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ON

THE ROLE OF THE FIRST-LINE PATROL SUPERVISOR IN MEDIUM-
SIZED POLICE DEPARTMENTS BY THE YEAR 2004

BY

RONALD E. HUNT

COMMAND COLLEGE
CLASS 19
JANUARY 9, 1995

19-0385

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

The Role of the First-line Patrol Supervisor in Medium-sized Police Departments by the Year 2004.

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This is a futures oriented study examining the role of field supervisors. The study examines the traditional "Command and Control" model and finds it ineffective and counterproductive in the rapidly changing environment most police departments operate within. The study examined current Community Oriented Policing and Problem Oriented Policing strategies and found that supervision models described in those strategies are incomplete and rely heavily on the traditional model. The study examined current trends and potential events and generated future scenarios regarding the role of first-line patrol supervisors. This research coupled with recommendations from expert panels identified new supervisory role behaviors emphasizing leadership and recommended changes in organizational structure and use of technology to further the success of the new role. The study results describe the first-line supervisor as a police and community leader, leading to a future role of police community supervisor in contrast to the traditional sergeant's role.

JOURNAL ARTICLE

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INTRODUCTION

Early in 1993, the Command Staff of the Fremont Police Department began to look for new strategies to improve police services and to meet community expectations. It was apparent that the traditional mobile police response to calls-for-service via the 911 telephone system was no longer a viable strategy by itself. Response times to emergency calls had increased from five minutes in the late 1980's to over eight minutes in the 1990's. Crimes of violence continued to increase and community problems did not go away. Long-term reductions in the police budget seemed to prevent any significant increase in police staffing levels. The structure of the police department itself seemed to contribute to the problem.

A review of the assignments held by first-line supervisors and command staff indicated that they were locked into limited functional roles based upon their position in the hierarchy of the organization. Field supervisors (sergeants) assigned to the patrol section were primarily involved in the evaluation of subordinate performance via a sophisticated computer system which gathered a wide range of subordinate performance data. Some first-line supervisors had expressed dissatisfaction with this situation, but were not sure how to resolve it. Many officers and sergeants were concerned that the skills and talents of the patrol supervisors were underutilized. The general feeling at the patrol officer and first-line supervisor level was that only a significant increase in staffing would resolve these problems, but the command staff was aware that the fiscal resources did not exist.

The author examined the situation and decided that a change in the role of the first-line supervisor would have the most impact upon the overall performance of the

organization. There were three primary reasons for this decision. The first-line patrol supervisor had the most contact with and most impact upon the officers in the field, and those officers were the principal contact point between the police department and the community. Changing the role of the patrol supervisor is a first step in changing other roles in the organization. Second, the patrol supervisors were a small enough group (18 sergeants) that a small core group of command staff and supervisors could implement changes. And thirdly, changing the role of the first-line supervisors would prepare them for further involvement in additional changes in the organization. The sergeants would become building blocks for effecting other changes in the patrol section and the department.

In general, the traditional role of the first-line patrol supervisor is one of command and control, characterized by careful supervision of patrol officers. First-line supervisors, usually sergeants, ensure that department policy is followed, standards are met, performance evaluations are completed, and tactical details are properly handled. First-line patrol supervisors have been operating in this manner since at least the 1950's.¹ Although advances in management and supervisory thought have humanized and softened this paradigm, this basic first-line supervisor's role remains unchanged in many police departments.

A clarification of the definition of "role" is important to set the parameters for this paper. Webster's Collegiate Dictionary defines role as:

"(1) a character assigned or assumed (2) a socially expected behavior pattern usually determined by an individual's status in a particular society..."²

and a standard police supervision text gives the following definition of role:

"In its broadest sense, a role comprises the behavior requirements of a position in an organization."³

The traditional role for the first-line patrol supervisor can then be defined as the command, control, inspection, evaluation, training, and close supervision of subordinate employees. Existing community policing models provide only general descriptions of the role of the first-line supervisor and include such functions as mentor, motivator, and facilitator. Problem-oriented policing strategies require first-line supervisors to be flexible, to foster initiative and creativity, to emphasize results, and to provide feedback. They are also required to be responsible for quality control, time and work allocation, and feedback. Neither of the later two strategies are as complete or developed as the existing traditional strategy and both borrow heavily from the command and control model.

Three subissue questions were developed by a panel of police executives around the main issue of ; "What will be the role of the first-line patrol supervisor in medium-sized police departments by the year 2004?" The subissue questions are: 1) What will be the importance of leadership to the role of the first-line supervisor? 2) What will be the impact of the organizational structure on the first-line patrol supervisor? and 3) What will the impact of technology be on the role of the first-line patrol supervisor? These three subissues are both important and relevant to the main issue.

Leadership is an important subissue effecting the role of the first-line patrol

supervisor. The focus of this issue will be on leadership skills utilized by the first-line supervisor. Those leadership tasks and functions may differ from that of the upper manager/chief executive. Empowerment of not only the supervisor, but the other members of the work team or shift should be an underlying factor in the success of the future first line patrol supervisor and the organization. First-line supervisors will certainly need the authority and the support of upper levels of management to accomplish tasks and to facilitate the accomplishment of tasks by their subordinates.

Changes in the structure of police organizations, some brought on by economic realities, will be a major factor influencing the role of the first-line patrol supervisor. The structure and process of the organization may have to be dramatically changed. The ongoing efforts to "downsize," "rightsize," and "reinvent" organizations may continue. The role of first-line supervisors in these new organizational structures is not clear and is still developing.

Advances in technology should have a profound impact on the role of the patrol supervisor. The computer technology of the 1980's will be replaced with the new technologies of the 1990's and beyond. Existing uses of technology should be greatly improved, enhanced, and simplified. Systems allowing routine access to crime trend and crime problem information will ease decision making and problem solving at the officer and field supervisor level. Officers and first-line supervisors should have direct access via computer to all available data bases. Technology has the potential to reshape the way work is structured, even in organizations as traditionally conservative as police departments.

A review of current literature suggests considerable interest in emerging organizational structures, leadership requirements, and knowledge and information technology breakthroughs. The author reviewed a wide range of articles and documents on Community Oriented Policing and Problem Oriented Policing strategies. A scan of over 200 articles in journals, newspapers, and books was completed and copies maintained in a "futures file". As of yet, there is no definitive role described for the first-line patrol supervisor. This is an emerging issue and this independent study project will attempt to provide additional insight relevant to the issue and subissues.

The current literature on the general subject of supervision/management including books, journals, newspapers and magazines revealed considerable information on leadership, organizational structures, and technology. In Managing for the Future,⁴ the author developed chapters on People, Management, and The Organization that apply to the issues here. In Powershift,⁵ the author focuses on the future and the transition from an industrial society to one based on information and knowledge. The United States Department of Labor has also published a variety of publications on managers and supervisors, and high performance work practices. A wide variety of articles provide information on issues pertaining to the reorganization of businesses and government, technology and its impact on the workplace, and discussions of leadership and supervision.

FINDINGS

"The future is everything that will ever happen."⁶ Determining what 'could' ever happen to a particular issue is an aspect of futures research and futures forecasting. The forecasting model utilized in this paper was explicit and judgmental, involving a

panel of experts using the Nominal Group Technique (NGT).

The development of trend and event information is essential to strategic planning. The information is important in the creation of futures "Scenarios" which can then be utilized for strategic planning purposes. Examination of the trends and events can also help explain and clarify the issue and subissues.

The nominal group generated a list of 79 trends with a trend defined as, "A series of events by which change is measured over time". The group was asked to individually generate a list of 10 or more trends that would have an impact on the issue question. The following is a list of the top ten trends developed by the group.

1-Cultural Diversity-Cultural diversity in the communities.

2-Technology and tools. Computer, communications, information technology and devices. The forecast from the group was for steady growth in technology.

3-Performance Monitoring-The ability to remotely monitor the performance of subordinate employees. The group forecasted a steady but moderate increase in the area of remote performance monitoring of employees.

4-Innovative Leadership-As demonstrated by the first-line supervisor was defined as the creative problem solving of organizational and community problems.

5-Department Morale-Morale levels in medium-sized police departments.

6-Number of Supervisors to Line Personnel-The number of first-line patrol supervisors to line personnel assigned to the patrol function.

7-Government Restructuring-Changes in the way government works to meet future needs of the communities they serve.

8-Level of Violent Crime-The level of violent crime throughout the community and society.

9-Number of Supervisors who do not Supervise-The number of first-line supervisors who are in staff assignments where they do not supervise other

employees.

10-Civil Litigation-The level of civil lawsuits. The forecast group expressed great concern over the level of civil litigation.

The group was next tasked with identifying possible future events that could impact the issue question. An event was defined as: "A discrete, one-time occurrence." The group developed a list of forty (40) events from which they selected the top ten events.

1-"Rodney King" Video Incident-This involves the videotaping and the release of the tape to the media. It does not include the trial or riot.

2-Ethnic Riot-A large riot predominantly involving one ethnic group.

3-"Failure to Supervise" Lawsuit-A lawsuit based upon the new role of the first-line supervisor.

4-Sexual Harassment Lawsuit-A lawsuit based upon the continued hiring of women into law enforcement.

5-Computer "TO" Message Scandal-A scandal based upon language, comments, etc. contained in the "TO" message capability of Mobile Computer Terminals (MCT's).

6-Police Commission Formed-The appointment of a Civilian Police Commission for oversight of department activities where no commission previously existed.

7-Change in Chief-The change in Police Chief, due to retirement, job change, or termination of the existing Chief.

8-Local Political Upheaval-Local City Council/Mayor turmoil where council members are recalled or major issues bitterly divide the council.

9-Police/Fire Combine-Police and Fire Departments combine forming a public safety department with one chief and where employees are interchangeable as both police and fire persons.

10-Police Take 10% Budget Cut-The police department budget is reduced.

A series of possible futures was developed using a random number generator

which generates lists of events and their dates of occurrence based upon the event and time frame information entered into the program. The number of events generated was in the average range which resulted in the title of the scenario as the "Middle of the Road" scenario.

The following events occurred in this scenario: E-1, Rodney King Type Video Incident; E-7, Change in Chief; E-2, Ethnic Riot; E-3, Failure to Supervise Lawsuit; E-6, Police Commission Formed; E-4, Sexual Harassment Lawsuit; E-5, Computer "TO" Message Scandal. The following events did not occur: E-8, Local Political Upheaval; E-9, Police/Fire Combine; E-10, Police Take 10% Budget Cut.

SCENARIO TWO "MIDDLE OF THE ROAD" FUTURE

The ten years prior to the 45th anniversary of the department were indeed challenging. In February, 1994, only two years after the infamous 'Rodney King' videotape incident, a similar incident occurred involving the department. As a result of this incident, which was seen as having happened due to the department's alienation from the community, as well as an old style of management, the chief resigned and a new chief was appointed in August 1994.

Efforts were made to improve community relations, with major efforts being made at the first-line level of supervision. The patrol supervisors were asked to take more of a leadership role in the community and not just the department. New tools and technologies were acquired with the intent of improving the first line supervisors access to information and to facilitate coordination of patrol and community activities. The transition in supervisory roles seemed to be progressing smoothly when a major setback occurred.

Perhaps as a result of the increasing diversity of the community, and the difficulty in specifically addressing the needs and desires of each group, a small confrontation between shop owners and customers spread and a violent riot developed involving one of the city's largest ethnic groups. This occurred in July of 1996, but the impact of this event is still being felt within the community and the department.

In November, 1997, a lawsuit was filed claiming that there was a failure

to properly supervise officers during the riot of July, 1996. The general allegation was that patrol officers and supervisors had aligned themselves with specific ethnic groups as a result of their community involvement activities. Specifically, the departments heavy involvement with the business community via merchants associations and neighborhood and business crime watch groups had prejudiced them against the plaintiffs in the case. As a result of this prejudice, officers were let loose on their own to take enforcement action against the targeted ethnic group, who were the plaintiffs in the action. The department was subsequently able to successfully defend itself in this action, but a valuable lesson was learned in that all groups need to be included in community law enforcement efforts which should not be limited to traditional support groups.

Hard on the heels of the lawsuit, and in apparent political reaction to the claims and counterclaims of the various community groups, a Police Commission was formed in January, 1998. The commission, although formed along the lines of the local political groups, was actually made up of a responsible cross-section of the community. The local political leaders, aware of the discord and political liability caused by such commissions in liberal California communities commonly referred to as the "People's Republics of...", had appointed a very responsible commission. The fine efforts of this commission, which often served to shield the police department from inappropriate attacks, would indeed be challenged by future lawsuits and scandals.

Only 6 months after the formation of the Police Commission, a Sexual Harassment Lawsuit was filed against the department. The lawsuit was more a function of the larger percentage of female employees in the department (and thus a larger group that could conceivably file such a suit) than any ongoing negative practices in the department. In any event, the on-going efforts by the department to eliminate any forms of inappropriate behavior through training and discipline, led to the department being absolved of wrongdoing in this case. Similar lawsuits filed against the Fire Department, in which the plaintiffs prevailed, were not reflective of activities in the Police Department. The inquiry by the Police Commission into the department's actions, confirmed to the community that the Police Department did not support, condone, or participate in harassing behaviors. The community and department was fortunate during this entire ten year period to enjoy local political stability in the City Council. There was a noticeable lack of factionalism, although there was often a spirited debate. There were no recalls, smear campaigns, or one issue slates. This political stability extended to the city government itself, which enjoyed a longterm and very competent City Manager. The police budget was also maintained during the early part of this ten year period, when city governments continued to suffer under the poor economy in California.

It wasn't until February, 2002, just two short years ago, that the department was rocked by a scandal involving inappropriate messages sent over the computerized radio system. The department had failed to invest in the available automatic Word, Phrase and Activity scanning software. This software rejects the entry of any inappropriate word or phrase into the system unless the employee hits override, in which case a copy is automatically sent to the supervisor. Lengthy transmissions and extended back and forth transmissions are also limited unless overridden by the employee, with a copy to the supervisor. Considering the departments continued commitment to technology, this was an unfortunate oversight, perhaps fostered by the belief that "None of our employees would do that". Appropriate disciplinary action was taken and the department hunkered down to ride out the effects of having been caught in the wringer, a problem that only time will heal.

STRATEGIC PLANNING

The intent of the strategic plan is to identify future impacts on the issue. This allows for analysis and decisionmaking today that can both mitigate negative impacts and threats and maximize the benefit of positive impacts and opportunities. The identification of these impacts, opportunities, and threats together with intuitive experience and knowledge, allows for the organization to reach the issue goal. The Strategic Plan will focus on implementation in the Fremont Police Department.

The Fremont Police Department has a total of 184 sworn officers and 90 civilian employees. The department services a community of 185,000 covering an area of 92 square miles. The city is divided into six patrol sectors with from two to six officers assigned to a sector on each of three shifts. Officers and first-line supervisors have rotating days off and select their own shifts on a rotation basis.

The Mission Statement was developed by the author in conjunction with the "Middle of the Road" scenario generated in the Futures Forecasting section of the Technical Report. Mission statements are used to define areas of operation, express

values, and guide behavior without setting specific rules or procedures.

MISSION STATEMENT: The department is committed to change to better meet public expectations of police services. Command Staff will actively cooperate with the community and all department members to carry out agreed upon strategies. First-line patrol supervisors will work cooperatively within the department and the community to effectively facilitate the delivery of law enforcement services. Supervisors will use innovative team leadership techniques to reduce crime, maintain morale, and maintain a positive relationship with all members/groups of the community. Supervisors will use available technology to effectively coordinate, monitor, and direct employee activities and performance. Supervisors shall be constantly aware of the requirements for equal and fair treatment of all persons.

DEVELOPING STRATEGIC ALTERNATIVES

A meeting was held with seven Command College students on March 3, 1994 to help in an analysis of the issue. The group's input was used to identify the stakeholders and their assumptions regarding the issue. A Modified Policy Delphi Process was used to identify alternative strategies the department could implement to achieve the stated mission. The policy group consisted of the author plus seven Command College students.

The author explained the issue, sub-issues, and the mission statement to the group along with a description of the scenario. Each member of the group generated strategic alternatives that were written down on a flip chart for the group to see. Nine alternative strategies were developed in this manner as indicated below:

1. Emphasize legal and ethical role for first-line supervisors.
2. Survey of organizational roles and fine tune existing roles as needed.
3. Integrate community representatives into supervisor directed work teams.
4. Continue the traditional command and control role model.
5. Shift responsibility to the line level away from the first-line supervisor.
6. Utilize technology to make first-line supervisors more accessible and accountable to officers and the community.
7. Reduce the span of control of first-line supervisors and increase their accountability for meeting department and community needs.
8. Increase the level of decisionmaking/problem solving by first-line supervisors and facilitate this by the ease of access to information.
9. Decentralize sectors and command staff.

Each member of the panel then completed that rated each strategy against a set of six (6) criteria specific to the issue. The criteria selected were Community Support, Feasibility, Effectiveness, Service Value, Stakeholder Support, Overall Desirability. The two highest ranking alternatives were #3-Integrate community representatives into supervisor directed work teams, and #9-Decentralize sectors and command staff.

Alternative Strategy #3-Integrate community representatives into supervisor directed work teams. This strategy encompasses a more community involved policing style. The use of first-line supervisor-directed work teams would be a key element in a successful community involved policing program and would allow for a significant change in and development of the first-line supervisor's role. The panel then analyzed

the pros and cons regarding carrying out the strategy.

Alternative #3 was viewed as new and risky. Potential costs were unknown and could be greater than anticipated, particularly when necessary training costs were factored in. Resistance from first-line supervisors to any major change in their role had the potential of being significant to the success or failure of the alternative. Another concern was the potential for unrealistic expectations from residents and business owners. The concern is that the failure to meet expectations, whether those expectations are realistic or not, could negatively impact the implementation of the change by compromising community support.

Positive aspects of this alternative strategy covered a broad spectrum of proven and effective organizational, supervisory, and community approaches to effective problem solving. An integration of police officers and community members into a team embraces the concept of empowerment of both the police officer and the community member. Participation of both the police and the community will improve the speed and quality of decisions that effect both the community and the employees involved in the process. The first-line supervisor in this process should function in the critical roles of team facilitator and community representative. It is the best of those two worlds, the ability to do (via the police/community team) what needs to be done (as determined by the community). The overall ability to operate as a team maximizes the opportunities to maximize the utilization of employee/community skills for the improvement of services and the betterment of the community.

Alternative Strategy #9-Decentralize sectors and decentralize command staff.

This strategy involves an element of community oriented policing, partnership with the community, in which control and responsibility for individual sectors is left to a specific team of officers who handle all law enforcement services in the sector. Command staff would similarly be placed in control of specific groups of sectors in the City and would assume responsibility for providing required administrative and support services. The panel then developed a list of pros and cons regarding the implementing the strategy.

This strategy was also seen as a potential risky change. Dollar costs, particularly related to training issues was seen as a potential drawback. Another concern was the determination of consistent or acceptable service levels in the various patrol zones within the city. The possibility of an unhealthy rivalry between zone commanders for resources and influence was viewed as a very real threat to the success of this strategy. The panel pointed out that this approach would require a high level of professional maturity by all those involved including officers, first-line supervisors, and command staff. Implementation of the change, which would require a significant modification of operating procedures, was seen as another significant challenge.

Positive aspects of the strategy were similar to those in alternative strategy #3. The proven value of employee empowerment, community involvement, and teamwork apply to command staff as well as line employees and first-line supervisors. This strategy would improve the use of employee skills and training. A closer involvement with the line teams and the community will speed decisions and personalize a

government service that is often seen as threatening by some diverse elements of the community. The policy group believed that a change in the command structure of the department would be necessary to truly change the role of the first-line patrol supervisor.

The panel reviewed the two strategies and the results of the stakeholder perceptions and ranked the strategies a second time. The panel again selected alternative strategy #3 as the preferred strategy followed by alternative strategy #9. This ranking was consistent with the panel's assessment of the stakeholder perceptions. The panel also discussed possible combinations of alternative strategies #3 and #9 as a viable synthesis of elements having a direct bearing on the issue.

The recommended strategy based upon analysis of the alternatives as they impact the issue is a combination of alternative strategies #3 and #9. This combination strategy would include a philosophy of involvement with the community, supervisor-directed work teams, and decentralized sectors and command staff. This combination strategy should enjoy broad stakeholder support and presents a more encompassing approach to the increasing complexity of policing, of which the future role of the first-line supervisor is a critical element.

In addition to the above process, the author had the opportunity to attend a three day supervisors training course.⁷ First-line supervisors from six medium-sized California Police Departments were present and functioned as a panel of experts. During this course the group generated a list of activities that should be performed by first-line patrol supervisors. These activities can be placed into six categories

pertaining to the role of the first-line supervisor.

The table on the next page was developed based upon the strategies from the Modified Policy Delphi process and the first-line supervisors training seminar. The role behaviors complement the selected strategic alternatives. The Team Leadership, Community Leadership, Team/Community Resource and to a lesser degree Evaluator role behaviors are extensions of Strategy Alternative #3, Integrate community representatives into supervisor directed work teams. The traditional role Command and Control role behaviors still exist, but the sub-behaviors are modified to complement Strategy Alternative #3. The new role, and these new role behaviors, of the first-line patrol supervisor can be successful due to implementation of Strategic Alternative #9-Decentralized sectors and command staff.

FIRST-LINE SUPERVISOR ROLE BEHAVIORS

TEAM LEADERSHIP	COMMUNITY LEADERSHIP	TEAM/COMM RESOURCE	COMMAND	CONTROL	EVALUATOR
ENCOURAGES CITIZEN/POLICE INTERACTION	COMMUNITY INTERFACE	COORDINATE RESOURCES	ASSIGNS OFC ACTIVITIES AS NEEDED	HOLDS OFCRS ACCOUNTABLE FOR JOB PERFORMANCE	EVALUATION BASED ON TEAM PERFORMANCE
INITIATES PROJECTS	ASSISTS COMM GROUPS	ACCESS TO PD RESOURCES	SETS WORK SCHEDULES	CONTROLS OFC TIME	TEAM EVALUATION BASED ON MAKING GOALS
EMPOWERS OFFICERS AND CITIZENS	IDENTIFIES INTERESTED CITIZENS	APPROVES USE OF RESOURCES	RESPONDS TO MAJOR CALLS	REVIEWS REPORTS	SOLICITS FEEDBACK FROM THE COMMUNITY
SOLVES CRIME W/ COMM. ASSISTANCE	MEETS WITH CITIZENS ON PROBLEMS	ACCESS TO OTHER CITY DEPTS	PRIORITIZES PROBLEMS	REVIEWS COMPUTER DATA	EVALUATES UNIFORM/APPEARANCE STANDARDS
COMMUNITY/POLICE PROBLEM SOLVING	COMMUNITY ADVOCATE	ACCESS TO OTHER GOVT AGENCIES	MANAGES PROJECTS	MONITORS MEETINGS	COMPLETES PERFORMANCE SURVEYS
DEVELOPS GOALS/OBJECTIVES WITH TEAM	TRAINS CITIZENS AS TEAM MEMBERS	UPDATES RESOURCE GUIDES	COMMUNICATE EXPECTATIONS	CONTROLS INFORMATION FLOW	

TEAM LEADERSHIP	COMMUNITY LEADERSHIP	TEAM/COMM RESOURCE	COMMAND	CONTROL	EVALUATOR
USES ALTERNATIVE TYPES OF PATROL	IDENTIFIES PROBLEMS	UTILIZES AVAILABLE RESOURCES	INSURES AVAILABILITY OF PERSONNEL	COMPLETES EVALUATIONS	
SELECTS PERSONNEL	BUILDS RAPPORT WITH MEDIA		FOCUSES INFORMATION	INSURES COMPLIANCE WITH MISSION	
SETS THE EXAMPLE AND STANDARDS	MEETS WITH COMMUNITY LEADERS		COORDINATES RESPONSES	INSPECTION ACTIVITIES	
COMMUNICATE EXPECTATIONS	INVOLVES COMMUNITY IN PROBLEM SOLVING		SCREENS ASSIGNMENTS		
TEAM BUILDER					
LEADS BY EXAMPLE					
ACTS AS CRIME ANALYSIS CONDUIT					
MAINTAIN OPEN COMMUNICATIN					

IMPLEMENTATION

The changes recommended in Strategy Alternatives #3 and #9 are currently being considered for implementation in the Fremont Police Department. The Fremont Police Department is committed to changing to a Community Oriented Policing and Problem Solving strategy within the next two to five years. The result is that this paper contains information based upon actual applications of the technologies and techniques of Transition Management/Program Implementation.

Managing change within an organization requires an understanding that from the time the organization moves from where it is until it arrives at where it is going, there is a state of transition where the organization does not operate as it did in the past and has not yet completed the change into how it will function in the future. The transition period needs to be managed to effectively cause the achievement of the

change, in this case, the new role of the first-line patrol supervisor.

A general change plan for the course of the transition period should be developed. The next step is to decide where to begin the intervention and actually start the transition. Since the change in the role of the first-line supervisor is a part of a complete conversion of the department from a traditional to a Community Oriented Policing Problem Solving structure, the initial changes should be made with top management. This change would begin with a realignment of the Command Staff into geographically decentralized command areas. This move will set the stage for the subsequent restructuring of the patrol force into decentralized teams. This will facilitate changing the role of the first-line supervisor from interpreting and enforcing policy and evaluating individual performance, to that of the direct interface between the community and police department.

The intervention techniques employed are critical to the success of the change of the role of the first-line supervisor. A current assessment of the attitudes, behavior, and structures in the department suggests that many first-line supervisors are very defensive about change. During a training session involving a cross section of first-line supervisors, many expressed the feeling that too many changes had occurred within the past five years and that most of them had been for the worse.⁸

The meeting continued, aided by a facilitator, who broke the class into subgroups who engaged in problem solving regarding change in the organization. The subgroups then reported to the total class. A consensus was reached regarding four actions that would have to be taken for the change process to be successful:

- 1) The department Command Staff would have to share influence with the first-line supervisors.
- 2) The first-line supervisors would have to let go of old structures, routines, schedules, familiar procedures and priorities.
- 3) The command staff and first-line supervisors would share influence with the officers and allow them to decide how the job was to be done.
- 4) The officers and first-line supervisors (and managers) would have to recognize that promotional opportunities had diminished and that career expectations would have to change.

This meeting closely followed the format of a confrontation/goal-setting meeting and was an excellent starting point for initiating the desired change in the role of the first-line supervisor. A follow-up meeting that will include the balance of the first-line supervisors in the department has been scheduled.

An Activity Plan should be completed providing a chronological outline of the activities that need to take place to cause the change. The plan should focus on the goals of the change. It should include the specific starting point for change within the organization and the specific technologies to be used. The plan should cover the transition period and the desired future including an evaluation of the transition and the new organization.

CONCLUSIONS

The fundamental role of the first-line patrol supervisor will dramatically change by the year 2004. Today and for the past 50 years that role has been one of command and control of subordinate output and work performance. This role has been operationalized by an evaluation system often based upon computer generated

performance numbers, including numbers of arrests made, reports completed, and citations written. Quality, teamwork, career development training, and community interaction slipped in importance as long as the numbers were achieved. This role for the first-line supervisor was further reinforced by the overall demands and functions of police organizations themselves. Response times, dispatch priorities, crime and accident rates, and citizen complaints were the measure of the performance of the organization. This overarching philosophy, referred to as the professional or reform era model of policing, is long overdue for a change if law enforcement is to remain effective into the 21st century.

The key change in the role of the first-line patrol supervisor is one of leadership. The first-line supervisor will need to be a team leader, a community leader, an innovative, participative and involved leader. First-line supervisors can no longer sit back and monitor individual performance, they must lead their teams in the accomplishment of team performance standards based upon community input and organizational objectives. Effectively dealing with community/crime problems requires more than what the police themselves have to offer. Effectively coping with community/crime problems requires the involvement of the community.

A critical leadership role of the first-line supervisor is to identify the level and degree of community involvement and who should be involved for each specific community/crime problem. The first-line patrol supervisor will need to involve and coordinate the persons and resources necessary to resolve the problem as far as it can be resolved. The first-line supervisor will more than ever before be required to

utilize his leadership skills and to use his training and personal efforts to get the job done. The future role of the first-line supervisor will not be easy, but it has the potential to be extremely rewarding for those who step up to the challenge.

The structure of the organization itself is critical to the role of the first-line supervisor. The existing structure of police departments was designed to complement the traditional role of the of the first-line supervisor and all other levels of supervision within the organization. Changing the role of one level of supervision requires complementary changes in the other levels of the organization. The recommended organizational change in this paper is to decentralize the command staff (captains) and to place them in charge of specific zones of the community. The organization structure will then be supervisor directed teams in each zone, lieutenants functioning in the more traditional role of the watch commander for tactical, shift coordination, and related functions on a specific shift, and zone captains who will be in charge of a specific zone over all three shifts. The dispersion of captains to zones increases their proximity and potential for involvement and participation with the community and the first-line patrol supervisors.

Technology will bind together all elements of the first-line supervisors team. The first-line supervisor will need the technology to communicate with the police officers on his team, the citizens on his team, and the technology to access other information and resources within the community. Current crime analysis systems often require experts to effectively access information. The more user friendly the technology, the more effective it will be in allowing the supervisor to lead his team and

resolve community problems. Advances in computer technology as noted in trend #2-able to work with new technology and tools and trend #3-able to utilize performance tools and technique, were recognized as important requirements for first-line supervisors.

The role of the first-line patrol supervisor will change dramatically as we approach 2004. The pace and timing of the change in specific organizations will depend on their starting point. Medium-sized police departments that are not truly into team policing will need to take that first step and change patrol shift schedules. Departments already into team policing will need to examine the role of the supervisors commanding those teams. The traditional command and control by the numbers supervisory system inhibits effective team performance. First-line supervisors need to be team leaders. The continued lack of resources available to government in general, really requires a maximum of effective effort from all line personnel. Teams represent the most effective method of achieving the highest performance from available personnel.⁹

The conclusions in this paper on the issue and subissues relating to the future role of the first-line patrol supervisor represent one strategy for achieving that goal. Although different agencies may have different concerns specific to their organization on this same issue, they will still have to confront the topics examined in this paper. Each topic and subissue represent areas for further study as do the future role of teams, the role of patrol officers, evaluations and concepts of community involvement.

This paper has focused upon the first-line patrol supervisor and recognizes this

role as one of the most critical in law enforcement. The future role of the first-line supervisor should not be left to chance or forced upon departments by outside influences. It should not be unchanged by default. Changing and defining the role of the first-line supervisor necessarily provides the framework for the role of the subordinate. Changing the role of the command structure above the first-line supervisor allows for the role changes by the first-line supervisor. Teams will perform the work, teams made up of first-line supervisors, patrol officers, community members and command staff. Information/communication technology will enhance the performance of this system up to the level of the technology.

Community involvement/interaction/interface is a major component of the first-line supervisor's role. The prototype of this relationship is twofold: the current use of volunteers, and the existing contacts the department has with the community usually through such groups as neighborhood and business crime watch. The first-line supervisor will become the primary contact point for these groups within his sector/zone. This relationship will continue to expand until members of the community, and the group makeup will change often, will become literally part of the first-line patrol supervisor's team. When this happens, the first-line patrol supervisor will change from a Police Sergeant to a Police/Community Supervisor. By 2004, the title Police Sergeant will no longer be an accurate description of the role of the first-line patrol supervisor.

NOTES

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3. Paul M. Whisenand, Police Supervision. Theory and Practice (Englewood Cliffs: Prentice-Hall, 1971), p.10.
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6. Policy Analysis Co., "Futures Research for Strategic Planning", California Commission on POST, Command College Manual, Intersession Five, 1993, p.4.
7. Tom Anderson, Sergeants Seminar Workshop Number 4: Community Oriented Policing for Sergeants, (Santa Rosa: Justice Training Institute, June 28-30, 1994).
8. Royleen White, "Diversity, Change and the Transition Process", in Managing Diversity at Work Manual (San Clemente: PMW Associates, 1994)
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INTRODUCTION

Early in 1993, the Command Staff of the Fremont Police Department began to look for new strategies to improve police services and to meet community expectations. It was apparent that the traditional mobile police response to calls-for-service via the 911 telephone system was no longer a viable strategy by itself. Response times to emergency calls-for-service continued to increase from an average of five minutes per call in the late 1980's to over eight minutes per call in the 1990's. Crimes of violence continued to increase and community problems did not go away. The long-term budget outlook was not good as budget reductions continued to prevent any significant increase in police staffing levels. The structure of the police department itself seemed to contribute to the problem.

A review of the assignments held by first-line supervisors and command staff indicated that they were locked into limited functional roles based upon their position in the hierarchy of the organization. Field supervisors (sergeants) assigned to the patrol section were primarily involved in the evaluation of subordinate performance via a sophisticated computer system which gathered a wide range of subordinate performance data. Some first-line supervisors had expressed dissatisfaction with this situation, but were not sure how to resolve it. Many officers and sergeants were concerned that the skills and talents of the patrol supervisors were underutilized. The general feeling at the patrol officer and first-line supervisor level was that only a significant increase in staffing would resolve these problems, but the command staff was aware that the fiscal resources did not exist.

The author examined the situation and decided that a change in the role of the

first-line supervisor would have the most impact upon the overall performance of the organization. There were three primary reasons for this decision. The first-line patrol supervisor had the most contact with and most impact upon the officers in the field, and those officers were the principal contact point between the police department and the community. Changing the role of the patrol supervisor seemed to be a logical first step in changing other roles in the organization. Second, the patrol supervisors were a small enough group (18 sergeants) that a small core group of command staff and supervisors could implement changes. And thirdly, changing the role of the first-line supervisors would prepare them for further involvement in additional changes in the organization. The sergeants would become building blocks for effecting other changes in the patrol section and the department.

An examination of the current role of the first-line patrol supervisor is a necessary place to start before determining their future role. The traditional role of the first-line patrol supervisor is one of command and control, characterized by careful supervision of patrol officers. First-line supervisors, usually sergeants, ensure that department policy is followed, standards are met, performance evaluations are completed, and tactical details are properly handled. This basic role for first-line patrol supervisors has been the standard since at least the 1950's.¹ Although advances in management and supervisory thought have humanized and softened this paradigm, the basic first-line supervisor's role remains unchanged in many law enforcement agencies. A recent job analysis report on the sergeants position in eight medium-sized California law enforcement agencies further confirms this observation.² There

are also two other major policing strategies currently being utilized by law enforcement agencies.

The advent of community oriented policing offers differing challenges to first-line supervisors. Community oriented policing can be defined as "any method of policing that includes a police officer assigned to the same area meeting and working with the residents and business people...to identify the problems of the area and to collaborate in workable resolutions of the problems."³ The 1993 survey conducted by the National Center for Community Policing indicates that 229 (42%) of the cities with populations over 50,000 who responded to the survey were involved in community policing.⁴ Community policing models principally focus upon the role of the patrol officer.⁵ Supervisory roles are given general descriptions and include such functions as mentor, motivator, and facilitator.⁶ Another important outcome of the survey was the recognition that first-line supervisors constituted the rank level most likely to resist community policing.⁷ This resistance to change by first-line supervisors means that they will continue to want to operate as they always have, and that way is the traditional command and control model.

A second new policing strategy is Problem-Oriented Policing. This strategy focuses specifically on identifying and solving the basic causes of community and crime problems. It utilizes a specific problem solving model with four elements; scanning, analysis, response and assessment (SARA).⁸ This strategy requires that officers have sufficient time, tools, and training to effectively solve problems. First-line supervisors are required to be flexible, to foster initiative and creativity, to emphasize

results, and to provide feedback. They are also required to be responsible for quality control, time and work allocation, and feedback.⁹ Problem-oriented policing strategies can and are being utilized by law enforcement agencies who are involved in community oriented policing as well as traditional agencies.

A clarification of the definition of "role" is important to set the parameters for this paper. Webster's Collegiate Dictionary defines role as:

"(1) a character assigned or assumed (2) a socially expected behavior pattern usually determined by an individual's status in a particular society..."¹⁰

and a standard police supervision text gives the following definition of role:

"In its broadest sense, a role comprised the behavior requirements of a position in an organization."¹¹

The traditional role for the first-line patrol supervisor can then be described as the command, control, inspection, evaluation, training, and close supervision of subordinate employees. Existing community policing models provide only general descriptions of the role of the first-line supervisor and include such functions as mentor, motivator, and facilitator. Problem-oriented policing strategies require first-line supervisors to be flexible, to foster initiative and creativity, to emphasize results, and to provide feedback. They are also required to be responsible for quality control, time and work allocation, and feedback. Neither of the later two strategies are as complete or developed as the existing traditional strategy and both borrow heavily from the command and control model.

One way to determine the structure of an issue and the relative importance of related elements is to develop a futures wheel.. A futures wheel also helps to focus

on the issue question and to develop subissues. The futures wheel on page seven was developed with the assistance of an expert panel consisting of Deputy Chief Al Najera of the Sacramento Police Department, Captain Steve Krull of the East Bay Regional Park District, and Lieutenant Dennis Holmes of the Milpitas Police Department. The futures wheel was further refined with the assistance of a second expert panel consisting of Fremont Police Chief Craig Steckler, Captain Keith Jackson, and Captain Mike Lanam. The issue question was recognized as important to the future operations of police departments in California and the United States. In addition, the Fremont Police Department has made a commitment to carry out as many recommendations as possible from this Independent Study Project.

The issue question is ; "What will be the role of the first-line patrol supervisor in medium-sized police departments by the year 2004?" Three subissue questions were developed from the issue question. The subissue questions are: 1) What will be the importance of leadership to the role of the first-line supervisor? 2) What will be the impact of the organizational structure of medium-sized police departments on the first-line patrol supervisor? and 3) What will the impact of technology be on the role of the first-line patrol supervisor? These three subissues are both important and relevant to the main issue.

Leadership will be an important element in the role of the first-line patrol supervisor. The focus will be on leadership skills utilized by the first-line supervisor. Those leadership tasks and functions may differ from that of the upper manager/chief executive. Empowerment of not only the supervisor, but the other members of a work

team or shift will be an underlying factor in the success of the future first line patrol supervisor and the organization. First-line supervisors will certainly need the authority and the support of upper levels of management to accomplish tasks and to facilitate the accomplishment of tasks by their subordinates.

Changes in the structure of police organizations should be a major factor influencing the role of the first-line patrol supervisor. The structure and process of the organization may have to be dramatically changed. The ongoing efforts to "downsize," "rightsize," and "reinvent" organizations may continue. These changes have often taken the form of a reduction in the number of middle managers who are often not replaced after retirement. The Fremont Police Department lost one lieutenant's position when the incumbent retired and was not replaced, and one level of rank when one deputy chief retired and the other was promoted and neither position was filled. The clear role of first-line supervisors within these new organizational structures is still developing.

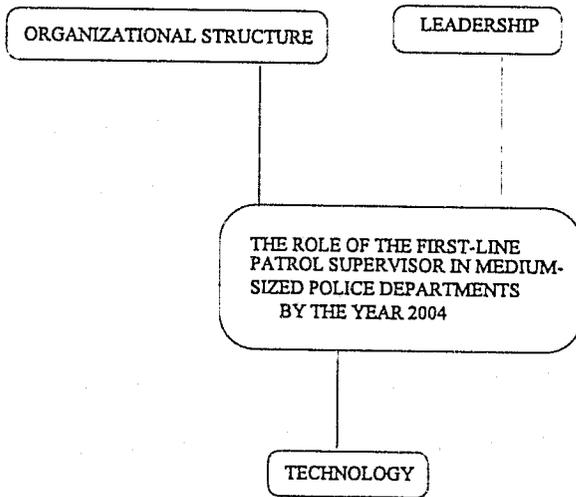
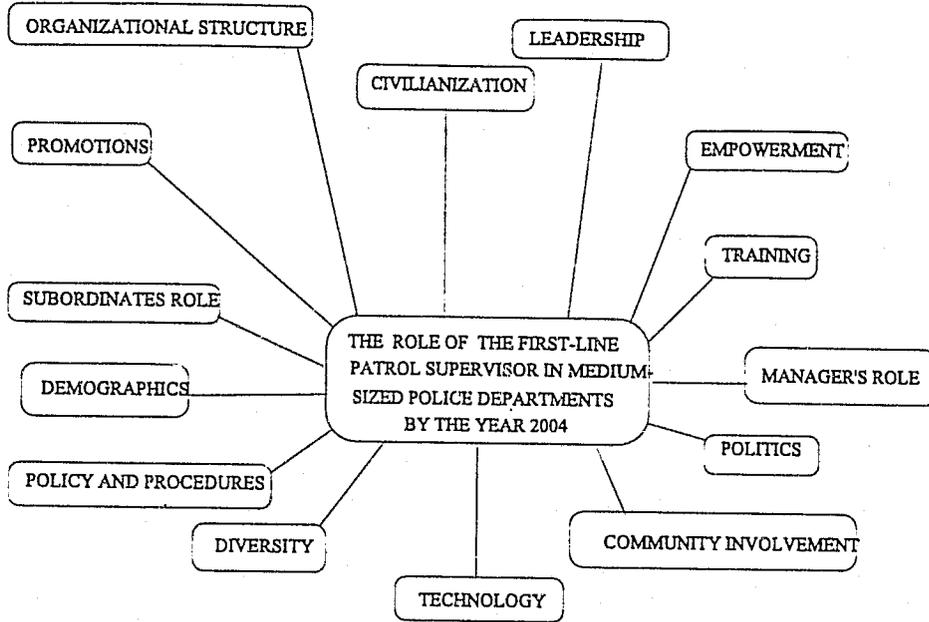
Advances in technology should have a profound impact on the role of the patrol supervisor. The computer technology of the 1980's will be replaced with the new technologies of the 1990's and beyond. Existing uses of technology should be greatly improved, enhanced, and simplified. Systems allowing routine access to crime trend and crime problem information will ease decision making and problem solving at the officer and field supervisor level. Officers and first-line supervisors should have direct access via computer to all available data bases. Technology has the potential to reshape the way work is structured, even in organizations as traditionally

conservative as police departments.

A review of current literature suggests considerable interest in emerging organizational structures, leadership requirements, and knowledge and information technology breakthroughs. The author reviewed a wide range of articles and documents on Community Oriented Policing and Problem Oriented Policing strategies. A scan of over 200 articles in journals, newspapers, and books was completed and copies maintained in a "futures file". As of yet, there is no definitive role described for the first-line patrol supervisor. This is an emerging issue and this independent study project will attempt to provide additional insight relevant to the issue and subissues.

The current literature on the general subject of supervision/management including books, journals, newspapers and magazines revealed considerable information on leadership, organizational structures, and technology. In Managing for the Future,¹² the author developed chapters on People, Management, and The Organization that apply to the issues here. In Powershift,¹³ the author focuses on the future and the transition from an industrial society to one based on information and knowledge. The United States Department of Labor has also published a variety of publications on managers and supervisors, and high performance work practices. A wide variety of articles provide information on issues pertaining to the reorganization of businesses and government, technology and its impact on the workplace, and discussions of leadership and supervision.

FUTURES WHEEL



FINAL ISSUE AND SUBISSUES

Illustration #1

FUTURES RESEARCH AND ANALYSIS

NOMINAL GROUP TECHNIQUE

"The future is everything that will ever happen."¹⁴ Determining what 'could' ever happen to a particular issue is an aspect of futures research, which attempts to determine the trends and events that 'could' have the most impact on a particular issue. Futures research can often be further focused by determining cycles that will limit or impact a specific issue. For example, the cycle impacting the social security system would be approximately 60-70 years covering the average worker's career and lifespan. The cycle relevant to most futures research, referred to as the "interesting future," averages 5-10 years. This is a time frame that is both important and one which can be influenced.

There are two types of forecasting methods, implicit and explicit. Implicit forecasting methods involve such data as historical trends. Explicit forecasting methods can involve both judgmental or mathematical models. The forecasting model utilized in this paper was explicit and judgmental, involving a panel of experts using the Nominal Group Technique (NGT).

The Nominal Group Technique is an effective method for forecasting trends and events that may impact an issue where implicit data is unavailable or limited. It involves the use of a small group of experts who are selected for their knowledge of the issue at hand, who work both privately and openly to develop consensus on likely trends and events. The panel was selected for their knowledge, experience, and availability to participate in the process. A letter of invitation was sent to each

prospective panel member which included the issue question and a description of the process.

All of the experts invited to the NGT were available to participate and each made a significant contribution to the process. The panel of experts consisted of a cross-section of relevant personnel from the Fremont Police Department, and selected individuals from outside city departments, the community, and a neighboring police agency.

Several of the individuals were selected for their knowledge and experience in more than one area of expertise. Since the issue question involves the future role of the first-line supervisor, two current first-line supervisors (sergeants) participated. One, David Livingston, was a recently promoted sergeant while the other, Robert Armstrong, was a more senior sergeant. Sergeant Livingston also has a law degree. Three lieutenants were selected and all supervise sergeants and are or have been patrol supervisors. Lt. Jan Gove, was the junior lieutenant. The senior lieutenant was Dennis Holmes from the Milpitas Police Department. The third lieutenant, Steve Loyd, is a Command College Graduate. An officer, Dave Jensen, was selected to provide input from the viewpoint of the subordinate. Dave is also a recognized CAD\RMS\PC computer expert. The City of Fremont Risk Manager, Mr. Norton Hastings, who works in the Personnel Department and manages all police liability issues was one non-police participant. He has previously participated in a Command College NGT. Another non-police participant was Mr. Ron Fong, a senior civil engineer who was selected to give an engineer's perspective on the issue in contrast to the social

science, technical, and legalistic perspectives of the balance of the participants. This individual is also of Asian descent and provided an ethnic balance to the group. One additional participant was selected as a representative of the community, not employed by a governmental entity, but familiar with police activities, Kathy Hunt, who works with a local support group and who has recognized experience as a fundraiser. These individuals comprised the nominal group.

TRENDS

Each participant was given an information packet which contained the issue question and subissues, trend and event definitions and evaluation forms, plus blank paper and index cards. To start the process, the group was given an overview of the NGT process and then the issue question was explained and discussed. A poster size copy of the issue question was posted on the wall visible to all panel participants as a visible reminder of the focus of the group. The group was provided with the following trend definition, "A series of events by which change is measured over time". The group was also instructed to not indicate a direction in their trend statements since a trend is not a direction.

The group was asked to silently write down 10 or more trends that would have an impact on the issue question. When completed, each member of the group was asked in rotation around the table to verbally identify a trend that was then recorded on a flip chart for all to see. This process continued until all members of the group had exhausted their list of trends. Each trend was given a unique number. The two persons recording the trends (on two separate charts) were also careful to record

trends in clear, concise sentences. The trends were then briefly discussed with the group so that there was agreement on their meaning. A complete listing of all trends generated by the group is contained in Appendix A. During the discussion of the trends, similar and duplicate trends were combined.

Each member of the group was then asked to silently record on a 3" x 5" card the top 10 trends (by trend number) which they believed would impact the issue and sub-issues. The cards were collected and a mark was made next to each trend on the flip charts selected by each member of the group. The 10 trends receiving the most "votes" were then selected and recorded on a separate chart. These ten trends were discussed by the group and consensus reached on their importance and order. The ten trends identified by the group are listed in order of importance:

- 1-Cultural Diversity-Cultural diversity in the community.
- 2-Technology and tools. Computer, communications, information technology and devices. The forecast from the group was for steady growth in technology.
- 3-Performance Monitoring-The ability to remotely monitor the performance of subordinate employees. The group forecasted a steady but moderate increase in the area of remote performance monitoring of employees.
- 4-Innovative Leadership-As demonstrated by the first-line supervisor was defined as the creative problem solving of organizational and community problems.
- 5-Department Morale-Morale levels in medium police departments.
- 6-Number of Supervisors to Line Personnel-The number of first-line patrol supervisors to line personnel assigned to the patrol function.
- 7-Government Restructuring-Changes in the way government works to meet future needs of the communities they serve.
- 8-Level of Violent Crime-The level of violent crime throughout the community and society.

9-Number of Supervisors who do not Supervise-The number of first-line supervisors who are in staff assignments where they do not supervise other employees.

10-Civil Litigation-The level of civil lawsuits. The forecast group expressed great concern over the level of civil litigation.

After development of the list of trends, the group was asked to individually forecast the above top ten trends on a trend evaluation form. This form uses the current date as a baseline with a level of "100." Group members were asked to look back five years and show the level of the trend at that time, and to forecast the trend for both five years and 10 years into the future. Refer the Analysis Section beginning on page 24 for the forecast results.

EVENTS

The group was next tasked with identifying possible future events that could impact the issue question. The group was provided with a working definition of an event that was: "A discrete, one-time occurrence." Events were further described as "newspaper headlines" and several examples were given. The group was then asked to silently generate a list of events, similar to the process previously completed generating the list of trends. When this was completed, each member of the group verbally told one of his/her events that were recorded on the flip charts. This process continued with each member of the group contributing one event until all had exhausted their lists. Each event was then discussed to clarify the meaning of the event and to avoid event duplication. When this was completed, the group members were asked to individually select the top ten events most likely to impact the issue question that they recorded on 3" x 5" cards. The cards were then collected and the

top ten events were decided by the number of votes each received from the group.

The top ten events are:

1-"Rodney King" Video Incident-This involves the videotaping and the release of the tape to the media. It does not include the trial or riot.

2-Ethnic Riot-A large riot predominantly involving one ethnic group.

3-"Failure to Supervise" Lawsuit-A lawsuit based upon the new role of the first-line supervisor.

4-Sexual Harassment Lawsuit-A lawsuit based upon the continued hiring of women into law enforcement.

5-Computer "TO" Message Scandal-A scandal based upon language, comments, etc. contained in the "TO" message capability of Mobile Computer Terminals (MCT's).

6-Police Commission Formed-The appointment of a Civilian Police Commission for oversight of department activities where no commission previously existed.

7-Change in Chief-The change in Police Chief, due to retirement, job change, or termination of the existing chief.

8-Local Political Upheaval-Local City Council/Mayor turmoil where council members are recalled or major issues bitterly divide the council.

9-Police/Fire Combine-Police and Fire Departments combine forming a public safety department with one chief and where employees are interchangeable as both police and fire persons.

10-Police Take 10% Budget Cut-The police department budget is reduced.

The results of the event selection were discussed with the group and there was consensus that these events were the top ten based upon the clear-cut number of votes they had received. There was an apparent decided pessimistic tone to the events selected, each representing very real challenges to the future of the issue and the carrying out of change. This was discussed with the group, and the unanimous

opinion was that there really are many pitfalls and challenges to carrying out any change and that these type events are exactly the type challenges that will occur. The group also expressed the belief that law enforcement was capable of meeting and overcoming these challenges and that change could be successfully implemented. Although other events were discussed, there were no opinions expressed that other events should have been included in the top ten. For a complete listing of all events generated by the NGT, refer Appendix B.

The group was then directed to use the Event Evaluation Form to estimate the number of years from now that the probability of the event occurring first exceeds zero, the probability of the event occurring by five years from now, and the probability of the event occurring by 10 years from now. Since dealing with probabilities can be a confusing concept, time was spent explaining that probabilities cannot decrease with time and that the probability at 10 years must be at least the same if not higher than estimated at five years. It was pointed out that if an event was forecast to occur in seven years, then the probability that it would occur in five years was zero. If an event had no probability of occurring within 10 years, then the group should use the number 11 for the number of years that the probability of occurrence first exceeded zero.

In addition, the members of the group were asked to evaluate both the positive and negative impacts of the event on the issue question. It was explained that each event could have a positive impact of from 0-10 and a negative impact of from 0-10. If the event happened, what would its positive and/or negative impact be on the issue?

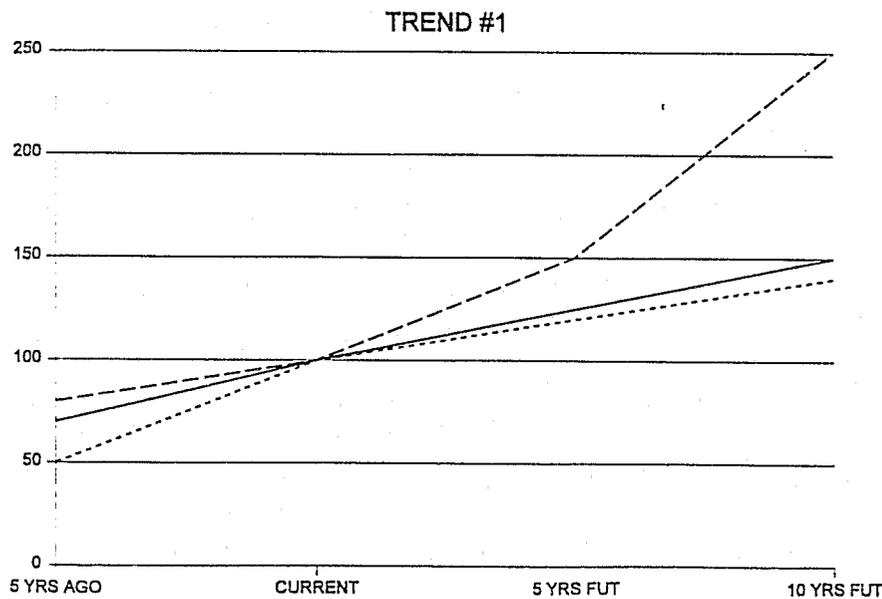
There was a question/answer period until each member was clear on the process. The Event Evaluation Forms were then collected from the group members as they completed this last segment of the NGT process.

ANALYSIS

TREND ANALYSIS

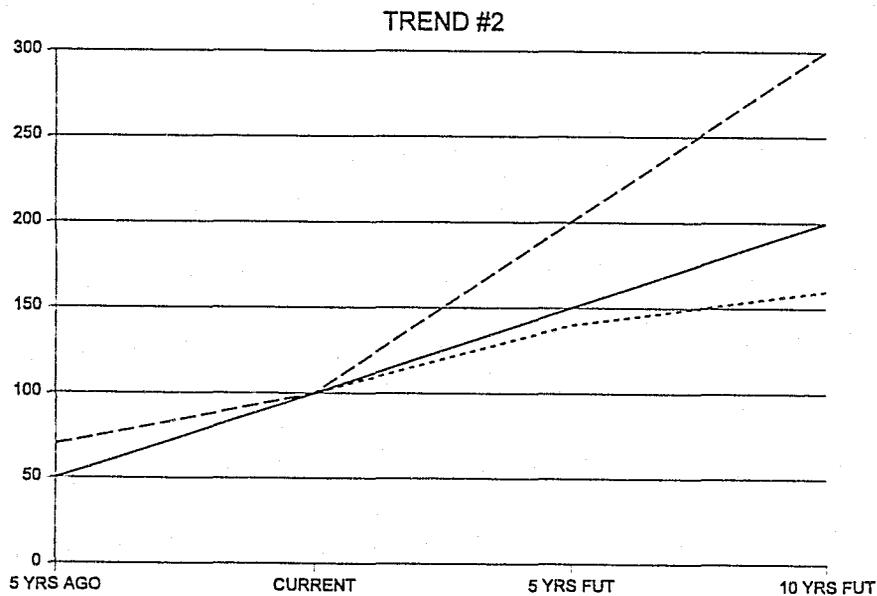
Trend data for each of the top ten trends as forecast utilizing the Nominal Group Technique is illustrated in a graph in this chapter. Each illustration shows the high forecast, the low forecast, and the median forecast developed from the group forecast. Each illustration also shows the level from five years ago, a base current level of 100, and forecast levels five and ten years into the future. An analysis is made for each illustration as it pertains to the issue.

CULTURAL DIVERSITY



1-Cultural Diversity-Cultural diversity in the community. The group forecast continued changes in the diversity of communities. The median forecast shows a steady growth in diversity with a 5-years ago level of 70, current level of 100, a 5-year future forecast level of 125, and a ten-year future forecast level of 150. First-line supervisors will need to be able to deal with an increasingly diverse population/workforce.

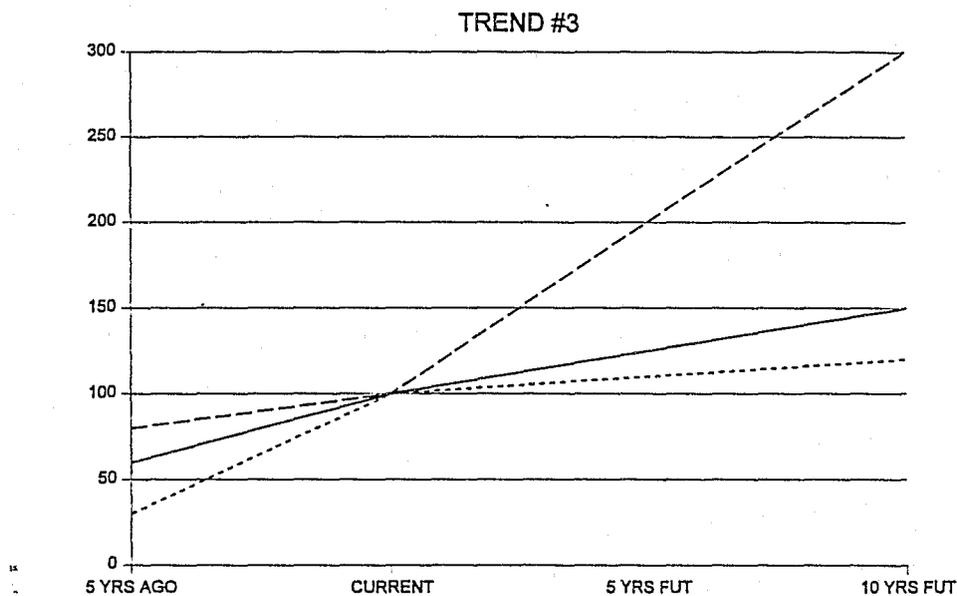
TECHNOLOGY AND TOOLS



2-Technology and tools. Computer, communications, information technology and devices. The forecast from the group was for steady growth in technology. The level of five years ago was 50, current level of 100, 5 years in the future level of 150, and a 10 years in the future level of 200. The group indicated that law enforcement would lag behind the private sector in the use of available technology due to a lack of

resources. Technical developments in the area of information processing and distribution will dramatically influence the first-line supervisor's ability to set priorities and focus on law enforcement and community problems. First-line supervisors will need to be able to work with new technology and tools.

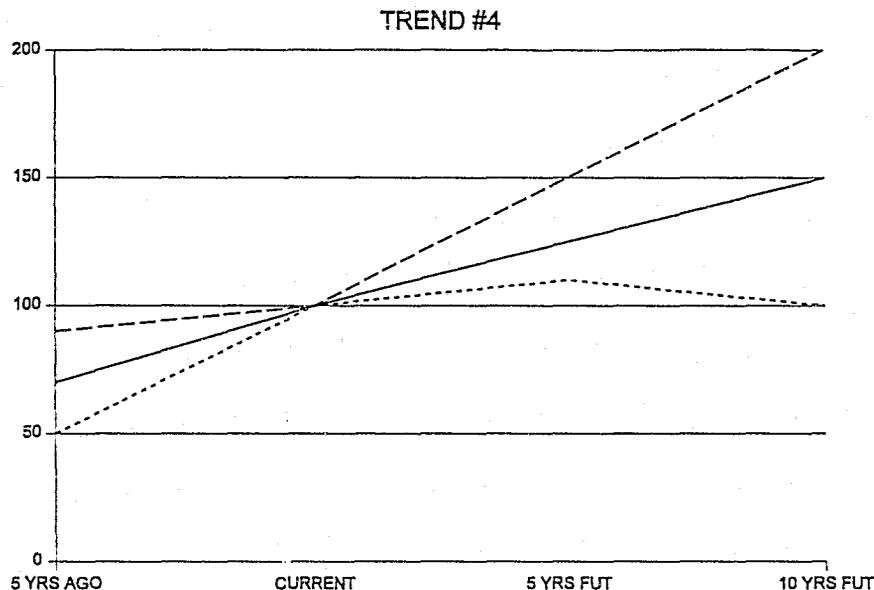
PERFORMANCE MONITORING



3-Performance Monitoring-The ability to remotely monitor the performance of subordinate employees. The group forecasted a steady but moderate increase in the area of remote performance monitoring of employees. The level of five years ago was 60, current level of 100, 5 years in the future level of 125, and a 10 years in the future level of 150. The group discussion focused upon the need to monitor activities for safety and liability reasons, while being careful not to over monitor subordinates and stifle initiative. Monitoring capabilities such as videocameras,

computer files, and vehicle locator systems have been used to monitor subordinate activities and enhanced systems will be available in the future. First-line supervisors will need to be able to utilize new performance tools and techniques.

INNOVATIVE LEADERSHIP

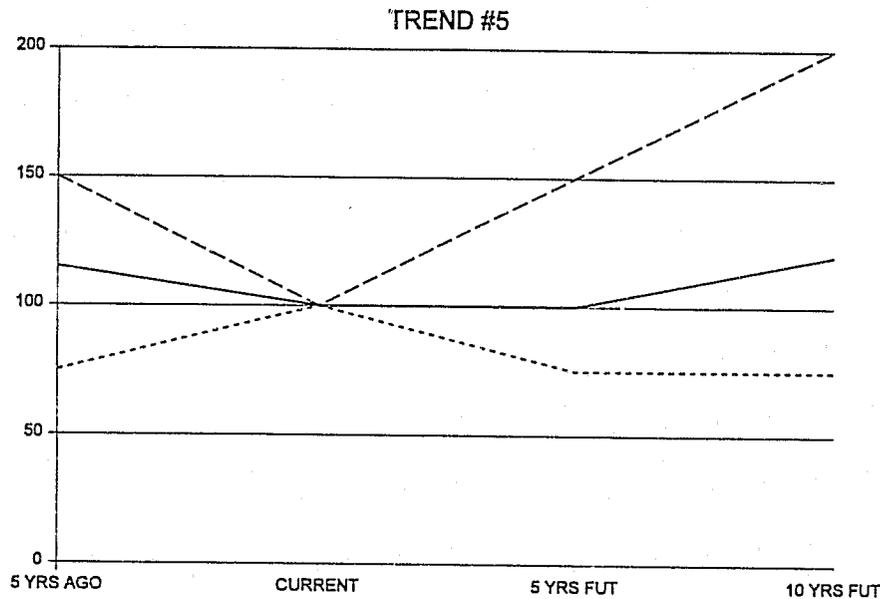


4-Innovative Leadership-As demonstrated by the first-line supervisor was defined as the creative problem solving of organizational and community problems.

The forecasting group saw a steady increase in innovative leadership, beginning five years ago with a level of 70, and projecting levels of 125 in five years and 150 in 10 years. Group discussion indicated that innovative management and supervisory leadership capabilities developed in the past five years in response to economic problems and organizational downsizing, would continue in the next five and 10 year time frames. The first-line supervisor, as the result of the loss of higher

levels of management in many agencies, was seen by the group as being in a unique position for the expansion of leadership responsibilities and capabilities. First-line supervisors will need to use new and innovative leadership strategies.

DEPARTMENT MORALE

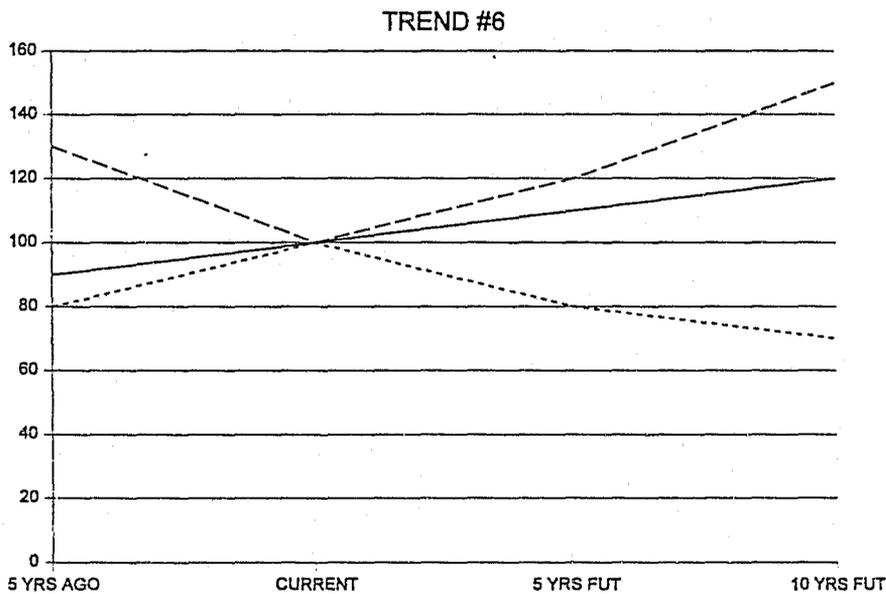


5-Department Morale-Morale levels in medium police departments. Morale was defined as the attitude, spirit and commitment of personal to achieving the goals, objectives, and mission of the organization.

Declining morale was seen by the group as a persistent problem, with a drop from a level of 115 five years ago to a current and five year forecast level of 100, and a ten-year level of 120. The current economic downturn and resulting changes in many agencies were believed to be the main reason for the drop in morale. Poor

morale can lead to significant drops in performance and levels of service to the community. The first-line supervisor will have to address this issue on a daily basis and will have to strive to maintain her/his subordinates commitment to the goals, objectives, and mission of the department. Morale issues interconnect with many of the other forecast trends, and will be an area of critical concern for the first-line supervisor.

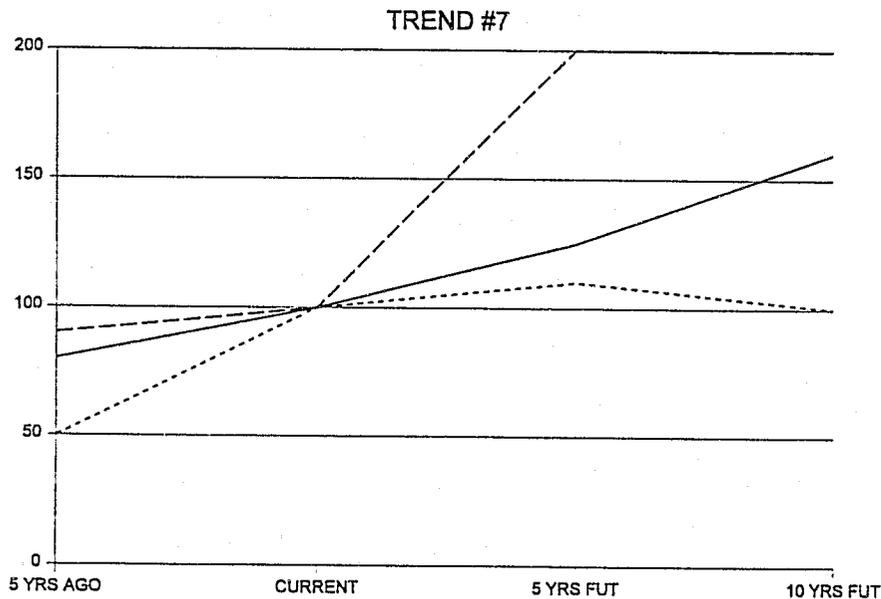
NUMBER OF SUPERVISORS



6-Number of Supervisors to Line Personnel-The number of first-line patrol supervisors to line personnel assigned to the patrol function. The median level of five years ago was 90, current level of 100, 5 years in the future level of 110, and a 10 years in the future level of 120. The forecast's group indicated that there had been an increase in the number of first-line patrol supervisors from five years ago, which was consistent

with the reassignment of staff supervisors to patrol assignments. The median projection was for a slow increase in the number of field supervisors to a level of 110 in five years and 120 in ten years. The reasons for the increases were mainly centered over the concern for lawsuits and other liability issues and a recognition of the need for increased community involvement by first-line supervisors. There were divergent opinions in the group, with a low forecast level of 70 in ten years and a high of 150.

GOVERNMENT RESTRUCTURING

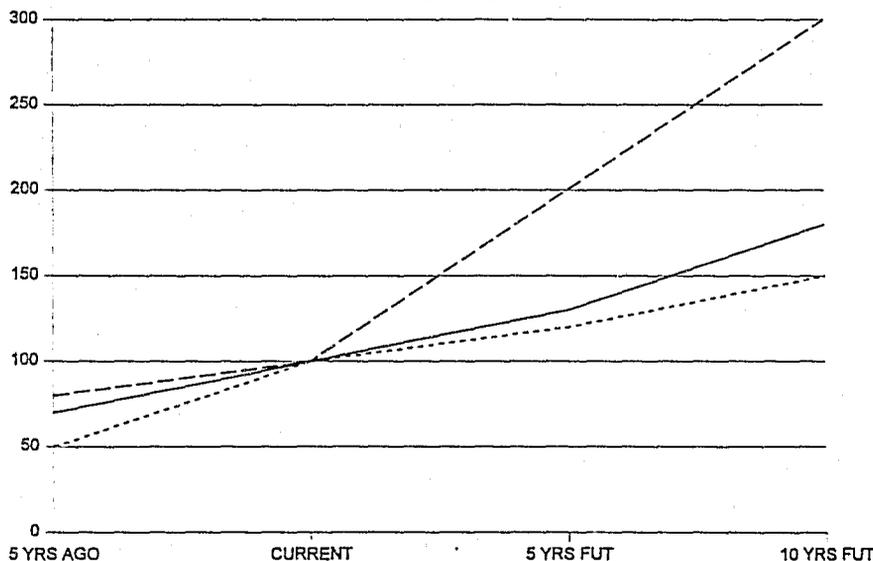


7-Government Restructuring-Changes in the way government works to meet future needs of the communities they serve. The group median level for government restructuring was 80 for five years ago, and was forecast at a level of 125 for five years in the future and 160 for ten years in the future. There were widely divergent

individual forecasts on this trend. The high forecast was for a level of 200 within five years and maintaining that level out to ten years. The low forecast was for a slight increase to a level of 110 in five years then dropping back to the current level of 100 in ten years. Government restructuring was viewed as impacting and being impacted by most of the other trends. The role of the first-line supervisor will impact and be impacted upon by government restructuring. This will present a unique opportunity for the application of new ideas and an opportunity to change away from established but outdated practices. The first-line supervisors will need to be involved in making these decisions.

LEVEL OF VIOLENT CRIME

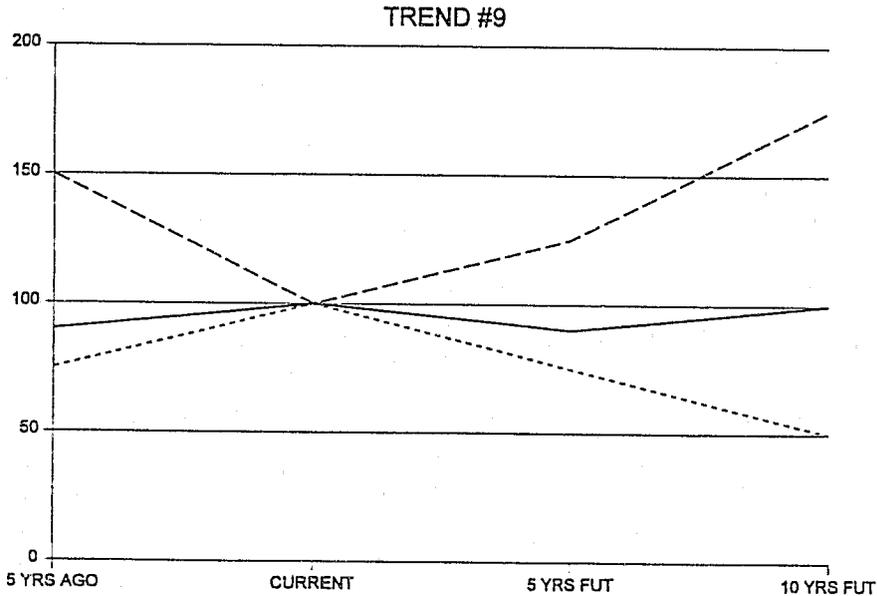
TREND #8



8-Level of Violent Crime-The level of violent crime throughout the community and society. The forecast group noted an increase in the level of violent crime, with a

past median level of 70, and future forecast levels of 130 in five years and 180 in ten years. Violent crime has become a national issue that has focused national attention on crime as the number one social problem in the country. The challenge of violent crime and the ability to deal with it will present the greatest challenge for the first-line supervisor. Policy decisions made at the national, state, and department head level will be actualized at the level of the first-line patrol supervisor.

OF STAFF SUPERVISORS

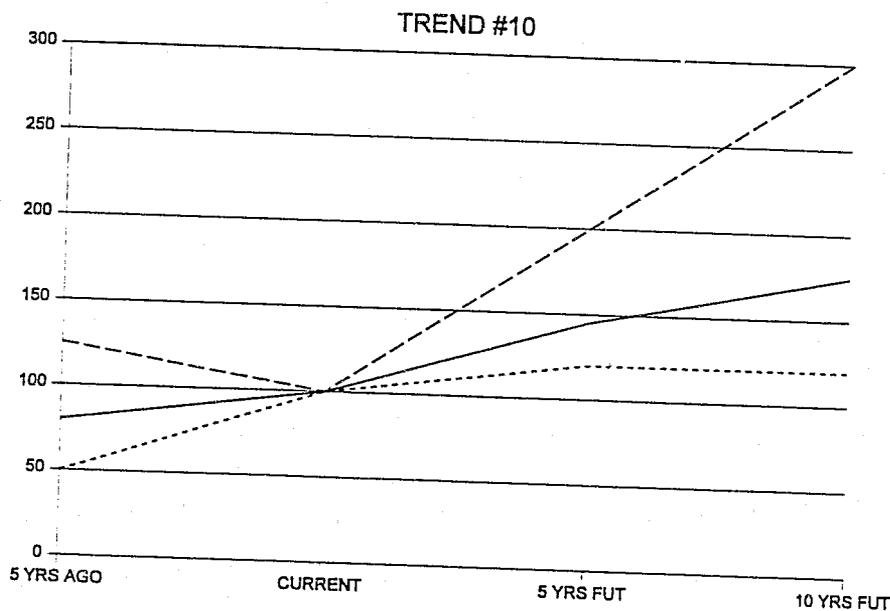


9-Number of Supervisors who do not Supervise-The number of first-line supervisors who are in staff assignments where they do not supervise other employees.

The group did not forecast any significant changes in the number of staff supervisors. The median forecast showed a drop to a level of 90 in five years that

was the same as the median level from five years ago. The median forecast for 10 years was to move back to the current level of 100. Recent restructuring in agencies was viewed as reducing the number of staff positions, whether through reassignments or civilianization. Staff assignments such as records supervisor, communications supervisor, and jail supervisor were seen as positions which could be staffed with civilian supervisors (managers) instead of sergeants. The lack of "inside" jobs impacts the first-line patrol supervisor by limiting opportunities for gaining experience in those assignments. This lack of opportunity for the first-line patrol supervisor will put added pressures upon the need to upgrade and enrich that assignment.

CIVIL LITIGATION



10-Civil Litigation-The level of civil lawsuits. The forecast group expressed great concern over the level of civil litigation. The median forecast indicated an increasing

trend from a level of 80 five years ago to levels of 145 in five years and 175 in ten years. A major concern was not just the level of civil litigation, but the impact this litigation has on organizations. The group expressed a significant lack of confidence in the ability of the judicial system to fairly handle lawsuits involving law enforcement agencies. The high forecast of a level of 300 in ten years was significantly higher than the median forecast level of 175. First-line supervisors will have to deal with such legal issues before, during, and after they occur.

The trend data describes each of the top ten trends as forecast utilizing the Nominal Group Technique. A Trend Evaluation Form summary is included in this narrative in Table 1. It includes median data on the trend level five years ago, the current base level of 100, and five year and ten year future forecast levels. This summary table puts the graph data into a numeric table form for comparison purposes.

TREND EVALUATION FORM

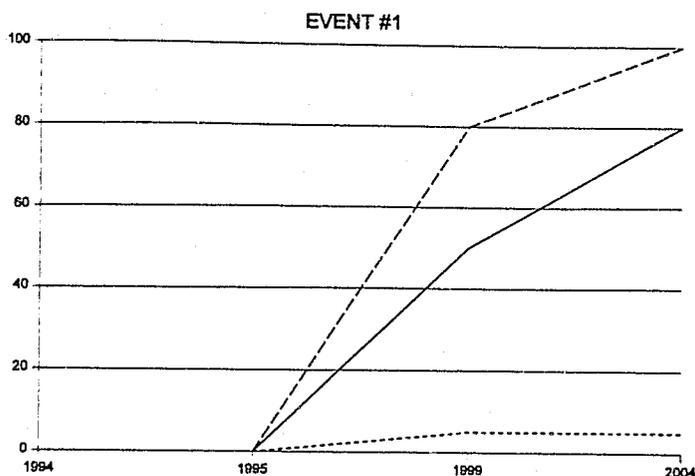
TRENDS	5 YEARS AGO	CURRENT LEVEL	5 YEARS IN THE FUTURE	10 YEARS IN THE FUTURE
#1-CULTURAL DIVERSITY	70	100	125	150
#2-TECH. AND TOOLS	50	100	150	200
#3-PERFORM. MONITORING	60	100	125	150
#4-INNOVATIVE LEADERSHIP	70	100	125	150
#5-MORALE	115	100	100	120
#5-RATIO OF SUPERVISOR TO LINE	90	100	110	120
#7-GOVT RESTRUCTURE	80	100	125	160
#8-VIOLENT CRIME	70	100	130	180
#9-NUMBER OF STAFF SUPERVISOR	90	100	90	100
#10-CIVIL LITIGATION	80	100	145	175

TABLE 1

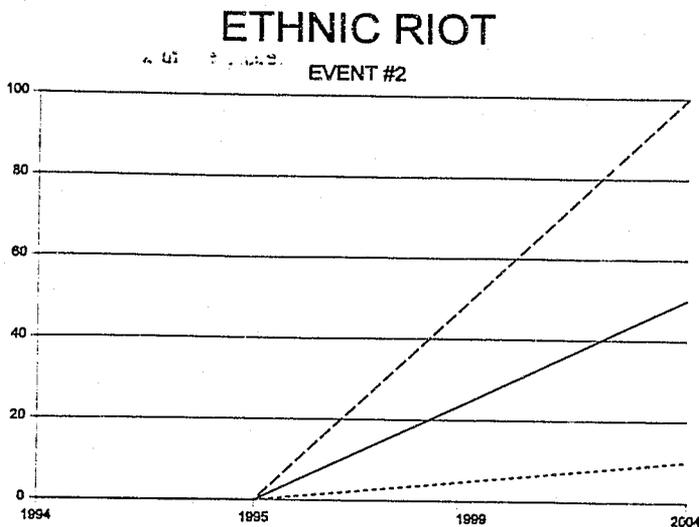
EVENTS ANALYSIS

The event data contained in this chapter describes in graph form the top ten events forecast utilizing the nominal group technique (NGT) process. Each graph shows the year that the probability for the event occurring exceeds zero, the high and low five year and 10 year forecasts and the median forecast. A narrative analysis is made for each graph as it pertains to the issue.

"RODNEY KING" VIDEO INCIDENT



1-"Rodney King" Type Video Incident-This involves the videotaping and the release of the tape to the media of an incident similar to the infamous "Rodney King" incident in Los Angeles. It does not include the trial or riot. The forecasting group was widely divided on the forecast for another incident of this type happening again. The median forecast was a 50% probability of occurrence by five years and an 80% probability of occurrence within ten years. Although the probability of occurrence was high, the forecast group estimated that the general impact of the incident would be less than the original case. An agency experiencing such an incident would find considerable pressure to control and review field activities of officers, and the first-line patrol supervisor would be the rank held most responsible. The failure of the sergeant in the original incident to control the officers present at the scene will result in a closer examination of the role of the first-line supervisor.

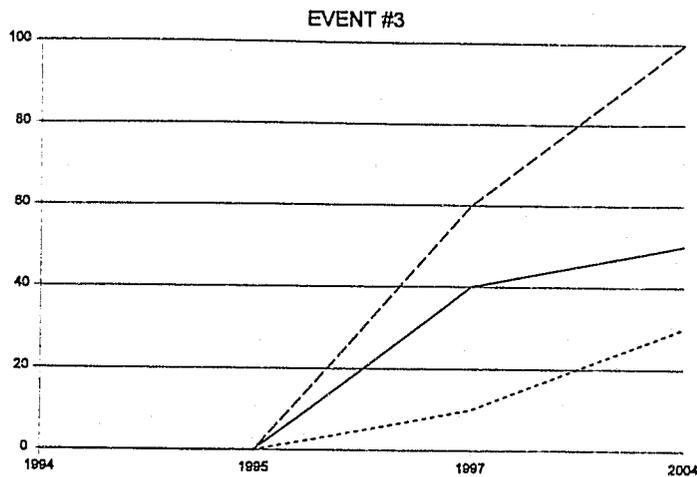


2-Ethnic Riot-A large riot predominantly involving one ethnic group.

The group forecasted that the probability for the event occurring would exceed zero within one year. The median probability for occurrence was 25% in five years and 50% in ten years.

The prevention or control of mass acts of violence and lawlessness that occur during a riot are one of the traditional reasons for the existence of police forces. The appropriate strategy for dealing with ethnic riots is to prevent their occurrence in the first place. This should be accomplished through community involvement and action which removes the causes that could lead to rioting. This first-line supervisor is the first level of supervision in direct contact with the community, and is thus in a unique position to both identify friction and to promptly direct resources to resolve problems.

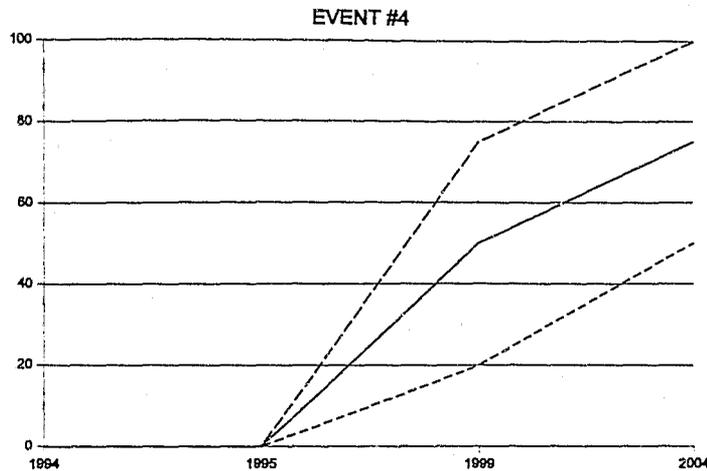
FAILURE TO SUPERVISE LAWSUIT



3-"Failure to Supervise" Lawsuit-A lawsuit based upon the new role of the first-line supervisor. The group forecasted that the probability for the event occurring would exceed zero within one year. The median probability for occurrence was 40% in five years and 50% in ten years.

The group expressed concern over the number of lawsuits impacting law enforcement and society in general. A particular concern was expressed for role changes for supervisors and the impact that a lawsuit(s) would have. First-line supervisors will have to effectively monitor the activities of their subordinates without intruding into those activities.

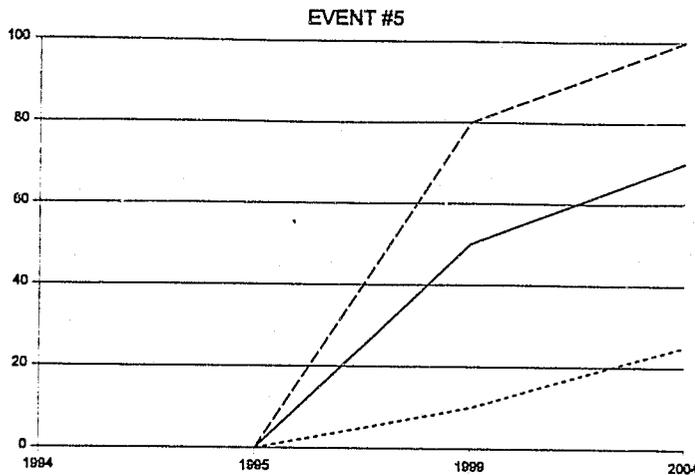
SEXUAL HARASSMENT LAWSUIT



4-Sexual Harassment Lawsuit-A lawsuit based upon the continued hiring of women into law enforcement. The group forecast showed that the probability for the event occurring would exceed zero within one year. The median probability for occurrence was 50% in five years and 75% in ten years. The group believed that more women in the workforce would increase the probability of lawsuits for sexual harassment. The lawsuits could be filed by either men or women. The first-line supervisor was seen as the person chiefly responsible for appropriate conduct during briefings and in the field.

The trend toward increased police involvement with the community, whether via formal community oriented policing programs or other contacts, places even more responsibility upon the first-line supervisor to see that those contacts are always appropriate.

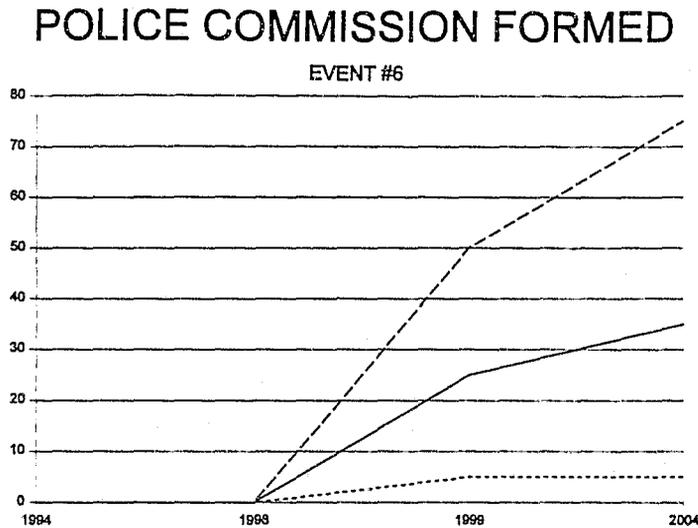
COMPUTER MESSAGE SCANDAL



5-Computer "TO" Message Scandal-A scandal based upon language, comments, etc. contained in the "TO" message capability of Mobile Computer Terminals (MCT's). Terminal to terminal text messages. "TO" messages are digital transmissions between computer terminals where the sender literally types TO and then the destination such as, TO 1A12, or TO CAPT SMITH, followed by the text of the message. Since these messages are digital transmissions they cannot be audibly monitored by supervisors. "TO" message transmissions are retained in computer data files which can be accessed and printed out for review. Printing and reviewing large volumes of text data generally takes more time and effort to decipher than listening to audio tapes.

The forecast group indicated that the probability for the event occurring would exceed zero within one year. The median probability for occurrence was 50% in five years and 70% in ten years. First-line supervisors will need to monitor technology and

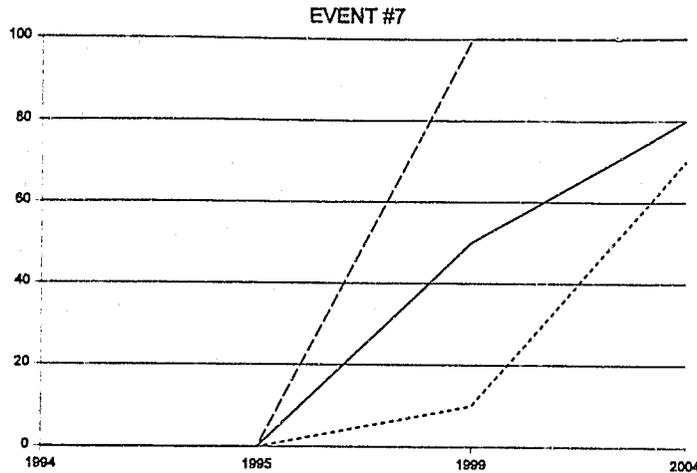
to teach values to avoid inappropriate messages.



6-Police Commission Formed-The appointment of a Civilian Police Commission for oversight of department activities where no commission previously existed.

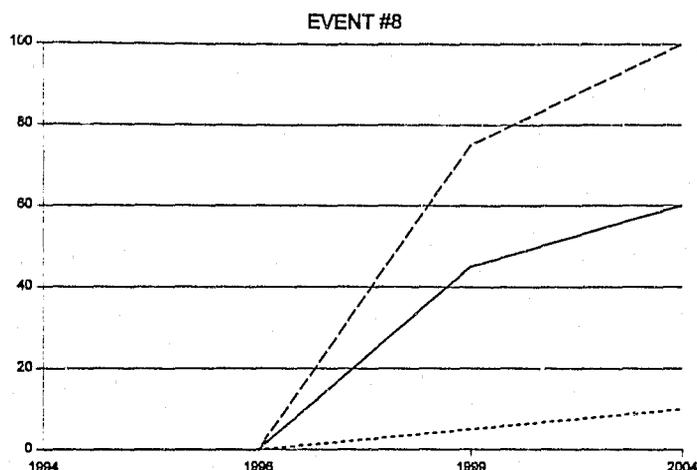
The forecast group indicated that the probability for the event occurring would exceed zero within four years. The median probability for occurrence was 25% in five years and 35% in ten years. The group showed that the formation of a Civilian Police Commission was a concern to law enforcement agencies, and first-line supervisors, who object to a nonprofessional review of police activities. First-line supervisors will need to maintain a close involvement with the whole community.

CHANGE IN CHIEF



7-Change in Chief-The change in Police Chief, due to retirement, job change, or termination of the existing Chief. The group forecasted that the probability for the event occurring would exceed zero within one year. The median probability for occurrence was 50% in five years and 80% in ten years. A change in the chief executive officer in any organization can signal a significant change in direction for the department or at minimum a change in management style. First-line supervisors will have to remain flexible in working with a variety of leaders both inside and outside the department.

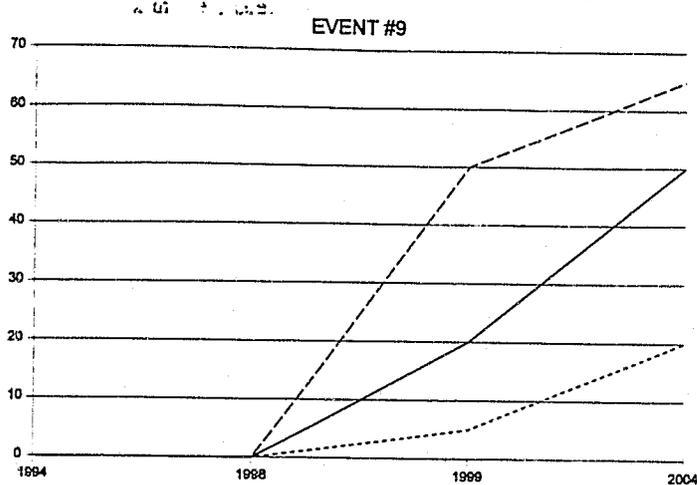
LOCAL POLITICAL UPHEAVAL



8-Local Political Upheaval-Local City Council/Mayor turmoil where council members are recalled or major issues bitterly divide the council.

The group forecasted that the probability for the event occurring would exceed zero within two years. The median probability for occurrence was 45% in five years and 60% in ten years. Changes in local government can drastically change the support for the police department and the direction of the entire city government. Turmoil on city councils often spreads to city departments as individual councilmembers favor positions that bring them into conflict with regulations or established operating procedures. First-line supervisors should be politically aware but should avoid taking political sides at all times.

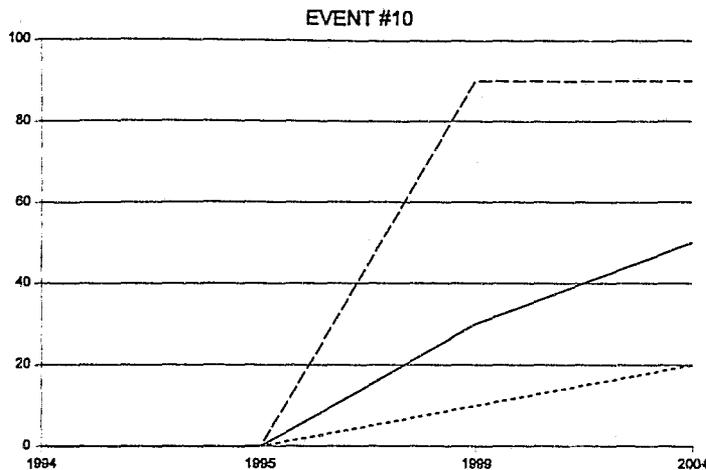
POLICE/FIRE COMBINE



9-Police/Fire Combine-Police and Fire Departments combine forming a public safety department with one Chief and where employees are interchangeable as both police and fire persons.

The group forecasted that the probability for the event occurring would exceed zero within four years. The median probability for occurrence was 20% in five years and 50% in ten years. Budget and staffing reductions in city governments may bring public safety departments back into style. Regional combinations of distinct police and fire departments seems to be the preference over combining local police and fire departments into public safety departments. The first-line supervisor needs to recognize that police, fire, and other city departments must cooperate as a team to resolve community problems.

POLICE TAKE 10% BUDGET CUT



10-Police Take 10% Budget Cut-The police department budget is reduced.

The forecast group indicated that the probability for the event occurring would exceed zero within one year. The median probability for occurrence was 30% in five years and 50% in ten years. Reductions in the police budget make it difficult to implement new programs which require more personnel. Past budget reductions have forced the police department to become more involved with the community for financial and support from volunteers. This involvement has been very positive, but a 10% budget cut would force most departments to reduce personnel and limit activities to emergencies and major offenses. The first-line supervisor should work with the community and his subordinates to maximize the effectiveness of department services.

An Event Evaluation Form (Forecast) Summary was completed. It contains data representing the median forecast compiled from the forecast group for each event. The summary data can be used to compare forecasted probabilities of the

events and the positive and negative impacts of the events on the issue area.

EVENT EVALUATION FORM SUMMARY

EVENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS 0 (median)	PROBABILITY 5 YEARS FROM NOW (0-100)	PROBABILITY 10 YEARS FROM NOW (0-100)	IMPACT ON THE ISSUE AREA IF THE EVENT OCCURS POSITIVE IMPACTS (0-10)	IMPACT ON THE ISSUE AREA IF THE EVENT OCCURS NEGATIVE IMPACTS (0-10)
#1-RK VIDEO INCIDENT	1	50	80	2	7
#2-ETHNIC RIOT	1	25	50	1	8
#3-FAIL TO SUPERVISE	1	40	50	5	7
#4-SEX HARASS	1	50	75	5	7
#5-COMPUTER SCANDAL	1	50	75	2	7
#6-POLICE COMMISSION	4	25	35	3	6
#7-CHANGE IN CHIEF	1	50	80	4	4
#8-LOCAL POLITICAL UPHEAVAL	2	45	60	5	4
#9-POLICE/FIRE COMBINE	4	20	50	4	6
#10-POLICE BUDGET CUT	1	30	50	1	9

TABLE #2

CROSS-IMPACT ANALYSIS

The interrelationships between the various events, their impacts upon each other, and the assessment of those impacts provide a powerful tool for accurate forecasting.¹⁵ In this process, the impact on a second event if a first event has occurred is estimated based upon the best judgment and experience of the forecaster.

The Command College Sigma program can be used to automatically calculate the impact of the first event upon the second event and the change in probability of the second event.¹⁶ This procedure is continued for the total number of events. By multiplying the probability times the change, and totaling the changes caused by the impacts of each event, a final probability of occurrence can be determined. These calculations are completed automatically by the Sigma program.

The cross-impacts for the issue in this paper were estimated by the author helped by a lieutenant who is a Command College graduate. Each event was reviewed with a perspective to actual events that have occurred and their impact on other events. Putting these estimations into a historical perspective and discussing them with another expert opinion, resulted in lower impact estimates than initially hypothesized. The 10 x 10 Cross Impact Matrix is depicted in Table 3.

CROSS IMPACT MATRIX

INITIAL PROB V	E 1	E 2	E 3	E 4	E 5	E 6	E 7	E 8	E 9	E 10	FINAL PROB
72	X	20	-15	0	5	-5	0	5	-5	5	E1 78
42	20	X	-10	0	5	-5	-5	15	0	10	E2 63
58	10	10	X	5	5	-5	-5	10	0	5	E3 80
73	5	0	10	X	5	0	0	0	5	0	E4 88
75	10	10	10	5	X	0	0	0	0	5	E5 98
35	10	15	5	5	5	X	5	5	-5	-5	E6 62
84	5	5	5	5	5	-5	X	-5	5	-5	E7 94
65	10	10	0	0	5	-5	0	X	0	10	E8 83
36	-5	-5	5	0	0	-5	5	-5	X	5	E9 35
47	-5	-5	-5	0	0	0	0	-5	10	X	10 39

TABLE 3

The following analysis of the impact of events 2-10 upon the probability of the occurrence of Event #1-"Rodney King" Type Video Incident, is an example of the reasoning used to determine all of the cross-impacts on this issue.

IMPACT ON EVENT #1 probability if the below listed events occur first.

EVENT #2 ETHNIC RIOT- If an ethnic riot occurred, it would increase the probability of a Rodney King type video incident since there would likely be much use of force and use of video cameras. On the other hand, there was minimal reporting of police violence in the riots following the verdict. If these instances of violence are indeed limited and random, the riot may not result in a positive impact on the probability of such an incident.

EVENT #3 "FAILURE TO SUPERVISE" LAWSUIT- A failure to supervise lawsuit would probably cause a rethinking and a restructuring of supervisory procedures if the suit was based upon the system of supervision versus an isolated incident. The review and subsequent tightening of procedures should reduce the probability of Event #1.

EVENT #4 SEXUAL HARASSMENT LAWSUIT-A sexual harassment lawsuit should have minimal impact on an Event #1.

EVENT #5 COMPUTER "TO" MESSAGE SCANDAL- The computer (MDT) tapes reviewed after the original Rodney King incident in Los Angeles created quite a stir. Similar comments on tapes in another department created a serious scandal. This should have a minimal impact prior to the incident.

EVENT #6 POLICE COMMISSION FORMED- The formation of a Civilian Police Commission could either improve or create problems in preventing a Rodney King video incident. The commission in LA certainly did not prevent the incident. Similar commissions in other cities have aggravated rather than resolved problems. A legitimate commission having oversight and insight into police procedures and community needs should have a positive impact in reducing the likelihood of Event #1.

EVENT #7 CHANGE IN CHIEF- A change in chief is the likely outcome after an RK incident but could go either way in affecting the probability prior to an incident.

EVENT #8 LOCAL POLITICAL UPHEAVAL- Local political upheaval could cause problems and increase the likelihood of an incident particularly if the upheaval was along ethnic or racial lines. But there are other reasons for upheaval in many communities including the usual pro- and no growth factions. The likely impact is to increase the probability of event #1.

EVENT #9 POLICE/FIRE COMBINE- A combined police and fire department may reduce the probability by diluting the commitment of the police organization to the fighting of crime.

EVENT #10 POLICE TAKE 10% BUDGET CUT- A police budget cut may increase employee frustration and stress increasing the likelihood of an incident. This should have a moderate impact.

SCENARIOS

A series of possible futures was developed using the SIGMA Scenario Generator. This computer program randomly generates lists of events and dates of

occurrence based upon the event and time frame information entered into the program. Thirty different future scenarios were developed ranging from several "optimistic" scenarios where five events happened and five did not, up to an extremely pessimistic scenario where all ten events happened in close succession to each other. I have chosen to use three scenarios, representing a possible "best case" future, "middle of the road" future, and an "almost worst" case scenario.

As previously noted in the description of events, the panel of experts in the NGT process believed that the ten events selected represented the type events that would challenge law enforcement agencies trying to implement change. Indeed, many of those events are likely to occur whether or not law enforcement agencies change, because they represent continuations of changes that are already taking place. An example of this would be event #4-Sexual Harassment Lawsuit. The challenge for law enforcement is to effect change for the better of the agency and society, and at the same time reduce the probability of occurrence of the negative events. I will start with the "almost worst" case scenario.

SCENARIO ONE- "ALMOST WORST CASE" FUTURE-Looking back from 2004 in the history of one medium-sized police department.

The following events occurred in this scenario: E-5, Computer "TO" Message Scandal; E-3, Failure to Supervise Lawsuit; E-10, Police Take 10% Budget Cut; E-7, Change in Chief; E-4, Sexual Harassment Lawsuit; E-9, Police/Fire Combine; E-6, Police commission Formed; E-8, Local Political Upheaval; E-2, Ethnic Riot. The following event did not occur: E-1, Rodney King Video Type Incident.

The ten-year period prior to 2004 was a difficult time for medium size law

enforcement agencies in general and for this department in particular. Recommended changes in first-line supervisory roles coupled with reorganization, technology, and leadership were stifled from the start. Beginning early in July 1995, a computer "TO" message scandal rocked several agencies to their very foundations. The content of the messages, and the failure of supervisors to monitor them, led to severe recriminations and probably contributed to the continuing course of events. This department was not directly impacted by the scandal, but extensive review procedures were carried out to prevent any future scandal. One positive note to come from this review, was that "TO" messages in this department were so "scandal free" as to be humorous. However, defense attorneys' had tasted blood once, and every case now included excessive demands for transcripts of "TO" messages that began to take up excessive file space and staff time to resist.

Only six months later in January of 1996, a Failure to Supervise lawsuit, rocked the very foundations of change in the department. The department was now faced with a dilemma. The same legal system that has discouraged development of new products through liability lawsuits, and thus encouraged retention of old technologies, did the same thing with the new supervisor roles. The department was hard-pressed to find enough data to defend its position, in the face of years of quasi-military role model agencies and experience. Experts extolling the virtues of command and control created a very expensive and difficult legal environment. In this environment of uncertainty, the department decided to slow plans to further empower the patrol supervisors, and to maintain the number of middle managers, causing a great sense of relief in those ranks.

In the midst of this legal battle, the continuing California budget crisis resulted in another 10% cut in the police budget in December 1996. This budget cut hampered the department's efforts to operate in a more formalized Community Oriented Policing mode. The only way to effect changes within the budget constraints was to cut services, a strategy the department had first

carried out in 1993, which continued into another budget cycle.

Department morale continued to suffer under the constant budget pressure, lack of pay raises, and loss of benefits. Efforts by the department to follow affirmative action guidelines to balance the department with the changing ethnic balance of the community served to frustrate the many white males still in the department. The employee groups became more confrontational as a result of these and other problems.

As a result of these difficulties, The chief left the department in October of 1997 and a new chief was appointed. No sooner had she taken office, when the department was racked with a sexual harassment lawsuit that was filed in January 1998. This series of legal disasters for the department, for win or lose in a lawsuit, the expenses incurred in the process served to stifle both change and morale.

The continuing legal battles resulting from the lawsuits and demands of the legal system, and their demoralizing effect on the department, directly contributed to the next event in the history of the Department. In September of 2000, the police and fire departments were combined into one Public Safety Department. Most employees were retained in both departments, but duplicate staff and headquarters were eliminated. Although existing personnel would continue in their police or fire assignments, all newly hired personnel were required to work both assignments as needed. The changing career and promotional paths dramatically changed the outlook of existing personnel, many of whom rightly felt that they could rise no higher in the organization, and that the supervisory roles in a public safety department were not what they had wanted in their law enforcement career.

Approximately 18 months of calm prevailed when a Police Commission was formed to monitor to law enforcement activities of the new Public Safety Department in May 2002. The long series of lawsuits that stretched beyond many officers careers with the department, and the continuing turmoil with the replacement of the chief and then the combination with the Fire Department,

added "fuel to the fire," so to speak, and contributed to a significant level of local political upheaval which hit the news in October 2002. The continuing political infighting, with no faction developing a clear majority or capable of taking a leadership role, led to a paralysis in government and a marked inability to deal with festering community problems. This paralysis directly contributed to the disastrous ethnic riot that occurred in November 2003. The only positive note during this ten-year period, was that none of it was captured on video tape.

SCENARIO TWO "MIDDLE OF THE ROAD" FUTURE

The following events occurred in this scenario: E-1, Rodney King Type Video Incident; E-7, Change in Chief; E-2, Ethnic riot; E-3, Failure to Supervise Lawsuit; E-6, Police Commission Formed; E-4, Sexual Harassment Lawsuit; E-5, Computer "TO" Message Scandal. The following events did not occur: E-8, Local Political Upheaval; E-9, Police/Fire Combine; E-10, Police Take 10% budget cut.

The ten years before the 45th anniversary of the department were indeed challenging. In February 1994, only two years after the infamous Rodney King videotaped incident, a similar incident occurred involving the department. Because of this incident, which was seen as having happened due to the department's alienation from the community, and an old style of management, the chief resigned and a new chief was appointed in August 1994.

Efforts were made to improve community relations, with major efforts being made at the first-line level of supervision. The patrol supervisors were asked to take more of a leadership role in the community and not just the department. New tools and technologies were acquired with the intent of improving the first-line supervisor's access to information and to simplify coordination of patrol and community activities. The transition in supervisory roles seemed to be progressing smoothly when a major setback occurred.

Perhaps as a result of the increasing diversity of the community, and the difficulty in specifically addressing the needs and desires of each group, a small confrontation between shop owners and customers spread and a violent riot developed involving one of the city's largest ethnic groups. This occurred in July of 1996, but the impact of this event is still being felt within the community and the department.

In November 1997, a lawsuit was filed claiming that there was a failure to properly supervise officers during the riot of July 1996. The general allegation was that patrol officers and supervisors had aligned themselves with specific ethnic groups because of their community involvement activities. Specifically, the department's heavy involvement with the business community via merchant's associations and neighborhood and business crime watch groups had prejudiced them against the plaintiffs in the case. Because of this prejudice, officers were let loose on their own to take enforcement action against the targeted ethnic group, who were the plaintiffs in the action. The department was subsequently able to successfully defend itself in this action, but a valuable lesson was learned in that all groups need to be included in community law enforcement efforts that should not be limited to traditional support groups.

Hard on the heels of the lawsuit, and in apparent political reaction to the claims and counterclaims of the various community groups, a Police Commission was formed in January 1998. The commission, although formed along the lines of the local political groups, was actually made up of a responsible cross-section of the community. The local political leaders, aware of the discord and political liability caused by such commissions in liberal California communities commonly called "People's Republics of...", had appointed a very responsible commission. The fine efforts of this commission, which often served to shield the police department from inappropriate attacks, would indeed be challenged by future lawsuits and scandals.

Only six months after the formation of the Police Commission, a Sexual

Harassment Lawsuit was filed against the department. The lawsuit was more a function of the larger percentage of female employees in the department (and thus a larger group that could conceivably file such a suit) than any ongoing negative practices in the department. In any event, the ongoing efforts by the department to eliminate any forms of inappropriate behavior through training and discipline, led to the department being absolved of wrongdoing in this case. Similar lawsuits filed against the Fire Department, in which the plaintiffs prevailed, were not reflective of activities in the Police Department. The inquiry by the Police Commission into the department's actions, confirmed to the community that the Police Department did not support, condone, or participate in harassing behavior. The community and department was fortunate during this entire ten-year period to enjoy local political stability in the City Council. There was a noticeable lack of factionalism, although there was often a spirited debate. There were no recalls, smear campaigns, or one issue slates. This political stability extended to the city government itself, which enjoyed a long-term and very competent City Manager. The police budget was also maintained during the early part of this ten-year period, when city governments continued to suffer under the poor economy in California.

It wasn't until February 2002, just two short years ago, that the department was rocked by a scandal involving inappropriate messages sent over the computerized radio system. The department had failed to invest in the available automatic Word, Phrase and Activity scanning software. This software rejects the entry of any inappropriate word or phrase into the system unless the employee hits override, in which case a copy is automatically sent to the supervisor. Lengthy transmissions and extended back and forth transmissions are also limited unless overridden by the employee, with a copy to the supervisor. Considering the department's continued commitment to technology, this was an unfortunate oversight, perhaps fostered by the belief that "none of our employees would do that." Appropriate disciplinary action was taken and the department hunkered down to ride out the effects of having been

caught in the wringer, a problem that only time will heal.

SCENARIO THREE-"BEST CASE" FUTURE

The following events occurred in this scenario: E-5, Computer "TO" Message Scandal; E-6, Police Commission Formed; E-3, Failure to Supervise Lawsuit; E-4, Sexual Harassment Lawsuit; E-8, Local Political Upheaval. The events that did not occur were: E-1, Rodney King Video Type Incident; E-2, Ethnic Riot; E-7, Change in Chief; E-9, Police/Fire Combine; E-10, Police Take 10% budget cut.

The last ten years, back to 1994, were challenging and not uneventful for the police department and the community. Plans were made in late 1993 to examine how to change the role of the patrol supervisors, as well as many other positions within the department. The department had almost two years to develop strategies, solicit community feedback, and essentially capitalize on the opportunities and avoid the threats to the development and implementation of new first-line supervisory role changes.

The department was also fortunate during this time to have a very competent chief who was held in high regard throughout the community. This chief had the support of the city Council and the Police Association. Through his efforts, the department was able to avoid budget cuts that hit other city departments and other police departments in the state.

In September of 1996, a scandal developed regarding inappropriate comments made via the department's Mobile Computer Terminals (MCT's), which had become the substitute for the old 10-Code "11-98", meaning a face-to-face meeting with a fellow officer to discuss anything and everything. Unfortunately, these "TO" messages are retained in computer files, which can be subpoenaed. There was some concern that computer hackers had tampered with the police computer systems, but this was found not to be the case. Appropriate disciplinary action was taken regarding the offenders, and new and strengthened reviews were carried out. Perhaps the most positive

impact from the entire scandal, was the embarrassment felt by many officers over the inappropriate comments the few offenders had made, but led to the commitment by the vast majority of officers not to become involved in any similar scandals.

In July 1998, the City Council swore in a Police Commission to oversee the operations of the police department. Although this was not seen as a popular decision by any level in the police department, all personnel were committed to working effectively with the commission. The department's long term positive relationship with the Human Relations Commission, set the tone for what was to be a very positive relationship with the new commission.

In June of 1999, a relative of a long retired police captain filed a lawsuit against the department for actions taken by patrol officers. The basic gist of the suit was the alleged failure to supervise officers who taken enforcement action against the plaintiff. The retired captain was extremely vocal in his assaults on the supervisors of the department. Fortunately, the department had been away from the old paramilitary style of command and control so long that a significant level of background material and experience had been amassed and recorded. Public hearings before the Police Commission between the retired police captain and current staff members, resulted in a resounding vote of confidence in current police supervisory procedures. Many saw these hearings as a sounding board where the old and new styles of supervision were debated. In any event, the lawsuit was subsequently dropped, and the department was ready to enter the new millennium with a focused set of values and secure in its role.

The department, and California law enforcement agencies in general, were able to keep up with the changing ethnic diversity in the state. Patrol supervisors and officers enjoyed constructive and supportive relationships with the communities they served. There were no videotapes of police violence as had occurred all too frequently in the early 1990's. This was not to say that officers did not have to use force to complete some arrests, but the force used

was justifiable and accepted as necessary by the various groups in the community. The positive relationships between law enforcement and the many ethnic groups in the community, resulted in a significant period of reduced ethnic violence.

In May of 2002, a sexual harassment lawsuit was filed. In keeping with the many changes in local police departments, the plaintiffs were male officers who claimed harassment by female supervisors. This would have been considered humorous 10 years earlier, but gender role changes coupled with the differing perspectives of the ethnically diverse workforce, made these concerns very real. The department worked with California Commission on Police Officer Standards and Training to arrange department-wide sensitivity training to avoid future problems.

Although things were going well in the department, such was not the case in the local political level. Significant upheaval in the city council led to the recall of several council members. The department, including the command staff and the police association remained out of the dispute.

CONCLUSIONS

Changing the role of the first-line supervisor is an important challenge to law enforcement. As indicated in the scenarios, law enforcement agencies can have change forced or imposed by outside forces, or law enforcement executives can control and focus the needed changes. Advancements in technology, particularly the access to information, will change the way work itself is carried out. Some layers of supervision and management who were formerly used to funnel information are no longer necessary. The organizational structure can be flattened as a result of the availability of information for decisionmaking at the line level. But leadership is never

outdated, supervisors will have to be innovative, legally astute, culturally aware, and capable of operating effectively in a new and changing service environment.

The policy decisions made by law enforcement leaders today and in the next few years will decide how law enforcement organizations will provide their services in the next century. The NGT participants in this paper identified a number of policy decisions that are important if not critical to the future of medium sized police departments. One recurring theme was that law enforcement cannot allow itself to fail in policy decisions, because failure will result in things getting worse, not just staying the same. In other words, medium sized police departments that do not change will stick out like "Sore thumbs" in the next century. And a critical area to be changed, is the role of the first-line supervisor.

Futures research methods present an organized process for informed decisionmaking on long-term issues impacting law enforcement. The process requires that the researcher focus on a specific issue, develop applicable trend and event impacts through the group consensus process of the nominal group technique, and the analysis of the probabilities and impacts of trends and events. The development of scenarios provides a hypothetical base that encourages creative thinking through the application of the impacts of trends and events on the issue. The futures research process allows law enforcement to identify, focus upon, and anticipate the impacts on issues affecting the future of law enforcement organizations.

STRATEGIC PLAN

The intent of the strategic plan on this issue is to identify future impacts on the

issue. This allows for analysis and decisionmaking today that can both mitigate negative impacts and threats and maximize the benefit of positive impacts and opportunities. The identification of these impacts, opportunities, and threats together with intuitive experience and knowledge, allows for the organization to reach the issue goal.

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The Fremont Police Department has a total of 184 sworn officers and 90 civilian employees. The department services a community of 185,000 covering an area of 92 square miles. The city is divided into six patrol sectors with from two to six officers assigned to a sector on each of three shifts. Officers and first-line supervisors have rotating days off and select their own shifts to work on a rotation basis.

The mission statement was developed by the author in conjunction with the "Middle of the Road" scenario generated in the Futures Forecasting section of the Technical Report. Mission statements are used to define areas of operation, express values, and guide behavior without setting specific rules or procedures.

MISSION STATEMENT: The department is committed to change to better meet public expectations of police services. Command staff will actively

cooperate with the community and all department members to carry out agreed upon strategies. First-line patrol supervisors will work cooperatively within the department and the community to effectively facilitate the delivery of law enforcement services. Supervisors will use innovative team leadership techniques to reduce crime, maintain morale, and maintain a positive working relationship with all members/groups of the community. Supervisors will use available technology to effectively coordinate, monitor, and direct employee activities and performance. Supervisors shall be constantly aware of the requirements for equal and fair treatment of all persons.

ENVIRONMENTAL ANALYSIS

A WOTS-UP analysis of the environment and the organization was conducted by the author based upon the trends and events developed by the NGT panel. The WOTS-UP (an acronym for weaknesses, opportunities, threats and strength) analysis format provides a structure for examining the status of the organization.

OPPORTUNITIES

Changing demographics was identified as the principal social trend impacting the issue, leading to a broader cultural diversity in the community and the Department. This trend is being viewed as an opportunity by which all segments of the community can be contacted and involved in law enforcement and crime prevention efforts. Changing demographics will challenge the role of the first-line supervisor by bringing new and different elements into the community that were not there previously. Supervisors working directly with these changing elements in the community will have the opportunity to meet with the diverse groups and set the example, and by that the

perception, of the standard of law enforcement in the community.

The increasing levels of violent crime in our society, coupled with the spread to the suburbs, will create a demand for increased police protection and may facilitate change. The recent passage of Proposition 172, which continued the 1/2 cent sales tax for law enforcement purposes, is an example of the level of community concern about law enforcement services. The careful application of these and other funds to combating crime, will help maintain community support. Violent crime levels will also strain limited law enforcement resources, and will require supervisory input and intervention to resolve and reduce violent crimes and crime levels and their general impact upon the community.

Government restructuring consistent with the "Reinventing Government" process now in progress in many cities, represents a politically acceptable fundamental change in the way local governments conduct business. The reinvention process represents a unique opportunity for the Department, as the City Manager/City Council has adopted this process for the entire city. These are the external environmental opportunities.

In addition, the community itself has many unique strengths and positive attributes that enhance the effectiveness of the Department. In 1989, the prestigious Golden State Report selected the city as the number one large city in California based upon a set of 12 criteria including income, crime, minority economics, infrastructure, and traffic congestion.¹⁷

THREATS

The environmental threats to the achievement of the mission goal are many. The most significant trend developed in the NGT panel involved the impact of civil litigation. Litigation was seen as both a social issue concerning the increasing numbers of persons suing, and an economic issue, considering the cost of judgments against the department and the costs to defend lawsuits. The panel was very concerned that any changes in operating procedures or policies would have the potential of increasing exposure to civil liability. The consensus of the panel, which was further reinforced by a highly publicized civil judgment against the department, was that the judicial system worked against substantive or innovative change because the system perspective was the status quo and court rules were biased in the favor of plaintiffs. These rulings have had a chilling impact on Department morale and have increased levels of resistance to change in the organization. These rulings have also caused officers to avoid handling controversial issues, leaving all parties dissatisfied, or have caused delays in decisionmaking as officers, fearful of civil liability, have deferred decisions up the chain of command to the Division Commander level.

Negative events were a major concern forecast by the NGT panel. Negative events cut across all elements of the STEEP model. Events in the social category included a large ethnic riot and a "Rodney King" video incident. The video incident involves the taping of the incident itself and the subsequent release of the tape to the media. This type incident and the subsequent exposure undermine the confidence of the public in law enforcement and challenges everyone's values of the fundamental

issue of fair and humane treatment by law enforcement officers. This is considered a social issue, although involving the technology of the videocamera, because of the impact of the media on the community itself.

Technology traps also exist in the current method of sending digital messages over mobile computer terminals called "TO" messages. Since "TO" messages go point to point, do not show up on other terminals, and cannot be overheard, they can be subject to abuse unless monitored. The dilemma is that these messages are retained in files and can be retrieved and printed later. Attorneys are aware of this, and now the "TO" message files are being subpoenaed. If not properly monitored or supervised, inappropriate information contained in the files could be embarrassing to say the least. The patrol supervisor will need to monitor transmissions to control inappropriate communications, and will be challenged to maintain a standard of conduct that does not condone such activities.

Forecast events impacting both social and economic categories include sexual harassment lawsuits and "Failure to supervise" lawsuits, both of which relate back to the trend toward an increasing level of litigation. These lawsuits are examples of the type of events that would negatively affect the attainment of department goals. The first type lawsuit would involve the department if appropriate actions were not taken to deal with specific acts of harassment, or if the department failed to develop proper policies and safeguards for dealing with sexual harassment. Proper training and procedures should be in place to reduce the number of such incidents and to properly handle them if they occur. A lawsuit involving "Failure to Supervise", is viewed as

critical as it would directly challenge the reforms and changes planned for the future of the organization. The principal concern in this area is that the judicial system will not understand the issue and will stifle or prevent change by ruling in favor of attorneys and plaintiffs who are dealing from the old law enforcement paradigm of command and control. The challenge for the first-line supervisor is to be able to explain the change, generate community support, and help educate impacted parties in the judicial system.

Reductions in the police budget will invariably influence staffing levels and the ability to carry out program changes. However, the recent cuts in local budgets due to the economic crisis in California in the early 1990's, has proven to be an impetus for change within the Department. One layer of management was cut in a budget saving measure, and service levels were re-prioritized to maintain emergency response capabilities. A police budget cut may increase employee frustration and stress increasing the likelihood of an incident. The first-line supervisor will need to be aware of these frustrations and to act to reduce their impact. These efforts will include maintaining communications between department management and line officers to reduce the impact of rumors and to clearly communicate policies, perceptions, and situational realities. This should have a moderate impact.

The political arena also contains threats that could delay or block the successful implementation of the plan. The formation of a Police Commission, the consolidation of Police and Fire departments, and local political upheaval within the City Council\City Management were all forecast as possible future events likely to impact the issue.

The formation of a Civilian Police Commission could either improve or create problems in preventing a Rodney King video incident. The commission in Los Angeles did not prevent the incident. Similar commissions in other cities have aggravated rather than resolved problems. A legitimate commission having oversight and insight into police procedures and community needs should have a positive impact. A combined police and fire department may reduce the probability by diluting the commitment of the police organization to the fighting of crime. Local political upheaval could cause problems and increase the likelihood of an incident particularly if the upheaval was along ethnic or racial lines. But there are other reasons for upheaval in many communities including the usual pro and no growth factions.

ORGANIZATIONAL ANALYSIS

An analysis of the department, looking at internal strengths and weaknesses and opportunities and threats in the environment (SWOT analysis), provides a framework for gauging the department's capability related to the issue.

STRENGTHS

The department enjoys a unique combination of organizational strengths that contribute to its effectiveness and flexibility. The strengths detailed in the environmental analysis concerning the low crime rate reflect positively on the efforts of the department. A long series of cooperative efforts between the community and the department regarding neighborhood/business crime problems has over the years built a very effective bond between the department and the community. The basic stability and support for law enforcement in the community should ease efforts to improve

services by changing the role of the first-line supervisor.

The department has a long tradition of encouraging line-level and supervisory ideas into problem solving. The department's CCAT (Coordinating Crime Analysis Team) program allows for patrol officer/supervisors who identify crime problems to develop tactical action plans to resolve the problems.¹⁸ Although a formal CCAT committee made up of a cross section of the department reviews many plans, the individual Watch Commanders (Lieutenants) approve most plans so that they may be implemented in a timely manner. The department has originated over 175 CCAT operations since the program's inception in 1987.¹⁹ This experience with CCAT operations is a good indicator of the high level of experience of current and future first-line supervisors in problem solving and teamwork, both abilities of which are valuable in the role of first-line supervisor.

The department is a leader in carrying out new technologies to improve the delivery of law enforcement services. The department was a "Beta" site for the development of Mobile Computer Terminals (MCT). All of the patrol cars and investigative vehicles are equipped with the MCT's that allows for dispatching and message transmissions between all vehicles and computer terminals on the system. The MCT's allow for officers to complete reports in the field and then send the report via radio modem directly into the department's computer system. The department currently operates on a paperless report writing, review, and investigative assignment system. Improvements in the system will ensure that it remains at the leading edge of technology. These capabilities and enhanced future capabilities should enable the

first-line supervisor to better coordinate and facilitate patrol and community activities.

A new police building is currently under construction and due for completion in 1995. Committees are already in place to ensure a smooth transition to the new operating environment. Every effort has been made to find new telephone, computer, and radio systems to take advantage of future developments in technology.

The department has displayed a positive commitment to diversity and equality in all job classifications within the department. The department is the only city department with representation in all sex/ethnic categories and has met or is close to meeting all affirmative action goals.²⁰ This diversity enhances the ability of officers and supervisors to effectively work with all segments and ethnic groups within the community.

WEAKNESSES

The department has experienced difficulties in adjusting to reduced staffing levels that have occurred over the past several years due to budget cuts. This weakness has led to the loss of a clear vision of the department's role in the future. The increased budget pressures have aggravated differences in management styles that exist among top managers in the department. These differences need to be overcome to facilitate the future development of the organization.

The resistance to change is also a weakness within many levels of the department. Budget cuts, adjustments in staffing, and salary disputes have left many employees feeling that they have no control over their jobs or the direction of the department. This has aggravated the usual resistance to change encountered in

carrying out new ideas. Much of the dissatisfaction stems from prior City Manager/Council relations with the POA, and is beyond the control of department managers, but constant efforts are being made to maintain a positive working relationship within the department itself.

The department is currently staffed at less than one officer per 1000 residents, compared to a western states' average of 1.7 officers per 1000 residents.²¹ This staffing level requires constant attention and reallocation of resources to maintain effective response times to emergency calls for service. Increases in calls for service over existing levels will be difficult to handle without reducing service levels and cutting programs. The department is in the unenviable position of having to perform the very complex law enforcement mission with an absolute minimum of personnel resources. This low staffing complicates the role of the first-line supervisors as they often find themselves responding to calls-for-service which limits the amount of time they have for supervisory and community activities.

Many significant opportunities do exist for the department to carry out changes in the role of the first-line patrol supervisor. The City Manager/City Council is committed to reinventing government in the city. The department is actively engaged in this process. The reinvention process is seen by city leaders as at least a 3-5 year process, actually a continuous process, and they have expressed their commitment to change.

The department has also committed to switching over to a more community oriented mode of operation by July of 1995. Initial planning calls for changing the

roles of the first-line patrol supervisors. Initially this is to include seeking community input via sector meetings and giving the supervisors more decisionmaking authority and access to other city resources to resolve problems. Exact details and plans have yet to be worked out.

STAKEHOLDER ANALYSIS

A prearranged meeting was held with seven Command College students on March 3, 1994 to help in an analysis of the issue. The group's input was used to identify the stakeholders and their assumptions regarding the issue. The ten stakeholders and two assumptions for each of them are shown on the Assumption Map on the next page. The City Council was seen as a possible "Snaildarter," the stakeholder who might not be identified as such but who can strongly impact the issue.

An Assumption Map allows for a visual representation of both the importance and certainty of assumptions made for each stakeholder. Assumptions noted in the top right quadrant of the map are the most important and certain. Considerable effort should be made working with the stakeholders in this section. Stakeholders in the bottom right quadrant are important, but the assumptions about them are uncertain. Effort needs to be expended to clarify the assumptions of those stakeholders and to move them into the upper right quadrant. Stakeholders and the assumptions about them in the two left quadrants are considered less important to the success of the overall strategy.

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi Process was used to identify alternative strategies the Department could implement to achieve the stated mission. The policy group consisted of the author plus seven Command College students.

The author explained the issue, sub-issues, and the mission statement to the group along with a description of the scenario. Each member of the group generated strategic alternatives that were written down on a flip chart for the group to see. Nine alternative strategies were developed in this manner as indicated below:

ALTERNATIVE STRATEGIES

1. Emphasize legal and ethical role for first-line supervisors.
2. Survey of organizational roles and fine tune existing roles as needed.
3. Integrate community representatives into supervisor directed work teams.
4. Continue the traditional command and control role model.
5. Shift responsibility to the line level away from the first-line supervisor.
6. Utilize technology to make first-line supervisors more accessible and accountable to officers and the community.
7. Reduce the span of control of first-line supervisors and increase their accountability for meeting department and community needs.
8. Increase the level of decisionmaking/problem solving by first-line supervisors and facilitate this by the ease of access to information.
9. Decentralize sectors and command staff.

Each member of the panel then completed a rating form that rated each strategy against a set of six (6) criteria specific to the issue. The criteria selected

were Community Support, Feasibility, Effectiveness, Service Value, Stakeholder Support, Overall Desirability. A score of "1" in a category was low, and a score of "4" in a category was high. The point score of each alternative strategy was added up across the set of six criteria. This was done for each panel member and each strategy. A grand total score was then obtained by adding up the scores for each panel member for each strategy.

RATING FORM						
STRATEGY	COMMUNITY SUPPORT	FEASIBILITY	EFFECTIVENE SS	SERVICE VALUE	STAKEHLD. SUPPORT	OVERALL DESIRABIL.
#1	14	24	24	20	17	19
#2	14	21	17	11	14	15
#3	20	21	24	24	24	22
#4	14	24	17	12	13	16
#5	17	17	17	21	18	18
#6	21	21	18	18	18	19
#7	21	14	17	21	18	18
#8	14	16	17	20	18	17
#9	24	21	21	24	21	22

TABLE 4

The two highest ranking alternatives were #3-Integrate community representatives into supervisor directed work teams, and #9-Decentralize sectors and

decentralize command staff. These two strategies were selected for further analysis. Strategy #2-Survey of organizational roles and redefining of these roles as needed, was the most polarized in scoring by the panel. This strategy was also selected for further analysis and contrast with strategies #3 and #9.

Alternative Strategy #3-Integrate community representatives into supervisor directed work teams. This strategy encompasses a more community involved policing style that would include the following four elements: 1) Involvement with the community 2) participatory management, 3) problem solving, and 4) visionary leadership.²² The use of first-line supervisor-directed work teams would be a key element in a successful community involved policing program and would allow for a significant change in and development of the first-line supervisor's role. The Panel then developed a list of the pros and cons regarding carrying out the strategy.

Alternative #3 was viewed as new and risky. Potential costs were unknown and could be greater than anticipated, particularly when necessary training costs were factored in. Resistance from first-line supervisors to any major change in their role had the potential of being significant to the success or failure of the alternative. Another concern was the potential for unrealistic expectations from residents and business owners. The concern is that the failure to meet expectations, whether those expectations are realistic or not, could negatively impact the implementation of the change by compromising community support.

Positive aspects of this alternative strategy covered a broad spectrum of proven and effective organizational, supervisory, and community approaches to effective

problem solving. An integration of police officers and community members into a team embraces the concept of empowerment of both the police officer and the community member. Participation of both the police and the community will improve the speed and quality of decisions that effect both the community and the employees involved in the process. The first-line supervisor in this process should function in the critical roles of team facilitator and community representative. It is the best of those two worlds, the ability to do (via the police/community team) what needs to be done (as determined by the community). The overall ability to operate as a team maximizes the opportunities to maximize the utilization of employee/community skills for the improvement of services and the betterment of the community.

Alternative Strategy #9-Decentralize sectors and decentralize command staff.

This strategy involves an element of community oriented policing, partnership with the community, in which control and responsibility for individual sectors is left to a specific team of officers who handle all law enforcement services in the sector. Command staff would similarly be placed in control of specific groups of sectors in the city and would assume responsibility for providing required administrative and support services. The panel then developed a list of pros and cons regarding the implementing the strategy.

This strategy was also seen as a potential risky change. Dollar costs, particularly related to training issues was seen as a potential drawback. Another concern was the determination of consistent or acceptable service levels in the various patrol zones within the City. The possibility of an unhealthy rivalry between zone

commanders for resources and influence was viewed as a very real threat to the success of this strategy. The panel pointed out that this approach would require a high level of professional maturity by all those involved including officers, first-line supervisors, and command staff. Implementation of the change, which would require a significant modification of operating procedures, was seen as another significant challenge

Positive aspects of the strategy were similar to those in alternative strategy #3. The proven value of employee empowerment, community involvement, and teamwork apply to command staff as well as line employees and first-line supervisors. This strategy would improve the use of employee skills and training. A closer involvement with the line teams and the community will speed decisions and personalize a government service that is often seen as threatening by some diverse elements of the community. The policy group believed that a change in the command structure of the department would be necessary to truly change the role of the first-line patrol supervisor.

Alternative Strategy #2-Survey of organizational roles and fine tune existing roles as needed. This strategy involves a review of the existing roles of the first-line supervisors, officers, and mid-managers in the department and a redefinition or fine tuning of those roles as needed. It is seen as an interim strategy where new developments in management theory or law enforcement philosophies can be implemented in the department without making any overall changes in the basic organization structure.

This strategy presents the lowest risk for any level of change within the organization. There should be minimum resistance from conservative elements of the organization. This strategy should have minimal if any short term cost impacts. Improvements to the overall operational efficiency of the organization could be attained but would be minimal.

The principal negative aspect of this strategy is that it does not effectively involve change. It is a "more of the same" strategy. How long this type strategy will remain effective is unknown, but following it increases the likelihood that outside forces will impose change upon the organization.

After the panel's discussion of the 'Pros' and 'Cons' for each strategy, each panel member was asked to evaluate each of the strategies from the perspective of the stakeholders. An overall consensus of the panel members was then decided for each strategy. That consensus is depicted in the table #5 below. A "+" indicates that the stakeholder would perceive the strategy in a positive manner, a "-" indicates that the stakeholder would perceive the strategy in a negative manner, and a "0" indicates that the stakeholder would be indifferent to the strategy.

STAKEHOLDER PERCEPTIONS OF STRATEGY OPTIONS

STRAT	POA	SGT	OFC	CHIEF	CAPT	COMM	MANAG	N/S	FINANC	COUNCI
#2	+	+	0	-	-	0	-	+	+	+/-
#3	-	-	+	+	+	+	+	0	-	+
#9	-	-	0	+	+	+	+	0	-	+/-

TABLE 5

The panel reviewed the three strategies and the results of the stakeholder perceptions and ranked the strategies a second time. The panel again selected alternative strategy #3 as the preferred strategy followed by alternative strategy #9 and then alternative strategy #2. This ranking was consistent with the panel's assessment of the stakeholder perceptions. The panel also discussed possible combinations of alternative strategies #3 and #9 as a viable synthesis of elements having a direct bearing on the issue.

The recommended strategy based upon analysis of the alternatives as they impact the issue is a combination of alternative strategies #3 and #9. This combination strategy would include a philosophy of involvement with the community, supervisor-directed work teams, and decentralized sectors and command staff. This combination strategy should enjoy broad stakeholder support and presents a more encompassing approach to the increasing complexity of policing, of which the future role of the first-line supervisor is a critical element.²³

The recommended strategy addresses several factors that will need to be resolved in any implementation of the plan. The placement of the first-line supervisors and their teams in sectors under the specific command of a captain (currently assigned as division commanders), should facilitate as much as organizationally possible the alignment of the supervisory and management perspectives in the department. Everyone will, perhaps for the first time, be on the same team. This will have positive implications for both the supervisors and the managers.

The idea of supervisory-directed work teams as envisioned for the

FIRST-LINE SUPERVISOR ROLE BEHAVIORS

TEAM LEADERSHIP	COMMUNITY LEADERSHIP	TEAM/COMM RESOURCE	COMMAND	CONTROL	EVALUATOR
ENCOURAGES CITIZEN/POLICE INTERACTION	COMMUNITY INTERFACE	COORDINATE RESOURCES	ASSIGNS OFC ACTIVITIES AS NEEDED	HOLDS OFCRS ACCOUNTABLE FOR JOB PERFORMANCE	EVALUATION BASED ON TEAM PERFORMANCE
INITIATES PROJECTS	ASSISTS COMM GROUPS	ACCESS TO PD RESOURCES	SETS WORK SCHEDULES	CONTROLS OFC TIME	TEAM EVALUATION BASED ON MAKING GOALS
EMPOWERS OFFICERS AND CITIZENS	IDENTIFIES INTERESTED CITIZENS	APPROVES USE OF RESOURCES	RESPONDS TO MAJOR CALLS	REVIEWS REPORTS	SOLICITS FEEDBACK FROM THE COMMUNITY
SOLVES CRIME W/ COMM. ASSISTANCE	MEETS WITH CITIZENS ON PROBLEMS	ACCESS TO OTHER CITY DEPTS	PRIORITIZES PROBLEMS	REVIEWS COMPUTER DATA	EVALUATES UNIFORM/APPEARANCE STANDARDS
COMMUNITY/PO LICE PROBLEM SOLVING	COMMUNITY ADVOCATE	ACCESS TO OTHER GOVT AGENCIES	MANAGES PROJECTS	MONITORS MEETINGS	COMPLETES PERFORMANCE SURVEYS
DEVELOPS GOALS/OBJECTIVES WITH TEAM	TRAINS CITIZENS AS TEAM MEMBERS	UPDATES RESOURCE GUIDES	COMMUNICATE EXPECTATIONS	CONTROLS INFORMATION FLOW	
USES ALTERNATIVE TYPES OF PATROL	IDENTIFIES PROBLEMS	UTILIZES AVAILABLE RESOURCES	INSURES AVAILABILITY OF PERSONNEL	COMPLETES EVALUATIONS	
SELECTS PERSONNEL	BUILDS RAPPORT WITH MEDIA		FOCUSES INFORMATION	INSURES COMPLIANCE WITH MISSION	
SETS THE EXAMPLE AND STANDARDS	MEETS WITH COMMUNITY LEADERS		COORDINATES RESPONSES	INSPECTION ACTIVITIES	
COMMUNICATE EXPECTATIONS	INVOLVES COMMUNITY IN PROBLEM SOLVING		SCREENS ASSIGNMENTS		
TEAM BUILDER					
LEADS BY EXAMPLE					
ACTS AS CRIME ANALYSIS CONDUIT					
MAINTAIN OPEN COMMUNICATIONS					

TABLE 6

IMPLEMENTATION PLAN

Implementation of the plan will require considerable effort and preparation before the actual implementation date. A phased implementation plan is also recommended due to the size of the city and the department. Involved personnel must be trained and involved in developing the new roles for the first-line supervisors, command staff, and other involved personnel. Costs, both direct to the department and indirect to other city departments, will have to be determined and budgeted. Arrangements to monitor the progress and status of the program implementation will need to be in place to allow for a constant update of the plan.

First-line supervisors and command staff will have to be selected early in the planning and implementation phase, since the involvement of all directly affected employees in all phases of the planning and implementation process will be critical. The entire department must be briefed and also other city departments, allied agencies, and stakeholders. Community input should be solicited via a variety of formats, including community meetings. The department has experience in carrying out significant changes in the organization and this experience should work well in the proper function and coordination of required committees and other task groups.

The first phase of implementation would involve two (of six) patrol sectors. This could be completed within one year of the decision to implement the plan. A theoretical target date of January 1996, would allow for budgeting during the fiscal year beginning July 1, 1995. The initial six months of planning should be completed within existing budget constraints since it should mainly consist of previously budgeted

staff time. This year delay will allow for changes and adjustments that may need to be made because of feedback from the first phase. The first phase should also be closely monitored to allow for an update of the overall strategic plan as required.

The strategy should be carried out in the remaining four patrol sectors in January 1997, the beginning of the third year of the strategic plan. The successful implementation of the strategy in year three completes the organizational changes necessary for the further development of the role of the first-line supervisor. The subdivision of the City into three decentralized pairs of patrol sectors, hypothetically renamed as North Zone, Central Zone, and South Zone, each commanded by a captain. All patrol and functions would be decentralized into teams assigned to a specific zone.

Technological aspects of the strategy, including acquisition and deployment of current and future technologies, would have to be considered during the implementation of the strategy. Existing technologies such as pagers, voice mail, and cellular phones will have to be evaluated for their value to the strategy. The department currently has a highly developed mobile computer terminal/electronic report writing system, and these technologies can be developed further to accomplish the department mission. Budget and cost constraints may delay major technology improvements until three to five years into the implementation of the strategy.

The specific leadership skills required of the first-line supervisor will certainly change. The decentralized structure of the organization will place an increased responsibility on the first-line supervisor for decisionmaking and for community

interaction. An emphasis on work team performance will highlight the first-line supervisor's role as a problem solver. The potential for lawsuits will place a greater responsibility on the first-line supervisor to monitor employee performance and provide needed training and guidance. Additional role changes will certainly develop as the strategy is carried out, modified, and updated with experience.

SUMMARY

The development of a strategy to best reach the goal of the issue question, "What will be the role of the first-line supervisor in medium-sized police departments by the year 2004?", has focused on two of the subissues. The subissue question is, "What will be the impact of the organizational structure on the role of the first-line patrol supervisor?". Indeed, an analysis of the strategies shows that changes in the organizational structure would have a positive impact on the role of the first-line supervisor. The change from an organization with a centralized hierarchy and a traditional response to crime to a decentralized/team approach to community crime problems is a major change in direction for a law enforcement agency. The focus has also been on the subissue question, "What will be the importance of leadership to the role of the first-line supervisor?" Two of the most important role behaviors identified were team leadership and community leadership. Combined with the team and community resource role behaviors, these leadership roles represent a major shift in the role of the first-line supervisor. The new command, control, and evaluator responsibilities of the first-line supervisor are minimal compared to the leadership expectations. These changes will not be made without considerable effort and

sacrifice. Carrying out these changes will be well worth the effort in terms of service value to the community.

TRANSITION MANAGEMENT

The changes described above are currently being considered for implementation in the Fremont Police Department. The Fremont Police Department is committed to changing to a Community Oriented Policing and Problem Solving strategy within the next two to five years. The result is that this paper contains information based upon actual applications of the technologies and techniques of Transition Management. The use of these tools has already made a positive contribution to the change process in Fremont.

CRITICAL MASS

Change requires the commitment of persons in the organization to actually make the change happen. The "Critical Mass" is "The minimum number of individuals who if they actively support the change will ensure that the change will take place (and if they resist the change they can ensure that it will fail)."²⁵ This critical mass of individuals can be spread throughout the different levels of the organization but will usually number between five and 10 individuals. The idea of critical mass is different from the idea of stakeholders. Individuals identified in the critical mass must actively support the change in order for it to occur. Stakeholders are individuals, or more often groups, who have a vested interest in the outcome of the change, but may or may not be able to impact the outcome. The identification of stakeholders simplifies the

change process, while the identification of the individuals who form the critical mass is essential to the outcome.

An examination of the Fremont Police Department, including formal and informal leaders and their constituencies within the organization, leads to the identification of the following individuals as the "critical mass" required to effectively carry out the proposed changes. The names used in this section are not the real names of persons within the organization. The Chief as formal leader of the organization will deliver all command staff. Patrol Sergeants Durst, Angle, Awes will deliver sergeants and a significant number of officers. Police Officers Association President Whittle and vice-president Luer will deliver the necessary majority of the members of the Police Officers Association. This group is the critical mass.

A next step after identification of the critical mass individuals, is to find out the level of commitment to the change for each member of the critical mass. A commitment chart can be used to identify where each member of the critical mass stands regarding the change. In the chart the key players are listed, along with possible commitment levels. The commitment levels are 'no commitment', 'let it happen', 'help it happen', and 'make it happen', and are self-explanatory.²⁶

The current positions on the issue of the persons in the critical mass are shown by an "X" in the above Commitment Chart. The "0" shows the minimum level of commitment needed for the change to happen. The Chief has an "X" in the make it happen column indicating that he is presently committed to making sure the change happens. The Chief also has a "0" in the make it happen box indicating that is exactly

where he needs to be for the change to happen. At least one person needs to be committed to making sure the change happens.

COMMITMENT CHART

KEY PLAYERS	NO COMMITMENT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CHIEF				0 X
SGT. DURST		X	0	
SGT. ANGLE	X		0	
SGT. AWES		X	0	
PRES. WHITTLE	X	0		
OFC LUER	X	0		

TABLE 7

The commitment of patrol sergeants is essential to the success of the change in the role of the first-line supervisor. In the past, the organization has attempted to "force" change on the sergeants regarding a new evaluation system without their involvement. This resulted in several years of resistance from the sergeants who resisted changes in the evaluation system until their concerns were resolved. Sergeant Durst is an experienced and competent supervisor who has consistently taken the initiative in setting up special patrol operations to resolve problems in the community. Sergeant Durst is presently willing to let the changes take place, but is also concerned about the change in the supervisor's role. Involving Sergeant Durst in a problem finding meeting with selected critical mass players and committed staff members should move him to the committed category. The problem finding meeting can be used to identify and clarify problems associated with the change in a neutral

setting to encourage involvement and commitment.

Sergeant Angle is currently assigned to the patrol section and is an experienced and respected supervisor. Sergeant Angle enjoys the challenges in his current assignment as patrol supervisor and has been consistently interested in advanced supervisory training. He is currently uncommitted to the change in the role of the first-line supervisor. Involving Sergeant Angle in specialized training regarding new roles for the first-line supervisor should increase his comfort level and his commitment. Sergeant Angle needs to help the change happen.

Sergeant Awes is a very competent and effective supervisor who has consistently worked for promotion within the organization. He is currently willing to let the change happen consistent with following managed change within the organization. He is hesitant to actively involve himself in the process due to concerns about the direction the organization is taking regarding promotions and other career opportunities. Sergeant Awes' commitment to the change can best be secured by appropriately connecting the change process to the reward systems within the organization. The evaluation system should be modified to consider the new role behavior of the first-line supervisors. Sergeant Awes should be involved in the development of the evaluation process.

Officer Whittle, President of the Police Officers Association, is a crucial member of the critical mass. The Police Association represents all of the sworn officers and sergeants within the department. Officer Whittle is a highly respected and influential multi-term president of the Police Officers Association, and has always been

a dedicated and hardworking employee. He is presently uncommitted to the change in the role of the first-line supervisor pending information from that group of the association. President Whittle knows that the department needs to make changes but he is uncertain of the direction. He has expressed the concern that many changes in the organization have been made for personal or political gain, and not for the long term good of the organization. He needs to be moved to the "let it happen" level of commitment.

An effective strategy for moving President Whittle's level of commitment would be to first secure a level of commitment from department supervisors, including those listed above, through a department wide supervisors meeting. This meeting should allow input and discussion by all supervisors on issues of change within the organization. This meeting would provide an essential forum for bringing out and resolving problems and concerns regarding past, present, and future changes in the organization. A resolution of issues discussed in this "Supervisors Meeting" forum will provide a springboard for future changes within the organization, and will specifically allow for the involvement of the listed supervisors in working toward changing the role of the first-line supervisor.

Officer Luer is an outspoken and highly respected member of the department and the Police Association. Although he is not a supervisor, he recognizes that any change in the role of the first-line supervisor will impact the role of the patrol officer. He has recently criticized many of the changes in the organization for being either unnecessary or politically motivated. Officer Luer is a dedicated and hardworking

officer and does have the best interests of the organization at heart. Involving him in a problem finding discussion with committed staff members and sergeants should move him toward at least the "let it happen" level of commitment. A follow-on training session with the same staff during which information and alternatives on the issue of the role of the first-line patrol supervisor would be presented should ensure his commitment.

The above indicated individuals represent the "Critical Mass" necessary to ensure the successful implementation of the change in the role of the first-line supervisor. Their level of commitment will ensure that others within the organization will also contribute to the success of the change.

MANAGEMENT STRUCTURE

Managing change within an organization requires an understanding that from the time the organization moves from where it is until it arrives at where it is going, there is a state of transition where the organization does not operate as it did in the past and has not yet completed the change into how it will function in the future. The transition period needs to be managed to effectively cause the achievement of the change, in this case, the new role of the first-line patrol supervisor.

There are many options in developing a management structure to lead the organization toward the desired change. These structures include the following options: 1) chief executive, 2) project manager, 3) line-management hierarchy, 4) representatives of constituencies, 5) diagonal slice, 6) natural leaders, 7) kitchen cabinet, 8) official Body.²⁷ The groups can be used for consultation or

decisionmaking. Each option also has specific advantages and disadvantages depending upon the circumstances of the change.

The chief could manage the change, but it would impact other projects he is currently involved that cannot be easily delegated. The assignment could be given to the line manager who runs the patrol division. This assignment is currently in a state of transition itself with a pending rotation in assignments which has yet to be solidified. The assignment of a representative group of persons and groups involved in the change to manage, it would lack the leadership and focus required for this type of change. A representative group from a diagonal slice of the organization would involve too many persons/units not directly impacted by the change. Using a group of natural leaders to manage the change in the role of the first-line supervisor would be effective except for the fact that most other changes are also scheduled to be carried out simultaneously, and coordination between groups will be a factor that could be better handled by a specific leader. The kitchen cabinet option would be difficult to carry out due to assignments, projects, and workloads of the most "trusted" members of the command staff. An official body, such as an executive committee, could be used to manage the change. This option would be difficult to carry out due to time constraints involving the executive staff, and the requirement for a more focused effort in carrying out this type of change.

The recommended structure for management of the transition state is the appointment of a project manager. The project manager should operate with the specific authority of the Chief of Police to manage the transition period leading to the

change in the role of the first-line patrol supervisor. In this case, the project manager would be Captain Smith who is currently in charge of the Investigative Services Division. Captain Smith has demonstrated the necessary knowledge and skills required in the major technical areas involved in the change. He has extensive management skills and experience, excellent interpersonal skills, and is well respected and trusted by all of the parties involved in the change process. In addition, he has the confidence of the Chief to effectively carry out and complete the change.

The project manager will work with a team of key persons from throughout the organization to successfully carry out the change process. The team will include a patrol lieutenant, two patrol sergeants, an information systems expert, and a budget analyst. Each of those persons will have specific responsibilities and will work with the authority of the project director. Team members may also work with subcommittees reporting directly to them to ensure a coordinated effort in the implementation. The composition of the team is also subject to change in size and scope depending on the requirements of the situation. Initial members of the change team and their assignments are listed on the Responsibility Chart.

TECHNOLOGIES AND METHODS OF IMPLEMENTATION

Implementing change within organizations can be a challenging as well as a difficult task. Developing new programs, procedures, and processes and effectively bringing them to life within the organization challenges our abilities as managers. These very same challenges can seem overwhelming if not correctly managed. They can increase the stress and discomfort levels of employees and managers.

Management concept technologies/techniques such as Activity Planning, Responsibility Charting, and the confrontation meeting can be used to decide how and where to start. When properly used, these techniques can ease the beginning of the change process and reduce stress levels within the organization.

A general change plan for the course of the transition period should be developed. The plan needs to be realistic, clear, and effective. It needs to focus on where the change should first take place and the specific change technologies to be used. The change plan must be relevant, specific, integrated, chronological, and adaptable.²⁸ A proposed change plan (transition plan) is included in this section of the report.

The next step is to decide where to begin the intervention and actually start the transition. Since the change in the role of the first-line supervisor is a part of a complete conversion of the department from a traditional to a Community Oriented Policing Problem Solving structure, the initial changes should be made with top management. This change would begin with a realignment of the Command Staff into geographically decentralized command areas. This move will set the stage for the subsequent restructuring/rescheduling of patrol force into decentralized teams. This will facilitate changing the role of the first-line supervisor from interpreting and enforcing policy and evaluating individual performance, to that of the direct interface between the community and police department.

The intervention techniques employed are critical to the success of the change of the role of the first-line supervisor. A current assessment of the attitudes, behavior,

and structures in the department suggests that many first-line supervisors are very defensive about change. During a training session involving a cross section of first-line supervisors, many expressed the feeling that too many changes had occurred within the past five years and that most of them had been for the worse.²⁹ Many of these changes were recognized as beyond the control of the department, such as changing demographics, budget cuts, and contract disputes. Other changes were blamed directly on department management, which was seen as inconsistent, in conflict with itself, and out of touch with the rank and file within the department.

The meeting continued, aided by a facilitator, who broke the class into subgroups who engaged in problem solving regarding change in the organization. The subgroups then reported to the total class. A consensus was reached regarding four actions that would have to be taken for the change process to be successful:

- 1) The Department Command Staff would have to share influence with the first-line supervisors.
- 2) The first-line supervisors would have to let go of old structures, routines, schedules, familiar procedures and priorities.
- 3) The command staff and first-line supervisors would share influence with the officers and allow them to decide how the job was to be done.
- 4) The officers and first-line supervisors (and managers) would have to recognize that promotional opportunities had diminished and that career expectations would have to change.

This meeting followed the format of a confrontation/goal-setting meeting and was an excellent starting point for initiating the desired change in the role of the first-line supervisor. A follow-up meeting that will include the balance of the first-line

supervisors in the department has been scheduled.

Several department wide supervisory/management meetings should be held at designated milestones within the change implementation process. These meetings can serve multiple purposes including goal setting, training, and feedback and updates on the progress of the change. The very act of meeting, communicating, and participating in the change process serves to reduce employee stress and anxiety by keeping all employees involved and in control of their futures.

Successfully carrying out complex change necessarily requires the efforts of many different people within the organization. A technique for clarifying role relationships and responsibilities, known as "Responsibility Charting," can be effectively used to reduce wasted personnel energy and effort. The chart is created by listing decisions or activities on the left in a numbered vertical order. Persons involved in the process are listed across the top horizontal axis. The decisions/activity and the persons are cross-matched and the required behavior by the person is indicated as either "R"-Responsibility to perform, "A"-Approval of action/decision with veto, "S"-Support with resources but no veto, and "I"-Informed of actions but no veto. Each person involved in the process should individually indicate their perception of the role for every person involved for every behavior. All of the persons involved then meet and work out a consensus agreement on each persons responsibilities. This technique is effective not only for clarifying and identifying responsibilities but also for developing an understanding of each person's roles and their attitudes about the change.³⁰

An example of a responsibility chart is shown on the next page. The persons listed across the top of the chart are members of the transition team responsible for the implementation of the change. The left-hand column lists decisions that need to be made and the specific area of concern of the decision. Note that only one person is responsible for each task or decision. Reading down the chart for a specific person outlines their job description as it involves the change. Reading across the chart provides an outline of the plan for carrying out the specific task or decision.

RESPONSIBILITY CHART

PERSON> DECISION	CAPT SMITH	LT LOAD	SGT. STRONG	OFC JONSON	AAIII PATELLA	SGT. BAIRN
#1-SCHEDULES	R	A	S	S	-	I
#2-EVALUATE	A	I	R	S	-	I
#3-TRAINING	A	A	S	S	I	R
#4-BUDGET	A	I	I	-	R	I
#5-COMPUTER	A	I	I	R	I	-
#6-WORKFLOW	A	R	I	I	I	I

TABLE 8

An Activity Plan provides a chronological outline of the activities that need to take place to cause the change. The plan should focus on the goals of the change. It should include the specific starting point for change within the organization and the specific technologies to be used. The plan should cover the transition period and the desired future including an evaluation of the transition and the new organization. An Activity Plan (Transition Plan) for the change in role of the first-line supervisor in the Fremont Police Department is contained in Section IV of this chapter.

TRANSITION PLAN

PHASE I (1/95-12/95) PLANNING AND ORGANIZATION

The planning process begins with the recognition of a need for change. The Command Staff of the Fremont Police Department recognized that department performance was deteriorating and that fewer resources were available. Alternative policing strategies were available but they were incomplete on the operational level, particularly concerning the roles for first-line supervisors and managers. This recognition of the forces impacting the department allowed for an identification of what changes would be made.

A strategy for implementing the change needs to be developed. This should include a definition of the "future state", where the organization will be when the change is done. The need for the change must be clearly stated and understood. The transition team should be designed and members assigned. A transition timetable should be developed.

The chief and command staff need to make a clear and unified commitment to the goals of the strategy and the implementation of the strategy. This commitment should include meetings with all staff to explain the necessity for the change strategy, to answer questions, and to calm fears associated with the change. The members of the transition team should be announced to the staff with an explanation of their roles and authority. The project director, transition team members, and should receive specialized training related to the change. As an example, the Fremont Police Department is sending all managers and first-line supervisors to courses on

community oriented policing prior to implementation of that program in the department. Individuals identified as part of the critical mass need to be mobilized and involved in the transition process. A joint team building workshop involving a cross-section of supervisors/managers/and police association members identified as part of the critical mass should be scheduled to jointly develop and implement plans.

An analysis of the new organization should be completed. This should include a review of the form, structure, tasks and workflow. Work schedules need to be developed and checked against both existing schedules and proposed schedules. New lines of authority and responsibility need to be developed and explained. Evaluation, feedback, and reward systems must be checked against the requirements of the new organization. Service levels and priorities need to be examined based upon organization capabilities and community feedback.

Interim management, supervisory, and subordinate roles need to be defined and explained. There should be a brief but complete statement of new roles for each employee and class in the department, even if roles have not substantially changed. The role of the first-line patrol supervisor will require extensive explanation and training, which may be accomplished through a series of meetings/training sessions. The training should be broken down into eight sessions, including an introduction to the proposed change, a session on each new supervisory role behavior for a total of six session, and a final summary session. Additional meeting should be held quarterly by the transition team for from all first-line supervisors on the progress of the change. In addition, the project director and selected transition team members should routinely

work with first-line supervisors all patrol shifts to ease the transition. Management decisions outside the planned phase of the change process will have to be made promptly as they arise to maintain the momentum of the change.

Several department wide meeting should be held during the planning phase as needed to keep all employees advised as to the progress of the change. These meetings should provide an opportunity for feedback and discussion by employees regarding the progress and effects of the proposed change. Management decisions should also be discussed with supporting reasons.

Planning and preparations for schedule changes need to be developed and implemented during the planning phase. Shift structures need to be modified to facilitate the future change. Sign-ups of patrol officers and first-line supervisors need to be completed prior to the implementation phase. The shift sign-up will occur first for lieutenants, followed by sergeants who select shifts and specific zones, and then by officers who select their shift and zone.

The transition team needs to use all available resources and opportunities to effect change. The department's newly developed Citizen's Academy provides a ready opportunity for increased community interaction with the first-line supervisors as team and community leaders. Neighborhood Watch and Business Watch groups also provide readily accessible groups for team and community problem solving opportunities for the first-line patrol supervisor. These relationships need to be encouraged and fostered by the transition team if they do not develop on their own.

PHASE II
IMPLEMENT 1/96-12/96

During the implementation phases of the change training should continue for first-line supervisors. The structure of the transition management should be constantly reviewed for staffing considerations based upon reassignment or related factors. Staffing and shift schedules need to be changed or adjusted. Teams and supervisors need to provide feedback on hourly workload and staffing levels. The transition manager needs to monitor response time and workload indicators.

Feedback is critical during this initial phase, and allows for adjustments at the mid-year schedule change. A steering committee made up of patrol supervisors and officers plus transition team members should be utilized to process operational feedback information and make adjustments. Target milestones should be set up, with initial milestones at six months and one year for schedule, staffing, and shift adjustments.

The training sessions on the role of the first-line supervisor should have been completed during this phase of the implementation. Feedback, a reality check, on the role behaviors should increase as the patrol supervisors find themselves actually in a team environment. Increasing citizen involvement, initially via neighborhood watch captains and business groups, should be taking place. The department's ongoing Citizen's Academy provides an additional basis for community contact for supervisors. A new evaluation system, being developed on a parallel program, should be available at this time. This evaluation will consider both individual and team performance.

IMPLEMENT 1/97-12/97

The team and schedule adjustments should have been worked out by this time. A new evaluation system should be in place. A system of regularly scheduled meetings involving first-line supervisors and their specific communities (zones) should be in place. A minimum of one scheduled meeting per month per supervisor would be acceptable at the start. The transition team will need to review and coordinate these new processes and procedures on an ongoing basis. Newly acquired and available technology should be utilized to maximize the communications interface between the first-line supervisor and the community. This technology may be as basic as cellular telephones and voice mailboxes, but it will improve communications.

PHASE III FORMALIZE 1/97-12/97

The new role of the first-line patrol supervisor should be formalized as the standard for the organization. The new organizational structure should have fully replaced the previous structure. All manager, supervisors, and their subordinates should be set in their new roles. New technologies should be in place and operating at an acceptable level. Modifications to the structure, roles, and interfaces should be adjusted as required.

PHASE IV EVALUATE 6/97-12/97

The transition team should conduct an overall evaluation of the transition which should be fully documented including recommendations for implementing future changes. Management structures should be in place to monitor the progress of the

new organization. Change should be recognized as a continuous process with more to come.

TRANSITION PLAN-OUTLINE OF MAJOR EVENTS

PHASE I

PLAN AND ORGANIZE (July-Dec 1995)

- A. Recognition of need for change.
 - 1. Focus on forces impacting the Department and requiring change
 - 2. Identification of "What" change will be made
 - 3. Clearly stated reason for the change
 - 4. Develop strategy
 - 5. Meeting of all Department Supervisors/Command Staff
 - 6. Define "Future State"
 - 7. Transition plan design, team, timetable

- B. Build Commitment and Understanding
 - 1. Statement of Commitment from Chief/Command Staff
 - 2. Designation of Transition Team/Project Manager authority
 - 3. Training for Project Director/Command Staff
 - 4. TBW-Command Staff/Critical Mass

- C. Analysis of New Organization
 - 1. Form, Structure and Schedules
 - 2. Tasks and workflow
 - 3. Lines of Authority and Responsibility
 - 4. Evaluation, Feedback, Rewards
 - 5. Service Levels and Priorities
 - 6. Community Feedback

- D. Interim Management/supervisory/subordinate roles
 - 1. Statement of new roles for each employee/class
 - 2. Recognition of impact of change on employees
 - 3. Management Decisions
 - 4. Mid-management/supervisory implementation
 - 5. Subordinate opportunities

PHASE II
IMPLEMENT (Jan-Dec 1996)

- A. Implement Phases of Change
 - 1. Training for first-line supervisors
 - 2. Change Management Structure
 - 3. Modify Schedules (Partial change)
 - 4. Select Supervisors and Teams
 - 5. Implement Team Schedule

- B. Feedback
 - 1. Utilize steering committee for adjustments
 - 2. Check milestones for progress
 - 3. Communicate to all employees on progress of change
 - 4. Media contact and update

- C. Coordinate new systems/processes/procedures
 - 1. New Interfaces
 - 2. New Procedures
 - 3. New Processes
 - 4. Technology

PHASE III
FORMALIZE (Jan-July 1997)

- A. Formalize new structure
 - 1. Managers/Supervisors/Subordinates in place
 - 2. Formalize role changes
 - 3. Technology interface operating

- B. Modify structure/roles/interfaces as indicated

PHASE IV
EVALUATE (July-Dec 1997)

- A. Overall evaluation of the Transition

- B. Monitor New Organization
- C. Get ready for the next change

TRANSITION SUMMARY

The effective management of change in organizations as complex as a Police Department requires a high degree of skill, commitment, and effort. Real change requires the development and selection of strategies, the identification and marshaling of the force necessary to make the change happen, and the development of a management structure for the design and implementation of the change. Management techniques such as a detailed change plan, responsibility charting, the point and method of intervention, and feedback and follow-up mechanisms need to be developed and implemented. Stress issues involving the impact of the change upon employees must be considered and addressed throughout the transition period to maintain general organizational commitment to the change. The successful use of these techniques will ease the successful implementation of the change.

CONCLUSIONS

The fundamental role of the first-line patrol supervisor will dramatically change by the year 2004. Today and for the past 50 years that role has been one of command and control of subordinate output and work performance. This role has been operationalized by an evaluation system often based upon computer generated performance numbers including numbers of arrests made, reports completed, and citations written. Quality, teamwork, career development training, and community

interaction slipped in importance as long as the numbers were achieved. This role for the first-line supervisor was further reinforced by the overall demands and functions of police organizations themselves. Response times, dispatch priorities, crime and accident rates, and citizen complaints were the measure of the performance of the organization. This overarching philosophy, referred to as the professional or reform era model of policing, is long overdue for a change if law enforcement is to remain effective into the 21st century.

The key change in the role of the first-line patrol supervisor is one of leadership. The first-line supervisor will need to be a team leader, a community leader, an innovative, participative and involved leader. First-line supervisors can no longer sit back and monitor individual performance, they must lead their teams in the accomplishment of team performance standards based upon community input and organizational objectives. Effectively dealing with community/crime problems requires more than what the police themselves have to offer. Effectively coping with community/crime problems requires the involvement of the community. The critical role of the first-line supervisor is to identify the level and degree of community involvement and who should be involved for each specific community/crime problem. The first-line patrol supervisor will need to involve and coordinate the persons and resources necessary to resolve the problem as far as it can be resolved. The first-line supervisor will more than ever before be required to utilize his leadership skills and to use his training and personal efforts to get the job done. The future role of the first-line supervisor will not be easy, but it has the potential to be extremely rewarding for

those who step up to the challenge.

The structure of the organization itself is critical to the role of the first-line supervisor. The existing structure of police departments was designed to complement the traditional role of the of the first-line supervisor and all other levels of supervision/administration/leadership within the organization. Changing the role of one level of supervision requires complementary changes in the other levels of the organization. The recommended organizational change in this paper is to decentralize the command staff (captains) and to place them in charge of specific zones of the community. The organization structure will then be supervisor directed teams in each zone, lieutenants functioning in the more traditional role of the watch commander for tactical, shift coordination, and related functions on a specific shift, and Zone Captains who will be in charge of a specific zone over all three shifts. The dispersion of captains to zones increases their proximity and potential for involvement and participation with the community and the first-line patrol supervisors. Both are charged with servicing the same community, with complementary access to resources (via the captain) and information from the community (via the first-line supervisor). This proximity of line and staff functions will allow for improved communications via a shorter chain of command, and allow for a more unified approach to providing services to the community.

Technology will bind together all elements of the first-line supervisors team. The first-line supervisor will need the technology to communicate with the police officers on his team, the citizens on his team, and the technology to access other

information and resources within the community. Current crime analysis systems often require experts to effectively access information. The more user friendly the technology, the more effective it will be in allowing the supervisor to lead his team and resolve community problems. Advances in computer technology as noted in trend #2-able to work with new technology and tools and trend #3-able to utilize performance tools and technique, were recognized as important requirements for first-line supervisors.

The role of the first-line patrol supervisor will change dramatically as the year 2004 approaches. The pace and timing of the change in specific organizations will depend on their starting point. Medium-sized police departments that are not truly into team policing will need to take that first step and change patrol shift schedules. Departments already into team policing will need to examine the role of the supervisors commanding those teams. The traditional command and control by the numbers supervisory system inhibits effective team performance. First-line supervisors need to be team leaders. The continued lack of resources available to government in general, really requires a maximum of effective effort from all line personnel. Teams represent the most effective method of achieving the highest performance from available personnel.³¹

The conclusions in this paper on the issue and subissues relating to the future role of the first-line patrol supervisor represents one strategy for achieving that goal. Although different agencies may have different subissues specific to their organization on this same issue, they will still have to confront the subissues examined in this

paper. Each of the subissues, Leadership, Organization Structure, and Technology can and are being examined in more depth as specific issues themselves. They represent areas for further study as do the future role of Teams, the role of Patrol Officers, Evaluations and concepts of Community Involvement.

This paper has focused upon the first-line patrol supervisor and recognizes this role as one of the most critical in law enforcement. The future role of the first-line supervisor should not be left to chance or forced upon departments by outside influences. It should not be unchanged by default. Changing and defining the role of the first-line supervisor necessarily provides the framework for the role of the subordinate. Changing the role of the command structure above the first-line supervisor allows for the role changes by the first-line supervisor. Teams will perform the work, teams made up of first-line supervisors, patrol officers, community members and command staff. Information/communication technology will enhance the performance of this system up to the level of the technology.

Community involvement/interaction/interface is a major component of the first-line supervisor's role. The prototype of this relationship is twofold: the current use of volunteers, and the existing contacts the department has with the community usually through such groups as neighborhood and business crime watch. The first-line supervisor will become the primary contact point for these groups within his sector/zone. This relationship will continue to expand until members of the community, and the group makeup will change often, will become literally part of the first-line patrol supervisor's team. When this happens, the first-line patrol supervisor

will change from a Police Sergeant to a Police/Community Supervisor. By 2004, the title Police Sergeant will no longer be an accurate description of the role of the first-line patrol supervisor.

APPENDIX A

TRENDS

1. Impact of the first-line supervisor on the organizational culture.
2. Number of supervisors
3. Educational level of police officers.
4. Educational level of supervisors.
5. Changing communication technology
6. Number of middle managers in organizations.
7. Gun control.
8. Number of persons promoted with a history of mentoring.
9. Traffic congestion.
10. Government restructuring.
11. Service delivery standards.
12. Oversight agencies.
13. Public scrutiny of police functions.
14. Level of fiscal resources in P.D.
15. Innovative leadership.
16. Political intervention.
17. Gender oriented issues.
18. Breakdown of society.
19. Criminal law.
20. Level of violent crime.
21. Violent crimes.
22. Impact of ADA on PD.
23. Psychological screening.
24. Ethnic Diversity.
25. Level of decision making by supervisors.
26. Amount of information technology training for supervisors.
27. Interaction with state and federal law enforcement.

28. Longevity of population.
29. Legal clarification.
30. Level of bureaucracy.
31. Level of civil disorder.
32. Impact of PCD's upon patrol operations.
33. Level of non-police functions performed by police.
34. Followership training for supervisors.
35. Level of specialized or high tech investigations.
36. Immigration.
37. Changes in expectations from management.
38. Level of decision making for officers.
39. Regional versus local.
40. Level of executive management.
41. Level of expertise for environmental law enforcement.
42. Availability of jail space.
43. Civilianization.
44. Level of community involvement.
45. Impact of civil litigation.
46. Level of narcotics use or abuse.
47. Number of officers killed in the line of duty.
48. Promotional opportunities.
49. Cultural diversity.
50. Availability of POST supervisory training.
51. Database technology and depth.
52. Ability to employ technology.
53. Type of patrol operations.
54. Quality of government leadership.
55. Level of armaments civilians have.
56. Victim services and needs.
57. Changes in vehicle technology.

58. Technology and tools.
59. Educational level.
60. Number of supervisors who do not supervise.
61. City layout.
62. Qualifications of candidates for supervisor.
63. Criminal court dispositions.
64. Level of POST training.
65. Performance monitoring technology.
66. Amount of the evaluation instrument focusing on leadership.
67. Public apathy.
68. Level of police department involvement in the community.
69. Methods of budgeting.
70. Labor relations.
71. Split between line and staff.
72. Economic situation.
73. Cultural diversity.
74. Supervisor's rewards for developing their personnel.
75. Level of private security patrols in the community.
76. Number of employees living out of town.
77. Department Morale.
78. Number of supervisors to line personnel.
79. Us versus them attitude.

APPENDIX B

EVENTS

1. Civilian Chief appointed.
2. Earthquake.
3. Stockmarket crash.
4. "Failure to supervise" lawsuit.
5. New police PCD system marketed.
6. Blue flu.
7. Prophet declares that Christ has returned.
8. Law enforcement services regionalized.
9. "Rodney King" type video incident.
10. Civil war breaks out in Mexico.
11. Computer virus destroys Police records management system.
12. Local political upheaval.
13. Change in Chief.
14. State Legislature abolishes county governments.
15. Ethnic riot.
16. Employee sues due to electronic monitoring by supervisor.
17. U.S. goes to war.
18. Local religious leader shot.
19. Hazmat incident.
20. Police/Fire combine.
21. Sexual harassment lawsuit.
22. Police Department demotes middle managers.
23. City manager replaced.
24. Vehicle locator system determines that officer is working second job while on duty.
25. Neighborhood watch group arrests six vandals.
26. Major procedural law change-Miranda overturned.

27. Council order pink uniforms for police department.
28. Public funding reduced to law enforcement.
29. Major SWAT failure.
30. Gang takes control of local high school.
31. Police take 10% budget cut.
32. Police department acquires stealth vehicle.
33. Sgt. named Officer of the Year due to community involvement.
34. New PD building collapses.
35. Supervisors training gets "Peters" award for excellence.
36. First-line supervisors discovered covertly taping all confidential communications.
37. Computer "TO" message scandal.
38. Hackers access police computer.
39. Police commission formed
40. Promotions frozen for three years.

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