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COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

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WHAT WILL BE THE POLICE RESPONSE TO NON-EMERGENCY
CALLS FOR SERVICE BY THE YEAR 2000?

NCJRS

JUL 27 1989

Independent Study Project

by

ACQUISITIONS

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VISALIA POLICE DEPARTMENT

COMMAND COLLEGE CLASS VI

May, 1988

118740

**U.S. Department of Justice
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EXECUTIVE SUMMARY

Law enforcement has, over the last several decades, made relatively few significant changes affecting the basic job of a police officer. The mobile police radio is one example of such a change. For the most part, the law enforcement officer today performs his duties in a way that is not significantly different than his counterparts of a half a century ago.

With government management being held under closer public scrutiny and a predominant public attitude of government inefficiency, there is a need to examine the duties of police employees, especially sworn officers.

Are law enforcement agencies currently providing call for service assistance in the most efficient way? Should the police respond differently to citizen calls for service requests by the year 2000? A group of individuals, using the Nominal Group Technique, forecasted trends and other information they felt would influence law enforcement's ability to provide service by the year 2000. Emergency calls for service will continue to be handled quickly by the police and are not the topic of this project. Non-emergency calls for service, those where the threat of immediate injury or death is not an issue, provide a number of response options to the police while continuing to assure public satisfaction with the service.

Based on the outcome of the Nominal Group Technique process a desired future scenario was identified. An effort was made to identify the future police response options and develop them into policy alternatives. Response options were those approaches to providing citizen service that offered benefits to both the law enforcement agency and the citizen. Examples identified include delayed or appointment responses, paraprofessional and technological responses. Part of the strategic plan is a public re-education program designed to introduce citizens to the benefits of a non-sworn officer response.

A Program Manager would be appointed by the Chief of Police to act on his behalf to coordinate the implementation. A transition team would be selected and would be made up of all the major components of the department and would be the primary information dissemination source for the project.

By the year 2000, when fully implemented, this plan would offer to citizens several response options for non-emergency calls for service. In this way, citizens would be offered flexibility, convenience and responsive service. The plan would provide the police agency an opportunity to more effectively manage the citizen demands for service and maintain resources in a better state of readiness for emergency calls for service.

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I. METHODOLOGY

This futures study used a number of methods to gather and analyze information. Several data sources were consulted including the Peace Officer Standards and Training (P.O.S.T.) Library and the National Institute of Justice Reference Service (N.I.J.R.S.). These sources are recognized criminal justice information depositories and each provided valuable reference material. Other general literature from various sources was reviewed in an effort to further understand the issue.

Law enforcement agency site visits were made to review specific agency experiences which had been cited in the literature scan. Unstructured interviews were conducted with key staff members at the sites and at the Visalia Police Department. Brainstorming was also used to further define the issue and establish issue parameters. Visalia Police staff members assisted in structuring the issue using a futures wheel.

An eleven member group of Visalia citizens was selected to partake in a Nominal Group Technique (NGT) process. The group, individually and collectively, forecasted future trends and events relative to this topic. As a result of this forecast, a Cross-Impact Analysis was completed showing the relationship between the events and trends and the probability of each occurring.

Scenarios were used to describe possible futures and to present hypotheses regarding the future.

II. PROJECT BACKGROUND

Since the passage of Proposition 13 in California, many government officials at all levels have shown increased interest in scrutinizing their organizations. Proposition 13 and other similar citizen initiative measures have reduced government tax revenues and limited the future growth of taxes coming into government.

Many government officials have interpreted the voter sentiment as pressure to increase government efficiency and effectiveness and do so without the constant demand for increased funding. Since the passage of Proposition 13, public administration literature has been bombarding readers with the message of the need for fiscal restraint in government. Some argue the voters did not intend public safety services to be impacted by their actions or concerns; however, the fact remains that public safety functions are closely scrutinized and in numerous cases budgets were and are being restrained.

In municipal government, law enforcement is typically allocated the largest portion of the general fund revenue. In Visalia, California, for example, 36% percent of general fund monies are allocated to the Police Department.¹

Even without public demand for increased efficiency and effectiveness in government, managers have an obligation to review the operations of their organizations and to make improvements when necessary. As stated by Ernest Dale, "Management is a process of organizing and employing resources to accomplish predetermined objectives."² Implicit in this statement it is the assumption that managers must also have some level of authority and courage to make organizational changes when deemed necessary.

Police administrators have oftentimes been accused of traditional thinking. Traditional thinking manifests itself in assuming what has been done in the past should continue in the future and therefore change comes slowly if at all. As is stated in one police report:

Administration is saturated with members who have been unable or unwilling to change. Additionally, these administrators are being left behind in education and are being surpassed by subordinates. Many agencies managerial teams are stacked with the dregs of longevity. Many of these top positions are currently held by individuals who obtained their status merely because they outlasted everyone else.³

These last statements portray a dismal picture of law enforcement administration; however, this situation appears to be improving. It appears as if there is increased willingness on the part of police managers to explore areas that, in the past, would have been considered taboo. A number of examples are commonly found such as acceptance of women and gays in law enforcement and computerization are just a few of the areas that many police administrators have now accepted and supported.

One area in which law enforcement administration should explore more fully is the police response to non-emergency calls--subject of this project. Officially this report is entitled "What will be the police response to non-emergency calls for service by the year 2000?" Historically, police have responded to all citizen calls for service in traditional ways. For example, when a citizen experienced a problem of whatever type, the police were requested to respond. The nature of the "alleged" police problem reported hasn't for the most part been scrutinized very thoroughly. Advice regarding a neighborhood dispute, a loud party, a scratched automobile or a

deceased person call, all typically have received the same police response--a sworn police officer. Certainly the response time to each of the previously mentioned calls would vary, but for the most part a police officer would be dispatched. There has been research relating to this subject, but few significant findings have been noted. This study does not attempt to focus attention on police response to emergency calls for service. There may be some disagreement regarding the definition of "emergency", but once defined, virtually all agencies will respond quickly either by a sworn officer responding to the scene or communications personnel giving life saving information by telephone.

Using the Visalia Police Department as an example, the budget appropriation for the Patrol Division is slightly over two million dollars or approximately 37% of the entire police budget. Of that appropriation, approximately 80% or 1.6 million, is earmarked for personnel costs. These costs in a patrol unit are typically for uniformed officers who are primary responders to calls. The results of this project can potentially impact directly the budget by offering alternative service delivery systems which provide the same or an improved level of service to the citizens, but utilize methods which are less costly. One way to express this issue is to ask the question, "Why pay a \$15.00 per hour police officer to work on a \$5.00 per hour problem?" The attainment of government objectives is a process involving the allocation of resources, which is a compromise for funds between competing organizational objectives.⁴

This then is the context for this future's research. Patrol, which is generally the predominant primary responder to citizen calls

for service, is expensive and therefore a good candidate for analysis. Modifications to delivery of services can potentially reap tremendous financial benefits. After all, management's responsibility is to make whatever is in the public good, become the business of the organization.⁵

This project is intended for agencies that are open to exploring other means of delivering police services to their citizens. Some police managers may feel that modifying police response to citizen calls for service would interfere with the public's perceived police "service" role in the community. They may want to continue to respond to citizen demands by sending sworn police officers immediately upon request. The City of Amsterdam in the Netherlands, for example, has taken a position to encourage face to face contact between citizens and police. According to Officer Rendert Algra, who was interviewed for this project, officers are expected to increase contact with the citizens as a means of building mutual respect.⁶ This reaction is commendable, but is very expensive. Some communities will be willing to pay the price while others will be receptive to modifying their more traditional approach for the sake of greater cost effectiveness. Many agencies will have past or current experience with response alternatives and for those agencies this project may offer additional ideas.

III. ISSUE

Terms Defined

In order to clarify key terms as used in this project, the following definitions will be used. The meaning of several of the terms appears obvious; however, it is necessary to be as precise as possible.

Police: Police are defined as any local, state or federal law enforcement agency whose employees are charged with the responsibility resolving concerns or calls for assistance from citizens directly. This includes those government officers identified in the California Penal Code.⁷

Call for Service: A call for service is any citizen initiated request for some type of police service or assistance. The usual method used by citizens is generally the telephone; however, calls can be initiated by citizens directly to an officer. Self-initiated officer activity is not included in this definition.⁸

Response: This is the police agency's reaction to the call for service from the citizen and the subsequent action taken to assist the citizen by the law enforcement agency. Typically and historically, this has been the immediate dispatch of an officer.

Emergency: Emergencies are any circumstances that demand "immediate action"⁹ which involve life threatening or injury causing circumstances. Other circumstances may dictate immediate action; however, if the circumstances do not involve a threat to life, they would not be characterized as an emergency.

Non-Emergency: This is any circumstance not defined as an emergency.

Sworn Officer: Sworn officers are those individuals in a law enforcement agency who are authorized to make arrests and have peace officer powers under applicable provisions of federal, state and local laws.¹⁰

Resources

In studying the topic, related literature was reviewed from a number of sources. Sources consulted were:

1. California Peace Officer Standards and Training (P.O.S.T.) Library
2. National Criminal Justice Reference Service, National Institute of Justice (NIJ)
3. Visalia Police Department Library
4. College of the Sequoias Library
5. Personal Futures File and Library

In the course of this research a number of key words and phrases were identified as providing possible sources of additional information. Other related phrases include; service delivery systems, manpower allocation, alternative police response, differential police response, workload analysis, call diversion, managing patrol operations. It was found that these terms and concepts were helpful in furthering the understanding of this topic as they were closely related.

Additionally, other related topics began to surface from the literature for further research such as:

1. Privatization
2. Civilianization
3. Paraprofessionals in law enforcement

4. Volunteerism
5. Contract services
6. Electronic mail and technology
7. Delayed response
8. Call stacking

The literature reveals a number of agencies have explored aspects of this topic and have actually implemented programs to change their response method to non-emergency calls for service. In 1982, for example, the Garden Grove Police Department implemented a differential response model with the objective of "Developing more efficient means of allocating available resources,"¹¹ such as delayed response and the expeditor unit (telephone report-taker).

Volunteers or law enforcement reserves have also played a part in alternative response and certainly reserves are not new to law enforcement. In 1969 for example, a California Law Enforcement Survey revealed approximately 6,000 reserves working in California and they were serving in some 170 law enforcement agencies.¹²

In an attempt to further define the topic and in an effort to establish parameters for this topic, a brainstorming session was conducted using Visalia Police staff members as participants. The brainstorming group consisted of sergeants, lieutenants, civilian supervisors and the Chief of Police, totaling 16 staff members. All department units, both line and staff, were represented. The group was used to develop related issues to the topic being studied looking at past, current, and future issues. In addition, the related terms and concepts cited earlier were scanned for relevancy. The literature review and the brainstorming session was completed and the result was

a clearer focus on the issue which aided in the research process. The following are related issues that were consolidated and reduced from a much larger, but less succinct list. A futures wheel was used with the department staff as an additional technique to structure the issue and assist in establishing issue parameters. Figure 1.

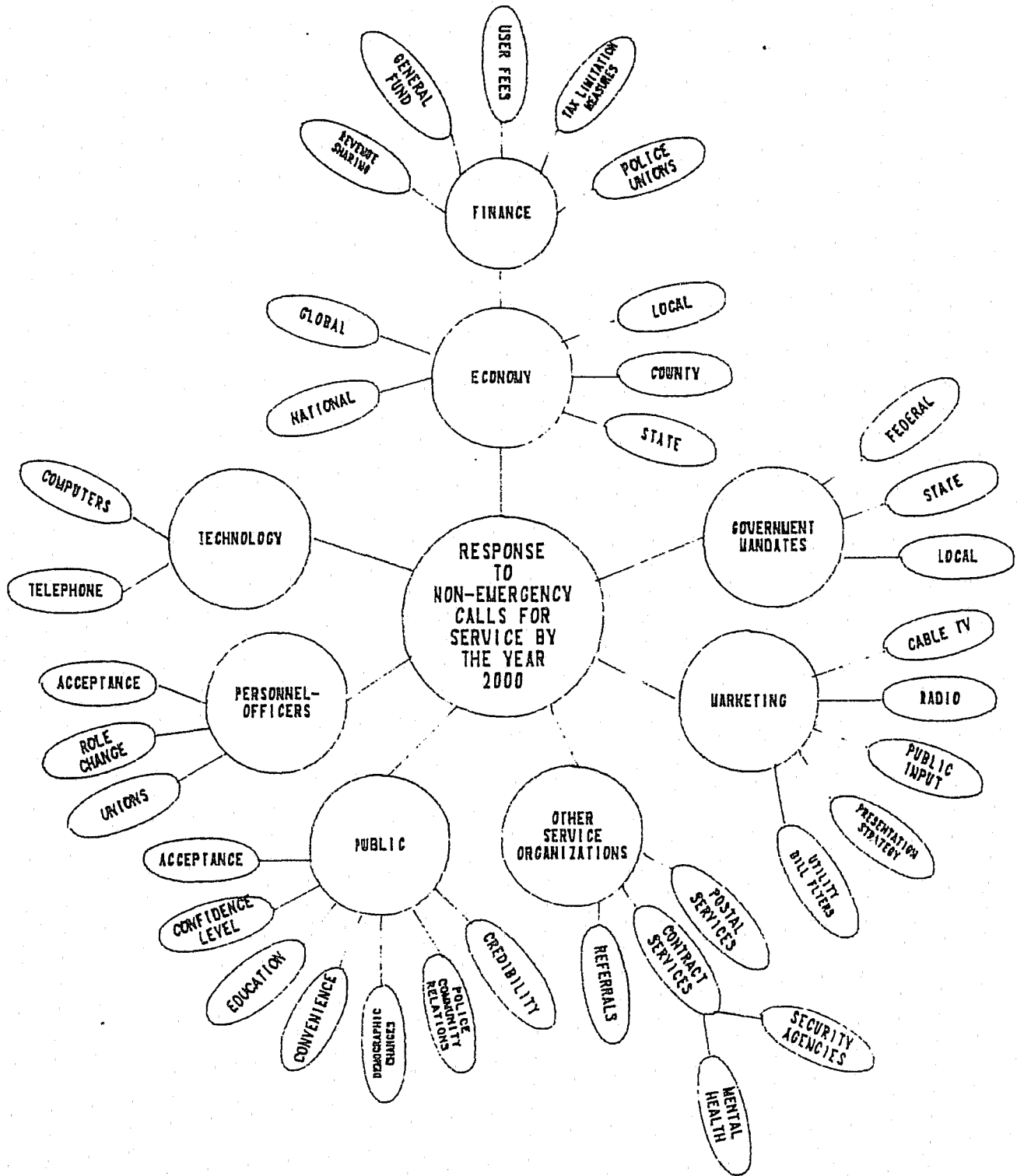
Past Related Issues

1. What was the citizen's expectation of the role of law enforcement?
2. What was the satisfaction level of the public regarding the quantity and quality of service provided by the police?
3. What was the citizen willing to pay for police service through taxes?
4. What staffing gauge(s) was used to determine needed staffing levels within police agencies?
5. What was the demand for police services?

Present Related Issues

1. What level of service do the citizens expect?
2. How do citizen expectations of the police vary between communities?
3. What are citizens willing to pay for police service?
4. To what extent are legislative bodies mandating police involvement in specified citizen calls for service?
5. How receptive are citizens toward alternative responses to calls for service?
6. What approaches can be used to educate the citizenry to nontraditional approaches by police to calls for service?

Figure 1.
FUTURES WHEEL



7. What are the roles of other service organizations (public and private) in diverting calls for service away from the police?

Future Related Issues

1. What legislatively mandated services will be required by the police to perform?
2. What will the funding for law enforcement agencies be?
3. What type of citizen calls for service will the police receive?
4. How will the police be viewed by the citizens?
5. How will the law enforcement officers view themselves?
6. What will be the role of the police?

Site Visits

In order to obtain a broader perspective of this issue, a number of police agencies were visited and interviews were conducted with key members. Most of the agencies were outside the State of California and all had experimented with some aspect of this topic. In some cases the experiments were successful and in others the experiments were discontinued due to problems. In either case, valuable information was gathered.

The agencies visited were:

1. Garden Grove, California, Police Department - contact Lt. John Urbanowski.
2. New Haven, Connecticut, Police Department - contact Commander James O'Neill.
3. Hartford, Connecticut, Police Department - contact Lt. Jim Looby.

4. Boston, Massachusetts, Police Department - contact Deputy Superintendent Ann Marie Doherty.
5. Wilmington, Delaware, Police Department - contact Captain Francis Monaghan.
6. Baltimore, Maryland, Police Department - contact Lt. James Wells.

Each of the listed department contacts and their key staff members within the agency were very helpful with this project. They were very candid and offered valuable supportive documentation. Much of the information learned from them has been incorporated into the project. When appropriate, references will be made to the agency supplying the specific relevant information. Appreciation is directed to the contacts, their organizational department heads, and the California Commission on Peace Officer Standards and Training for permitting this very worthwhile on site data collection. Interviews were to a great extent unstructured focusing on subjective information about the agency's experience from the contact person's perspective. The interviews also were also agency specific and covered official evaluation documents.

Nominal Group Technique (NGT)

On February 12, 1988 a Nominal Group Technique (NGT) meeting was held at a local Visalia restaurant. Lunch was provided to the participants and following the meal a meeting room was used to conduct the NGT process.

The membership of the group represented a cross-section of the Visalia community. Each had a general citizen perspective as well as a unique qualification for being selected. (Refer to Appendix). The

participants were as follows.

1. A business branch manager for a medical supply company
2. An owner of a public relations firm
3. Marketing Representative for a real estate company
4. Area Manager for the Southern California Edison Company
5. District Manager for the Southern California Gas Company
6. Operations Manager for an alarm and security firm
7. Visalia Police Department Chief of Police
8. Management Analyst, Visalia General Government
9. Visalia Police Department Lieutenant
10. Visalia Police Department Officer and union member
11. Visalia Police Secretary and data recorder

The Nominal Group Technique is appropriately used if 1) elements need identification in a problem situation; 2) elements need identification in a solution program; 3) priorities need to be established and the judgments of several individuals must be decoded and aggregated into a group decision.¹³

The NGT process in this project was used to develop a set of trends and events that, should the trends continue or the events occur, could impact the topic. The group members were asked to give "weight" or priority to the trends and events. Following this, a group discussion was held to clarify any confusion, and voting on each item was then completed.

Trend Forecasting

The group individually identified emerging key trends that could impact this topic. The trends were then combined and when appropriate, a consolidated list was completed which reflected the

following:

1. Increased Visalia population
2. Shifting away from an agricultural economy
3. Greater use of private security
4. Legislative bodies at all levels will pass more laws
5. Increased aging population
6. Increased use of counseling by police employees
7. Increased demand by Visalia citizens for police service
8. Increased state mandated service requirements for police
9. Reduced government resources and funding
10. Increased reliance on user fees
11. Privatization of services
12. Reduction in standard of living
13. Changing demographic and ethnic diversity
14. Increased citizen calls for service for toxic waste violations
15. Increased educational standards
16. Increased dropout and teen pregnancy rate
17. Tendency toward a non-minority society
18. Continued concentric growth pattern in Visalia
19. Increased training of personnel regarding protected groups
20. Increased law enforcement innovation in technology
21. Less institutionalization of the mentally ill
22. Regionalization of service
23. Increased minority representation in law enforcement
24. Increased public scrutiny of public officials
25. Increased small business development

Of the twenty-five key trends the group selected the eight that they felt were the most important. Each was subjected to a trend evaluation process to forecast the probability of occurrence.

Figure 2. The eight trends were:

1. Increased state mandated service requirements for police

The State of California will continue to place legal demands on the police requiring them to take certain actions much like the recent legislation on disabled motorists protection, domestic violence, missing persons, and elderly abuse. As a result of increased legislation, required police service obligations will increase with virtually no chance of receiving state funds for the service.

The forecast for the future shows a significant increase in legal state mandates. Figure 3.

2. Reduced government resources and funding

Local government revenue will be limited because of tax reduction or restraint measures. In addition, there will be a reduction of state and federal funds going to local governments through revenue sharing or reimbursement programs. In general, the citizenry will continue to view government with skepticism. Law enforcement services will not be the primary target of this concern; however, all government services will undergo fiscal scrutiny.

The forecast reflects a strong trend toward a reduction in revenue available for government services. Figure 4.

3. Increased Visalia population

The State of California will continue to experience

Figure 2.
TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (RATIO: TODAY = 100)			
	THREE YEARS AGO	TODAY	"WILL BE" IN 12 YEARS	"SHOULD BE" IN 12 YEARS
INCREASED STATE MANDATED SERVICE REQUIREMENTS FOR POLICE	75	100	400	50
REDUCED GOVERNMENT RESOURCES AND FUNDING	150	100	500	50
INCREASED VISALIA POPULATION	94	100	165	165
INCREASED DEMAND BY VISALIA CITIZENS FOR POLICE SERVICE	96	100	136	70
INCREASED LAW ENFORCEMENT INNOVATION IN TECHNOLOGY	50	100	400	1000
INCREASED AGING POPULATION	50	100	250	100
PRIVATIZATION OF SERVICES	90	100	400	800
REDUCTION IN STANDARD OF LIVING	100	100	90	200

Figure¹⁷ 3.

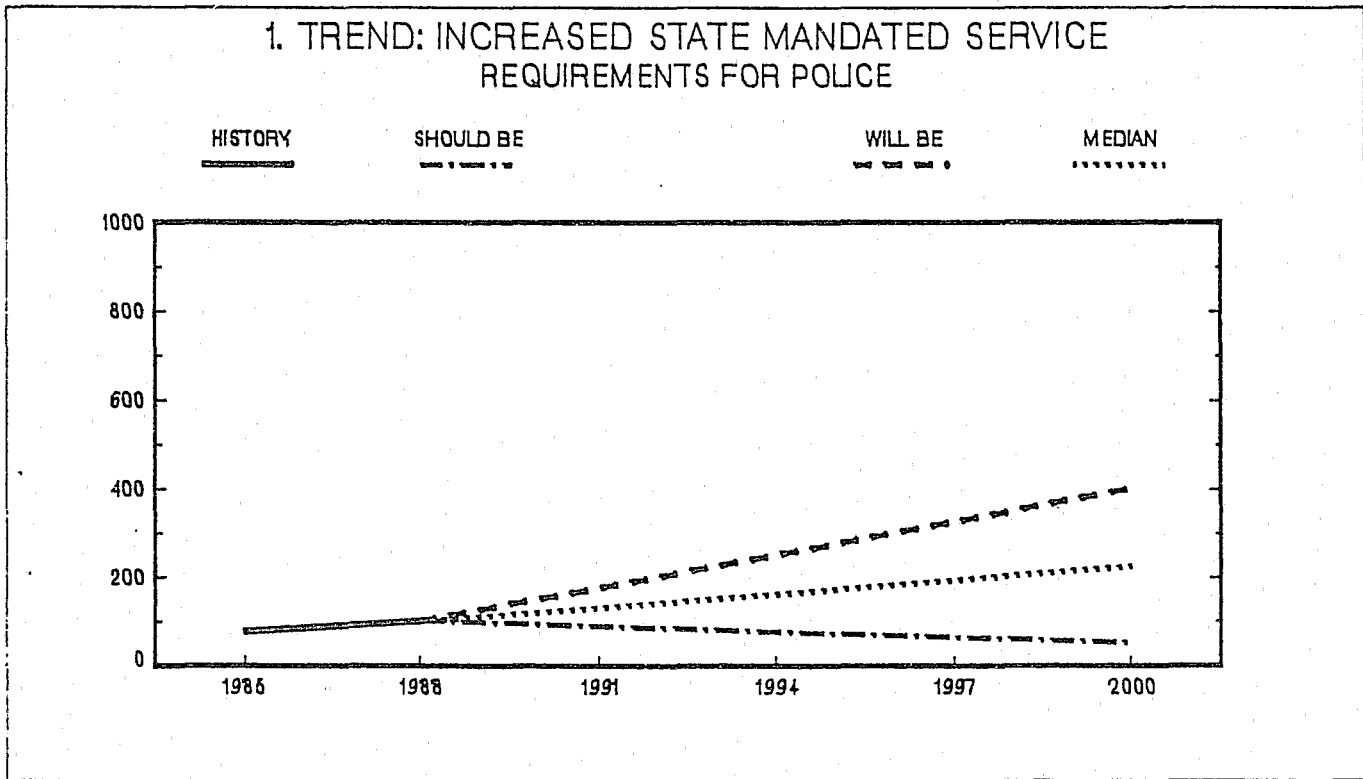
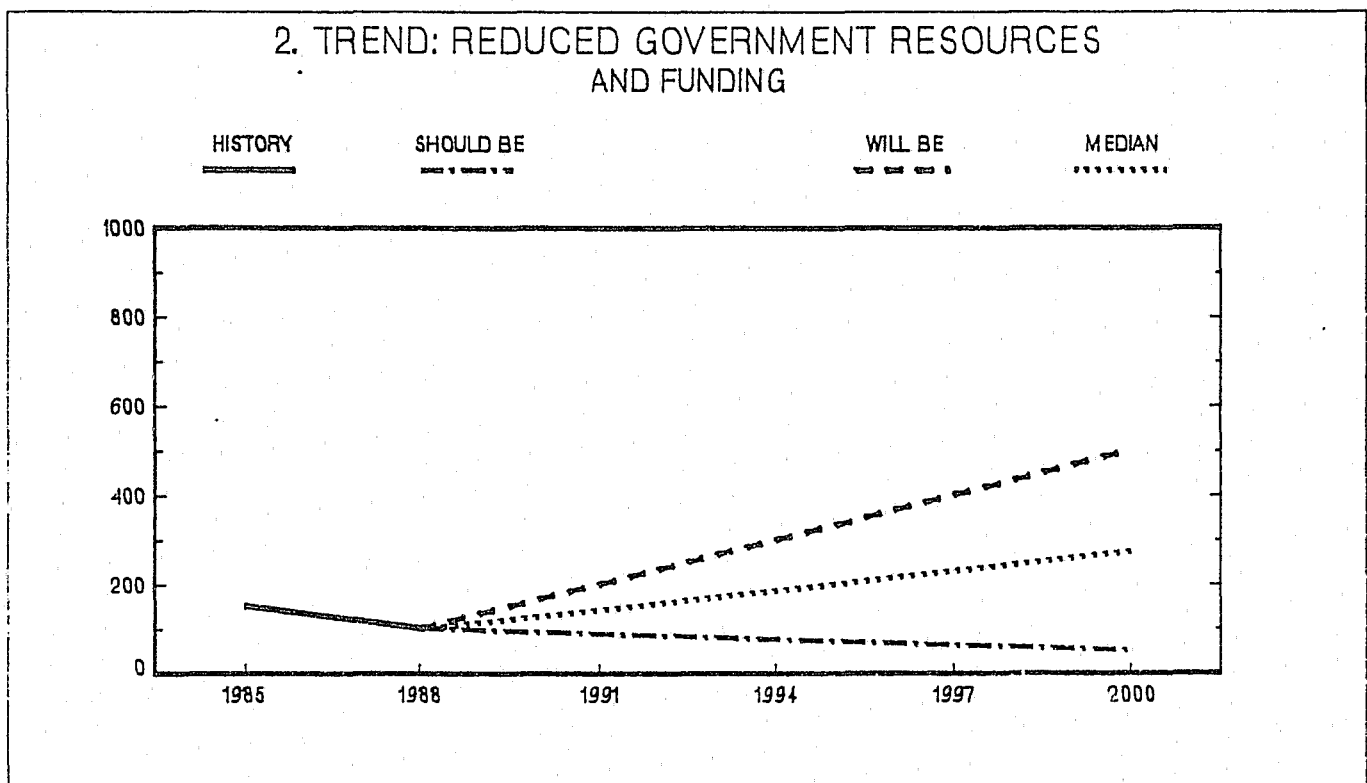


Figure 4.



significant migration resulting in a substantial population increase. Visalia will follow the state trend and will experience growth. Industrial expansion and urban area flight will be the primary reason.

The trend line reflects a relatively small but steady population increase. Figure 5.

4. Increased demand by Visalia citizens for police service

Police agencies tend to be a highly visible government service due to the twenty-four hour, seven-day per week nature of police service. Increased population and the likelihood of increased demands for service is highly probable.

The forecast for this shows a steady increase; however, the group preference indicates a relatively significant decrease is desirable. Figure 6.

5. Increased law enforcement innovation in technology

Society in general is expanding the use of innovative technologies. Law enforcement has been quick to utilize recent technological advancements such as laser equipment, DNA fingerprinting, hair follicle identification and computerization.

This trend will continue as society continues to make advancements. As can be observed, technological innovation in law enforcement is very desirable with a strong preference from the group for many more technological advances. Figure 7.

6. Increased aging population

The population of the United States is getting older as people are living longer. Visalia's population appears to be following this national trend.

19
Figure 5.

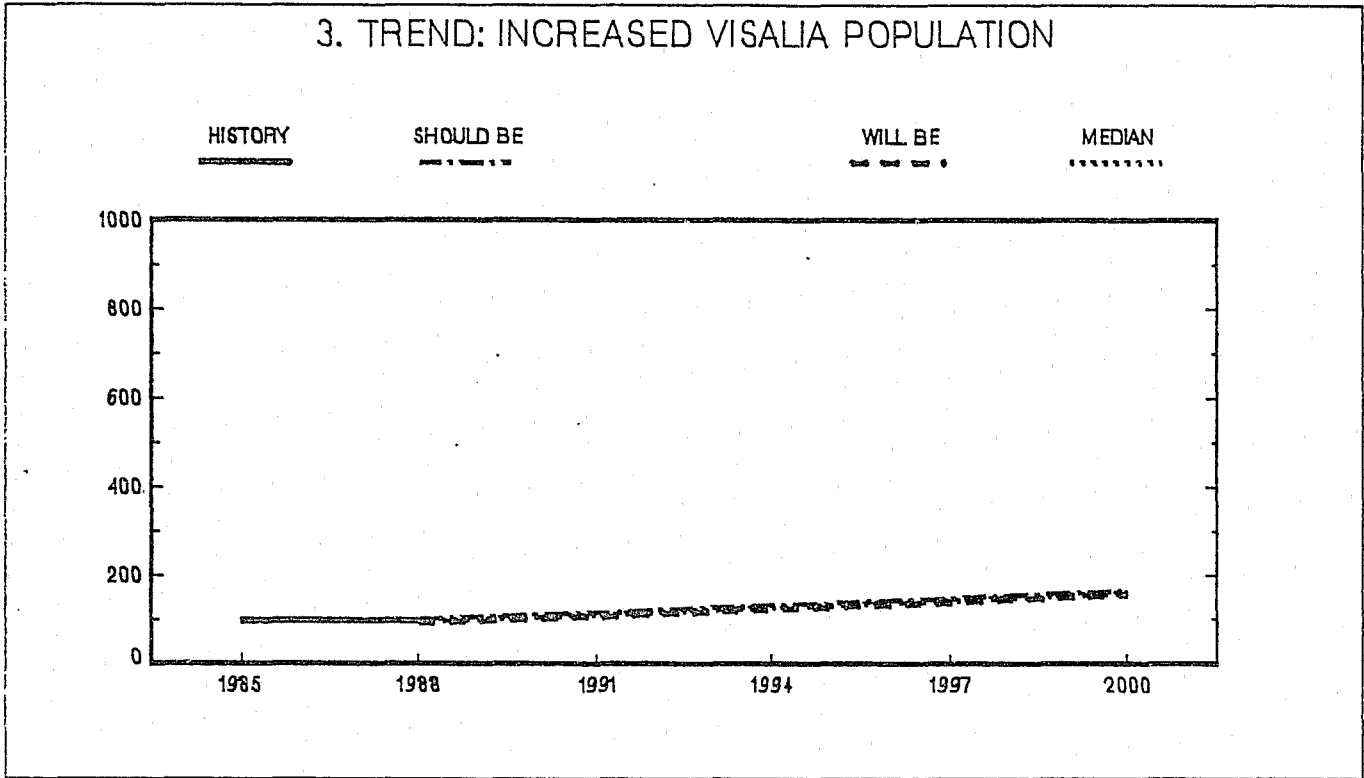
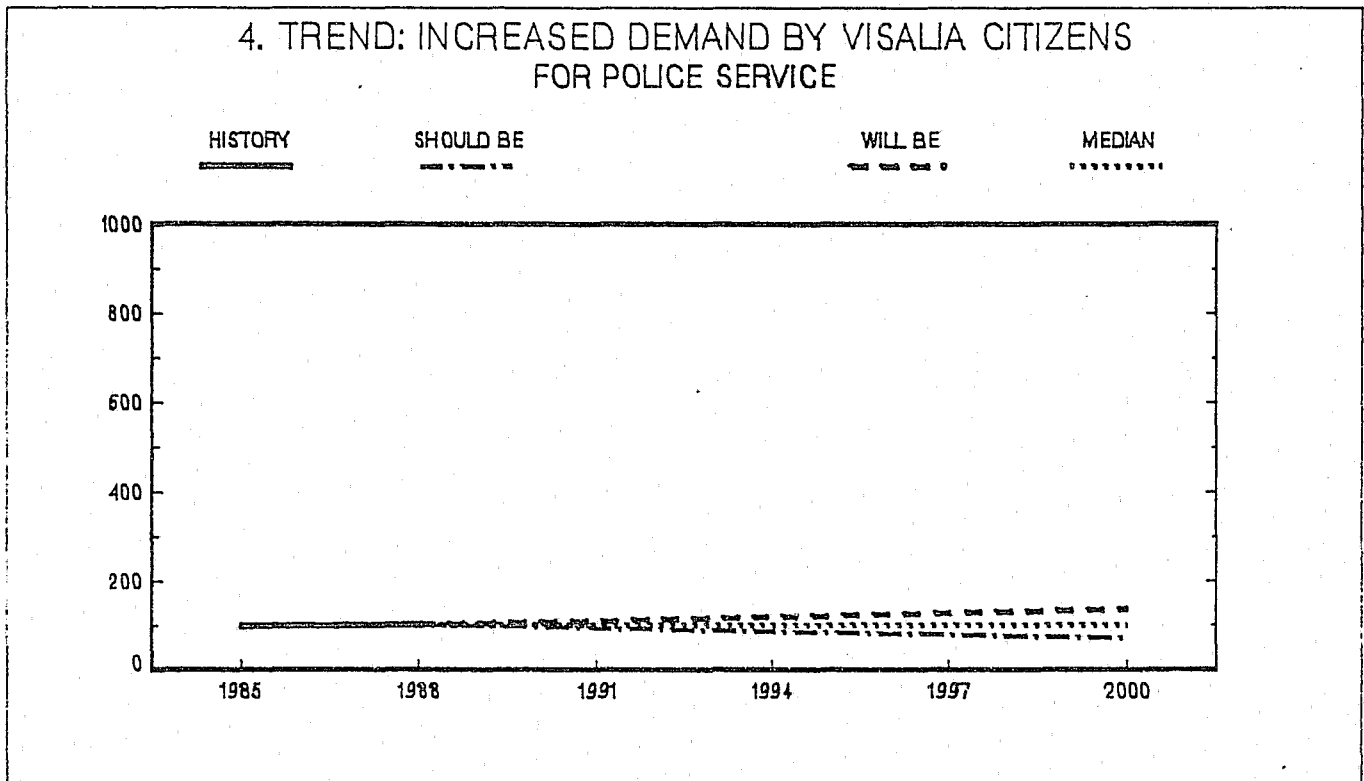


Figure 6.



This trend, as it relates to this topic, is of some concern as the elderly tend to be victimized more therefore require more police service and yet they tend to pay fewer costs associated with providing service. Figure 8.

7. Privatization of services

There appears to be a trend for government to consider removing itself from selected service areas. The impetus for this seems to be the desire for increased efficiency and cost saving motives. For example, private penal facilities have appeared which has traditionally been an area restricted to government.

The trend is increasing, but does not appear to be increasing at a very rapid rate. Figure 9.

8. Reduction in standard of living

Citizens generally will have salaries that have not kept pace with the cost of goods and services. Salaries have not increased at the same rate as the cost of living. Families have responded, in many cases, by both the husband and wife working which has resulted in other sets of problems.

The salaries, it is believed, should rise sufficiently to allow a consistent standard of living increase. Figure 10.

Event Forecasting

The NGT group also was asked to identify events that they felt could significantly impact the topical area, either positively or negatively. Because of the extensive nature of the list, it was consolidated and reduced to the following events:

1. World War

21
Figure 7.

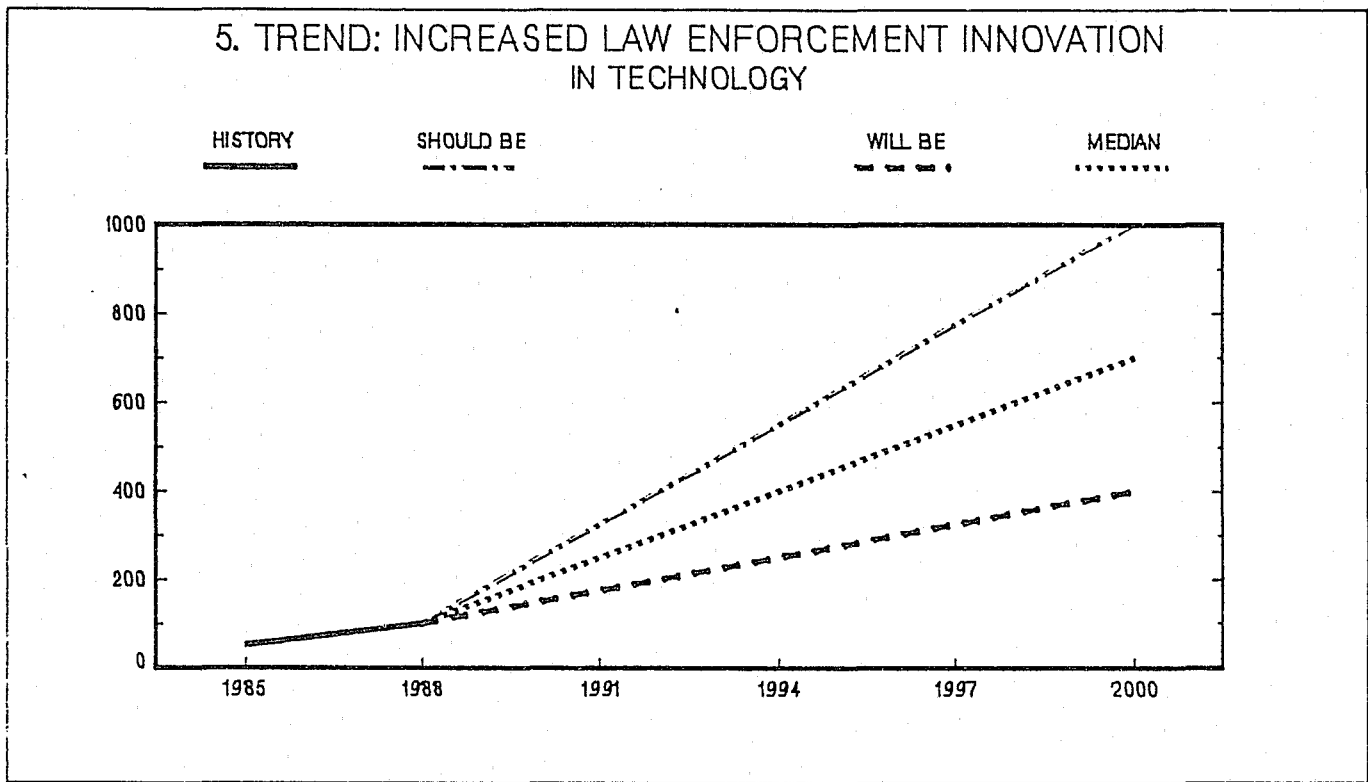
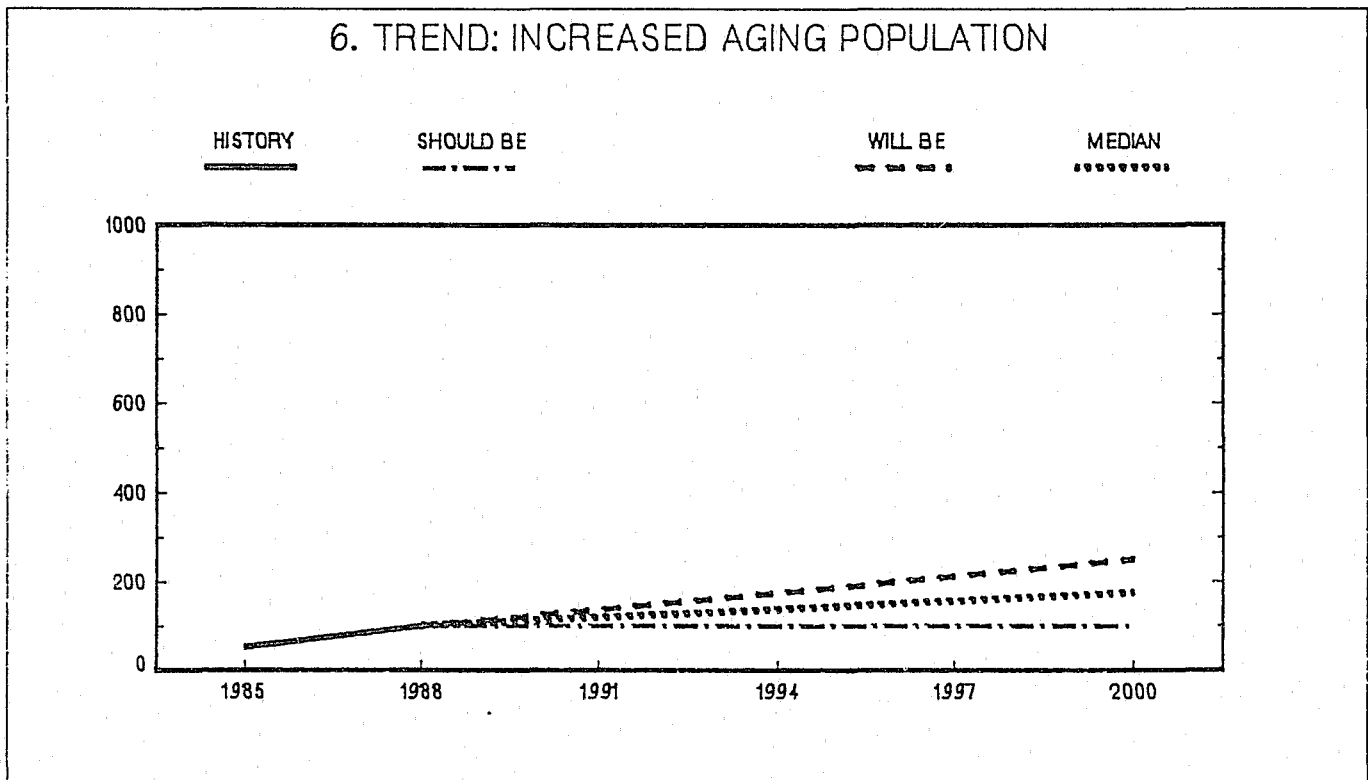


Figure 8.



22
Figure 9.

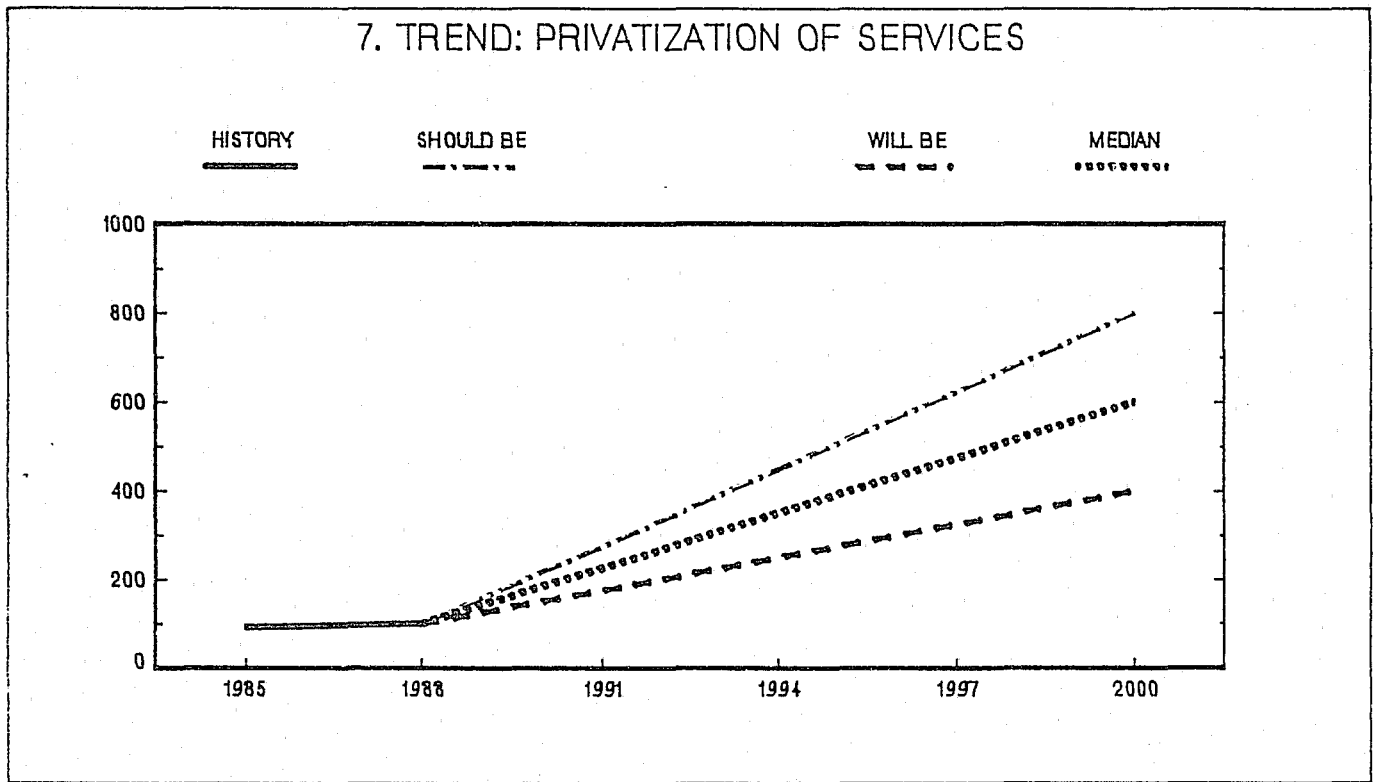
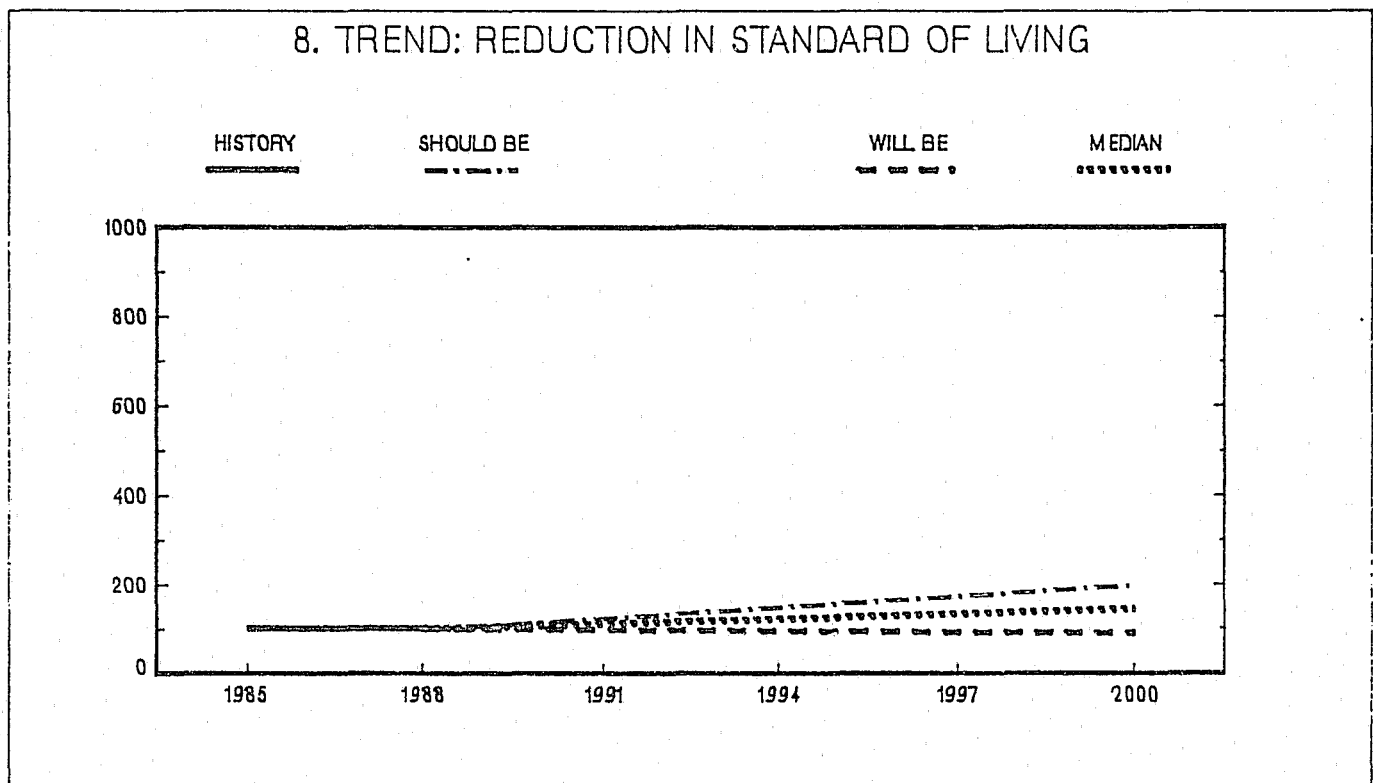


Figure 10.



2. Massive devaluation of the dollar
3. Extensive relaxation of immigration laws
4. Significant stock market crash
5. Financial collapse of city government
6. Major health epidemic
7. Major agricultural disaster
8. Discovery of a miracle drug
9. Balanced budget attainment
10. Major earthquake
11. Discovery of new energy source
12. Significant loss of middle class
13. Nuclear accident
14. Energy crisis
15. California divided in half to form two states
16. Colonization of outer space
17. Major recession
18. Mandated government zero-base budgeting requirement
19. Legislative reduction of resources

Of the nineteen events, five were selected that potentially had the greatest impact. The events identified were:

1. World war
2. Major health epidemic
3. Financial collapse of city (Visalia) government
4. Energy crisis
5. Major earthquake

The NGT Group assisted with the event evaluation process. Figure 11.

The group provided their best collective judgment about the

Figure 11.

EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 TO +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 TO +10)
	YEAR THAT PROBABILITY FIRST EXCEEDS ZERO	BY 1990 (0-100)	BY 2000 (0-100)		
WORLD WAR	1988	3	10	+ 2	+ 2
MAJOR HEALTH EPIDEMIC	1988	40	45	0	0
FINANCIAL COLLAPSE OF CITY (VISALIA) GOVERNMENT	1989	10	15	+10	+10
ENERGY CRISIS	1988	25	35	+ 8	+ 8
MAJOR EARTHQUAKE	1988	25	30	+ 6	+ 7

events and trends related to this topic. A cross-impact analysis was completed showing a relationship between the events and trends with probability forecasts. As can be readily seen, there exists a strong relationship between the financial collapse of Visalia City government and the reduction of government services. The probability of this event occurring, however, is not great. Figure 12.

Scenarios

When conducting futures research; the information collected from sources, such as the literature scan and the NGT meeting must be organized and presented in a logical format. One way to accomplish this is to use a futures research tool called "The Scenario". A scenario is a useful means of developing hypotheses about the future. It is a dramatic plot that deals with the future.¹⁴ The scenario takes into account both forecasted events and trend information and presents a view of the future. Scenarios provide a framework for systematically and aggressively asking "What if?" questions. The following three scenarios are presented for consideration.

Scenario 1

The population of California has grown at a dramatic rate. The state now has nearly 32 million people, many of whom moved to the state during the 1970's and 1980's looking for the "good life." Many came from Mexico, illegally at first, but eventually became citizens through a United States Amnesty Citizenship Program. Others came to California from the northeastern states trying to escape the inclement weather. In 1980, just twenty short years ago, California had a population of 23.8 million. Twenty years from now in the year 2020, California is projected to grow to about 38.5 million people.

Figure 12.

CROSS-IMPACT EVALUATION
(Probability of Occurrence Within Next 12 Years)

SUPPOSE THAT THIS EVENT		WITH THIS PROBABILITY		ACTUALLY OCCURRED..... HOW WOULD THE PROBABILITY OF THE EVENTS SHOWN BELOW BE AFFECTED?					TRENDS				
									T1	T2	T3	T4	T5
		E1	E2	E3	E4	E5							
E1	3%	X	INCREASES BY 75%	INCREASES BY 60%	INCREASES BY 100%	NO EFFECT	INCREASES BY 50%	INCREASES BY 75%	INCREASES BY 25%	INCREASES BY 25%	DECREASES BY 25%		
E2	45%	NO EFFECT	X	INCREASES BY 5%	NO EFFECT	NO EFFECT	INCREASES BY 20%	INCREASES BY 25%	INCREASES BY 10%	INCREASES BY 10%	DECREASES BY 25%		
E3	15%	NO EFFECT	NO EFFECT	X	INCREASES BY 50%	NO EFFECT	INCREASES BY 50%	INCREASES BY 100%	DECREASES BY 75%	DECREASES BY 25%	DECREASES BY 100%		
E4	35%	INCREASES BY 75%	NO EFFECT	INCREASES BY 15%	X	NO EFFECT	INCREASES BY 10%	INCREASES BY 25%	INCREASES BY 10%	INCREASES BY 10%	DECREASES BY 5%		
E5	30%	INCREASES BY 5%	INCREASES BY 25%	INCREASES BY 10%	INCREASES BY 25%	X	INCREASES BY 15%	INCREASES BY 15%	INCREASES BY 10%	INCREASES BY 10%	DECREASES BY 20%		

EVENTS:	% CHANCE OF OCCURRENCE:
E1 EVENT 1 = WORLD WAR	3 %
E2 EVENT 2 = MAJOR HEALTH EPIDEMIC	45 %
E3 EVENT 3 = FINANCIAL COLLAPSE OF VISALIA CITY GOVERNMENT	15 %
E4 EVENT 4 = ENERGY CRISIS	35 %
E5 EVENT 5 = MAJOR EARTHQUAKE	30 %

- TRENDS:
- T1 TREND 1 = INCREASED STATE MANDATED SERVICE REQUIREMENTS FOR POLICE
 - T2 TREND 2 = REDUCED GOVERNMENT RESOURCES & FUNDING
 - T3 TREND 3 = INCREASED VISALIA POPULATION
 - T4 TREND 4 = INCREASED DEMAND BY VISALIA CITIZENS FOR POLICE SERVICE
 - T5 TREND 5 = INCREASED LAW ENFORCEMENT INNOVATION IN TECHNOLOGY

California is by far the most populous state in the nation. It exceeds Texas, the second most populated state by 68%, and is over twice as populated as the State of New York.

The increase has resulted in the general population growth in all California cities of 10,000 or more people. For example, the City of Visalia, whose population in 1980 was approximately 48,000, is now over 105,000.

The number of senior citizens (65 years or older) has increased dramatically. This age group has become a strong political force whose main issue is economic security. Almost all are on a fixed income of one type or other with only minimal cost of living adjustments.

Compared to the 1980's and 1990's, the year 2000 is considerably different in terms of law enforcement. The police officer of earlier times responded to citizen requests for service by driving to the citizen and somehow satisfying the citizen with some appropriate action. Now the department's Communications Unit plays a much more important role in responding to citizen calls for assistance. Emergency calls continue to receive an on-scene response by a sworn officer. The response time for the officers to emergency calls has improved as the sworn officer's primary responsibility is mobile on-scene response. Non-emergency calls for assistance are responded to in a host of new ways. It is a rarity to have a sworn officer at the scene of a non-emergency call. Electronic technology for example has developed to the point that videophones and computers offer real alternatives to a mobile officer response. Citizens who have the proper equipment can communicate directly with the police using home

computers and file their own reports much like "home banking" is being done. Remote report-taking locations have been established using electronic technology. Crime reports can be filed on this equipment much like electronic banking has been done using automated teller machines (ATM).

Many other response options have been made available to the citizens. The development of these options can be traced back to the 1970's, for the most part, as a response to police agency budget limitations. Other limitations have surfaced during the last decade and the citizenry continues to view all of government with some skepticism. Most government officials, including law enforcement administrators, have interpreted this sentiment as a demand for improved operational efficiency. Law enforcement agencies responded to the citizen concerns with a number of response options in an effort to cut costs. At the same time, intense marketing of the new services responses was done stressing maximum citizen flexibility and convenience. In Visalia, citizens when requesting police assistance contact the Communications Division generally by telephone. A civilian call-screener immediately determines if an emergency exists. If it does, the emergency information is quickly routed to a civilian dispatcher who gives the information to a sworn police officer. Sworn officers have become professional crisis problem-solvers. No longer do sworn officers make up the majority of the department employees; civilian employees now make up 75% of the total department authorized strength. Approximately 20% of the department's requests for citizen service are emergency in nature; the remainder are of the non-emergency type.

Sworn officers are an elite group highly trained in crisis resolution. Their mental state is monitored regularly as their responsibility no longer includes a "blend" of minor and serious calls. Each request for service for them is of a violent or potentially violent nature. Their psychological well-being is of crucial importance. The sworn officer, for the most part, meets the challenge. The salary is a professional one, approximately twice the amount of the civilian paraprofessional who has responsibility for designated non-emergency calls. Sworn officers are finally compensated appropriately. If the call-screener determines the request is a non-emergency, a number of service options are explained to the caller, such as:

1. Civilian paraprofessional response immediately
2. Delayed civilian paraprofessional response (by appointment)
3. Telephone or videophone contact
4. Computer contact
5. Counter contact at the police department
6. Postal contact
7. Service referral to a more appropriate organization
8. Service referral to another organization contracting with the police for service.

Citizens of Visalia initially were uncomfortable with the number of service options available; however, the call-screeners have become very adept at analyzing the request and assisting the citizens to make the best choice.

The big California voter initiative in 1994 limiting property taxes to one half of one percent of the 1990 property value was the

catalyst for much government change in California. In addition to the property tax limitation element, the citizen initiative also cut the state sales tax back to 6%, which was the 1988 level. Government officials in response to tax limitations panicked and began a major effort to cut the cost of government. Many government officials acted irrationally and cut vital programs to "make them (citizens) suffer." All government services were scrutinized including law enforcement.

In Visalia, however, the police department had anticipated public sentiment much earlier than 1994. Citizens had been expressing general concern about the cost of government for some time. Developer fees had raised the cost of housing dramatically and citizens were angry. This anger was directed toward all elements of government. Despite the housing cost increase, the population climbed consistently as did the number of citizen calls for service.

In 1990, Visalia embarked on an effort to re-educate the public to other methods of delivering service to them. Their convenience was stressed in the campaign. Professional marketers and public relations experts were used to introduce the many citizen options that were available. Brochures were used to explain the department's efforts and they were sent with utility bills to all the households within the city. Radio, TV, and cable services were also used to send the message.

By 1994, Visalia was well poised to control law enforcement costs and to do so without major operational dysfunction. Citizens of Visalia are now accustomed to the great degree of response flexibility they have and recognize the cost effectiveness of this approach. They continue to get the service they need and they express pleasure

having a sworn officer immediately available for emergencies.

Scenario 2

The figure is a lonely one seated in a darkened office in an overstuffed chair. Above the door is a highly polished sign that reads "Chief of Police." It's January 1, 2000 A.D. The cardboard boxes are stacked to the ceiling. Some boxes are heaped with books inside; some are empty. The day has come when the Chief of Police will actually retire. Down deep inside she thought the day would never arrive, but here it is. Chief Veronica Contreras, Visalia's first female Police Chief, intentionally chooses the first day of the new millennium, a holiday, to come to the department to remove her personal belongings from her office. She knew she would have privacy today as almost everyone had taken part in the tremendous celebration last night--New Year's Eve 1999--and only essential employees were working on New Year's Day.

Law enforcement had not only been her career, but it had been her life. She served the department for 25 years and she felt that was enough. After all, one can only focus so much energy on one obsession for so long. The years of service have taken their toll.

Chief Contreras stares at the empty boxes, they won't get filled if she doesn't get busy. After all, she wanted the privacy that this day would bring so she could work uninterrupted.

She picks up the tape to seal the box setting next to her and notices the box is full of past budgets of the City. What memories! What battles! She remembers the energy she expended trying to secure for the department the resources it needed. The competition for funds between departments was at times fierce. This was especially true in

1994 when the voters passed the now famous "Cut the Fat" initiative into law which limited the property tax and sales tax in California. Many cities, including Visalia, were caught off guard by the initiative and the result was nothing short of panic. For several weeks she virtually lived at City Hall as the city department heads attempted to sort through the ramifications of the new legislation. Each department was asked by the City Manager to prepare a "hold the line" budget. Department heads were placed in a competitive environment for funds which added to the turmoil.

She glances at the 1997 budget which was almost as bad. Voters again were pushing for other tax cutting measures. The threat of more lean-times was looming again and it appeared as if the public truly enjoyed seeing government bureaucrats struggle. This time the initiative measure narrowly failed to qualify for the ballot; however, it was clear the citizens of California were continuing to flex their muscles.

These seemingly constant threats of cuts in funding certainly made her job a challenge. Visalia's population was increasing, calls for service were increasing, but staffing was not keeping pace. She can still hear the City Manager using his favorite expression, "Visalia City employees need to choose, more staff means smaller raises, higher raises mean fewer staff." She tried to explain to the Manager that the police staff, especially the sworn officers, were at the saturation point on handling calls for service from citizens. A consultant from the Commission of Peace Officer Standards and Training (P.O.S.T.) had even assisted her in doing a staffing workload study for the department and it showed overall the officers were handling

calls sixty to seventy percent of their available time, therefore, giving the officers little time for preventable patrol. The workload study was discussed with the City Manager who agreed the situation was difficult, but he explained that all departments were in a similar position. He further explained that a future budget reserve was his priority to keep the city from having this intolerable situation continue year after year. She agreed that a surplus was needed, but that did not help the immediate staffing dilemma. Citizens rarely received an officer immediately when requested; calls for service were "stacked" or held until an officer was available. When an emergency call was received, Communications personnel would evaluate the existing calls and notify one or more officer(s) to respond to the emergency, leaving the other calls to be completed later. The department's response to emergency calls was taking entirely too long. Citizens were not happy with the general situation in the 1990's and, in fact, no one was pleased. Citizens wanted government operations improved without a constant expanding budget. The employees of the department, especially the sworn officers, were equally displeased. The police union was discussing and actually presented a proposal for minimum staffing and maximum call limits per officer.

She snaps back to reality and again realizes that she is not making any progress in her packing. All types of recognition awards are next on her list to be packed. She has them in all sizes and shapes. She is proud of each one. She looks at the larger one - "Department Head of the Year" and wonders if she really deserved that one. Aren't department heads suppose to be superb planners? It seems she spent most of her career focusing on day to day problems, or at

best, thinking two or three months in advance. If she had focused on mid to long range planning she might not have had the organizational problems that she experienced. Workloads should have been managed to a greater extent by the department and not left to the citizens for managing. Response alternatives had been discussed many times, but virtually all of the alternatives were rejected because of the anticipated negative citizen response on the part of the staff. She is now convinced with the correct sales approach, the citizens would have been supportive of many of the alternative police responses. "Oh well", she ponders, "It's too late for this thinking now; it's no use being a Monday morning quarterback." Just then she hears a knock at the door. It's Robert McMillan, the newly appointed Chief of Police. Robert politely asks if he can help her finish her packing. Chief Contreras looks at him, hesitates and says "No, thanks." She says, "Robert, I'm glad you're here. Do you have some time so we can talk? I have a few ideas I'd like to share with you." He nods and a smile appears on her face and at last she truly looks happy.

Scenario 3

The Visalia Times Delta newspaper headline says "Visalia Government Not Crippled By Tax Limitation Measure." This announcement is optimistic compared to the overwhelming negative reports from other cities in California. Californians again have told government workers that they are not willing to continue paying more and more money to keep government working. Many government officials believed that the year 2000 A.D. would bring a new era of trust and confidence in government by the people. This obviously has not happened. The 1990's certainly didn't show a significant amount of citizen trust in

government either, as several tax limiting pieces of legislation were passed.

My assignment was clear. Representing a major newspaper like *WORLD TODAY*, my assignment as a reporter was to find out what allowed Visalia government to escape the catastrophic consequences virtually every other city in California experienced.

I've scheduled an interview with a number of Visalia government officials and first on my list is the Chief of Police. He agreed to meet with me at 8:00 A.M. today. When I talked to him by telephone from my office in Los Angeles he sounded very cooperative and almost excited about the article I would be writing.

I took my final swallow of coffee and left the coffee shop en route to the police department. The City of Visalia was a medium size city for California. The city limit sign I saw driving into Visalia last night indicated a population of 105,000. Visalia didn't appear to have many police problems. When casually driving in the city last night, rarely did I see any marked police vehicles. Maybe that's why Visalia is able to weather the storm that is threatening other cities --there just isn't any crime here.

I arrived at the department at 7:59 A.M. and checked in with the Chief's secretary. She indicated that Chief Clayton would be with me momentarily. Shortly thereafter he invited me into his office.

I introduced myself and began my interview by showing him the Visalia Times Delta headlines and asked him jokingly if there might be a typographical error in the bold print. He chuckled and responded by quickly confirming its accuracy. I asked him, "How can that be?", and the Chief began his story.

He explained that the City of Visalia has always been well managed and the same is true for the police department. Planning has been a major responsibility of the management team, and medium and long range planning has been a priority for the past twelve to fifteen years. These planning efforts played a major part in the fiscal solvency of the department, despite the passage of the tax limitation measure. Chief Clayton was obviously proud of his department's efforts and didn't need any encouragement to continue. The City anticipated negative state-wide voter sentiment toward government as early as 1978, some twenty-two years ago, when Proposition 13 became law in California. That was a turning point for voters. They had been bombarded with doomsday reports of government collapse and they didn't see any real difference in government operations after it passed. It was felt that further efforts of tax limitations would come much easier and preparation was made. The most expensive single operation they had between 1978 and 1988 was the Patrol Division. It accounted for approximately 38% of the entire police budget. The vast majority of patrol funds was expended on personnel, primarily sworn officers who were the predominant first responders to citizen calls for service. Back then, approximately 80% of the calls were of a non-emergency nature. If a barking dog was keeping people awake, a sworn officer was dispatched. If a lawnmower was stolen from a storage shed three weeks ago, when the victim was on vacation, a sworn police officer was sent. If a citizen wanted to discuss a dispute with a neighbor, a sworn officer responded and 99% of the time these and other non-emergency calls did not require the services of a sworn officer at a sworn officer's high salary. A paraprofessional officer

at a considerably less salary could very easily have handled the call for assistance. By carefully analyzing each category of non-emergency calls, the Visalia Police Department was able to save sworn officers for critical emergency calls and have them available immediately. As a result, in 1988 the department began to review the ratio of sworn professionals to non-sworn paraprofessionals. By 1990, through attrition and reclassifications, they were able to staff the Patrol Division with 25 sworn professionals and 62 non-sworn paraprofessionals. This action over several years resulted in significant salary savings without noticeably affecting service to the public.

Other steps were also taken that improved the efficiency of the department. Technology in the 1990's made huge leaps and the department took advantage of it. Telephones for example, were becoming multi-purpose instruments and it was found that a considerable amount of police business could be conducted without a mobile on-site response. Computers were also becoming very common which became an effective medium for information exchange. Minor crime reports could easily be transmitted via the telephone or home computers, thereby saving staff time with no need for a mobile response. Citizens were also encouraged to come to the department for service, allowing them the freedom of selecting a time convenient to them. Non-emergency calls for service requiring a mobile on-scene response were placed on an appointment calendar for delayed response, for example, the following day. A civilian paraprofessional would handle each call at its appointed time and this resulted in a fantastic efficiency boost. The Chief explained that there were a host of other steps taken and he asked if he should continue. I told

him I probably had enough information at this point and no additional details regarding alternate services were needed. Chief Clayton quickly followed with a warning for other agencies considering these steps. He indicated that most of the alternatives discussed would not be successful without some public relations or marketing plan in place. The public needs to be sold on these ideas. They still have a tendency to believe that a sworn officer should be sent on every call. Television shows continue to portray police in that fashion. As a reporter, I'm very accustomed to asking questions of the people that I interview; however, this interview was unlike most. Chief Clayton was obviously excited about the department's success and my job up to this point was easy.

I thanked the Chief and met my next Visalia interviewee. Each Visalia department head interviewed had similar success stories and I was very excited about my material. Visalia was truly in an enviable position. At that point the title of my article came to me "Managing the Visalia Way - A Remarkable Story."

Scenario development, by design, results in at least one future situation that is desirable relative to the issue under study. It takes into account the trends and events forecasted by a cross section of individuals. In this case the group distilled the future information using the Nominal Group Technique.

IV. STRATEGIC MANAGEMENT

After the desired future state was identified, in this case Scenario #3, the strategic management process was begun. Strategic management is concerned with making and implementing decisions about an organization's future direction. Basically, strategic management can be divided into two phases: Strategic planning and strategy implementation.¹⁵

Strategic planning is concerned with making decisions regarding the organization's mission, formulating policies, establishing objectives, and determining the strategy that is to be used in achieving the organizational objectives.¹⁶ It has basically three objectives:

1. To communicate
2. To convince
3. To guide

In order to do strategic planning, the SMEAC (Situation, Mission, Execution, Administration, and Control) model was used.

Situation

Law enforcement at the local level performs a variety of duties for their respective communities. To a great extent, it symbolizes government in the eyes of the public, due primarily to its high visibility and the publicity that can be generated from the emergencies that occur. The entertainment media also presents the public with an interpretation of the officer's role in the community. This portrayal oftentimes reflects an unrealistic view of law enforcement as it focuses on the dramatic, sometimes emergency nature of the service. Rarely is a law enforcement officer seen performing

the routine non-emergency duties that comprise approximately 85% of the officer's time.¹⁷ Contrasted to the media portrayal, most officers respond to calls which only require clerical or minor investigative skill. Law enforcement agencies, regardless of the call type, continue to have sworn officers respond to both emergency and non-emergency calls. It can be argued that citizens generally expect to see an officer when assistance is requested. There is, however, evidence to show citizens are willing to accept various non-mobile nontraditional responses, rather than a police employee coming to the scene.¹⁸ This obviously requires communications with the community and a re-education process. It also requires re-education of the police. Even though many officers openly complain about responding to calls for service of a minor nature, they assume the call still requires an officer.

Typically, there is a direct relationship between the number of calls for service or time expended on calls for service and the number of sworn officers an agency employees. Generally speaking, it is as follows. As the population of a jurisdiction increases, so do the number of calls for service; as the number of calls for service increase, so do the number of sworn officers. Sworn officers tend to be the primary "line" employees, therefore they tend to be proportionally the largest single unit, in terms of number of employees, in a police agency. The salary of a sworn officer also tends to be higher than most other police employees.

This condition makes the analysis of the duties of a sworn officer of critical importance. The potential to make an efficiency improvement is great. If the future need for sworn officers is

affected, the cost of police service will also be affected.

The citizen role in this can not be understated. After all, local police should be responsive to local representative leadership which is suppose to represent the citizens of a community. Police must do what local leaders desire, within limits. Economy, however, can be a tremendous incentive to make change within an organization. An analogy can be drawn to show this point. A number of years ago most motorists who had insurance, paid a yearly premium and received a certain amount of insurance coverage with a \$50.00 deductible. As premium costs increased, many insurance agents were advising their customers that a \$100.00 or a \$250.00 deductible could control their premium costs. After all it was explained insurance coverage was purchased to protect against "major losses", minor losses were tolerable for the insured.

The same rationale holds true for law enforcement services. For example, in 1987, each citizen of Visalia paid a tax of \$86.00 for law enforcement services.¹⁹

In order to control their taxes, with proper education regarding police service costs, citizens generally appear ready to explore other alternatives to the more traditional police response with a sworn officer. The fifty dollar "deductible" (sworn officer responding to every call) may be unaffordable.

A citizen survey found law enforcement can exercise considerable flexibility in designing approaches for responding to citizen calls for service without jeopardizing the traditional objective of assisting the injured, apprehending suspects and insuring citizens satisfaction.²⁰ The NGT members identified a number of trends

forecasted for the year 2000. The most important eight were highlighted earlier. They were:

1. Increased state mandated service requirements for police
2. Reduced government resources and funding
3. Increased Visalia population
4. Increased demand by Visalia citizens for police service
5. Increased law enforcement innovation in technology
6. Increased aging population
7. Privatization of services
8. Reduction in standard of living.

These combined trends point to a future that suggests action. With more citizens and therefore more calls for service coupled with reduced law enforcement funds, the need to explore other service delivery options appears desirable.

In analyzing the situation, one element requires some mention. Local law enforcement agencies, have for the most part, a monopolistic hold on law enforcement services in their communities. However, it should be stated that private security companies have made progress in providing law enforcement services to the public and according to some, will play a significant role in the future of law enforcement. In fact, as Chief Moulton of Montclair Police Department in California stated, "Partnership between public and private sector agencies to provide community service and safeguards is an idea whose time has come--especially considering the negative impact of dramatically reducing municipal revenue."²¹ Private security companies will not in the foreseeable future dominate most law enforcement, but they will be a more visible force.

Mission

Traditionally, police agencies have been identified with the following purposes:

1. Protection of life and property
2. Preserving the peace
3. Prevention of criminality
4. Apprehension of criminals²²

Cited frequently, these purposes are somewhat broad; however, mission statements should be general in nature reflecting the agency's general reason for existing.

Execution

The group members used in this project were asked to assist in identifying strategies they felt would have a positive impact on law enforcement relative to this topic. The policy alternatives or strategies identified by the group pertain to future police response to non-emergency calls for service. Many potential policy alternatives were discussed; however, they were reduced to eleven. The strategies were identified and a brief summary of the group discussion is included for further clarification:

1. Establish through the Commission on Peace Officer Standards and Training, a formally defined police position with limited police officer powers and fewer training requirements. The position would be called a "Police Paraprofessional" with officially recognized duties and qualifications.

Explanation:

By having the Commission on Peace Officer Standards and Training recommend to the state legislature the position of Police Paraprofessional, legitimacy for the position is enhanced. Police Paraprofessionals would be primary responders to those calls for service requiring an on-scene response for a non-emergency call. Training requirements would be considerably less overall than that of a sworn officer and salary and benefit compensation could be correspondingly less as well. Potentially the Police Paraprofessional could respond to as many as eighty percent of all calls requiring an on-scene response.

2. Establish within each police agency a position to serve as liaison with local security agencies. The liaison position would explore areas in which local law enforcement could relinquish or share responsibilities with private security companies.

Explanation:

This position would be responsible for working closely with security companies to identify areas where greater cooperation could be obtained. In some cases this would result in a partnership arrangement, while in other areas, a subcontracting arrangement might be used. In other areas law enforcement agencies may desire to vacate the service area totally and refer citizens to security companies for desired service.

3. Establish, as part of a police/community relations effort, a re-education program designed to present other police response possibilities to citizens and begin to discuss the benefits of the other responses to the citizens.

Explanation:

In order to present other response options to the citizens and gain their acceptance, the public must be re-educated and prepared for the modification of service delivery. The message must be one of service enhancement, rather than one of service reduction. The cafeteria style of service delivery is one that benefits the citizens.

4. Explore the use of computers between citizens and police agencies to allow electronic communication and data exchange.

Explanation:

With the increased number of personal computers in the home and with the technological advancements of the telephone, a considerable amount of police business could be conducted over data communication links. Crime reports, for example, could be taken by computer, filed and a copy sent electronically back to the victim.

5. Establish a police agency capability to allow citizen response to the police facility rather than a police response to the citizen.

Explanation:

Police facilities could be better designed or modified to accommodate citizens walking into the facility. These citizen reporting areas could include privacy booths and other features designed for the comfort of the citizens.

6. Acquire legislative support and legal authority to offer and encourage citizens alternative response options for calls for service.

Explanation:

Local and state lawmakers support for alternative service options, would enhance and encourage general citizens support. Their vocal acceptance would legitimize the options and aid in their proliferation.

7. Require that police communications personnel present to citizens optional service responses for police assistance requests.

Explanation:

Communications personnel should be required as part of their duties to explain the response options to the public when calls for service are received. Presentation scripts should be prepared for communications personnel to assure the options are presented to the public in the most acceptable way possible.

8. Acquire legislative support that would reject "response time" by police in non-emergency calls as a performance

indicator for the agency. Response time is defined as the amount of time between the time the call for service is received at the police agency and the time that the police employee arrives at the reporting person's location.

Explanation:

Local lawmakers should be presented with rationale to reject "response time" for non-emergency calls as a critical performance measure for police. With the response options in place, including delayed response, many calls for service would be intentionally held for a period of time to better manage the workload. Response time for emergency calls for service would continue to be a valid measure of police performance.

9. Acquire legislative and management acceptance of the changing role of sworn officers in the agency.

Explanation:

As a result of the changing role of sworn officers, city management personnel and lawmakers should be made aware sworn officers will respond primarily to emergency calls for service. As a result of these changes increased stress will be placed on them. Stress will occur due to the emergency nature of their calls.

10. Review police response call types to determine suitability of the police to handle and a commitment to transfer those call types determined not to be police related to a more appropriate agency or organization.

Explanation:

After a critical review of the calls to which police traditionally respond, a recommendation list of calls should be prepared identifying a more appropriate agency for response than the police. Once this is complete, a follow-up project would be to contact the identified agency or organization and attempt to persuade them to be the primary responder or at least a co-responder.

11. Acquire legislative and management support to maintain a high quality of law enforcement in the community in spite of any future cutbacks in the tax revenue. A commitment should be obtained to treat law enforcement as an essential and basic government service with a high priority status.

Explanation:

With a good possibility of future mandated government tax limitations, city management personnel and lawmakers should be persuaded to treat law enforcement as a critical government service. If government resources are limited, law enforcement should become a priority service and suffer financially the least from the limited resources.

Group members rated each of the eleven policy alternatives and scores were recorded. The final scores were tabulated and the results of the group tally are reported. Figure 13.

Figure 13.
RATING SHEET FOR POLICY DELPHI

<u>Alternative 1:</u> Establish a police para-professional position	Feasibility Desirability	DF 3 VD 3	PF ② ②	PI 1 U 1	DI 0 VU 0	<u>SCORE=4</u>
<u>Alternative 2:</u> Establish a department security agency liaison position	Feasibility Desirability	DF ③ VD 3	PF 2 D ②	PI 1 U 1	DI 0 VU 0	<u>SCORE=5</u>
<u>Alternative 3:</u> Develop and present a citizen re-education program	Feasibility Desirability	DF ③ VD ③	PF 2 D 2	PI 1 U 1	DI 0 VU 0	<u>SCORE=6</u>
<u>Alternative 4:</u> Explore an electronic data link with citizens and police	Feasibility Desirability	DF 3 VD ③	PF 2 D 2	PI ① U 1	DI 0 VU 0	<u>SCORE=4</u>
<u>Alternative 5:</u> Establish a capability for citizens to respond to the police facility	Feasibility Desirability	DF ③ VD ③	PF 2 D 2	PI 1 U 1	DI 0 VU 0	<u>SCORE=6</u>
<u>Alternative 6:</u> Acquire support and authority to offer options to citizens for police response	Feasibility Desirability	DF ③ VD ③	PF 2 D 2	PI 1 U 1	DI 0 VU 0	<u>SCORE=6</u>
<u>Alternative 7:</u> Require communications personnel to present options for response to citizens calls for assistance	Feasibility Desirability	DF ③ VD ③	PF 2 D 2	PI 1 U 1	DI 0 VU 0	<u>SCORE=6</u>
<u>Alternative 8:</u> Acquire support for rejecting "response time" for non-emergency calls as a performance measure	Feasibility Desirability	DF 3 VD ③	PF 2 D 2	PI ① U 1	DI 0 VU 0	<u>SCORE=4</u>
<u>Alternative 9:</u> Acquire support for changing role of police "sworn"	Feasibility Desirability	DF 3 VD ③	PF 2 D 2	PI ① U 1	DI 0 VU 0	<u>SCORE=4</u>
<u>Alternative 10:</u> Review all police calls for service to determine whether another organization is more suitable for response	Feasibility Desirability	DF 3 VD ③	PF 2 D 2	PI ① U 1	DI 0 VU 0	<u>SCORE=4</u>
<u>Alternative 11:</u> Acquire legislative and management support for prioritization of law enforcement as a service	Feasibility Desirability	DF 3 VD ③	PF ② U 2	PI 1 U 1	DI 0 VU 0	<u>SCORE=5</u>

Feasibility: Definitely Feasible (DF)	no hindrance to implementation no R&D required no political roadblocks acceptable to the public	Desirability: Very Desirable (VD)	will have positive effect and little or no negative effect extremely beneficial justifiable on its own merits
Possibly Feasible (PF)	indication this is implementable some R&D still required further consideration to be given to political or public reaction	Desirable (D)	will have positive effect, negative effects minor beneficial justifiable as a by-product or in conjunction with other items
Possibly Infeasible (PI)	some indication unworkable significant unanswered questions	Undesirable (U)	will have a negative effect harmful may be justified only as a by-product of a very desirable item
Definitely Infeasible (DI)	all indications are negative unworkable cannot be implemented	Very Undesirable (VU)	will have a major negative effect extremely harmful

Administration

With the aforementioned strategies in mind, a need exists to have proper administration in place to assure control over the strategic plan. The strategies mentioned will by necessity be incrementally implemented. At the local level each agency will define their own implementation time schedule and strategy priorities. Several strategies are on-going in nature and may continue indefinitely.

Within each department numerous changes will be required. Extensive training of police personnel will be of crucial importance. Communications personnel especially will need detailed training in available citizen response options and the appropriateness of each, depending on the type of call. Communications personnel also need enhanced public relations training in order to effectively handle citizens who may be unfamiliar with alternative response options. Good police/citizen relations is essential to the success of the implemented strategies. Sworn officers and police paraprofessionals must be trained in their new roles and also trained in police/citizen relations.

Training should also be included for the citizens of the community as well as city management. City management would include the City Manager, Department Heads and also the City Council. Training will reinforce what they have been kept informed of from the beginning of the project.

Resources required for implementation will be allocated incrementally as they are needed. Financial resources will be required to compensate personnel for training and meeting overtime and other costs such as brochures, travel, and other related costs.

Control

The implementation of these strategies requires a control mechanism to be in place. The Office of the Chief of Police is the logical control point; however, a Chief's designee should be assigned this project and be called a Program Manager. Due to the multi-year aspect of this plan, the Program Manager should be someone who would be willing to make a long term project commitment for consistency and implementation. The Program Manager should be required to submit periodic project reports to the Chief of Police. The Chief of Police should then report annually to the City Manager and the City Council for updates.

To further analyze the topics and to expand on the strategic plan, assumptions regarding the policy alternatives and analysis of the major stakeholders is required. The eleven major policies were combined and summarized into the following two major policy alternatives.

1. Re-educate the public, including the local legislative body, to the changing role of the police, the reasons for this change and the alternative service delivery systems available.
2. Prepare the police agency for the internal changes required to make the role changes that will occur.

Stakeholder Analysis

In order to identify the key individuals or groups who have an interest in the policy, in support or in opposition, a stakeholder analysis was completed, by using the NGT group.

Policy 1 Stakeholders

Policy 1: Re-educate the public, including the local legislative body, to the changing role of the police, the reasons for this change and the alternative service delivery systems available.

This policy is directly related to the citizens that the police agency serves. Individuals or groups that have an interest in the policy or strategy are considered stakeholders. This term is derived from the term "stake" which indicates a share or interest in some type of venture.²³ What groups or individuals then have an interest in the first policy? Who are the stakeholders? The primary stakeholders for Policy 1 have been identified as:

1. Business owners
2. Chamber of Commerce
3. Senior Citizens
4. Local telephone companies
5. Security businesses
6. Animal control agency
7. Mental Health organizations
8. Computer supply and support companies
9. City Council
10. Local newspapers
11. City Manager
12. Local television networks
13. Fire Department
14. Cable television companies
15. Police union
16. Police employees spouses

17. Police Patrol personnel
18. Chief of Police
19. City Attorney
20. Commission on Peace Officer Standards and Training
21. Communications personnel
22. General public
23. Minority group organizations
24. League of California Cities

The stakeholder identified by the group as the "snaildarter" was "senior citizens." On the surface, senior citizens would have little significance regarding this issue. Snaildarters are by definition stakeholders who appear insignificant, but can create major difficulties in implementation if not monitored carefully. Snaildarters are therefore worthy of attention. The number of senior citizens is growing as the age of the overall population increases. With increasing numbers, senior citizens are becoming politically stronger. Seniors may be less supportive of the police role change. Should they choose to oppose the policy, they could seriously threaten its successful implementation.

Policy 1 Strategic Assumption Surfacing Technique (SAST)

Of the twenty-four stakeholders previously mentioned, the ten believed to be most important were identified by the NGT group as:

1. Chamber of Commerce
2. Local newspapers
3. Cable television companies
4. City Attorney
5. Communications personnel

6. Police Patrol personnel
7. Police union
8. Local television networks
9. Police employee spouses
10. General public

Assumptions

Using the NGT group, assumptions regarding each of the ten stakeholders were identified.

1. Chamber of Commerce

--The Chamber will express concern over this policy due to its potential impact on business owners.

--The Chamber is influential with the City Council

2. Local newspapers

--The local newspapers will provide public service message time because of local interest.

--The local newspapers will offer editorial support of the policy if they are kept apprised of it in advance.

3. Cable Television Companies

--Cable television companies will be supportive of the policy due to the utilization of the community channel and increased listenership as a result of the news story.

--Cable television companies will supply technical assistance in presenting material to the public.

4. City Attorney

--City Attorney will be cautious in supporting the policy due to its somewhat radical departure from the status quo of police duties.

--City Attorney will devote more time to police related issues as part of his duties, due to the new legal questions over nontraditional police responses.

5. Communications Personnel

--Department Communications personnel will unconsciously interfere with the citizen education effort and sabotage of the policy can result.

--Department Communication personnel will be skeptical of the success of this policy because of the historical citizen expectation of a sworn officer response.

6. Police Patrol Personnel

--Patrol Personnel will have ambivalent feelings about the policy. They will feel threatened by the loss of duties, but relieved that minor calls will be handled by other means.

--Patrol officers will need department support emotionally to assist them in the transition.

7. Police Union

--The police union will be concerned that this policy will initially diminish the need for sworn officers.

--The police union will express concern regarding the number of sworn officers and how a reduction of this number will be accomplished.

8. Local Television Networks

--Local television networks will provide some coverage of this policy material, but public service message time will be limited.

--Local television networks will cover the news story, but the coverage will be of short duration.

9. Police Employee Spouses

--Spouses will require frequent information during this implementation period because of their feelings of uncertainty.

--Spouses will echo their partner's feelings to other members of the public, thereby acting as additional information sources for the public.

10. General Public

--The general public will initially view this policy as an effort on the part of law enforcement or government to cut-back service.

--The general public will eventually view response options as a cost saving effort, but will also view them as more convenient.

Using the Strategic Assumption Surfacing Technique, the ten major stakeholders identified in Policy 1 were plotted on a scale focusing on two main questions. Figure 14.

1. How certain or uncertain is the support of the stakeholder?
2. How important or unimportant is that support?

Policy 2 Stakeholders

Policy 2: Prepare the police agency for the internal changes required to make the role changes that will occur.

The primary stakeholders identified relating to this policy are:

1. Local telephone company
2. Security businesses

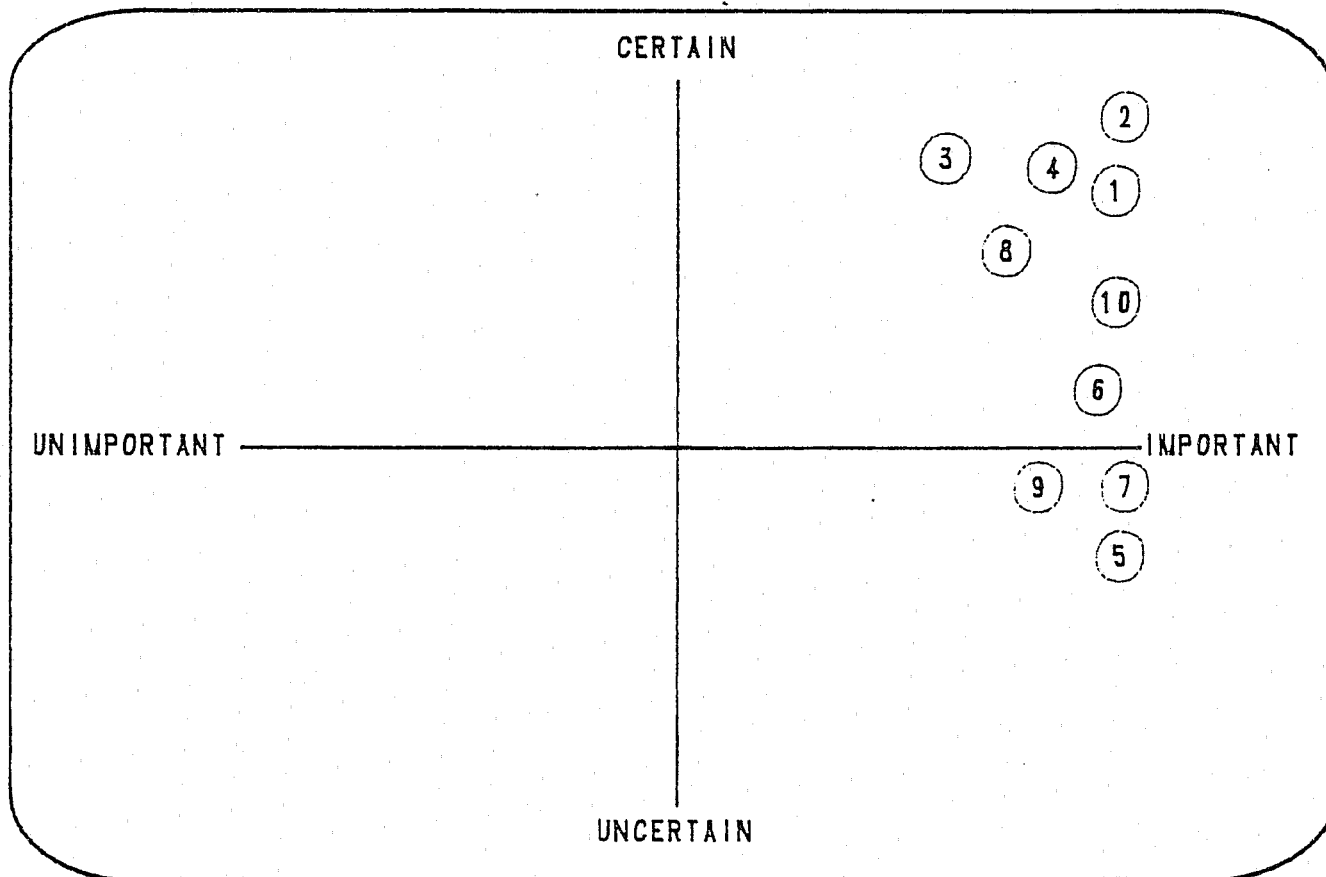
Figure 14.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Policy 1 Re-educate the public including the local legislative body to the changing role of the police and the alternative service delivery systems available.

Stakeholders:

- | | |
|------------------------------|-----------------------------|
| 1 Chamber of Commerce | 6 Police Patrol Personnel |
| 2 Local Newspapers | 7 Police Union |
| 3 Cable Television Companies | 8 Local Television Networks |
| 4 City Attorney | 9 Police Employee Spouses |
| 5 Communications Personnel | 10 General Public |



3. Animal control agency
4. Mental health agencies
5. Computer supply and support companies
6. City Council
7. City Manager
8. Police Union
9. Fire Department
10. Police employee spouses
11. Sworn officers
12. Chief of Police
13. City Attorney
14. The Commission on Peace Officer Standards and Training
15. Communications personnel
16. League of California Cities
17. Patrol Sergeants (Field Supervisors)
18. Patrol Lieutenants (Watch Commanders)
19. Patrol Captain
20. Department Psychologist
21. District Attorney
22. Program Manager

The snaildarter identified on this list was the District Attorney. It was felt that should his office object to certain alternative responses to crimes, he may not file the criminal case and he may thereby jeopardize the success of the plan. This potential objection can, however, be changed prior to implementation.

Policy 2 Strategic Assumption Surfacing Technique (SAST)

Of the twenty-two stakeholders previously mentioned in Policy 2,

the ten believed to be the most important were identified as:

1. Chief of Police
2. Police employee spouses
3. Communications personnel
4. Patrol Sergeants (Field Supervisors)
5. Patrol Lieutenants (Watch Commanders)
6. City Manager
7. City Council
8. Sworn officers
9. Police union
10. Program Manager

Assumptions

As was done with Policy 1, assumptions regarding each of the ten stakeholders were identified:

1. Chief of Police

--The Chief of Police will vocalize his support and be an active participant.

--The Chief of Police will reorganize the department in a way to maximize the success of this policy implementation.

2. Police Employee Spouses

--Police spouses will experience some discomfort and concern reflecting their spouses uncertainty.

--Police spouses will require more psychological counseling as a result of this uncertainty.

3. Communications Personnel

--Communications personnel will resist due to the increased time required to communicate with citizens describing

response options and thereby placing Communications personnel under more time pressure.

--Communications personnel will be skeptical of the acceptance of the options by the citizens and may unconsciously influence citizen support.

4. Patrol Sergeants (Field Supervisors)

--The Patrol Sergeants will be the primary support group for the sworn officers.

--The Patrol Sergeants will play a critical role in gaining acceptance of this policy.

5. Patrol Lieutenants (Watch Commanders)

--The Patrol Lieutenants will support the policy as a department commitment.

--The Patrol Lieutenants will monitor regular activities related to the policy and identify areas of compliance and areas of non-compliance.

6. City Manager

--The City Manager will support the policy and along with the Chief of Police, will keep the council informed of progress to eliminate surprises.

--The City Manager will reassure police employees of their value to the organization and reinforce their job security.

7. City Council

--The City Council will be kept informed of police activities and will not be surprised by any police action related to this policy.

--The City Council will solicit reaction to this policy from the public.

8. Sworn Officers

--Sworn officers will require department emotional support during this implementation.

--Sworn officers will experience feelings of uncertainty and disorientation.

9. Police Union

--The police union will scrutinize carefully this policy showing concern to their membership that somehow this could be a management conspiracy.

--The police union will be informed and consulted on a regular basis regarding organizational changes.

10. Program Manager

--The Program Manager, designated by the Chief of Police, to implement this policy, will totally support the policy and act with full authority of the Chief of Police.

--The Program Manager will be relieved of any other duties other than those associated with this policy implementation.

Using the Strategic Assumption Surfacing Technique, the ten major stakeholders identified in Policy 2 were plotted on the same scale as described in Policy 1. Figure 15.

As can be readily seen from Figure 14, several stakeholders are identified as very important in the successful implementation of Policy 1; however, there is considerable uncertainty about their support. The police union, police employee spouses and communications

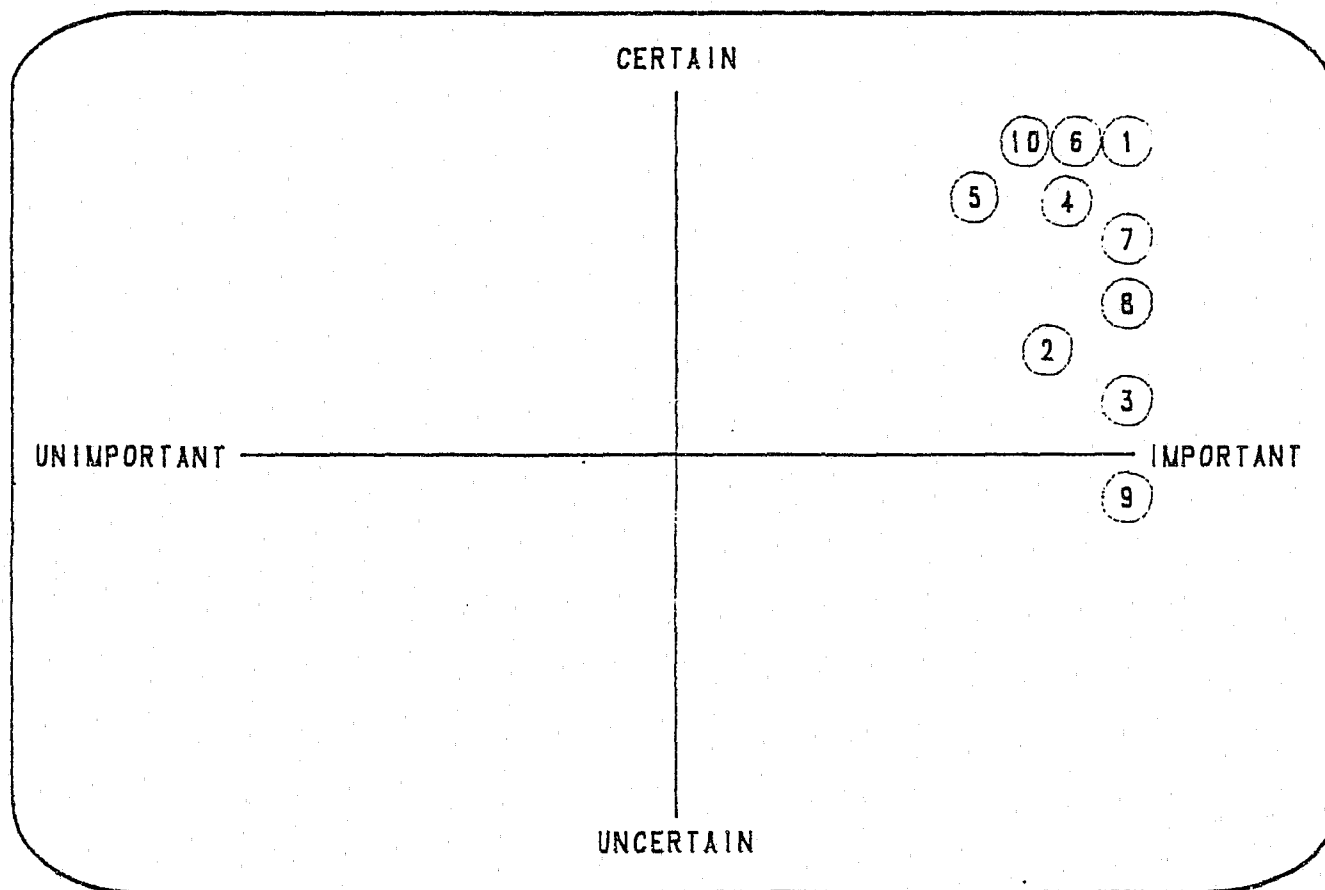
Figure 15.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Policy 2 Prepare the police agency for the internal changes required to make the role changes that will occur.

Stakeholders:

- | | |
|---|--------------------|
| 1 Chief of Police | 6 City Manager |
| 2 Police Employee Spouses | 7 City Council |
| 3 Communications Personnel | 8 Sworn Officers |
| 4 Patrol Sergeants (Field Supervisors) | 9 Police Union |
| 5 Patrol Lieutenants (Watch Commanders) | 10 Program Manager |



personnel will require special attention in order to increase the chances of successful implementation. Figure 15 also identified a stakeholder, the police union, whose support is uncertain, but who is critical to the implementation of Policy 2.

Capability Analysis

To implement the strategic plan, an agency must analyze the present situation. Prior to implementation, information must be collected. This involves a critical assessment of the current status of the organization together, with a review of the environment which may reasonably be anticipated for the future.²⁴ One tool for accomplishing the organizational assessment is the WOTS-UP Analysis. The WOTS-UP Analysis considers the interrelationships of four factors, namely organizational strengths, organizational weaknesses, environmental threats and environmental opportunities. These factors have a direct impact on the agency's ability to implement a strategic plan.

As an example of WOTS-UP Analysis, the Visalia Police Department will be considered. This analysis was completed using members of the Visalia Police Staff. Staff personnel consisted of sergeants, lieutenants, civilian supervisors and the Chief of Police for a total of 16 staff and line managers. Figure 16.

With the Visalia Police Department as an example, it appears as if this strategic plan would have a very good chance of success if implemented in Visalia. As Figure 16 indicates, the department's strengths overshadow the weaknesses; the threats, although important are probably not of significant magnitude to interfere with successful implementation. Awareness of the circumstances in all areas will

Figure 16.

WOTS-UP ANALYSIS

Example: Visalia, California
Police Department

OPPORTUNITIES

- * Continue leadership role
- * Enhance Police image with citizens
- * Control future department budget expenditures
- * Clarify position classifications and promotion possibilities
- * Provide department focus to build teamwork
- * Accelerate arrival of technological advances to area

THREATS

- * Increased competition with private security
- * Internal resistance to change
- * Citizen resistance to change
- * Tax limitation legislation being passed

STRENGTHS

- * Department encourages risk-taking
- * Employees are well-trained
- * Department has reputation for innovation
- * City is financially strong
- * City has sophisticated City Council
- * Department has the image of a law enforcement leader
- * Citizens generally support the department

WEAKNESSES

- * Many more promotion expectations than opportunities
- * Lack of organized teamwork
- * Strategic management forecasting
- * Lack of technological options due to geographic location

allow for increased likelihood of success.

Strategic Plan Summary

As the first scenario described and the eleven policy alternatives supported, by the year 2000 law enforcement will operate differently than it does today. The strategic plan focuses primarily on alternative ways calls for service will be provided to the public. The alternate delivery approaches will be presented in a way to make them acceptable to the public.

The duties of a sworn officer would change considerably. No longer would they routinely respond to non-emergency calls for service; they would, however, continue to respond to emergency calls and perform other department activities. The number of sworn officers would be diminished through attrition reflecting the relatively small number of emergency calls. A corresponding increase in police paraprofessionals would occur.

Citizens with non-emergency requests for service will be given a number of police response options from which to choose. The sworn officer response will be lessened drastically. The non-emergency options include:

1. Immediate paraprofessional response to the scene
2. Delayed paraprofessional response to the scene
3. Telephone or videophone contact
4. Computer contact
5. Counter contact at the police department
6. Postal contact
7. Police referral to a more appropriate organization for service.

8. Police referral to a contract service organization

The benefits to the citizens with this strategic plan focus on convenience. The benefits to the police agency focus on a more efficient use of department resources and enhanced police/community relations. A major element in this strategic plan is the introduction and marketing process used to re-educate and familiarize citizens with these changes.

Negotiation and Implementation Strategy

The implementation of this strategic plan will require a tremendous amount of cooperation and consensus among the stakeholders. This ambitious plan will be implemented incrementally to allow for an orderly and gradual transition. First of all, each of the stakeholder's needs must be considered. This, as Nierenberg has stated, not only includes organizational needs, but also the needs individual within the organization. Organizations do not act by themselves independent of people. To be implemented, the strategic plan must offer "benefits" to each stakeholder and satisfy stakeholder needs. The satisfaction of needs is of critical importance. Each stakeholder must have a feeling of a win/win result.²⁵

Of the two major strategies identified, there are three stakeholders that appear to require the most attention due to their uncertain support. Each will be presented with a recommended strategy.

Communications Personnel

Their position is one of skepticism of public acceptance of the plan and the feeling that the plan will increase their workload. Communications personnel feel they will be the recipient of public

anger over not dispatching a sworn officer immediately to provide service to the citizen. They believe this plan does not offer them any benefits whatsoever.

The implementation plan for Communications personnel will include frequent pre-implementation and post-implementation meetings to share information. Personnel from the unit will be assigned to work with implementation groups to make them familiar with the implementation process in the detailed plan. It is recognized that the role of the Communications Operator will change and additional time will be spent with the citizen on the telephone. The early commitment should be made to reorganize the Communications Unit and add personnel. The complaint-takers should be given a script to use when receiving citizen calls for service requests. This script will assist Communications personnel with the appropriate language and alternative response options. Communications personnel should know that a sworn officer will be available for citizen complaint referrals.

Police Union

The general membership of the police union views the plan with a great deal of skepticism. The role of a sworn officer is being drastically changed. Confusion regarding the new duties will abound and will lead to more concern. Job security concerns will be their primary focus.

As with Communications personnel, informational meetings will be conducted with union representatives to clarify the plan. Commitments must be made early that no sworn officer positions would be eliminated as a result of this plan, except through attrition.

The positive aspects of the changing role of sworn officers

should be stressed, such as, status enhancement for the sworn position.

Police Employee Spouses

Unless police employees receive frequent and accurate information and share it with their family, their spouse will be uncomfortable about this plan. Because of its significant change orientation, spouses will be uneasy. Periodic family meetings and newsletters should be initiated. As with police unions, assurances should be given that this plan does not jeopardize any employees existing position.

A rumor control telephone number should be installed to allow family members a means of clarifying information.

V. TRANSITION MANAGEMENT

The first scenario and the strategic plan have described the desired future state for law enforcement. The purpose of transition management is to place the organization in a position to successfully implement the strategic plan. How the organization prepares for the change has a great bearing on the number and severity of problems faced during implementation. Ultimately this preparation will enhance the chance for success of the plan when implemented.

Organizations in a transition state are characterized by certain organizational dynamics. Employees, for example, are typically in a highly emotional state which creates the potential within the work-group. Workers tend to be unsure of the organization and its direction. In addition, there is a high degree of uncertainty regarding the future. The transition management phase should attempt to take the high employee energy level caused by frustration and anxiety and redirect it into more productive channels. Information, while an organization is in a transition state, is seen by employees as incomplete, inaccurate, and oftentimes scarce resulting in a proliferation of rumors and speculation.

The Chief of Police is ultimately responsible for the preparation of the agency. For a project of this magnitude, the Chief personally would have a difficult time administering it without assistance. As cited earlier, a Program Manager should be designated by the Chief of Police.

The Program Manager should be relieved of all other duties and should be allowed to act with the full authority of the Police Chief. Obviously, the Program Manager should report directly to the Chief,

bypassing any other management levels that may have existed prior to this appointment. The manager will be the one to lead the organization during the transition and facilitate the effective achievement of the future state. Beyond the Chief and Program Manager, additional organizational changes must be made. The Program Manager would find it difficult to personally address the project in great detail without assistance and support. A transition management team would be made up of key representatives of all the major units of the department. The representatives from each unit would not necessarily be the highest ranking member of the unit, but the representative must have the unit commander's authority regarding the project. The representative should also be well known and well respected within the unit. The make up of the unit may vary, but at minimum, should reflect all the major units of an agency. In a typical medium size law enforcement agency the transition team should include:

- 1) Chief of Police
- 2) Program Manager
- 3) Patrol Manager
- 4) Administrative Services Manager
- 5) Community Relations Manager
- 6) Investigations Manager
- 7) Police Union President or Union Board Member
- 8) Communications Manager

Each of the designees would be required to represent the interest of the others within the unit and act as an information conduit for the project. Their personal commitment is absolutely essential.

The described transition management structure would be a temporary arrangement and may have little bearing on what the official bureaucratic structure looks like. It is in place to manage the transition process. This management structure or organizational framework is not an end in itself, but a means to an end, that is goal achievement.²⁶ At the first meeting of the transition team, the team's objectives should be outlined. The main objectives are:

1. To provide citizens with a service level that is acceptable to them.
2. To develop and implement response options to non-emergency citizen calls for service.
3. To reduce the number of sworn officers (through attrition) and increase the number of police paraprofessionals.
4. To increase the salary of sworn officers as a result of their changing role.
5. To utilize technological advancements as much as is practical in providing response options.

One of the first duties of the transition team will be to effectively handle the issue of change within the organization as a result of this project. Change or the threat of change leads to uncertainty. Individuals become concerned that the new way of performing may somehow be less desirable than the old way in which they performed and therefore resist the change.²⁷

In order to effectively handle this resistance to change the police organization must be conscious of the need for information on the part of the employees. Verifiable information must be freely dispensed and informational meetings must be frequent and widespread.

throughout the organization. To control rumors and limit speculation, a telephone line should be installed and staffed with a person who is responsible to answer questions about the implementation of the plan. This rumor control line would be alternately staffed by the Program Manager or designee and a police union representative. Any employee or spouse could call on this line to get a question answered.

Early in the life of the transition group, efforts to build that team should occur. The group would be working together for a lengthy period of time and team or group development activities would assist with the member relationships. Periodic team building sessions facilitated by someone outside the group should be planned.

The transition management phase of this project requires that a number of tasks be completed. The transition team will play an important role in task accomplishment; however, the Program Manager will be ultimately responsible for accomplishing the tasks. The complexity of this transition plan would require some means of monitoring activities and identifying individual accountability. One tool for tracking tasks and responsibilities is known as the accountability chart. Figure 17. As can be seen, there are three major elements on the chart. The first component is the task or responsibility identification. Next the responsible individual is identified and finally a notation is included regarding the type of action required.

Commitment Plan

For implementation of this plan to take place, the critical mass must be identified. A critical mass is the minimum number of stakeholders required to assure success of the plan if they support

Figure 17.

ACCOUNTABILITY CHART

	City Council	City Manager	Chief of Police	Program Manager	Patrol Manager	Administrative Services Manager	Communications Manager	Community Relations Manager	Investigations Manager	Police Union President
1. Schedules team development sessions		C	D	N						
2. Installs rumor control telephone line				N		S				
3. Holds initial department meeting	N	D	W	N						
4. Sets up budget account for transition plan			A	C		S				
5. Prepares and distributes department informational bulletins				C		S				
6. Provides employees with job security guarantees	A	W	C	N						N
7. Begins media contacts			C	A			W			
8. Maintains schedule time lines				W						
9. Presents update program information to supervisor		W	W	W						
10. Prepares formal six month evaluation			N	W						
11. Organizes activities				W	W	W	W	W	W	W
12. Makes community presentations			A	A			W			

W = Performs the work

D = Makes decisions

A = Must approve

N = Must be notified

C = Must be consulted

S = Supervises (does not perform work)

it. On the other hand, critical mass can also be the minimum number of stakeholders who if opposed to the plan could cause it to fail.

The critical mass has been identified for this plan as:

1. City Council
2. Police Union
3. Chief of Police

These are the individuals or groups whose support is crucial. In order to increase the likelihood of support for each one, strategies or action steps have been identified.

City Council

The City Council is the policy-making body of any community and their support is crucial. Typically, councils listen very carefully to what the public is saying. If the public is dissatisfied with police service, the likelihood of support for this plan is decreased. The City Council generally will respond in favor, or against, any change in which their constituency has voiced a preference. The priority then is to present the public with a change they feel offers substantial public benefit. Actions to be taken would include update meetings to council and frequent reports to them. Presenting council members with material and information that they can use to answer constituent questions, increases their awareness and their stature in the eyes of their constituency. The council must have a clearly defined statement of citizen benefit and a clear understanding of the benefits to the policing agency. The elected officials should also be consulted and queried as to their view of certain policy positions. Their views and positions should be included and they should be made to feel that to a great extent this plan was the result of their

efforts.

Police Union

The police union is also crucial to the success of the change. Unions are organized to represent the members and their well-being is of paramount importance. In order to have this plan implemented, the police union must see benefits for its membership. On the surface, it appears as if the change in police response could have a drastic affect on union members. This will create concern as the sworn officer duties would be changed considerably. On the other hand, with this plan, there are several key benefits to the sworn officers. The reduction or elimination of an officer responding to non-emergency calls and salary increases are the two main benefits. Both of these benefits, when explained and understood, will go far in committing the officers to this plan. The reduction in the number of sworn officers will also generate concern. A commitment however, from the Chief of Police, City Manager, and City Council, indicating the reduction will occur through attrition and there will be no layoffs, will have a positive impact on union support.

Union representation on the transition team will also tend to gain support for the plan and enhance the union's feelings of plan ownership.

Chief of Police

The Chief of Police plays a crucial role in implementing the change in police call response. Without the Chief's support the plan would not be approved for implementation. The Chief of Police must be continually updated and his support renewed frequently. Information must be supplied in order to assure timely decisions relating to the

project. This is a key program manager responsibility.

The benefits are obvious to the Chief. The innovation of the plan, as well as the efficiency improvement, are both complimentary of the Chief's leadership. The benefit to the public will also reflect well on the Chief of Police.

Transition Management Evaluation

Throughout the implementation, the transition management structure must be monitored and evaluated to assure proper operation. The effectiveness of the structure is of paramount importance to the success of the plan. All representatives of the transition team are critical, but the Program Manager is absolutely essential. The Chief of Police must continually evaluate the Project Manager using the objectives of the team and the policy alternatives as a measure. The Chief of Police should formally evaluate progress using an agreed upon time schedule.

The Chief of Police should meet and confer with the team development consultant to assess interpersonal working relationships of team members.

Obvious cases of ineffectual leadership or an inability to carry out the program objectives should be handled quickly. This plan must be implemented with individuals who have the ability and desire to complete the necessary tasks.

VI. CONCLUSION

This study has looked at the future of law enforcement and the related environment in which it will operate. Several future scenarios were developed and each had distinct features. The future government financial outlook does not appear disastrous, however, neither does it look bright. Population in California is increasing with most cities receiving some of the increase. The service delivery system for these citizens will be strained as the demand will place increased pressure on human resources.

The strategic plan described in this study is an effort to present a proactive approach to providing non-emergency service to the public by the year 2000. It includes a number of police responses to citizen requests other than a sworn officer response.

The plan stresses the use of non-sworn paraprofessionals for non-emergency calls. Other options such as delayed response, computer contact and referral to other organizations are included. Also included in this plan is an extensive citizen re-education effort to prepare the citizens for the changes in service delivery and explain the benefits to them.

This futures study presents a multi-dimensional approach to managing calls for service in the years to come. Properly presented to the public and implemented correctly, public relations can be enhanced and police budgets can be controlled.

In summary, the police response to non-emergency calls for service in the year 2000 will indeed be different. A greater array of response options will be available to the police and citizens with a substantially greater reliance on non-sworn officer response.

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APPENDIX

NGT GROUP MEMBERS

Dee Dee Simoes .

Linda Calvarese

Harvey Pemelton

Raymond Forsyth

Jim Harbottle

Veronica Contreras

Diana Dooley

Burk Dandridge

Les Jones

Rick Holman

Shawn Delaney

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