

154737

WHAT CRITERIA WILL BE USED TO SELECT POLICE CHIEFS IN MID-SIZE AGENCIES BY THE YEAR 2005

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TECHNICAL REPORT

154737

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STEVEN KRULL

COMMAND COLLEGE CLASS XIX
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA

JANUARY 1995

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

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

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

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

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N. I. J. ABSTRACT

What Criteria Will Be Used To Select Police Chiefs In Mid-Size Agencies By The Year 2005.

S. Krull. Sponsoring Agency: California Commission on Peace Officer Standards and Training (POST). 1995. 161 pp.

Availability: Commission on POST, Leadership Development, 1601 Alhambra Boulevard, Sacramento, California 95816-7053

Single Copies Free -- Order Number 19-0386

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

Microfiche Fee. Microfiche Number NCJ _____

This study examined the concept of police leadership in the future. Specifically, what criteria, or strategies, should be employed in the selection of police chiefs, and what characteristics or traits would a successful police chief in a mid-size agency of the future possess. Futures research projected emerging trends and events and was supplemented by interviews with police chiefs, city managers, executive recruiters and experts in the policing profession. This research provides a foundation for the development of a strategic plan to conduct a successful recruitment, selection and introduction of a new police chief into a community. The study concluded that a comprehensive needs assessment of the community and organization are critically important to any recruitment/selection process. The single most important factor in the process is the "fit" between the police chief and the entire organization/community. Extensive charts, illustration of forecasting techniques, end noting and bibliography are included.

POLICE CHIEF SELECTIONS

IT'S TIME TO GET FIT

JOURNAL ARTICLE

STEVEN KRULL

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EPIGRAPH

The sun was fading from the sky on that September afternoon in 1865. The two men faced each other on the main street of the California Gold Rush town. Their shadows stood frozen for what seemed like a lifetime. Then, movement, a blur, and two shots rang out. One man fell to the ground, mortally injured. The other was wounded but would survive. Silently the townspeople stepped out from the shadows in which they had been waiting -- waiting for a winner to emerge.

The survivor was a physically strong and big man from another town. He had traveled to this place just for the battle. He had no education. Very little was known about him, beyond the fact that he was the fastest gun that day, as he had been on other days in his past. Perhaps that was enough.

One man, the barber/mayor, approached the wounded and bleeding survivor. The barber could see that fresh from the fight, there was excitement, confusion and even anticipation of what was to come on the survivor's face. In his role as mayor, the barber slowly held out his hand. The survivor accepted the unspoken offer and pinned the old and tarnished badge to his vest.

There was a new Sheriff in town.

INTRODUCTION

The preceding scenario of the Old West paints a frightening picture for selecting someone to a position as important as a modern day police chief. Hopefully policing has come a long way since then but, one might speculate, how much further must we go. Or, is this a journey with no destination and many paths to take? It may well be one that continues to evolve at the same pace as the stakeholders, the environment and the respective communities involved. There can be no doubt as to the importance of the task; that of selecting the police leaders. USA Today reports in its August 25, 1994 edition that crime, and the fear of crime, is the one issue that cuts through all parts of the American society and is the main issue of concern.¹ Not only does victimization cut through society but so does our suspect profile. Despite a steady decline in the national birth rate juvenile arrests have increased 400 percent. This group includes youths of all races, social classes and lifestyles.² This should come as no surprise if one considers that the United States has the worst rate of violent crime of any industrialized nation in the world.³ Since 1961 the American population has grown by 41 percent, yet in the same period violent crime has risen at a rate of over 500 percent and crime overall has risen in excess of 300 percent.⁴ Policing has a major role to play in society if there is to be a reversal of these trends.

Because of the enormous importance of these issues, any individual selected to the position of police chief may well have more power and influence over the community than any other public official. What kinds of persons are needed to lead the

policing profession? Is there a set criteria to look for, or is selection merely a subjective guess at best? What means do we have to identify those qualities sought in a police chief?

The future of policing holds both challenge and opportunity for the profession, and specifically, the position of police chief. The challenge is in confronting the major issues that threaten the very foundation of American society. The opportunity lies in accepting a leadership role in a nation adrift in a stormy sea.

THE IMPORTANCE OF POLICING TODAY

How important is policing to American society? Is this an area that has profound impact or does it have any at all? In his 1992 biography, Daryl Gates, the retired Chief of the Los Angeles Police Department, recalls his swearing-in ceremony in March of 1978. He remembers saying to himself, "...I realized the safety and welfare of over three million people spread across 467 square miles would fall directly to me."¹⁵ This underscores the tremendous responsibility that falls to police agencies across the nation. It is one that exists whether the population of the community served is three or three million. The issues are the same. One might wonder if this is an overstatement from Chief Gates' who has high regard for his own abilities and importance. However, further study of current literature supports Mr. Gates. Donald G. Hanna, former Champaign, Illinois police chief and author wrote:

"...local policing is the most essential public service within the community. It involves a unique authority to exercise broad discretion ... The mission is profound because of its breadth, significance and complexity."¹⁶

He further emphasizes the point made by Mr. Gates suggesting policing is the most important service provided by local government. Considering the wide range of governmental functions, this is a strong statement about the impact of police service on a community.

As the quotes are from police leaders, they might be dismissed as self-serving or aimed at fostering community support during budget deliberations. But, the concept of policing as an essential service of government is shared by those outside the profession as well. Michael J. Kelly, a scholar, legislative assistant and consultant to the International City Managers Association offers this analysis:

"Policing is perhaps the most important function of local government. The power of police to arrest citizens and affect the moral complexion of the community, as well as the duties to maintain public order and protect constitutional liberties, are the most fundamental public functions."⁷

This elevates the importance to constitutional proportions and suggests that the character and health of a community are dependent upon the effectiveness and competence of its police services.

There is no one future out there, but many possible futures. Strategies to meet these challenges do not magically appear, nor do they implement themselves. There must be someone who can harness the forces of change and direct them in a positive manner. There must be a leader.

Who, then, are the ones that lead policing, this "most essential function of government" into the possible futures. This author suggests that in any organization

success or failure rests with its leader. Countless books by noted authors such as Peter Drucker, Tom Peters, Steven Covey and many others all agree that leadership, however defined, is the single most important element in a good organization becoming a great one. It would be difficult to find a healthy and successful organization over the long term without a good leader. This writer believes the field of police work is no different.

The idea of the police leader being essential to the organization is no better stated than by scholars V. A. Leonard and Harry W. Moore. They wrote:

"Leadership is the most important single factor in the success or failure of police operations. Invariably in observing a successful police organization one finds a strong executive who has been the driving force in elevating the level of performance. Conversely, where mediocrity or failure characterizes the work of a police organization, it generally can be traced to incompetence in management. The fundamental basis for the success of a police enterprise is to be found in the ideas and efforts of the police chief executive."⁸

The singular importance of police leaders and their ability to affect the health of a community cannot be understated. It is critical that they must be qualified and competent individuals to ensure the growth and innovation needed to address a complex and changing set of possible futures.

For American society to prosper it must learn from its past to better understand the future. But what is the lesson? This may be summarized best by FBI Special Agent and futurist William Tafoya who says: "Bold leadership today is essential for...law enforcement reform."⁹ And also by retired Deputy Superintendent of Police Services in Edmonton, Alberta, Canada, Chris Braiden.

"...police organizations are very difficult ships to turn around....our current chiefs happen to be steersmen at perhaps the most turbulent period in the history of modern policing."¹⁰

It is clear that police are critically important and can influence the very health and welfare of a community. What has been learned is that the leader of such an organization bears the burden of being the most important factor in its success or failure. Police chiefs provide the direction and motivation to get the agency where it needs to go. A leader is not alone in this task, but without one, the organization would fail.

The need for leadership is established beyond any doubt in both past and present literature, signaling a challenge for the future. But who will answer this call? What are these leaders like and where will they come from? How will they be recognized? Or even, how will they be found?

A CURRENT VIEW

Characteristics

If, in fact, history is a window to the future, then an examination of what current police chiefs are like should provide some insight as to what would be needed for the successful and effective chief of the future.

In 1985 the California Police Chiefs Association conducted a survey of their membership to try and obtain a basic profile of a police chief. Their data represented a 45% response rate (157 chiefs) and the mean figures are indicated below:

Age		47.4 years
Years Law Enforcement Experience		24.3 years
Time as Police Chief		7.6 years
Education	High School/GED	5%
	Associate Degree	19%
	Bachelors Degree	25%
	Masters Degree	44%
	Doctorate Degree	11%
	FBI National Academy	37%

As part of an independant research project for the Command College, an executive development program of the California Commission on Peace Officer Standards and Training (POST), a similar survey was conducted in November of 1993. This smaller sampling of 22 chiefs, randomly selected from throughout California, was done without knowledge of the results, or existence, of the 1985 California Chiefs Association survey. A summary of the 1993 mean data is presented below:

Age		48 years
	When First Appointed Chief	42.6 years
Years Law Enforcement Experience		25.4 years
	When First Appointed Chief	18.9 years
Time as Police Chief (Present Position)		3.2 years
	Total Time as Police Chief	5.1 years
Education	Bachelors Degree	65%
	Masters Degree	35%
	Command College	35%

While neither survey is scientifically based, or overwhelming in the number of chiefs contacted, there was similar information collected, allowing some basic comparisons. The data suggests that the age of police chiefs is about the same but that the time in the position of police chief has dropped from over 7 years to around 5 years. The basic overall level of education has risen significantly if you consider the number of chiefs with Bachelor's degrees. The Command College was in its early

stages and not part of the data collected in the 1985 survey. However, in 1993, just 8 years later, 35% of those chiefs interviewed were graduates of the program. There is no definitive data on this point, however, POST believes that 25% of the chiefs in California are Command College graduates. Either figure is significant considering the age of the program.

The survey data presented very basic information about police chiefs such as (1) their age, (2) their education level and (3) how long they tend to remain in the position. To broaden the perspective, a series of interviews with stakeholders was conducted. Twenty-two police chiefs, ten city managers, eight executive recruiters and ten persons considered to be experts in the field of policing were personally and individually contacted. Members of the various groups were questioned as to their views relating to the traits and characteristics needed to be both successful and effective as a police chief. The group of fifty interviewees identified forty-two separate characteristics a successful chief would possess.

Table 1 reflects the top 8 characteristics of the composite total of those responses. The first set of numbers in Table 1 represents the total number of times a particular trait was mentioned by the group and the second figure represents the percentage of the total of fifty. The traits of leadership, communication skills and integrity were all named by well over half of the entire group and are noticeably higher than the others. Other categories include being innovative, having broad experience, having a vision of the future, being educated and being a team player. These ranged from 42% to 22% in the order listed.

CHIEF'S CHARACTERISTICS

COMPOSITE PROFILE

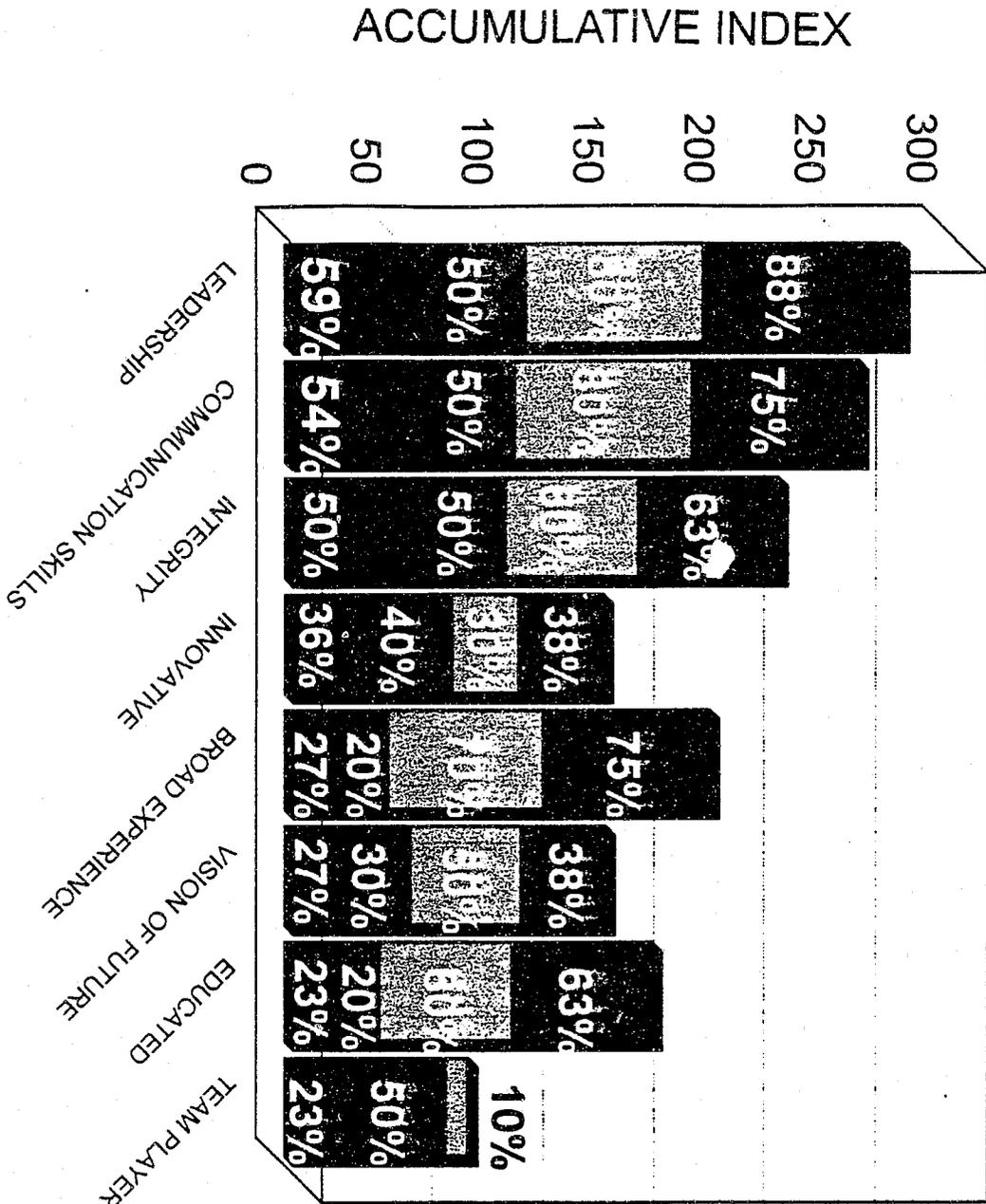
LEADERSHIP	33	66%
COMMUNICATION SKILLS	31	62%
INTEGRITY	27	54%
BROAD EXPERIENCE	21	42%
EDUCATED	18	36%
INNOVATIVE	18	36%
VISION OF FUTURE	17	34%
TEAM PLAYER	11	22%

N = 50

Table 1

Table 2 depicts how each group rated the top 8 categories by comparing the percentage that each individual group mentioned a specific trait. There are some interesting relationships in this chart. With one exception, every category is mentioned by each group. What is even more interesting is that there are two distinct

CHARACTERISTICS



■ RECRUITERS
 ■ EXPERTS
 ■ CITY MANAGERS
 ■ CHIEFS

Table 2

subgroups among the four groups. In almost every case, the recruiters and the experts agree on the relative importance of a trait as a group, while the same is true for the chiefs and city managers. But, there is no real agreement between the two subgroups. In fact, there are considerable differences between the two subgroups in most categories. Identifying the differences between the groups would indicate that there is no single clear picture of what is needed to be a successful chief. This data could suggest that if recruiters and experts are influencing selection processes by screening applicants using their perceptions, they might be eliminating candidates that would otherwise be seen as highly qualified in the eyes of chiefs and city managers.

The three traits of leadership, communication skills and integrity are clearly consensus picks of the composite group. Beyond that, the question arises as to what type of person will be a successful and effective chief. The data suggests there are many divergent views about the appropriate characteristics and traits needed to be a successful chief. The individual or specific experience and perceptions of those interviewed appear to dictate the responses, and those varied greatly. Based on this data the individuals or groups that are responsible for selecting police chiefs, or at least knowing what it takes to be one, cannot agree how what criteria is essential. How, then, can any single process or person accomplish the complex task of selection?

Issues

The recruiters were not questioned about their views on the significant issues facing policing in the future leaving forty-two interviewees for this category. Those individuals interviewed identified over thirty different issues. There was not only wide spread

ISSUES

COMPOSITE PROFILE

ECONOMY	29	72.5%
COMMUNITY POLICING	20	50%
DIVERSITY	13	32%
RECRUITMENT / RETENTION	13	32%
VIOLENCE IN COMMUNITY	12	30%
POLITICAL INTERFERENCE	8	20%
POLICE OFFICER ASSOCIATIONS	7	17.5%
TRAINING	6	15%
REGIONALIZATION	6	15%

N = 42

Table 3

between the groups, but also divergent views within each. However, in looking at the composite total there is consensus on some topics. Table 3 depicts the top 9 issues as selected by the forty-two interviewees. The first number represents the number of

times the issue was selected and the second represents the percentage of the overall group of forty-two. Clearly, according to these results, the economy and community policing emerge as the biggest issues facing policing. The second level of issues include diversity, recruitment/retention and violence in the community. The remaining issues are below this second level, but closely grouped.

The significance of this information is not in the composite list, but in comparing the differences between the three groups. Table 4 represents each issue by group in bar graph form. The numbers represent the percentage of times each issue was mentioned by each group. For example, 81% of the chiefs felt that the economy would be a significant issue, while only 40% of the experts felt the same. This information suggests the chiefs and experts agree generally on the issues with the differences coming to light on how strongly each group feels on a given topic. 70% of the experts felt that community policing was a significant issue but only 40% of them thought the economy was worth mentioning. Conversely, just over half of the chiefs identified community policing with over 80% naming the economy. Perhaps the most surprising data here are the issues not identified by the city managers. No city manager raised the issues of violence, training, regionalization, police associations or political interference as being significant. That city managers as a group identified less than half of the nine most significant issues (of the composite group) could lead to any number of suppositions. The same could be said for the divergent views within the other groups relative to the importance of each issue. These differences would seem to be a product of the experience and environment of those interviewed within the

ISSUES

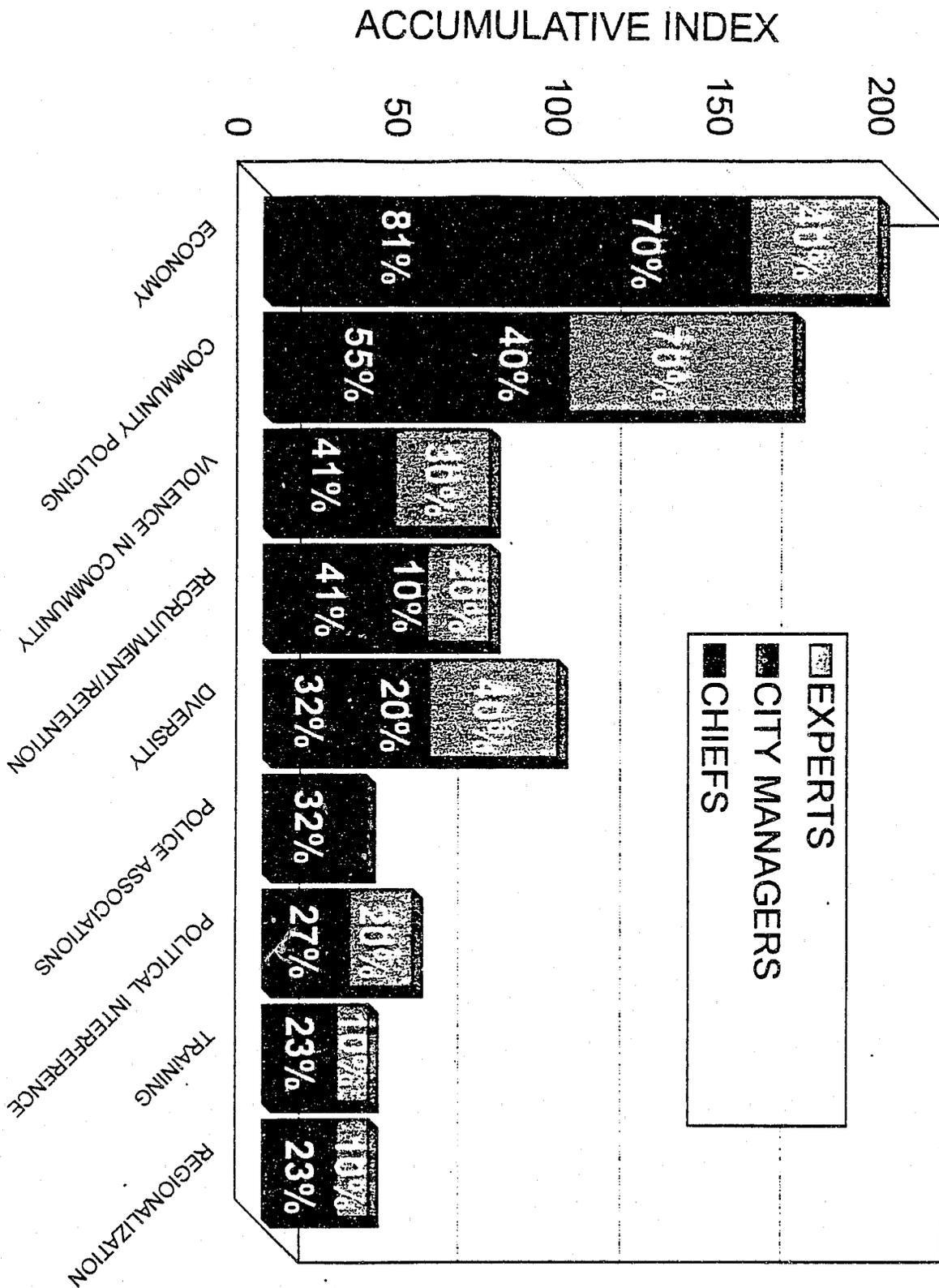


Table 4

framework of their roles.

Selection Processes

In interviewing the fifty individuals there was no one process that was used by a majority. The alternatives ranged from appointing a person utilizing no process at all to an elaborate multi-day assessment that sounded more like an ordeal than a test. What did seem consistent was that the type of assessment instrument or process used was not dictated by any factor other than the individual preference of the person directing the selection. What this suggests is that the process is not being used to identify or test for a particular trait or characteristic, but only for what information the person directing the process feels important. During the interviews, the questioning was expanded on this point to determine what it was the process was trying to accomplish. What need was being met? In most cases it was only being used to separate and rank candidates on a general basis, rather than to look at any specific characteristics or talent. This gives the process a distinctly subjective quality, which may not be the best method for selecting an individual as important as a police chief. Further examination revealed that what was believed to be important in any given process was the subjective beliefs of the decision-makers, who were city managers in most cases. It is a reasonable assumption that most city managers are familiar with the issues within their city but, are their perceptions based on objective data? As can be seen by the interviews there are any number of biases and differences of opinion which could adversely affect any given process.

Observations

When attempting to identify the chiefs candidate who has the best potential to be both successful and effective, what happens if the characteristics of the different cities or environments differ from one to another? Would it affect the issues to be faced or the traits needed to be a successful chief for the individual jurisdictions? The information supports the view that it would alter both of those factors. Is the process of selecting a police chief about discovering a universal profile that is generic to the position, or, is it obtaining the best fit between traits/skills and context? Looking at the wide range of issues identified by the different groups gives some general direction but emphasizes that each city is unique and therefore has unique needs. If there are unique needs in each situation then there are going to be traits and characteristics that are also unique to that given situation. Simply put, there is no such thing as a one-size-fits-all chief. A particular individual might be a perfect selection for a given city based on his or her unique capabilities and talent. At the same time they might not be suited for another position that has different needs. This is not to say that the person is unqualified, but, it is saying that they may be better suited to one position than another. Thus, the chances of being successful in one venue over another depend on context.

The conclusion is evident that the **single most important factor** in criteria for selection of a police chief is the **fit between the individual and the organization/community, and vice versa**. It would appear that the key is to determine what those critical needs are in advance and then recruit and select with them in mind.

GETTING FIT

Someone once said:

"If you don't know what you're looking for, anything you get will do."

With that in mind, completing a comprehensive needs assessment prior to beginning any recruitment should be considered an integral and critical part of the selection process. This can provide valuable information about the specific characteristics and skills that an ideal candidate should possess. The importance of this phase should not be underestimated. If a thorough, accurate and objective analysis is not done in an impartial and professional manner, the chances of having a successful process, and potentially a successful chief, are severely diminished. For this reason, it is recommended that a professional consultant be considered to conduct this phase of the process. Professional consultants add credibility and objectivity as well as being familiar with the techniques and methodologies helpful in completing such an analysis.

The scope of the assessment is the next critical factor. It should include both internal and external stakeholders and incorporate as much data as possible. If the particular police agency is small enough, consideration should be given to interviewing everyone, both sworn and non-sworn, from all levels of the organization. If that is not practical, there should be input from representatives of all those groups and levels mentioned. Other city departments that interact with the police department on a regular basis should be contacted for information. Some to be considered include public works, traffic engineering, parks and recreation, city attorney's office and the fire

department. Other governmental agencies should not be overlooked. The District Attorney's office, county, state and federal law enforcement, county government officials and the local police chief's association can all provide valuable data and insight.

Involving the overall community in the process will be important to its success. Gathering information from the various factions involves them in a meaningful way in the selection of their police chief. This not only makes sense by creating better buy-in within the community, it follows the basic principles of community oriented policing. Some suggested groups or individuals would be the various minority associations or representatives, religious groups, educators and the medical community. Other possibilities include the different professional service organizations such as Rotary or Lion's Clubs, the Chamber of Commerce and the local media.

There are many other potential sources of information. Just as there are unique characteristics for any candidate, so to are there unique characteristics to any community. The specific types of individuals and groups that should be contacted will vary from community to community, depending on the demographics and individual makeup specific to it

The city council has a critical role in the process. It will obviously provide valuable insight to the consultant on the needs of a police chief from the elected official's perspective. But, more importantly, they must be committed to an independent and objective process, believing in the need to select the best individual for the job. They must provide an appropriate atmosphere (and quite possibly funding) for this

effort. Without their support, the most critical person in the process will not be able to effectively implement this strategy. The city manager.

Most city managers interviewed for this project agreed that the selection of a police chief was the most important personnel decision they could make in their community. Recognizing that, city managers must seek to have the best information upon which to base their selections. This places the manager in a position of trying to control the pace and scope of a process without influencing or affecting its outcome. At the same time, he or she must provide valuable perspective without allowing it to have more weight than is appropriate. While some of this responsibility rests with the consultant, the manager's position can be persuasive. The professional city manager can accomplish this task.

PUTTING THE PIECES TOGETHER

Once the needs assessment is completed and the composite profile of the ideal candidate becomes clear, the process can proceed with a more defined purpose. With the specific characteristics and traits identified a recruitment should be more focused and efficient. After the initial screening of candidates, specific testing methodologies can be employed which will evaluate individual needs rather than general information. For example, if your assessment identified a need for your new chief to be highly skilled in critical incident management, an instrument to test that capability in all candidates could be incorporated into the process. This offers objective criteria and a meaningful purpose to those exercises. Information from the needs assessment can also be used to identify areas of a candidate's past performance that can be evaluated during the

background portion of the process.

Armed with specific, objective criteria and data, a city manager will be able to reach a more informed decision in a domain considered critical to the community. To attain this, the integrated system described is suggested. This scenario creates the unique opportunity to place an individual into a position for which he or she has the specific characteristics and traits needed to be successful. This success is likely to be shared by the chief, the city manager and, most importantly, the community itself.

BENEFITS AND CHALLENGES

This unique approach carries with it several other benefits. This assessment will provide a new chief with a good insight into the community and organization. It will assist in a quicker assimilation into both, and may provide direction as to where his or her initial efforts should be applied. This can serve the same purpose for an insightful city manager. It also gives the city manager a means to evaluate the performance of the new chief in the first year. One that is clear to both parties and objectively established prior to the position being accepted. Without a doubt, there are challenges associated with this approach. This process takes more time than normally associated with a selection and the potential exists for "paralysis by analysis". An effective manager aware of the potential should be able to prevent those effects. Initially, the possible budget implications might appear too great to overcome but, when one considers the importance of the decision and its impact on the community, it appears to make it money well spent.

CONCLUSION

The position of police chief is one that can have a great impact on the health and moral character of a community. As such, the selection of an individual to that position must be carefully considered. There is no one-size-fits-all-police-chief because there are specific and unique needs for each community. Those needs must be identified before an effective search process can be undertaken. An objective and comprehensive needs assessment is not only an integral part of any selection process, it is arguably the most critical component. If conventional methods continue to be employed, they will likely be subject to the individual prejudices and biases of those in control of the process. The information presented here shows a high probability that personal or group agendas and perceptions might prevent the most qualified persons from ever being considered. This could result in a city manager selecting the right person, but for the wrong position.

A city manager needs objective data for an accurate perspective about the needs of the total community and organization. Further, the community should be meaningfully involved in the selection of **their** police chief. Additionally, If he or she is to be successful, a new police chief needs to have as much information about current issues as possible when assuming his or her post. A comprehensive needs assessment meets these needs and creates an environment where the new chief is more likely to be a success, than a failure.

"Knowing what you are looking for makes it easier to find."

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ACKNOWLEDGEMENTS

The final paper you see represented here could not of been produced without the support and assistance of many others. Merely mentioning them does not seem adequate enough, but my thanks are both sincere and boundless.

To the clerical staff of the East Bay Regional Park Police, particularly Bette Leslie, Pam Flax, Laurel Hildum and Pat Rios. Contrary to what I said, the copying of articles for this project has come to an end.

To my Chief, Peter C. Sarna, for his editorial expertise, wise and insightful perspective and supportive patience.

Although it may sound strange, I am indebted to the nameless staffs of Federal Express, Kinko's Copies and, without a doubt, WordPerfect Help/Line Support Team. Other Command College graduates and students will understand what I mean.

The staff at POST, most notably those calm and caring individuals who answered frantic phone calls and re-directed errant faxes. And, without a doubt, Russ Kindermann - thanks.

Sergeant Marty Moran and Sergeant Jon King also deserve a mention of thanks. I do this because those who can make graphs, charts and other such things from computers should be feared and awed at the same time. Those "computer types" will rule the earth.

The rest of my Command College Class #19. The overwhelming highlight of the Command College is the opportunity to share the "experience" with an outstanding group of individuals. This class has always been there to help each other and bring both comic relief or serious perspective to the process when appropriate.

And last, but certainly not least, my family. My children, JP, Christy, Corrie and Marc. To their credit, they too have gone through the Command College experience from a very different perspective. They have all been interested and supportive throughout the research project. And a special thanks to my wife, Sharron, who will no longer have to hear the words, "I can't, I'm working on my project and it will have to wait until January." For her, much love and many thanks.

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EPIGRAPH

The sun was fading from the sky on that September afternoon in 1865. The two men faced each other on the main street of the California Gold Rush town. Their shadows stood frozen for what seemed like a lifetime. Then, movement, a blur, and two shots rang out. One man fell to the ground, mortally injured. The other was wounded but would survive. Silently the townspeople stepped out from the shadows in which they had been waiting -- waiting for a winner to emerge.

The survivor was a physically strong and big man from another town. He had traveled to this place just for the battle. He had no education. Very little was known about him, beyond the fact that he was the fastest gun that day, as he had been on other days in his past. Maybe that was enough.

One man, the barber/mayor, approached the wounded and bleeding survivor. The barber could see that fresh from the fight, there was excitement, confusion and even anticipation of what was to come on the survivor's face. In his role as mayor, the barber slowly held out his hand. The survivor accepted the unspoken offer and pinned the old and tarnished badge to his vest.

There was a new Sheriff in town.

FORWARD

The scenario of the Old West paints a frightening picture for selecting someone to a position as important as a modern day police chief. Hopefully policing has come a long way since then but, one might speculate, how much further do we need to go. Or, is this a journey with no destination and many paths to take? It may very well be one that continues to evolve at the same pace as the stakeholders, the environment and the respective communities involved. There can be no doubt as to the importance of the task; that of selecting police leaders. USA Today reports in its August 25, 1994 edition that crime and the fear of crime is the one issue that cuts through all parts of the American society and is the main issue of concern.¹ Not only does victimization cut through society but so does our suspect profile. Despite a steady decline in the national birth rate juvenile arrests have increased 400 percent. This group includes youths of all races, social classes and lifestyles.² This should come as no surprise if one considers that the United States has the worst rate of violent crime of any industrialized nation in the world.³ Since 1961 the American population has grown by 41 percent, yet in the same period violent crime has risen at a rate of over 500 percent and crime overall has risen in excess of 300 percent.⁴ Policing has a major role to play in society if there is to be reversal of these trends.

Because of the enormous importance of these issues any individual selected to the position of police chief may well have more power and influence over the community than

any other official. The need for leadership in policing today affects not only police organizations, but, an entire society. If we expect to place only the "best of the best" into these positions, it is critical that the recruitment and selection process for a police chief be capable of identifying candidates of the highest quality.

What kind of persons are needed to lead the policing profession? Is there a set criteria to look for, or is selection merely a subjective guess at best? What sort of means do we have to identify those qualities sought in a police chief? These questions, and others, called out for answers and formed the basis for the research topic of this study. That being: What Criteria Will Be Used To Select Police Chiefs In Mid-Size Agencies By The Year 2005.

CHAPTER ONE

INTRODUCTION

How important is policing to American society? Is this an area that has profound impact or does it have any at all? In his 1992 biography, Daryl Gates, the retired Chief of the Los Angeles Police Department, recalls his swearing-in ceremony in March of 1978. He remembers saying to himself, "...I realized the safety and welfare of over three million people spread across 467 square miles would fall directly to me."⁵ This underscores the tremendous responsibility that falls to police agencies across the nation. It is one that exists whether the population of the community served is three or three million. The issues are the same. One might wonder if this is an overstatement from Mr. Gates' who has a high regard for his own abilities and importance. However, further study of current literature supports Mr. Gates in this instance. Donald G. Hanna, former Champaign, Illinois police chief and author wrote:

"...local policing is the most essential public service within the community. It involves a unique authority to exercise broad discretion ... The mission is profound because of its breadth, significance and complexity."⁶

He further emphasizes the point made by Mr. Gates suggesting policing is the most important service provided by local government. Considering the wide range of governmental functions, this is a strong statement about the impact of police service on a community.

As the quotes are from police leaders, they might be dismissed as self-serving or aimed at fostering community support during budget deliberations. But this researcher found the concept of policing as an essential service of government shared by those outside law enforcement as well. Michael J. Kelly, a scholar, legislative assistant and consultant to the International City Managers Association offers this analysis:

"Policing is perhaps the most important function of local government. The power of police to arrest citizens and affect the moral complexion of the community, as well as the duties to maintain public order and protect constitutional liberties, are the most fundamental public functions."⁷

This elevates the importance to constitutional proportions and suggests that the character and health of a community are dependent on the effectiveness and competence of its police services.

Having examined some thoughts of police and government leaders, what indicators demonstrating the importance of police are there in American society? In the California election of November 1993, there was a ballot measure to maintain a funding source specifically for law enforcement. Proposition 172 passed a general vote at a time when funding for other government programs did not. In a recent California survey, crime and its effects were the issue of number one public concern. This mirrors the national trend as reported in USA Today in August of 1994. They reported that crime is not only the number one issue of concern, but it is also one that affects all segments of the nation.⁸ The response has been for legislators to propose new and stricter laws. The potential for them to become law in the present climate is considered a sure bet.⁹ This trend is further evidenced nationally where the vast majority of people feel there is more crime in their

communities than a year ago and an overwhelming percentage of the population fear becoming a victim of crime.¹⁰ Playing on this theme, President Clinton proposed and saw legislation successfully passed that will add approximately 100,000 police officers to local agencies along with various other crime-fighting elements. Meanwhile, Congress has suggested any number of other measures.¹¹

Police events and stories dominate the media. These issues dictate the movies watched, television viewed and books read. This topic continues to be a major focus of every political process at each level of government. Society is telling the nation's leaders, they are concerned, and they are watching.

It seems apparent that policing is an important and integral base of American society and therefore, the nation as a whole. The next obvious question: Who is responsible for the police? Or; Who will guard the guardians?

There is no one future out there, but many possible futures. Strategies to meet these challenges do not magically appear, nor do they implement themselves. There must be someone who can harness the forces of change and direct them in a positive manner. There must be a leader.

Who, then, are the ones that lead policing, this, "most essential function of government" into the possible futures. This author suggests that in any organization success or failure rests with its leader. Countless books by noted authors such as Peter Drucker, Burt Nanus, Warren Bennis, Tom Peters, Steven Covey and many others all agree that leadership, however defined, is the single most important element in a good organization being considered a great one. It would be difficult to find a healthy and

successful organization over the long term without a good leader. This writer believes the field of police work is no different.

In their 1987 publication James Kouzas and Barry Possner describe the importance of a law enforcement leader:

"The vision of a leader is the magnetic north that sets the compass of the company. The police chief executive who, along with members of his or her agency, creates a vision for the future is also making a promise of arriving."¹²

Clearly it is a leader who sets the tone and guides any organization into the possible futures. The idea of the police leader being essential to the organization is no better stated than by scholars V. A. Leonard and Harry W. Moore. They wrote:

"Leadership is the most important single factor in the success or failure of police operations. Invariably in observing a successful police organization one finds a strong executive who has been the driving force in elevating the level of performance. Conversely, where mediocrity or failure characterizes the work of a police organization, it generally can be traced to incompetence in management. The fundamental basis for the success of a police enterprise is to be found in the ideas and efforts of the police chief executive."¹³

The singular importance of police leaders and their ability to affect the health of a community cannot be understated. It is critical that they must be qualified and competent individuals to ensure the growth and innovation needed to address a complex and changing set of possible futures.

In the words of August Volmer, visionary police scholar and former police executive:

"The original purpose of the police organization was difficult enough, but superimposed upon these difficulties are the modern problems which aggravate the situation and complicate it enormously. All other governmental activities are dwarfed by comparison...."¹⁴

Few would argue with this characterization of the profession. What is interesting is that this was written in 1931 illustrating a concern for the same issues faced today over a half century later. For American society to prosper it must learn from its past to better understand the future. But what is the lesson? This may be summarized best by FBI Special Agent and futurist William Tafoya who says: "Bold leadership today is essential for...law enforcement reform."¹⁵ And also by retired Deputy Superintendent of Police Services in Edmonton, Alberta, Canada, Chris Braiden.

"...police organizations are very difficult ships to turn around....our current chiefs happen to be steersmen at perhaps the most turbulent period in the history of modern policing."¹⁶

It is clear that police are critically important and can influence the very health and welfare of a community. What one has learned is that the leader of such an organization bears the burden of being the most important factor in its success or failure. Police chiefs provide the direction and motivation to get the agency where it needs to go. A leader is not alone in this task, but without one, the organization would fail.

What August Vollmer said sixty-two years ago is still a factor today. It is compounded by the ever more complex state of affairs society finds itself in. The need for leadership is established beyond any doubt in literature both past and present signaling, perhaps, a greater challenge for the future. The challenge of identifying, developing and selecting persons capable of leading the policing profession down an, as yet, unknown road. But who will answer this call? Where do these leaders come from and how will they be recognized? Or even, how will they be found? These concepts and ideas form the framework within which this research began to focus.

CHAPTER TWO

FUTURES STUDY

Issue Identification

If the assertion that police services and their leaders are critically important to the American society is accepted, then a wave of questions and issues present themselves for consideration.

Through informal discussions with police leaders, city managers, elected officials, line police officers and ordinary citizens, this writer explored the concept of police chief selection. These discussions supported what the literature offered in underscoring the importance of both the police in society in general and the critical importance of the police chief specifically. This brought rise to general areas of concern such as:

- ◆ How do cities select police chiefs?
- ◆ What sort of qualifications are needed?
- ◆ How are these traits identified?

Research conducted through informal discussions shows that there is currently no single methodology or technique used. There are any number of recruiting firms who specialize in this field. There are also organizations such as the International Association of Chiefs of Police, the Police Executive Research Foundation and the International City Managers Association which will provide consultation or service to agencies involved in

selection processes. They all suggest different recruiting and evaluation standards for police chiefs.

To consider the questions raised, a focus group of fellow police executives was brought together. Those included:

Commander Dan Watson	Los Angeles Police Department
Deputy Chief Al Najera	Sacramento Police Department
Lieutenant Greg Twilling	Sacramento Police Department
Lieutenant Mark Gantt	Stockton Police Department
Lieutenant Don Mac Neil	Glendale Police Department
Commander Willie Pannell	Los Angeles Police Department
Captain Eric Lillo	Los Angeles Police Department
Commander Ed Piceno	Santa Barbara Sheriff's Office

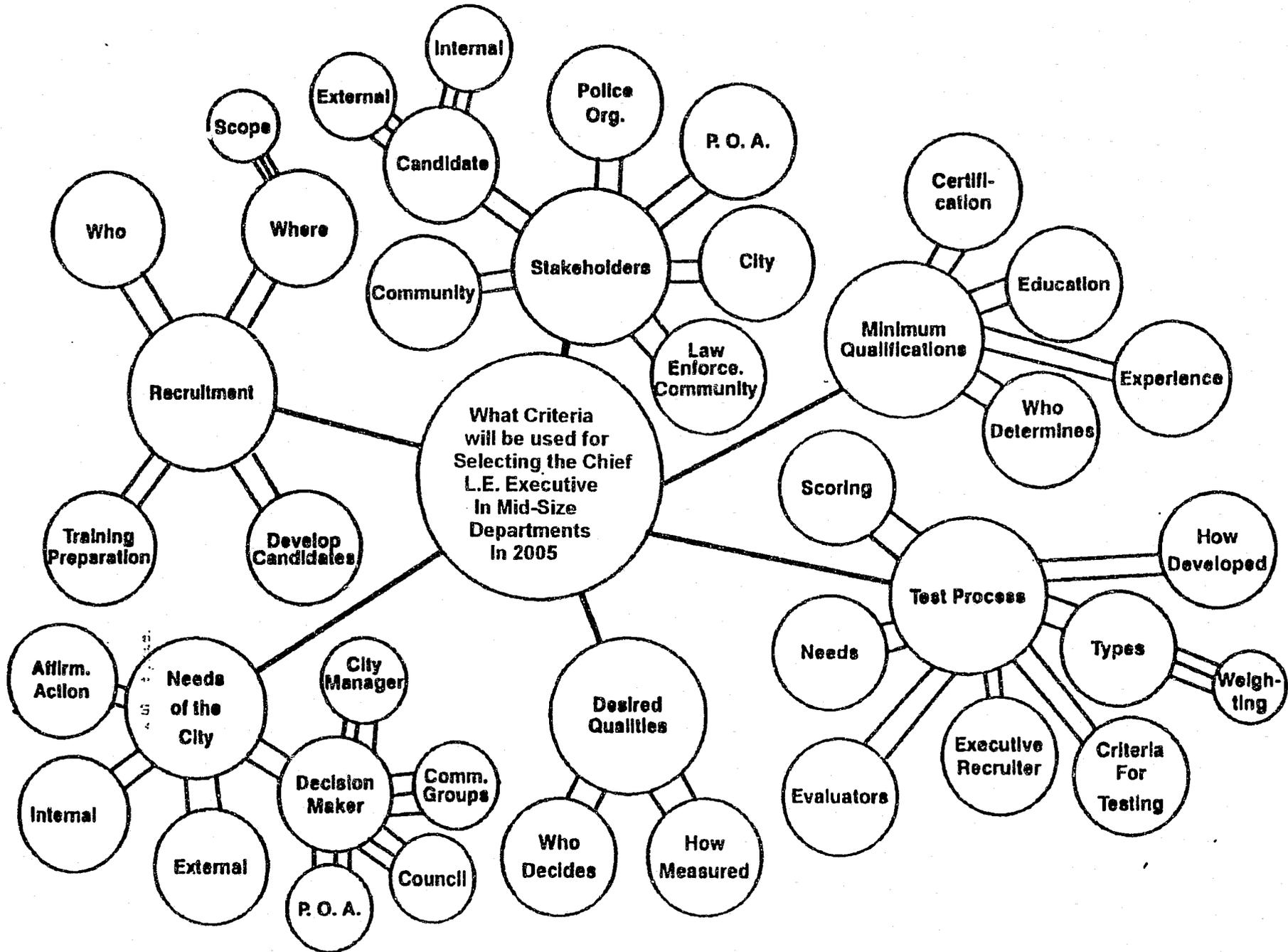
After explaining the basic premises and providing a background of the literature scan described in the initial portion of this paper, the group had a free-flowing discussion. Many ideas were developed and distilled and resulted in the identification of the major issue of this study. This was formulated as:

WHAT CRITERIA WILL BE USED TO SELECT POLICE CHIEFS?

The focus group determined this was a critical element to the future evolution of police work and its effect on the American society.

Once this was determined the group held a structured brainstorming period that resulted in a "Futures Wheel" (Illustration 1). The purpose of this portion of the exercise was to give some parameters to the research and identify the supporting issues. During this exercise stakeholders were identified and their relevance to the issues was discussed. This gave the research inquiry a foundation from which to develop further direction.

FUTURES WHEEL



With this information in hand it was apparent that the scope of the study needed to narrow to maintain a realistic view and give some value to the results. To this end the study question will concentrate on mid-size agencies. This is defined as police agencies with 25 to 199 total employees. According to the California Commission on Peace Officer Standards and Training (POST) this accounts for almost 60% of all public safety agencies and, therefore, the majority of all police chiefs in the state of California.¹⁷ Additionally to focus the study question within a time frame, the year 2005 was chosen as both realistic and manageable.

The title for this study had developed into:

WHAT CRITERIA WILL BE USED TO SELECT POLICE CHIEFS IN MID-SIZE AGENCIES BY THE YEAR 2005?

Given the information discussed with the focus group and the data of the "Futures Wheel" three sub-issues were selected to complement the main topic. After discussions with POST staff, police leaders and some members of the original focus group, these issues were seen as having tremendous influence on the main topic of the research and would have to be addressed if any conclusion were to be reached. These were determined to be as follows:

- * **WHAT QUALITIES AND CHARACTERISTICS SHOULD FUTURE POLICE CHIEFS POSSESS?**
- * **HOW CAN THESE QUALITIES AND CHARACTERISTICS BE IDENTIFIED IN POTENTIAL CANDIDATES?**

* **WHAT GROUPS OR INDIVIDUALS SHOULD BE INVOLVED IN THE SELECTION PROCESS?**

The satisfaction associated with identifying the main and sub-issues of the research quickly faded as this researcher realized it was now time to chart a course through unfamiliar waters. As with any careful navigation, before getting from here to there, there first should be an idea of what sort of seas might be encountered. Where are the calm waters and when are there potential storms? Where are the submerged rocks and where is there safe harbor? And of course, where are the sharks and what are the chances one will run into them. (It might also be helpful to know how big they are as well.) It is necessary to consider the possibilities of the future in order to better manage it.

DEFINING THE FUTURES

Before learning the answers to the study question it is necessary to get a sense of what sort of issues and concerns could become a factor. While futures can't be predicted with any certainty, it is possible to project or forecast what significant trends and events might occur that could impact on any given strategy or scenario. This is a common application for futurists and leaders to develop a vision of the possible futures.

Methodology

For this study a Nominal Group Technique (NGT) was chosen to forecast future trends and events. An NGT is designed to solicit information from a group on any given topic. It is intended to offer a forum that encourages equal participation with all

participants having equal weight in the identification of issues within the criteria given. In the following sections a description of the preparation, process and results will be offered.

Preparation

The first step was to identify a group of persons that could effectively contribute to the process. The topic itself lent itself favorably to a diverse group. Persons from a variety of backgrounds and positions were selected to give a broad-based perspective to the issue. The panel included:

Rosemary Cameron	Assistant General Manager for Public Affairs East Bay Regional Park District
Sue Todd	Police Officer City of Hercules
Harry York	Executive Director Concord Chamber of Commerce
Tony Constantouras	Assistant City Manager City of Milpitas
Dave Lewis	Chief of Police City of Antioch
Jim Webster	Police Captain City of Concord
Gretchen Fretter	Police Academy Manager Los Medanos College

The preparation began with phone contacts followed by a confirmation letter. The letter confirmed the date and time of the meeting that was set over a month in advance to cement the attendance of all participants. The letter included:

- A statement of the issue question.
- A brief description of the NGT and its purpose.
- Definitions and examples of both trends and events.
- Directions to the site and other relevant information.

The general purpose of this exercise as it relates to the project.
A request to give the topic some thought prior to the panel meeting.

To assist in the facilitation of the actual meeting two persons from my staff at the Regional Parks Police were enlisted. On the day of the exercise each panel member was provided with a packet of information containing:

Statement of main and sub-issues.
Definition of an NGT.
Definition of a trend.
Definition of an event.

Process

The experience began by explaining the contents of the packets and describing the process for the panel. Each member was given an opportunity to introduce themselves and any questions were answered. To provide clarity and direction the main and sub-issues were placed on the wall where they were visible to all. For a starting point and to stimulate discussion a list of sample trends (Illustration 2) and events (Illustration 3) were displayed. These were taken from past Command College papers read during the research literature scan. With these tasks accomplished the panel began the NGT itself.

TYPICAL TREND LIST

1. Level of Media Scrutiny
2. Level of Available Resources and Revenue
3. Number of Females and Minorities in Management Positions
4. Level of Formal Education Among Police Managers
5. Changing Community Expectations of Law Enforcement
6. Amount of Police Officer Association Involvement in Organizational Decisions
7. Amount of Cultural Diversity in the Workplace

Illustration 2

TYPICAL EVENT LIST

1. POST Establishes Mandatory Leadership Training for Managers
2. Legislation Limits Agencies Civil Liability
3. Major War on United States Soil
4. Federal Courts Require Ethnic Balance in Public Employment
5. Legislation Requires Graduate Degree for Management personnel

Illustration 3

Trends

Each member of the group was given time to silently generate five trends and write them down. These trend ideas were collected and read aloud while the staff assistants listed them on flip-charts and placed them around the room for all to view. Another round of opportunity was offered the panel to suggest ideas. Eventually, an initial list of 39 trends was identified (Illustration 4). A discussion of each trend then took place. This was a time consuming and valuable portion of the process as each point was clarified to the satisfaction of the group. There was also some consolidation of similar statements based on the directions of the panel. Using a modified delphi the panel was now asked to select

ORIGINAL LIST OF NOMINATED TRENDS

1. Economic Trends - Job Sharing in Management
2. Citizen Input in Chief Selection Process
3. Attitudes in Management - More Bean Counters
4. Diversity in Community / Workplace
5. Level of Crime
6. Aging Workforce
7. Privatization in Policing
8. Political Power of Ethnic Groups
9. Decline of White Male Stereotype in Policing
10. Level of Education in Police Managers

11. Level of Revenue Base
12. Community Involvement in Police Organizations
13. Service vs Enforcement in Policing
14. Regionalization of Police Services
15. Quality of Chiefs Profile
16. Impact of Media on Law Enforcement
17. Quality of Police Service Delivery
18. Liability Claims Against Chiefs Eliminated
19. Term Limits for Police Chiefs
20. Community Involvement in Strategic Planning
21. Impact of the Aging Workforce
22. Global/Local/Regional Economic Trends
23. Ethnic and Gender Impact
24. Political Influence Impact on Policing
25. Private Sector Recruiting of Chiefs
26. Age of Law Enforcement Candidates
27. Regionalization of Police and Fire
28. Civilianization of Police Workforce
29. Civilian Review Commission of Law Enforcement
30. Level of City Council Involvement in Daily Police Activity
31. Consolidation of Agencies
32. Changing Demographics
33. Public Involvement in Decision Making
34. Budget Impact of Stress Related Disabilities of Chiefs
35. Level of Citizen Involvement
36. Technology in Recruiting
37. Civilian Police Managers
38. Ethnic Diversity
39. Political influence of Police Officer Associations

Illustration 4

what each felt were the top five trends. Or, which trends would have the most impact on the study question. Preferences were listed and again discussed. There was complete participation of the entire panel and some spirited exchange of positions. This final phase included some further consolidation of topics and a more succinct description of what each trend statement meant. The original list of 39 trends was pared to 10. Those chosen were:

- T1. Level of Citizen Input in a Chief Selection Process**
This would reflect the amount of actual involvement by citizens in the selection of the chief in their community.
- T2. Level of Diversity in the Community**
The change in the total diversity of the population. Includes all types such as ethnicity, sexual preference, age, gender and others.
- T3. Level of Diversity in the Workplace**
Same as T2 above but relative to the workplace in law enforcement.
- T4. Impact of Economic Trends**
Local, regional and global economic trends and their effects on law enforcement.
- T5. Community Involvement in Law Enforcement Issues**
Level of participation by the community in the operational issues of police. Reflects the trend of community oriented policing.
- T6. Quality of Chief Candidate Profile**
The overall qualification level of police chief candidates.
- T7. Impact of Media on Law Enforcement**
The effect media has on law enforcement. All aspects of this question were included by the panel.
- T8. Level of City Council Involvement in Police Issues**
This would reflect the amount of hands-on influence on everyday operational issues exerted by a city council.
- T9. Amount of Regionalization in Law Enforcement**
The degree of consolidation or regionalization seen in law enforcement.
- T10. Level of Influence of Special Interest Groups**
The amount of influence by POAs or other similar special interest groups on the operational issues within a law enforcement organization.

Events

The same basic format used for the trends was also employed to distinguish significant events. The initial round produced 36 event ideas (Illustration 5). Discussion

and clarification followed with the same degree of enthusiasm as seen earlier with the trends.

ORIGINAL NOMINATED EVENT LIST

1. Police Officer Associations (POA) Conduct Annual Vote of Confidence on Chiefs
2. Cities Establish a Rotational Plan For Chiefs
3. "Have Nots" Riot
4. Mandated Citizen Review Board For Police Chief Selections
5. Public Employee Retirement System (PERS) Eliminates Stress Benefits For Chiefs
6. POST Certification of Chiefs Eliminated
7. PERS Goes Bankrupt
8. AIDS Becomes Significant Police Disability
9. Elimination of Contingency Fees in Civil Suits
10. Chiefs Elected by Popular Vote
11. Emergence of a New Significant Disease
12. Discovery of a New Significant Cure
13. Another Prop 13 Type Revolt
14. Social Security Goes Bankrupt
15. TV Violence is Eliminated
16. National Disaster Equal or Greater Than the Fires/Earthquakes Seen in California
17. Major Environmental Disaster Leads to Major Legislation
18. State Regionalizes All Law Enforcement Services
19. State Takes All Property Taxes
20. Cities Allowed to Levy Property Taxes
21. Prop 13 is Overturned - Regional Vote on Alternative Taxes
22. Law Enforcement Mandated To Reflect Diversity of Community Served
23. Passage of Strict Gun Control
24. Degree Classifications Dropped in Colleges and Universities
25. Total Electronic Voting Becomes a Reality
26. Election of a Minority President
27. Military Forces Regularly Used to Augment Law Enforcement
28. Courts Focus on Victims Rights
29. NAFTA Has Major Effect On US Economy
30. Police Chiefs Form An Effective Union
31. Police Chief Fired For No "Hands On" Management
32. Congress Opens Immigration To NAFTA and Pacific Rim Countries
33. Command College Required of all Chiefs
34. Cap on Immigration - Closing of Borders
35. Initiative To Eliminate County Government
36. Cure For Cancer

Illustration 5

The Modified Delphi methodology was again employed to distill the initial list to a more manageable level of 10. As in the earlier process consolidation occurred and some ideas were even withdrawn until a consensus was reached. Significant events identified through this process were:

E1. Chiefs Form An Effective Union

Chiefs across the state unite into an effective union capable of significant influence.

E2. Command College Required For Chief Selection

Graduation from Command College is required to be appointed a police chief.

E3. Military Forces Routinely Used to Augment Police

Military forces are used in an on-going effort at law enforcement within cities and/or counties.

E4. Regionalization of Police At A State Level

A state police force is formed that is responsible for all law enforcement duties throughout the state with geographic regions dividing lines of command rather than cities.

E5. Legislation Dictates Community Diversity Be Reflected in Workforce

The diversity of the community must be reflected in the composition of the workforce.

E6. Chiefs Elected by Popular Vote

City elections are held to elect police chiefs.

E7. Citizen Review Required in Chief's Selection Process

There is mandated citizen review and input into a chief selection within any community.

E8. POST Certification Requirement of Chief Deleted

This would allow non-sworn individuals to become police chiefs.

E9. POA's Hold Annual Vote of Confidence on Chiefs

Mandated annual votes of confidence by police officer associations (POA's) on their police chiefs.

E10. Cities Develop Plan To Rotate Chiefs

Police chiefs are rotated between cities on a set schedule.

The group then returned to the 10 identified trends. Using the evaluation form provided (Table 1) each member was asked to project a direction for each trend. Working independently and given a constant value of 100 for November 1993, the panel individually rated where each trend was five years ago and where it would be both five and ten years into the future. These sheets were collected for further analysis at a later time. Prior to concluding the panel a "spidergraph" of all the projections was compiled for the individual trends. This visually represented to the group their thoughts and was listed on chart paper for review. The consensus was that each accurately reflected the basic direction projected.

Turning to the events that were chosen, the panel members used an evaluation form (Table 2) to independently gauge the probability of each event occurring. This was done for both the five and ten year ranges. Additionally, the positive and/or negative impact of each event, should it occur, was also projected. The year that the probability of opportunity for the occurrence first exceeds 0 was also projected. Because of time limitations there was no opportunity for the panel to discuss this portion as a group. The data would be subsequently analyzed and those results are presented later in this paper.

This concluded the NGT process. Some members of the panel who could, retired to a luncheon where the discussions continued and interesting comments were gained both on the process and content of the NGT in addition to other aspects of the police profession.

TREND EVALUATION FORM

L = Low
M = Median
H = High

TREND STATEMENT	LEVEL OF THE TREND (1994 = 100)									
	Five Years Ago (1988)			1993	5 Years From Now (1998)			10 Years From Now (2003)		
	L	M	H		L	M	H	L	M	H
T1 - Level of Citizen Input in Chief Selection Process	0	50	90	100	70	120	150	80	150	200
T2 - Level of Diversity in the Community	70	80	95	100	100	125	150	105	175	200
T3 - Level of Diversity in the Workplace	50	75	90	100	70	125	110	80	120	170
T4 - Level of Economic Trends	25	100	125	100	80	110	250	100	120	500
T5 - Community Involvement in Low Enforcement Issues	40	80	90	100	110	115	180	115	125	425
T6 - Quality of Chief's Candidate Profile	50	90	90	100	110	115	130	120	130	150
T7 - Impact of Media on Law Enforcement	40	75	100	100	100	120	165	90	120	230
T8 - Level of City Council Involvement in Police Issues	25	70	100	100	80	105	175	100	115	200
T9 - Amount of Regionalization in Law Enforcement	50	90	95	100	100	115	150	110	140	170
T10 - Level of Influence of Special Interest Groups	20	90	100	100	105	120	150	110	135	200

N = 7

EVENT EVALUATION FORM

L = Low
M = Median
H = High

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO			PROBABILITY NOW = 1993						IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	L	M	H	FIVE YEARS FROM NOW (0-100)			TEN YEARS FROM NOW (0-100)			POSITIVE (0-10)	NEGATIVE (0-10)
E1 - Police Chiefs Form Effective Union	0	5	1	0	10	50	0	50	90	5	3.2
E2 - Command College Required Chief Selection	10	4	1	0	25	50	30	70	100	8.2	2.7
E3 - Military Forces Routinely Used Augment Police	0	5	1	0	5	80	0	40	100	2.1	6
E4 - Regionalization of Police at a State Level	10	5	4	0	5	20	2	20	60	3.4	8
E5 - Law Enforcement Workforce Reflects Community Diversity	10	5	3	0	10	70	15	60	75	6.7	2.8
E6 - Police Chiefs Elected by Popular Vote	0	5	4	0	2	20	0	20	50	1.2	5.7
E7 - Citizen Review Boards Required Chief's Selection Process	0	2	1	0	30	60	0	60	100	5.1	6.1
E8 - POST Certification Requirement of Chiefs	10	5	85	0	10	90	5	40	95	4.8	7
E9 - POAs Hold Annual Confidence Vote on Chiefs	8	5	1	0	10	60	2	20	70	2.4	6
E10 - Cities Develop Plan to Rotate Chiefs	0	5	3	0	2	25	0	20	30	5	3.5

TABLE 2
23

Trend Forecasting

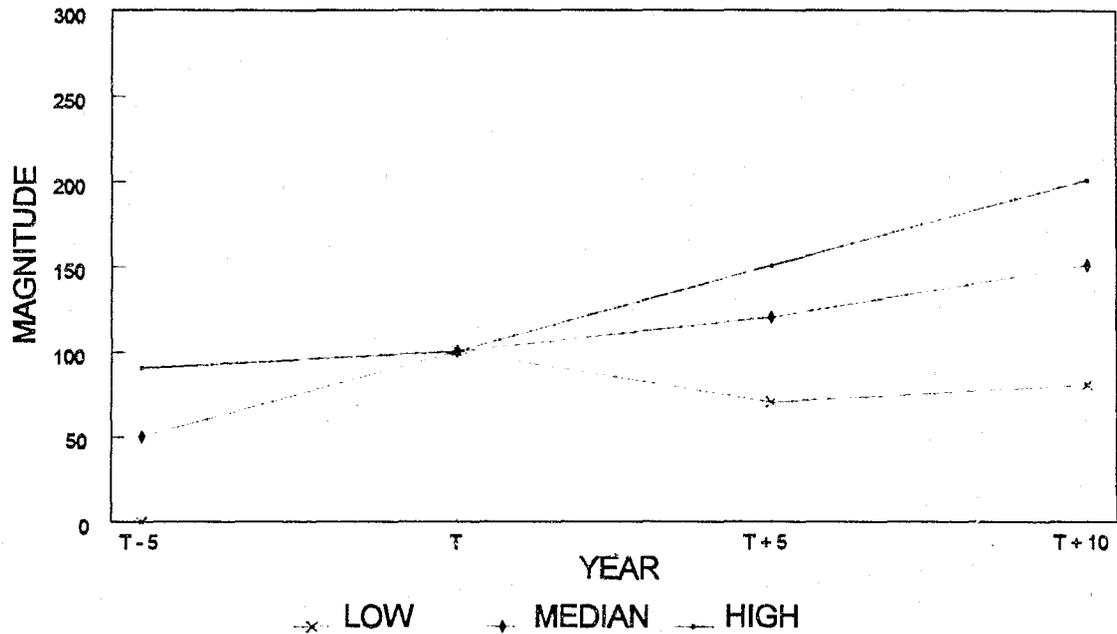
Using the identified trends and the projections made by the panel, a series of graphs was produced. These depict the range in the projections among panel members with the high, low and median plotted.

T1. Level of Citizen Input in Chief Selection Process

The panel results indicate the amount of citizen input into a selection process will steadily increase to the year 2005. The median range showed a 50% increase in ten years over the existing level. Discussion indicated the panel felt there was already some degree of participation and this is reflected in a rapid 50% increase in the median over the

TREND #1

LEVEL OF CITIZEN INPUT IN CHIEF SELECTION PROCESS



N=7
T= Nov 83

x LOW + MEDIAN — HIGH

Illustration 6

last five years.

The diverse opinions of the group are manifested in the broad range between the high and low projections for this trend. The majority felt that this was a positive influence on a chief selection process with dissent focusing on possible abuses of influence and non-professionals gaining control of the process.

T2. Level of Diversity in the Community

There is no question that the level of diversity will increase in the communities. This panel felt there would be a significant impact on the police profession with that level being twice as much in years 6 - 10 as in 0 - 5. This suggests as the total numbers

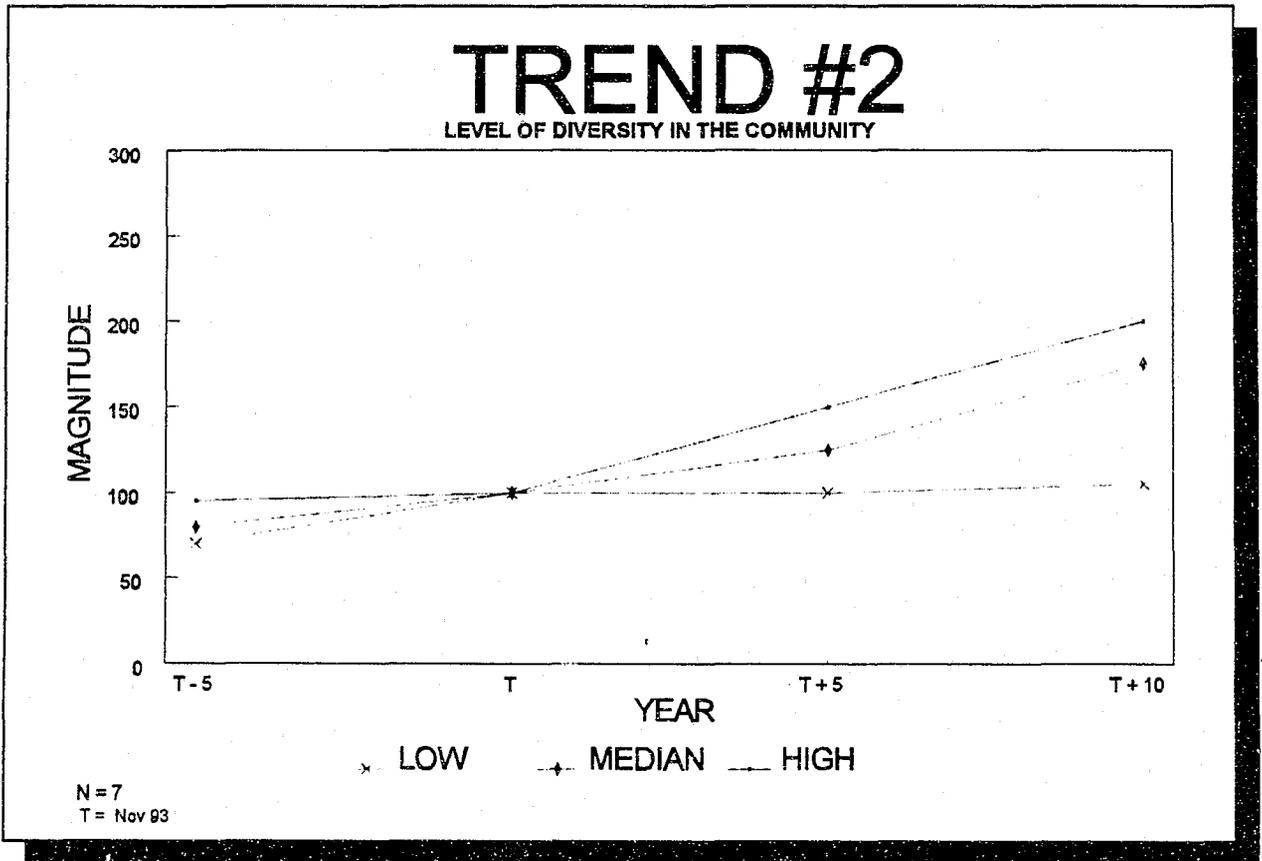


Illustration 7

of minority groups of all types gain social and political influence the impact will grow accordingly. Panel opinion varied widely on this item. Discussion ranged from strictly crime-related viewpoints to the social and political effects from the greater diversity.

Interestingly, it appears that this data suggests that given the present and projected demographics, the police profession will only be reacting to change as it occurs rather than embracing and preparing for it.

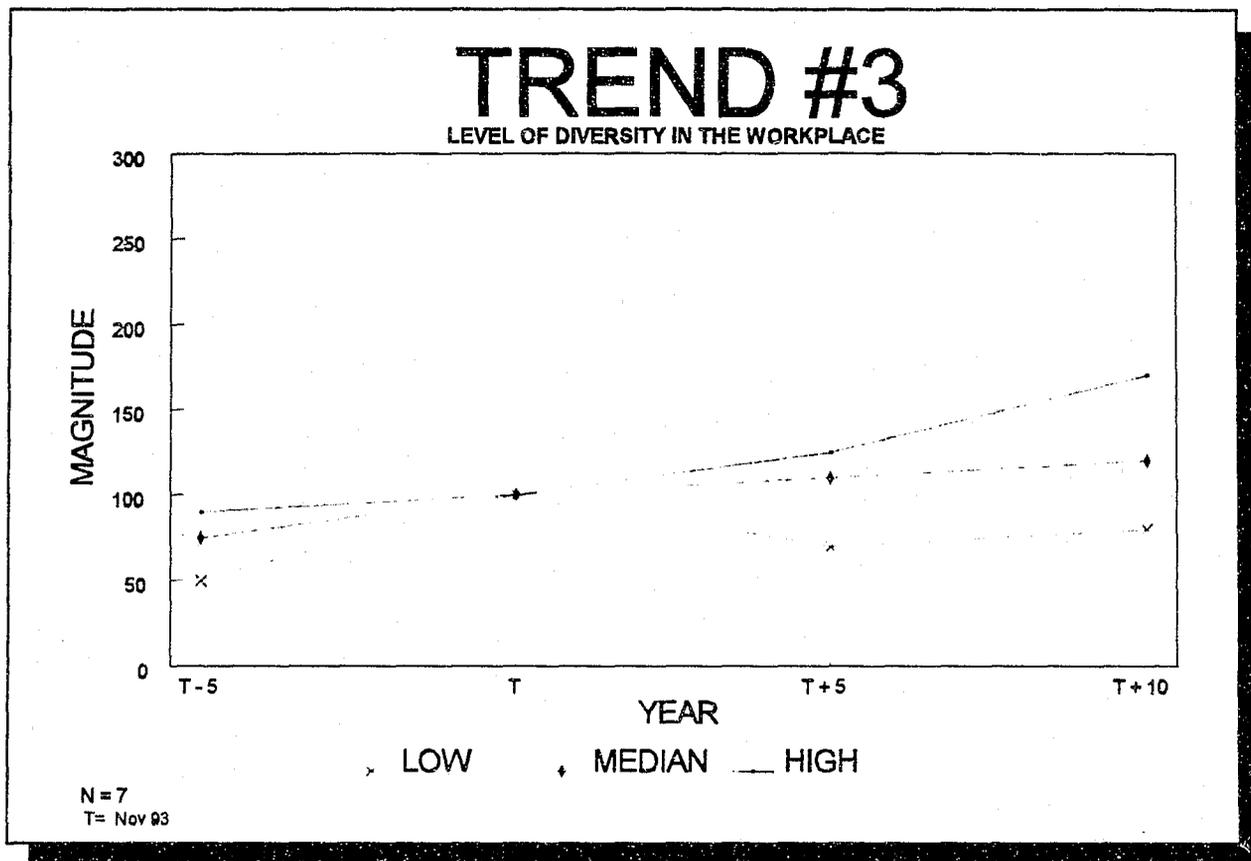


Illustration 8

T3. Level of Diversity in the Workplace

This trend was identified as one where the police profession is taking a leadership role. While projecting a steady increase in the amount and impact of diversity in the workplace, it was not seen as having a significant impact. This was due to the attention presently given to this issue. Cultural awareness programs, sexual harassment and

sensitivity training of all types are indicators of the emphasis given this topic by management. The consensus felt that while this would be a future issue, management is aggressively addressing it now. This explains why the impact is less than that seen in Trend #2 (Illustration 6). There were some that felt this would be even less of an issue than it is today in 1993.

T4. Level of Economic Trends

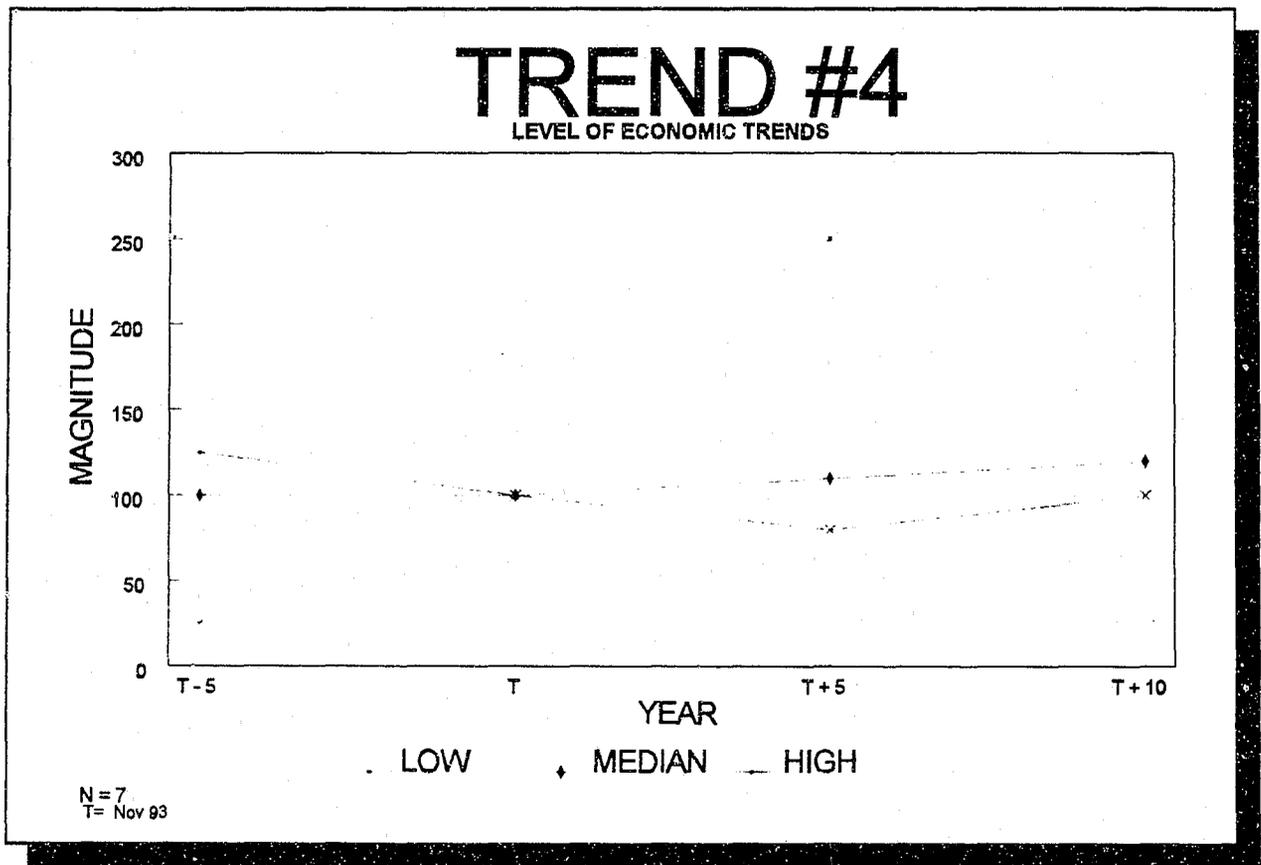


Illustration 9

As illustrated by the graph (Illustration 9) there was general consensus with one strongly divergent view. With that one exception, the group felt that from today in 1993 on the economy would always be an issue and have some impact on police chiefs of the

future. The one exception felt that economic factors had not really been considered much in the past and that they had had minimal impact. However, the panel member felt they would become crucial in the ten year future. What this researcher found interesting was the difference in opinions on the past. The range of the data is reflective of the individual experiences of the panel members that surfaced during the discussion of the results.

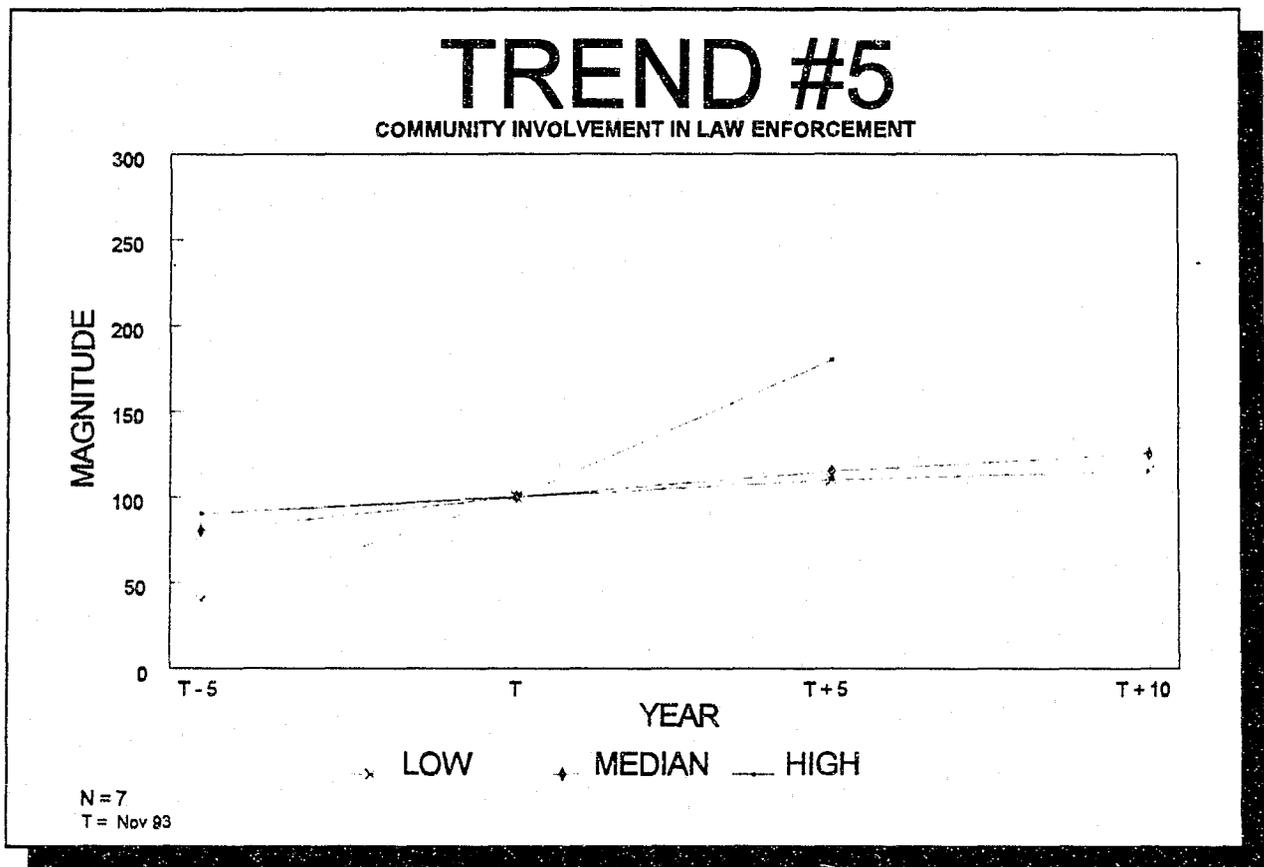


Illustration 10

T5. Community Involvement in Law Enforcement Issues

The panel consensus was that this has not been a major issue and would not become one. Comments reflect a belief that there has always been a level of involvement

and the amount of impact would not vary significantly over a 15-year period. As depicted, one individual saw this as becoming a critically relevant issue on an ever increasing basis. This could be described as a strong opinion to say the least. Further analysis of the individual projections revealed a clear line between the police and civilian panelists. Civilians did not see the same level of input and involvement in the past nor do they see it occurring in the future. They simply do not believe they have much say that the police will listen to or wants to hear. Police, on the other hand, see the level as having increased from 1988 and project a rapid rise in the future. The disparity between the two views needs to converge for true progress to be made. Reflecting on the discussion of this trend among the panel it suggested that both civilians and police believe the other group shares the same perception. This, in turn, suggests law enforcement does not communicate very well within the communities it serves.

T6. Quality of Chief Candidate Profile

Given the wide range of views displayed in the previous graphs one could speculate that these results were not from the same panel. In any case there was agreement among

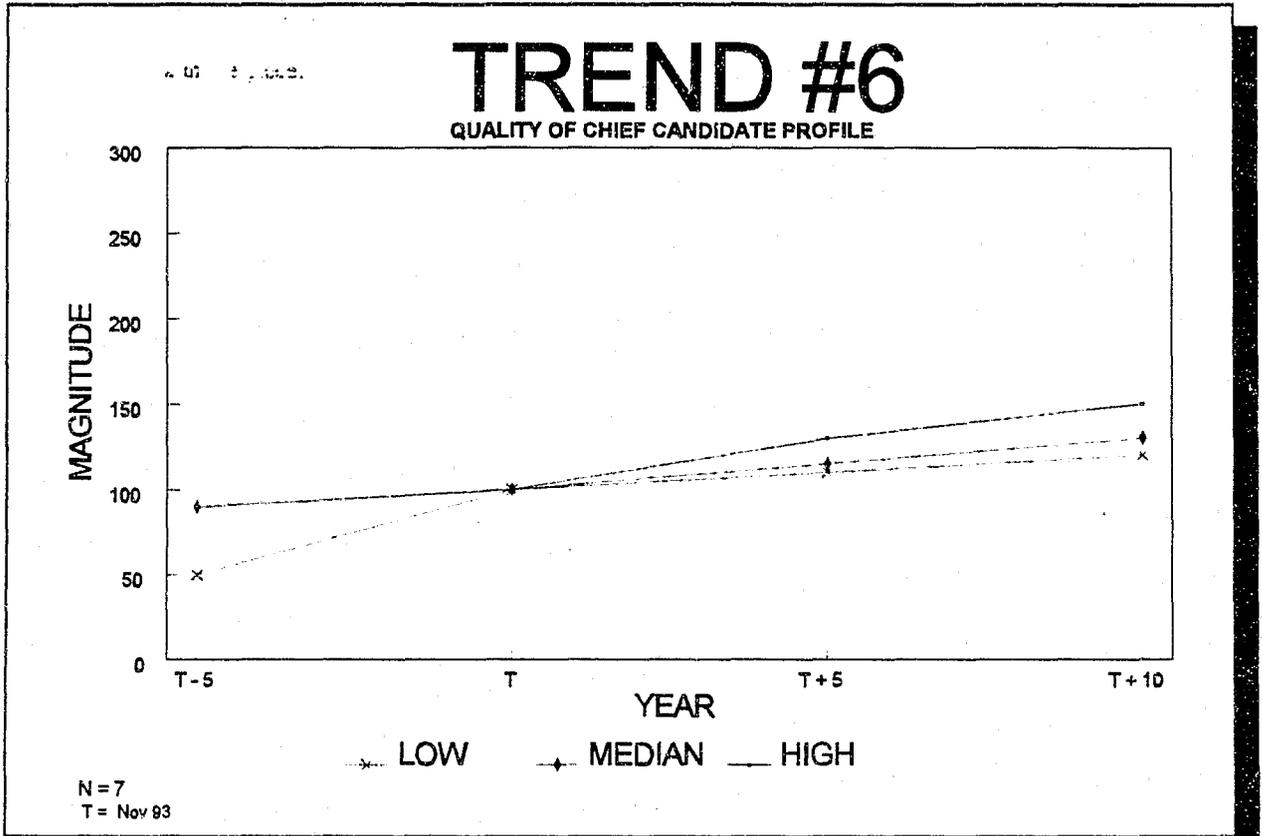


Illustration 11

this group that the quality of candidates was going to increase over the next ten years, but in a steady, rather than dramatic fashion. Panel members felt that the present level of the average candidate profile was already high, so this can be regarded as a positive indicator for the profession.

TREND #7

IMPACT OF MEDIA ON LAW ENFORCEMENT

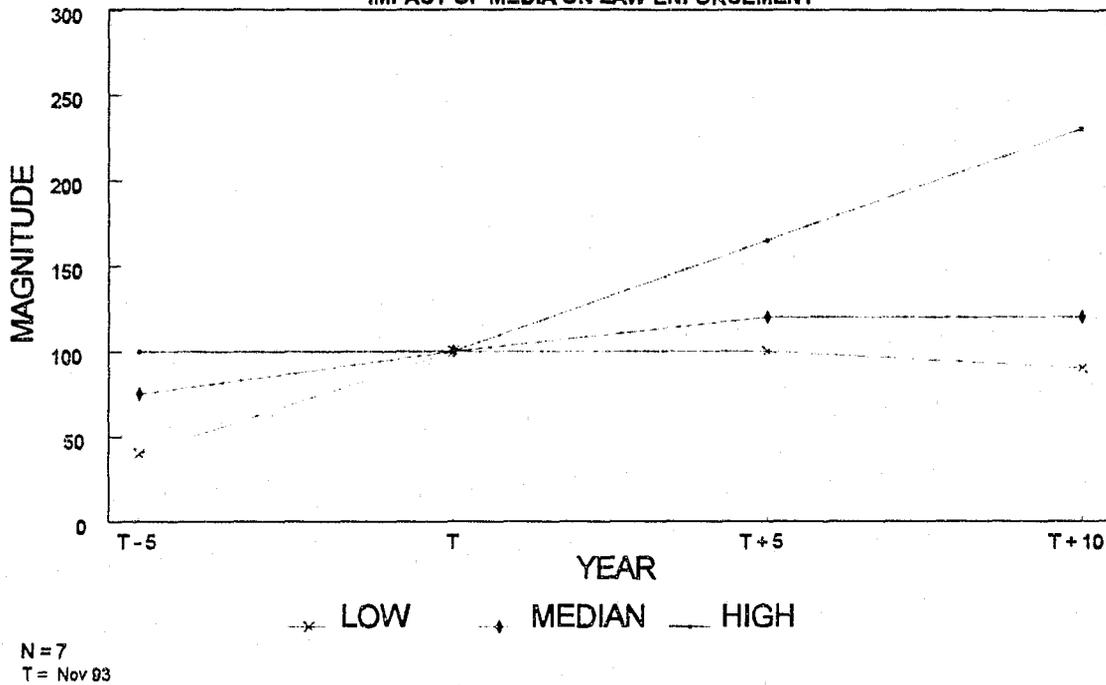


Illustration 12

T7. Impact of Media on Law Enforcement

The panel results indicate a variety of views and again were reflective of either a civilian or police perspective. The median indicates that the impact in this would rise for the next five years and then remain constant. The widening of the range in the future represents the law enforcement personnel on the panel and their feeling that the media does, and will continue to have, an impact on the profession. Other comments from the discussion recognized the technological advances seen in the media and only the level of influence of the change being subjectively displayed. Although recent highly publicized

events in law enforcement were brought up, they did not become a significant factor in the deliberations.

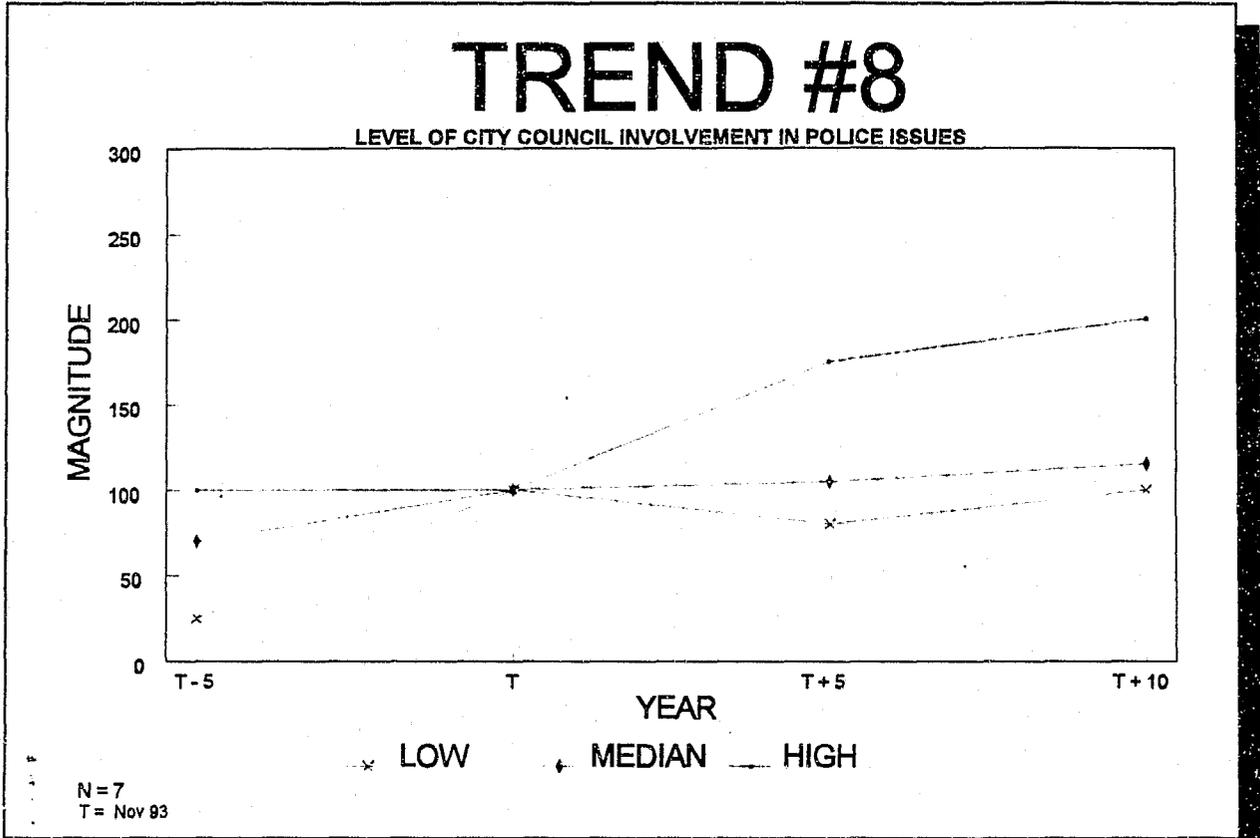


Illustration 13

T8. Level of City Council Involvement in Police Issues

The median level of this trend showed little change in the next 10 years. The majority of the panel felt there had been more of a change in the previous 5 years than will occur in the next 10. This is interpreted as a cautious view related to how much change will actually happen. As has been a pattern with this group, the police personnel were convinced there would be more of an impact in the future than did the civilians. The very

high impact given by one panel member was directly related to a recent incident with a city council.

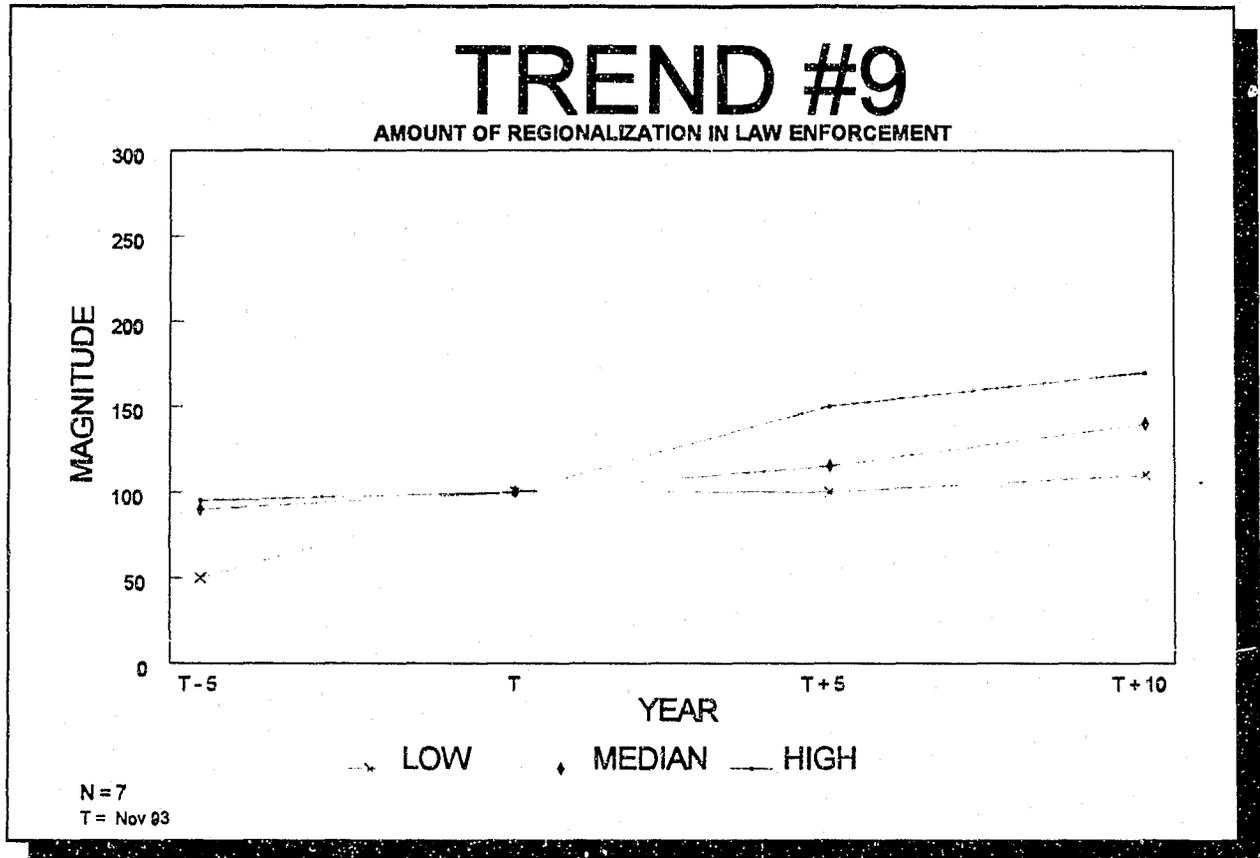


Illustration 14

T9. Amount of Regionalization in Law Enforcement

There was majority agreement among the panel on the direction of this trend. In general there has been little change seen and this was going to continue over the next 5 years. After that there would be a slightly higher level of change and corresponding impact on the issue. The discussion reflected on the political realities of how this concept would not be positively embraced by elected officials. If it were to happen, it would likely

not be early in the 5-year future. As explained, this topic also included reference to the consolidation of some services and not others, and this carried a higher chance of occurring than did full regionalization of all services and functions.

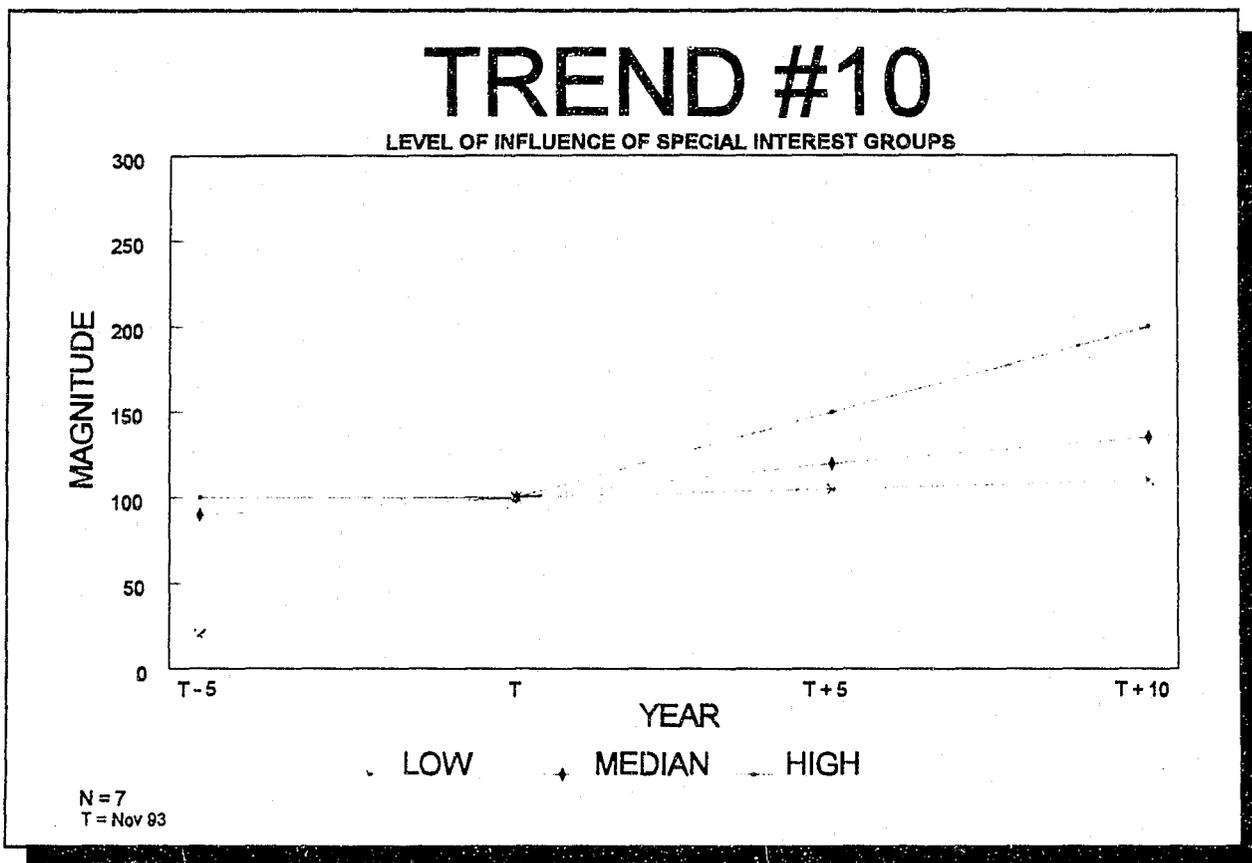


Illustration 15

T10. Level of Influence of Special Interest Groups

In this area the median opinion did not reflect significant change in the 15-year period. Overall there was little variance among the panel members. The recorded high and low over the span of time was expressed by the same person. If the influence of that one individual were removed, there would be little effect on the trend as projected by the

panel. During the discussion, there was initially more emphasis placed on this than it was the final consensus. This leads to the conclusion that the group discounted the effect the more this topic was distilled through the various viewpoints.

Event Forecasting

The panel identified ten events during the NGT. For each event several factors were projected. Including:

- ◆ Years before probability of occurrence first exceeds 0.
- ◆ Probability five years from 1993 and 10 years from 1993.
- ◆ Positive Impact .
- ◆ Negative impact.

An event summary sheet (Table 2) showing the range variations in the different categories was prepared. In the case of the positive or negative impact, the average rather than the median score was used.

The following series of graphs depict the range of probability for each event as it tracks over a 10-year period. The high, median and low ranges are expressed, although in a number of cases one or more panel members felt that the event simply would not occur, resulting in the low probability becoming 0. A short analysis for each graph factoring in the impact on the issue is included.

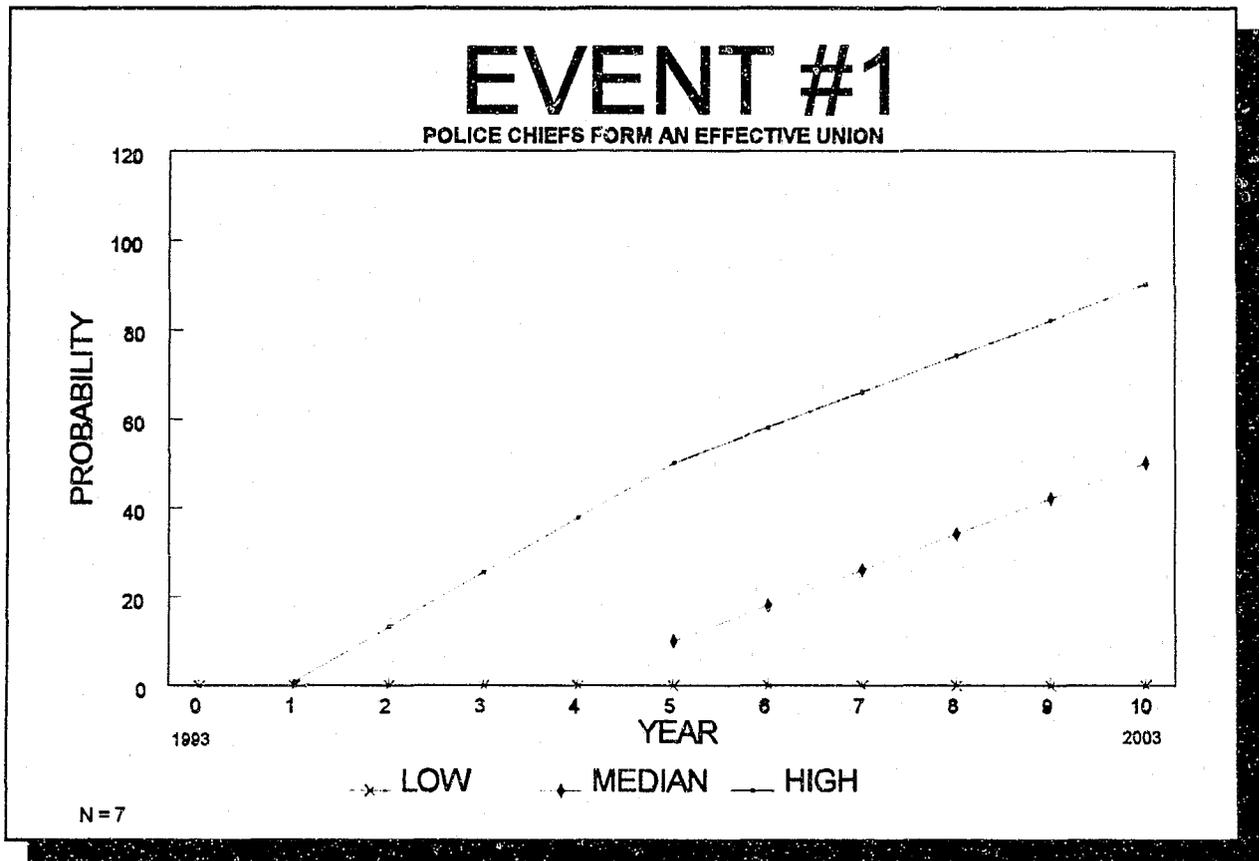


Illustration 16

E1. Police Chiefs Form Effective Union

The panel consensus felt the possibility of this first occurring was not until the 5 year point and then only at the 5% level. There were some strong opinions on either side of the issue with one member not believing this would ever occur. The chances were 50-50 that this would eventually occur during the 10-year period of focus. If, or when unions were formed, it would have a slightly more positive impact than negative, but neither was felt to be significant.

EVENT #2

COMMAND COLLEGE REQUIRED FOR POLICE CHIEF SELECTION

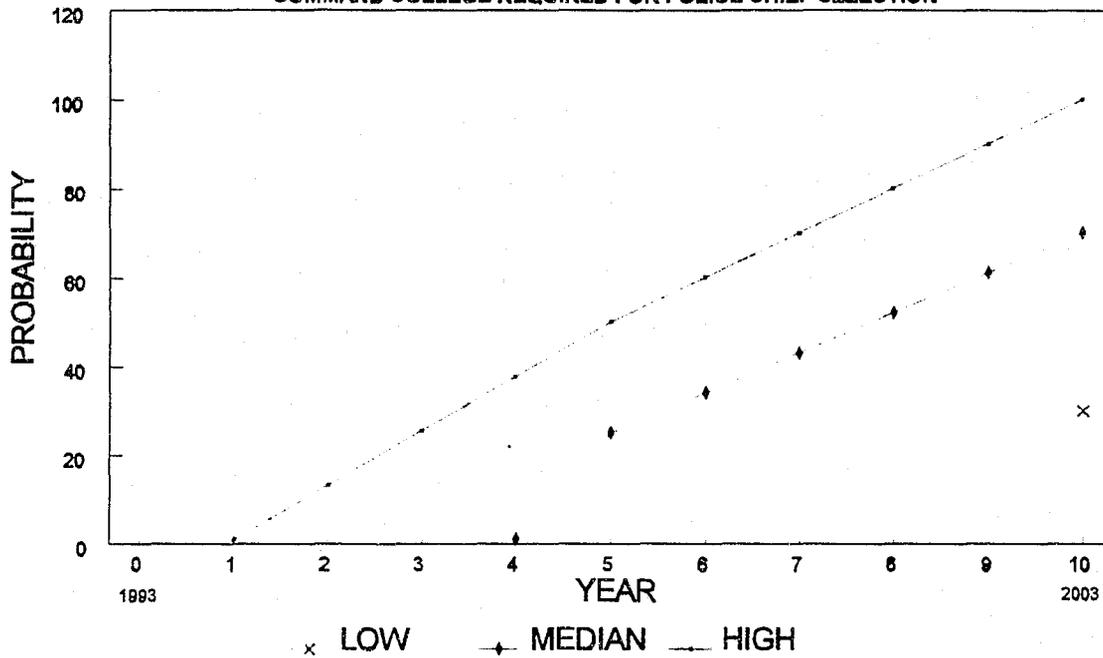


Illustration 17

E2. Command College Required for Police Chief Selection

Some members of the panel believed this event's probability of first occurring would be very soon with the median selecting the 4-year range. One member of the panel expressed the opinion that this could not occur until at least the 10-year mark. The probability of this event increases quickly over the 10 years resulting in a high likelihood of occurring. If so, the group strongly felt this would have a very high positive impact. Very little negative influence was projected.

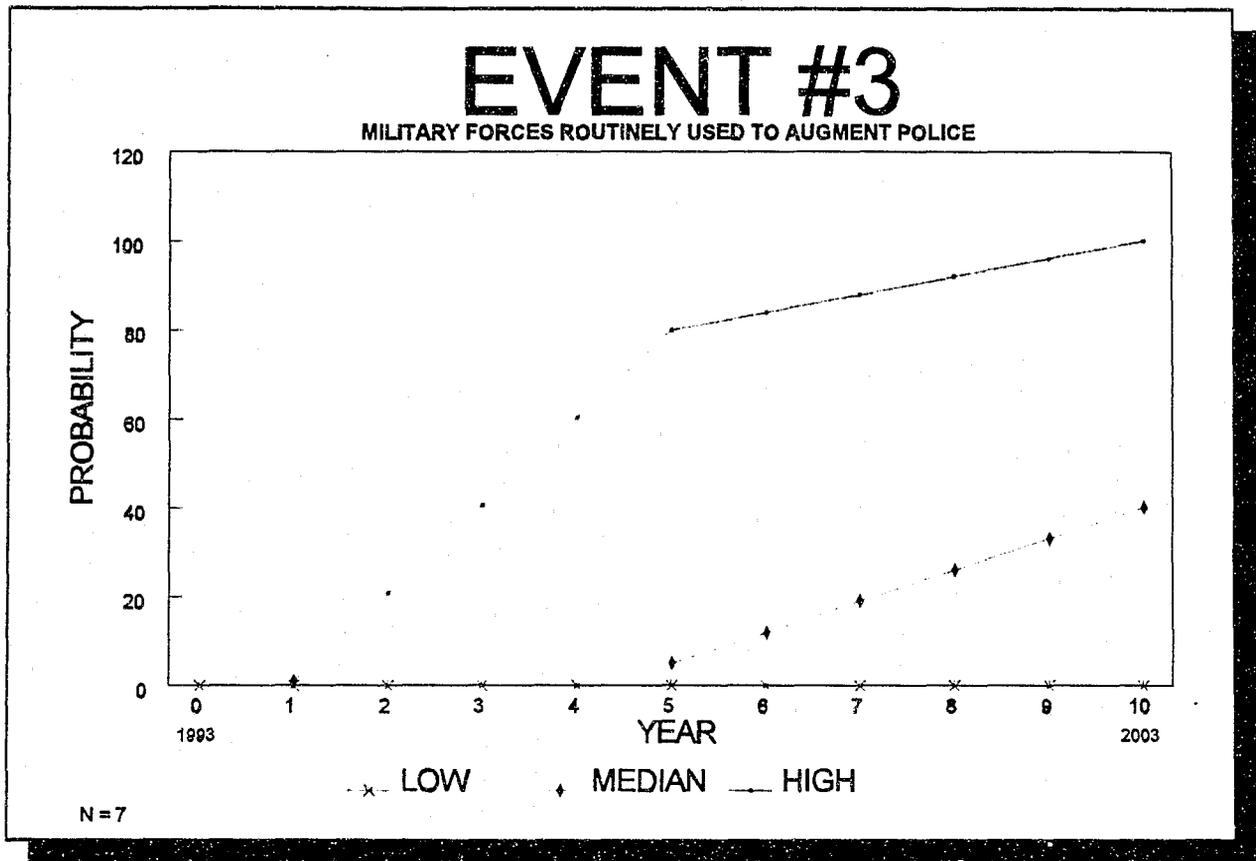


Illustration 18

E3. Military Forces Routinely Used to Augment Police

As illustrated by the graph there was no real consensus by the panel members. Median results give this a low probability of first occurring at the 5-year point. Some felt this simply would not happen although one individual saw it having a low probability of occurring in a year. Overall consensus projected a less than 50% chance of occurring in the 10-year period. The panel did agree that there was little positive attached to it and a moderate level of negativity should it occur.

EVENT #4

REGIONALIZATION OF POLICE AT A STATE LEVEL

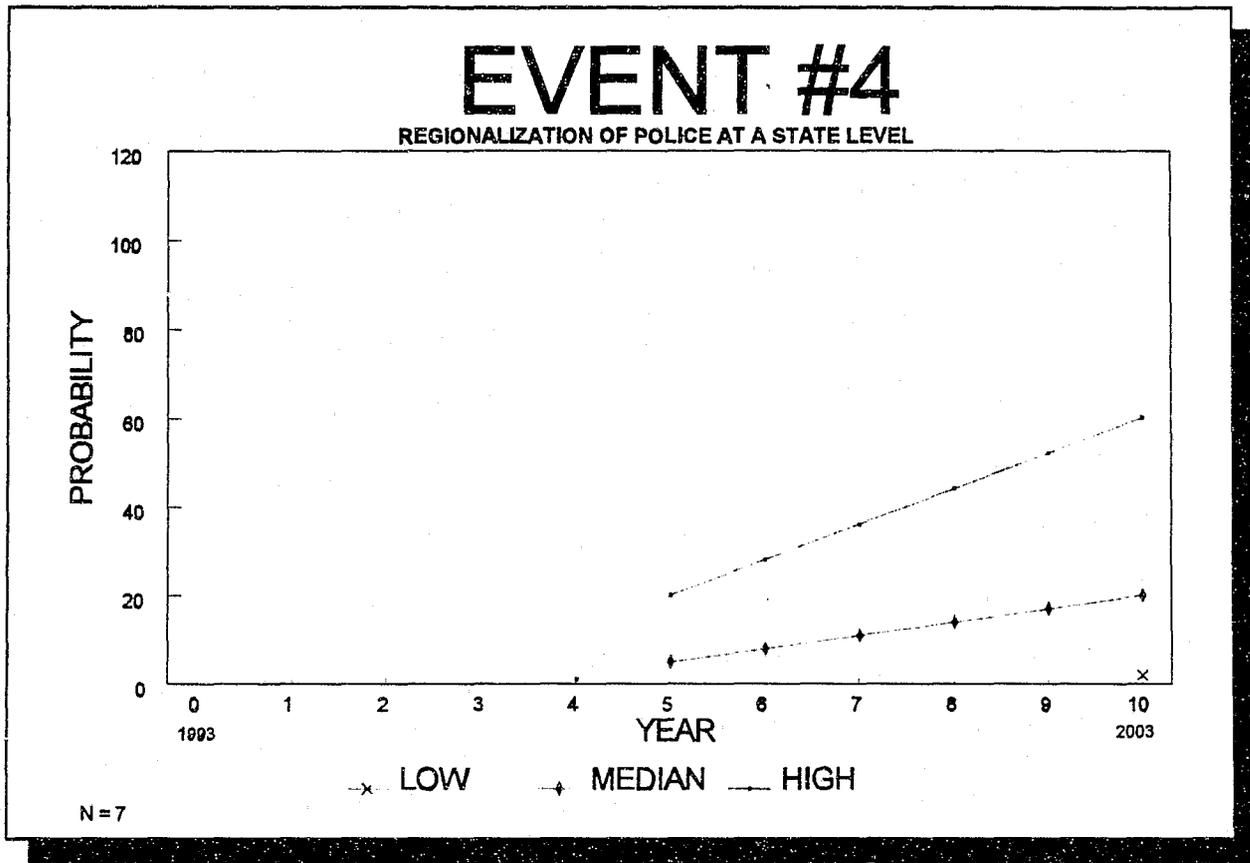


Illustration 19

E4. Regionalization of Police at a State Level

The panel median reflects a feeling that this would not have any chance of first occurring until the 5 year point. The probability at that point is low and remains so for the remainder of the 10 years. As might be expected, opinions on probability here range from no chance of occurrence to moderate. The group did agree that there would be little positive if this occurred as it would create a large bureaucratic law enforcement machine that would have little local credibility or accountability.

EVENT #5

LAW ENFORCEMENT WORKFORCE REFLECTS COMMUNITY DIVERSITY

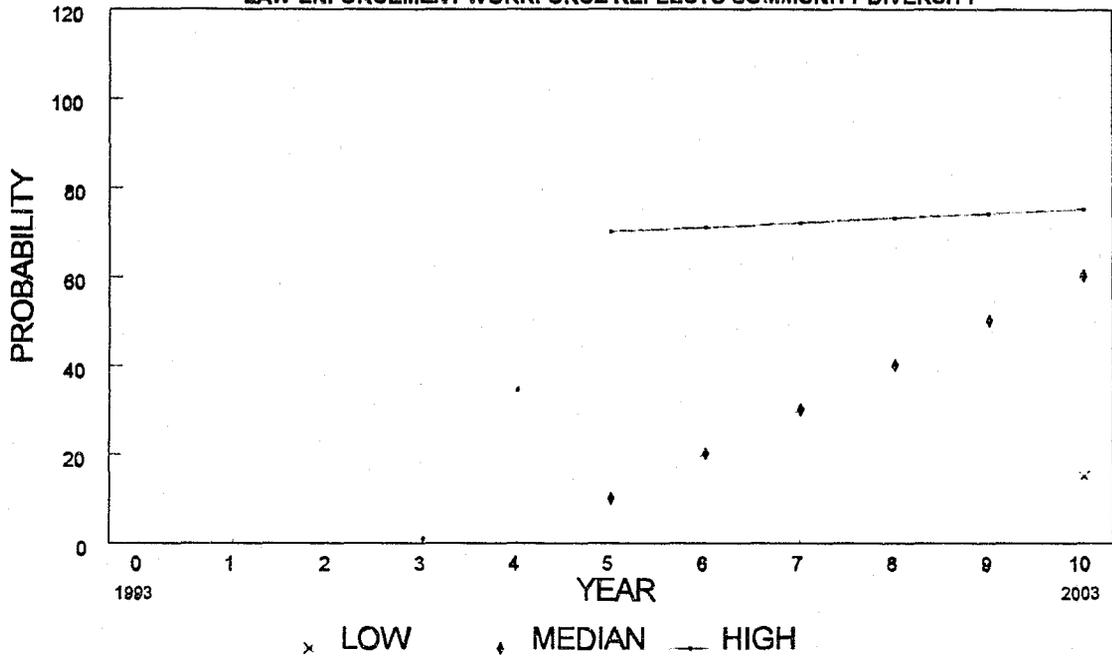


Illustration 20

E5. Law Enforcement Workforce Reflects Community Diversity

The panel median reflects the belief that this may first occur after the 5-year mark and that probability steadily increase through the 5 to 10-year period. Overall this results in a moderate probability of occurrence. Although some in the group saw this having a much higher chance and an earlier date of occurrence, both of these factions agreed on where this would be in ten years. Keeping with this panel's tradition, one member saw only a slight chance of occurrence and only in 10 years. If this were to occur there was very

little negative seen and a moderate to high amount of positive impact. The discussion among the panel felt a workforce reflecting the diversity of the community was healthy.

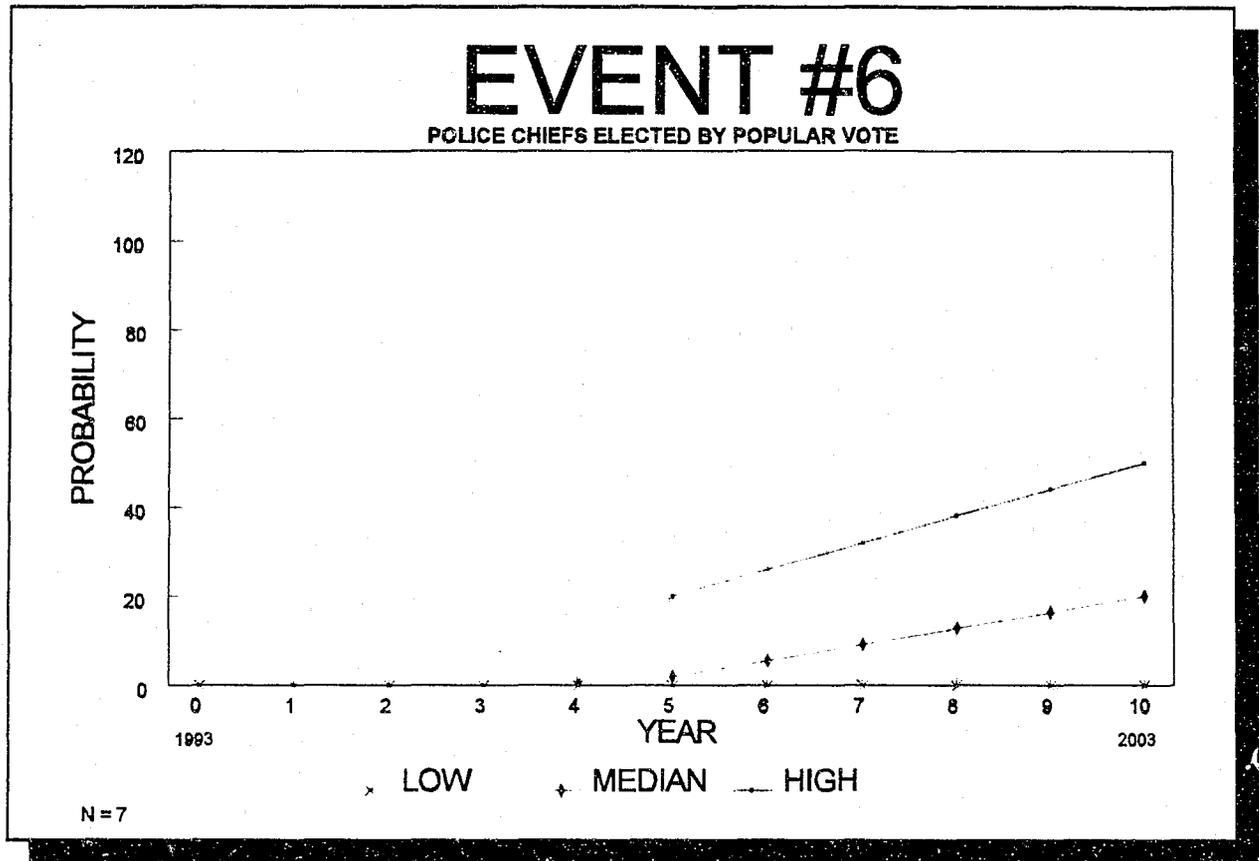


Illustration 21

E6. Police Chiefs Elected by Popular Vote

One of the group saw this as having no possibility of occurrence. The median response was not much different. A low probability of ever occurring was expressed showing little increase to the 10 year point. This was seen as being moderately negative with little, if any, positive effects. There was little enthusiasm among the panel in injecting another political process into the selection of such an important individual.

EVENT #7

CITIZEN REVIEW BOARD REQUIRED IN CHIEF'S SELECTION PROCESS

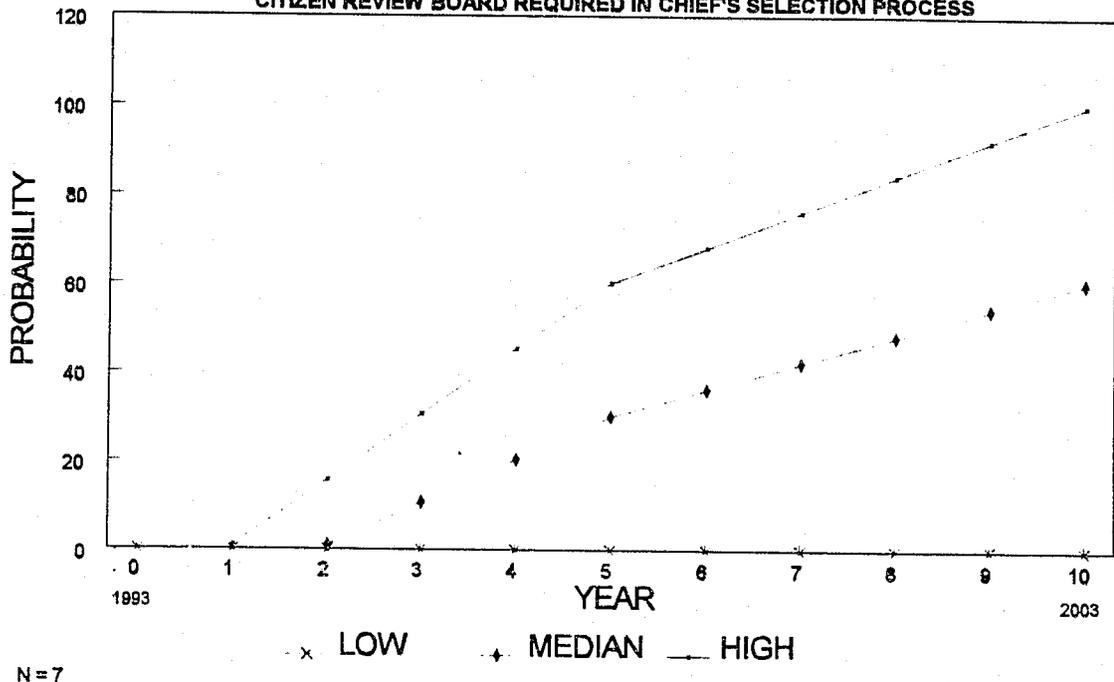


Illustration 22

E7. Citizen Review Board Required in Chief's Selection Process

It should come as no surprise that someone on the panel felt that this had no chance of occurring in the 10-year future. The group however expressed a belief that this could first be a reality in 1 to 2 years. The probability starts off relatively low increasing to a higher than 50 % chance in 10 years. The impact of this were would be moderately felt both in the positive and negative sense. The analysis of the panel discussion revealed no particular trend.

EVENT #8

POST CERTIFICATION OF CHIEFS ELIMINATED

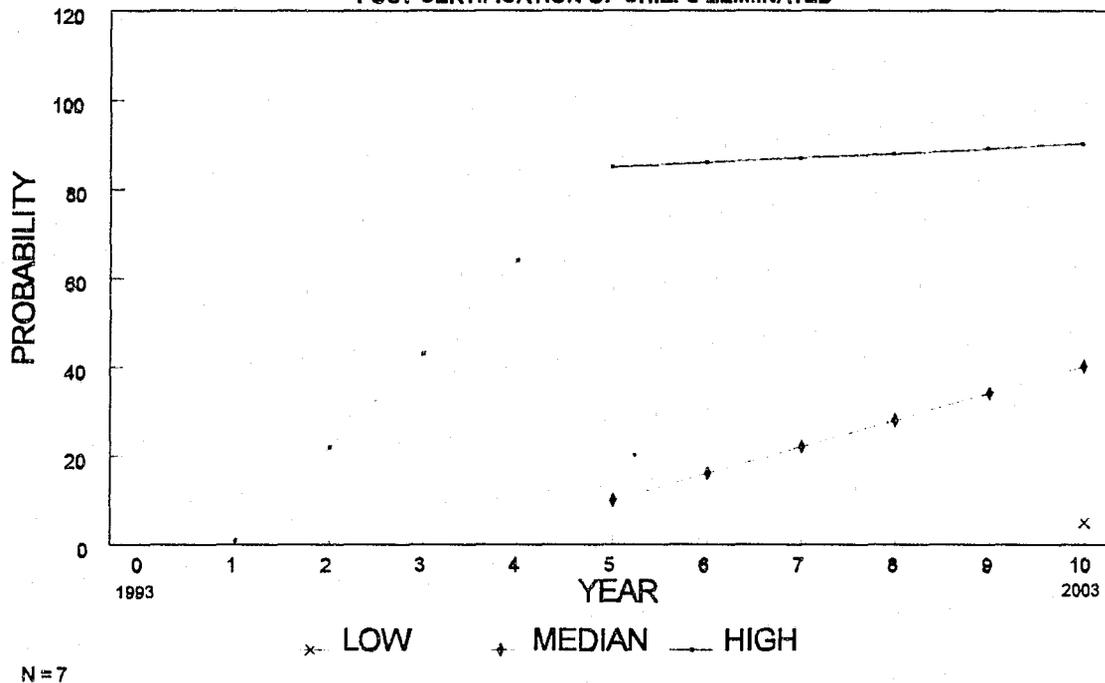


Illustration 23

E8. POST Certification Requirement of Chiefs Eliminated

The opinions expressed here range from a 1-year probability of first occurrence to no chance at all until the 10-year mark. The median believes a low probability of first occurrence begins at the 5-year mark and increases to only a 40% level by the 10th year. This carried more negative than positive impact with both being seen as moderate. The feeling was that to effectively manage a police organization required police experience. This event was seen as circumventing that type of experience.

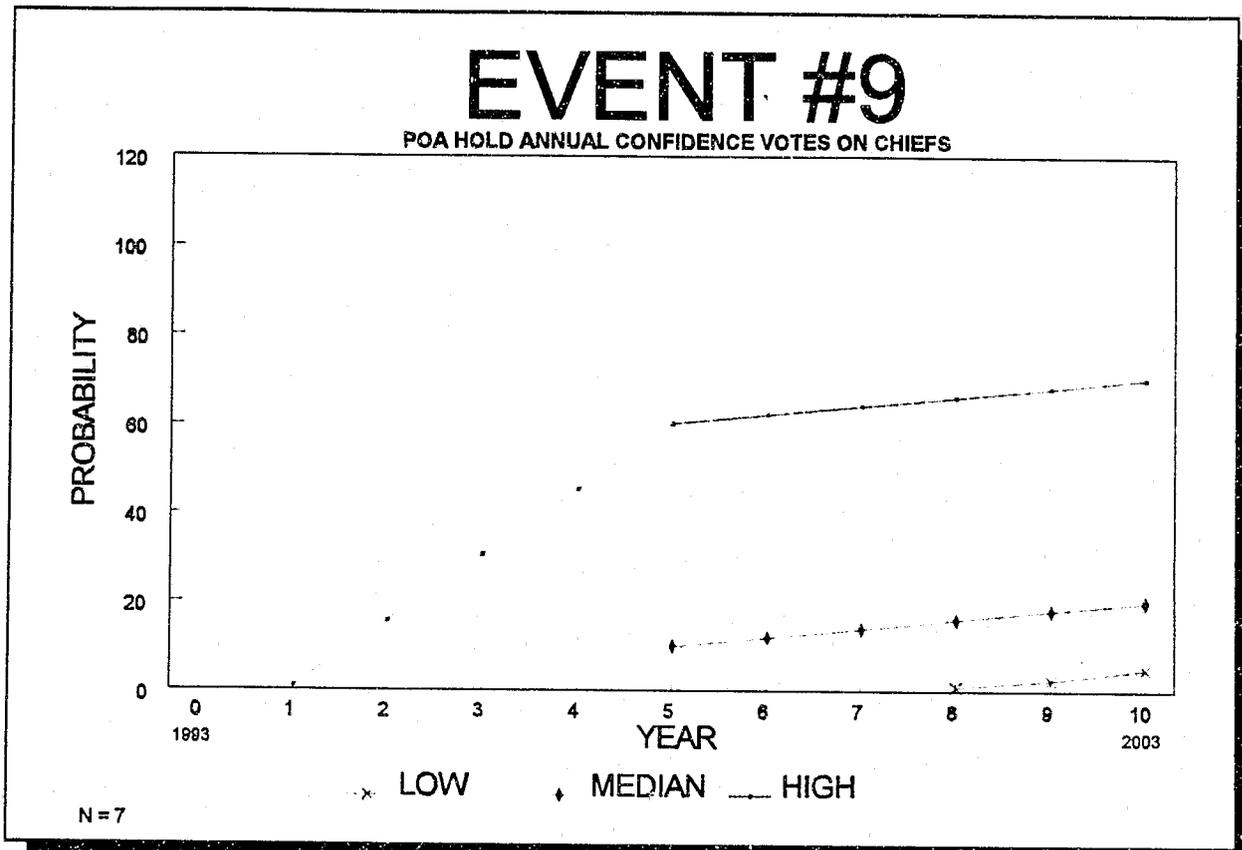


Illustration 24

E9. POAs Hold Annual Confidence Votes on Chiefs

The majority of the panel agreed there was little chance of this first occurring and not until the 5-year point. Over the next 5 years the probability increased only slightly. The impact of this event was seen as moderately negative with a small element of positive influence. As in the past discussions the suggestion of political influence into the police chief role was not seen in a favorable light. POA votes were considered to be just that.

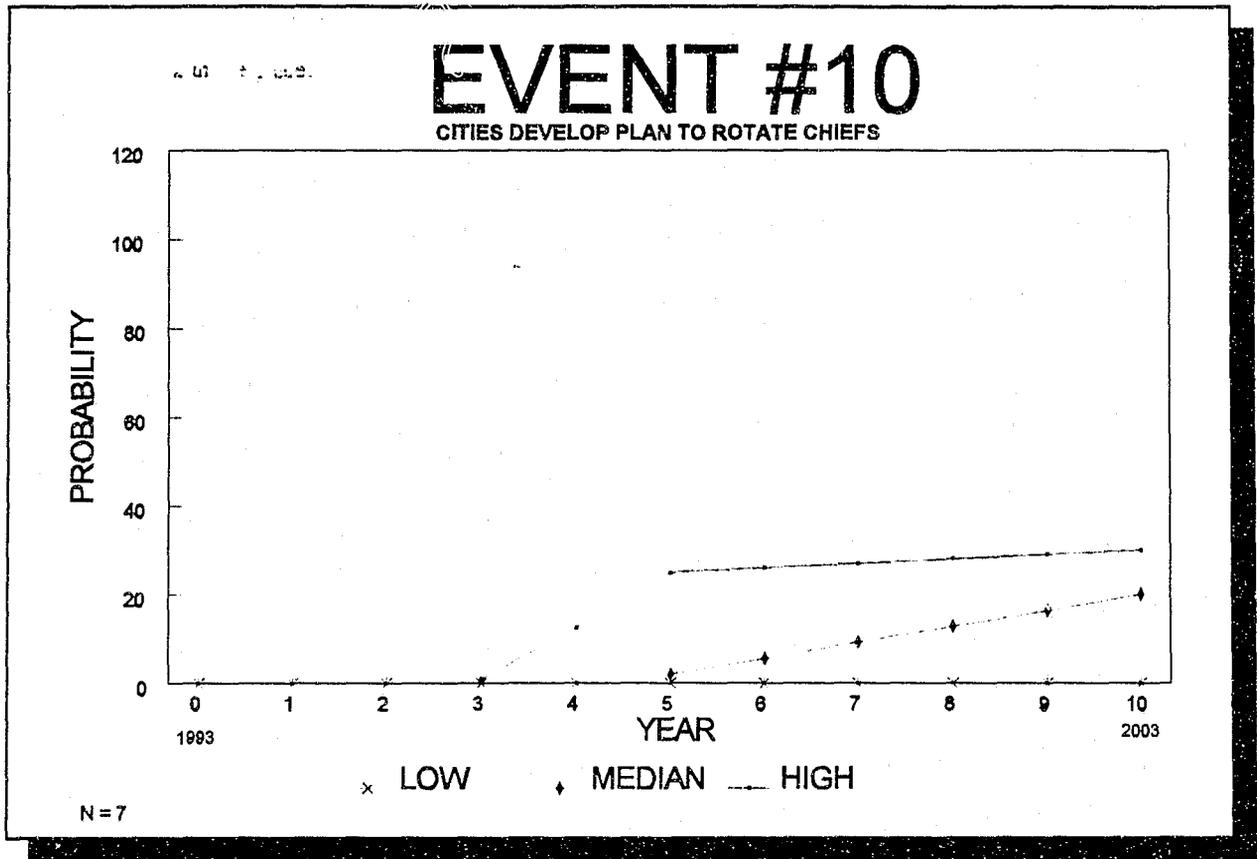


Illustration 25

E10. Cities Develop Plan To Rotate Chiefs

Showing uncharacteristic agreement the panel median saw little chance of this first occurring and not until at least the 5 year point. Even the best estimates gave it no chance until 3 years out and then the probability never rises much from the low start point. The group also generally agreed that this would have both a positive and negative effect in relatively equal amounts of moderate values. This idea initially intrigued the panel but decreased in popularity as the discussions continued. It appeared that the realization that this held little chance of ever occurring detracted from its stature among the panel.

CROSS-IMPACT MATRIX

Initial	E 1	E 2	E 3	E 4	E 5	E 6	E 7	E 8	E 9	E10	Final	
Prob V	60	95	45	25	70	22	90	50	30	22	Probability	
E1	60	X	15	0	-74	0	-56	17	10	6	4	66
E2	95	5	X	0	-98	0	26	21	-98	31	22	63
E3	45	-20	-3	X	-20	0	-5	0	0	0	0	24
E4	25	-5	0	10	X	-12	0	0	0	0	0	18
E5	70	0	5	0	-25	X	0	6	0	0	0	74
E6	22	-12	-5	5	-12	0	X	-9	0	9	-4	3
E7	90	0	0	0	-90	12	-76	X	31	0	0	75
E8	50	-25	-35	0	0	0	28	12	X	0	0	19
E9	30	0	0	20	-39	0	0	6	0	X	-5	34
E10	22	0	0	0	-22	0	-17	-13	0	-1	X	1

CROSS-IMPACT MATRIX

Table 3

Cross-impact Matrix

The median probabilities for the ten separate events was determined by the panel. But as events seldom occur in a vacuum, there is an interrelation between them. This effect can be multiplied as the event to event impact combinations take place. To obtain a sense of how this might play out, the initial median probabilities were entered into a matrix along both the vertical and horizontal axis. Sergeant Marty Moran of the East Bay Regional Park Police, who was not part of the original panel, and I estimated the impact

of one event on another, assuming it occurred. The process consisted of assuming an event occurred and then projecting the impact on the probability already forecast by the NGT panel. These figures were entered into the matrix and the cross-impact software program calculated a final probability of occurrence for each event.

Of the ten events, three showed a slight increase in probability of occurrence. The remaining seven all showed a marked decrease of anywhere from 30% to 50% or more.

Cross-Impact Matrix

Analysis

E1. Police Chiefs Form an Effective Union

The original 60 % probability increases slightly to 66%. If there were elected chiefs (E6) or state level regionalization (E4), these would virtually eliminate the possibility of this occurring. The subtle influences of a command college requirement (E2), a chief's selection citizen review board (E7) and POST certification being eliminated (E8) all factor into the increase.

E2. Command College Required for Chief Selection

The probability of this event began at almost certainty, 95%. The impact of the other events reduce this to a 63% chance in the next 10 years. Having the most effect would be a state-level regionalization of police (E4) and POST dropping the certification requirement (E8). Those impacts were so strong that they outweighed the positive elements of police chief rotation (E10), electing chiefs by popular vote (E6) and POAs holding annual votes of confidence (E9).

E3. Military Used to Routinely Augment Law Enforcement

The possibility of occurrence was almost cut in half going from 45% to 24%. While most events seemed to have no impact either way, the figures dropped as a result of mainly two points: Police chiefs forming a union (E1) and state regionalization of law enforcement (E4).

E4. State Regionalization of Police at a State Level

The initial probability of occurrence was only 25% and this dropped to 18% with the other events influencing it. Again, most events had no effect on this one with the change mainly a result of a mandate for police departments to reflect community diversity (E5).

E5. Legislative Mandates Law Enforcement Required to Reflect the Diversity of Their Community

This had a high possibility of occurrence set at 70% initially. While most other events did not strongly influence this outcome, the extreme likelihood of command college being made a requirement (E2) pushed this up to a 74% level.

E6. Chiefs Elected by Popular Vote

The panel had given this a relatively low chance of happening at 22%. The combination of the other events combine to just about eliminate the possibility for this event to happen.

E7. Citizen Review Boards of Chief's Selection Processes

This was given a high probability initially set at 90%. Affecting this event negatively were the state regionalization of law enforcement (E4) and chiefs being elected by popular vote (E6). Even with those figures the final probability dropped to only 75%. It may have been more if not for the supporting effect of POST dropping the certification requirement for chiefs (E8).

E8. POST Certification Requirement of Chiefs Eliminated

The chances of this occurring dropped from 50% to just 19%. This can be attributed to the impact of police chiefs forming a union (E1) and command college being required (E2).

E9. POAs Conduct Annual Confidence Vote on Chiefs

There was no significant difference seen between the initial and final probabilities. It shows a slight increase from 30% to 34%.

E10. Cities Develop Plan to Rotate Chiefs

At 22% this was given little chance of becoming reality. It dropped to only 1% after the other events impact are determined.

SCENARIOS

Scenario writing provides a method for describing a series of trends and events in a way that gives the reader an opportunity to envision some of the possible futures. It allows the author to explore information in application form rather than theoretical statements. Data developed during the NGT and cross-impact analysis was used as a framework to build three different scenarios.

The ten events chosen by the NGT panel were entered into a software program, Sigma, provided by POST. Using a random event generator in the program the software would produce sample scenarios that changed each time a different number prompt is entered. The scenarios included what events occurred, and when, as well as a list of those that do not occur. From this information 45 different scenarios were generated. They generally fell into one of three ranges: Nominal (most frequent), normative (most desirable), and hypothetical (worst case).

Based on this criteria, the author selected three sets of iterations generated by the Sigma program. In addition to relevant trend projections from the NGT process, each was used as the framework for constructing a scenario for each of the models given and how they might play out

THE FICTIONAL CITY OF COYOTE HILLS

To create an environment in which to play out the different scenarios a venue was needed. As background, descriptive information for the fictional California City of Coyote Hills was created.

Coyote Hills sits below the Silicone Valley on a major north - south freeway and adjacent to an active railway spur. An airport is just outside the city limits and capable of handling small commercial jets and private aircraft. The 1993 economy is broad based with software manufacturing having a somewhat larger share than the historical agricultural industry. Although affected by the recession, it has not been quite as hard hit as the rest of California. The city incorporated about 22 years ago and the infrastructure is in relatively good shape.

The richly diverse 64,000 population of Coyote Hills is served by a city manager type government with a five-person council. It has been an active council with new calls from the citizens for more participation in the process of government. The council is struggling with this concept and has no real established leader.

The police department consists of 82 sworn officers and 45 civilian employees. It has been a progressive department with a POA that is increasingly vocal in its wish to be included in the decision-making process of the organization. Its equipment is modern and well-maintained. There are the beginnings of gang activity in the city, but the crime rate remains consistent with other jurisdictions of similar size and composition.

Case Scenarios

As generated by the SIGMA program the following table represents the various factors for the scenario as listed:

Most Desirable Scenario (Normative)

Events that happen.

E1.	May 1994	Police Chiefs Form Effective Union
E8.	Jan 1995	POST Certification of Chiefs Deleted
E7.	Nov 1995	Citizen Review Required in Chief's Selection
E2.	Aug 1997	Command College Required for Chief Candidates
E4.	Feb 2001	Regionalization of Law Enforcement at State Level
E3.	Aug 2002	Military Forces Used to Augment Local Police

Events that do not happen.

E5.	Law Enforcement Work Force Must Reflect Community Diversity
E6.	Chiefs Elected By Popular Vote
E9.	POA's Hold Annual Confidence Vote on Chiefs
E10.	Cities Develop Plan to Rotate Chiefs

Table 4

Scenario #1 - Normative (Most Desirable)

As he gazed out his office window, I. M. Wiley reflected on the past 10 years since he had been selected as chief of the Coyote Hills Police Department. There had been significant changes in California over that period and his city had been both victim and beneficiary of the results. He had little idea of what he was getting into when he had accepted the chief's job, but he was eager to learn. Back then he had assembled a pretty fair resume and competed with many others for what was to be his first, and last, chief's

job. Wiley had seen many chiefs in other cities come and go during his time in Coyote Hills and wondered where all the candidates came from. He wondered if any of them were as qualified as he? From what the chief had been told, those applying were actually better qualified than he had been, at least on paper (T6). Along with all the "paper experience" I.M. Wiley had seen much in his career; And he had survived it all. That should count for something.

At the beginning of 1994 police chief retirements were normally stress-related and they were losing their jobs in record numbers. Across the state, city councils continued to meddle in day-to-day operations of police departments (T8). Even though it had been years earlier, the media would not let the memory of the Rodney King beating just fade away. There was intense scrutiny of all branches of government, but police were the biggest and easiest target (T7). With this sort of atmosphere being compounded by a troubled economy, long hours and an unstable job future, it was no wonder that the California Chiefs of Police (CCoP) became a cohesive and effective labor group (E1) in May of 1994. This event began to have some positive impact on the career path for chiefs. The group campaigned for mandatory contracts for all chiefs and provided a strong, stabilizing voice for the profession in general. One of the early accomplishments of the group was to lobby POST to remove the mandatory certification of chiefs thus allowing qualified civilian managers and leaders to compete (E2). This was accomplished, and in January 1995 the certification was dropped. The media took this as having a negative effect on communities and immediately began a campaign against the move. Since he had been an early supporter of this idea (and charter member of CCoP), Chief Wiley had

answered more questions from the media than others. So many that it took significant time away from the time he had to run the police department (T7). But the chief was a wise man; he had seen others in his position ignore the media and they had fallen victim to the journalistic predators. Through experience he had learned to use the press rather than be used by them. Understanding the media role is both desirable and necessary to be a successful chief.

Even the damage control by the union was unable to stave off a knee jerk reaction to the publicity (T7) and in November of 1995 the state passed legislation requiring a citizen review panel in all police chief selection processes (E7, T1). Those chiefs lacking in vision proclaimed this to be the end of trust between the police and the public. It was one more example of the uninformed public now being misinformed and led by an influential minority. Even in his early years as a chief, Wiley looked ahead. He could clearly see the increasing trend of community involvement (T5) and chaired the chief standards and selection committee of the CCoP. The current legislation merely mandated what Chief Wiley's committee had been recommending.

The CCoP committee had been successful in influencing chief selection processes in other ways. In August of 1997 POST Director Russ Looney adopted the statewide requirement of Command College completion prior to consideration for a chief's position (E2). Although he would have been grandfathered in, Wiley was a graduate of Class 21. This also provided him with enough units for his graduate degree from Cal Poly Pomona. As he said in his address to the Command College graduating class, they should all strive to become better at their profession and improve as individuals (T6). Taking this

experience back to his agency he initiated a comprehensive development program for his staff that eventually became quite effective and popular.

The next few years brought change and challenge. Changing demographics were reflected in the population of Coyote Hills (T2). This resulted in increasing pressure within the community and the formation of a number of special interest groups. As the total numbers increased and the influence of each group climbed (T10), the potential for catastrophe loomed. Chief Wiley capitalized on his demonstrated ability to garner community support and his effective and established internal diversity awareness training programs to solicit support from these emerging groups. The internal programs were instituted just after he became chief and coincided with his emphasis on minority recruiting throughout the agency. Instead of this becoming a destructive force, the energy and potential was re-directed. These were looked upon as opportunities to foster trust in his department and increase the partnerships with various factions of the community (T5). This enhanced the reputation and effectiveness of his police officers and clearly built further support in the community. As with all groups, however, there are radical elements. Several attempts by these radicals were made in order to disrupt the progress of the agency. Suggestions that chiefs should be elected by popular vote (E6) and that workforce diversity should mirror that found in the community (E5) were soundly defeated. It was no coincidence that Chief Wiley, along with his staff, became more visible than ever in the community. His skillful political maneuvering and well-founded support served the department well.

Even this apparent success had a dark side. A corrupt member of the city council had somehow gained some amount of power and was courting some of the POA members. This resulted in, among other things (T8), an attempt to have an annual vote of confidence in the chief (E9). In the long run, the community support and a now supportive press corps (T7) defeated this attempt.

By the year 2001 the economy had not recovered enough to support duplication and inefficiency in government. Some consolidation of police services among cities adjacent to Coyote Hills had occurred but not as much as should have due to political opposition. To do so would be giving away power and control said the elected officials. Community involvement took itself to new levels when a grass roots movement succeeded in statewide regionalization of all police services (E4). While the political naysayers were predicting chaos and doom, Chief Wiley set about capitalizing on this latest opportunity. He was actually able to provide a better range of services to his "area of command". With the role of the military drastically reduced as the world threat decreased, a new mission was needed for the armed services. While some across the state and nation complained and argued about the military and refused to incorporate their use, Chief Wiley was different. He displayed great leadership and innovation by integrating the military into a municipal policing strategy (E3). They were used effectively to enhance the long established community policing philosophy and perform non-traditional police functions. To solidify community support the name "Urban Warriors" was conveniently leaked to the press and became a symbol of the unit. Wiley had learned to play that game quite well.

During the regionalization process the number of chiefs was reduced and they now commanded areas rather than specific municipalities. I.M. Wiley had been one of those chiefs selected to remain in command. The community in his area had overwhelmingly supported his assignment for they knew of his ability to lead. As he neared his retirement and reflected on his time as chief, he thought of what it would take to perform that task today. What kinds of skills were needed and how much character was required. As Chief Wiley looked back at the lessons he had learned, and the things he had done, he knew the answer.

End

As generated by the SIGMA software the iteration for this scenario is:

MOST LIKELY SCENARIO (Nominal)

Events that happen.

- | | | |
|-----|----------|---|
| E7. | Oct 1997 | Citizen Review Required in Chiefs Selection |
| E3. | May 1999 | Military Forces Used to Augment Local Police |
| E1. | Jul 1999 | Police Chiefs Form Effective Union |
| E2. | Mar 2000 | Command College Required for Chiefs Candidates |
| E9. | Mar 2000 | POA's Hold Annual Confidence Vote on Chiefs |
| E5. | Mar 2003 | Law Enforcement Work Force Must Reflect Community Diversity |

Events that do not happen.

- | | |
|------|---|
| E4 | Regionalization of Law Enforcement at State Level |
| E8 | POST Certification of Chiefs Deleted |
| E10. | Cities Develop Plan to Rotate Chiefs |

Table 5

Scenario #2 - Nominal (Most Likely)

Chief I.M. Wiley of the Coyote Hills Police Department had been in his position since 1994. He had been selected by the City Manager, Rod Runner, shortly before his retirement. There had been a selection process consisting of a resume and oral interview with a panel of several outside city managers a college professor and a businessman. Back then he was just glad to be selected, but now, ten years later, he wondered just how qualified he was to run a police department in 1994. When he would begin reminiscing on those times, he could not help thinking, was he any better prepared now?

Wiley had spent his entire police career in a city some distance from Coyote Hills until the chief's job had opened up. Rod Runner had been a wise city manager and tried to select the best candidate in the field. Based on the process used, Wiley had been the lead candidate and accepted the job eagerly when offered. The City Manager had felt a great deal of pressure from several members of the city council to stay with an internal candidate no matter what the overall qualifications were. The council had developed alliances with some members of the Police Officer's Association (POA) which had recently involved itself in local politics.

There had been a great deal of resistance to Wiley's appointment from the association, much more than anticipated. This made it difficult to obtain candid feedback and accurately look at the needs of the organization. Proposed changes met with challenges from the rank and file and inquiries from the council (T8, T10). At the time there was an increasing level of desire on the part of the community to be more involved in the police department (T5). Community oriented policing, the buzz word of the early

1990's, had been picked up by the media and regarded as if it were a panacea. This fed a public fearful of crime with the solution they hoped would solve their problem. While Chief Wiley fully supported the concept, too many of his staff thought of this as a strategy rather than an overall policing philosophy. Because of this, full implementation was slower than expected and the community was impatient. The POA seized on this as example of why an internal candidate would have been better. "Someone who understands the city" was a phrase overworked by the media. Little attention had been paid to Wiley's skill in dealing with the media and while it did improve because of these experiences, it was slow and painful. Even though the Chief weathered the storm, the memory of his slow start prompted the city council to pass a resolution in October of 1997 requiring a citizen review panel of any police chief selection process (E7, T1). The meddling by the council was not restricted to the police department (T8) and city manager Rod Runner retired in early 1998. Throughout 1998 and into early 1999 the economic health of the state was deteriorating. It became more and more difficult to provide adequate service with the resources available. The California Chiefs of Police (CCoP) had long been recommending regionalization of police services based on geographic and technological boundaries and a small amount of consolidation had actually occurred (T9). This idea worried a number of politicians as it would mean they would lose control and therefore, in their minds, power. To avoid that situation legislation was passed and in May of 1999 military forces were used to augment local law enforcement (E3). This had a varied effect throughout the state. In Coyote Hills, Chief Wiley tried to be optimistic and develop an efficient way to integrate them into his community. It was difficult to deal with the levels

of command and the low level of training for this type of service. There had been little planning for this event and, in Wiley's mind, little preparation for the future in general. He committed to improving his agency's ability to do that, as well as his own.

Chief Wiley set about this task with eagerness. He looked around the profession and saw the same methods and processes used to select him for chief were still being used almost six years later. What he also noticed was that the quality of candidates hadn't improved much either (T6). Some other chiefs chose to look at this by thinking they must have been pretty good back then, but I.M. Wiley now believed that the development and selection of potential candidates was really not very good then, or now. All he had to do was look at his own career for an example. Although he had not been back to school since he got his BA degree, he enrolled in graduate courses and was accepted into the command college. This helped him in developing a stronger and broader network of peers throughout the state.

In 1999 the atmosphere for chiefs was a difficult one at best. City council pressure and interference had increased and the economic challenges were constant. The frustrations in the job and the desire to seek and facilitate a better future for law enforcement in general moved the CCcP to form an effective and influential union mid-year (E1). This body quickly moved to make improvements. In March of 2000 POST Director Russ Looney made Command College a requirement to be selected as a chief. These major developments had significant impact on the credibility of the chief position. In the case of Chief Wiley, he had been improving his skills and had now learned to harness the energy of the community involvement (T5) for positive purposes. After the rocky start, his

relationship with the media was improved and working for him rather than against him (T7). Threatened by what was perceived as a tremendous increase in influence, (and encouraged by some of the council) the POA leadership announced they would hold an annual vote of confidence on the chief (E9). This was barely passed by the membership, as they were disillusioned with their leaders and looked forward to electing a new board soon. On a broader scale there were some efforts to derail the CCoP. Efforts to institute some sort of rotation between cities for chief and allowing civilians with no experience to become chiefs were dropped for lack of support from the public.

Early in his tenure as chief, Wiley had implemented effective and broad-based cultural awareness programs. As a result, his department had a healthy attitude on this issue and dealt well with internal growth and conflict when it occurred. With that in place he was well prepared to deal with the rapidly changing demographics that intensified after the year 1999. This was not the case with a number of other agencies. There was unrest in different population groups and they flexed the political muscle that came with the changes. In March of 2003 state law changed to require all law enforcement to reflect the diversity of the community they served (E5). This had the dual effect of enhancing the cultural sensitivity of the different organizations yet, created a difficult scenario to reach the required level in the time frame given.

Chief I.M. Wiley smiled as he looked back. There had been a lot of change in the past ten years. And, somehow, he had survived. He realized how ill-prepared he was to become a chief in 1994 and how inadequate the selection process had been. He took pride that he had learned much through his experience and had not wasted the

opportunities presented to him. The smile left and was replaced by the look of uncertainty. He had learned the lessons well enough to survive as a chief and to look to the future. But he couldn't help thinking there was some young chief out there about to go through the same things he had; All over again. And he wondered why.

End

The information depicted in the following table represents the computer generated information from the SIGMA program:

WORST CASE SCENARIO (Hypothetical)

Events that happen.

- | | | |
|-----|-----------|---|
| E9. | June 1995 | POA's Hold Annual Confidence Vote on Chiefs |
| E1. | July 1999 | Police Chiefs Form an Effective Union |
| E8. | July 2000 | POST Certification of Chiefs Deleted |
| E6. | Apr 2002 | Chiefs Elected by Popular Vote |

Events that do not happen.

- | | |
|------|---|
| E2. | Command College Required for Chiefs Candidates |
| E3. | Military Forces Used to Augment Local Police |
| E4. | Regionalization of Law Enforcement at State Level |
| E5. | Law Enforcement Work Force Must Reflect Community Diversity |
| E7. | Citizen Review Required in Chiefs Selection |
| E10. | Cities Develop Plan to Rotate Chiefs |

Table 6

Scenario #3 - Hypothetical (Worst Case)

It would have been difficult for anyone to have predicted what had occurred in law enforcement over the past ten years. Back then, in 1994, things were difficult but not

downright impossible. Chief I.M. Wiley of the Coyote Hills Police Department had just been defeated in the first popular election for police chiefs since state law mandated that process in April of the year 2002 (E9). Even noted futurist and self-made millionaire William Renfro had not seen that one coming. The chief looked back and wondered what had gone wrong.

Because he was the only Command College graduate in his command staff he was a clear choice for chief in 1994 when H. Dumpity retired after his questionable ethics and poor judgement were exposed during a visit to a local nightspot near San Diego. The city manager, Rod Runner, did not even conduct a search for candidates, he just appointed Wiley. That may have been the beginning of the end. This angered the POA because a more popular internal candidate, Lieutenant Robert Rooster, had been lobbying the city council. It did not matter that the candidate was only popular because he did not do anything and never held anyone accountable for anything. Some of the council supported him because they wanted the political backing of the POA.

The POA turned this anger into action as they created a difficult environment for the chief to make any changes. They blamed him for everything including the lack of a pay raise in early 1995. Of course this was related to the on-going fiscal crisis (T4) in the state, but it did not matter. In June of 1995 the POA voted to conduct an annual confidence vote in the chief (E9). This was supported by the members of the city council who were up for re-election. Together they made Chief Wiley's job difficult. Members of the POA grieved just about everything and the council produced a constant stream of inquiries that required answers (T10, T8).

As the 1990s faded, the concept of community oriented policing became the community's rallying cry. The chief had always been supportive of true community involvement (T5), but the citizens of Coyote Hills had a different view. Fueled by inaccurate information in the media, there was a perception that community oriented policing meant citizen control over the department (T7). This conflict resulted in increased tension between the chief and the community, and hampered any possibility of real progress being made.

In spite of these difficulties some progress was made. An affirmative hiring plan and cultural awareness program were implemented and operated effectively in the police department. This occurred at a time when the diversity of the department was rising, but nowhere near the rate of increase in the rest of the community (T3). The result was the police department feeling the external effects of minority unrest just like the rest of the state. The California Chiefs of Police (CCoP) had formed what was becoming an effective union in July of 1999. Believing in the principals of diversity, they had sponsored a plan to make the law enforcement workforce reflect community diversity. This was defeated despite the increase of the various minority populations (T2) especially after 1999.

At about the turn of the century the meddling by the city council and POA had become daily and was wearing the chief down (T10, T8). The budget constraints of the declining economy continued to be a factor with the police, and the government in general, continually being asked to do more with less(T4). Community policing, which had held hope for the future, had been corrupted to the point that the citizens thought they should dictate the policies and strategies (T5) to the chief. Citizen unrest had also led to

legislation that was not well thought out. In an effort to increase what they perceived as a lack of leadership, laws were passed opening up police chief position to non-sworn persons (T1).

Most chiefs tried to make the best of the situation and I.M. Wiley was no exception. But, he was tired after 8 years of trying to make it work. His battles with the media, the POA, the council and the economy had taken their toll. Now in 2002 he was faced with an election (E6) and he just did not have the energy to mount an effective campaign. Along with that, his lack of vision made him think he would be chosen simply because he was the incumbent.

As he cleared out his desk and readied himself for being unemployed for the first time in 25 years he wondered just how this could have happened. How could he have not seen the changes before the effects occurred. Why couldn't he influence the community any better and why didn't he get along with the media? The POA had never supported him and he wouldn't miss the mountain of paperwork that he never had time to handle. He just didn't understand it.

He had been a proud man even in defeat. When asked if he'd miss all that went with being the Chief of Coyote Hills, he had politely said yes, but he'd adjust. Sure he'd miss it about as much as doing the NGT in command college, but he would never tell. So it was all over now. His reign as chief was over and soon his replacement would be sworn in. Robert Rooster had been elected chief of police.

End

The previous scenarios provided a means to play out given situations based on data from the NGT panel, then projecting their implications through the SIGMA software provided by POST. This is an interesting and valuable tool in looking at possible futures as related to the research topic. By identifying the events and trends likely to occur, it gives some idea about what sort of qualities and characteristics will be required of police chiefs in the future if they are to meet the demands they will face. If those factors can be accurately projected or described, it could significantly increase the likelihood of a chief being successful when placed into the position. Though the futures study provided a solid base to build upon, there was a clear need to supplement the data and projections to effectively make informed judgements.

INTERVIEWS

To bring focus to the research a series of interviews with four different groups of individuals was conducted. Those interviewed included twenty-two police chiefs, ten city managers, eight recruiters and ten experts. For the most part these interviews were conducted on the phone with a small portion being conducted in person. The interviews were somewhat loosely structured, allowing some freedom in the answers. The information requested was:

- Identify five significant characteristics or capabilities needed to be a successful chief.
- Identify five significant issues facing policing in the next ten years.
- Describe the selection process used to select you as chief or used by you to select a chief.

All groups were asked to identify the characteristics of a successful chief. The recruiters were not asked the other questions, but did provide valuable insight into many areas.

To maintain privacy and as a condition of the interviews, the chiefs, city managers and recruiters have not been identified in this report. The experts consulted were:

- | | |
|-----------------|---|
| Gary Brown | Police Chief, Ashland, Oregon
He has been employed in positions as a city manager and recruiter, as well as police chief. |
| Jerome Skolnick | Professor, University of California, Berkeley.
Mr. Skolnick is a well known and noted author in the criminal justice field. |
| Jerry Sanders | Police Chief, San Diego, California.
Recently appointed as Chief of the progressive and innovative San Diego Police Department. |
| Jerry Hoetmer | Director of Research and Development, International City Manager's Association, Washington D.C.. |
| Kim Kohlepp | Selection Administrator, International Association of Chiefs of Police, Washington D.C.. |
| Joe McKeown | Consultant, Pittsburg, California.
Mr. McKeown is a former police chief and director of a POST police academy. |
| Darrel Stephens | Police Chief, St. Petersburg, Florida.
Chief Stephens is former Executive Director of the Police Executive Research Forum and has written publications on today's police chiefs. |
| Chris Braiden | Consultant, Edmonton, Alberta, Canada.
Mr. Braiden is a retired Deputy Superintendant of Police in Edmonton. He is a noted expert in police leadership and community policing, authoring a number of publications on these topics. |

Charlotte Lansinger Consultant, Police Executive Research Forum,
Washington D.C..
Ms. Lansinger conducts executive searches for PERF
and has many years of experience in this field.

Bob Bradshaw Chief, Nevada Highway Patrol, Carson City, Nevada.
Chief Bradshaw is a former police chief in two cities
and management consultant for a national firm.

There was no particular method of selection for those interviewed, although some variety in the types and locations of cities was sought to give a broader perspective. An attempt was made to obtain specific information in every case and clarification sought from those interviewed when needed. In compiling the tables there was some consolidation or editorial discretion, but care was taken to maintain the integrity of the information.

ISSUES

The 42 individuals interviewed identified over 30 different issues as being significant to law enforcement in the future. There was not only a wide spread between the groups, but also divergent views within each. In looking at the composite total there is consensus on some topics. Table 7 depicts the top 9 issues as selected by the 42 interviewees. The first number represents the number of times the issue was selected and the second represents the percentage of the overall group of 42. Clearly the economy and community policing emerge as the biggest issues facing law enforcement, according to these results. The second level of issues includes diversity, recruitment/retention and violence in the community. The remaining issues are similarly grouped. Compared to the data from the Nominal Group Technique there is a general agreement on the overall topics. For reference purposes Table 7 data is shaded in Tables 9-11.

The significance of this information is not in the composite list, but in comparing the differences between the three groups. Table 8 represents each issue by group in bar graph form. The numbers represent the percentage of times mentioned by each group. For example, 81% of the chiefs felt that the economy would be a significant issue while only 40% of the experts felt the same. Information here suggests the chiefs and experts agree generally on the issues with the differences coming to light on how strongly each group feels on a given topic. Seventy percent of the experts felt that community policing was a significant issue but only 40% of them thought the economy was worth mentioning.

ISSUES

COMPOSITE PROFILE

ECONOMY	29	72.5%
COMMUNITY POLICING	20	50%
DIVERSITY	13	32%
RECRUITMENT / RETENTION	13	32%
VIOLENCE IN COMMUNITY	12	30%
POLITICAL INTERFERENCE	8	20%
POLICE OFFICER ASSOCIATIONS	7	17.5%
TRAINING	6	15%
REGIONALIZATION	6	15%

N=42

Table 7

ISSUES

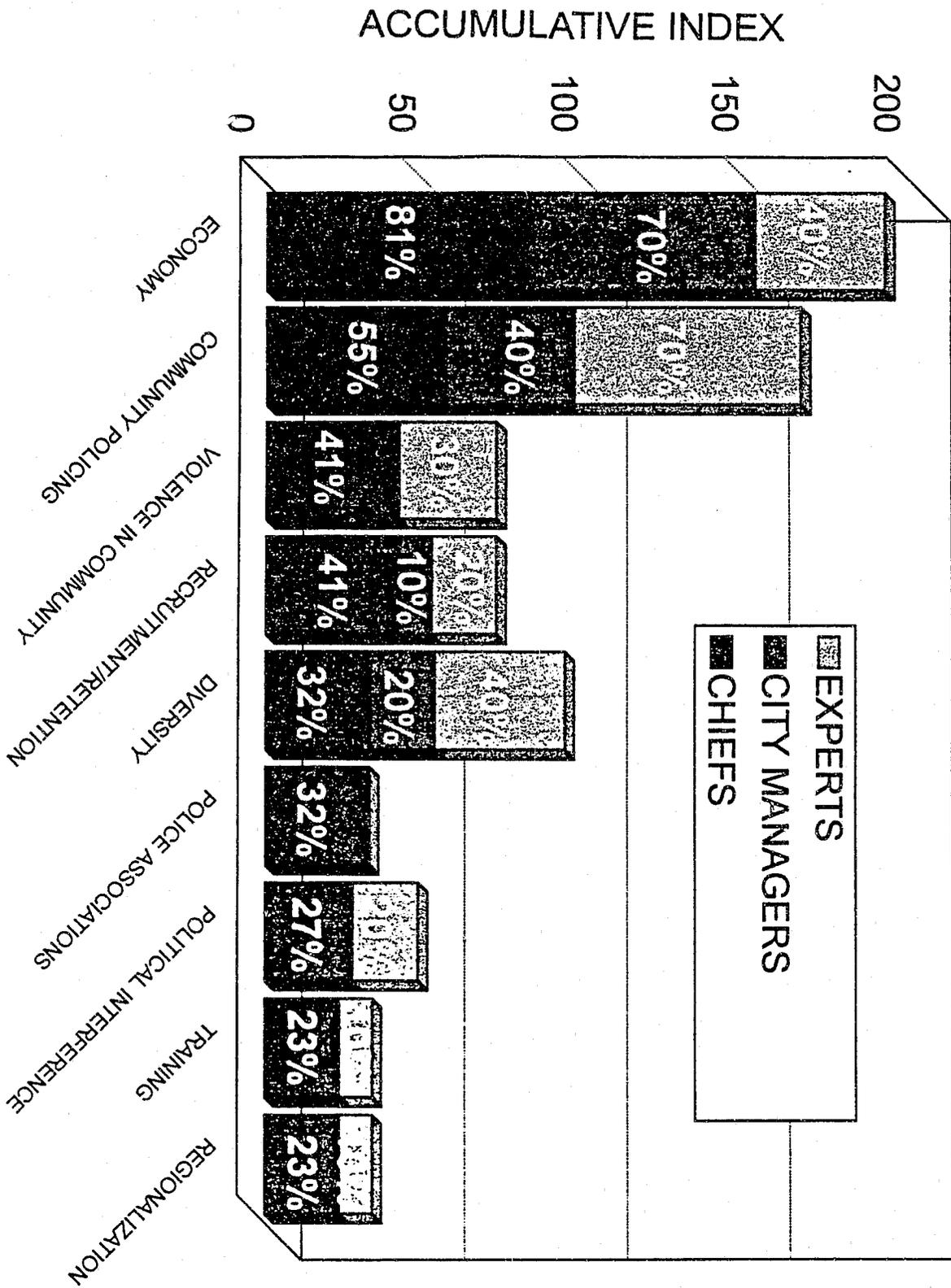


TABLE 8

ISSUES

22 CHIEFS

ECONOMY	18	81%
COMMUNITY POLICING	12	54%
VIOLENCE IN COMMUNITY	9	41%
RECRUITMENT / RETENTION	9	41%
DIVERSITY	7	32%
POLICE ASSOCIATIONS	7	32%
POLITICAL INTERFERENCE	6	27%
TRAINING	5	22.7%
REGIONALIZATION	5	22.7%
DRUG USE	5	
TECHNOLOGY	4	
USE OF FORCE	2	
AIDS	2	
BUSINESS ORIENTATION	2	
ACCOUNTABILITY	2	
ETHICS	2	
PROFESSIONALISM	2	
PRIVATIZATION	1	
CORRECTIONAL SPACE	1	

Table 9

ISSUES

10 CITY MANAGERS

ECONOMY	7	70%
COMMUNITY POLICING	4	40%
ACCOUNTABILITY	3	30%
COMMUNICATION WITH PUBLIC	3	30%
DIVERSITY	2	20%
CRIME AS A SOCIAL PROBLEM	2	20%
LABOR RELATIONS	1	
POLICE SERVICE DELIVERY	1	
GUN CONTROL	1	
RECRUITMENT / RETENTION	1	10%
AUTHORITY / DISCRETION	1	
DEDICATION TO POLICE PROFESSION	1	

Table 10

ISSUES

10 EXPERTS

COMMUNITY POLICING	7	70%
ECONOMY	4	40%
ROLE OF POLICE	4	40%
DIVERSITY	4	40%
VIOLENCE IN COMMUNITY	3	30%
POLITICAL INTERFERENCE	2	20%
RECRUITMENT / RETENTION	2	20%
DRUG USE	2	20%
DISCIPLINE	2	20%
FEAR / PERCEPTION OF CRIME	1	10%
REGIONALIZATION	1	10%
PROBLEM SOLVING	1	
CORRECTIONAL SPACE	1	
CIVILIANIZATION	1	
TRAINING	1	10%
TECHNOLOGY	1	

Table 11

Conversely, just over half of the chiefs identified community policing with over 80% naming the economy. Perhaps the most surprising data here are the issues not identified by the city managers. No city manager raised the issues of violence, training, regionalization, police associations or political interference as being significant. That city managers as a group identified less than half of the nine most significant issues (of the composite group) could lead to any number of suppositions. The same could be said for the divergent views within the other groups relative to the importance of each issue.

When one looks at each group's picks, the wide difference based on individual perspective become even more clear (Tables 9-11). These differences would seem to be a product of the experience and environment of those interviewed within the framework of their roles.

CHARACTERISTICS

The recruiters were included in this portion raising the number of those interviewed to 50. The overall group identified 42 separate characteristics or traits that a successful chief would possess. Table 12 reflects the composite data of all 50 interviews. As seen earlier in Table 7, both the total responses for each one and the percentage of times mentioned are indicated. The traits of leadership, communication skills and integrity were all named by well over half of the entire group and are noticeably higher than the others mentioned. Among the other categories are being innovative, having broad experience, having a vision of the future, being educated and being a team player. These ranged from 42% to 22% in the order listed.

CHIEF'S CHARACTERISTICS

COMPOSITE PROFILE

LEADERSHIP	33	66%
COMMUNICATION SKILLS	31	62%
INTEGRITY	27	54%
BROAD EXPERIENCE	21	42%
EDUCATED	18	36%
INNOVATIVE	18	36%
VISION OF FUTURE	17	34%
TEAM PLAYER	11	22%
N=50		

Table 12

CHARACTERISTICS

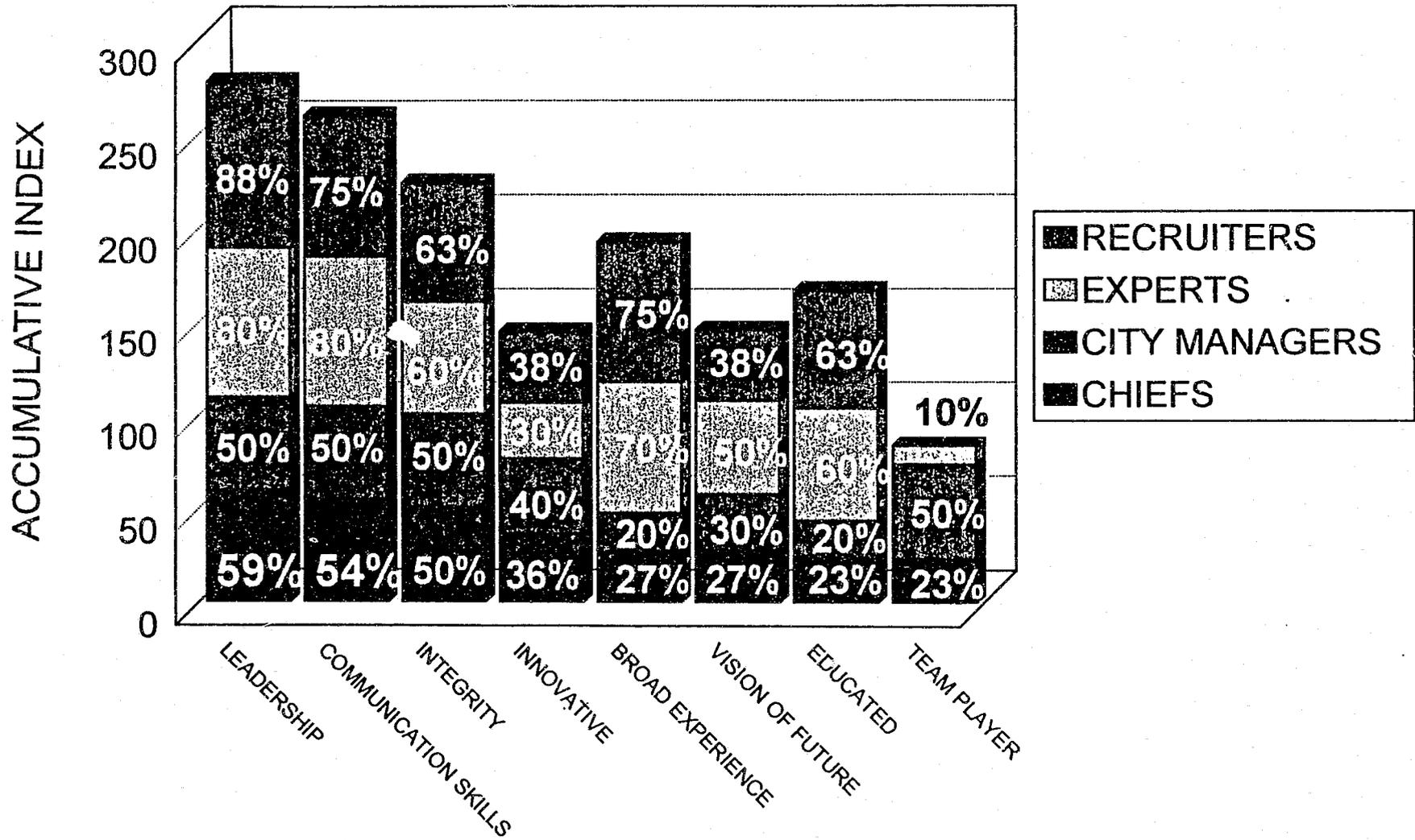


TABLE 13

Turning to Table 13 one can see how each group rated the top 8 categories by comparing the percent that each group mentioned a specific trait. There are some interesting relationships depicted here. With one exception every category is mentioned by each group. What is even more interesting is that among the four groups there are two distinct sub groups. In almost every case the recruiters and the experts agree on the relative importance of a trait as a group, while the same is true for the chiefs and city managers. But, there is no real agreement between the two sub groups. In fact, there is considerable difference between the two sub groups in most categories. Identifying the differences between the groups would suggest that if there is no clear picture of what is needed to be a successful chief how, or should, general criteria be developed. This data could suggest that if recruiters and experts are influencing selection processes by screening applicants using their perceptions they might be eliminating candidates that would otherwise be seen as highly qualified in the eyes of chiefs and city managers.

For further analysis the focus is placed on Tables 14 - 17. These illustrate the individual group's choices. What stands out here is looking at how the traits were listed within each group. Some topics that are mentioned by one group are not mentioned by another and some that are relatively important to one are not so important to another. For example, being a team player is one of the key characteristics listed by city managers, but is never mentioned by the recruiters. It only received one mention by the experts, while it was considered moderately important by the chiefs. In three of the group's lists there is some amount of agreement on at least the top topics, if not the order or importance. At the same time the recruiters ranked the traits identified above some of those in the composite

total that are not mentioned by the others. If mentioned by the individual group the data from the composite list is shaded on Tables 14-17.

The three traits of leadership, communication skills and integrity are clearly consensus picks of the composite group. Beyond that the question arises as to what type of person is suited to be a chief whether that be successful and effective or not. As seen in the lists of issues, the data suggests there are many divergent views as to the appropriate characteristics and traits needed to be a successful chief. The individual or specific experience and perceptions of those interviewed appear to dictate the responses, and those varied greatly. If these are the individuals that are responsible for the selections of police chiefs, or at least knowing what it takes to be one, how can any single process or person accomplish the task of selection?

CHIEF'S CHARACTERISTICS

22 CHIEFS

LEADERSHIP	13	59%
COMMUNICATION SKILLS	12	54.5%
INTEGRITY	11	50%
INNOVATIVE	8	36%
BROAD EXPERIENCE	6	27%
VISION OF FUTURE	6	27%
FLEXIBLE	6	27%
TEAM PLAYER	6	27%
EDUCATED	5	22.7%
MANAGEMENT SKILLS	3	
CREDIBILITY	2	
DEVELOPS PEOPLE	2	
DECISIVE	2	
COMPASSIONATE	2	
INTELLIGENT	2	
PERSEVERANCE	2	
ENERGY	2	
PARTNERSHIP BUILDER	2	
FAIRNESS	2	
CONFIDENCE	2	
COMMON SENSE	2	
PATIENCE	1	
FACILITATOR	1	
POLITICALLY ASTUTE	1	

Table 14

CHIEF'S CHARACTERISTICS

10 CITY MANAGERS

INTEGRITY	5	50%
COMMUNICATION SKILLS	5	50%
LEADERSHIP	5	50%
TEAM PLAYER	5	50%
INNOVATIVE	4	40%
COMMUNITY AWARENESS	3	30%
VISION OF FUTURE	3	30%
LOYALTY TO ORGANIZATION	2	20%
POLITICALLY ASTUTE	2	20%
BROAD EXPERIENCE	2	20%
EDUCATED	2	20%
COMMAND PRESENCE	2	20%
HONESTY	1	10%
PROBLEM SOLVER	1	10%
BROAD PERSPECTIVE	1	10%
RISK TAKER	1	10%

Table 15

CHIEF'S CHARACTERISTICS

4 03 3 10.2.

10 EXPERTS

LEADERSHIP	8	80%
COMMUNICATION SKILLS	8	80%
BROAD EXPERIENCE	7	70%
EDUCATED	6	60%
INTEGRITY	6	60%
VISION OF FUTURE	5	50%
APOLITICAL	4	40%
MANAGEMENT SKILLS	4	40%
INNOVATIVE	3	30%
PERSEVERANCE	2	
COMPASSION	2	
ENERGY	2	
LOYALTY TO ORGANIZATION	2	
INTERPERSONAL SKILLS	2	
PATIENCE	1	
TECHNICAL SKILLS	1	
CONFIDENCE	1	
FLEXIBILITY	1	
TEAM PLAYER	1	10%
FAIRNESS	1	
SENSE OF HUMOR	1	

Table 16

CHIEF'S CHARACTERISTICS

8 RECRUITERS

LEADERSHIP	7	87.5%
COMMUNICATION SKILLS	6	75%
PROFESSIONAL	6	75%
BROAD EXPERIENCE	6	75%
MANAGE BY WALKING AROUND	5	62.5%
EDUCATED	5	62.5%
INTEGRITY	5	62.5%
PEOPLE PERSON	4	50%
FISCALLY ASTUTE	3	37.5%
DECISIVE	3	37.5%
VISION OF FUTURE	3	37.5%
INNOVATIVE	3	37.5%
COLLABORATIVE	2	25%
DEDICATED TO DIVERSITY	2	
DEDICATED TO COMMUNITY POLICING	2	
TECHNICAL COMPETENCE	2	
RISK TAKER	1	
RECOGNIZES CRISIS	1	

Table 17

Selection Processes

In interviewing the 50 individuals there was no one type of process that was used by the majority of the group for the selection of a police chief. The alternatives ranged from appointing a person with no process at all to an elaborate multi-day assessment that sounded more like an ordeal than a test. What did seem consistent was that the type of assessment instrument or process used was not dictated by any factor other than the preference of the person directing the selection. What this suggests is that the process is not being used to identify or test for a particular trait or characteristic, but only for what information the person directing the process feels important. During the interviews the author expanded the questioning on this point to determine what it was the process was trying to accomplish. What need was being met? In most cases it was only being used to separate and rank candidates on a general basis, rather than look at any specific characteristics or talent. This gives the process a distinctly subjective quality, which may not be the best method for selecting an individual as important as a police chief. Further examination revealed that what was believed to be important in any given process was the subjective beliefs of the decision-makers, who were city managers in most cases. It is a reasonable assumption that most city managers are familiar with the issues within their city but are their perceptions based on objective data? As can be seen by the interviews there are any number of biases and differences of opinion which could adversely affect any process.

Observations

The futures section produced a series of trends and events that were used to develop a set of three scenarios. The scenarios depicted how given circumstances might play out in the fictional city of Coyote Hills. This was created for that specific purpose and the city was given a distinct identity and environment. But what would happen if the characteristics of the city or the environment in which it existed were different? Would it affect the issues to be faced or the traits needed to be a successful chief? The information from the series of interviews supports the view that it would alter both of those factors. Is the process of selecting a police chief about discovering a universal profile that is generic to the position, or is it obtaining the best fit between traits/skills and context? Looking at the wide range of issues identified by the different groups gives some general direction but emphasizes that each city is unique and therefore has unique needs. If there are unique needs in each situation then there are going to be traits and characteristics that are also unique to that given situation. Simply put, there is no such thing as a one-size-fits-all chief. A particular individual might be a perfect selection for a given city based on his or her unique capabilities and talent. At the same time they might not be suited for another position with different needs. This is not to say that the person is unqualified but it is saying that they may be better suited to one position than another. Thus, the chances of being successful in one venue over another depend on context.

The conclusion is evident that the **single most important factor** in criteria for selection of a police chief is the **fit between the individual and the organization/community, and vice versa**. The challenge is to determine how that can

best be accomplished both now, and, in the future. What type of future state will provide the means to accomplish this task?

CHAPTER THREE

STRATEGIC PLANNING

The model for this segment of the research is the "most desirable" scenario from the futures section. Analysis and conclusions hereafter are based on that data.

Strategic planning is a means of achieving a desired future state by a comprehensive analysis of the environment and important conditions. Key players and stakeholders are identified and their concerns are projected as they bear on the issue. Alternative strategies are then developed and the one with the best chance of success is identified. The first step is not only knowing where it is the project should end up, but what is to be achieved as well.

MISSION STATEMENT

A mission statement establishes what could be characterized as the "true north" of the organizational compass. The statement should articulate what is important to the organization, what its function is, and who it serves. It is essential for this be clear to promote the long term health and success of the organization. Without such a vision one could fall victim to the old saying, "If you have no destination, any road will get you there." With the issue clearly in mind and considering the information the research supported, the author developed a mission statement to serve as the "true north" for Coyote Hills. For the

purpose of this study the scope of the mission statement has been restricted to encompass only the selection of a police chief for Coyote Hills.

CITY OF COYOTE HILLS POLICE DEPARTMENT

MISSION STATEMENT

It is the mission of the Coyote Hills Police Department to provide superior leadership within, and for, the community it serves. To do so it must first have superior leaders within the organization. The police department will work in partnership with the entire community, its elected representatives and public officials to select a chief that meets the specific needs relative to the leadership of the Coyote Hills Police Department.

ENVIRONMENTAL ANALYSIS

The futures analysis provided scenarios that may occur as one proceeds along the never-ending journey into the possible futures. While it is important to have an understanding of what may lie ahead, it is equally important to know the journey's starting point. To gain this perspective a "WOTS UP" analysis was conducted using the previously selected "most desirable" scenario and the fictitious city of Coyote Hills. This process entails looking at the existing opportunities and threats of the external environment in addition to the internal weaknesses and strengths of the organization itself. This process forms a picture of the external and internal conditions associated with the fictional police department of the study, based on the information from the scenarios and futures research.

OPPORTUNITIES

Although the State of California continues to feel the effects of a lingering recession, the city of Coyote Hills fared better than many others. The economic base of the community was broad and diversified, which somewhat diluted the impact. The city manager was prudent and creative in his financing strategies. This came in the form of a modest utility tax years ago that remains relatively unchanged in the history of the city, but provides a stable base for future economic needs. Innovative fiscal management will continue to be a factor in the future, no matter which direction it heads. Budgeting skills emerge as an important trait of a successful chief for potential candidates and a way to measure their past, and future performance is established. This same fiscal stability also enables the city to offer a fair and competitive compensation package, which is important in attracting qualified candidates for a chief's position.

Businesses in the community show moderate growth in most areas. The city has been pro-growth and pro-business creating opportunities for development in a controlled environment. This has given a solid economic base needed to enable the city and its businesses to survive. A strong Chamber of Commerce has developed and it speaks for this portion of the community. A serious candidate will see that there appears to be stable funding for the future and the city is apparently secure in that sense.

Because of the relatively stable economic picture, the community was able to maintain the infrastructure of the city without significant cuts and provide a pleasant atmosphere of clean, well-maintained streets, attractive parks and libraries that are still open. In contrast to other cities, educational and recreation programs did not have to be

cut totally from city services. Enhancing this picture is the availability of a major railway, air transportation, and interstate freeway, along with the proximity to major tourist areas such as San Francisco and the Monterey Peninsula. These are significant features that make Coyote Hills an attractive place to live and work for a potential candidate.

The wide diversity of the city's demographics will certainly grow in all dimensions mirroring similar dynamics in the state. Because of the agricultural history, there is a well established Hispanic population that is projected to continue its moderate growth. A developing software industry and the related service industry has provided entry-level positions that are attracting a number of immigrants and other new Americans. This segment of the population has stretched the available low-cost housing and have tended to stay together in "clusters". This is complemented by the middle-class professionals who have migrated here from the Silicone Valley, and from even further north in the Bay Area. A number of groups have been formed representing the various special interests within the community. This offers an opportunity for the community to take advantage of the broad spectrum of cultural differences and understand the specific needs of these various groups. This presents a favorable situation for police relations with a culturally diverse community.

A council - city manager type government exists in Coyote Hills. The council consists of five members elected at-large in staggered elections. The city manager has been in his position for ten years, giving some stability to the city government. Other city department heads are relatively stable in their individual tenures.

The factors illustrated above paint a favorable picture of the community of Coyote Hills. This is linked to the issue question in that a city with a relatively stable economy, a culturally diverse community, that is a nice place to live and can offer a good compensation package will attract more quality candidates than a city that does not. The same factors also suggest a healthy environment that will be conducive to new ideas and change. This makes this an opportunity to not only the city, but potential candidates as well.

THREATS

Economically the impact of the recession is minimal, but lingering. There is, however, the potential for unrest among the city's workforce as they experience lower raises and tighter control over budgets than seen in the past. This results in less discretionary spending, fewer hirings, less equipment purchases and the feeling that more has to be done with less. Factors such as this can contribute to unhappy employees and discontent in the workplace. That is the breeding ground for job actions, grievances and morale issues.

As any city grows so does the strain on the various services. While not having to cut back significantly, there has not been enough growth in the schools and social programs to keep up with the expanding population. If left unattended those factors could contribute to juvenile and family problems in the near future. It is a period of transition within the community, as the relative peaceful abundance of services and opportunities of the 1980's and early 1990's gradually disappear. The reality of cutbacks, however minor, are showing the first signs of effecting the community. This is manifested in small tell-tale

signs such as an increase in graffiti, and more and more latch-key kids and young adults with time on their hands. Two-income families account for this, as well as single-parent homes. Research clearly shows that children from such environments are more likely to be involved in criminal behavior. These environmental factors carry with them the potential that serious ramifications could develop within the city making it a less desirable place to live and work. This would slow growth, cause a loss of tax base and create more economic troubles to set off and intensify a downward spiral.

The cultural diversity of the community could prove a problem if not nurtured and supported. The Hispanic population is experiencing moderate growth but the opportunities for employment maintain constant at best. This means fewer jobs and more public assistance. It has also created areas within the city where day-workers congregate hoping for work. Alcohol abuse and criminal activity is rising in these locations.

Other new Americans are coming to Coyote Hills for low-paid entry-level positions. This has put a strain on the social assistance programs and school systems as these groups are using more services than the corresponding value they are contributing to the economy. The large family structures are not supported by the low salaries; thus they rely heavily on assistance programs. This economic status keeps the different groups in low income housing for the most part. The difficulty in adapting to a new culture, language problems, and economic hardships create family stress. Children of these cultures behave differently and reflect more the values of the adopted cultures than the traditions of their parents, adding to the tensions within the family. This forces the groups to live, work and socialize together which could; (1) polarize the groups even more, further alienating them

from the mainstream; and (2) create different cultural action groups that might become socially and politically active. This too could be positive or negative.

The political scene is probably where the most potential threats are. The city council is relatively new to their positions and prone to "knee jerk" reactions to public comments. One of the council members received a great deal of support from the Police Officer's Association after making a number of promises to them during the recent election. The POA now feels they have a sympathetic ear and are beginning to bypass the established chain of command. More and more special interest groups are lobbying for less and less of the available public dollar. With a weak or divided political body this can cause more problems. The city manager is near the end of his career and, while still effective, he is lacking the energy or patience to handle the increasing pressure. Any incoming chief's candidate should be able to recognize the potential scenario developing here and the difficulty it creates for a chief. It probably will be enough to dissuade some qualified candidates.

An examination of the external threats seem to contradict the opportunities described in the section above. But, positive and negative factors are inherent in any situation. The issue of selecting a police chief could be affected by the points raised here. If the threats were to all come to fruition, then the city would not be a healthy place. Not only would it be a difficult place to police, but the quality of candidates for the position would surely suffer. As earlier indicated, it is the leader who is mostly responsible for the success or failure of an organization. By decreasing the chances for success of the

leader, the organization is affected in a like manner. This, in turn, impacts the entire community.

ORGANIZATIONAL ANALYSIS

STRENGTHS

The Coyote Hills Police Department has been adequately funded over the last several years. This has left staffing in relatively good shape and the compensation package for entry level officers is still competitive in the area. In line with that past equipment purchases have been regular and of high quality.

The agency itself holds a reputation as being progressive and responsive to the community. The command staff has been stable for some time and the Chief has been with the agency for his entire career, the last twelve years as chief. This has created a "comfortable" atmosphere. Coyote Hills is also known for its affirmative action program and its emphasis on cultural awareness. It is a recognized leader in this area and has an employee profile that matches the wide diversity of the community better than most. There is a perception that this is a nice place to work.

The strengths of the organization should be a major factor in drawing quality candidates for the position and it will be important when trying to assess the needs of the organization. It also can serve as a guide in projecting who should be involved in the selection process, which is a major sub-issue of this research.

WEAKNESSES

There have been no new hires in the agency for some time. This could begin to affect the diversity balance and is upsetting to the newly formed and vocal Minority Officer's Association. It also is difficult for a workforce that has not had severe limits on such matters in the past to accept them now. At the same time equipment is going longer between repair and some maintenance is even being deferred. This is unacceptable to the rank and file. The officers are also concerned with the increase in calls for service and the types of incidents seen.

The Police Officer's Association has a new and younger board which feels it has political power in the form of the council person they helped elect. They are routinely bypassing the chain of command and going directly to this council person with their concerns. It is their feeling the command staff is unresponsive and does not care about the troops. The command staff is anticipating the retirement of the chief and some hopefuls are jockeying for position without exposing themselves to any unnecessary risks. Because the chief has been slowing down for years there has been little progressive work done other than to point to accomplishments of 3 to 5 years ago. In a small but developing threat, the local media seems to have a source inside the department and is beginning to run a disturbing series of articles on the deteriorating conditions and morale. These stories are not totally accurate and may not be reflective of the majority of the officers. The media does not seem receptive to forming any sort of cooperative partnerships.

The weaknesses described have the potential to create a serious situation for any incoming chief. While somewhat benign in appearance from the outside, that is not the

true picture. A polarized and unhappy workforce can contribute to an unhealthy workplace. A status quo oriented and non-motivated command staff will not lead an organization in a productive direction and will create friction with antiquated management philosophies. The increasing interference by elected officials is always unwelcome in day-to-day activities and a soon-to-retire city manager might not have the energy to resist such activity. This could create a very difficult environment for a new chief position, or make the position undesirable to some top qualified candidates.

The weaknesses listed are an integral piece of the internal environment the new chief will enter. By identifying them it tells the reader some of the capabilities and traits a new chief will need if he/she is to effectively manage the issues. That person must do so if they are to be successful in Coyote Hills both as an individual and as part of the organization.

Overall, the WOTS UP analysis is directly linked to the main and sub-issues in several critical ways. It establishes some valid criteria that can be used to determine characteristics and traits needed to be a successful chief in Coyote Hills. It suggests the needs of the community overall as well as specific groups within it. These are essential and need to be factored into any selection process. It also gives a picture to any potential candidate of what type of community he/she would be leading and would want to live and work there. These are all very important criteria in establishing the "fit" between the person and the job.

STAKEHOLDER ANALYSIS

Stakeholders are individuals or groups that (1) impact on the issue, (2) are impacted by the issue, or (3) who care about the issue. Included in this group are "snaildarters". They are defined as unanticipated stakeholders who can radically impact your strategy.

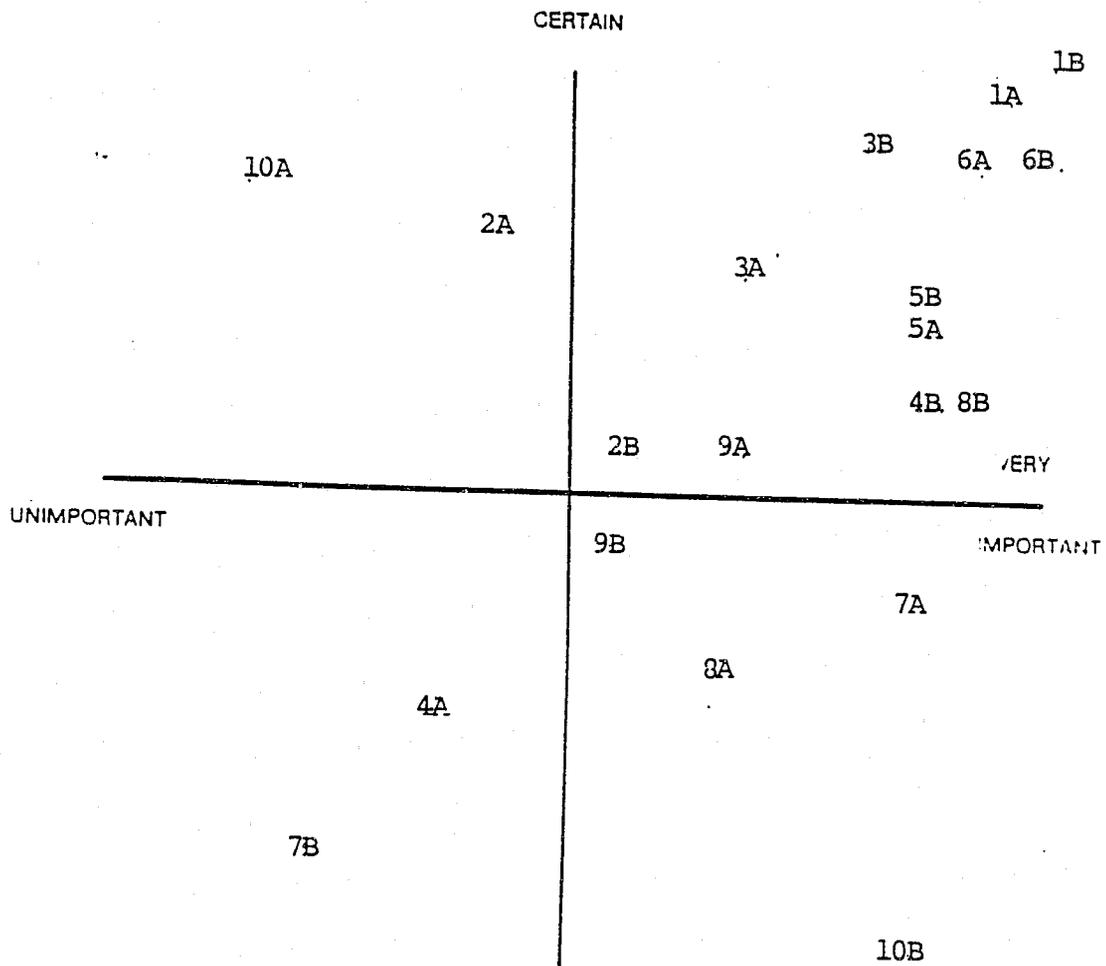
The trends and events identified in the futures portion of this paper were closely examined and data from the interviews was reviewed to determine those persons or groups who would fit this definition. Informal discussions of the data were held with other Command College students, graduates and others in and out of the policing community to refine the list.

After careful analysis the following were identified as stakeholders related to this issue:

Stakeholders

1. City Manager
2. Police Officer's Association
3. City Council
4. Business Community
5. General Community
6. Minority/Special Interest Groups
7. Candidates for Chief
8. Police Department
9. Other City Departments
10. Executive Recruiters (Snaildarter)

ASSUMPTION MAPPING



UNCERTAIN
LEGEND

- | | |
|---------------------------------|---|
| 1. City Manager | 6. Minority Groups |
| 2. Police Officer's Association | 7. Candidates for Chief |
| 3. City Council | 8. Police Department |
| 4. Business Community | 9. Other City Department Areas |
| 5. General Community | 10. Executive Recruiters (Snail Darter) |

ASSUMPTIONS OF STAKEHOLDERS

Each stakeholder holds certain assumptions relative to their specific position on the issue. The assumptions identified are listed and also charted on an assumption map (Illustration 26). By looking at the graph, the importance and relevance of the assumptions becomes clear. The higher placed into the upper right quadrant, the higher the certainty of occurrence and the greater the importance of the assumption.

1. City Manager
 - A. Selection of a police chief is critical to the community.
 - B. Police chief should fit into the city's management team.
2. Police Officer's Association
 - A. Want a chief to provide leadership to the department.
 - B. Expect a chief to be supportive of their issues.
3. City Council
 - A. Chief needs to be politically acceptable.
 - B. Must be sensitive and responsive to council's directions and needs.
4. Business Community
 - A. Must provide for a safe business district.
 - B. Chief must be visible and accessible to the business community.
5. General Community
 - A. Want a reduction in crime and the fear of being a victim.
 - B. Chief must be open to community involvement.

6. Minority/Special Interest Groups
 - A. Chief needs to be open and responsive to their needs.
 - B. Chief has to be committed to cultural understanding within the department and the community.
7. Candidates for Chief
 - A. Want a fair and open process.
 - B. Expectations of position should be clearly communicated.
8. Police Department
 - A. Chief needs to provide direction and vision for future growth.
 - B. Chief needs to be interactive, communicative and visible.
9. Other City Department Heads
 - A. Want a team player.
 - B. The chief needs to communicate with other city staff.
10. Executive Recruiters (Snaildarters)
 - A. Want to be employed for the recruitment process.
 - B. Know best how to execute a recruitment and selection.

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi process was used to generate a list of alternative strategies that would accomplish all or part of the stated mission. Working with a group of fellow command college students a series of alternative strategies was developed (Illustration 27). The working group consisted of:

Commander Ed Piceno	Santa Barabara County Sheriff's Department
Captain Carlos Bolanos	Salinas Police Department
Lieutenant Dennis Holmes	Milpitas Police Department
Lieutenant Randy Sonnenberg	Foster City Police Department
Lieutenant Mike Tracy	Ventura Police Department
Captain Ron Hunt	Fremont Police Department
Lieutenant Dave Bliss	Mountain View Police Department

ALTERNATIVE STRATEGIES

- City manager assessment and recruitment
- Direct appointment by city manager
- Internal development of command staff
- Recruit and select based on comprehensive needs assessment by O/S consultant
- Establish statewide eligibility pool of candidates
- Chief elected by popular vote
- Rotate chiefs among cities in county
- Endorse chief promotion only by agency and incrementally by size
- Hire non-sworn chiefs
- Internal promotions only
- Rotate chief's job internally among existing command staff
- Appoint chief for life
- Term limits for chiefs

Illustration 27

These strategies were evaluated based upon the following criteria: stakeholder needs; feasibility; cost; long-term benefit; stakeholder support; and effectiveness. Each member of the group rated the strategies based on their desirability and feasibility as related to the criteria given. The two highest ranked alternatives and the one receiving the most diverse support were then discussed further with greater analysis and focus. During this time the strengths and weaknesses of each were identified and listed and would become part of the information to consider. The three remaining strategies were then

examined by the group on how they would each be received by the stakeholders given the previously identified assumptions (Illustration 28)

STAKEHOLDER ANALYSIS

	Internal Staff Development	State-Wide Eligibility Pool	Comprehensive Needs Analysis
City Manager	x	---	x
Police Ofcrs Ass.	x	o	x
City Council	x	---	x
Business Comm.	o	o	x
Community (Genl)	o	o	x
Minority Groups	o	---	x
Candidates	x	o	x
Police Dept.	x	o	x
City Dept. Heads	o	o	x
Exec. Recruiters	x	---	x

X = Support

O = Neutral

--- = Oppose

Illustration 28

ALTERNATIVE STRATEGY #1

Internal Development of Command Staff

This strategy involves a systematic and comprehensive development of internal command staff. General training plans would be developed while specific individual needs

are identified and strengthened. Both the agency and command staff would commit to the intensive training schedule necessary for this endeavor.

STRENGTHS

- ▶ Develops skilled workforce.
Improves the skill level of the management team which should result in a better run organization and enhance both the internal and external environment.
- ▶ Overall increase in available qualified chief's candidate pool .
By raising the skills and education of the management team it increases their ability to compete for the chief's position.
- ▶ Improves agency effectiveness.
Developing an effective command staff should translate into a more effective agency overall.
- ▶ Internal candidates may be more aware of agency needs.
Internal candidates have more insight and familiarity with the agency's positive and negative factors.
- ▶ Candidates from within are known quantity.
The city management team, city manager and others all know the internal staff, making them more familiar with the candidate pool.
- ▶ Enhances management capabilities.
Upgrading the abilities of your management team improves their ability to deal with complex issues.

WEAKNESSES

- ▶ Costly.
The investment in providing this much training and guidance is expensive in both dollars and time.
- ▶ Takes a long time to be effective.
This sort of program will take longer with the need to integrate the training and experience of each manager.
- ▶ Infers an internal selection process.
The commitment of time and resources would suggest that an internal candidate for chief would be the only consideration, thus limiting the pool.

- ▶ Could be unfair and biased.
Deciding who would get what training and when could be seen as either holding someone back or giving unfair advantage to others.
- ▶ Does not guarantee quality results or product.
Even with this significant investment there is no assurance that all candidates will be of sufficient quality to be considered as a candidate for chief.
- ▶ Organization may suffer from long training absences.
Long and continual absences can affect the operational capabilities of an agency. It can also cause unrest among the line officers if there is an appearance of preferential treatment for managers.
- ▶ Management may not all want to participate.
Some of the managers may be quite content to remain at their current level.
- ▶ Internal candidates may lack outside experience needed for growth.
Internal candidates may not have had exposure to other views and perspectives that are healthy and can enhance growth potential in the organization.
- ▶ Could create frustration within the management ranks if not selected or if no process occurs.
All this development is geared to preparing internal candidates for promotion . The candidates who are not selected would have a limited opportunity for any other internal promotion.

ANALYSIS AND PERCEPTIONS

This alternative has considerable strong points which should lead to a better managed and, hopefully, more effective organization. On that basis alone it should be a practice of any organization. These internal candidates would then be considered in future selection processes. As a result, it holds significant appeal to most stakeholders. It would also assist in the overall development of a candidate pool for positions external to the organization. This would be seen as a positive factor by those within the organization. Developing management staff is costly and takes time to occur. The commitment to such an option is considerable and would likely raise some opposition because of the inability

to guarantee a quality candidate in the end. Another factor is that there would be some opportunity for bias in deciding who would get what training and when, thus making one candidate more qualified or attractive than another. This also seems to infer an internal selection process which has both advantages and disadvantages. If one limits the candidate pool, it might be closing off available options unnecessarily. An internal candidate might not be equipped to deal with emerging issues if never exposed to them, no matter how extensive a training program has been. It also could suggest that even if changes were needed within an organization it might not be recognized because the candidates are just an extension of what was already in place. In reality, each person carries personal and professional history with them during their careers. That could be positive or negative. Stakeholders might subjectively be supportive of this option because of the comfort in dealing with known individuals. Objectively viewed however, it would not seem to offer the overall benefits needed to warrant overall support.

ALTERNATIVE STRATEGY #2

ESTABLISH STATE-WIDE CANDIDATE ELIGIBILITY POOL

This alternative would promote the implementation of a state-wide eligibility pool for anyone interested in becoming a police chief. It would include minimum standards and would, in effect, certify a candidate for a given size or type of agency based on a screening of qualifications.

STRENGTHS

- ▶ Inexpensive.
There would be minimal expense to establish and maintain these lists once initial standards are set. There could be some additional cost in periodic review of standards, but that too would be minimal.
- ▶ Immediate access to candidate pool.
With an established pool there would be no need to go through a long recruitment period cutting down the time needed to place a new chief into a position.
- ▶ Cost effective.
Minimal expense for the value gained.
- ▶ Identifies potential candidates.
Identifies and essentially pre-qualifies candidates.
- ▶ Sets minimum standards.
There would be a need for minimum standards to be set thereby giving cities and potential candidates an idea of what qualifications were needed to fill a given position.
- ▶ Provides candidates with known expectations for career growth.
Candidates can direct their careers at the level of organization they choose.

WEAKNESSES

- ▶ Would require state level legislation to implement.
Obtaining consensus on these types of issues among political types might be difficult if not impossible.
- ▶ Process is bulky and awkward.
Adding a bureaucratic layer to any process can sometimes detract from the effectiveness of any process.
- ▶ Limited stakeholder support.
With limited input stakeholders would not likely support this alternative.
- ▶ Limited candidate pool.
Depending on updating intervals, this could limit the number of available candidates.
- ▶ No candidates from outside the state.
The alternative did not allow for the consideration of candidates from outside of California.

- ▶ Administration and updating of pool requires constant maintenance. This would necessitate some sort of administrative process and support staff making it cumbersome and increase cost.
- ▶ Requires state-wide cooperation and agreement on standards and qualifications. To attain a consensus among a group of legislators on an issue such as this could prove difficult and time consuming.
- ▶ Limits selection options. Number of possible selections is limited by the pool itself.

ANALYSIS AND PERCEPTIONS

This alternative would be favored by some candidates as a way to increase their exposure to potential openings. It could also receive support as it is low cost and provides agencies looking for positions with an immediate list of potential candidates. The person making the decision could merely go "shopping" through the available list of candidates certified for an agency of his or her size/type. This could be favorable to others as it sets minimum qualifications and provides career growth guidance to potential candidates. These could seem beneficial and desirable to a number of stakeholders, but would prove to be only a superficial treatment of the overall issue of meeting the needs of the mission statement.

Most stakeholders would not support this alternative as it would be difficult to reach consensus about standards for the various groupings required. It would require some agency or group to monitor and update the information and, even though low cost, it would still need a funding source. Still other stakeholders would dislike the lack of control it would give them over candidates and it would limit the available pool by not including those from out of state or candidates who possess marginal "paper" qualifications.

ALTERNATIVE STRATEGY #3

RECRUIT AND SELECT BASED ON A COMPREHENSIVE NEEDS ANALYSIS

This alternative requires a multi-faceted approach. First, a comprehensive analysis of the community, city and organization would be completed by an objective source relying heavily on input from the different components listed. From that data a composite of the traits and characteristics needed to be a successful chief in Coyote Hills would be developed. Next, a recruitment would be conducted for individuals that had the specific desired qualifications, traits and abilities as shown in the outcome of the analysis. The processes after this point would include members of the previously identified stakeholder groups involved in the assessment of the final candidates. The methodology of assessment at this stage would vary given the specific needs or traits sought. Final selection responsibility and decision-making rests with the city manager.

STRENGTHS

- ▶ **Broad-based stakeholder support.**
Because stakeholders are meaningfully involved in the process they would be supportive.
- ▶ **Moderate cost for benefit gained.**
While there are costs associated with an outside consultant doing an assessment and recruitment, the chances of obtaining a candidate with the right "fit" is enhanced significantly.
- ▶ **Better chance of fitting candidate to the position.**
If what is being sought is identified, it makes it easier to find.
- ▶ **More buy-in from those involved.**
Meaningful involvement produces buy-in.

- ▶ Objective review of community/organization needs can benefit entire city.
While providing the data needed to recruit for a new police chief, it also assesses the overall health of the community.
- ▶ More efficient search process .
The recruitment can focus on specific desirable traits rather than general information.
- ▶ Candidates know what the selection criteria are.
Those persons interested in applying know up front what it is the city is seeking.
- ▶ Builds community involvement and consensus.
The community plays a more active role in the process so it will have some amount of ownership.
- ▶ Better chance of acceptance of new chief by stakeholders.
If the stakeholders have an active role in determining who the new chief they should accept him more easily and quickly. This will add to the chief's chances for success.

WEAKNESSES

- ▶ Some fiscal impact.
The cost of a consultant and staff time can be significant.
- ▶ No guarantees on candidates.
This does not identify a specific process to evaluate the candidates, so there is no assurance of success.
- ▶ Process will take time.
This format can take longer than some others which may be troublesome.
- ▶ City Manager will have less control.
While the city manager will still be the deciding factor there will be some areas of the consultant's work over which he/she will have little or no control. This may be unacceptable to some managers.
- ▶ May raise expectations of community .
Once a group has the opportunity for input there is sometimes a perception that they will also have responsibility for decision-making.
- ▶ Possibility of paralysis by analysis.
Overstudying the issues could paralyze the process.

ANALYSIS AND PERCEPTIONS

Most stakeholders would feel this offers them an opportunity to be part of the selection process, therefore promoting "buy-in". It would provide a good look at the needs of the city and provide data to evaluate those needs. An added benefit is that the information might serve as a catalyst for the community to identify differences and issues unrelated to a chief's selection. In this way, healthy communication may be a welcome but unexpected benefit. The alternative above offers the best chance of selecting a person who most fit the needs identified because the criteria sought are known in advance. The criteria used were developed through a process that not only creates buy-in but gives the person selected greater chance to be accepted. For example, a new chief could benefit greatly by a Police Officer's Association that believed they had meaningful input into the selection of that chief. This would be seen as positive from the candidate's viewpoint along with knowing selection criteria in advance. This should provide a more efficient and effective recruitment process.

There are some factors associated with this alternative that could be perceived as negative by some. There will be some fiscal impact related to an outside group conducting an analysis of need. There will be some stakeholders who do not like others looking into the needs of "their community". Most notably, the city council and city manager could share these reservations. In most cases city managers are major stakeholders, therefore, there is the possibility that they would see this process as threatening their authority and resist it. This alternative would take longer than others and this might be unacceptable to

some. It might also paralyze the process if not managed properly, allowing it to drag on forever.

PREFERRED STRATEGY

RECRUIT AND SELECT BASED ON A COMPREHENSIVE NEEDS ANALYSIS

This alternative was clearly the best option. It received broad support and met the goal of the mission statement. The mission statement described a police department working in partnership with all facets of the community, government and organization to select a chief who best fits the specific needs of Coyote Hills. This strategy does exactly that, with the side benefit of giving city government a check-up on the health of the community it serves. The process described involves all of the identified stakeholders who represent a broad cross-section of the community and organization. While Strategy #2, a statewide candidate listing, offers a large hiring pool, there is no method to narrow the scope of that pool to those with the best "fit" for the organization. This was identified as the single most important factor in selecting a chief of police. No specific criteria is part of Strategy #2. Strategy #1, internal development of command staff, has ample merit but does not meet all the goals of the mission statement. The group felt that while it was not the best strategy for the chief's selection process, it was a strategy that should be pursued independently to promote strong leadership within any organization.

Weaknesses of the selected strategy are not so large as to prevent long or short term success. The importance of law enforcement within a community has been clearly established. Leadership has been shown to be the most influential factor in contributing

to the success, or failure, of a police organization. Given the enormous importance of such a selection; it would seem that the moderate cost and time of this process relative to the potential effect on the community is an acceptable trade-off. Properly managed and monitored, the potential for the process to become unwieldy is minimal and easily corrected. One major factor would be the ability, or willingness, of the city manager to allow for an objective review of the community and organization. At first it might seem to open up a community to destructive criticism. However, this writer believes most professional and progressive city managers are willing to consider such a strategy and to see it as an opportunity for growth and a means to forge the best city administration possible. It gives them a tool to make the best decision on what is arguably the most critical department head appointment within the city.

IMPLEMENTATION PLAN

There are no major obstacles to implementing the preferred strategy. First, the city council would have to support and fund the strategy. Second, the city manager would be responsible for controlling the pace of the process itself and keeping it on schedule. Third, selection criteria for an appropriate consulting firm capable of handling the analysis and recruitment process would fall jointly to the manager and council. Performance standards and contract execution for this firm would remain under the purview of the city manager. One stage of the process would require considerable effort but is not considered an insurmountable obstacle. This is the identification of special interest or minority groups to involve in the process. While some are relatively obvious (POAs, Chamber of

Commerce, etc,) others will not be. It needs to be determined who legitimately speaks for the various factions within the community and those groups represented. Working groups of city staff, elected officials and recognized community leaders should be employed here to determine those involved.

The sequence of events described below is how the process should unfold:

- Anticipation / identification of a chief's opening
- City Manager moves for council action on a funding source
- Selection of consultant
- Identification and refinement of stakeholders
- Comprehensive needs analysis
- Determination of selection criteria
- Recruitment
- Preliminary screening of applicants resumes
- Applicant screening interviews / testing / assessment
- Top candidate list established
- Finalist screening interviews / testing / assessment
- Background checks
- Selection of chief
- Introduction of new chief to community

Tangible results in a process such as this are not readily visible . The success or failure of a candidate does not mean the strategy employed was flawed. The best measure of success will be that the means employed were inclusive, fair and

professionally managed. It is to make the most informed selection possible based on specific criteria given the environment the candidate will enter. The desire is to create the best possible scenario for future success. The goal is to determine the specific needs of the position and then select the person with the best "fit". This goal is met at the point of selection, but the success or failure of the individual after that has huge implications to both the organization and the community.

Some of the research from the earlier portion of this project clearly established the relationship and importance of law enforcement to the health and vitality of any community. This author agrees with the conclusions of the experts when they say that the success or failure of any police organization is directly attributable to the efforts of the leader. It would seem inescapable that it is critical for any city to set a goal of selecting the best possible person for the role of police chief. The person that will have the greatest potential for success in the position. A strategic plan is designed to provide the direction and means to accomplish the stated goals of an organization. The mission statement brings to life that vision of what an organization wants to be. The preferred strategy suggested here meets the goals of the mission statement and affords our fictional city the best opportunity to select a candidate with qualities that meet the specific needs of a unique community.

Now that a strategic plan has been formulated, the lessons from the past should not be forgotten. The futures research taught many things. Among them, the wisdom that the only certainty of the future is its uncertainty. This could be what General Dwight D. Eisenhower meant when he said:

"Plans are useless; but planning is essential."¹⁸

With that in mind it is time to transform the strategic plan into a concrete action plan.

CHAPTER FOUR

TRANSITION MANAGEMENT

The identification of a preferred strategy requires that a means to manage its implementation with minimal disruption and maximum efficiency be developed. This period of transition management is vital to the success of the strategy as it lays the groundwork for the actual process. The first step is to analyze the position of the key stakeholders, also known as critical mass.

CRITICAL MASS

During the strategic planning process, key stakeholders from Coyote Hills were identified by the Modified Policy Delphi panel. These are the individuals or groups who can have an impact on the issue area. From this group, the "critical mass" has been identified. These are individuals can directly affect whether the desired change is successful or not.

The following list is the minimum number of individuals whose active commitment is necessary to provide for successful implementation of the desired future scenario:

- ◆ City Manager
- ◆ Police Officer's Association President
- ◆ Mayor
- ◆ Human Relations Commission President

A commitment chart (Illustration 29) depicts the current position of each as well as the desired position needed.

COMMITMENT PLANNING CHART

	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Critical Mass				
City Manager			O-----	-----X
POA President	O-----	-----X		
Mayor	O-----	-----	-----	-----X
HRC President		O----	-----X	

Illustration 29

Narrative Assessment

City Manager

This is the single most important person in this process. The current level of commitment is "help change happen" as a selection must be made with the impending retirement of the current chief. The record shows it is probably the most critical appointment any city manager can make and the final decision rests here. Given those factors it might be difficult to allow an outside assessment without some control. This can involve considerable cost, risk and more time than some other processes. It also involves a degree of confidence by a manager in the selection of a consultant and a vision that this

will provide the best scenario for potential success. The city manager of Coyote Hills, Rod Runner, is nearing the end of his career. His level of commitment must move to "make change happen" in order for this process to be successful. He must actively support and facilitate the consultant's assessment of the community and organization. Without this level of commitment, the process would not carry the validity necessary to be credible throughout both the community and organization. It also requires Mr. Runner's authority if it is to remain unaffected by special interests and free of political maneuvering. Because there are costs and political considerations, his involvement in "making change happen" is needed to overcome those obstacles. The city manager will move to this needed level of commitment if he truly believes this is the best process to identify and select the candidate who meets the specific needs of Coyote Hills. This could occur by demonstrating to him (1) the value of an objective outside assessment, (2) the importance of the selection to both the community and organization, (3) the actual long-term cost benefits of making a well-informed decision and (4) the value of including the community in the process.

POA President

The POA has a younger and somewhat vocal board which feels that the stable and conservative approach of the department in the past may be contributing to agency decline. This includes staffing, salary considerations and a feeling there is too much emphasis on "social worker" or community oriented policing. There is also the close relationship with some members of the city council who were supported politically by the POA in the last election. The POA would like to "block change" at the present time. It is

their feeling that if they can block this process they can use their political influence to help appoint a candidate who would serve their interests better. The key figure in the association is the president, and he can sway their decision. The level of commitment must be moved to "let change happen" if this is to be successful. On the one hand, the association could create a difficult scenario for a new chief to be accepted if they chose to. On the other hand, they only need to not oppose the process for it to move forward and be successful. In order to move their commitment it would be necessary to convince the association president of several factors. One is that the best interests of the community are really the best interests of the association. If they are seen as opposing the change which the community endorses, they might alienate the community and erode their support. Second, since the city manager is the decision-maker, even if they block this process (which the city manager supports) they might not be able to get the candidate of their choice appointed. They could easily place themselves in an adversarial position with the new chief and the city manager. Last, they should realize that once their political supporters see that the process is supported by the majority of the community, including influential special interest groups, they may change their position in the political winds. Given the considerable risk in the position of "blocking change" versus the risk-free option of "letting change happen", the commitment level of the POA should move to the minimally acceptable level

Mayor

The mayor is one of the persons who received political support from the POA and has taken the initial stand of "blocking change". The mayor is quite influential on a relatively

new and inexperienced city council and is the key to their support. The mayor would like to be seen as having great power and say in the selection of a new chief, as well as what he perceives to be as influence with the chief whom he would help to get appointed. He is also responding to the initial pressure from the POA president in their stand of 'blocking change'. There are a number of important issues that will require a commitment level of "making change happen" on the part of the mayor. These include the approval of the funding for the consultant, the public support for the process and participation in the assessment by the consultant.

Another factor to be considered is that although the city manager is nearing retirement, it is still the council that hires and fires him. The mayor could make it an unpleasant work environment if he chose to do so. The mayor is not politically naive and listens to the feelings of the community. To move him to the desired level requires that he realize several points. First, if there is general community support for the process, the community has more combined influence than the POA. As long as the best interests of the community are met, he could be seen as a leader in this innovative process and claim some responsibility for the selection of the best qualified candidate and a process free of political influence. This could actually be more of an asset than working toward appointing a candidate of choice by special interest groups or individuals rather than the best qualified individual. If this is the case he should move to the "making change happen" level of commitment fairly easily and could actually be an ally in changing the position of the POA.

HRC President

Because of the amount of diversity in the community the HRC President is a very influential person. She is a leader among the community and with the council. If she opposed the concept it could possibly stall the entire process. Her commitment level is presently at the "let change happen" level. This is a result of a long-term supportive relationship with the retiring chief and an apprehension as to what the future might bring. With her taking a non-committal posture she might cause other factions of the minority community to not participate fully and undermine the process. This stand might also be perceived as non-support by some members of the council swaying them away from approving the project. Moving her to a "help change happen" level would entail convincing her that the involvement of the minority communities is not a token gesture but a valuable part of the process. She is not politically motivated, but would like to see the different segments of the community given a more meaningful role in the selection process. Her realization that this process does just that should be enough to move her to the required level.

TRANSITION MANAGEMENT STRUCTURE

The management of the transition from the current situation to the implementation of the chosen strategy will require the establishment of a management structure. For this particular change situation a chief executive model would be the most effective.

The chief executive in this case would be the city manager. He has the ultimate responsibility for the selection decision and there are any number of complex issues that would require his level of authority throughout the process. He would be responsible for

keeping the different phases of the project on track and has the authority to require the commitment needed from city staff. His position as city manager also gives the process credibility and access to parts of the community that might otherwise be inaccessible.

To complete the process in an orderly and timely fashion a number of committees or work groups will be formed to assist the chief executive in certain specific tasks. The following groups, identified by task, would be formed:

- Identify and select consultant.
- Determine groups to be assessed.
- Determine data and issues to be discussed during assessment.
- Identify appropriate representative individuals to form stakeholder panel.

It will be critical to keep the process on track and on time. A single point of coordination in this scenario is important to bring the various pieces together at the appropriate times. With the city manager also being the chief executive it allows the one with the final authority and responsibility to oversee the process as it evolves and progresses. This enables him to make any necessary corrections or adaptations.

This is the focal point for any change process. Leadership at this juncture is critical to guide the strategy through the different pressures and potential pitfalls inherent in any process involving people, politics and power.

TRANSITION MANAGEMENT PLAN

In selecting a specific strategy and the adoption of a management structure, the manner in which the change will take place begins to form. Individual techniques or processes will be inserted to achieve certain goals. Some of these include:

Selection of groups to be assessed - Demographic information from the city as well as existing data of the Human Relations Committee will be used to identify the different factions of the community. Other groups to contact from business, labor and as many others as possible will also be identified in more traditional fashion.

Determination of data and issues to be examined - The city manager will convene a work group of other city managers and police chiefs. Using a nominal group technique relevant topics and issues for the consultant to focus on during the assessments will be determined.

Identification of stakeholder panel - Employing a nominal group technique a representative group of community, business, academic and other leaders will be selected to sit on a stakeholder panel to question the semi-finalists. The selections for this group would be made by the city manager, retiring police chief and two others appointed by the city manager.

Recruitment - Once the candidate profile was established, the latest publishing technology would be used to produce a state-of-the-art brochure. The key would be the brochure, as in all information advertising the position, would include the specific qualities and characteristics sought based on the assessment. This would be transmitted via fax, electronic bulletin board and traditional mailings/trade magazines to the target market of police executives. In addition to the resume and other information requested, a short video tape of the candidates would be required upon application. This would be filmed while the candidate answered set questions. This tape would assist in the initial screening of the applicants.

Informal social gathering - The three finalists emerging from the stakeholder panel and other screening/testing mentioned would attend a gathering of city department heads in an informal reception. Afterwards, the city manager would solicit input from the group which could be used in his final selection.

Personality profiles - Using current, accepted instruments management personality profiles of the three candidates would be compiled under the direction of a qualified individual.

Final interview - The city manager would conduct one-on-one interviews with the three finalists to facilitate his final selection.

Introduction of the new chief - Upon selection and acceptance the media would be utilized to announce the selection. A number of community receptions would be scheduled and well publicized to acquaint the new chief with the community as rapidly as possible. (Emphasis should first be given to the department internal reception.)

As with any change there will be anxiety , apprehension and a sea of rumors. Any of those factors could seriously impede or even sabotage a process. For this reason a high degree of initial publicity and openness describing the process and a timeline should be done. This should actually assist in determining groups or individuals who should be contacted during the process. Each phase should be publicized upon completion, but it is understood that privacy and confidentiality factors prohibit some information from being released. Once the finalists are selected they would be announced to the public.

An important group to consider here is the Police Officer's Association. This researcher believes they should be able to meet the final candidates and provide input to

the city manager. They could even conduct an informational gathering process from the candidates' current employers and association. It must be understood and agreed upon early that the final decision rests with the city manager and no position relative to any of the candidates should be made publicly. This could cause a major conflict if a candidate other than the one endorsed is selected .

There can be obstacles with any process. Because there is politics to be considered the city manager must keep the council informed and involved, but not to the point of allowing interference. Employment of the chief executive structure minimizes potential problems. The city manager could be reluctant to assess the community if he is at all insecure or his ego is too large. The comfort of the broad spectrum of the data gathered and the group surveyed should make this an acceptable option. In this scenario with the city manager about to retire it should not be a problem. Keeping this process on track, given the involvement in the number of people involved, should not be a problem given the transition structure. Once the priority is set by the city manager it should remain focused based on his authority and oversight. There could be other unanticipated bumps in the road but there is a great deal of flexibility built into the plan so it can adapt to these needs. Again, the city manager, being the chief executive, can quickly make any decision to effect needed corrections.

This is a suggested sequence of events to implement this change :

Activity	Jan	Feb	Mar	Ap	May	Ju	Jul	Aug	Sep	Oct	Nov	Dec
Approve	X											
Fund												
Select	X--	---X										
Consult.												
Identify group issues	X	---X										
Survey			X---	-X								
Recruit				X	----	X						
Screen						X-	---X					
Finalist							X	--X				
Appoint								X				
Intro								X				

Process Timeline

Illustration 30

The selection of a police chief is a critical decision with far-reaching effects. There is no one set "police chief model" that is right for every situation. The question is to design a model for discovering for what is needed in the each specific scenario and then recruit for what you need. As earlier stated, once you know where you want to go, it is much easier to decide how it is you will get there.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

The focus of this study has been to address the issue question:

What Criteria Will Be Used To Select Police Chiefs In Mid-Size

Agencies By the Year 2005

The answer to this is that there is no one answer. The research of this project demonstrated there is certainly no consensus on what the significant issues will be in the possible futures when you query scholars, practioners and experts. The same is true in the description of the traits of a successful and effective police chief of the future. Generally speaking, most will agree that chiefs need to have leadership, good communication skills and integrity, but even those traits do not garner universal support as critical factors. The significance in these findings is not found in the agreement of the data, but in its diversity. There is no specific set of traits or characteristics that can be effective in all cases or scenarios. While this study did not find that a one-size-fits-all model for police chief exists, it did determine that the key to selecting a chief with the best potential of success is to fit the individual to the position and the position to the individual. The important information learned here is that an assessment of need is **the essential part** of the selction process. It is critical that this be completed in an objective manner and that it preceeds the recruitment step.

Also examined was the following sub-issue:

What qualities and characteristics should future police chiefs possess?

As the reader might have guessed the answer is that there is no specific answer. But, as the research showed, it is critical that those qualities and characteristics be aligned with the needs of the community and organization if there is to be the best potential for a successful relationship.

Another sub-issue is:

How can these qualities and characteristics be identified in potential candidates?

The author originally felt there would be an opportunity to examine different methods of testing and evaluating of chief's candidates. This quickly exceeded the limits of this project and would have been an enormous task. As it turned out, it is not essential for this project. Since there are no specific traits or qualities to search for in each and every selection process, there will be no singular method or instrument that can be employed.

The last sub-issue is:

What groups or individuals should be involved in the selection process?

At last an answer! All of them. This is not meant as a form of comedic relief and may exceed the bounds of practicality. Remember that the writer includes the assessment portion of the process as an integral and essential part of the selection. What is intended is that the broader the base of information used to determine what is needed in the ideal chief for the community, the better a selection will be. There are several reasons for this. First, there is more data and information upon which to develop a profile. Second, it involves more of the community and organization in the selection process in a meaningful

way. This should create an ownership to the process and results, thereby giving the person selected a better opportunity for success.

The research also suggests several important by-products from a process such as this. It provides a checkup on the health of the community. This could be valuable for the leadership of a city in determining a direction for the possible futures. It brings together groups that have wide and diverse interests and requires them to work towards a common goal of importance to all. This has the potential of bringing a community closer together or strengthening existing, solid partnerships. Last, this sort of process truly involves the community into the world of policing in an important domain. This puts it in line with the principals of community policing and representative of one Sir Robert Peel's basic tenets:

"...the police are the public and the public are the police."¹⁹

This alone should be reason enough to consider employing the process outlined.

It was not the intent of this research to produce an analysis which indicates there are no specific answers to the questions. But after this long and interesting journey, that is the obvious conclusion of the author. Yet, as confusing as it may appear, no answer to these questions, is the best answer. It is the recommendation of this research that a complete, objective assessment of need be done within the community and throughout the organization as an integral and essential part of any selection process. Then, based on the information gained, a recruitment be conducted for persons with the specific capabilities and talents identified. Subsequent to that, an appropriate evaluative instrument (designed specifically to look at the identified needs) be employed to assess the candidates further. The decision maker should have sufficient data to make an

informed selection at this point. Once the individual has been picked, and accepted the position, a concerted effort should be made to both introduce them, and integrate them into the community and organization.

The process identified here is universal and should be as valid and effective in the year 2005 as it is today. The guiding principal is to recruit and select an individual with the best potential for success as a new police chief. As the world changes within the infinite number of possible futures, so do the needs of any given community, and with it, the profile of the ideal chief. The recommended strategy of this study meets the challenge of providing leaders in the policing profession, now, and in any of the possible futures.

It is the opinion of the author that this methodology offers the best opportunity of success and that can have an enormous impact on a community, an organization and most importantly, the people of both.

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