastering one, but in managing them all. The more we understand that mastering one task and finding another is the real challenge of our calling, the more successful we will be. It is when we become complacent and no longer value growth then we fail as managers and as human beings. The opportunity for the future is here. We have only to accept it.

RECOMMENDATIONS

Finally, there are several issues which are worthy of further examination as a result of this study. The first involves the basic purpose of police organizations in future societies. The research conducted here suggests that the organizational structure of police agencies is still evolving and has yet to be defined for the future. If organizations are becoming less centralized and more concerned with service delivery being closer to the people being served, then contemporary models will have to change. This may present opportunities for partnerships and service delivery methods and processes not previously conceived. The next issue has to do with the quality of the delivery. In 1987, a Presidential mandate directed every agency in the Federal Government to look at improving service quality. This is an area not yet explored by municipal law enforcement agencies. It includes both internal and external services. We can no longer be satisfied with things just moving along at a routine pace. We must devote ourselves to continuing to improve. Another area has to do with the delivery of government services themselves. Agencies tend to become compartmentalized. What all agencies of

government need to do is to focus on the receiver of services and restructure in a more effective and efficient manner. This is directly tied to the issue of fiscal responsibility and the challenge of competing for fewer available dollars.

In the end, it will be the responsibility of law enforcement administrators to deliver services to communities where rapid change is taking place. To be successful, the Chief of Police must be visionary and anticipate future needs. That future has been the real focus of this study.

APPENDIXES

APPENDIX A

NOMINAL GROUP MEMBERS AND FORECAST PANEL

INVITED AND PARTICIPATING:

1. Sergeant Art Adkins, Operations- West Bureau, Los Angeles Police Department
2. Alan Brandstater, Editorial Staff Writer, Glendale News-Press, Glendale, CA
3. Captain J.I. Davis, Commanding Officer, Wilshire Area, Los Angeles Police Department
4. Tom Hays, Security Director, Paramount Pictures Corporation, Los Angeles, CA
5. Jimmy Sakoda, Senior Investigator, Office of the Los Angeles District Attorney
6. Robert B. Taylor, Commander, Employee Relations Administrator, Office of the Chief of Police, Los Angeles Police Department
7. Lieutenant John Wessley, Operations-West Bureau, Los Angeles Police Department
8. Captain Garrett Zimmon, Commanding Officer, Southwest Area, Los Angeles Police Department

INVITED - UNABLE TO ATTEND:

1. Frederick Smith, Business Owner-Developer, Los Angeles
2. Dr. H. Eric Schockman, Associate Director, Adjunct Professor of Political Science, University of Southern California
3. Alan Skobin, General Counsel, Galpin Motors Corporation, Los Angeles, CA.

APPENDIX B

TRENDS

1. Los Angeles County population.
2. Conflicts between ethnic groups in Los Angeles County.
3. Length of daytime job commute.
4. Interest in gay rights and equal treatment of gays in housing and employment.
5. Concern by the average person about their standard of living.
6. Confidence of the public in public institutions providing service, including police.
7. Reliance on the legal model to resolve social problems.
8. Concern about personal safety and security.
9. Satisfaction with economic conditions in Los Angeles County.
10. Demand for police services in Los Angeles County.
11. Accountability of police to provide for public safety and security.
12. Willingness to support tax increase for police service.
13. Concern about the ability of hire personnel because of qualification standards.
14. Concern about affirmative action impacts.
15. Confidence in police officers to properly respond to service needs.
16. The ability of local agencies to remain independent from larger agencies.
17. Isolation of various ethnic and cultural groups from the mainstream.
18. Media attention on police operations.
19. Political involvement in police policies.
20. Public involvement in police policies.
21. New lethal control devices.
22. Police corruption.
23. Reliance on the findings of various commission reports.
24. The number of women in policing.

EVENTS

1. Major war or hostility in the world.
2. Civil Disorder or riot in Los Angeles.
3. Chief or Sheriff retire in Los Angeles.
4. Election of a new mayor for the City of Los Angeles.
5. A cure for AIDS is found.
6. State economic conditions deteriorate, resulting in local hardship.
7. Federal budget deficit interest exceeds the cost of all social welfare and military expenditures.
8. California adopts a mandatory health care system for all workers (public and private).
9. Los Angeles City and County services are consolidated.
10. Los Angeles Metropolitan Water District opens first desalination plant.
11. Tenure of Police Chief is established.
12. Immigration and Naturalization Service adopts a strict policy on aliens.
13. A second police abuse case is recorded on videotape.
14. Korean merchant is released after killing black store patron.
15. State mandates adoption and review of special commission report on police practices.
16. Elected civilian review boards provide oversight to major departments.
17. A city in Los Angeles County has the nation's highest crime rate.
18. The police officers prosecuted in the Rodney King brutality case are found not guilty.
19. The possession and use of non-prescription drugs is decriminalized.
20. A national police college for all entry level employees is mandated.
21. The State of California adopts an excessive use of force policy.
22. Women reach 20% of Los Angeles County's sworn police officers.
23. National accreditation is required of all police agencies.
24. State of California mandates Spanish language test for law enforcement agencies.
25. California's governor proposes legislation restricting private ownership of all firearms due to concerns about violence.

APPENDIX C

FORECASTING DESCRIPTION

TRENDS

The panel was provided a Trend Evaluation Form and asked to do a nominal forecasts. The question asked was, "What do you think each trend level was five years ago, and what do you think each trend level will be five years from now and ten years from now? The squares for the five and ten year forecasts have a lower half. This was used for a normative forecast. The normative forecast question given to the panel was, "What do you think the level of each of the trends should be five and ten years down the road?" The panel was told that differences were not important because what was being sought was a value judgement. This was a future goal projection of the way things will be and how they should be.

These opinions, recorded on the form, were collected and subsequently recorded on the flip chart next to each trend. The median was recorded. Some discussion and clarification of forecasting then took place.

EVENT

The panel participants were provided with an Event Evaluation Form. The form was explained to them. It was explained that in forecasting, a zero on the form meant that the event would never happen. It was also explained that a 100 meant that the event would absolutely happen. Between zero and 100 were degrees of probability on a percentage scale. A 50 percent meant that it was equally possible for the event to occur or not occur.

The scale for estimating the impact of the event was also explained. It was explained that some events can be both positive and negative. The scale of zero to ten was explained for both positive and negative impacts.

It was also explained that the first box entitled "years until event exceeds zero" meant the number of years until the event moves from where it is today. The panel was told that partial years could be counted in decimal form.

The panel was given a summary for the five forecasted events as follows:

1. Years until probability exceeds zero.
2. Probability of occurrence by five years.
3. Probability of occurrence by ten years.
4. Positive impact on the issue if it occurred.
5. Negative impact on the issue if it occurred.

APPENDIX D

CROSS IMPACT ANALYSIS PANEL

1. Sergeant Art Adkins, Operations West Bureau, Los Angeles Police Department.
2. Officer Debra Kane, Operations West Bureau, Los Angeles Police Department.
3. Officer Alexa Milton, Operations West Bureau, Los Angeles Police Department.
4. Commander Robert B. Taylor, Employee Relations Administrator,
Office of the Chief of Police, Los Angeles Police Department.

APPENDIX E

MODIFIED DELPHI PANEL

1. Sergeant Art Adkins, Operations West Bureau, Los Angeles Police Department.
2. Alan Brandstater, Editorial Staff Writer, Glendale-News-Press, Glendale, CA.
3. Captain J. I. Davis, Commanding Officer, Wilshire Area,
Los Angeles Police Department.
4. Officer Debra Kane, Operations West Bureau, Los Angeles Police Department.
5. Officer Alexa Milton, Operations West Bureau, Los Angeles Police Department.
6. Commander Robert B. Taylor, Employee Relations Administrator,
Office of the Chief of Police, Los Angeles Police Department.
7. Captain Garrett Zimmon, Commanding Officer, Southwest Area,
Los Angeles Police Department.

APPENDIX F

CAPABILITY ANALYSIS: RATING

INSTRUCTIONS

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower	---	---	---	<u>X</u>	---
technology	---	---	---	<u>X</u>	---
equipment	---	---	---	<u>X</u>	---
facility	---	---	---	<u>X</u>	---
money	---	---	---	<u>X</u>	---
calls for service	---	---	---	<u>X</u>	---
supplies	---	---	---	<u>X</u>	---
management skills	---	<u>X</u>	---	---	---
P.O. skills	---	<u>X</u>	---	---	---
supervisory skills	---	---	<u>X</u>	---	---
training	---	---	<u>X</u>	---	---
attitudes	---	<u>X</u>	---	---	---
image	---	---	<u>X</u>	---	---
Council support	---	---	<u>X</u>	---	---
C.M. support	---	---	---	<u>X</u>	---
growth potential	---	---	<u>X</u>	---	---
specialties	---	<u>X</u>	---	---	---
mgmt. flexibility	---	---	---	<u>X</u>	---
sworn/non-sworn ratio	---	---	<u>X</u>	---	---
pay scale	---	<u>X</u>	---	---	---
benefits	---	---	<u>X</u>	---	---
turnover	---	---	<u>X</u>	---	---
community support	---	---	<u>X</u>	---	---
complaints rec'd	---	---	<u>X</u>	---	---
enforcement index	---	---	<u>X</u>	---	---
traffic index	---	---	<u>X</u>	---	---
sick leave rates	---	---	<u>X</u>	---	---
morale	---	---	---	<u>X</u>	---

APPENDIX G
MODIFIED POLICY DEPHI PANEL

1. Sergeant Art Adkins, Operations West Bureau, Los Angeles Police Department.
2. Alan Brandstater, Editorial Staff Writer, Glendale-News-Press, Glendale, CA.
3. Captain J. I. Davis, Commanding Officer, Wilshire Area,
Los Angeles Police Department.
4. Tom Hays, Director of Security Paramount Pictures, Los Angeles.
5. Officer Debra Kane, Operations West Bureau, Los Angeles Police Department.
6. Officer Alexa Milton, Operations West Bureau, Los Angeles Police Department.
7. Jimmy Sakoda, Senior Investigator, Los Angeles County District Attorneys Office.
8. Commander Robert B. Taylor, Employee Relations Administrator,
Office of the Chief of Police, Los Angeles Police Department.
9. Captain Garrett Zimmon, Commanding Officer, Southwest Area,
Los Angeles Police Department.

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**HOW FACT-FINDING COMMITTEES WILL IMPACT
INTERNAL POLICE MANAGEMENT
BY 2001**

**BY
ROBERT B. TAYLOR
COMMAND COLLEGE CLASS 15
JANUARY 1993**

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).

**"THE DEPARTMENT IS STILL DIGGING
OUT FROM THE ASHES OF THE PAST"**

It has been five years since the city erupted into flames, fueled by a major civil disorder following a highly publicized police abuse case, but the police department still has a long way to go in its recovery effort. Until public attitudes and political priorities are shifted, the opportunity for improvement is bleak.

INTRODUCTION

While this scenario sounds like it came from today's headlines, it is only fictional. Like most fiction, however, the reality could be one for the future of California law enforcement. As foreboding as it sounds, it is only one possible future linked to the present by trends and events painted into today's world. We have the ability to change a possible bleak future into a positive one by recognizing today's trends and possible future events and planning for a better tomorrow. Changing a possible bleak future will require dedication, hard work and a commitment to excellence. It is a challenge accepted many times before by California law enforcement. The process of analyzing the possible futures and developing strategies to deal with them is the primary focus of this paper. Some of the leadership skills necessary to bring about organizational success are also discussed. The inspiration for this study started with a highly publicized police case.

On March 3, 1991, Rodney Glenn King, a 25 year old African-American, was pursued by police officers into the Lake View Terrace area of Los Angeles. Once King's vehicle stopped, he and his friends were ordered out of the vehicle for the expressed purpose of search, investigation and detention. Unlike his passengers, King failed to comply with directions being given to him and was, according to the officers, acting bizarre, as if under the influence of drugs.¹ An altercation involving King, a police sergeant and three officers

ensued. King was shot twice with a TASER, an electronic stun device, and struck numerous times with police batons. A portion of this altercation was captured on videotape by a plumber who was testing a newly purchased camera. The videotape became the focus of news stories for weeks and months after the incident. Not only was the Los Angeles Police Department and the California Highway Patrol the focus of media interest on the issues of brutality and use of force, but this interest extended to every law enforcement agency in the country. Soon there were demands for review of police practices and procedures in many communities across America. Other cases of alleged police abuse were suddenly the focus of attention as well.²

As a result of the Rodney King incident and public attention on law enforcement, the Los Angeles County began to look into its own policing procedures to determine where improvement was needed. On April 1, 1991, Los Angeles Mayor Tom Bradley announced the formation of a special commission to launch a thorough investigation into the structure and operation of the Los Angeles Police Department. This commission became known as the Christopher Commission, named after its chairman, Warren Christopher.

As a result of the Rodney King incident and public attention on law enforcement, the Los Angeles County Sheriff's Department began to look into its own procedures with an eye to improving its operations. In August 1991, largely in response to the formation of the Christopher Commission and the focus on law enforcement practices, the Sheriff reported that improvements over command and control for his agencies would cost an additional \$3 million.³ The County Board of Supervisors accepted the Sheriff's recommendations, but insisted that a special committee be created to look into the operation of his department. This committee became known as the Kolts Commission, named after its chairman, retired Superior Court Judge James G. Kolts. On July 20, 1992, the Kolts Commission announced findings which were similar to those of the Christopher Commission.⁴ Other state agencies also began to look into police operations, including the California Senate Judi-

ciary Committee and a new Senate Committee on Law Enforcement. This was certainly not a new phenomenon. In the 1960's numerous reports were prepared on the practice of law enforcement. They included everything from the specific, like the 1965 Governor's Commission on the Los Angeles Riots, more commonly known as the McCone Commission, after its Chairman John A. McCone, to the federal work entitled, "The Challenge of Crime in A Free Society," completed by President Johnson's Commission. Certainly, the sixties were not the only period of focus for law enforcement; in 1971, a commission in New York, known as the Knapp Commission, looked into the operation of the New York Police Department. In 1976, The Executive Committee of the International Association of Chiefs of Police produced a work entitled The Police Chief Executive Report which described the keys to successfully administering a police agency. While all of these works have resulted in the study of law enforcement, and arguably have resulted in some improvements, what will be the impact of these most recent committees on municipal law enforcement? Given the possibility of change as a result of the recommendations of these fact-finding committees, how will this change impact law enforcement and how can police managers successfully make the transition to the recommended organizational setting? These were some of the questions which prompted this study. The questions were not just posed by the author, but by others in and out of law enforcement. Everyone appears to recognize the need for law enforcement in a free society, but few are willing to discuss how to manage a police organization in a continually changing environment, filled with a multitude of expectations and conditions which reside outside the sphere of responsibility of law enforcement. It peaks the challenge of managing the thin blue line.

As a result of these the general interest given to officer conduct and, in a broader context, public confidence in police operations, this study was undertaken. The primary focus of this research is on the following question: WHAT WILL BE THE IMPACT OF FACT FINDING COMMITTEES ON THE INTERNAL MANAGEMENT OF LARGE MUNICIPAL LAW ENFORCEMENT AGENCIES IN LOS ANGELES COUNTY BY 2001?

Because the issue is very large and covers several other issues, the research study is further defined by studying the following sub-issues:

- * What will be the impact of fact-finding committees on the trust and confidence of officers as it relates to their effectiveness and enforcement posture?**

- * What will be the impact of the fact-finding committees on the administrative practices of police agencies, like training promotion, discipline and assignment?**

- * What will be the impact of these committees on the police sub-cultural values like integrity and trustworthiness?**

- * What will be the impact of these committees on the communities being served?**

This research consisted of three phases: futures research, which defines trends and events impacting the question being studied; a model strategic plan, to get to the desired future; and, a transition management plan. It is the intent of this article to inspire the reader into thinking about the future and how leadership plays a vital role in the challenges ahead.

DEFINING THE FUTURE

As a part of the research, a Nominal Group Technique (NGT) panel, comprised of seven members and this researcher, was assembled on October 28, 1991. This panel developed a candidate list of 27 events and 25 trends. The panel ultimately distilled the candidate list down to six trends and six events which it believed bear significantly on the issue. They will be described and followed by a brief analysis:

TREND 1. POLITICAL INVOLVEMENT AND SCRUTINY OF POLICE OPERATIONS

This trend recognizes the influence and involvement of the public in police operations. It also recognizes the legal and legitimate responsibility political leaders have in shaping the police role and in providing guidance on policy issues.

TREND 2. MEDIA ATTENTION ON POLICE OPERATIONS

This is defined as media attention and influence on the daily operations of the police, everything from simple field operations to the deployment of resources.

TREND 3. PUBLIC INVOLVEMENT IN POLICE SERVICES IN LOS ANGELES COUNTY

This trend has as its focus the ability of the public to receive police services consistent with the public's expectation of services. It considers greater involvement and review of police activities by the public.

TREND 4. CONCERN ABOUT PERSONAL SAFETY AND SECURITY AS A RESULT OF INDEPENDENT COMMITTEE RECOMMENDATIONS

This trends involves the personal side of the environment people live in and the fear of crime. The restrictions placed upon the police through implementation of the committee recommendations may result in officers becoming afraid to act, or not confident of when to act, which may spark an increased criminal activity. Because of this failure by officers to be proactive and the increase in crime created, there may be increased concern over personal safety by the public. This may be viewed as a downward spiral, where one activity creates another and another.

TREND 5. ISOLATION OF VARIOUS ETHNIC AND CULTURAL GROUPS FROM THE MAINSTREAM

This is defined as a concern various groups have about the police and about cultural differences. This concern may cause some groups to be less open to fully integrating into society as a whole. These concerns are sparked by a sense of distrust and some of it by past cultural experience.

TREND 6. PUBLIC DEMAND FOR POLICE ACCOUNTABILITY

As more acts of misconduct and allegations of improper behavior are made public, there may be increased demands for police accountability. These demands may be represented in a variety of ways which may spill over into other trends.

Forecasted Trends

There was a great deal of consensus on the first three trends. The panel believed there would be greater public, media and political involvement in police operations. This is an issue of the police department's relationship with various constituencies. The panel believed the demonstration of involvement may be prompted by the need for reform, or by distrust or by some curiosity of what the police actually do and how this relates to public expectation. It was believed this interest would continue for five years out and then decline slightly, but not retracting to a point where it was five years ago. There was little attention given to increased concern about individual views of public safety and security. The panel members believed this would remain a high priority among individuals.

The greatest dissensus was with the trend of isolation of various ethnic groups. While the panel recognized the changing ethnic makeup of the city, some members saw it as a trend which would decline as an issue as time and diversity continued. Others saw an increase in hostility and ethnic conflicts which would insure a division and isolationism.

It is clear from environmental scanning that the amount and degree of political, media and public involvement with police operations is something which may impact daily operational decisions. The degree of involvement can be such that expectations and roles become confused, resulting in service dysfunction. Four of the trends selected for forecasting were driven by the notion of defining the police mission and insuring oversight (Trends 1, 2, 3, and 6). These are largely internal management concerns because they can influence the quality and level of service provided. The remaining trends were external and environmental in nature. It was the general consensus of the panel that the winds of change were blowing both environmentally and organizationally. It was believed old solutions would not fit today's perceived problems. Police managers and executives must be mindful of these trends and their implications on the future.

IDENTIFICATION OF EVENTS

EVENT 1. CONTINUING EROSION OF PUBLIC TRUST RESULTS IN CIVIL

DISORDER OR RIOT IN LOS ANGELES COUNTY

It should be noted this was forecasted more than six months in advance of the April 29, 1992 Los Angeles riots. It was the panel's belief that this may be a decade of such disorders and that the April 1992 disturbance was just one such event.

The event is a major civil disorder, with widespread disturbances and attacks on property and individuals in the magnitude of our experiences in the 1960's or even greater. This event is seen as a result of eroding public order.

EVENT 2. TENURE OF LARGE MUNICIPAL POLICE AGENCY CHIEF IS

LIMITED TO TWO FOUR YEAR TERMS

This event would mean that the limited term for elected officials is expanded to include law enforcement officials. Proposition F in Los Angeles was just one example. Police agency heads would be treated in the same manner as other political leaders at the state level. This

event would be brought under the guise of improving police service and making it more responsive.

**EVENT 3. A SECOND POLICE ABUSE CASE IS RECORDED ON VIDEOTAPE
RESULTING IN GREATER COMMITTEE INFLUENCE**

This event is defined as the possibility of another incident similar to the Rodney King incident in Lake View Terrace. The panel believed it would prompt more investigations into police practices resulting in more controls and greater political oversight.

**EVENT 4. STATE ADOPTS RECOMMENDATIONS OF INDEPENDENT
COMMITTEES**

This event implies that POST or some other state agency would be mandated to provide oversight into police practices throughout the state. This responsibility would include not only licensing standards, but inspections and a certification system.

**EVENT 5. STATE ECONOMIC CONDITIONS DETERIORATE, ADVERSELY
EFFECTING CITY SERVICES**

This event assumes a major financial crisis for state government which will inhibit the state from sharing revenue with local governments and which will result in service curtailment and significant service cuts. This event could impact other events and hasten other trends.

**EVENT 6. THE POLICE OFFICERS PROSECUTED IN THE RODNEY KING
BEATING ARE FOUND NOT GUILTY**

This event is clearly stated and addresses the outcome of a criminal trial which bears directly on some of the committees which have been assembled to look at police training and operations. As was the case with Event 1, this event was identified six months before it occurred. As a result of it having occurred and not being repeated, it is not being considered in the analysis.

Event Analysis

The event forecasting carried on with the theme of independent commissions and which events had a high probability of occurring. The three events having the greatest likelihood of occurring were events one through three, although event five was very close. The panel believed there was a great likelihood of a civil disorder because of eroding public trust in the police and greater indications of a degradation of public order as evidenced by graffiti, vagrants, beggars and unkept buildings. It should be noted that this was more than six months before the Los Angeles riots. The panel was questioned after the April 1992 riots and expressed a belief that this entire decade may be a period of unrest. Such views are consistent with the findings of William Tofoya of the Federal Bureau of Investigation who forecasted this same issue in his 1986 research on law enforcement.⁵ There was consensus by the panel that the unfavorable and publicly naive view of some media, television shows and committee reports may be responsible for the eroding of public confidence in the police.⁶ The panel also believed that given the nature of police work and the attention given the Rodney King incident by various committees, independent and governmental, there was a high probability of a second police abuse case being captured on videotape and being the object of attention by the media, political forces and the public. The panel also believed that the independent committee's work would result in a demand for limits on the tenure of police chiefs, similar to the limits imposed on state legislators. Again, this event was forecasted before Proposition F in Los Angeles appeared on the ballot. The measure passed in Los Angeles in June 1992 and the panel believes it will be repeated elsewhere. The panel opined that police leaders will be seen like political leaders. Event 5 was of concern to the panel as it had fiscal implications for the city's ability to deliver services. The panel believed this event could also impact other events by continuing the decline of public confidence in government's ability to deliver even the most essential services.

Summary of Futures Analysis

Recognizing trends and events and how they impact on the research question, argues for the development of policies which will support the organization achieving the desired state. An analysis was also completed to determine which trends and events were the driving forces related to the research question. It was determined that the concern for civil disorder or riot and the deteriorating economy were the drivers. Policies are developed to mitigate an adverse future and help plan for tomorrow. The basis for selecting given policies includes the likelihood of them being implemented, the likelihood of them being shared values and receiving internal support and the likelihood of them being accepted by political and community leaders. The policy requires department management to exhibit some leadership by example. It must "walk the talk" by demonstrating its belief in the worthiness of those serving the public. Employees are not likely to treat others well if they believe they themselves lack self-worth. This can be accomplished if one sets a course by adopting a philosophy which incorporates the notion that, "You can't ride the train until you've laid down the track." What this means is that you cannot dictate rules and policies until you have addressed principles and values.

STRATEGIC PLAN

Developing a mission statement is an important first step in the strategic planning process.⁷ The mission statement defines the fundamental uniqueness which sets one endeavor apart from another, identifying the scope of the operation and the organization's seat in the marketplace. The statement should be large and bold enough to help satisfy the question of the worthiness of the mission being pursued. It forms the foundation for establishing, priorities, strategies, plans and assignments. It is, clearly an organizational starting point.

The following mission statement was developed for a large department in Los Angeles County.

MISSION OF THE POLICE DEPARTMENT

It is our mission to provide an environment where the safety and security of all persons is reasonably assured; to secure the public peace and preserve human dignity while carrying out our daily responsibilities. We seek to be responsive to the needs of all people by performing our function in a manner consistent with our legal obligation and the ethics of our profession.

It is important for any strategic plan to include both an internal and external review and analysis. There are several methods and tools used for such a review and analysis and they were employed in this study. The following strategic policy was developed as a result of such an analysis.

Chief of Police must assume a strong leadership role by creating and sharing a vision of the future as it relates to his commitment to be open to the recommendations of the committee and others.

Advantages

Creating a vision of what the future will be as seen through the eyes of the chief of police enables the follows to see where the organization will be going. This is best accomplished in participatory manner so those involved in actually carrying out the policies and practices can have a stake in the future of the organization. The vision then becomes a living, breathing part of the organization with a shared ownership. The chief must live this vision and communicate it widely and frequently. It must embrace every aspect of the organizational climate and this can only be accomplished through effective leadership. The chief is the team leader and coach. As such, he sets the tone and the direction. When he fully embraces his commitment to change and his openness to recommendations, barriers to ineffectiveness soon begin to fall. Again, he must involve those most effected by the change he wishes to bring about. He must also establish clear lines of authority and responsibility to assist in the changing process. By having a shared vision, creating a planning team to implement the vision and communicating far and wide what the new organization will be, the chief will see success. The planning group should have a problem solving approach to bringing about change, rather than a rigid, bureaucratic structure which oftentimes supports bureaucratic ineptness. Internal and external stakeholders should he sought and actively involved in this process.

Disadvantages

As a result of this change in direction and philosophy, many veteran employees disinclined to change will leave the organization, creating vacancies in specialized positions which may be difficult to staff. Likewise, it is recognized that change, regardless of benefit, creates anxiety and apprehension which can be disquieting for an individual and the organization. Change also creates saboteurs who may be inclined to prove why new ideas will not work. These are morale issues which must be confronted and resolved. It is also noted that not all new ideas work, which is why the work environment must be open to risk taking and failure.

If the chief fails to measure up to the expectation of our performance cast by constituencies both inside and outside the organization, it may be due to a failure to bring about real change. Organizations are especially reluctant to change. In his book, "If it Ain't Broke, Break it," Robert Krugel reports on controlled studies of children playing games. The study found that once American children are given the rules of the game, the pieces of a puzzle, or the elements for a construction project, the first thing they do is take things apart, change the rules, adapt. Americans generally have a bias for action.

It is important to reflect upon this during the implementation planning from the standpoint of delivering quality service. Americans are motivated by crisis, opportunity, challenge, and breakthrough.⁸

Implementation Issues

It is important to point out that what happens inside the department with employees, organization structure, decision-making processes and human resource decisions impacts what happens outside with the public. Organizational capabilities must not only focus on the internal processes, but on internal and external service users. The strategic implementation plan must acknowledge this. The chief of police in developing his plan must be able to exercise strong leadership which embraces at least four activities: 1) a shared mindset which translates

into agreement by employees and significant stakeholders on means (goals, values and strategies) and ends (work processes, decision-making practices and personnel practices); 2) capacity for change which has to do with an internal ability to adjust and change; 3) human resource practice which relate to management, communication, training and how core values are transmitted; and finally, 4) leadership which is the key and critical factor. All employees must be aligned and empowered. Alignment means the communication of a clear direction and a method to deliver well defined policies, procedures, systems, and methods. Empowerment means giving authority, power, and ownership which motivates employees to take initiative, responsibility, and risk.

The specific steps necessary for the plan implementation are best left to a work group, which would likely include several staff personnel involved with training and service delivery. While many of the resources involved in bringing about alignment reside within the department, outside resources familiar with organizational development strategies could be utilized as a part of the overall plan.

Because the chief of police has overall responsibility and accountability to and for the organization, he must commit to leading the effort and providing needed resources. Because there are costs associated with any change, the fiscal officer must also be a part of the team. The following chart depicts the action steps necessary for plan implementation.

Strategic Plan Process Steps

Process	6 Mos	1-Yrs	2 Yrs
STEP 1 - EVALUATION			
Internal assessment of service/training needs.			
Assessment of role, purpose, mission for alignment.			
External assessment of service expectations.			
Recommendation for alignment to reach a shared mindset.			
Managerial approval of recommendation for a systematic approach to alignment.			
STEP 2 - PREPARATION FOR CHANGE			
Decision on the form or structure of the organization to bring about alignment and empowerment.			
Adoption of a mission statement along with principles and values supporting shared vision.			
Possible use of Pilot or beta test of organization changes.			
Decision on choice of strategies to train and deliver the message.			
Chief's preliminary message on the new direction and vision of organizations future.			
Coordination of various on-going tasks and appointment of senior staff officer to oversee this responsibility.			
Functional coordinative responsibilities over training and implementation strategies.			
Maintain necessary liaisons with stakeholders. Insure preparation of training programs.			
Institute, audit, evaluation and control systems to ensure alignment.			
STEP 3 - FULL IMPLEMENTATION			
At this point the change process is fully underway. It includes:			
Alignment in all geographic areas of the city;			
Empowerment process has been initiated within management and supervisory ranks;			
System evaluation and modification to bring about desired alignment and empowerment; and,			
Operational difficulties resolved through training, consulting and redefining.			

TRANSITION MANAGEMENT

The initial phase of the Transition Management Plan is to develop a process for identifying the "critical mass." This can best be defined as the number of key people or groups necessary to support change to make it successful or to oppose it to make failure likely. This minimum number for the implementation of a successful strategy is the "critical mass."

The following are the most critical based upon their ability to influence stakeholders and generate the kind of movement necessary to get from the present state to the desired state:

Mayor, City Council President, Police Commission President, Chief of Police, and Peace Officers Association President

The selection of a structure to best manage the transition of an organization is critical to maintaining the likelihood of change and ensuring stability during the change process.

The analysis indicated that the Chief of Police will need to be very involved in this process. It also indicated that the Police Commission has a critical leadership role to play. Because the Chief of Police reports to the Police Commission and the Commission is the official head of the Police Department, a natural executive committee configuration exists for members of the critical mass to facilitate change. The proposed management structure for effecting change can best be defined as a line-management hierarchy. Formal lines of power, communication, authority and responsibility are already established. The use of this structure would complement other ongoing efforts and insure a smooth transition. Because existing lines are in place, there may not be a need for a coordination team. However, it may be wise to have representatives of the Chief of Police, the Commission, the City Council, Mayor and Peace officers Association meet to discuss what is involved in this change process. This meeting could be jointly chaired by the representatives of the Chief of Police and the Police Commission. Such a structure could be viewed as a modified representative of constituencies structure. This group could also be consulted on the training, morale, and sub-culture concerns

related to the sub-issue questions. This group could be viewed as a special transition team or administrative committee. Any concerns arising out of the change could be discussed at this level, thereby seeking early resolution. The group could also be used as an implementation team, designing and implementing the changes proposed by top management.

This plan recognizes the need to address tools and techniques which can be employed to support plan implementation. The transition will create anxieties and emotional stress which can lead to group and interpersonal conflicts. This could pose a threat to the transition plan and successful change. Because of this several methods and technologies should be used. They include: Responsibility Charting, which identifies the role and responsibility of each person to reduce ambiguity and conflict; Team Building, which defines expectations and resolves conflict while helping to establish goals and objectives; and, Milestone Recognition, which highlights specific targets and the dates so that formal recognition and announcement can be made. It also includes an evaluation system to establish proper audits, controls and feedback.

CONCLUSION

Every journey we take as leaders begins with an idea or notion of where we want to go. It is not possible to travel to our destination, through the rough seas, avoiding the dangers of rocky shoals, without a compass to guide us and a chart to follow. Likewise, it is not possible for others to follow a leader who knows no direction. In the case of a police department, its leader is the chief. It is the chief who should have an internal compass composed of values and principles universally held and shared to use as his mainstay. This is not to suggest a religious doctrine, but rather universal concepts like honesty, integrity, trustworthiness, courage, and wisdom.¹⁰ These are principles and values found in great leaders, be they teachers, corporate heads, or parents. The map should be what is garnered by the leader through discussions internally and externally and weighed against the principles and values. These are the notions picked up in discussions about the state of the organization and the environ-

ment. It is from this sensing, both internally and externally, that the leader is able to form a vision of what is needed. As this vision becomes focused, it is shared with others so that they can see it and know where the organization is headed.

From this vision is formed tangibles like a mission statement and policies for others to see what course the organization has taken. Once the direction is set, all that needs to be done is to identify the goals, as well as the obstacles standing in the way. From this process, a strategic plan can be developed to identify the best way to get there and where assistance may be found.

This has been a journey of sorts. It started with a question about how independent fact finding committees would impact the internal management of a large municipal law enforcement agency in Los Angeles County. The research has indicated this impact can be profound, but if it is properly managed, it could prove to be beneficial to law enforcement and the community as well. There are numerous changes and challenges facing society and police organizations in the decade ahead. Some of those challenges were discovered in our identification of trends and events. They involve such issues as changing demographics, producing ethnic conflicts; increased involvement and attention by the media, political leaders and the public in police activity; the possibility of economic crisis while resources are being stretched to their limits; and increased accountability for all that we do. The real force drivers were considered to be civil disorder and economic chaos. The trends and events are the realities of the nineties and the better prepared police organizations are to meet this challenge, the greater the likelihood of our communities enjoying an environment conducive to work and play. Where the future is not properly managed, decay, crime and social unrest are the likely result. The recommendations of various outside committees represent nothing more than a view of the world and some suggestions for improvement. These recommendations have no intrinsic value, although they may be beneficial to the future. They need only be received, measured, considered and either accepted or rejected based upon a variety of objective and subjective criteria.

This research has shown that the impact of fact-finding committees on officer trust, confidence, administrative practices and cultural values will be negligible with a proper organizational plan and setting. A police agency is not a product of those who serve in it. A police department should be viewed as an institution of public trust where its leaders reside as stewards of that trust. It is their responsibility to care for it in a conscientious and responsible manner, all the while recognizing who holds ownership to it. In handling this responsibility, it must be done openly, honestly, and with compassion. This also requires the interaction of the community and the police department in jointly planning for the future tomorrows. No community agency can exist successfully by operating outside the sphere of the community it serves. As such, the organization must devote itself to creating the new organization-the organization of the future. To do this, each manager must draw upon three practices: The first is continuing improvement of everything the organization does, a process the Japanese call *kaizen*; second, every organization will have to learn to exploit its knowledge base, to develop the next generation of applications of technology and processes from its own successes; finally, every organization will have to learn to innovate as a systematic organized process.

The recommendations of independent committees will have an impact on law enforcement in the future, but the direction and influence of that impact is really left in the hands of the police chief executive and the community being served. If it is an open and interactive relationship, the impact should be favorable because those receiving the service will be a part of deciding its future. If it is ignored and not accepted in a positive manner, then failure and problems are likely. This is a relationship issue. Like all relationships, it requires a one hundred percent commitment of each partner. It deserves to be treated as seriously as any other relationship.¹¹

The chief of police in developing his plan must be able to exercise strong leadership which embraces at least four activities: a shared mindset which translates into agreement by employees and significant stakeholders on means (goals, values and strategies) and ends

(work processes, decision-making practices and personnel practices); capacity for change which has to do with an internal ability to adjust and change; human resource practice which relate to management, communication, training and how core values are transmitted;¹² and finally, leadership which is the key and critical factor. All employees must be aligned and empowered. Alignment means the communication of a clear direction and a method to deliver well defined policies, procedures, systems, and methods. Empowerment means giving authority, power, and ownership which motivates employees to take initiative, responsibility, and risk. Attached to all of this, of course, must be accountability and rewards.

This is really a continual process of planning for all of our tomorrows and the successful executive understands the continuing nature of the management of change. Someone once remarked that change is like teaching an elephant to dance. Perhaps it is even more difficult. For most of us it is like teaching a new elephant every day. Each day of our lives and each day of our future is filled with new and wonderful challenges. The real key to success lies not in mastering one, but in managing them all. The more we understand that mastering one task and finding another is the real challenge of our calling, the more successful we will be. It is when we become complacent and no longer value growth then we fail as managers and as human beings. The opportunity for the future is here. We have only to accept it.

Finally, There are several issues which are worthy of further examination as a result of this work. The first involves the basic purpose of police organizations in future societies. The research conducted here suggests the organizational structure of police agencies is still evolving and has yet to be defined for the future. If organizations are becoming less centralized and are displaying a greater concern for service delivery being closer to those receiving the service, then contemporary models will have to change. This may present unique opportunities for partnerships, delivery methods and processes not previously

envisioned. Some of these, of course will entail technological adaptations, but this remains a service provided to people by people. The next issue for further study involves the notion of quality. In 1987, a Presidential mandate directed every agency in the Federal Government to look at improving service quality. This is an area not yet explored by municipal law enforcement agencies. It includes both internal and external services. We can no longer be satisfied with things just moving along at a routine pace or only reacting to service needs. What all agencies of government need to do is to focus on the receiver of services and restructure in a more effective and efficient manner. This is directly tied to the issue of fiscal responsibility and the challenge of competing for fewer available dollars.

It is, of course, the responsibility of law enforcement administrators to deliver services to communities in an effective and efficient manner. This challenge is even greater in a time where rapid change is taking place. One of the real challenges becomes the ability to keep up with the pace of change. To be successful, a Chief of Police must be visionary and anticipate future needs. The future and some of the anticipated change have been the real focus of this study.

END NOTES

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- 6 The term naive as used here is meant to convey one being uninformed.
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