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**An Independent Study
Technical Report**

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***What Methods will Law Enforcement Agencies
Use to Motivate and Evaluate Employee Performance
by the Year 2005?***

**Darrell Mc Gehee
Command College Class 20
Peace Officers Standards and Training
Sacramento, California
May 1995**

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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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Chapter One

Introduction

INTRODUCTION

One of the most difficult tasks that law enforcement administrators face is creating an appropriate culture for their organization. The organization's level of performance plays an important role in developing a positive organizational culture. A healthy, positive culture includes values, beliefs, and behaviors that develop committed, motivated employees with high morale, and in turn, enhanced organizational performance and genuinely satisfied customers.

Law enforcement needs to understand and focus on customer wants and needs to be effective. Law enforcement managers need to fully understand the dynamics of employee motivation and performance to be able to ensure an efficient and effective police agency. Performance constitutes the effort directed toward achieving the departments' or organization's goals, and it is dependent on an individual's ability combined with his motivation. ¹

How to motivate officers to perform efficiently and effectively is every organization's goal and is a question that needs to be addressed by law enforcement today. The annual pay raise is seen as the most concrete information an employee has on how the employer evaluates his performance in relation to meeting organizational goals. However, this is not an accurate measure or an effective means of motivation of performance, since in the public sector pay raises

are traditionally tied directly to negotiations, seniority, and the state of the economy - not to performance in achieving organizational goals.

A performance appraisal system should be a performance management cycle including jointly defined roles and responsibilities. Clear expectations showing how the employee can contribute to achieving the organization's goals and providing frequent and regular feedback are important. In surveys, 25 percent of workers believe they are not working to full potential, 75 percent say they could be more effective, and 60 percent say they are not working as hard as they have in the past.² An effective performance appraisal process could change these percentages by motivating employees to tap more fully their own potential. A law enforcement manager's responsibility is to create an environment in which employees will be motivated to perform.

Previous research indicated that if employees were satisfied with their job, employees would then be more productive.³ However, current research now indicates that a third element must exist, "rewards" This third element, "rewards," if connected to this model will strengthen the formula.⁴ According to Maslow's research there are five basic need levels that affect motivation, what he called a hierarchy of needs. An employee will not move up the hierarchy unless the lower level is achieved. The five levels of needs are 1) physiological (food, shelter and water), 2) safety and security needs (money and benefits), 3) social, 4) esteem and

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ABSTRACT

The role that performance appraisal systems will play in motivating employee performance in law enforcement in the future is examined. The study describes the importance of evaluating employee "empowered behaviors" in producing organizational change and improving officer performance. A strategic model is included that incorporates employee empowerment with an individualized reward system to motivate employees. Significant trends and projected events that could impact the issue are analyzed. Future scenarios were developed to identify relevant policies that an organization could employ based on the trends and events generated. A transition management plan, including specific techniques to assist law enforcement during an implementation phase are provided. Follow up research into the relationship between delegation of authority and empowerment of employees is recommended. The author has included interview data, trend and event graphs, forecasting results, references, and a bibliography.

A Journal Article

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What Methods Will Law Enforcement Agencies Use to Motivate and Evaluate Employee Performance by the Year 2005?

Every organization, including a public agency such as law enforcement, has work to do in the real world and some way of measuring how well that work is done. The responsibility of law enforcement management is to see that the work gets done as effectively and efficiently as possible. The devices that measure efficiency and effectiveness are as diverse as the work itself. An organization is efficient, if among similar organizations, its output is relatively high in relation to its input. It is effective if it achieves its intended goals. ¹

One of the most difficult tasks that law enforcement administrators will face in the future is creating an appropriate culture for their organizations. The organization's level of performance plays an important role in developing a positive organizational culture. A healthy, positive culture includes values, beliefs, and behaviors that develop committed, motivated employees with high morale, and in turn, enhanced organizational performance and genuinely satisfied customers.

Law enforcement will need to understand and focus on the community's wants and needs to be effective in the future. Law enforcement managers will also need to fully understand the dynamics of employee motivation and performance to

be able to ensure an efficient and effective police agency.

Performance constitutes the effort directed toward achieving the department's or organization's goals, and it is dependent on an individual's ability combined with his motivation. Ability in police officers will be assured through recruitment, selection, experience, and training. Motivation involves the employee's willingness to expend effort to accomplish department goals, and is not as easily attained or maintained as ability.

How to motivate officers to perform efficiently and effectively the organization's goals in the future is a question that needs to be addressed by law enforcement today. Typically in law enforcement and public agencies, the annual pay raise is seen as the most concrete information an employee has on how the organization evaluates his performance in relation to meeting goals. This is not an accurate measure or an effective means of motivation of performance, since in the public sector pay raises are traditionally tied directly to negotiations, seniority, and the state of the economy - not to performance in achieving organizational goals.

Using the performance appraisal process to motivate employees is not a new concept. Law enforcement managers need to remember, though, the performance appraisal process is just that, a process. It should not be an end product completed once a year evaluating past performance only. The primary goal should be to

improve future performance.

The performance appraisal system should be a performance management cycle including jointly defined roles and responsibilities with clear expectations showing how the employee can contribute to achieving the organizations' goals and providing frequent and regular feedback. In surveys, 25 percent of workers believe they are not working to full potential; 75 percent say they could be more effective, and 60 percent say they are not working as hard as they have in the past.² An effective performance appraisal process could change these percentages and tap more fully into employees' potential.

Law enforcement managers' responsibility in the next ten years will be to create an environment in which employees will be motivated to perform.

Organizations of the future will be those that successfully empower and maximize a full range of managerial and leadership talents for the benefits of the organization and its stakeholders. An empowered environment taps the natural tension between managers and leaders and encourages employees within the organization to value different perspectives, face hard realities, tackle tough and controversial issues, and interact openly and candidly.³ True leadership involves providing a collaborative atmosphere where all workers focus on the critical work of the organization.⁴

This study examines the trend of employee empowerment in depth.

Empowerment is a force that energizes employees to perform. Empowered employees take a personal interest and responsibility in setting and achieving the department's goals. Because they have been empowered to have a say in how tasks are accomplished, they feel a sense of pride and ownership in their work.⁵

Employees who become genuinely committed to their work and the department's goals reach a high level of readiness - that is, a high state of ability and motivation.⁶

Empowerment is enabling others to participate in the process of change within the organization. Law enforcement managers will need to articulate their vision, mission, and values of the organization within the context of future planning and give impetus to that plan by empowering employees in the organization.

Without this base, police managers will serve only as custodians of a bureaucracy that preoccupies itself with the present at the expense of the future.⁷

Determining standards that will both motivate and evaluate performance is an important sub-issue. The importance empowerment will play in the future indicates that whatever the process for determining performance standards, it will be done collaboratively with management and employees (either individual employees or through union representation).

Determining performance standards will require a thorough job analysis. This job analysis must take account of the mission and goals of the organization, as well

as, the needs and desires of the community the police agency serves, its customers. A critical issue will be how police performance standards and productivity measures can be structured to relate actual job functions to the kind of police service wanted and needed by the community.⁸

How law enforcement will motivate and evaluate officer performance brings rise to another important sub-issue. What impact will the employees' motivation and performance evaluations have on changing the organizational culture? The organizational's culture is the foundation of all other beliefs and practices. Although short-term changes and reorganizations can be accomplished through mandates in a top-down, paramilitary organization, this structure cannot bring about long-term culture change in the organization. To be able to meet the ever changing needs of the community a department serves, the goal will need to be to instill in the organization a structure and culture that encourages educated risk-taking, innovation and organizational effectiveness. The culture will need to be one which encourages understanding and involvement of its employees. The organization can then turn its employees into internal consultants and change agents that will create an organization capable of adapting to changes in its environment.⁹

The issue of what method law enforcement will use to motivate and evaluate employee performance by the year 2005 will play an important role in improving

law enforcement services to the communities served. The role of employee empowerment, the impact of organizational change, and the development of performance standards are all vital sub-issues that will need to be considered in analyzing the issue.

One of the trends identified in this study is meeting the expectations of the community a department serves. Meeting community expectations will require the law enforcement organization to make a commitment to its customers. Law enforcement has both internal customers (the employees) and external customers (the community). The organization will need to foster a culture which values these customers. Law enforcement over the next ten years will need to develop ways to listen to these customers and involve them in the commitment to work together to improve the community's way of life.

Empowerment will be an important strategy for dealing with the internal customers. "Community Based Policing" will be an important strategy for accomplishing this with external customers. A culture that requires participation at all levels of the organization (empowerment), supports the philosophy of community based policing.¹⁰

The department that is focused on its customers' needs (internal and external customers) will find that its citizens are happier with the services provided by law

enforcement. Employees in law enforcement will be more satisfied because of their input into the process, and the organizational goals will be accomplished more effectively, and often more efficiently.

Looking to the Future

This study is focused on the analysis of motivation and performance evaluation in law enforcement agencies over the next ten years. As the analysis of the future environment plays an important role in this study, the author conducted a futures methodology referred to as a Nominal Group Technique. This was a small group technique in which ten individuals who will likely be involved or have knowledge of this issue in the future reached consensus on the trends and events that will impact the issue of motivation and employee performance.

The ten persons involved in the group discussion were from a variety of fields. These individuals included personnel managers in both private industry and public agencies, a chief of police, law enforcement union leaders, a director of a chamber of commerce, and a city manager.

The participants in this interview process each individually identified trends that they felt might impact the issue over the next ten years. Their responses validated the issue of motivation and employee evaluation as one of both present

and future importance to law enforcement productivity.

After the ten participants identified trends that they felt might impact the issue in the future, a group discussion took place to clarify individual views. This discussion allowed the participants to reach consensus on the ten major trends that collectively they felt would have the most impact on the issue in the future. They then prioritized them in the order of importance based on the basis of degree of impact or influence on the issue. The ten trends identified were:

1. Employee Empowerment The panel felt that empowering employees was essential in increasing motivation, job satisfaction and morale.

2. Rewards for Performance In order to increase employee motivation and improve performance, the panel felt that quality performance needed recognition

3. Community Expectations of Police Services The panel theorized that the expectations of the community may be greater than the actual service level that can be provided by the police department. It was felt that community expectations of the police will continue to increase.

4. Salary and Benefits The consensus of the panel was that salary and benefits will not significantly increase over the next ten years. This fiscal reality will impact the issue.

5. Pay for Performance Standards The overall consensus of the panel

was that organizations will be required to develop minimum standards in order to establish expectations, goals, and objectives in a pay for performance system.

6. Use of Non-monetary Reward System Due to limited fiscal resources, reward systems based on a non-monetary system will be imperative.

7. Availability of Budget Resources The panel was of the opinion that public service organizations will need to explore additional funding sources.

8. Quality over Quantity Demands from the community for increased police performance will require law enforcement agencies to stress quality of service over quantity of service.

9. Confidence in the Criminal Justice System The median opinion of the panel predicts that the confidence level of the public will continue to decrease during the study period.

10. Respect for Police Due to high profile misconduct cases in the news media, respect for police has declined. The panel felt the trust level of the community for the police has diminished. It was believed that the community should be able to look to the police for leadership and hold police to a higher standard.

Employee empowerment was seen by the ten participants as of the greatest importance in producing motivated employees over the next ten years. Indeed

research from both private sector industry and public agencies point to employee empowerment as not only a means to motivate employees, but as the key to managing organizational change for the long term.

The panel of participants did agree that the paramilitary and bureaucratic structure that is typical in law enforcement in this country could serve as a barrier to successful implementation of employee empowerment.

Rosabeth Kanter's research substantiates this fear. Kanter points out that an excessive organizational structure, such as found in law enforcement agencies is a principle cause of slow organizational response to change. Management itself is often to blame for the lack of participation and initiative among first-line employees. The paramilitary, hierarchical structure of law enforcement causes an absence of lateral cooperation, communication and support among internal components within the organization.¹¹

Though the panel of participants felt the issue of employee empowerment would have the single most impact over the next ten years on employee motivation; it appears that the culturally entrenched organizational structure of law enforcement will require that this issue continue to be addressed long into the future.

The forecast of economic uncertainty over the next ten years by the panel should serve to remind the reader that any solution involving monetary rewards used

to motivate employees will remain problematic. The panel predicted that California's economy will not significantly improve over the course of this study and may even fall slightly during this period. The effects of budgetary constraints will need to be seriously considered.

Lastly, the forecast of increasing community expectations from police coupled with a forecasted decline in respect for police indicates that the analysis of the impact of employee motivation and evaluation in law enforcement is important and needs to be considered carefully over the next ten years.

In addition to forecasting trends, thirty-five events were generated based on the impact of the issue by the year 2005. The top ten events which were selected for further consideration are:

1. **Binding Arbitration** The panel stressed the importance of local control. Third party mitigation, it was felt, might have a negative impact on this issue.
2. **Personnel Files are Opened** The confidentiality of personnel records is an important aspect of a performance appraisal system for motivating employees.
3. **Significant Budget Cuts** The panel felt that continued budget cuts would impact the ability of departments for training and adoption of an effective appraisal system for motivating employees.
4. **High Profile Incident of Police Misconduct in the Media** This event

could lead to decreased credibility which might affect employees' willingness to take appropriate action in the field.

5. Outside Appointment for a Staff Officer's Position This event could have either positive or negative impact over the next ten years, but will certainly have a direct effect on attempting change regarding this issue.

6. New Chief of Police Hired The panel agreed that a change of the top level executive in an organization would definitely impact the issue, again the result could be either positive or negative.

7. Use of Employee Evaluations Declared Illegal The panel did not really feel that this event was likely to occur during the period of this study. The panel did agree, that if this event did take place, it would have a negative effect on the issue of motivation and performance appraisal.

8. Civilian Police Review Board Appointed The majority of the panel felt that this event would not take place over the next ten years. It was agreed that police departments in general are able to maintain order and administer discipline effectively.

9. Job Action by Employees This event refers to a job action being taken due to a union not being able to reach an agreement with a municipality over the issue of pay for performance.

10. **Disaster** The panel felt this event would impact the issue in monetary terms if a natural disaster were to occur.

These potential future event forecasts indicate that management of the issue in the future may be dependent on a number of variables outside of the immediate control of law enforcement. Again the effect of an unstable and/or unpredictable budget may negatively impact the issue. Legal issues could also constrain successful implementation of motivational strategies over the next ten years. The possible occurrence of a job action or the declaration of the illegality of employee evaluations will certainly need to be addressed as a possible future event during the development of a management strategy to motivate and evaluate employee performance for increased productivity.

Managing The Future

For a law enforcement agency to prepare for the future, it must first understand the present. Due to an increasingly negative public perception of law enforcement, coupled with an ever increasing demand for service by the community; law enforcement managers will need to address employee motivation at all levels. Motivated employees will take an increased role in participation in the organization. A successful law enforcement organization will be one which motivates its

employees to be innovative, risk-takers not afraid to fail.

If law enforcement agencies fail to motivate employees and increase their participation in the organization, the future trends identified, such as respect for police and the confidence of the criminal justice system, will undoubtedly continue to decline. Without motivated employees, an organization will not be able to manage change over time.

Implementing Change

Before the implementation of change can occur, an organization must understand that change is a process, not an event. An organization cannot simply implement a new strategy or program; that is an event. Change is a process which occurs over time, usually several years.

Change is accomplished by individuals. Change affects people, so their role in the process of change is of utmost importance, therefore, consideration must be given to those who are perceived as key stakeholders. The key stakeholders identified as likely to be affected in this study are:

Citizens

Other Law Enforcement Agencies

City Council

Police Officers Association

Employees

Media

Management

School District

Business

Other City Employees

Change is a highly personal experience. Individuals are different and they react differently to change. The organization must analyze the stakeholders in order to understand their individual differences, needs, and the impact that the change will have on them. Some individuals will assimilate a new practice more rapidly than others; some will engage in the process more readily than others.

The organization will analyze the degree of support from the stakeholders. Change will be most successful when its support is geared to the diagnosed needs of the individual users or stakeholders. Since change is highly personal, different responses and interventions will be required for different individuals. Paying attention to each stakeholder's progress can enhance the change process.

In addition to identifying the key stakeholders, an organization must also analyze the organization's strengths and weaknesses, since change is best understood in operational terms. Though change is understood in operational terms; it is accomplished only when individuals make a change by altering their behavior.

Developing Strategies

Law enforcement management will need to work hard to provide a positive atmosphere or work environment which cultivates motivated employees. How police administration plans to link employee evaluation to motivation to ensure improved future performance in achieving organizational goals will be vital for success of this issue in the future.

It is important for law enforcement agencies to recognize issues which will require change in the future to assure continued effectiveness and efficiency in the organization and plan for those changes. Planning ahead will provide a better opportunity for an organization to meet the demands and changes of the future. Planning does not protect an organization from unforeseen changes. An organization cannot control the external environment, but carefully planned change can minimize unexpected stresses in the internal environment of the organization.¹²

Any successful plan for change must begin with a clear vision of what the goals are to be accomplished. Understanding of, commitment to, and accountability for the change needs to be found at all levels of the organization. The organizational culture must be conducive to change. The culture needs to be supportive of planned change and foster its implementation.

In this study, research was conducted to develop a list of alternative strategies

to assist law enforcement management to plan for motivating and evaluating employees in the future. The seven individuals selected from the stakeholders to assist in developing the alternative strategies were selected based on their knowledge, management experience, and potential impact as stakeholders to the issue.

After a lengthy, open discussion a list of ten strategies was generated. Through a voting process the panel of seven stakeholders agreed on the two alternative strategies they felt would best address the issue of employee motivation and the method of appraisal performance in the future. The third alternative strategy selected by the panel was identified as the most diverse.

The first alternative strategy was *Employee Participation and Empowerment*. The second was development of an *Individualized Reward System*. The third, diverse strategy was providing *Different Career Tracks*.

A single policy alternative was developed which will blend the most desirable and attainable elements of the two highest prioritized alternative strategies identified by the stakeholder panel.

Only short-term changes can be accomplished through mandates by individual law enforcement managers. Long-term change involves changing the culture of an organization. Only when the structure of the organization and the culture reflect the

change, will it truly be a change. To empower employees an organization must have a structure and culture that encourages educated risk taking, innovation, and autonomy in decision-making. Once empowerment of employees is a part of the organizational culture and structure, it can serve as the key to long-term management of organizational change in other areas.

An organization's culture or guiding beliefs and structure can be shaped over the long term by the effective use of employee evaluation. Indeed, much of any organization's current culture can be specifically attributed to past employee evaluations. The type of performance that is valued in the appraisal system is the type of performance that is perpetuated in the workplace. To encourage educated risk-taking, innovation, and autonomy in decision-making by employees, employee performance in those areas must be evaluated and rewarded.

This study suggests that employees participate in developing a performance appraisal instrument which will reward employee "empowered" performance. Areas of performance accountability will include an employee's ability to autonomously make decisions in the field or workplace, appropriate use of personal judgement in dealing with the public, and will stress employee initiative in follow-up activities with a minimum of direct supervision.

The employee part in developing this performance appraisal instrument will

be broad based covering all levels of the organization. The police officers association will play an important role in this process. It is believed that evaluating and rewarding of "empowered" behaviors will create a culture that values and encourages empowerment within the structure of the organization.

The development of the performance appraisal instrument through employee participation will be followed by an intensive staff development training program. Not only will the officers in the field need to be assured that employee empowered performance is desired and will be rated highly on the performance appraisal instrument; they will need to be shown through training what types of behavior constitutes effective performance in the areas of autonomous decision making in the field, appropriate use of judgement in dealing with the public, and demonstrate initiative in follow-up activities.

Supervisors will also undergo intensive training in: 1) identifying situations in which officers should be encouraged to use "empowered" performance, 2) observing and recording current performance level of employees in these areas, 3) coaching the employee in ways to achieve the "empowered" behaviors desired, and finally 4) evaluating the employee's performance in these identified areas.

Benefits:

The advantages of this policy alternative are numerous. One advantage is that employees will become a more active part of the organization and will have a greater sense of belonging. Secondly, employees will have a better understanding of the organization, and as a result, will be motivated to provide a higher level of service. Another benefit is that empowered employees take a personal interest and responsibility in setting and achieving the department's goals. Because they know they are trusted to accomplish tasks on their own, they feel a sense of pride and ownership in their work.¹³ A further benefit is that employees will be accountable for their performance. Employees given the authority to make decisions will allow top level management the opportunity to devote more time to planning rather than be bogged down with day-to-day supervision. The advantage is that all employees can focus on the critical work of the organization. Lastly, empowered employee performance will begin to change the culture to one which empowers the organization to change innovate, experiment, risk, fail, and succeed.

Costs/Potential Problems:

One of the major potential problems that may be encountered with this policy alternative is costly performance mistakes or poor performance by employees.

Employees may not seek needed input from supervisors before making decision. Resistance from management may be a potential problem. Management may view employee empowerment as a threat to their authority and, therefore, not support it fully.

The intensity of training required for successful implementation will be time consuming and costly. Management may view employee empowered performance as very time consuming in regards to training, implementation, monitoring, and evaluating. Finally, resistance form the union may occur. Employees may perceive "employee empowered performance" as an attempt by the organization to raise expectations, production, and responsibility of performance without additional compensation.

Carefully planned implementation involving participation at all levels of the organization in creating the evaluation instrument to be used will be required. Key stakeholders will need to be involved throughout the implementation and evaluation of the proposed policy alternative. This will help minimize potential conflicts and/or obstacles that may arise. Care must be taken to have the appraisal instrument reflect the needs of the community, as well as, the goals of the organization. Otherwise job performance by employees may become distorted to fulfill expectations of individual supervisors.

Summary and Recommendations for the Future

This study shows a need to find successful ways to motivate and evaluate employees in law enforcement organizations over the next ten years. A significant number of the forecast trends and events identified through a variety of interview techniques validates this issue as one of significance for the future. To increase the efficiency and effectiveness of an organization, employees need to have an understanding of the goals and objectives articulated in the mission statement. Productivity and job satisfaction become direct by-products if employees know the purpose of the organization and can bring meaning to personal accomplishments achieved within the organization.

Motivation is the result of empowering employees to meet the goals and objectives of the organization in their daily work. The issue of employee motivation and evaluation is complex. Utilizing the personnel appraisal system to empower employee performance will help change the culture of the organization. Once the "empowered" behaviors have been clearly stated in job performance standards and expectations for their evaluation have been established, the employees will accept them as the norm.

Implementation of this policy alternative will need to be at all levels in the law enforcement agency. Failure to involve employees at all levels in developing

the appraisal instrument could result in misunderstanding of the desired "empowered" behaviors and reluctance to establish attitudes and behaviors for embracing them as a behavior norm. Managers will need to be persistent and consistent in rewarding employees on their performance evaluation instrument for accomplishment of empowered behaviors.

Training will be a key component to successful implementation. A comprehensive, in-depth training program for all employees will assure greater success if interwoven into every element of the training program. Focusing on the organization's mission, rather than its rules, will facilitate employee empowered performance. Training will need to include more than just hands-on skill training such as firearms proficiency, pursuit driving, arrest control, and self-defense tactics. Training will need to emphasize more situational skills such as interpersonal relations, decision making strategies, and strategies for defusing and de-escalating situations and problems.

The policy alternative proposed in this study offers a law enforcement agency an opportunity to motivate and evaluate employees and at the same time begin to change the organizational culture to not only accept empowerment of employees as desirable, but to value and embrace it as an organizational norm.

Alternative proposals and programs aimed at empowering employees in law

enforcement should be studied in the future. Research into the relationship between delegation of authority and empowerment of employees will need to be pursued. The paramilitary top down structure of law enforcement may require a myriad of interventions before true empowerment is reflected in the organization.

Individualized reward systems, both monetary and non-monetary, need to be tied to the evaluation process to motivate employees to perform effectively and efficiently. In addition, a means to link community wants and needs to employee motivation and evaluation should be pursued.

It is recommended that law enforcement agencies actively seek out additional alternative ways to focus employee performance appraisals on measuring outcomes and not merely output. Employees need to be evaluated on more than just character traits and output productivity e.g. tickets and arrests. These quantitative types of measurements are irrelevant unless tied to the goal of empowering police personnel to make the community a better and safer place to live.

This study identifies additional areas which would benefit from further study to determine what relationship they might bear on this issue in the future. Using a pay for performance standard may play a role in motivating employees to achieve maximum potential. Research needs to be conducted to see if compensation for merit has a direct impact on performance. In conjunction with this, is the need to

explore the role that increased use of non-economic incentives may play in motivating effectiveness and efficiency.

Finally, the role that community expectation has on police services needs to be examined. Can empowerment of law enforcement employees have a positive impact in better meeting the needs and expectations of the community? Many feel this is the best way to understand and work with the community. Research on community oriented policing and empowerment in law enforcement organizations which is currently taking place in many parts of the country today may provide important insight on how to best motivate and evaluate law enforcement personnel in the future.

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recognition, and finally 5) self actualization. The first three levels are the "basic" needs. The last two needs are "values" or the importance of the job. ⁵

Organizations are "human systems" and motivation is a basic principle in human behavior. Motivation pertains to internal conditions, or the desire of the individual employee. A clearly stated definition is given by Bernard Berelson and Gary Steiner, "A motive is an inner state that energizes, activates, or moves, (hence motivation'), and that directs or channels behavior toward goals." ⁶

In an organization a mission statement and value statements are imperative. They help employees understand the direction of the organization and give a purpose to departments' goals and objectives. A mission statement sets the course of the organization so employees are able to see the big picture. Value statements are important also. They help to identify direction and the philosophy of the organization. Value statements establish the moral and ethical qualities to which the organization is committed. The mission statement describes where the organization is going and value statements explain how it will get there. Value statements are a guide to behaviors that management accepts and supports within the organization. ⁷

When employees have an understanding of what path the organization is on, they are able to attach meaning to their role in the workplace. Employees can begin to see how they fit into the organization. To clarify this point, there's a story

of a passer-by who asked a bored bricklayer, "what are you doing?" The bricklayer replied, "I am placing one brick on top of another." The passer-by then asked another bricklayer, who was working with greater enthusiasm, "What are you doing?" The second bricklayer replied, "I am building a magnificent cathedral where hundreds will worship."⁸

This illustrates the importance of a clear mission or vision in motivating performance. Productivity and job satisfaction become a direct by-product if employees know the purpose of the organization and can bring meaning to personal accomplishments achieved within the organization.⁹

An organization that has set a clear direction and provides rewards for attainment of goals and objectives will be more successful in motivating employees. Employees who can see results from their work will have a sense of accomplishment and will receive job satisfaction through the work itself. It is management's responsibility to establish the path so employees will have purpose and meaning for their performance.¹⁰

For a performance reward system to work effectively, employees need to know what is expected from their job performance. Workers require feedback regarding their performance. Only those employees who have met the standards should be rewarded by the organization. If management is to succeed in increasing satisfaction and job performance, it must see that the evaluation and reward

systems work effectively. ¹¹

Recognizing workers who meet or exceed standards will act as a catalyst in influencing employees' motivation. In a performance appraisal system there has to be a clear distinction of rewards for those employees who meet standards and those who do not. This will validate the system and motivate those workers who do not meet standards to work harder.

In order for the personnel performance appraisal system to work effectively, the instrument used to evaluate performance must have clear job guidelines. Job standards need to be clear. The minimum job standards have to be stated. Job standards need to be clearly stated for the different level of performance that will be recognized. This will assure evaluators can more objectively apply the job standards to the worker's job performance.

Before one can objectively evaluate job standards, a thorough job analysis must be performed. Without a complete job analysis employees will not know what is expected. A performance appraisal system should not be a simplistic assessment, such as the number of arrests, number of citations or other countable statistics. These factors only accounts for a fraction of the officer's job. This system also promotes abuses. If officers believe that rewards and promotion are earned through "quotas," the job then becomes distorted to fulfill these expectations of management, rather than the expectations of the community. ¹²

Training needs will have to be identified for a personnel system to be effective. Assessing an employee's training needs for staff development is vital to the organization and provides the employee the tools and skills to meet the job standards. Employees who are well trained and are proficient in the performance of their responsibilities, receive job satisfaction through achievements and job success.

Performance appraisal systems can also be utilized to change the culture within an organization. Once expectations have been established and stated clearly in job performance standards, workers will accept them as norms. Managers must be persistent in maintaining the standards within the organization. The culture of an organization is an accumulation of the values and beliefs held. The culture is actually the why and how workers accomplish tasks.¹³ Unwanted behaviors must be discouraged. If unwanted behaviors are not discouraged, they will become the new standards, the way in which employees get things done. These behaviors are then reflected in a change in the culture.

Frederick Herzberg looked at what he called hygiene factors which contribute to job satisfaction. Based on the study Herzberg conducted, achievement and recognition were rated the highest toward employees' obtaining job satisfaction.¹⁴ To obtain positive results managers must remove some of the traditional controls. More emphasis must be placed on accountability. If this is

accomplished, Herzberg feels that employees will have a sense of responsibility and personal achievement. By allowing for more job freedom, workers will be able to obtain personal satisfaction. The organization will then need to provide recognition, not only through pay incentives, but through public acknowledgment as well.

An effective personnel system must be designed to meet the needs of the major stakeholders. In law enforcement the primary stakeholder is the community which the agency serves. Needs of the citizens vary among communities. Each organization must evaluate the needs of their community. The community expects city employees to find long term solutions to problems. Communities want law enforcement to be an integral part of the community. A philosophy that embraces meeting community needs is expected by the citizens.

The personnel system will need to establish standards and expectations based on what the community desires to be included in the performance appraisal instrument. An effective police personnel appraisal system depends, not only on the rating officer's evaluation of another officer's duty performance, but also on a clear statement of performance standards and evaluation criteria.¹⁵

Determining performance standards will require a thorough job analysis. This job analysis must take account of the mission and goals of the organization, as well as, the needs and desires of the community the police agency serves. A

critical issue will be how police performance standards and productivity measures can be structured to relate actual job functions to the kind of police service wanted and needed by the community.¹⁶

A performance appraisal system that can motivate employees to be more efficient and effective is important to law enforcement to meet the needs of the community it serves. An effective performance appraisal system must fit the organization, clarify what management expects of employees, measure employees' current performance, and provide an unbiased evaluation of an individual's performance.¹⁷ All employees need to be provided clear expectations, appropriate training, support, and any other opportunity needed to achieve and exceed organizational goals.

Chapter Two

Futures Study

FUTURES STUDY

Identification of Issue

The futures study is an analysis of the Issue and related Sub-Issues. The future study process includes identifying trends that may influence the study and events that could impact the issue. In conjunction with identifying the trends and events, a forecast of the degree of influence or impact each would have on the issue and sub-issues was made. To assist in forecasting, scenarios were developed which would provide an opportunity to analyze the future. The study of motivation and evaluation will have an impact on law enforcement agencies in the area of employee performance over the next ten years. Law enforcement organizations will need to identify innovative ways to motivate and compensate employees in the future.

Using the research, a variety of sources were examined in the identification and clarification of the Issue and the Sub-Issues. A "Future File" was used as one source of information. A future file is a collection of articles found in newspapers, magazines, professional journals and books that pertain to the topic. In identifying and collecting appropriate articles, a scanning process was used to isolate trends and events which could affect the issue in the future. The future file used is based on a "STEEP" model. Steep is an acronym for "Social," "Technological," "Economic," "Environmental" and

"Political." The future file articles were selected from each of these categories. The issue that was identified for study and research is:

What Methods Will Law Enforcement Agencies Use to Motivate and Evaluate Employee Performance by the Year 2005?

Development of Sub-Issues

In developing the sub-issues, a variety of individuals were interviewed to clarify and focus on the main issue. The individuals consulted included experts in the field of personnel, managers in the private, as well as, the public sector, union representatives, elected officials, graduates of Command College and various groups of the workforce in law enforcement organizations including non-sworn positions such in records, dispatch, and the jail. To assist in developing the sub-issues and for issue clarification a "Futures Wheel" concept (Figure 1, page 11) was used. For this process, the main issue was listed and used as a starting point. Through brainstorming the issue, a variety of sub-issues were identified. As sub-issues were recorded, additional discussion took place for the purpose of clarification. The correlation and relationship between the sub-issues and the main issue are seen

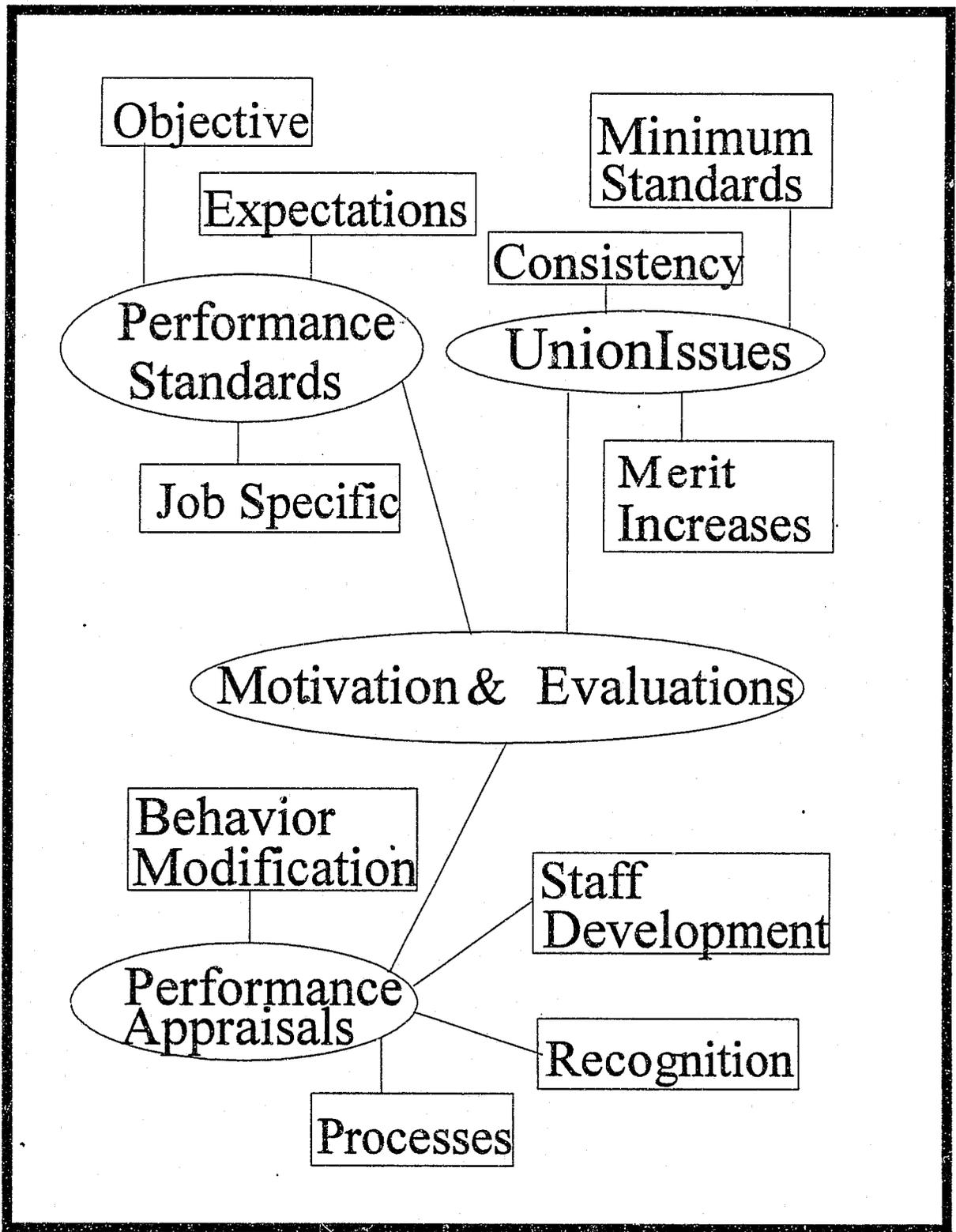


Figure 1

through the future wheel concept. Based on the interviews and the future wheel results, the following sub-issues were identified as important to the issue.

- *What process will be used to determine performance standards?*
- *What function will the performance appraisal play in changing the organizational culture?*
- *How will labor union concerns and issues be addressed?*

Nominal Group Technique

To further define the issue and sub-issues a "Nominal Group Technique" (NGT) was used. The NGT panel was comprised of professionals in the field of personnel who have insight into the issue, as well as stakeholders who may be impacted by the issue. The NGT is designed to advance the futures study in the development and forecasting of trends and events which are related to the issue. The NGT is an important part of the futures study process. This process allows those professionals selected an opportunity to discuss the issue and what may transpire in the future. The trends and events selected are those identified by the panel as the ones most likely to impact the issue during the study period of ten years. The definition of an "Event" is a measurable singular occurrence which may

affect the issue. A series of events occurring that exert influence on the issue is a "Trend." Care was taken in the panel selection to ensure the composition represented a balanced perspective between the private and public sectors.

Nominal Group Technique Panel

Bridget Healy, Assistant City Manager for the City of Claremont. Ms. Healy has 16 years experience in working in municipal government. Ms. Healy's primary responsibilities have involved personnel. Ms. Healy is also the personnel manager and charged with meeting with the unions for contract negotiations. Ms. Healy has a Bachelor of Arts in English and a Masters in Public Administration from the University of Southern California.

Martin Lomeli, City Manager for the City of La Verne. Mr. Lomeli is responsible for the operations of all city departments, including personnel. Mr. Lomeli has a Bachelor of Arts in Business and a Masters in Public Administration from the University of La Verne.

Brooke White, Orange County Regional Personnel Manager for Nordstrom. Ms. White is responsible for supervising twelve personnel managers in the Orange County Region. The Orange County region has approximately 4,500 employees.

Ms. White has experience in litigation management. Ms. White holds a Bachelor of Arts in Communication from the University of California, Santa Barbara.

George Gentner, student at Fullerton College majoring in Criminal Justice, currently employed at Disneyland. Mr. Gentner has graduated from the Level 1 Reserve Police Officer Academy at Fullerton College. Mr. Gentner was selected to participate in the NGT panel due in part to his desire to become a full-time police officer in the future. It was felt that Mr. Gentner's input would be important because the fact that the trends and events could directly impact his future career in law enforcement.

Stan Van Horn, Sergeant, Claremont Police Department. Mr. Van Horn serves as the Vice President of the Claremont Police Management Association. Mr. Van Horn has sixteen years experience in working in law enforcement, with assignments in the detective bureau, training and administrative services. Mr. Van Horn holds a Bachelor of Science in Criminal Justice from the University of Riverside.

Mark W. Lauria, Assistant Superintendent of Personnel Services, Ontario-Montclair School District. Mr. Lauria has been a teacher, junior high assistant principal, elementary principal and director of certificated personnel. Mr. Lauria

has a Bachelor of Arts in Education from Claremont Men's College and Masters of Arts and a Doctor of Philosophy in Education from the Claremont Graduate School.

Jan M. Lemons, Senior Vice President, Pomona First Federal Savings and Loan. Ms. Lemons is the Director of Human Resources and Loan Service Operations. Ms. Lemons has a Bachelor of Arts in English and worked previously as a high school vice principal. Ms. Lemons has also been a director of corporate training and has taught at the American Bankers' Trainers School.

Carole Dorsey, Executive Director of the Claremont Chamber of Commerce. Ms. Dorsey has a Bachelor of Science in Education and has been a teacher for eleven years. Ms. Dorsey is a graduate of Institutes for Organizational Management from Stanford University. Ms. Dorsey has been the Director of the Chamber for thirteen years.

Guy E. Eisenbrey, Chief of Police, City of Montclair. Mr. Eisenbrey has a Bachelor of Arts in Political Science from Cal Poly Pomona and is a Command College Graduate of Class Seven. Mr. Eisenbrey has twenty three years of experience working in law enforcement and has worked in all major areas of the field.

Paul Cooper, Agent, Claremont Police Department. Mr. Cooper has been a police officer for nine years. During his tenure, Mr. Cooper has worked in patrol,

detectives, and administrative services. Currently, Mr. Cooper is the President of the Claremont Police Officers Association. The Association represents sworn, as well as, the non-sworn personnel within the organization.

Trend Development

The first step in the nominal group technique process is trend development. A trend is defined as a series of events which may impact the issue and sub-issues. The purpose in identifying trends is to examine trends that may impact the issue and then to forecast their effect on the issue during the ten year study period.

After introductions, the panel was given time to generate trends on their own. A list of fifty eight trends was developed. The next step in the NGT was to reduce the number of trends identified. The full list of the trends generated by the NGT Panel can be found in Appendix A. The form used by the NGT panel is included as Appendix B. Below the ten top trends are listed in the order of importance identified by the NGT Panel.

Trend One: Employee Empowerment The panel felt that empowering employees was essential in increasing motivation, job satisfaction and morale. The panel believes that the paramilitary structure of law enforcement must change by

giving more autonomy to employees. This will allow for decisions to be made at the lowest level in the organization.

Trend Two: Rewards for Performance In order for a merit system to be effective and to encourage increased performance, the panel felt that quality performance needed recognition. The panel discussed bonuses in conjunction with annual employee evaluation. One time incentive bonuses were also discussed.

Trend Three: Community Expectations of Police Services The panel felt that the expectations of communities have increased and that communities will be looking to the police to assist in helping solve neighborhood problems. The panel also felt that personnel must understand these expectations in order to be able to respond to them.

Trend Four: Salary and Benefits It was the opinion of the panel that this trend will have a high degree of impact on motivation. The panel was also concerned about what affects the state of the economy would have on this trend. It was the consensus of the panel that being number one in compensation was not imperative. However, compensation did have to meet the employees basic needs.

Trend Five: Pay for Performance Standards This trend is related to Trend two and Trend four with regards to motivation. However, the panel had a strong belief that pay would be seen to have a direct impact on performance. Where this Trend differs from Trend two and four, is this trend pertains to the development of performance standards as a way to measure an employee effectiveness. Once an employee's performance has been identified, then the appropriate level of compensation can be determined.

Trend Six: Use of Non-monetary Reward System This is another trend that the panel held a strong opinion about. The panel felt that an organization will definitely need other non-economic incentives as options to motivate employees. This is related to Trend seven. The panel believed that the state of the economy would not significantly improve during the study period causing organizations to reward employees with non-monetary rewards.

Trend Seven: Availability of Budget Resources The panel discussed the concept that without sufficient resources, it will be difficult, if not impossible to implement a merit system. Limited resources will have an impact on the issue over the next ten years.

Trend Eight: Quality over Quantity The panel believed that this trend will be necessary to meet the needs of the community. Demands from the community for quality police performance will increase in the future. Communities are requiring more from law enforcement, however, with fewer resources.

Trend Nine: Confidence in the Criminal Justice System The panel felt that the community's confidence in law enforcement to perform effectively has declined. As a result, the community has the opinion that the "system" has let them down.

Trend Ten: Respect for Police This trend is related to Trend nine. The panel felt that the public's respect for the police has been tarnished. This is a result of police misconduct incidents being highly publicized by the media.

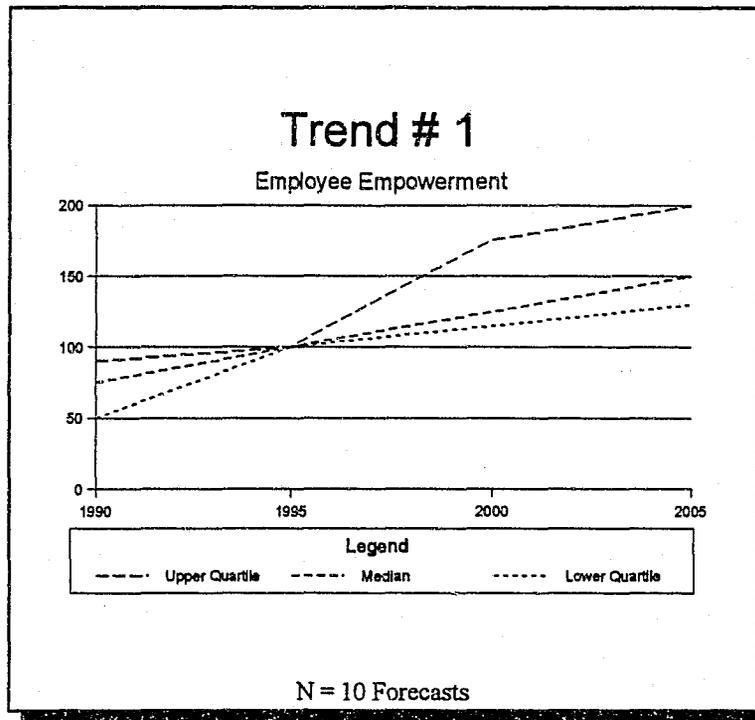
Trend Forecasting

Once these trends were identified, the NGT panel was asked to forecast the top ten trends to the year 2005, in relation to how they will affect the issue. The panel individually forecasted each trend. A constant number of one hundred was used as today's standard, for the year 1995. The panel was asked to

evaluate the trend five years ago, (1990), and assign it a numerical rating in comparison to today's rating of one hundred. The panel then forecasted the trend and placed a numerical rating on the trend in five years, (2000), and ten years, (2005), into the future using today's standard of one hundred. When this process was completed, some general discussion took place about the results. The following is an analysis of each trend and the forecasts of the panel regarding the influences each might have on the issue in the future. These charts illustrate each trend as forecasted showing the upper quartile, median, and the lower quartile. The narrative on each trend is based upon discussion and comments made by members of the NGT panel. For an overview of the selected trends including forecasting results see Table 1 page 21. For example in employee empowerment, the panel projected the median five years ago, 1990 as 75. The year 2000, five years ahead, the median rose to 125, twenty five points higher than in 1995. In 2005, ten years ahead, the panel projected that employee empowerment would rise to 150.

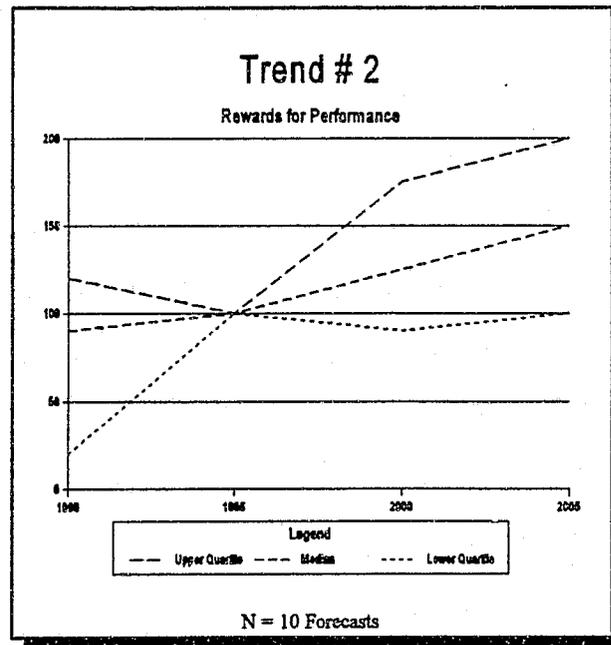
TREND EVALUATION TABLE				
	1990	1995	2000	2005
Employee Empowerment	Upper Quartile 90 Median 75 Lower Quartile 50	100	Upper Quartile 175 Median 125 Lower Quartile 115	Upper Quartile 200 Median 150 Lower Quartile 130
Rewards for Performance	Upper Quartile 120 Median 90 Lower Quartile 20	100	Upper Quartile 175 Median 125 Lower Quartile 90	Upper Quartile 200 Median 150 Lower Quartile 100
Community Expectations of Police Services	Upper Quartile 115 Median 90 Lower Quartile 50	100	Upper Quartile 150 Median 150 Lower Quartile 90	Upper Quartile 200 Median 150 Lower Quartile 100
Salary and Benefits	Upper Quartile 150 Median 93 Lower Quartile 80	100	Upper Quartile 150 Median 95 Lower Quartile 90	Upper Quartile 150 Median 105 Lower Quartile 75
Pay for Performance	Upper Quartile 95 Median 50 Lower Quartile 0	100	Upper Quartile 175 Median 110 Lower Quartile 90	Upper Quartile 200 Median 150 Lower Quartile 80
Use of Non-Monetary Reward System	Upper Quartile 100 Median 63 Lower Quartile 25	100	Upper Quartile 195 Median 138 Lower Quartile 100	Upper Quartile 200 Median 150 Lower Quartile 120
Availability of Resources	Upper Quartile 175 Median 123 Lower Quartile 105	100	Upper Quartile 125 Median 85 Lower Quartile 75	Upper Quartile 130 Median 78 Lower Quartile 50
Quantity vs. Quality	Upper Quartile 110 Median 70 Lower Quartile 50	100	Upper Quartile 175 Median 125 Lower Quartile 90	Upper Quartile 200 Median 145 Lower Quartile 80
Confidence Level of Criminal Justice System	Upper Quartile 150 Median 125 Lower Quartile 110	100	Upper Quartile 100 Median 88 Lower Quartile 75	Upper Quartile 125 Median 75 Lower Quartile 60
Respect for Police	Upper Quartile 150 Median 125 Lower Quartile 85	100	Upper Quartile 150 Median 105 Lower Quartile 75	Upper Quartile 200 Median 115 Lower Quartile 85

Table 1



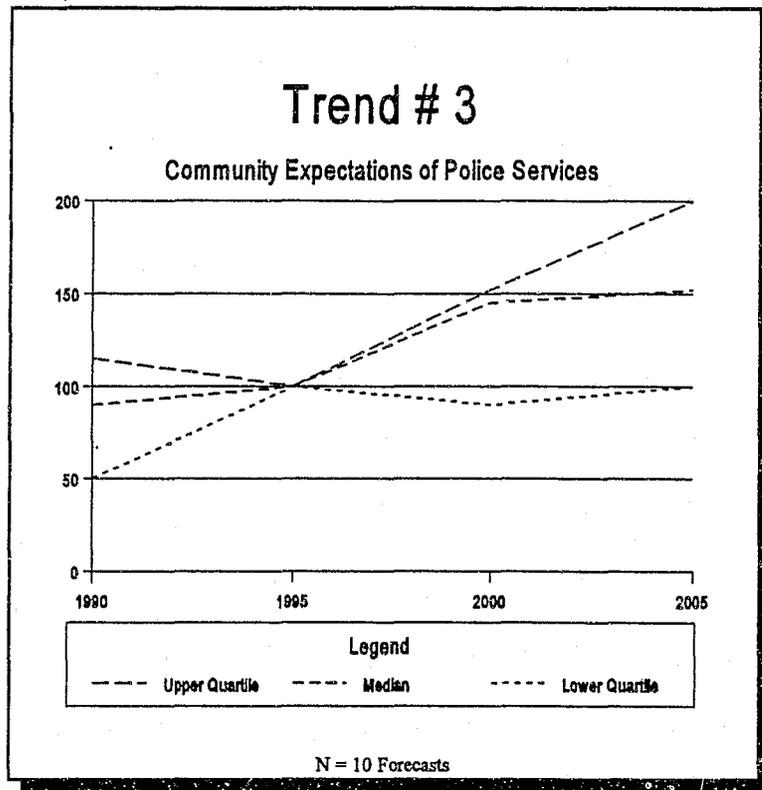
Trend One: Employee Empowerment

Employee empowerment was seen as of great importance by the panel. The panel believes that employees of the future will require greater autonomy in performing their duties. Employees of the future will also be asked to participate in a decision making role regarding policy and procedures which will impact their immediate work environment. Comments were made about law enforcement being a para-military organization. The panel believed a chain of command structure prevents employee empowerment to flourish. The panel felt that the development of this trend will be essential for the successful growth of a police organization.



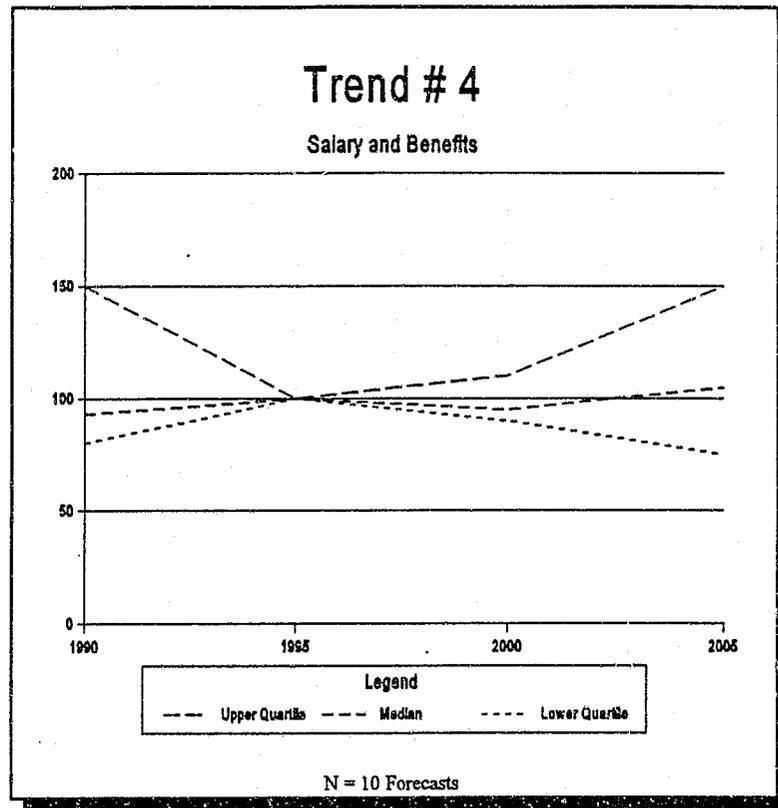
Trend Two: Rewards for Performance

The panel discussed two ideas related to rewards for performance. First, the panel felt it was important to reward employees whose performance was more effective than other employees. Members of the panel believed that it will be important to develop a merit system which has different levels of rewards based on employee performance. One suggestion was to reward performance through one time monetary incentive programs, rather than compensating the employee on his salary schedule. Increasing an employee's annual salary has long term monetary effects. For motivational purposes recognizing an employee with a bonus might be better. The bonus could be based on the employee's base pay or the reward could be a flat rate. The reward could be based on a one time occurrence or a series of actions which are above the standard employee.



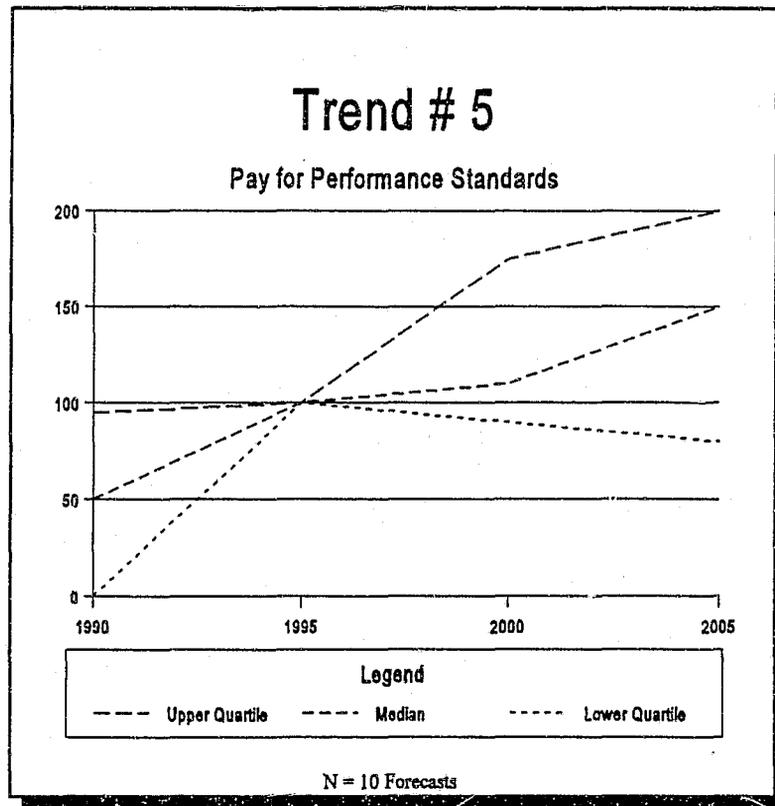
Trend Three: Community Expectations of Police Services

The panel theorized that the expectations of the community may be greater than the actual service level that can be provided by the police department. A discussion about "Community Based Policing" took place. The panel believes that a community has the right to expect a police department will listen to concerns and/or problems; then work together with citizen groups to resolve these problems. Due to the increasing fear by citizens across the nation, the panel felt that expectations of the police will continue to increase.



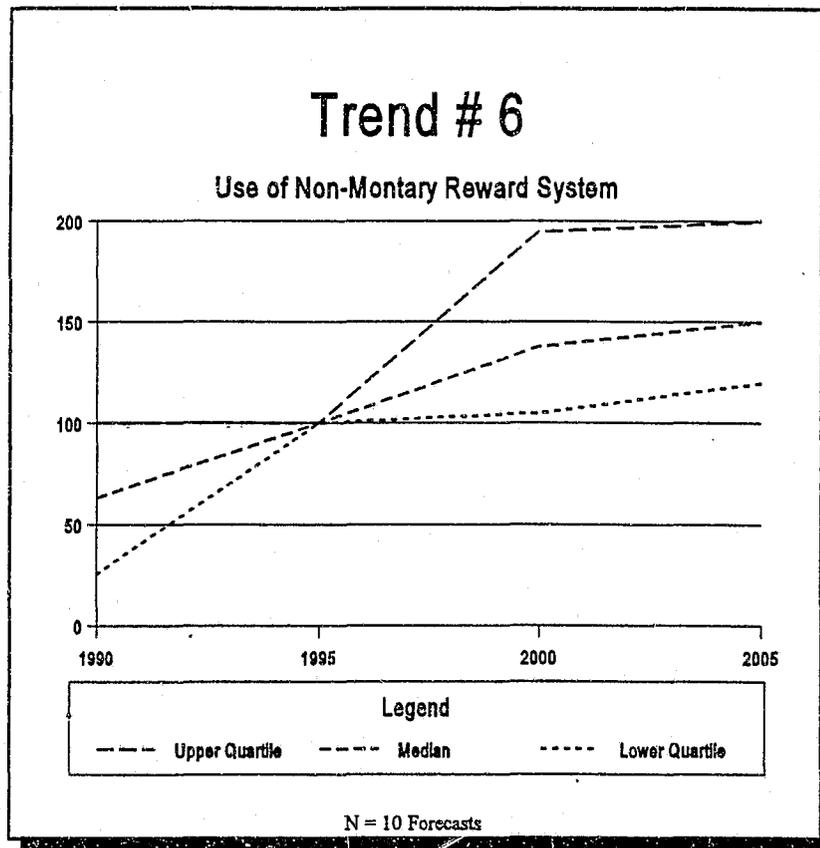
Trend Four: Salary and Benefits

As a whole, the panel was of the opinion that the double digit raises which were common in the 1980's will no longer exist in the next ten years. The consensus of the panel is that salary and benefits will not significantly increase over the next ten years. Salary increases will be modest and, as a result, municipalities will be required to explore other alternatives to address motivation. The fiscal realities of the future will most certainly have an impact on the issue through this trend.



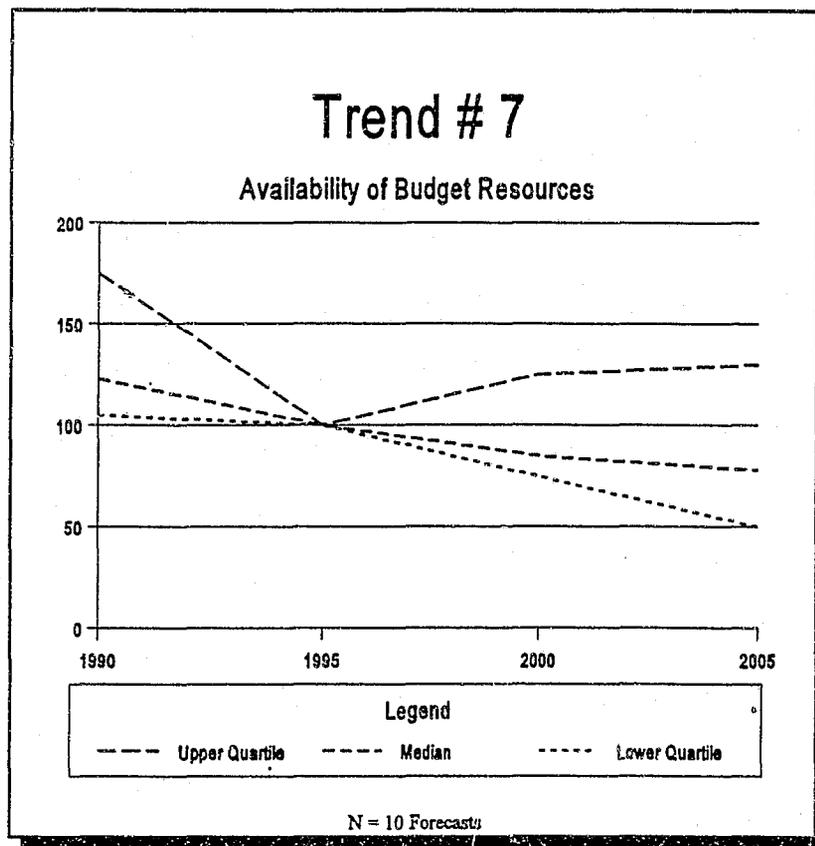
Trend Five: Pay for Performance Standards

There was considerable discussion among the panel about developing performance standards in relationship to compensation. One member suggested evaluating employees based on the individual's performance rather than common standards for the position. Pay for performance will increasingly become a viable solution for organizations to address employee motivation and performance. The overall consensus of the panel was that organizations will be required to develop minimum standards in order to establish expectations, goals, and objectives. Minimum standards will also help keep the employee clear about the vision, direction and philosophy of the organization.



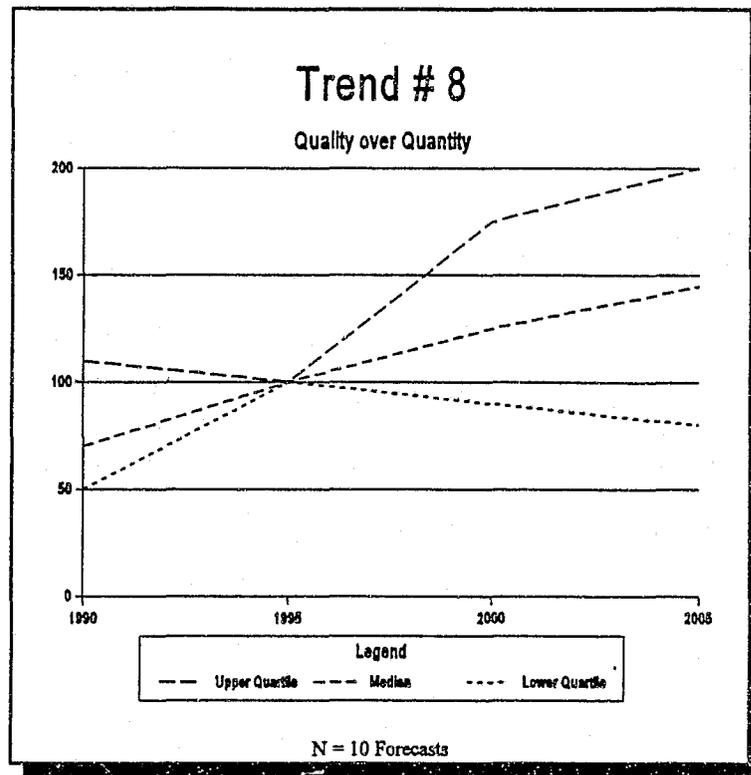
Trend Six: Use of Non-Monetary Reward System

Due to limited resources within public service organizations, the panel strongly felt that a reward system based on a non-monetary system would be imperative. The panel suggested developing a program designed to recognize employee's performance without impacting the operating budget of the organization. The panel understood the need to maintain an adequate level of compensation for employees to be able to satisfy their basic needs. However, the panel recognizes the fact that organizations will be required to promote an environment of job satisfaction through non-monetary means.



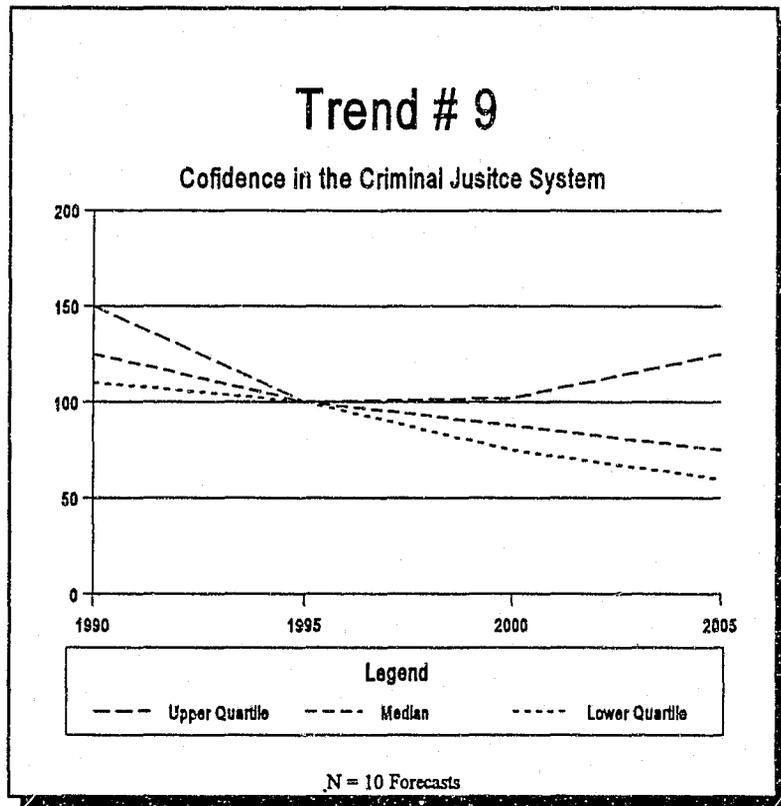
Trend Seven: Availability of Budget Resources

Overwhelmingly the panel was of the opinion that public service organizations will need to explore additional funding sources. Looking to other governmental agencies for revenue will not be sufficient. The panel discussed the concept of cities maintaining local control. The panel believed that California's economy will not significantly improve during the study period. In fact, the median opinion of the panel is that budget resources will fall slightly during the study period.



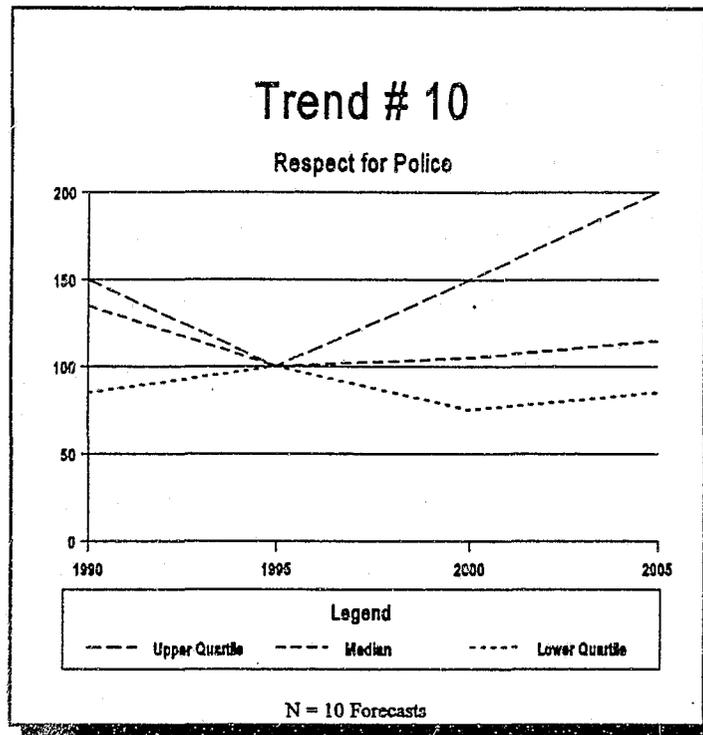
Trend Eight: Quality Over Quantity

The panel felt that public service organizations have enjoyed a monopoly in providing services to the community so there has been little incentive to provide quality service. The community does not have the ability to "shop around" to find the best service or the best price which may lead to an attitude of complacency on the part of some agencies. The panel had a strong opinion that public service agencies will need to stress quality over quantity of service. No longer will the community accept mediocrity. Public service organizations will be required to "sell" their service. Unless the community can see the value of the services they are receiving, they will no longer accept higher taxes to pay for those services.



Trend Nine: Confidence in the Criminal Justice System

The consensus of the panel is that the criminal justice system has "let them down". The panel felt that, in general, there is a lack of accountability. Citizens are no longer willing to accept the excuse, "It's not my fault". The panel does not believe that the government is doing enough to keep them safe. The panel believes that the criminal justice system is ineffective and takes too long to act. The panel thought the correctional system is not working and should be changed to a penal system. The median opinion of the panel predicts that the confidence level of the public will continue to decrease during the study period.



Trend Ten: Respect for the Police

The panel felt police officers at one time were looked up to by citizens as heros, friends, and leaders in the community. However, due to the high profile in the media of police misconduct cases, police officers have lost respect and status in the community. As a result, the trust level of the community for the police has diminished. One panel member related this trend to quality over quantity. Another factor that has contributed to this decline in respect is the perception by the community that the police do not care and are unwilling to work with the community in a cooperative effort to resolve problems. The opinion was that the community should be able to look to the police for leadership and hold police officers to a higher standard.

Event Development

The second step in the Nominal Group Technique process is the event selection.

The definition of an event is a one-time, single occurrence. The purpose in identifying events is to examine what may happen during the study period of ten years which could impact the issue. The panel was given an opportunity to generate events by themselves without input from other panelists. A list of thirty five events was developed. After the individual generation of the events, each event was discussed by the panel for the purpose of clarification.

The panel was then asked to reduce the number of identified events to fifteen by prioritizing and voting for their top fifteen choices. After the voting, eighteen events had been selected. This was a result of three ties, therefore, the three ties were added. A second round of voting occurred and reduced the list of eighteen down to the top ten. A full list of the events generated by the NGT Panel is contained in Appendix C. The form used by the NGT panel is included in Appendix D. The top ten events are listed in the order of importance by the NGT Panel.

Event One: Binding Arbitration

The use of a third party to resolve an issue between a municipality and an employee association when they cannot mutually agree.

Event Two: Personnel Files are Opened

Personnel files are not confidential and would be open to public scrutiny.

Event Three: Significant Budget Cuts

The reduction of general fund monies for operating costs.

Event Four: High Profile Incident of Police Misconduct in the Media

Extensive coverage in television, radio, and newspaper coverage of police misconduct cases.

Event Five: Outside Appointment for a Staff Officer's Position

The hiring from outside of an organization for a staff position.

Event Six: New Chief is Hired

Appointment of a new chief executive occurs.

Event Seven: Use of Employee Evaluations Declared Illegal

Legislative action occurs which prevents employers from evaluating employee performance.

Event Eight: Civilian Police Review Board Appointed

An outside panel of civilians appointed to conduct investigations into police misconduct, complaints, and personnel practices.

Event Nine: Job Action by Employees

Employees participate in walk-out, "blue flu", strike, job slow-down, or other actions not sanctioned by management.

Event Ten: Disaster

A natural or catastrophic event which impacts the daily operation of a community including the services of a municipality.

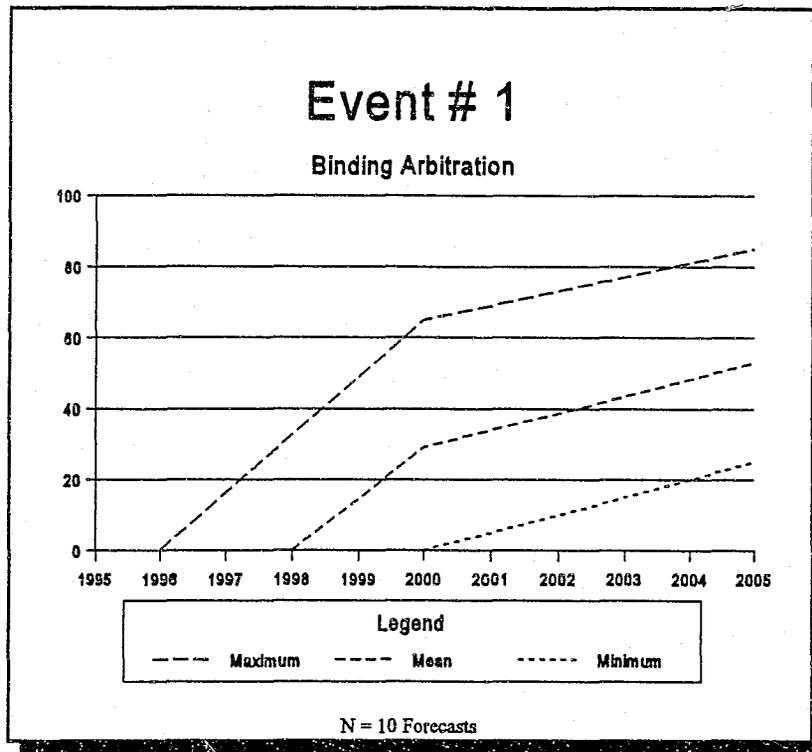
Event Forecasting

Once the top ten events had been identified, the Nominal Group Technique panel was asked to predict the probability of when an event would first exceed zero, or the first year during the ten year study period when the events occurs. The panel forecasted the probability (0-100 percent) of the event occurring five and ten years into the future. The panel was then asked to rate the impact on the issue either positive or negative. The range was between 0-10. When completed some general discussion took place about the results. The following is an analysis of each event and the forecasts of the panel regarding the influence each might have on the issue in the future. The narrative on each event is based upon discussion and comments made by members of the NGT panel. For an overview of the selected events including forecasting results see Table 2 page 35.

EVENT EVALUATION TABLE					
	Probability of first exceeding zero (years)	Probability, five years from now (0 - 100%)	Probability, ten years from now (0 - 100%)	Positive impact if event occurred (0 - 10 scale)	Negative impact if event occurred (0 - 10 scale)
Binding Arbitration	2.9	63	84	2.9	6.7
Personnel files opened	3.7	62	84	2.9	6.7
Significant budget cuts	1.2	62	85	0.5	7.5
Media event of misconduct	2.8	59	72	1.3	8.1
Staff position from outside	1.9	62	85	4.6	5
New chief appointed	1.6	75	87	4.8	5.3
Employee evals. illegal	9.5	12	19	0	10
Review Board appointed	4.1	28	45	3.2	5.3
Job action	2.1	23	38	0.8	7.4
Disaster occurs	1.8	63	84	0	8.1

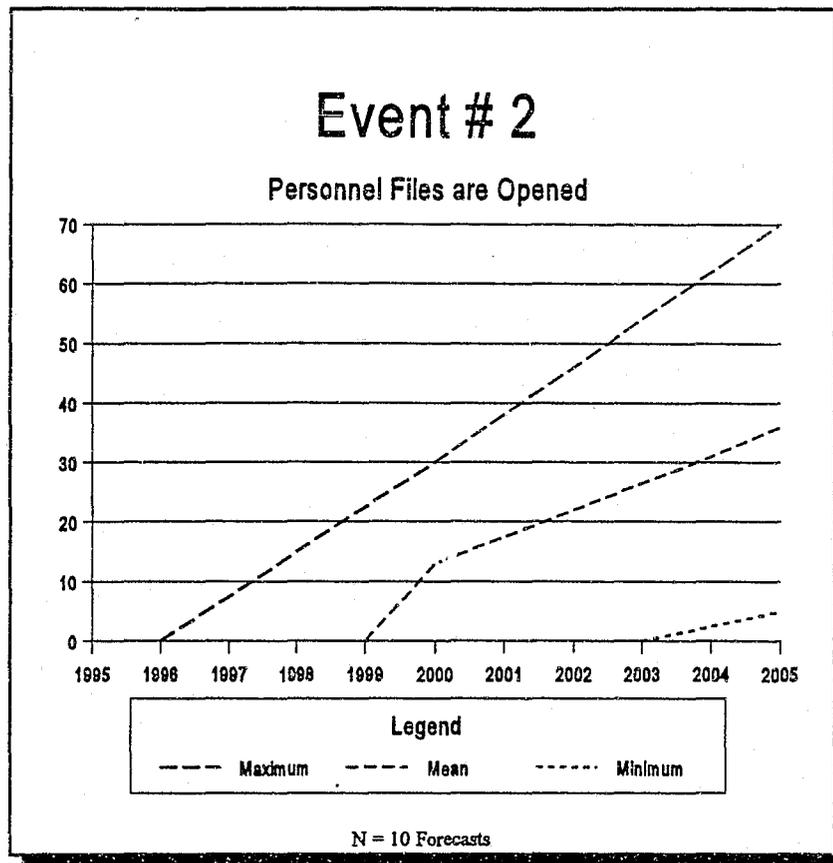
Table 2

Legend: figures are based on the mean
N = 10 Forecasts



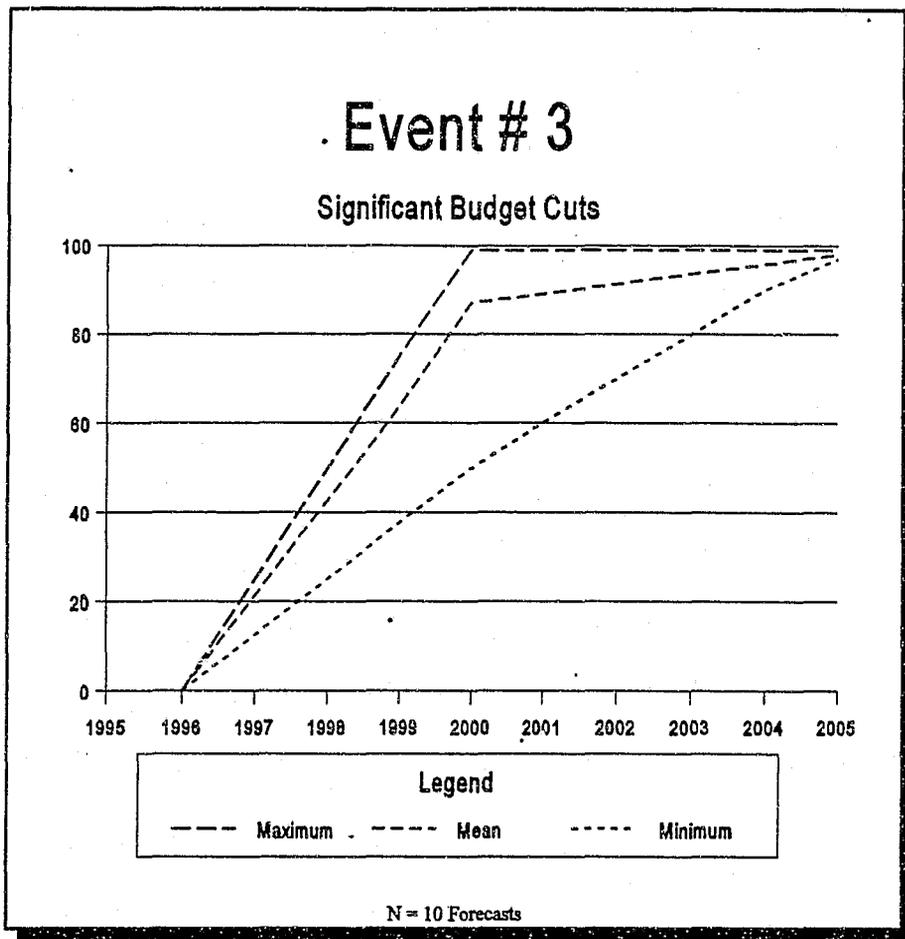
Event One: Binding Arbitration

The opinion of the panel was that binding arbitration would have the most significant impact on a public service organization. The panel stressed the importance of local control. If agencies relied on a third party to mitigate matters between union groups and the municipalities, the panel believed that cities could eventually lose a degree of their management rights. Another negative point raised regarding the power of binding arbitration was that an arbitrator might not have insight into the culture and philosophy of the community, and might be unaware of past practices.



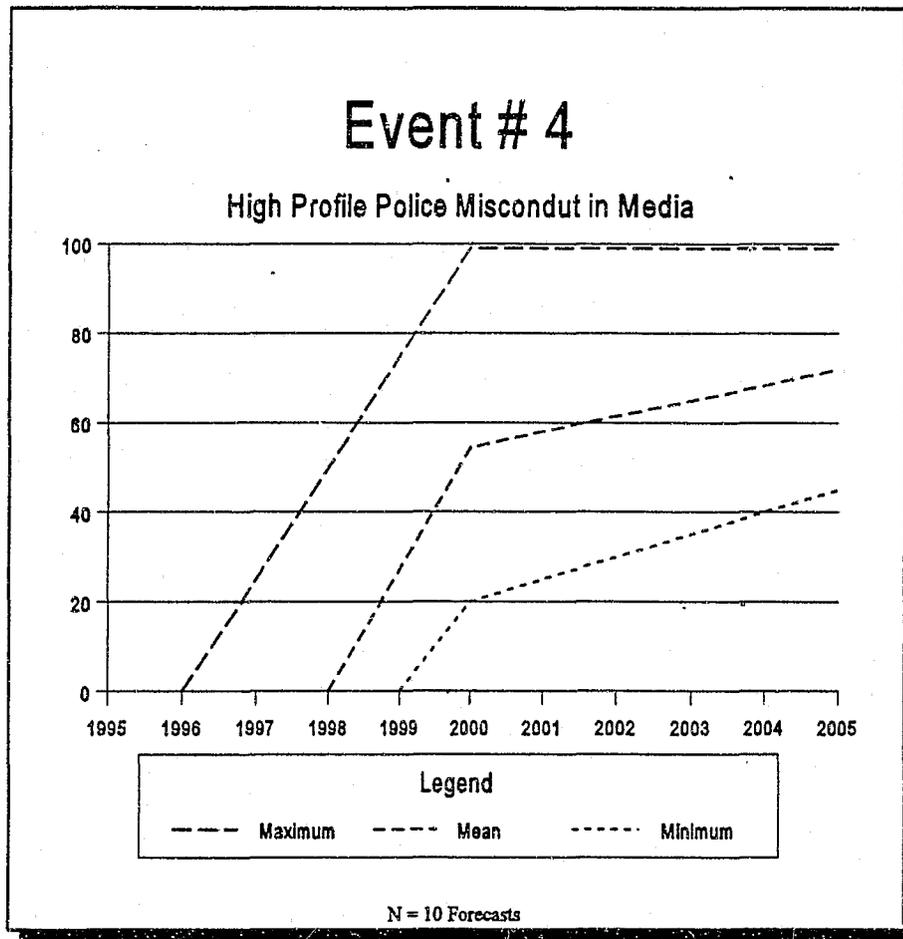
Event Two: Personnel Files are Opened

The consensus of the panel was if legislation is passed that opens up personnel files for public inspection, litigation could increase. The confidentiality of personnel records is an important aspect of performance appraisal systems. Should this event occur there could be a negative impact. The panel discussed the fact that should this event occur, there might also be a reduction in management's rights and ability to negotiate and handle employee disciplinary actions.



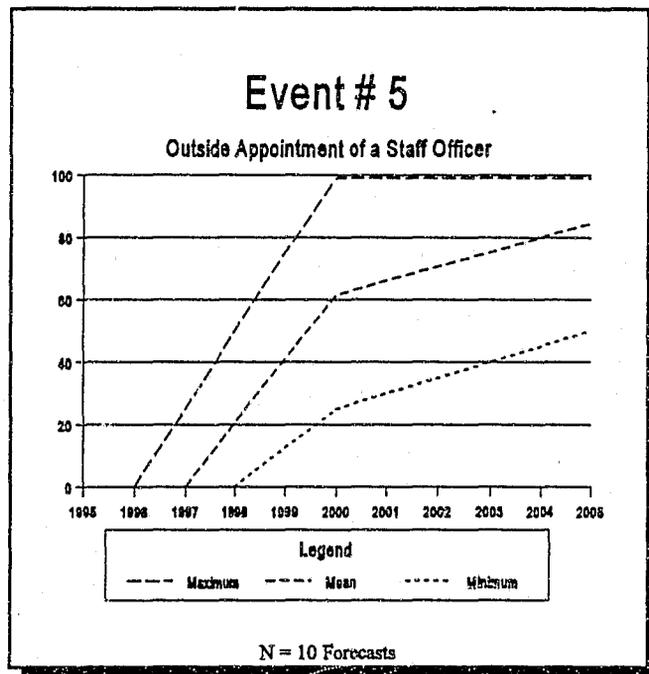
Event Three: Significant Budget Cuts

It was the overwhelming consensus of the panel that substantial budget cuts would have a dramatic affect on communities. The panel felt downsizing of police organizations will continue. Non-essential positions in community service programs such as DARE, neighborhood watch, school resource officers, will be reduced or eliminated. Another factor which could have long-lasting effects on a department is reduced training time for personnel.



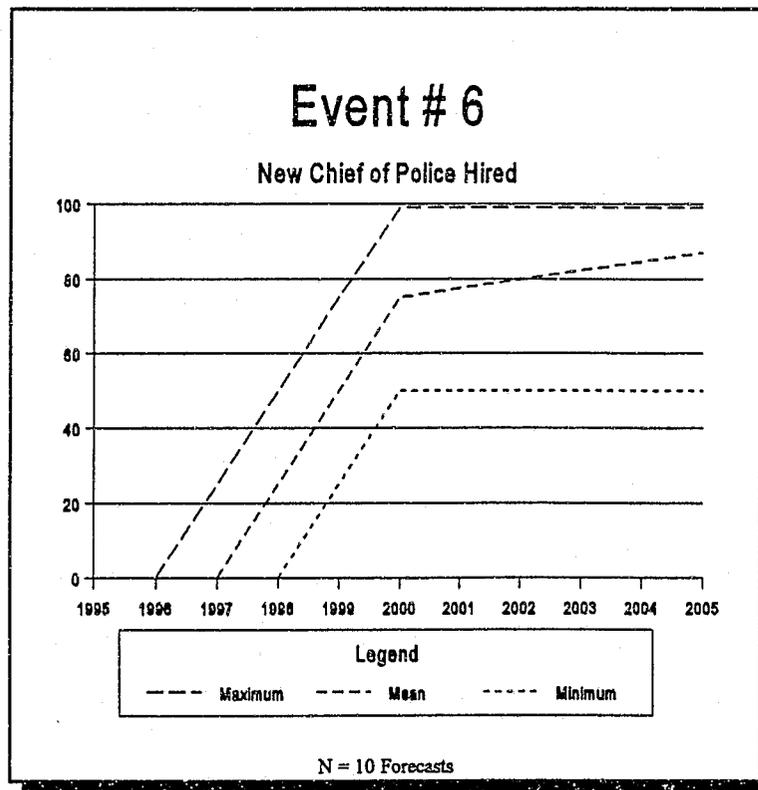
Event Four: High Profile Incident of Police Misconduct in the Media

The panel believed this event would lessen the effectiveness of police officers in a variety of ways. Officers would not have a high degree of respect within the community and this could hamper their efforts in working with the community to resolve problems. This event would also affect other officers in the department. Officers may not be as willing to take appropriate action in the field due to their fear of being criticized publicly for taking such action.



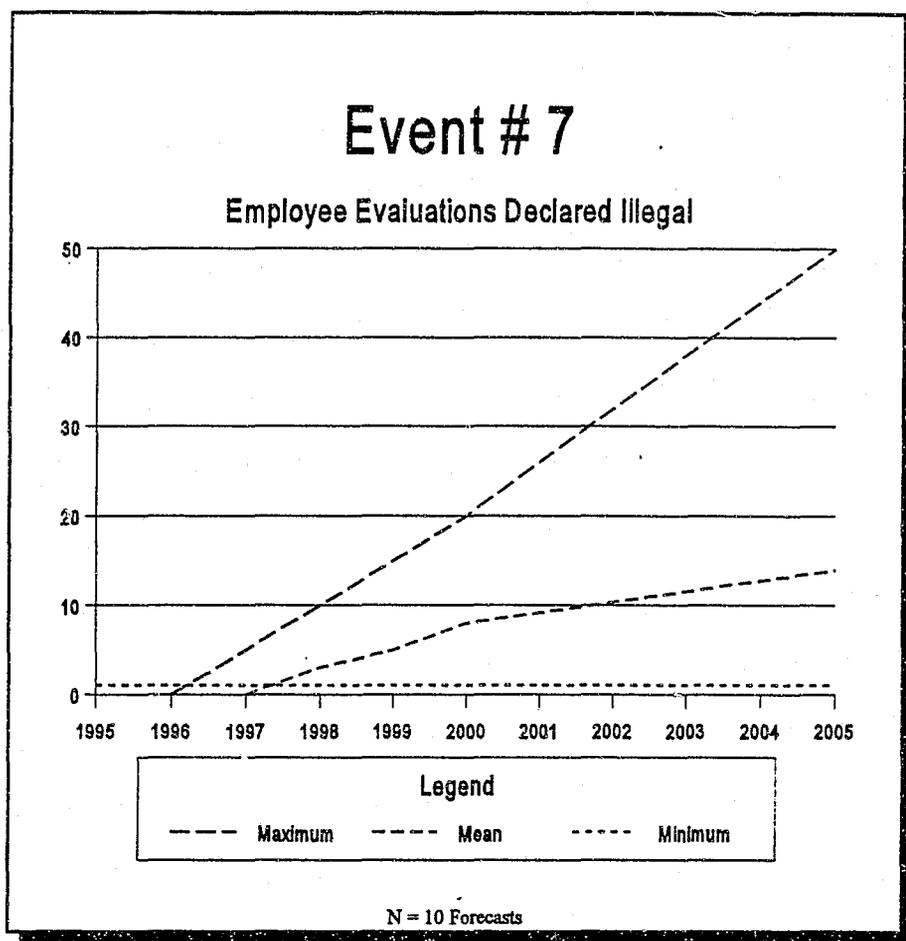
Event Five: Outside Appointment for a Staff Officer's Position

The panel believed that an appointment of a staff officer to a "top management" position from the outside could affect an organization. Traditionally, appointment of staff officers from the outside are rare. The panel felt over the next ten years this may change. Panel members discussed the positive and negative aspects of this event. To make changes within a department, panel members believed that an appointment from outside the organization would facilitate behavior modification. The opposite opinion was that an appointment from outside the organization could cause resentment and stall needed changes. The fact that an organization's philosophy is to select the best qualified candidates (not just promote from within) should have a positive impact on motivating excellence in job performance.



Event Six: New Chief of Police Hired

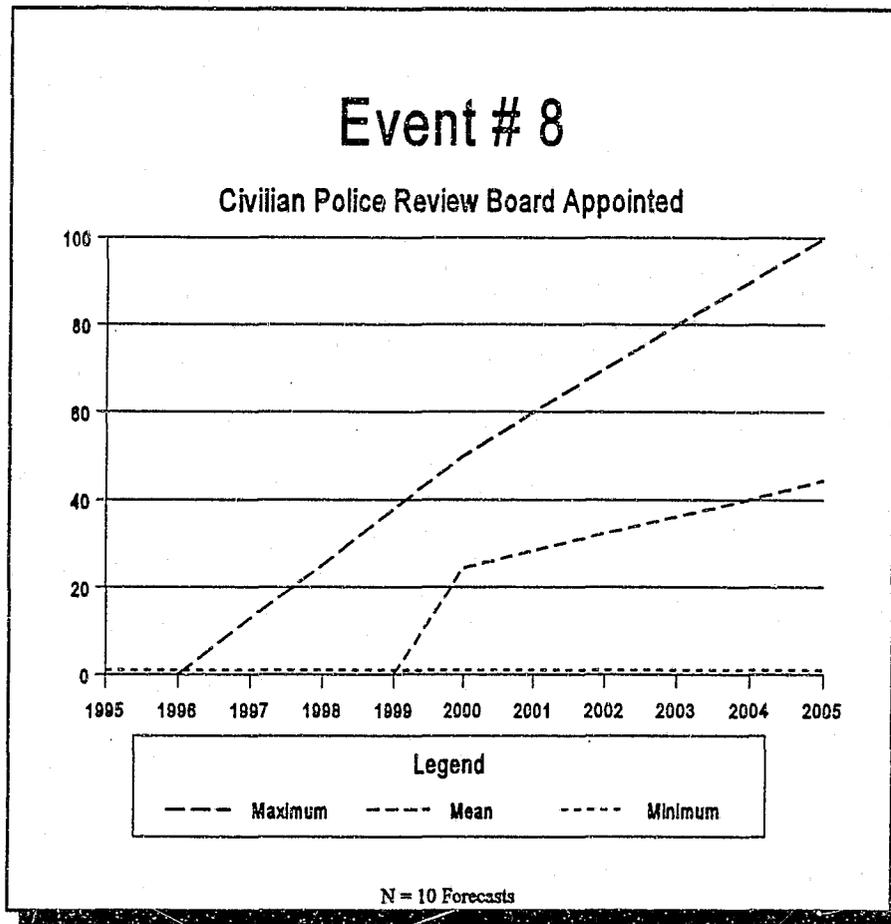
The panel was in agreement that a change of an executive officer could affect an organization. There was a debate among the panel members as to the degree of the effect. If the executive officer was appointed from outside the organization with an entirely different philosophy, this could be seen by some as positive and by others as negative. If the executive officer was promoted from within the organization, this could be seen as positive if a shared vision already exists. A promotion from within the department may allow for additional promotions from within the organization. This could have an impact on motivating quality performance if there is competition for this position (Event Five).



Event Seven: Use of Employee Evaluations Declared Illegal

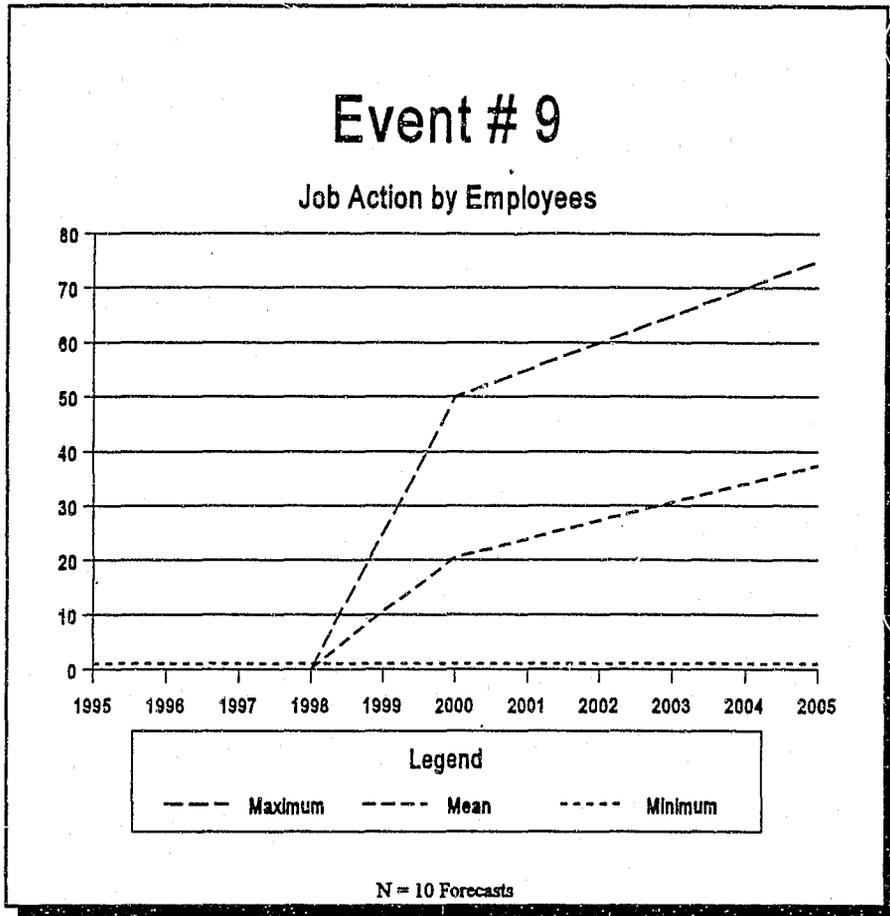
The panel did not have a strong opinion regarding the impact of this event.

The vast majority of the panel did not believe that it would occur over the study period of ten years. The panel did agree, that if this event did take place, it would have a devastating effect on the issue of motivation and performance appraisal systems. If this event occurred, panel members were concerned about setting goals, objectives, and developing expectations for employees.



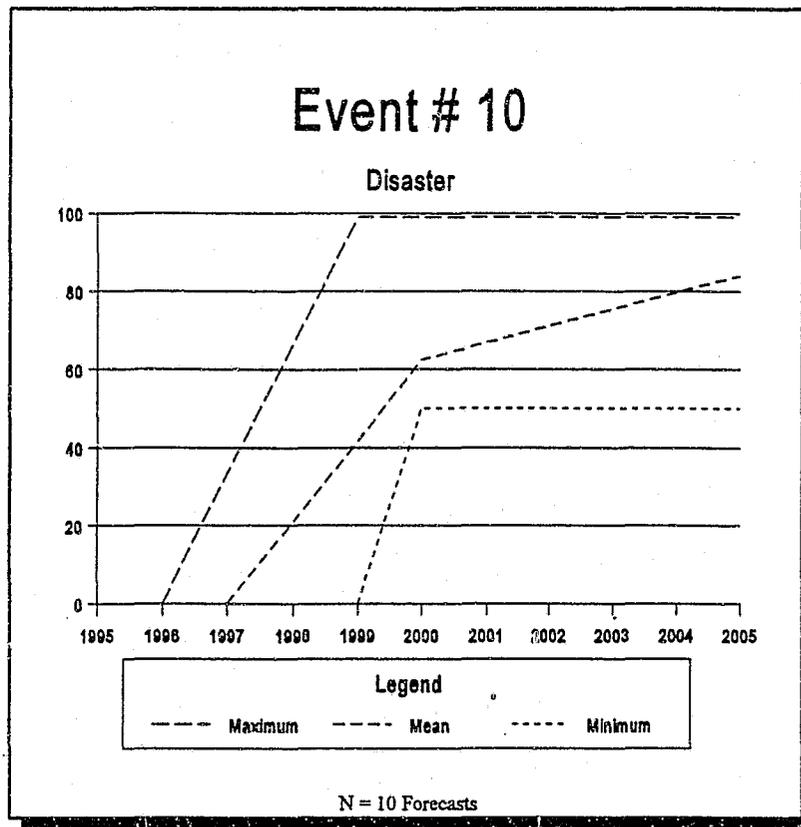
Event Eight: Civilian Police Review Board Appointed

The majority of the panel felt that this event would not take place over the next ten years. The panel believed that police departments in general are able to maintain order and administer discipline effectively in order to change behavior among personnel. One panelist had a dissenting opinion and believed that the appointment of a civilian review board would be necessary to cause change within a police organization.



Event Nine: Job Action by Employees

Specifically, the job action being referred to would occur due to a union not being able to reach an agreement with a municipality over the issue of pay for performance. There was discussion about a job action by police officers and the resultant reaction the community might have. The effect this event might have on the issue in the future was not very clear to the panel. Discussion was mixed as to whether the impact would be negative or positive in relationship to the issue.



Event Ten: Disaster

The panel believed that this event was likely to occur sometime over the next ten years and could affect an organization. Generally, the affects were seen in monetary terms. A major disaster could impact the fiscal ability of an organization to perform due to the limiting of resources. The function, purpose, goals, and objectives of an organization could radically change in a period of crisis. This in turn could impact any appraisal performance program based solely on non-emergency, non crisis performance factors.

Cross Impact Analysis

After the events were identified by the panel, the members were asked to estimate the probability of the event occurring over the next ten years. The Cross Impact Analysis technique is used to evaluate how each event forecasted by the panel may affect the others. A consensus group of three police managers was used in this cross impact analysis. The events are listed on the matrix in prioritized order of importance, first being the most important. The impact between each event is compared to each other and a positive or negative weight is given to each. A positive or a negative number reflects the degree to which one event will affect another. To see the affects and probability to each event and how they effect one another refer to the Cross Impact Matrix, (Table 3).

Event	Initial Probability	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Probability
Arbitration	53	X		10			5		15	20		82
Open Personnel Files	36		X		20				13			56
Budget Cuts	98			X	-5						6	99
Police Misconduct	72		10		X				-15			69
Outside Promotion	85					X	10					94
New Chief	87					5	X			2		92
Evaluations Illegal	14				-5			X	-5			8
Civilian Review Board	45	10	10		25	5	5	X	-5			75
Job Action	38	-10		15			5		5	X	-5	50
Disaster	84										X	84

Table 3

The events are listed on the chart in prioritized order of importance of the impact on the issue, first having the greatest impact. This order of importance was determined by the NGT panel. In the next column the initial probability of occurring is listed. This figure was taken from the projection of the Nominal Group Technique panel based on a ten year forecast. Along the top of the matrix the events are listed again, the same as the left-hand column. In the extreme right column is listed the final probability for each event. The final probability is the outcome of factoring in the probability of each event occurring and what affect they may have on the other events. There are three possibilities regarding how each event may affect the other events, (1) an increase probability of the event occurring. (2) A decrease probability of the event of occurring. (3) No effect at all.

As an example of how the Cross Impact Matrix is used, refer to Event One, Binding Arbitration, in Table Three. Immediately to the right of the initial probability are ten columns which have the other events listed. As you go from left to right, each event is compared to the others. Column three (budget cuts) indicates that it will have a positive impact of ten on Event One. Column six (new Chief) indicates that it will have a positive impact of five on Event One. Column eight (Civilian Review Board) indicates that it will have a positive impact of fifteen on Event One. Column nine (Job Action) indicates that it will have a positive impact of

twenty on Event One. As a result of calculations of the impacts of events three, six, eight, and nine on Event One, the final probability of how these events will impact Event One is 93%. In using the matrix one can easily examine how the events impact one another.

Scenario Development

Scenarios were generated by the aid of a computer software program (Sigma Probabilistic Scenario Generator) using data from the Event Evaluation Table on the probability of occurrence (forecasting) and the Cross Impact Analysis on the final probability of impact to the issue. The events were entered into the data base with their probability factor. The program then began to randomly select each event and compare it to others. Not all of the events occurred in all of the scenarios. Seventy five scenarios were generated and three were selected to expand on for future research. Three were selected based on discussion by the NGT panel on the issue of motivation and evaluation and how the scenarios relate to the issue. The scenarios were written as a way to explore what the future may be during the projected time frame of the issue. The scenarios are fictional and are meant to look at the issue using various events in order to anticipate the future. Scenario Number One was selected by the author to be used in the development of the strategic plan.

The three computer generated scenarios are included in Appendix E for reference.

Scenario One: Most Desired

In this scenario Event three significant budget cuts, Event ten disaster, Event nine job action, Event four media event of misconduct, Event eight civilian police review board appointed, and Event six new chief hired happened. Event one binding arbitration, Event two personnel files opened, Event five staff position appointed from the outside, Event seven employee evaluations declared illegal did not happen. This is Scenario Number two in a family of twenty.

This scenario occurs in the San Gabriel Valley in the eastern portion of Los Angeles County in the community of College Town. The town is approximately thirteen square miles with a population of 32,501. The police department has forty sworn officers, including the chief of police. The department also has a non-sworn staff of twenty six, a reserve police officer program, and a very effective retired senior volunteer program (RSVP). There are six private college campuses in College Town with a student population of approximately 5,000. The presidents of the six colleges would like to believe that there is very little negative impact on College Town as a result of the campuses, however, that is not the case. This scenario begins in July 1995.

During the captain's meeting on July 10, 1995 the chief was discussing the upcoming budget year with his two captains. It was a hot, smoggy day and the discussion of the upcoming fiscal year 1995-96 only added to the discomfort. The chief and two captains were lamenting over the previous fiscal year and commented on how lucky the department was not to have to reduce the service level to the community. During the fiscal year of 1994-95 the State took approximately \$300,000 from the town's total budget of 15 million dollars. However, College Town was able to make up the majority of the deficit from an overpayment made to the state's retirement system made in previous years.

The chief had just told his two captains that College Town's luck had just run out. On June 28, 1995, the State had informed the town that during the next fiscal year 1995-96, the town was going to lose an additional \$500,000 as a result of State budget cuts. The chief had just left a department head's meeting and the finance director was preaching doom and gloom. The city manager informed the Department heads that if the State does in fact take the entire amount, each department's budget would be reduced by 10%.

During this meeting the chief directed his two captains to review their respective programs and identify surplus funds. The operations captain informed the chief there were no surplus funds in patrol, and if required to cut the only way it

could be accomplished is through a reduction in personnel (layoffs).

Over the next few months the budget cuts did not occur. The State Legislature was unable to agree on which programs will be affected by the five billion dollar shortfall in the State's budget. Each is lobbying for their own special interest groups. However, College Town continues to prepare for the worse. In each and every management meeting the discussion revolves around the budget.

In February 1996 the inevitable occurs, the State notifies College Town that their revenues will be cut by \$400,000 rather than the \$500,000 as previously thought (Event Three). This is somewhat of a relief to the department managers, however, each manager realizes that the service level to the community will be affected by the reduction in State funds.

In the police department a reduction of staff occurs in the community service bureau, detective bureau, and the jail. The department can no longer provide a DARE officer. The detective bureau is reduced by one detective and the jail is reduced by three jailers. The training budget is also severely impacted. Effective immediately, officers will no longer receive any training that requires out of town travel expenses and officers will not receive training above the minimum requirements established by the California Commission on Peace Officers Standards and Training (POST). This event, significant budget cuts, will substantially hinder

an organization in implementing a pay for performance program. A department will not have sufficient funds to reward employees' for exceptional performance.

Over the next few months staff has to make several adjustments in an effort to deal with the increased work load as a result of the staff reductions. Calls for service have increased, however, due to the budget constraints the department is unable provide sufficient staff because the overtime account is fully exhausted. This has caused the response time for calls for service to increase by fifteen percent.

As management prepares for the summer months and how to deal with vacations the unexpected happens (Event ten). On the morning of June 15, 1996, just before sunrise a 7.6 earthquake occurs. The earthquake is centered in the western portion of San Bernardino County near Rancho Cucamonga, hometown for the AAA baseball team, "The Quakes."

College Town is an older tree lined community with a majority of homes having been built in the early 1900's. College Town is severely hit by the earthquake. Every department in College Town is overwhelmed by the disaster. Since the earthquake did not impact the metropolitan area west of College Town, the town urgently requests assistance from those cities. Every employee is placed on 12 hour shifts in order to handle the crisis. With the additional burden of the disaster, an organization will not have sufficient funds to reward employee's based

on their performance. An organization will need to identify other methods to recognize employees, such as a non-monetary reward system, and employee empowerment.

It takes approximately eighteen months for the city to overcome the effects of the earthquake. Since the budget had been depleted by the State just prior to the earthquake, the State stepped in with emergency funds for staffing and resources to deal with this emergency. The State was able to provide the funds by raising the sales tax statewide by one quarter of one percent.

Even with the additional funds from the State, College Town experienced problems in maintaining adequate revenue for the general fund accounts such as the police department and the community services department. The emergency money was specifically earmarked for disaster recovery.

In October of 1998, the employees' union groups begin meeting with the city to discuss a new contract. At the city's first meeting the Personnel Director, (Ms. Badnews), told the unions that there was no money for an increase in salaries and benefits. The President for the Police Officers Association, Mr. Goodfaith, voiced his opposition and felt that the city was not meeting with an open mind.

During the months of October & November meetings continued in an attempt to resolve their differences. Ms. Badnews was still holding to the position that the

city had no money for raises due to budget cuts by the state (Event Three) and the disaster (Event Ten). In December, 1998, the union still was unable to reach agreement and took the most recent proposal to their membership for approval. After a heated discussion from a group of disgruntled members, a vote was taken to accept or reject the proposal. The vote was close, however, the members voted to reject the contract.

In an effort to gain support from the community, the union agreed on a work slow down (Event Nine). The members were instructed by the association president not to issue any citations. If a motorist was stopped, officers were to advise only. In responding to calls for service, officers were told to follow policy and procedures to the letter.

After seven days of the job action, the city council authorized additional meetings with the association provided the work slow down would cease. Over the next four meetings the city and the association were able to agree on a contract. A job action by employees would severely impact an appraisal performance system and more importantly it would have a devastating affect on motivation. It may cause members within the association to have conflict, as a result of their personal beliefs of a "job action."

During the next two to three years, the economy of the State began to turn

around. Revenues increased to the point where the police department was able to replace the positions lost in the budget cuts suffered in February of 1996.

On April 25, 2002 at 2:30 a.m. patrol officers were dispatched to a "suspicious circumstance" call. As the officers arrived, they saw two large figures from an open door run to the rear of the residence. The officers believed the people they saw running were adults. The officers ordered the people to stop, however, they continued to run.

Not knowing what the officers had, both officers pulled their hand guns and began to chase the individuals. As one officer was climbing a fence, the officer ordered the subjects running to stop. When they didn't the officer fired a warning shot. Unfortunately, the officer slipped on the fence and he shot one of the subjects in the back. The person shot was fifteen years old and the other person was his friend who was sixteen years old. The fifteen-year old male lived at the home where the officers originally saw them running from. The sixteen-year old friend, was spending the night. When the officer first saw the teenagers, they were sneaking back into the house. The boys had earlier in the evening asked the fifteen year old's parents if they could go to a party, but the parents had said "no."

Two days after this tragic shooting the fifteen-year old died. The community was outraged that an officer would fire a warning shot in a residential area, and

especially at someone that they did not know had committed a crime. Attorneys for the family were hired and filed a lawsuit against College Town, both officers involved and several other John Doe's in the police department including the chief of police were named in the suit.

When the community learned that the policy manual forbids officers from firing warning shots, except in a life threatening situation, the community was furious. City hall and the police department experienced protests by the community demanding that the officers and the chief of police be fired (Event Four). After several months of litigation, the officer who had fired the shot was terminated, and as a result of the lawsuit filed by the family, the family was awarded 1.5 million dollars.

An incident of this nature where the officer had violated policy, which resulted in a death, would significantly impact the motivation of all employees. This would also impact community support which would affect the morale of the employees. During the next few months the issue of a civilian review board would be debated at city council meetings. Finally, the council gave in to pressure from the community and appointed a civilian review board in July 2003 (Event Eight).

The chief of police was not happy about the civilian review board and felt that the council no longer trusted his ability to manage the police department. The

employee's union was also angry about the appointment and felt the board would begin to recommend discipline for even the smallest of infractions by its members.

The council attempted to resolve the issue with the chief of police and tried to assure him that they still had complete confidence in his ability to run the department. The chief was told by the council that it was a political decision and they were forced into it by the community's protests over the shooting. The action by the city council even though it may be the best alternative, will be viewed by personnel as a lack of trust based on an isolated incident. Motivation and the desire to perform at their optimum will certainly be impacted by this event.

It was a tough decision for the chief, however, during a captain's meeting with his two captains he announced to them that he was going to retire in January 2003 (Event Six). The city immediately began a search for a new chief of police. After an exhaustive state wide search for a replacement, a captain from within the department was appointed to the position of chief of police in January 2004. This event could impact the organization in different ways. A new chief of police with a different philosophy may be beneficial, although the chief may have a radical change in philosophy which could negatively impact the department. If the new chief is perceived as positive for the organization then this will increase employee motivation, a desire of the personnel to perform well.

Scenario Two: Neutral

In this scenario Event four media event of police misconduct, Event eight civilian review board appointed, Event three significant budget cut, Event nine job action, and Event ten disaster happened. Event one binding arbitration, Event two personnel files opened, Event five staff position appointed from outside, Event six new chief hired, Event seven employee evaluations illegal did not happen. This is scenario number twenty three in a family of forty.

This scenario occurs in the San Gabriel Valley in the eastern portion of Los Angeles County in the town of College Town. The city is approximately thirteen square miles with a population of 32,501. The police department has thirty-nine sworn officers, including the chief of police. The department also has a reserve officer program and has a non-sworn staff of twenty-six, with a very effective retired senior volunteer program (RSVP). There are six private college campuses in College Town with a student population of approximately 5,000. The presidents of the colleges would like to believe that there is very little impact on College Town as a result of the campuses, however, this is not the case. This scenario begins in the year 1995.

During contract negotiations in 1995-96, the city was attempting to implement a pay for performance program for all employees in College Town. There were two

union groups who opposed this concept. One of the two unions was the police officers' association. The association also represented the non-sworn staff in the department such as records, communications, and jail.

The focus of their opposition was on supervision. The union believes that there are about three to four supervisors in the department who are incapable of rating an employee fairly so that correlating their performance to a schedule for compensation would not be equitable to all their unit members. Top management in the organization understands their concern and assured the association that preventive measures would be taken to avoid this concern. The supervisors in question have been in the organization in excess of twenty-five years, however, as new and innovative management techniques were developed they did not keep pace with the industry standards. In general the supervisors had a humanistic management style and they were incapable of telling a subordinate about problems. Management believed that each and everyone had the ability to make tough choices, however, because of a desire to be liked by staff they could not say "no."

Due to the association's concerns, the union would not reach an agreement with the city during this fiscal year. During the 1996-97 fiscal year the city continued to meet with the police union in order to implement the pay for performance concept. During this fiscal year the city developed an ad-hoc

committee to begin to work toward establishing minimum standards. The union felt that if minimum standards existed then the supervisor's subjective opinion would be removed and employees could receive consistent appraisals.

In fiscal year 1996-97, one manager and one supervisor who the union had identified as incapable of evaluating an employee under this system retired. In the fiscal year 1997-98 another manager retired. Now that the majority of supervisors who were in question had retired, the union agreed on a pay for performance system.

In December 1997 the union accepted a pay for performance program. Over the next few years the system began to have problems. Some employees felt that they were unfairly judged by their supervisors and their performance appraisals did not reflect a true rating of their performance. Several grievances were filed over the next few years. In fiscal year 2000 during contract negotiations the union asked for binding arbitration regarding disputes involving evaluations.

The City rejected their position and vowed never to allow binding arbitration. During the meet and confer process in fiscal years of 2001-02 the city finally agreed to binding arbitration (Event One). Binding arbitration would take effect on August 1, 2002. Evaluations prepared prior to August 2002, would not be affected. During the years of contract differences the State's economy continued to decline, even though prominent economists predicted that the economy would improve. In May

2003, the legislature informed cities of a pending deficit of five billion dollars in the State's budget. Legislators notified the cities that if the deficit was as large as predicted, local property taxes would be transferred by the State.

In July 2003 the state took more than \$500,000 in property tax revenue from College Town (Event Three). This had a crippling effect on the city's overall budget. Everything the city had worked so hard for over the last few years in implementing a pay for performance program was lost. The budget cut forced the city to reduce the salary of all employees by five percent. Even though the unions knew it was not entirely the city's fault, there was still resentment on their part. The police department was forced to implement drastic cuts in staffing levels which resulted in a reduction of services to the community. The union just could not understand the reduction in staffing. Police employees felt other departments in the city should be reduced rather than the police department taking major budget cuts.

As a result of the budget cuts, the chief of police was under a great deal of pressure from the community to provide more services, even though they realized that the State had "robbed" the city of their property tax revenues. The chief was also confronted by the union due to the increasing demands placed upon employees. In April 2004, the chief, after much deliberation with his closet friends decided to retire. This was a difficult decision for him, he loved his work and was always

committed to providing quality service to the community with the utmost professionalism during his thirty five year career.

The city immediately began a nationwide search for a replacement. A private company was hired to facilitate the testing process and was given instructions to test only perspective applicants with a background in community based policing. After several months a chief was hired in July 2004 (Event Six). The chief was from outside the organization and had experience at a much larger city on the east coast. The chief also had experience in working with a university police force in his former city.

When the chief arrived he had a "take charge" attitude which immediately offended top management and the union. The chief was intelligent and very knowledgeable. The chief was able to open up communications with citizen groups which the department had not had before. The chief's major problem was his lack of "people skills" in dealing with his staff. One month after the chiefs arrival a top level manager retired due to the conflict.

The chief's recommendation to open the promotion to the outside was granted by the city manager. The private company who had conducted the testing process for his appointment was again hired for this recruitment. In September 2004, a replacement was appointed from outside the agency to replace the vacant

management position (Event Five). The replacement came from the chief's former agency.

Scenario Three: Most feared

In this scenario Event one binding arbitration, Event three significant budget cut, Event six new chief hired, and Event five staff position appointed from outside happened. Event two personnel files opened, Event four media event of police misconduct, Event seven employee evaluations declared illegal, Event eight civilian police review board appointed, Event nine job action, and Event ten disaster did not happened. This is scenario number thirty two from a family of sixty.

This scenario occurs in the San Gabriel Valley in the eastern portion of Los Angeles County in College Town. The city is approximately thirteen square miles with a population of 32,501. The Police Department has thirty-nine sworn officers, including the Chief of Police. The department also has a reserve police program and has a non-sworn staff of twenty-six, with a very effective retired senior volunteer program (RSVP). There are six private college campuses in College Town with a student population of approximately 5,000. The presidents of the six colleges would like to believe that there is very little impact on College Town as a result of the campuses, however, that's not the case. This scenario begins in the summer of

1997.

In the late summer of 1997, as the college students were returning to campuses, the students began their socialization process by having several parties. On September 4, 1997, Labor Day weekend, one party became uncontrollable and the security department for the campuses requested assistance in breaking it up. At the party alcohol was in abundance and those in attendance had had their fair share, including underage students.

When the police department arrived several students became boisterous and refused to cooperate with security or the police. Once the police began to disperse the students, a small group of unruly students began to throw beer bottles at security and the police. Mutual aid from surrounding agencies was called in for assistance. When other agencies arrived the students were given a dispersal order. For the most part everyone left, except for a few. Officers were able to disperse the rest, however there were some ill feelings toward the police and the general attitude by the students and the staff at the colleges was that the police had overreacted.

During the fall of 1997, the police assisted security in breaking up two other parties, without incident. In February of 1998, the Police Department was again called to help break up a party. At the party there were several students who were very intoxicated. Officers confronted three students who had obviously been

drinking. The officers asked the students for ID because all three looked to be under the legal drinking age.

When the officers stopped to talk with the three students, one became belligerent and would not show the officers his ID. One officer became angry and started yelling obscenities at the student. Finally, the officer lost control of his temper and shoved the student to the ground. The student immediately jumped up and started screaming at the officer "police brutality." The officer was outraged and told the student, "if you think this is police brutality you have not seen anything yet". The officer took his baton from its holder and hit the student several times until the student fell to the ground, striking his head on a cement curb.

The second officer was stunned, when the officer was hitting the student the second officer ran to their location and pulled the officer off the student. Because of the incident, a large group of students began to gather. The second officer requested a supervisor. When the supervisor arrived, he realized that the officer had over reacted and notified the chief of police.

The chief appointed a captain to investigate the incident. The investigation revealed that the officer was outside of the "Use of Force Policy" (Event Four). The officer was disciplined. However, the community did not accept the amount of discipline and questioned the chief's decision. The community felt the officer should

have been fired.

Due to the reaction of the community, the city council appointed an ad-hoc committee of city staff to review the incident. In July 1998, the ad-hoc committee recommended to the council that they appoint a civilian review commission. Based on this recommendation, the council appointed a panel of five members to a commission. The commission took effect on August 1, 1998 (Event Eight).

If it was not enough trouble trying to weather the storm of the police commission, the city was experiencing revenue problems. The State was threatening the cities that if the projected shortfall in the State's budget was to occur, additional money was going to be taken from the city. The city staff developed different scenarios trying to predict the future in an effort to be prepared.

In November 1999, the State notified cities that their property tax would be reduced by ten percent (Event Three). The only good news was that the reduction in revenues would not take effect until July 1, 2000. This gave the city an opportunity to prepare.

After much discussion, the police department's staff formulated a plan in order to accommodate the reduction. The police department began to mail report forms to victims to fill out and send back to the police department in cases with no suspects. The reserve officer program was expanded and the more experienced

reserves were used to supplement patrol. Nonessential functions in every division were cut and more part-time employees were employed.

As a result of the budget cuts there was not sufficient funds for employee raises. The police officer's association began their negotiations in January 2000. The police officers association felt that the city had sufficient reserves in the bank. However, it was the city's position that the reserves are not to be used for salary increases. After weeks of negotiations the talks stopped between the two parties.

In April 2000, the President of the Police Officer Association, Mr. Who Cares, told the members of the association that the city had plenty of money for increases, but, was unwilling to give them raises. At a general association meeting, Mr. Who Cares asked the members to vote on the latest proposal by the city. The proposal had no offer of a pay increase. After the vote was taken, it was the consensus of the members to reject the offer and to enact some form of job action. After a heated debate among the members they agreed to a "speed up." A speed up means that they would write moving citations to anyone above the speed limit, even if it was just one mile over the speed limit. Officer's generally wrote about one to two cites per day. After the speed up, officers were writing about twenty cites per day (Event Nine).

Obviously, the community was extremely upset and voiced their complaints

to the city council. The council then directed the negotiating team to begin talks with the union. After two meetings the union was offered a modest increase and the union accepted.

Over the next few years the State's economy improved considerably. The city council and the union were able to mend their differences and, in fact, began to see issues alike. After several years of prosperity, the worse happened. In February 2004, the dam above College Town broke as a result of an earthquake and flooded two thirds of the city. In the aftermath of the flooding, several hundred homes were destroyed and thousands of citizens were displaced (Event Ten).

The State and Federal governments did assist. The tranquil community of College Town was changed forever. All resources and reserves that the city had were exhausted. The city did not have sufficient funds to pay for the overtime for those employees who were having to work additional hours. College Town just could not handle the magnitude of this disaster and had to request assistance from other agencies. Ironically, city officials and union groups came to respect one another and began to work side by side in order to overcome this difficulty.

Policy Implications

Motivation is a complex issue. Its relation to performance evaluation is not always a clear linear cause-effect relationship. Policy implications will need to be considered in studying this emerging issue. For example, standards of performance will need to be identified and negotiated with the police officers' associations. It is not until criteria for evaluations are mutually agreed upon and shared that increased performance can become a part of the law enforcement agency's culture.

The means to motivate increased officer performance will need to be agreed upon among management, union, and the community. Will the motivator be a pay for performance appraisal system, non-economic incentives, or intensive staff development, or a blend of all of the above?

The observations of the panel indicate that due to the continuation of limited financial resources, cost factors will play an ever increasing role in this issue. All proposed strategies will need to take cost into account.

Finally, it is recommended that the integrity, credibility, and trust of law enforcement agencies will need to be addressed in studying this issue. Any implementation of strategies for increasing employee motivation to perform well will need to be coupled with policy considerations aimed at meeting community needs.

Chapter Three

Strategic Plan

STRATEGIC PLAN

Definition

The development of a strategic plan is essential in planning for the future and will help serve as guide for an organization to ensure the desired goal is obtained. The object of this strategic plan will be to show a path to a desired goal and to facilitate the occurrence of the future as depicted in Scenario Number One, Most Desired, as described in Chapter Two. The City of Claremont is used as the model in this strategic plan. The following is a description of Claremont and will provide necessary background information about the community.

City of Claremont

The City of Claremont is situated in the San Gabriel Valley in the eastern portion of Los Angeles County and is approximately thirteen square miles. Claremont was founded in 1887 about the time Pomona College was established. Claremont has grown from her humble origins as a small village for her transplanted New England founders into a vibrant city of 33,000. With a wealth of human, cultural, community resources, and a concerned and dedicated citizenry, Claremont has become a model community to live, work and grow in. The academic

community has also grown, there are now six private institutions of higher education that are nationally recognized for academic excellence. One of Claremont's special qualities is the ability to maintain small town charm through the years. The police department has forty sworn officers, including the chief of police. The department also has a non-sworn staff of twenty six, a reserve police officer program, and a very effective retired senior volunteer program (RSVP). As a result of budget cuts in 1991 the police department reduced its sworn staff by four. The reduction was accomplished through retirements and attrition. The total number of 1994 Part I Index Crimes for Claremont was (9) Arsons, (2) Homicides, (5) Rapes, (78) Aggravated Assaults, (187) Auto Thefts, (51) Robberies, (303) Burglaries, and (1079) Thefts.

Mission Statement

A micro-mission statement was prepared by the author which is specific to the issue of this study and will be used to guide the agency in the achievement of the strategic plan.

“Law enforcement pledges to provide service to the community in a fair and impartial manner with the intention of protecting life and property. The personnel are committed to the community, believe in quality customer service, and are sensitive to community expectations. Law enforcement will build a partnership between the community and the organization that is supportive of both. The

organization will strive to create an environment that promotes a participative work force, involved in the organization, involved in the community, and committed to a cooperative effort to resolve problems."

Wots Up/Situational Analysis

In developing the strategies a "Wots Up" process was used to conduct an analysis evaluating the organization both internally and externally. The environment outside the organization was analyzed to identify what the opportunities are (support the issue) and what the threats are (roadblocks to the issue). The next step was to analyze the organization from within to identify strengths and weaknesses related to the issue. Next, the stakeholders, those who may be impacted by the issue, were identified.

Environmental Analysis

Opportunities

In analyzing the environment outside the organization, a broad base of possible opportunities was identified. One factor that may pertain to motivation is a system that includes monetary rewards. The economy will have a direct impact on the issue. A secure economy will give organizations the opportunity to experiment with new approaches to compensation such as a pay for performance program.

With a strong economy this would enhance the ability of management in providing

additional means of motivation.

Innovation has been identified as an opportunity. An organization which is constantly searching for new ways to stimulate employee motivation is one that is concerned about the long term success and retention of its staff. A management team that explores new and innovative methods will be able to maintain a positive work environment for personnel.

Community support is another opportunity. This identified opportunity is critical to motivation. A community that supports a law-enforcement organization is one that will give encouragement to employees for their performance. Thus, employees will have a greater desire to provide quality service. Community support can also be translated into a caring attitude by employees. If the employee knows that the community cares about him, the employee will want to give his best. This support will also foster a partnership between the organization and the community.

A secondary opportunity which is related to community support is mutual respect. If both the organization and community have mutual respect, this will create a positive work environment for personnel. With a positive work environment between the community and employees, employees will be motivated by the desire to perform to their highest ability.

Along with mutual respect comes public trust. Public trust is definitely an

opportunity for an organization. When an agency is trusted by the public, employees' self, worth is elevated. Employees who are trusted by their customers will have a tendency to work harder to maintain that trust. As a result of these opportunities, an additional opportunity of a cooperative effort from within the community will be derived.

Another opportunity is the feedback that the community provides an organization. Feedback is an important tool in evaluating the service level that an organization provides to the community. Constructive criticism offers an agency an opportunity to make adjustments when needed. By making necessary adjustments, an organization will be able to perform to the community's expectations.

Community expectations, then, is still another opportunity. A high level of community expectation can create a high level of motivation among personnel. When personnel recognize the fact that expectations are high they will strive to meet those expectations.

Currently, there is a move by the public to get tough against crime. This opinion will remain strong during the next ten years, providing another opportunity for law enforcement. Citizens are demanding tougher laws which will keep the criminal in custody for a longer period. With the high level of public support for law enforcement, employees in an organization will be motivated to work harder.

The media can be an opportunity. Favorable coverage can be a motivating factor for the employees. Employees will make a concerted effort to maintain a high degree of service in order to maintain their positive image. Through positive news the community will gain respect for the department and will support the efforts of staff.

The labor market is an opportunity. As long as the economy remains static, finding qualified personnel is a buyer's market. With a surplus of workers an organization can be more selective in finding personnel who fit community and agency expectations.

Declining crime rates can be an opportunity. Community and personnel within an organization may perceive the decline as a result of their work. Thus, employees will continue their level of performance, attempting to reduce crime further. Personnel will be motivated in developing new approaches to attack crime.

Threats

In analyzing the environment, one must also consider and identify potential threats to the organization which may block one from being successful. The overall issue is motivation and most often one form or another of compensation is a factor in motivation. An unstable economy would have a direct impact on this issue. A

weak economy will not offer sufficient opportunities for an organization to use compensation in a reward system.

Another threat is the community's expectations. A community with low expectations will not give an organization or its employees a desire to improve. Low expectations may give personnel the perception that the community does not care about their service and in turn employees will only give what is expected of them. A secondary threat that is associated with low expectations is a lack of feedback from the community. Without feedback personnel will not be able to determine accurately what the community cares about and will not be able to establish goals and objectives to address issues in the community.

Policy and procedures from other organizations will pose a significant threat to the mission. Agencies with benefits which are perceived by the employees to be better may have a direct impact on motivation. Personnel will view this as a lack of caring by their organization and as a result performance may be effected.

Deterioration of the school system is also a threat to the issue. If the labor market does not have qualified applicants, it will have a direct impact on services to the community. Employees may have the drive and initiative, however, if they lack the necessary skills, they will be unable to complete the essential job functions.

The media can also be a threat. A negative media image of an organization

can be devastating to both community and the employees' self image. Prior to any delivery of service by an organization, a poor media presentation will cause the customer to have preconceived ideas about the quality of service. Employee performance can be severely impacted by negative accounts or criticisms of their actions.

When the economy is stable and an organization has sufficient resources to replace vacancies and even add new positions, the labor market can pose a threat. When resources are plentiful, perspective applicants have the ability to shop around. In this environment, a qualified applicant will usually select an agency offering the highest compensation and benefit package without regard to the overall working conditions.

A reduction of mid management staff can be a threat to an organization. A reduction in mid management also means a reduction in the ability of spending time on long range and/or strategic planning for the future. Without adequate planning, new ideas will take longer to implement or may not be thoroughly thought through. Further, when new ideas are implemented, managers may not have the time to properly monitor and evaluate programs. Lack of thought, planning, monitoring and evaluation of programs predisposes ideas to failure.

A reduction of middle managers may also impact the span of control. The

number of employees will be greater and supervision may suffer, resulting in a lack of sufficient direction. If this occurs, training and safety may be jeopardized and employee morale may plummet.

Organization Analysis

Strengths

In analyzing the organization's strengths, one strength stands out more than others, the ability to identify employees who fit in the organization and, more importantly, in the community. The organization takes a variety of precautionary steps to ensure that the job applicant can interact within the culture, norms, and values shared by the community and other employees. The philosophy of the organization is to provide quality service to its customers. Employees are expected to take that extra step to resolve issues.

Another strength within the organization is the relationship between the unions and management. There is a genuine concern between the two parties to provide quality service and maintain an optimum level of performance. Both the unions and management are concerned about the employees and the organization. They understand that employees who are treated fairly and are rewarded for their performance will be highly motivated to accomplish goals and objectives of the

organization.

A secondary strength is the mutual respect between employees and management. Management is concerned about providing a positive work environment for the employees. By creating an environment that is conducive for the employees to excel, high motivation and performance will result.

Community support is another strength. The community understands that the organization is providing a high level of service. The community knows that the organization cares, and as a result, the community is very supportive.

Over the last few years the budget has been reduced, however, the organization makes a concerted effort to provide quality equipment for the employees. Employees are appreciative of the fact that the organization attempts to provide an adequate work environment.

As a whole, the organization routinely recognizes quality work by personnel. Management is quick to give praise and let employees know that their work product is appreciated by staff.

The organization allows participation by employees in making decisions that affect them. This strength provides an opportunity for the employee to mature within the organization. Employees who have given input and whose ideas are listened to generally respond positively, and as a result become self motivating and

strive to provide quality service to customers.

Weaknesses

In analyzing weaknesses, one area found is the personal friendship of supervision to line personnel. For the most part supervisors have worked with the line personnel for a number of years and over time have developed close personal friendships. When this has occurred, supervisors tend to lose their objectivity and perspective toward the employee's actions. This is a real problem when other employees, not as close to the supervisor, are perceived as being treated differently. Employees feel that they have been unfairly treated and quickly lose respect for the supervisor. If this occurs, employees will soon believe that evaluations are based on "who you know" rather than on "what you do" and performance will definitely be impacted.

Another weakness is the level of trust between top level city management and line personnel. Line personnel often assume that top level management cannot be trusted. Some employees believe that management will tell them whatever it takes to resolve issues and then management will often deviate from their original position.

One final weakness worth mentioning is that due to the size of the work force

in a small organization, there is little opportunity for lateral mobility. Personnel become bored with their assignment and as such performance may suffer.

Stakeholder Analysis

In examining the issue, an analysis was conducted to identify the stakeholders. Based on the individual stakeholder, assumptions were also made attempting to identify how each stakeholder perceives how the issue will impact them. Assumptions made may be either positive or negative. The following is a list of ten stakeholders and assumptions which have been identified. An assumption map was prepared to chart the level of importance which reflects each stakeholders and their assumption based on the issue. An assumption map, Figure 2 is found on page 84. Additionally, a snail darter was identified. A snail darter is a descriptive term to identify a stakeholder who was not originally identified, however, may have a significant impact on the strategic plan.

1. **Citizens**
 - a. Will receive better service if employees' compensation is based on performance.
 - b. An increased concern for the community by the employees will increase the public trust that they have for the employees.
2. **City Council**
 - a. A pay for performance program will offer incentives to

employees based on level of service.

- b. Employees will provide better service to the community.
- c. The City will be able to maintain and attract quality employees and at the same time increase morale.

3. **Employees**

- a. Supervisors are not consistent in evaluating employees' performance.
- b. Employees' participation will increase regarding the direction of the department.
- c. Hard work will be rewarded.

4. **Management**

- a. Create an environment for self motivation.
- b. Level and quality of service to customers will increase.
- c. Morale will increase based on the motivation level of the employees.

5. **Businesses**

- a. Crime rate will decrease.
- b. Level and quality of service will increase.
- c. More involvement by the employees will increase their awareness toward their worth to the overall community.

6. **Other law enforcement agencies**

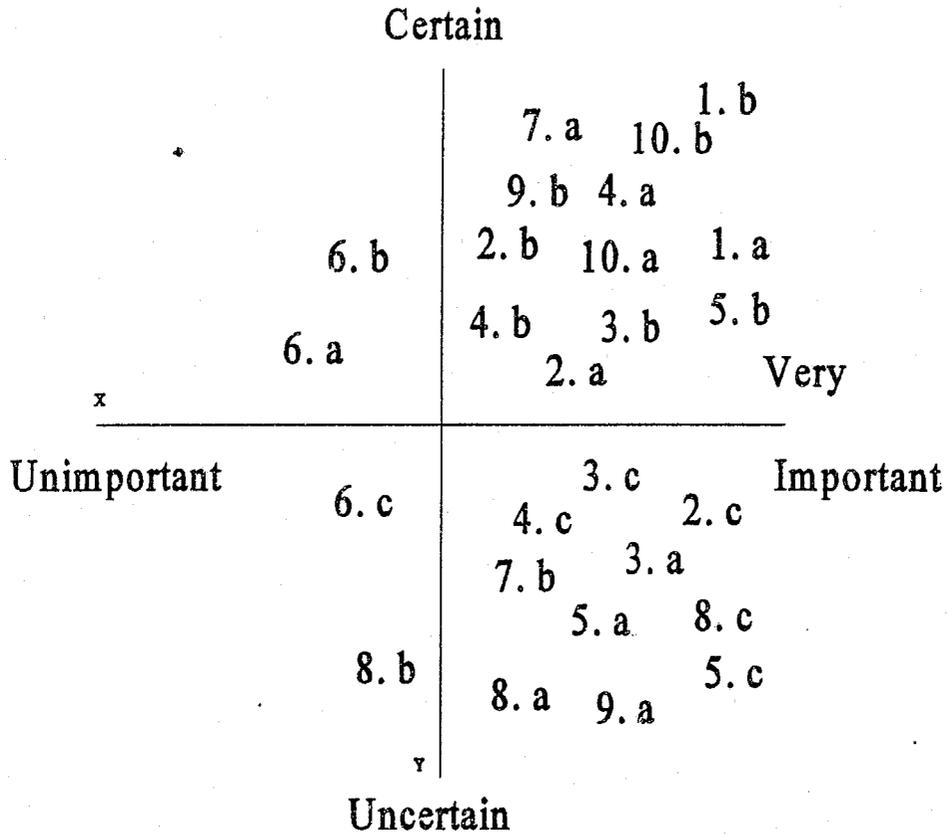
- a. Employees will increase their involvement with other agencies, thus increasing the rate of apprehension of criminals.
- b. Employees will share a common goal with other agencies.

- c. A fear that their employees will demand similar appraisal systems.
7. **Police officers' association**
- a. Communication between line and management will increase which will develop a mutual understanding for each others concern.
 - b. Supervisors are not consistent in evaluating employees' performance.
8. **Media**
- a. The cooperation between the media and the organization will increase.
 - b. Citizens will know more about what is going on within their community.
 - c. Public trust can be strengthened through a positive interaction.
9. **School District**
- a. Based on higher motivation by employees, service level demands will increase.
 - b. Cooperation between the school district and the organization will increase.
10. **Other city employees**
- a. Cooperation among all departments within the organization will increase.
 - b. Level and quality of service to customers will increase.

Snail darter

Peace Officer Research Association of California (PORAC), A state wide police organization/union, which could support and get legislation passed that may impact the issue.

Assumption Map



Legend

"X" axis - Importance of the Stakeholders Assumption's to the Organization's Management of the Issue

"Y" axis - Certainty/Uncertainty Regarding the Stakeholder's Assumption

- | | |
|-----------------|-----------------------------------|
| 1. Citizens | 6. Other Law Enforcement Agencies |
| 2. City Council | 7. Police Officers' Association |
| 3. Employees | 8. Media |
| 4. Management | 9. School District |
| 5. Businesses | 10. Other City Employees |

Figure 2

Development of Alternative Strategies

In developing alternative strategies a modified delphi process was used. The panel consisted of seven professionals who bring to the process a variety of different perspectives. The following is a list of the participants.

Robert E. Moody, Chief of Police, City of Claremont

Bridget Healy, Assistant City Manager/Personnel Director, City of Claremont

Guy Eisenbrey, Chief of Police, City of Montclair

Gary Jenkins, Lieutenant/President Management Association, City of Claremont

Paul Cooper, Agent/President Police Officers Association, City of Claremont

Stan Van Horn, Sergeant/Vice President Management Association, City of Claremont

Yvonne Coffey, Senior Communications Officer, City of Claremont

The panel was provided information about the issue and the mission statement prior to the discussion for review. The panel, through open discussions, identified ten alternative strategies which they felt would assist in the implementation of the issue pertaining to motivation and evaluation of employees performance. After developing the list of strategies, the panel rated each strategy and through a voting process, the top two strategies were identified. Also identified

was one strategy with the most diversity. The complete listing of alternative strategies are as follows, highlighted strategies were identified by the panel as the most important ones.

1. Establish lines of communication between line and management
2. **Employee participation/ empowerment**
3. Support risk taking.
4. Clear expectations.
5. **More than one career track.**
6. Reward system.
7. **Individualize reward system.**
8. Desire and ability to carry out plans.
9. Authority along with responsibility.
10. Sufficient financial resources.

Strategy One: Employee Participation and Empowerment

The panel overwhelmingly agreed that employee participation and empowerment will have a significant impact on employee motivation in the next ten years. Employees should have a voice within the organization. Employees will be encouraged to provide input into the direction of the department and be allowed to establish goals and objectives. Employees will be given the autonomy and responsibility to resolve problems. Through active participation, employees will be empowered to bring resolution to some specific problems.

The advantage to this strategy is that the employee will become a more active

part of the organization and will have a greater sense of belonging. The employee will have a better understanding of the organization and, as a result, the employee will provide a higher level of service. Employees involved in the organization will increase their job satisfaction. Employees empowered to make decisions will allow for the opportunity of top level management to devote more time to planning rather than managing the day to day tasks.

A disadvantage to this strategy is its lack of accountability. Employees will still require a system of accountability. Without accountability, employees may begin to take control of the organization without adequate direction. Management may view employee empowerment as a threat to their authority and therefore not support it fully. Management may also view employee empowerment as very time consuming in regard to monitoring implementation and not support the concept. By increasing employee participation and empowerment, the organization will be highly dependent upon communication and trust.

The perception by the stakeholders will be to look to employee participation and empowerment as a strategy to increase the level of service. Employees who are involved in setting the direction of the organization will have an increased level of motivation and desire to provide quality service to their customers.

Strategy Two: Individualized Reward System

This strategy recognizes that employees have different needs. The panel believes that as employees mature within an organization, their level and/or needs of recognition will change. By individualizing the reward system, management can customize or fit an employee to a reward that will motivate him. Once an employee's physiological and social needs are reasonably satisfied, one must consider the egotistical needs. These needs have great significance for management. These are the needs that will most likely cause an employee to have the motivation and desire to excel.

Rewarding employees for their good work is an advantage that will increase employees' motivation to continue quality work. Another advantage is the ease within which the system can be modified. As desires and needs of the employees change so can the reward system. This strategy can also be designed to motivate a tenured employee. Generally, once tenured employees reach the maximum in their salary range, the only additional reward is an annual cost of living increase. A new individualized reward system will give management an additional instrument to motivate employees.

There are some disadvantages to this strategy. It would require constant management of the program to ensure it is applied fairly and equitably. If

employees view this strategy as one that is based on favoritism, it could have a negative impact on the organization.

The perception of the stakeholders may be twofold. Some of the stakeholders could view a monetary reward system as an additional perk at the cost of the tax payers. On the other hand, stakeholders may see a reward system as a way to control personnel costs. With an individualized reward system, salaries could be kept in control without adding to personnel costs for a long term effect. Employees could receive compensation based on performance and not on longevity.

Strategy Three: Different Career Tracks

The structures of organizations create an environment and encourage employees to promote up in the hierarchy of the organization.¹⁸ This is not always possible; everyone cannot rise to the level of top executive because of either lack of ability or insufficient higher level positions. As such, the panel believes that organizations should allow employees to find a career track that best fits their desires and abilities, i.e., motor officer, detective or crime scene specialist. If an organization promotes and allows employees to work within their career path, this will increase the level of motivation. This gives employees the flexibility to identify a career track, and grow within it while remaining in a specified position for as long

as they desire.

The panel felt the advantage of allowing employees to choose their own career track is that employee job satisfaction is increased. Increased job satisfaction increases the level of service provided to customers. Productivity will also rise. This will give the organization more expertise in a variety of areas. When employees feel enriched by their performance, they will have a desire to provide a higher level of service.

The disadvantage, according to the panel, is that employees will not be concerned about career development. By specializing in one particular area within the organization employees will lack a broad base of knowledge. This would be a disadvantage to departmental promotions from within the organization. The panel believed that it may inhibit the development of supervisors and managers and would promote complacency. It might prevent employees from being more involved in the organization.

The perception of the stakeholders is that if employees are allowed to choose their own career track then they will be more motivated and their job performance will increase.

Strategy Selected for Implementation

A single policy alternative will be developed which will blend the most desirable and attainable elements of the two highest prioritized alternative strategies identified by the stakeholder panel. To empower employees an organization must have a structure and culture that encourages educated risk taking, innovation, and autonomy in decision-making. Once empowerment of employees is a part of the organizational culture and structure, it can serve as the key to long-term management of organizational change in other areas. The organization will couple this appraisal system with an individualized reward system.

Empowered employees take a personal interest and responsibility in setting and achieving the organization's goals. Because they have been empowered to have a say in how tasks are accomplished, they feel a sense of pride and ownership in their work.¹⁹ Employees who become genuinely committed to their work and the organization's goals reach a high level of readiness - that is, a high state of ability and motivation.²⁰

Empowerment is enabling others to participate in the process of change within the organization. Law enforcement managers who articulate the vision, mission, and values of their department, give impetus to achieving these by

empowering employees in the organization.²¹

An organization's culture or guiding beliefs and structure can be shaped over the long term by the effective use of employee evaluation. Indeed, much of any organization's current culture can be specifically attributed to past employee evaluations. The type of performance that is valued in the appraisal system is the type of performance that is perpetuated in the workplace. To encourage the employee "empowered" behaviors of educated risk-taking, innovation, and autonomy in decision-making by employees, employee performance in those areas must be evaluated and rewarded.

Employees at all levels in the organization will participate in developing a performance appraisal instrument which will reward employees "empowered" performance. A committee consisting of upper management, middle management, and line personnel in all job classifications will be assembled to develop an instrument to ensure that employees are fairly and consistently rated by supervisors. Through this committee process, the organization will continue to build support for the issue by the participants. This is the first step in allowing employees to have input into the final product which will impact them directly. Areas of performance accountability will include an employee's ability to autonomously make decisions in the field or

workplace, appropriate use of personal judgement in dealing with the public and peers, will stress employee initiative in follow-up activities with a minimum of direct supervision, and encourage active participation by the employee in the organization.

The police officer's association will play an important role in implementing this alternative strategy. From the perspective of the union, an instrument must be developed to ensure that evaluations are fair for all employees. The rating instrument will require that objective standards are specified for each position within the organization. Management will be concerned about recognizing employees through a reward system for performance which is above average. Productivity will also be a concern for management. In order to receive acceptance from the employees, supervisors in mid and upper management will need to "sell" the strategy.

It is believed that evaluating and rewarding of "empowered" behaviors will create a culture that values and encourages empowerment within the structure of the organization.

The development of the performance appraisal instrument through employee participation will be followed by an intensive staff development training program. Employees will need to be shown through training what

types of behavior constitute effective performance in the areas of autonomous decision making, appropriate use of judgement in dealing with the public, and how too affectively initiate follow-up activities.

Supervisors will also undergo intensive training in: 1) identifying situations in which employees should be encouraged to use "empowered" performance, 2) observing and recording current performance level of employees in these areas, 3) involving the employee by sharing the observed and recorded data, 4) coaching the employee in ways to achieve the "empowered" behaviors desired, and finally 5) evaluating the employees performance in these identified areas.

One major obstacle that will need to be addressed may come from the union. The employees may perceive the organization as requiring higher expectations without additional compensation. If this occurs, morale could be affected. Mid-management may perceive employee empowerment as a loss of authority.

In implementing the issue the chief of police will be responsible. In order to ensure successful implementation top level management within the organization will be required to assist the chief of police. Prior to the actual implementation The chief of police will need to "sell" the concept to the city

manager and to the city council. Once support has been received by the policy makers, staff will be required to formulate steps to take within the department. Support will be needed by the board of directors of the police officers association. This is an important step. The board of directors' support will be needed to ensure acceptance by the rank and file.

Once implemented a monitoring and an evaluation program will be necessary in order to keep the program on track. To properly evaluate the implementation process there are several areas that can be examined to assist management. Morale will be a key concern. Open communication between management and the Police Officers Association will be vital. The police association can inform management of possible concerns or conflicts. By working together they can be resolved before becoming a problem.

The implementation process will need to successfully change the existing culture. To illustrate the anticipated time line of the selected strategy implementation plan see Table 4 page 96.

1995

2000

2005

Discussing and Selling	----->
Negotiation with Union	----->
Develop an Instrument	----->
Training of Supervisors	----->
Training of Employees	----->
Implement and Evaluate	----->

Table 4

Summary

In analyzing all the variables that pertain to the issue of motivation and evaluation, it is evident that modifications are needed to the existing personnel system, over the next ten years. The community has a higher expectation for service, more so than ever before. This is a result of citizens becoming more informed about community events and a desire to be involved in problem resolution.

As a result of a higher level of community expectations from law enforcement, an organization must identify and implement procedures to increase employee motivation. Generally, employees care about the quality of service they provide. However, for an organization to meet community expectations, one must have a personnel appraisal system which will motivate all employees. With an effective personnel appraisal system, employees will be motivated to provide quality customer service.

Chapter Four
Transition Management

TRANSITION MANAGEMENT PLAN

Implementation Plan

This portion of the study will develop a transition management plan for successful implementation of the policy alternative selected in the strategic management chapter. The purpose and focus of this chapter will be to discuss the implementation of using employee empowerment as a basis of a performance appraisal system.

Critical Mass Analysis

The critical mass is the minimum number of individuals required to ensure success during the implementation of the transition management plan. The critical mass analysis is a process used to identify who the key players are. The key players are those individuals in the organization who have a commitment to the management plan and will be instrumental in a successful implementation of the plan.

In evaluating the key players, one factor that must be considered is their current level of commitment to the mission, as well as, what level of commitment is needed during the change.

In assessing the key players' current and required level of commitment, a Commitment Chart was used, Table 5. The commitment chart depicts what each key player's current commitment is and where the desired level of commitment is required during the transition.

COMMITMENT CHART

	BLOCK	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE			X -- 0	
CITY PERSONNEL DIR.				X -- 0
OPERATIONS CAPTAIN				X -- 0
POLICE ASSOC. PRES.		X-----	-----> 0	
POLICE MANGT. PRES.		X-----	-----> 0	
CITY MANAGER			0 <-----	----- X

Table 5

X - CURRENT COMMITMENT

0 - DESIRED COMMITMENT Levels determined by author.

The following is an analysis of each key player and what is required to move each member of the critical mass from the current to the required level of commitment.

The analysis will also discuss what role each key player will have in the implementation.

Chief of Police

The chief of police is committed to the policy, however, he is not the one who "will make it happen". He is, although, critical to the success of the change and should "help the change happen". The operations captain will be responsible to work with the chief to bring his level of commitment to one that is "help the change happen". The chief's leadership and support of the change will send a clear message to the organization that the policy is needed for the overall health of the organization in the future. The chief's primary role in the change process is to lead, support, guide and encourage. The chief can give purpose to the change by focusing on a need to change as a result of a significant event or trend that was identified by the nominal group panel. This will justify and give meaning to why the organization is changing. As the leader of the organization this will bring acceptance from a vast number of the personnel.

City Personnel Director

The personnel director is a vital player in the success of the change. The personnel director will help "make the change happen" and the commitment level will need to remain the same throughout the process. A primary role of the personnel

director is to negotiate with the employees' associations and gain acceptance from the board of directors of the employee groups. By obtaining their support the board of directors will help "sell" the change to all employees. Another key role the personnel director will have is assisting in the development of a rating instrument to evaluate an employee's performance. The rating instrument is vital in order to provide consistency in the evaluation process.

Police Captain of Operations

The operations captain is a key player in "making the change happen". The captain is important and is necessary in assisting the personnel director in the negotiation process with the employee associations. The captain is committed to the change and envisions the change to be necessary for the future of the Claremont Police Department.

Another key role the captain will take part in is the development of the rating instrument. The captain has a clear understanding of what performance standards are necessary in order to meet the needs and expectations of the community and to meet professional standards that will impact crime. The captain also strongly believes in employee participation. The process to develop the rating instrument

needs to be one that promotes participation. The captain will be important in developing commitment from other managers within the organization for a successful change. He will help ensure that managers are consistent in evaluating employees.

Police Association President

The current level of commitment of the president of the employees' group is "let the change happen". The reason that his commitment is not greater is due to his role as the representative of the employees. His current state is to maintain his role as a representative for his peers and allow others to help make the change.

However, he is perceived by the personnel director and operations captain as a supporter of the change for the health of the organization.

To assist in the successful transition of the change, the president's commitment will need to be that of "help make the change happen". It will be a task of the operations captain to facilitate the change in the president's commitment level. The commitment level by the president is vital to the change, however, he can not be perceived by his peers to have abandoned their needs. If this occurs, the employees will resist the change because their leader will be seen as one who betrayed their confidence. With the support of the president in helping make the

change happen, the line personnel will be more willing to accept the concept.

President of Police Management

The current level of commitment of the president of the management association is one of "let the change happen". Again, similar to the president of the police association, as a representative of the management association he can not be viewed as one who has abandoned his peers in the association. Although, for the change to be successful he is needed to "help the change happen". The group consists of first line supervisors and mid-level managers and this group is vital in the change. The operations captain will be required to help facilitate this change in commitment by the president. Again, this change has to occur and at the same time, the president still needs to be seen as one who supports the needs of the employees in the association. The value of the change for the association will need to be made clear to the president. If the president assists in helping to make the change happen, the transition period will be smoother.

Police Management

The management team of the Claremont Police Department is vital to the

success of the change. Their current level of commitment is "let the change happen" and the desired level is "help the change happen". Some of the managers are taking a position of "wait and see", however, due to a recent promotion of two supervisors there is renewed energy in the group.

The chief of police and the operations captain will need to work together and convince the managers that for the long term health of the organization the change is necessary. By having this group involved, it can help in "selling" the change to the employees that they supervise. For the success of the change, this group is essential. The middle managers are responsible for evaluating employee performance and without consistency the change will fail.

City Manager

The city manager is concerned for the overall health of the organization and would like to see the entire organization under a performance appraisal system that motivates employees. The city council supports this philosophy and has directed the city manager to implement this change. The city manager's current level is "make it happen" however, the desired commitment level should be one of "help the change happen".

The city manager should not be the one to negotiate with the employee

groups. His role should be one of support, direction, and selling. It will be the task of the personnel director and the operations captain to get his commitment level back to "help the change happen". It is vital to the success of the change that the city manager's commitment level be moved back to "help the change happen" so that the change will not be viewed as being ordered from the top down. The issue needs to be viewed as intrinsically important to the organization, not as a mandate from above.

Transition Management Structure

It is anticipated that the proposed change of an appraisal system that encourages "empowered" behaviors will be received by some employees as a method to keep salaries below an acceptable level. To ensure that the change will not fail before it is implemented, the transition state is important. For the most part the employees in the organization have traditional beliefs regarding salary increases and any change to this method will find opposition. As with most changes, this policy change will progress through three phases: 1) the present state, 2) the transition state, and 3) the future state. This three phased transition management structure is designed to capitalize on the strengths of the critical mass, and of the

organization, to successfully implement the proposed change.

Chief of Police

The chief of police, as the leader of the department, must be involved in the early transition state. The chief of police can establish the direction early on and clearly identify the need for change. In the early present state the chief of police can begin to "sell" the change with the leaders of the employee associations and the middle managers within the organization. The latter is very important. The chief must also gain the commitment of the management team early on. If the management team understands the direction, and more importantly believes in the change, this will enhance the efforts of the management structure. The management team can go a long way in "selling" the change to their employees.

The chief of police will bring a project team together to facilitate the implementation process. The team will be comprised of a broad base of employees to ensure adequate representation from all levels in the organization.

As the project team begins to work towards the implementation, the chief of police will not need to take an active role. Nevertheless, his visibility should be at the forefront. This conveys to the employees that the leader of the department is

still providing guidance to the process.

Transition Project Team

The team will be a cross section of the department involving all groups at all levels of the organization. The team will also have representatives from a variety of the identified stakeholders. In order for the management team to be successful, they should be respected by their peers and have a strong foundation in problem solving. Employees who are respected by their peers will be trusted and have the ability to work with others as a team to accomplish the mission.

Members will be selected based on their energy and desire to enhance the performance of the organization. In working with stakeholders the project team must at all times be cognizant of the mission to avoid significant change to the original stated purpose. There needs to be a constant level of communication between the chief of police and the transition project team. This is essential especially when the team is discussing possible deviation from its original path.

To maintain energy and enthusiasm for the change, the management team will establish a responsibility chart of periodic goals and objectives or milestones. (Table 6 page 114). As each of the recognized accomplishments are met they should be

celebrated.

Project Manager

The project manager will be responsible for facilitating the transition from the present state through the transition state. Due to his involvement during the present state and his level of commitment, the operations captain was chosen as the project manager. The project manager is a key player in ensuring that the implementation plan is maintained. The operations captain will be responsible for monitoring progression of the transition providing adequate feedback to the chief of police.

Technologies\Methods

The following is a description of the technologies and methods which can be utilized to assist in the management of the transition. One method which will be vital in managing the transition is effective communication to all of the concerned individuals and groups. There are a variety of methods which will help accomplish this goal, i.e. memorandums, meetings, electronic mail, employee newsletters, and informal conversations.

Additionally, another method which will be promoted by the project team

during the transition period is the team concept. By working together the project team will mutually develop a bond and the end result will be a cooperative effort to reach goals and objectives. In a team concept, the ability of the team to solve problems becomes greatly enhanced. As a team, good ideas can be expanded and improved to make them great ideas. Collaboration is the essence of employee participation. Through a team effort employees will become "vested" and take ownership in the product.

Responsibility Charting

During the transition state there will be many tasks developed to meet the goals and objectives. To ensure the timely completion of these tasks the project team will utilize a responsibility chart. This will ensure an orderly method in identifying tasks through group consensus. It will also reinforce a team effort and will assist in identifying who in the management team is responsible for given tasks with time lines for completion. The responsibility chart will be used by the project manager and the team to monitor progress and to keep the project team on course (Table 6 page 114).

Shared Vision

The employees need to know during the present state what the desired future state will be. By informing the employees in the beginning, they will have an opportunity to envision the future. The employees will begin to see where they fit within the transition and more importantly, what role they will play in the future in the organization. Through communicating the value of the change, employees will have a better understanding of the future and why the change is sought.

Communicating the future state will reduce the fear of uncertainty. In “selling” the future state, employees will develop a buy-in to the change and will be more willing to work towards the end result. If an employee does not have the knowledge or a clear understanding about the future, he is unable to assist in the transition. Given the information about the future state an employee will willingly assist. Because it is individuals that make change happen within an organization, creating and then maintaining a shared vision is vital.

Workshops and/or Presentations

To assist in building consensus with the employees, informal workshops or presentations should be scheduled throughout the transition. These informal settings

can be used to receive on-going input from those who will be impacted by the change. This input could be invaluable and will provide the project team with additional direction. Through these presentations the project team will also be able to "sell" the change and begin to receive buy-in from the employees.

Staff Development

Staff development will also occur during this process to ensure consistency during and after implementation. Proper training of employees, as well as supervisors, will be important to the success of the program. The development of the performance appraisal instrument through employee participation will be followed by an intensive staff development training program. Not only will the officers in the field need to be assured the employee empowered performance is desired and will be rated highly on the performance appraisal instrument; they will need to be shown through training what types of behavior constitute effective performance in the areas of autonomous decision making in the field, appropriate use of judgement in dealing with the public, and demonstrate initiative in follow-up activities.

Supervisors will also undergo intensive training in: 1) identifying situations in which officers would be encouraged to use "empowered" performance, 2) observing

and recording current performance level of employees in these areas, 3) coaching the employee in ways to achieve the "empowered" behaviors desired, and finally 4) evaluating the employee's performance in these identified areas.

Milestone Recognition

In establishing a time line for completion of events, each accomplishment should be recognized as a milestone. This will enable the project team to stay on track and upon completion of each event will renew their commitment. This process can also be used by the project team to assess their progress during the transition. It will give an opportunity for the project manager to recognize individual or team effort by celebrating the event. The project manager could simply provide refreshments at a meeting and publicly recognize the completed work.

Questionnaires

A survey will be used to retrieve information from other organizations who have implemented a similar appraisal system. This information can be used early on in the planning stages and the transition phase to avoid common pitfalls or to capitalize on strong points. This information will be used to support or defend the

direction of the project team to involve parties.

Self Evaluation

This process will work closely with milestone recognition. As events are accomplished, the project team should conduct a self appraisal of the original mission statement and ensure that policy has not been altered. Or, if it has been altered, it was done purposefully and with everyones knowledge because it is considered the correct course of action. This process is crucial for the continued success of the transition. Through periodic evaluation of the transition change, the project team can modify or adjust the implementation strategy. Not only should the project team be alert to internal change, it must also stay abreast of the external environment. With regard to an individualized reward system, there are many factors outside the organization which may impact the original policy. These factors need to be assessed and analyzed. The self-evaluation process needs to assess not only the degree to which the change is being implemented, but also the impact of the change on motivating improved employee performance.

RESPONSIBILITY CHART

	PROJECT MANAGER	CHIEF OF POLICE	PERSONNEL DIRECTOR	PRESIDENT POLICE OFFICERS ASSOCIATION	MANAGEMENT PERSONNEL	CROSS-SECTION OF EMPLOYEE WORK-UNITS IN THE ORGANIZATION
DEFINE FUTURE STATE	S	R	A	I	I	I
FEASIBILITY STUDY	R	A	A	S	S	
PRESENT FOR APPROVAL		R				
DEVELOP AN ACTION PLAN TO IMPLEMENT	R	A	S	S	S	S
DEVELOP PERFORMANCE STANDARDS	R	A	S	S	S	
NEGOTIATE WITH EMPLOYEE ASSOCIATIONS	S	A	R			
MODIFY RATING INSTRUMENT	S	A	R	S	S	I
CONDUCT AN ON-GOING EVALUATION	R					
PROVIDE FEEDBACK TO EMPLOYEES	R	A	A	S	S	
DEFINE JOB DESCRIPTIONS	R		A	S	S	'S

- R **RESPONSIBILITY** TO SEE THAT DECISIONS OR ACTIONS OCCUR.
- A **APPROVAL** OF ACTIONS OR DECISIONS WITH RIGHT TO VETO.
- S **SUPPORT** OF ACTIONS OR DECISIONS BY PROVISIONS OF RESOURCES WITH NO RIGHT TO VETO.
- I **INFORMED** OF ACTION OR DECISION BUT WITH NO RIGHT TO VETO.
- BLANK** IRRELEVANT TO THAT ACTION.

The responsibilities depicted in this table were determined by the author

Table 6

Transition Plan

To aid in the implementation process a time table with key activities will be developed by the project management team. This will serve as a guide for successful implementation. An example of a time table is provided in Figure 3 on page 118.

The primary responsibility in setting the direction and effectively communicating the course for the organization rests with the chief of police. Once the direction has been established, employees will have a sense as to the purpose. This is an important phase in the process and should not be over looked. It will require effort from the entire project team to embrace the vision and continually communicate the future state to employees.

A feasibility study will be required because of the financial resources needed to implement a new performance appraisal system with individualized rewards. The project team will need to identify what resources will be used to fund such a program and estimate annual costs. Without additional funding sources the project team will need to identify existing and alternative funding sources that could be used for this program. The feasibility study should include an assessment of personnel within the organization to determine their level of commitment. This study will assist the project team in each phase of the program. It will also serve as an instrument to measure the success of the policy change. The feasibility study should also address

current demands from the community for services and what effect the service requests have on the employee's work load. This will be an important aspect with the employee association. If the current demand is high the employees may view the change as a method to increase services without adequate compensation.

The primary responsibility for negotiating with the employee groups will be the personnel director, with assistance from the project manager. This is an important phase which needs to be adequately addressed. It will be the responsibility of the personnel director and the project manager to facilitate the building of mutual trust and confidence in the change. This can be facilitated by 1) reinforcing the community expectations 2) focusing on high professional standards, and 3) encouraging participation at all levels. During the negotiation process four areas will be addressed; 1) performance standards, 2) job descriptions, 3) rating instrument and, 4) individualized rewards. Input should be solicited from all levels of the organization. The input received from the supervisors will be an important step in the process and will act as a foundation in which to begin negotiations in regard to performance standards. Input received from employees will be assessed and factored against the existing work load to develop achievable goals and objectives. If standards are unattainable, they will have the opposite affect on the overall objective of increasing

motivation.

Job descriptions for every position in the organization will need to be reviewed to ensure they reflect the actual performance standards. A detailed job description will assist in providing direction and in establishing expectations.

The rating instrument should reflect the performance standards that were mutually agreed upon. The rating instrument will be designed to remove as much subjectivity as possible. An instrument which is designed to rate "empowered" employee performance through objective measures will ensure greater consistency.

After negotiations are completed with the employee groups, adequate information needs to be communicated to the employees. This is an important phase. Effective communication is necessary and should focus on how the change will positively affect the organization. As the change is implemented within the organization an on-going evaluation is required.

The evaluation process needs to contain both formative and summative data. Formative evaluations need to take place periodically throughout implementation and be the basis for ongoing changes and/or modifications. Summative evaluations need to take place at the end of key implementation phases to assess the quality of the change and the match to the original vision.

Transition Plan Time Table

Present State (0-2 years)

- Problem identification
- Policy development
- Police Chief to obtain commitment from city manager and city council
- Identify stakeholders
- Develop strategic plan
- Develop mission statement

Transition State (implementation phase 3-10 years)

- Identify critical mass
- Appoint project team
- Develop responsibility chart
- Negotiate with employee associations to modify MOU's
- Develop performance standards and revise job descriptions
- Identify fiscal resources
- Provide on-going feedback to employees
- Develop training for supervisors and employees

Future State (on-going)

- On-going monitoring and feedback to chief of police
- Annual review and modifications if needed

Figure 3

Summary and Conclusions

The implementation of any major organizational change takes time and planning. The organization must understand that change is a process accomplished by individuals over time. This study shows a need to find successful ways to motivate and evaluate employees in law enforcement organizations over the next ten years. A significant number of the forecast trends and events identified through a variety of interview techniques validates this issue as one of significance for the future.

To increase the efficiency and effectiveness of an organization, employees need to have an understanding of the goals and objectives articulated in the mission statement. Productivity and job satisfaction become direct by-products if employees know the purpose of the organization and can bring meaning to personal accomplishments achieved within the organization.

The sub-issue of what function performance appraisal will play in changing an organization's culture was addressed in this study. Utilizing the personnel appraisal system to empower employee performance will help change the culture of the organization. Once the "empowered" behaviors have been clearly stated in job performance standards and expectations for their evaluation have been established, the employees will accept them as the norm.

The sub-issue of the role labor unions will play on the issue will need to be addressed during implementation. Failure to involve employees and the union at all levels in developing the appraisal instrument could result in misunderstanding of the desired "empowered" behaviors and reluctance to establish attitudes and behaviors for embracing them as a behavior norm.

Training will be a key component in the sub-issue on how the appraisal instrument will be developed. A comprehensive, in-depth training program for all employees will assure greater success if interwoven into every element of development, implementation, and assessment of the alternative strategy selected. Focusing on the organization's mission, rather than its rules, will facilitate employee empowered performance resulting in motivated employees.

The policy alternative proposed in this study offers a law enforcement agency an opportunity to motivate and evaluate employees and at the same time begin to change the organizational culture to not only accept empowerment of employees as desirable, but to value and embrace it as an organizational norm.

Recommendations for the Future

This study demonstrates the need of law enforcement to develop appropriate strategies for motivating and evaluating employee performance in the future. Law

enforcement over the next ten years will need to create an environment in which employees will be motivated to perform. This study suggests that employees participate in developing a performance appraisal instrument which will reward employee "empowered" performance.

Alternative proposals and programs aimed at empowering employees in law enforcement should be studied in the future. Research into the relationship between delegation of authority and empowerment of employees will need to be pursued. Individualized reward systems, both monetary and non-monetary, need to be looked at in the future, and possibly tied to the evaluation process to motivate employees to perform effectively and efficiently. In addition, means to link community wants and needs to employee motivation and evaluation will need to be pursued.

This study identifies additional areas which would benefit from further study to determine what relationship they might bear on this issue in the future. It is recommended that law enforcement actively seek additional means to focus employee performance appraisals on measuring outcomes and not merely output. Using a pay for performance standard may play a role in motivating employees to achieve maximum potential. Research needs to be conducted to see if compensation for merit has a direct impact on performance in law enforcement employees. In conjunction with this, is the need to explore the role that increased use of non-economic

incentives may play in motivating effectiveness and efficiency.

Finally, the role that community expectations have on police services needs to be examined. Can empowerment of law enforcement employees have a positive impact in better meeting the needs and expectations of the community? Research on community oriented policing and empowerment in law enforcement organizations which is currently taking place in many parts of the country today may provide important insight on the issue of this study, how to motivate and evaluate law enforcement personnel in the future.

Appendix A

Trends generated by the NGT Panel. The highlighted trends indicate the final ten trends selected by the panel.

1. Resistance to change on police officers part.
2. **Salary and Benefits.**
3. Staffing size of the organizations.
4. Influence of the Police Officers Association.
5. Community oriented policing.
6. Community concern over public safety.
7. Educational preparation for the profession.
8. **Community Expectations of Police Services.**
9. **Employee Empowerment.**
10. State training mandates.
11. Privatization of police services.
12. Citizens purchasing police services.
13. Regionalization of services/task force.
14. **Confidence Level in the Criminal Justice System.**
15. **Availability of Budget Resources.**
16. Availability of information.
17. **Respect for Police.**

18. Occupational stress.
19. Public trust.
20. Redefinition of family values and structure.
21. Community expectations of police services.
22. Peer evaluations.
23. **Rewards for Performance.**
24. Communication between police and community.
25. Workforce diversity.
26. Diversity in community.
27. Aging community.
28. Regionalization of government.
29. Application of available information/technology.
30. Substance abuse by police officers.
31. Violence in society.
32. Performance standards tied in with specific skill sets.
33. Abdication of management rights.
34. Management constraints, decision making.
35. Management preparation.
36. Using technology to evaluate employees.
37. Changing role of police officers.
38. Unreasonable expectations of law enforcement.
39. **Pay for Performance Standards.**

40. Group norming.
41. Paramilitary approach to running an organization.
42. Self-centered employees.
43. Influence of the media.
44. Awareness of individual rights.
45. Civil litigation.
46. **Use of non-monetary reward system.**
47. Political intrusions.
48. Application of policies and procedures.
49. Employee expectations of management.
50. **Quality over Quantity.**
51. Recognition of citizens as a customer.
52. Employees treated as customers by management.
53. Complexity of criminal justice system.
54. Citizen involvement in evaluations.
55. Jail population.
56. Staff development.
57. Lateral opportunities.
58. Outside promotion of a staff officer.

Appendix B

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	FIVE YEARS AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		

Appendix C

Events generated by the NGT Panel. The highlighted events indicate the final ten events selected by the Panel.

1. **Disaster.**
2. **Outside Appointment for a Staff Officer's Position.**
3. Change in election causing pro-management shift.
4. Change in election causing pro-employee shift
5. New legislation like three strikes.
6. Change in election causes anti-police philosophy.
7. **Significant Budget Cuts.**
8. **High Profile Incident of Police Misconduct in the Media.**
9. Polly Klaas type incident.
10. **Job Action by Employees.**
11. Local officer dies in shootout.
12. State robs local government to make up deficit.
13. Sexual harassment suit filed by male employee against female supervisor.
14. No confidence vote against the Chief by employees.
15. High profile media event involving heroic act by police officer.
16. Prisoner executed.
17. Supreme Court rules all capitol punishment illegal.

18. **Use of Employee Evaluations Declared Illegal.**
19. Law passed preventing use of numbers or productivity to evaluations.
20. Copy cat crime.
21. **New Chief is Hired.**
22. Unjust dismissal of employee as viewed by fellow officers.
23. Reorganization - chain of command.
24. Law passed prohibiting cities from having their own police departments.
25. Supreme Court rules in favor of Sandoval.
26. Law passed decriminalizing drugs.
27. Claremont Colleges' relocate out of community.
28. City Council abolishes assessment districts and utility tax.
29. **Civilian Police Review Board Appointed.**
30. **Personnel Files are Opened.**
31. Stock market crashes.
32. City loses millions in a wrongful firing suit.
33. Claremont wins lottery.
34. **Binding Arbitration.**
35. Vigilante justice.

Appendix D

Appendix E

Scenario number 2 out of a FAMILY of 20 follows:
(A 10 year SCENARIO using the 'darrell' data.)

SEED = 3995596 (1)

THIS IS WHAT HAPPENS !!

Run # 2 of 20

- 1. Feb. 1996 E- 3. Significant Budget Cut
T = 93
- 2. Jun. 1996 E- 10. Disaster
T = 85
- 3. Dec. 1998 E- 9. Job Action
T = 77
- 4. Apr. 2002 E- 4. High Profile Police Misconduct
T = 89
- 5. Jul. 2003 E- 8. Civilian Police Review
T = 62
- 6. Jan. 2004 E- 6. New Chief Hired
T = 56

The EVENTS which do NOT Happen are:

- 1. E-1. Binding Arbitration
- 2. E-2. Open Personnel Files
- 3. E-5. Outside Staff Promotion
- 4. E-7. Employee Evaluations Illegal

End of Scenario number 2 in a FAMILY of 20 : Seed used was 3995596

-- < << <<< ● >>> >> > --

Scenario number 23 out of a FAMILY of 40 follows:

SEED = 6629965(2)

(A 10 year SCENARIO using the 'darrell' data.)

THIS IS WHAT HAPPENS !!

Run # 23 of 40

- 1. Feb. 1998 E- 4. High Profile Police Misconduct
T = 92
- 2. Aug. 1998 E- 8. Civilian Police Review
T = 85
- 3. Nov. 1999 E- 3. Significant Budget Cut
T = 78
- 4. Apr. 2000 E- 9. Job Action
T = 70
- 5. Feb. 2004 E- 10. Disaster
T = 62

The EVENTS which do NOT Happen are:

- 1. E-1. Binding Arbitration
- 2. E-2. Open Personnel Files
- 3. E-5. Outside Staff Promotion
- 4. E-6. New Chief Hired
- 5. E-7. Employee Evaluations Illegal

End of Scenario number 23 in a FAMILY of 40 : Seed used was 6629965

-- < << <<< ● >>> >> > --

For SEED No. > 3995405 < and the 'darrell' data with 10 events

in a 10 year SCENARIO that begins in 1995
THIS IS WHAT HAPPENS !!

1. Aug. 2002 E- 1. Binding Arbitration
T = 93
2. Jul. 2003 E- 3. Significant Budget Cut
T = 86
3. Jul. 2004 E- 6. New Chief Hired
T = 80
4. Sep. 2004 E- 5. Outside Staff Promotion
T = 74

The EVENTS which do NOT Happen are:

1. E-2. Open Personnel Files
2. E-4. High Profile Police Misconduct
3. E-7. Employee Evaluations Illegal
4. E-8. Civilian Police Review
5. E-9. Job Action
6. E-10. Disaster

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