

128632

THE FUTURE OF FACILITIES
FOR MEDIUM-SIZED CALIFORNIA LAW ENFORCEMENT AGENCIES
BY THE YEAR 2000

by

JEFFREY R. CAMERON
COMMAND COLLEGE CLASS X
PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JUNE, 1990

128632

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in microfilm only has been granted by
California Commission on Peace
Officer Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

10-0180

THE FUTURE OF FACILITIES
FOR MEDIUM-SIZED CALIFORNIA LAW ENFORCEMENT AGENCIES
BY THE YEAR 2000

by
Jeffrey R. Cameron
Commission on POST
Order Number 10-0180

Executive Summary

DEFINING THE FUTURE: WHAT WILL BE THE FUTURE OF
LAW ENFORCEMENT FACILITIES FOR MEDIUM-SIZED CALIFORNIA
POLICE DEPARTMENTS BY THE YEAR 2000?

The police facility has been called the "ultimate law enforcement tool" if its planners realize the influence a police station has on the department's daily operations. The facility that works is one that is built from a conceptual plan that considers strategies used by the police department today, as well as those seen in the future. A review of literature, a statewide survey, and a site visit determined four important sub-issues in the study: technologies, public expectations, labor force considerations, and security.

The purpose of the study is to provide officials and other interested parties with research focused upon the future of police facilities. By evaluating the various futures as they relate to police buildings, and taking appropriate decisive action in the present, law enforcement's total delivery of service will be improved. Five trends relevant to law enforcement are projected: use of new technology, labor force considerations, community-oriented policing, public access to police facilities, and alternative funding sources for local law enforcement.

STRATEGIC PLAN: BUILDING FOR THE FUTURE

The strategic plan is developed through a situational analysis of the case study, the Cal City Police Department. The identification of persons and groups who have a vested interest in the issue (stakeholders), and their perceptions regarding the issue, assist in the development of alternative strategies. Thirty-six stakeholders are identified. A statewide strategy, the Police Facility Administration (PFA), is recommended. The PFA would be a component of the Peace Officer Standards and Training Commission (POST) with a mission to provide assistance to local jurisdictions that need new police facilities. Research, design, implementation and evaluation of facilities would be conducted under the guidelines of the PFA. There are five major considerations for implementation of the PFA strategy: lobbying efforts, funding efforts, structure, authority, and governance.

TRANSITION MANAGEMENT: STRUCTURE FOR TRANSITION

The transition plan provides the management structure and planning necessary for the successful implementation of the strategic plan. Key actor readiness and capability to change is analyzed. Responsibility to participate in various tasks, actions, and decision relative to the implementation of the PFA is determined. The management structure, a PFA Director advised by a Task Force, is described. Implementation steps include team building, communication and feedback, and program evaluation.

PREFACE

This Command College Independent Study Project is a **futures** analysis of police facilities for medium-sized California law enforcement agencies. The purpose of the project is not to predict the future, but rather to consider possible scenarios for strategic planning. Strategic planning must be approached in an imaginative, analytical, and prescriptive manner. Plans for law enforcement's future must include strategies for its ultimate tool-the police facility.

Special thanks to my Chief, Roger M. Moulton, for providing the encouragement and time needed to complete this project. My thanks to Thomas C. Esensten, Director of The Warner Group and a member of the Command College lead faculty, for his guidance and expertise in the project development. A final thanks to my family for their understanding and support. I used the dining room as an office; they can have it back now.

CONTENTS

	<u>Page</u>
PREFACE	ii
LIST OF FIGURES	iv
LIST OF TABLES	v
 Chapter	
1 BACKGROUND AND INTRODUCTION	
1.1 Literature Search	4
1.2 Survey	6
1.3 Interviews/Site Visit	11
1.4 Study Purpose and Scope	13
2 DEFINING THE FUTURE: WHAT WILL BE THE FUTURE OF LAW ENFORCEMENT FACILITIES FOR MEDIUM-SIZED CALIFORNIA POLICE DEPARTMENTS BY THE YEAR 2000?	
2.1 Trends	17
2.2 Events	25
2.3 Cross-Impact Analysis	33
2.4 Scenarios	36
2.5 Policy Considerations	42
2.6 Chapter Review	43
3 STRATEGIC PLAN: BUILDING FOR THE FUTURE	
3.1 Mission Statement	46
3.2 Situational Analysis	47
3.3 Alternative Strategies	61
3.4 Implementation Considerations	68
3.5 Chapter Review	70
4 TRANSITION MANAGEMENT: STRUCTURE FOR A TRANSITION	
4.1 Critical-Mass Analysis	73
4.2 Commitment Analysis	75
4.3 Readiness/Capability Analysis	79
4.4 Responsibility Charting	81
4.5 Implementation Planning	83
4.6 Chapter Review	84
5 SUMMARY AND CONCLUSIONS	
5.1 Implications	87
5.2 Author's Comments	92
5.3 Recommendations	93
APPENDIXES	94
REFERENCES	104

LIST OF FIGURES

	<u>Page</u>
1.21 Age of Facilities	7
1.22 Space per Employee	8
2.11 Trend: Use of New Technology by Local Law Enforcement	19
2.12 Trend: Labor Force Considerations	20
2.13 Trend: Community-Oriented Policing	21
2.14 Trend: Public Access to Police Facilities	22
2.15 Trend: Alternative Funding Sources for Local Law Enforcement	23
2.21 Event: Election of a Pro-Law Enforcement Governor	27
2.22 Event: Condemnation of the Cal City Police Station	28
2.23 Event: Bankruptcy of Cal City	29
2.24 Event: Attack Against Cal City Police Station	30
2.25 Event: Decision to Build a New Cal City Police Station	31
3.2 Stakeholder Evaluation	60

LIST OF TABLES

	<u>Page</u>
2.1 Trend Evaluation Summary	24
2.2 Event Evaluation Summary	32
2.3 Cross-Impact Evaluation Summary	34
3.21 Capability Analysis - Rating One	52
3.22 Capability Analysis - Rating Two	53
4.2 Commitment Analysis Matrix	76
4.3 Readiness/Capability Matrix	79
4.4 Responsibility Matrix	82

BACKGROUND AND INTRODUCTION

Chapter 1

BACKGROUND AND INTRODUCTION

A police station is one of the most important buildings in any community. The facility reflects the dignity of law enforcement and the community's philosophy towards the accomplishment of police service goals. Perhaps even more important, the building can also have a direct influence on the morale and operational efficiency of police department employees (National Clearinghouse for Criminal Justice Planning and Architecture 1973).

A police building has many special considerations not found in buildings used for other purposes. According to Varner (1970) a police facility is perhaps the most sophisticated and difficult of any building a city-county government will build. Furthermore, a police building is one of the most important structures a community will build (ICMA 1977).

A police facility is a tool to achieve local law enforcement goals. Perhaps no item of police equipment or property has the potential for supporting or limiting optimal utilization of personnel. The building can facilitate or hamper management, security and program goals. Polson (1977) calls it "the ultimate law enforcement tool" if its planners realize the influence a police station has on the department's daily operations.

The building must be thought of as an integral part of a total law enforcement system. The design of any future police facility involves more than just providing for a building to be used by the police department, to house certain pieces of equipment and detain prisoners.

The successful police facility project is the result of using various disciplines such as behavioral science, business administration, and engineering. Robinson (1989) agrees that the complex design process is based on a variety of factors ranging from extensive

knowledge of the police profession to basic architectural concepts. The facility that works is one that is built from a conceptual plan that considers strategies used by the police department today, as well as those seen in the future.

The building must accommodate the needs of the organization, the community, and the employees it serves. The utilization of new technologies, changing public demands for various types and levels of service, labor force characteristics, and security concerns are only a few of the complex aspects of police administration. All aspects of managing a law enforcement agency emphasize the need for sound planning of facilities if both space and personnel are to be used effectively and economically.

Caronna (1988, 1) rhetorically asks the question: "How often have you heard your law enforcement colleagues say, 'My police facility was obsolete the day I moved in'?" This common statement is the direct result of poor planning and design. Too many departments lack an adequate facility to support efficient and effective operations.

The general condition of police buildings is deplorable (Polson 1977). To exacerbate the problems resulting from using old buildings, changes in the design of police facilities over the past few years have been necessary to accommodate procedural and technological advances in police service.

The topic of police buildings lends itself to a broad spectrum of peripheral subjects such as ergonomics, architecture, design specifications, site selection, building materials, and financing. However, a narrow perspective of the topic is required to produce meaningful findings for the study. This conclusion was reached after conducting a literature search, a survey of medium-sized California police departments, and interviews at a site visit.

1.1 Literature Search

The most significant publication concerning police facilities was promulgated in 1973. Guidelines for the Planning and Design of Police Programs and Facilities was developed by the National Clearinghouse for Criminal Justice Planning and Architecture, Department of Architecture, at the University of Illinois and under contract to the Law Enforcement Assistance Administration (L.E.A.A.) of the United States Department of Justice. This document stated: "Many law enforcement officials and architects who have designed a facility for the first time have been greatly frustrated because of the lack of printed information that would assist with facility design" (1973, 3.5).

For that period of time, the National Clearinghouse filled the void of information concerning police facilities. Currently, there exists another void of recent research on the subject. No major academic study was found that updates or supercedes the work done by the National Clearinghouse. In fact, the International Association of Chiefs of Police still utilizes the Guidelines in their training program "Planning, Design and Construction of Police Facilities." The author of this study attended that program in August, 1989.

There is a relationship between the Guidelines developed twenty years ago during a period of keen national interest in law enforcement and in the age of police buildings. A survey conducted for this study and discussed later in this chapter found that the average age of a building housing a medium-sized California police department is about twenty years old.

The age relationship makes sense. The Guidelines was written as a result of L.E.A.A. funding. The Challenge of Crime in a Free Society, a report by the President's Commission on Law Enforcement and Administration of Justice, was published in February, 1967. As a result, in 1968 Congress enacted the Omnibus Crime Control and Safe Streets Act authorizing the establishment of the Law Enforcement Assistance Administration. The

L.E.A.A. spearheaded a national campaign to modernize all aspects of the criminal justice system.

Many of the police buildings that are inadequate today were constructed during the late 1960s and early 1970s when federal dollars were available and attention was focused on modernizing local law enforcement.

This history is important because it points out that the inadequate facilities of today are about the same age as the premier comprehensive document concerning generic police facility design. That document presents twenty-year-old concepts concerning police programs, facility planning, police program components, facility components, and budgeting/costs.

Beyond the Guidelines, there are a limited number of articles in periodicals that address various aspects of police facility design. Most of them are contemporaneous with the Guidelines. Fortunately, a few are recent and it seems we are entering a new phase of police facility construction.

In fact, there is a surge of police facility construction. Currently, there are more law enforcement facilities being built in this country than at any time in our history (Goolsby 1989). The author believes that this new cycle of police facility construction exists because facilities constructed over twenty years ago are now so inadequate that they are limiting optimal utilization of law enforcement resources and potential.

The lack of up-to-date research relative to police facilities, coupled with the current building surge, demonstrates a need for this futures study.

1.2 Survey of Medium-Sized California Police Departments

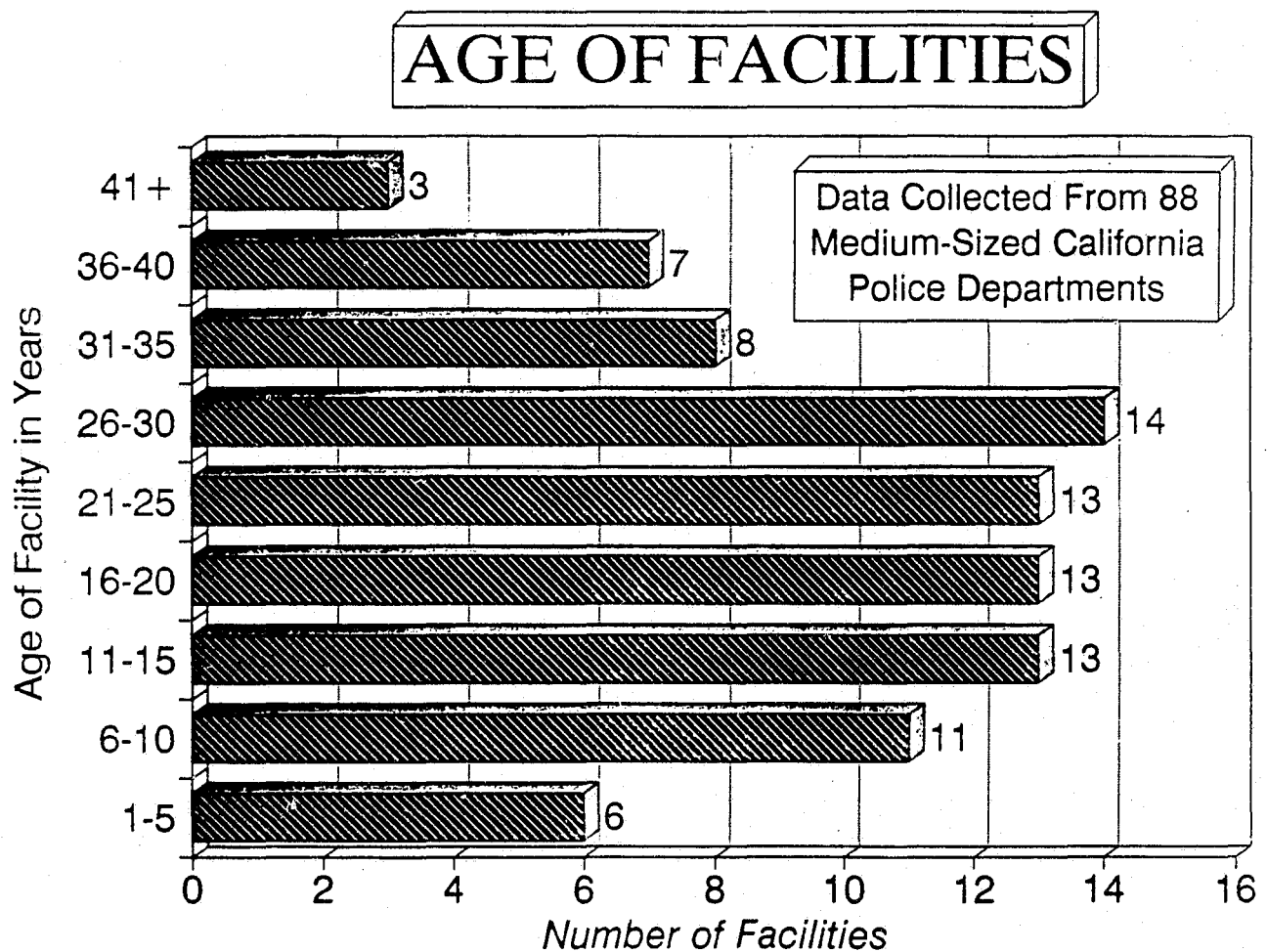
A survey was completed specifically for this futures research project (Cameron 1989). A two-page questionnaire was developed and sent by mail to 98 medium-sized police and sheriff's departments (Appendix "A"). The candidate departments were those agencies indicated by the Employment for California Law Enforcement - 1988 as employing 75-199 sworn and non-peace officer personnel (POST 1989). Of the 98 departments, 88 (Appendix "B") returned data representing a 90% response to the survey. For simplicity, the agencies responding are referred to in the survey discussion as "police departments" even though eight of the respondents are sheriff's departments.

The questions were designed to solicit answers that would determine the current state of buildings that house medium-sized police departments, the degree of planning for new buildings to house those agencies, and the importance of various issues relative to police facilities. Determining the current state, or status quo, of police facilities is important to the study for several reasons, including:

1. To help the reader compare and contrast the age and size of his or her own facility with the norm.
2. To assist the police managers in determining the adequacy of their facilities.
3. To determine the degree of planning for future facilities.
4. To identify critical factors for police executives relative to planning and design issues.
5. To extrapolate implications for the future of police facilities.

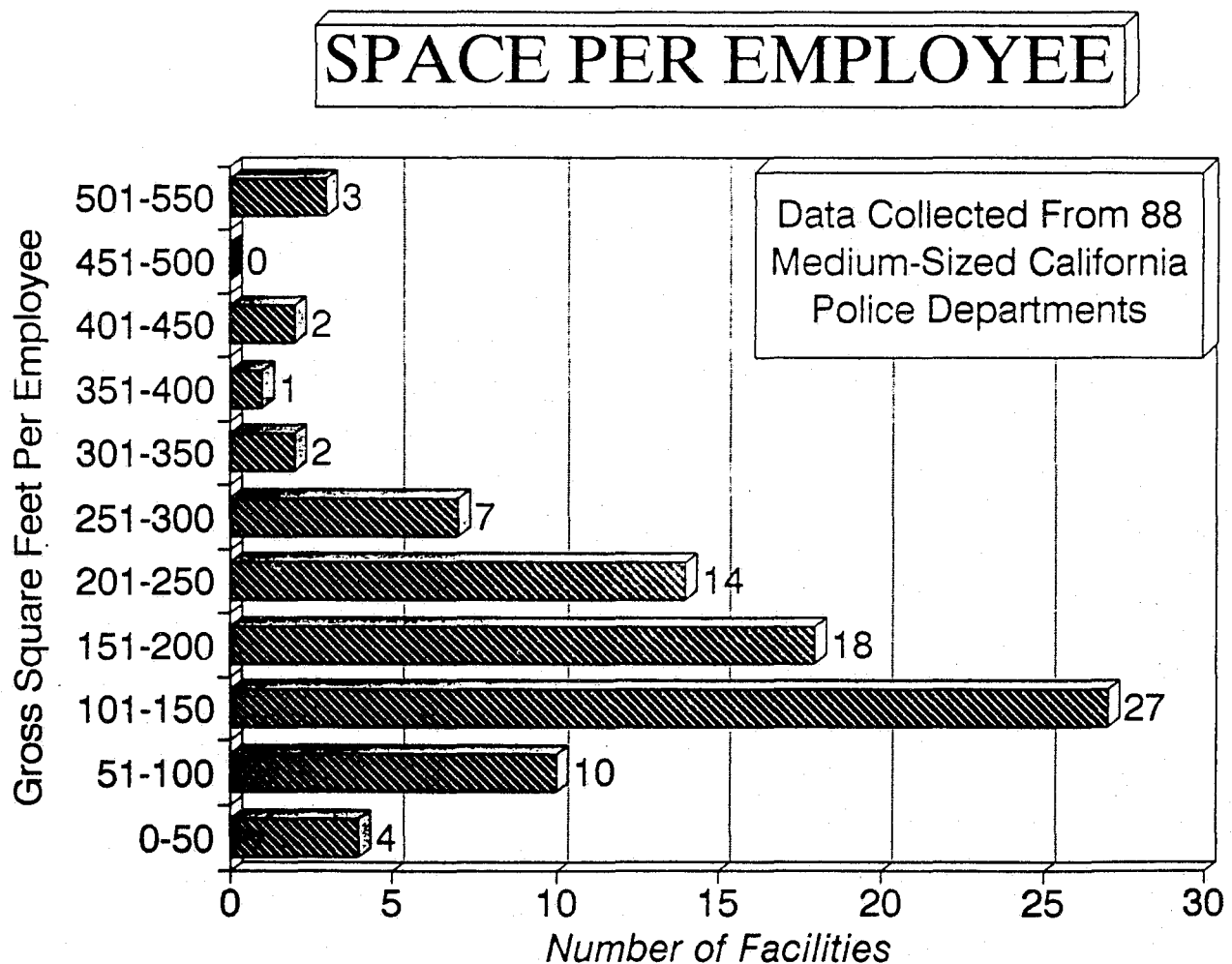
As reported earlier in the study, the survey found that the average age of a building for a medium-sized California police department is over 20 years old. The oldest facility reported was built in 1932, the newest in 1989. Figure 1.21 depicts the number of facilities by age.

FIGURE 1.21



The size of a facility relative to the number of personnel employed by the agency is critical. The average size of reported facilities is 23,979 gross square feet (GSF). The average number of employees is 130. The two figures yield on average 184 GSF per employee. One of the key findings of this survey is the wide range of actual GSF per employee, ranging from 27 to 540. Figure 1.22 displays the range of GSF per employee as reported by the 88 respondents.

FIGURE 1.22



The survey results indicate a wide range of perceptions regarding the adequacy of police buildings. Of the total number of respondents, 78% (69) report that their respective buildings are inadequate and needed to be replaced or improved. Furthermore, 70% (48) of those departments that have identified inadequate facilities are considering a new facility.

Analysis of the data reveals that a new building cycle, also identified during the literature search, is indeed true for medium-sized California police departments. But clearly the cycle is just beginning. As of this writing, only one respondent is constructing a new facility, but 47 others are in various stages of preliminary discussions, programming/needs assessment or architectural design.

In addition to the questions about the current state of their facility, the respondents rated eleven issues relevant to police facilities. As a group, the respondents judgements indicate that five of the issues are critically important to the subject of police facilities. Furthermore, the group considers four of the issues as moderately important and two of the issues hold minimal importance.

The critical issues include:

- Improved work efficiency and productivity.
- Improved working environment for employees.
- Expanded size of the work force.
- Enhanced public image of the department.
- Desire to integrate new technology.

The high importance attached to these issues indicates that police managers believe that there is a strong correlation between a modern, adequate facility and the ability of an organization to accomplish its mission. Emphasis on these issues highlights the nexus between facility and getting the job done.

The moderately important issues are:

- The shifting mix of the work force (civilian/sworn and male/female).
- The changing public demand for types of service.
- The responsiveness to building codes.
- The enhanced security considerations.

The importance applied to these issues mirrors, in part, the reality of daily police management. The reality is that police executives manage a shifting mix of the work force, the public often ask for more service and the last two issues, building codes and security, have strong implications for police facilities.

The issues of minimal importance are:

- Closer location to clients.
- Integration of police building into a multi-use facility.

These issues are less important to police managers considering a new facility. Since police officers are highly mobile, and generally respond from the field, the police station location has little impact on response times. The concept of sharing a facility with other departments, agencies, or public groups was not an important issue to the respondents.

There are two more implications for the future of police facilities that can be extrapolated from the survey. First, police buildings must be designed specifically for the agency and the community it serves. While police facilities share many common characteristics, they should be unique to each agency with respect to size and specific features. A department's internal organization and external environment will help determine the structure for which it is best suited. Second, future police facilities should be designed with flexibility and adaptability in mind. As the organization changes, so must the building in which it is housed. Phased construction and facilities that are designed to

support modifications provide the flexibility to organizational change and adaptability to public service requirements that the future will require.

1.3 Interviews/Site Visit

The researcher conducted interviews with eight members of the Upland Police Department representing a cross-section of positions within that agency (Appendix "C"). The Upland Police Department, a medium-sized California police department (102 personnel), moved into a new facility (30,000 square feet) on January 13, 1989 from an old modified city hall complex. Detectives had been located off-site in another converted municipal building.

The interviews concentrated on four key areas; the focus concerned the facility's relationship to 1) organizational efficiency, 2) service to the public, 3) employee considerations, and 4) security concerns. A summary of the findings follows.

ORGANIZATIONAL EFFICIENCY: The Upland Police Department seized the opportunity to implement and integrate new systems that have dramatically improved efficiency. Some of these technologies include a new telephone system, computer systems, video equipment, labs, and an indoor gun range.

SERVICE TO THE PUBLIC: The new facility has enhanced the delivery of service to the public. Although the site is not centrally located within the city, the response to emergency calls has not been hampered as response time is predicated on the number of officers available in the field, not the location of the station. During business hours, the building is open and accessible to the public.

Off of the main lobby, a training room doubles as a community room for the public and is also used by other city departments. The demand for the room is so great that the police department maintains a reservation schedule.

When citizens enter the building they often comment that it doesn't seem like a police station. They are greeted by a receptionist in a large, open and inviting lobby. The employees interviewed believe that the new building's environment enhances the relationship with the public. One employee comments, "People feel like they are in a modern facility, surrounded by a professional building and, therefore, expect professional treatment."

EMPLOYEE CONSIDERATIONS: There are many aspects of the Upland police station that reflect labor force considerations. During the design process, a committee was formed to represent various work units within the department. The committee was asked to make recommendations and review blueprints following the philosophy of "This is your department, what do you want in a new building?" That strategy paid off.

There is a clean and appealing employee lounge equipped with a refrigerator, microwave oven, TV, video, and vending machines. There is a gym that is enjoyed by all employees. All of those interviewed agreed that the building is a morale booster which translates into more productivity and better relations with customers. One employee commented, "This is a warm and homey atmosphere, even though it is commercial." Another employee is proud and has a sense of ownership, commenting, "I'm really a person and they (the public and management) care; this building shows us (the employees) that they care."

The most important point that these interviews demonstrate relative to the labor force is that the new building makes a couple of important statements about employees: 1) good employees are valuable, and 2) they are professionals. Considering the increasingly difficult process of recruitment, no doubt this building will be a tool to attract and retain the department's most important asset--its personnel.

SECURITY: The design of the Upland facility reflects a concern for providing protection without inhibiting a warm and friendly environment. A visitor can walk directly to the Chief's secretary without opening but the front door. However, there are two reception stations the visitor would pass, both designed to assist the public and also provide a measure of security. In addition, video cameras and sensors monitor activity throughout the building and operational areas are accessed by a card key that is issued to each employee. The Chief comments, "There is a sense of security here. The building looks secure yet it is open inside, not intrusive."

1.4 Study Purpose and Scope

The purpose of the study is to provide officials and other interested parties with research focused upon the future of police facilities. By evaluating the various futures as they relate to police buildings, and by taking appropriate decisive action in the present, law enforcement's total delivery of service will be improved.

The study is concerned with the future of facilities for medium-sized California police departments by the year 2000. The scope of the project was determined through the use of the literature scan, survey and interviews at the site visit. As a result, four areas are included in the study:

1. **TECHNOLOGIES:** What considerations will be given to new technologies with respect to future police facilities?
2. **PUBLIC EXPECTATIONS:** How will public expectations for service impact the future of police facilities?
3. **LABOR FORCE CONSIDERATIONS:** What changes in the design of police facilities will be required due to labor force characteristics?
4. **SECURITY:** What security concerns will impact police buildings?

In addition to identifying the scope of the study, two operational definitions must be made clear:

1. A medium-sized law enforcement agency is defined as any police department, sheriff's department, or special district law enforcement agency employing 75-199 personnel. The designated term used is "police department."
2. A facility is defined as a physical structure housing personnel and equipment while providing for the operational requirements of a police department.

A medium-sized California police department has been identified to use as a model for the study. For discussion purposes, the name of the model is "Cal City Police Department." The facility that houses Cal City P.D. is over thirty years old and is recognized as inadequate.

There are three main parts to the study. The first part, a futures study, is an analysis and study of the general issue. The second part presents a strategic plan to achieve the desired future state. The third part, a transition plan, includes a management structure to facilitate the transition from the present to the desired future state.

DEFINING THE FUTURE:
WHAT WILL BE THE FUTURE OF LAW ENFORCEMENT FACILITIES
FOR MEDIUM-SIZED CALIFORNIA POLICE DEPARTMENTS
BY THE YEAR 2000?

Chapter 2

DEFINING THE FUTURE: WHAT WILL BE THE FUTURE OF LAW ENFORCEMENT FACILITIES FOR MEDIUM-SIZED CALIFORNIA POLICE DEPARTMENTS BY THE YEAR 2000?

This is a **futures** study. The future can be viewed as composed of a large set of alternatives. Policies steer the decision maker through a maze of interlocking possibilities. Gordon (1972, 165) writes, "Futures research is a means of discovering and articulating the more important of the alternative futures and estimating the trajectory likely to be produced by contemplated policies. Thus, forecasting is perceived as an aid to decision making in the present, and not as a means of producing a list of chromium-plated potential mousetraps."

The study follows a structured process of forecasting. The methodology includes:

1. Trends and events relative to the future of police facilities are identified. The method selected to identify trends and events is the Nominal Group Technique (NGT). The NGT employed a panel consisting of nine members (Appendix "D"); each brought to the process a variety of expertise and all expressed differing points of view.
2. The data collected are then subjected to a cross-impact analysis after each event's impact on trends, and impact of events on events is determined by a forecasting panel.
3. The results are analyzed. Those events and trends having the greatest potential impact are identified and three alternative scenarios, based upon the findings, are presented.
4. Policy considerations resulted from the forecasting process. Several policies are recommended to bring about the desired and attainable future.

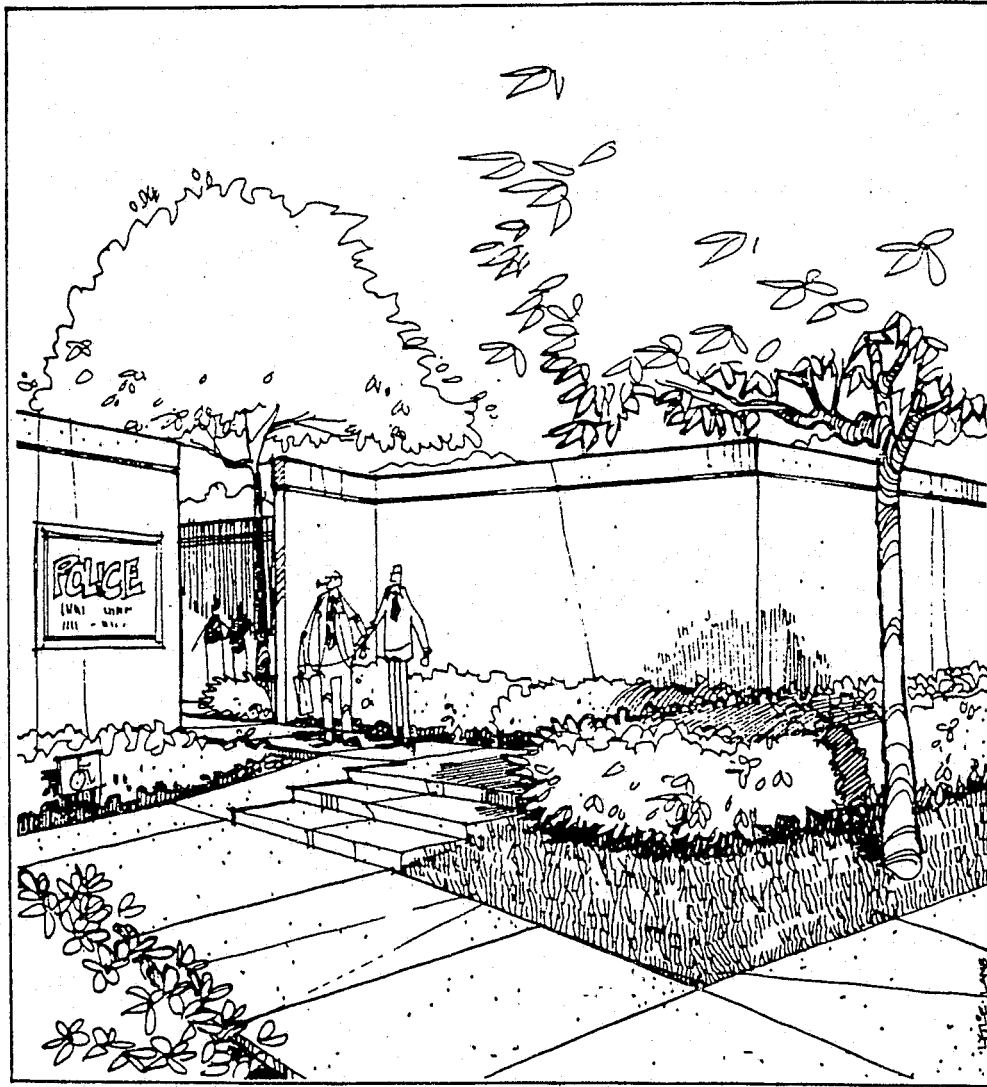
2.1 Trends

The nominal group used a trend screening process to select five of the most important trends related to the study issue from a list of 27 candidate trends (Appendix "E"). The process included "voting" for those trends which were most relevant to the issue. Rather than a strict "vote," it was important to reach a general consensus among the panelists. After a discussion, the trends were reduced to the final list of five that the group used for further study. The following five trends were selected:

1. USE OF NEW TECHNOLOGY BY LOCAL LAW ENFORCEMENT is the degree of computerization, video use, automation and other technologies to support operations and decision making.
2. LABOR FORCE CONSIDERATIONS is the level of providing benefits to attract, hire, and retain qualified employees.
3. COMMUNITY-ORIENTED POLICING is the level of implementing a program of addressing underlying conditions or problems that generate law enforcement calls for service.
4. PUBLIC ACCESS TO POLICE FACILITIES relates to the amount of unrestricted movement a visitor has within the station.
5. ALTERNATIVE FUNDING SOURCES FOR LOCAL LAW ENFORCEMENT is the level of available financial resources, outside of the general budget, to support police projects.

The group evaluated the five trends. The data generated are reflected as a summary on Table 2.1 (page 24). Given that the present is rated as "100," the group established what the trend level was five years ago. The group was then given the instruction, "Using the premise that the trend keeps going and there are no intervening events, what level of

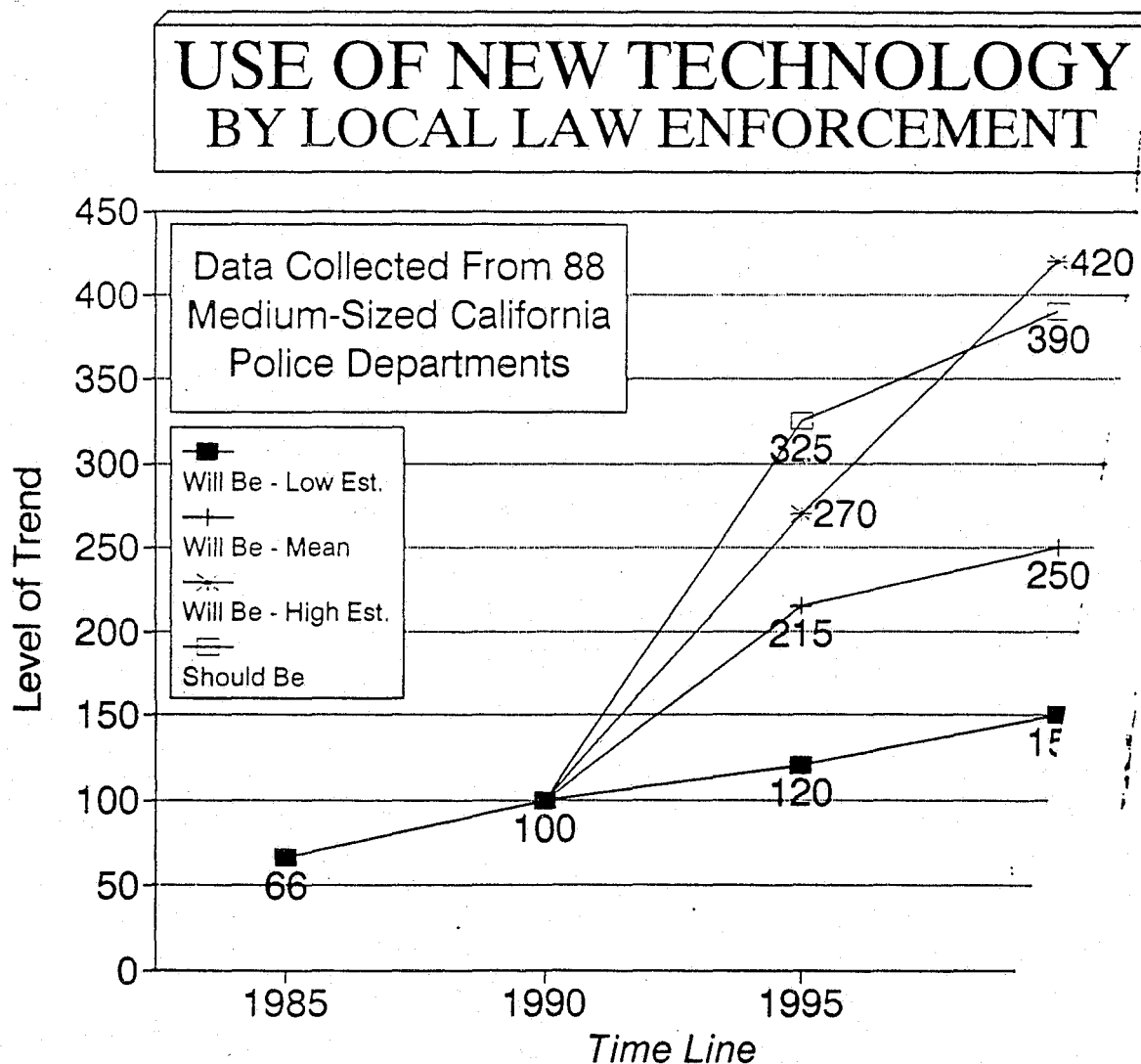
trend will there be in 5 years/10 years?" Further, the members were asked, "Using the premise that there are desirable and intervening events and policies, what level of the trend should there be, or would you like there to be, in 5 years/10 years?" The trend data generated are reflected in Figures 2.11 - 2.15.



Trend Statement #1 - Analysis: During the past five years, there have been tremendous breakthroughs in technologies applicable to police departments. The influence is due to the Information Age and the transfer of technology from the private sector. The group believes that this trend will rapidly increase 150 percent by the year 2000. Members of the panel expressed concern that the preferred increase of 290 percent within the next ten years would not be achieved for two reasons:

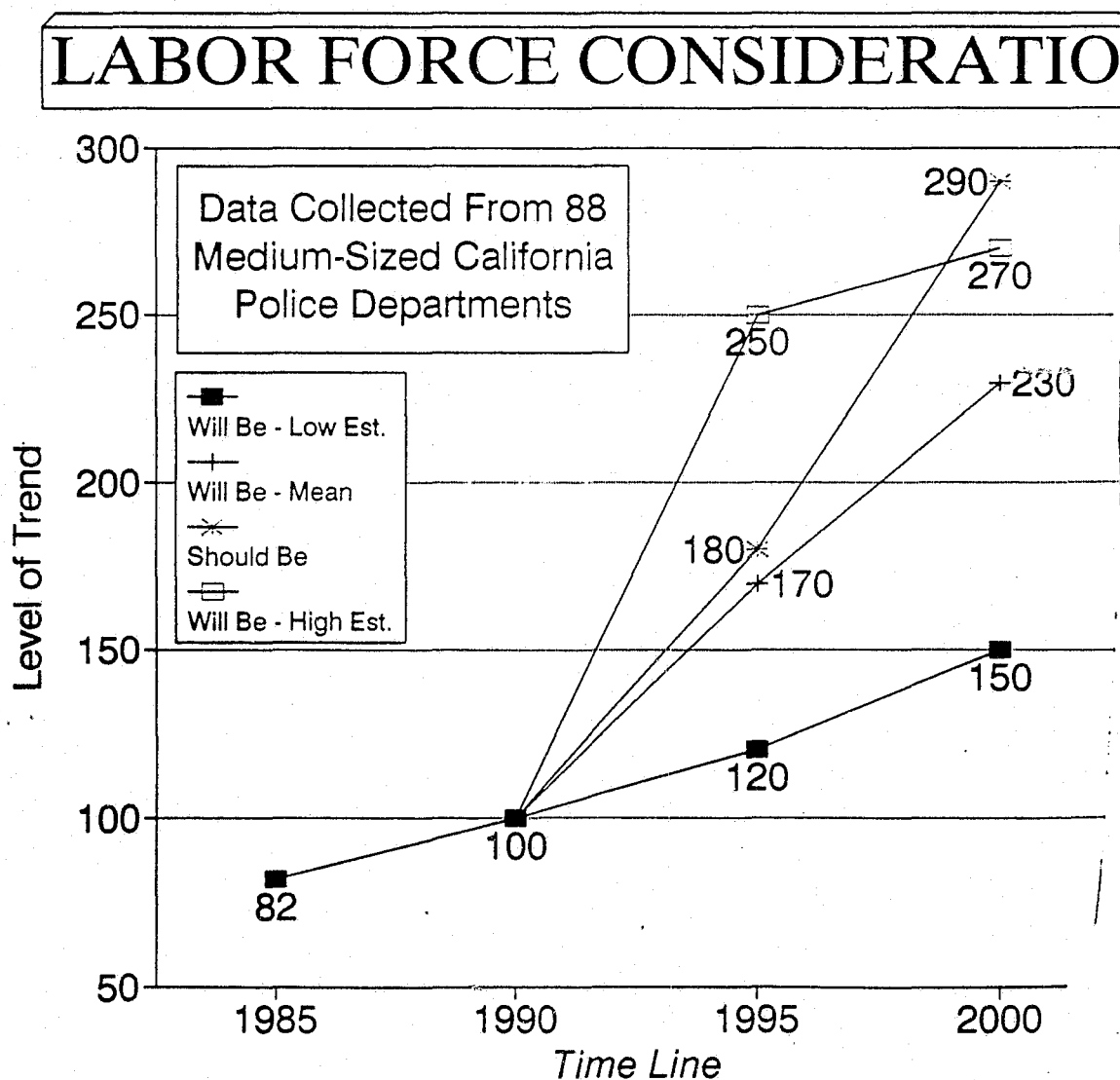
1. Lack of funding to provide all of the technology that would be available.
2. Lack of law enforcement personnel with sufficient expertise to use the sophisticated equipment.

FIGURE 2.11



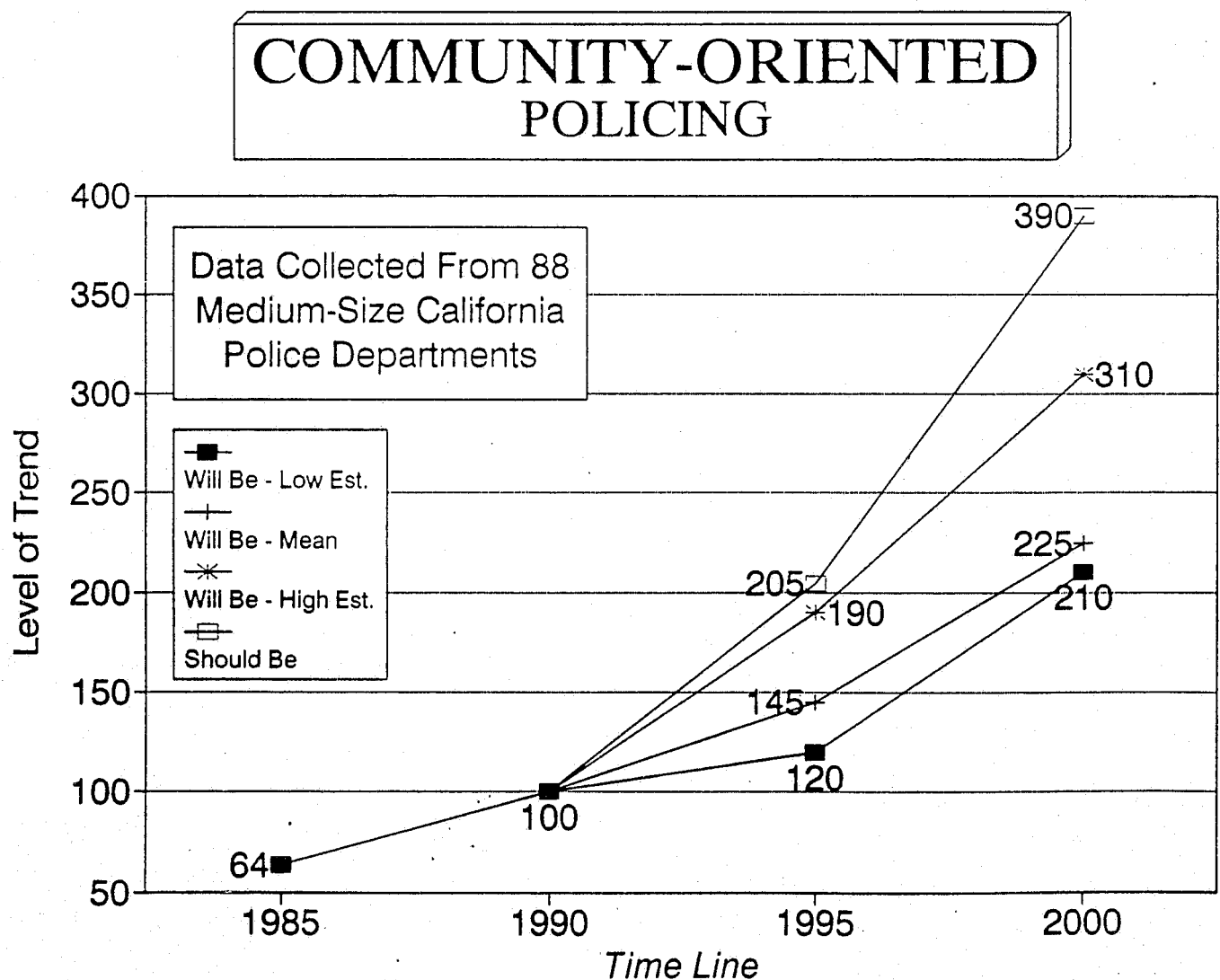
Trend Statement #2 - Analysis: During the past five years, a leading problem for police managers has been the recruitment of qualified personnel. The panelists recognized a shrinking labor pool and expect a more diverse police labor force during this decade. They believe that the trend to provide greater employee considerations will increase 130 percent by the year 2000. Some of the considerations may result in features common to future police stations, including: child care facilities; self-defense training rooms, saunas and gyms; temporary lodging for commuting employees; and entertainment facilities, such as TV rooms and reading rooms. However, financial constraints may block the group's preferred increase in this trend of 190 percent within the next ten years.

FIGURE 2.12



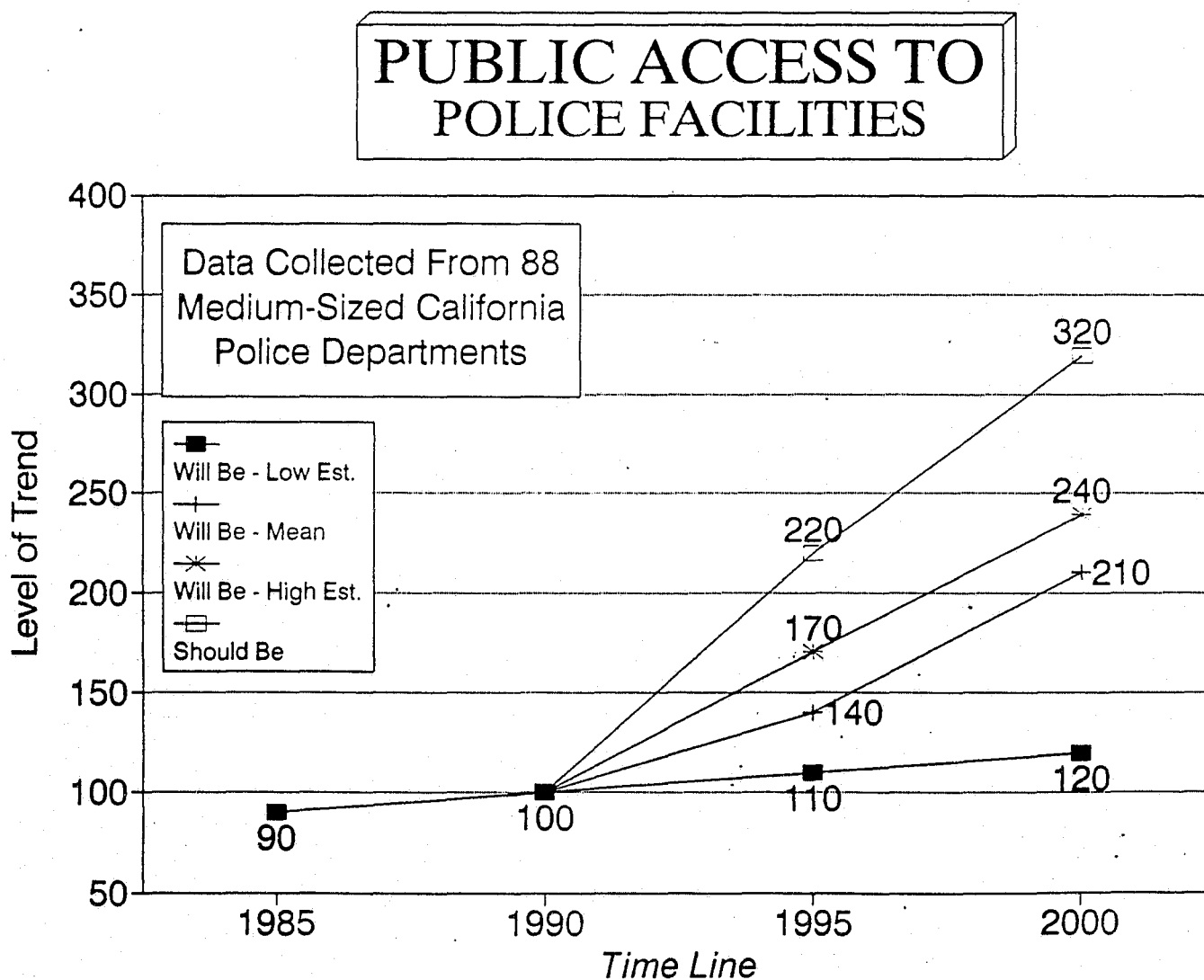
Trend Statement #3 - Analysis: As professional law enforcement officials strive to make better relations with the public part of the daily routine of police work, the concept of community-oriented policing holds particular promise. Panelists anticipate that more police departments will occupy store-front offices, small Community Police Stations (CPS) or mobile mini-stations for community-based delivery of services. As a result, the larger main stations may be scaled down and/or modified in function. The group believes the trend will increase 125 percent by the year 2000. However, the expected level is well below the preferred increase of 290 percent within ten years.

FIGURE 2.13



Trend Statement #4 - Analysis: Related to the trend toward community-oriented policing, the trend of welcoming the public to utilize community rooms and other facilities within the police station is another attempt by law enforcement administrators to improve police-citizen contacts. Concerns about security would require very limited access to the facility by the visiting public. The panelists agree that this trend will continue to increase, by 110 percent, within the next ten years. However, the group believes that limited public access to police facilities should increase by 220 percent by the year 2000.

FIGURE 2.14



Trend Statement #5 - Analysis:

ALTERNATE FUNDING SOURCES FOR LOCAL LAW ENFORCEMENT

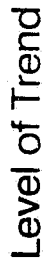


TABLE 2.1

Trend Evaluation Summary

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	Will Be / Should Be	
			5 Yrs from now	10 Yrs from now
1. USE OF NEW TECHNOLOGY BY LOCAL LAW ENFORCEMENT	66	100	215 325	250 390
2. LABOR FORCE CONSIDERATIONS	82	100	170 180	230 290
3. COMMUNITY-ORIENTED POLICING	64	100	145 205	225 390
4. PUBLIC ACCESS TO POLICE FACILITIES	90	100	140 220	210 320
5. ALTERNATIVE FUNDING SOURCES FOR LOCAL LAW ENFORCEMENT	59	100	110 135	110 190

2.2 Events

After studying the trends, the NGT members identified specific events which would impact the general issue. An event is distinguishable from a trend by the method of measurement. An event can be measured by a "yes" or "no" response to the question "Did it occur?"

The group was provided with a description of events in general. Then they preceeded through the same process as used in the identification of issue trends: individual generation of ideas, "round robin" recording of ideas, discussion for clarification, a preliminary "vote" on items, discussion of the preliminary vote, and then a final "vote."

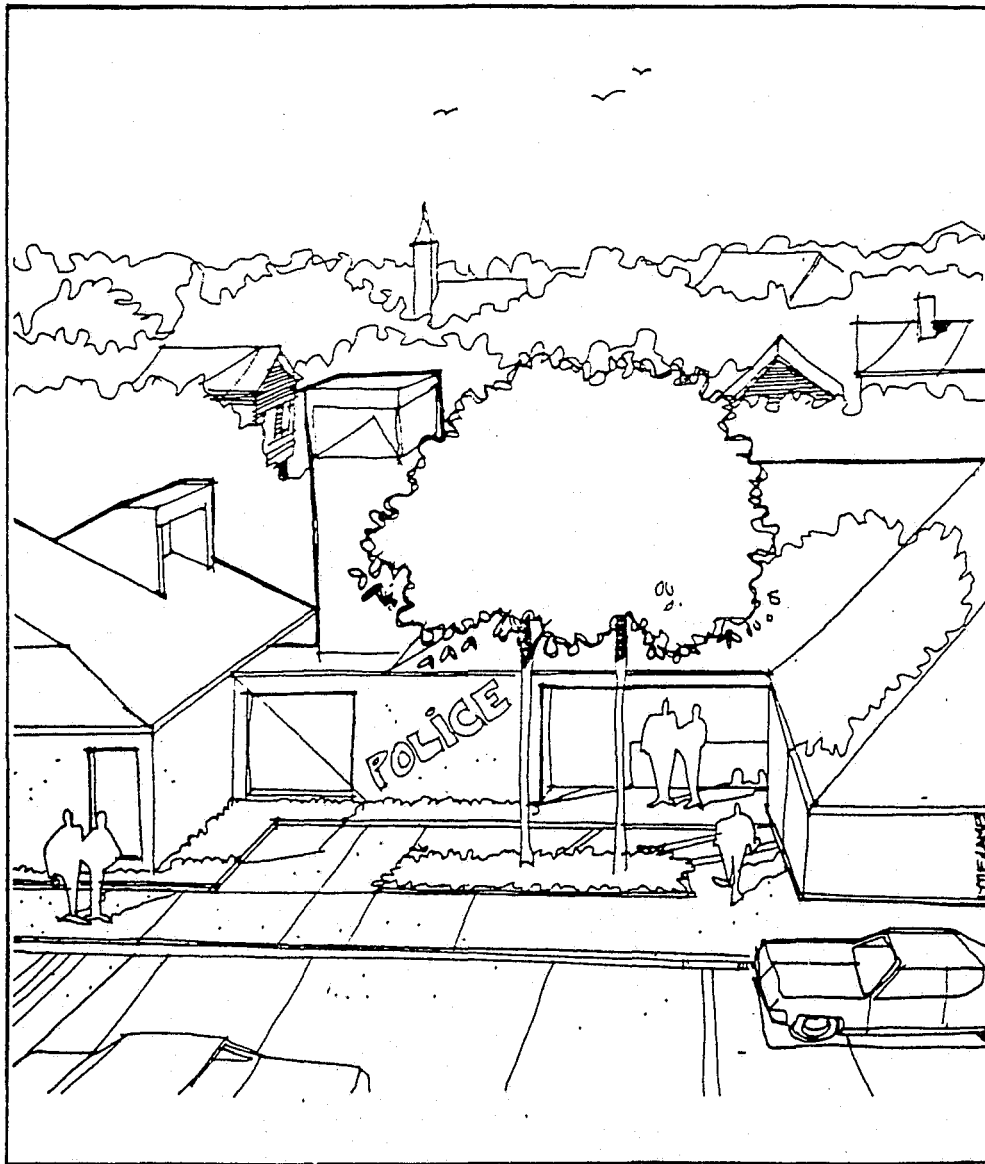
Some events were eliminated and others were added during the discussion. The NGT panel identified 24 "candidate" events in a final list (Appendix "F"). These were discussed further and the top five were selected for continued evaluation based on their likelihood of occurrence and their impact on law enforcement and the general issue. For purposes of discussion, a model called Cal City was created. The events selected follow:

1. ELECTION OF A PRO-LAW ENFORCEMENT GOVERNOR will enhance the emphasis placed on improving police departments' resources.
2. CONDEMNATION OF THE CAL CITY POLICE STATION is the decision to vacate the inadequate facility.
3. BANKRUPTCY OF CAL CITY is the legal declaration of insolvency by the municipality.
4. ATTACK AGAINST CAL CITY POLICE STATION is the breach of physical security and intrusion by an armed suspect.
5. DECISION TO BUILD A NEW CAL CITY POLICE STATION initiates the process of planning, design, and construction of the future facility.

The five events were the subject of further study by the group. The panel estimated the probability of each event occurring. A mean was calculated for:

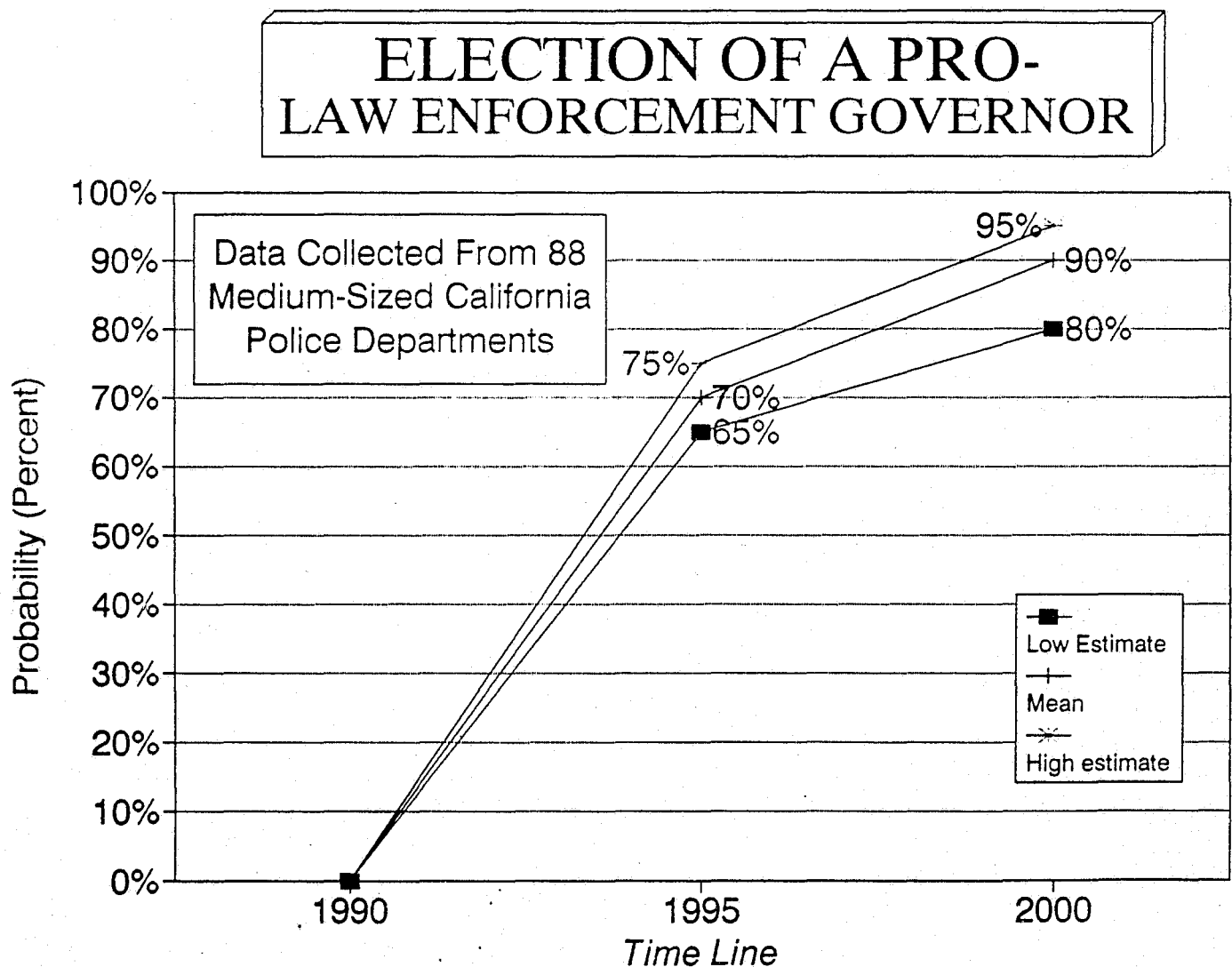
1. Interval probabilities (year that probability first exceeds zero).
2. Cumulative probabilities (five years from now and ten years from now).
3. Positive/negative impact on the general issue area if the event occurred.

The data generated, mean scores of the panel, are reflected as a summary on Table 2.2 (page 32). The data for the individual events are displayed in Figures 2.21 - 2.25.



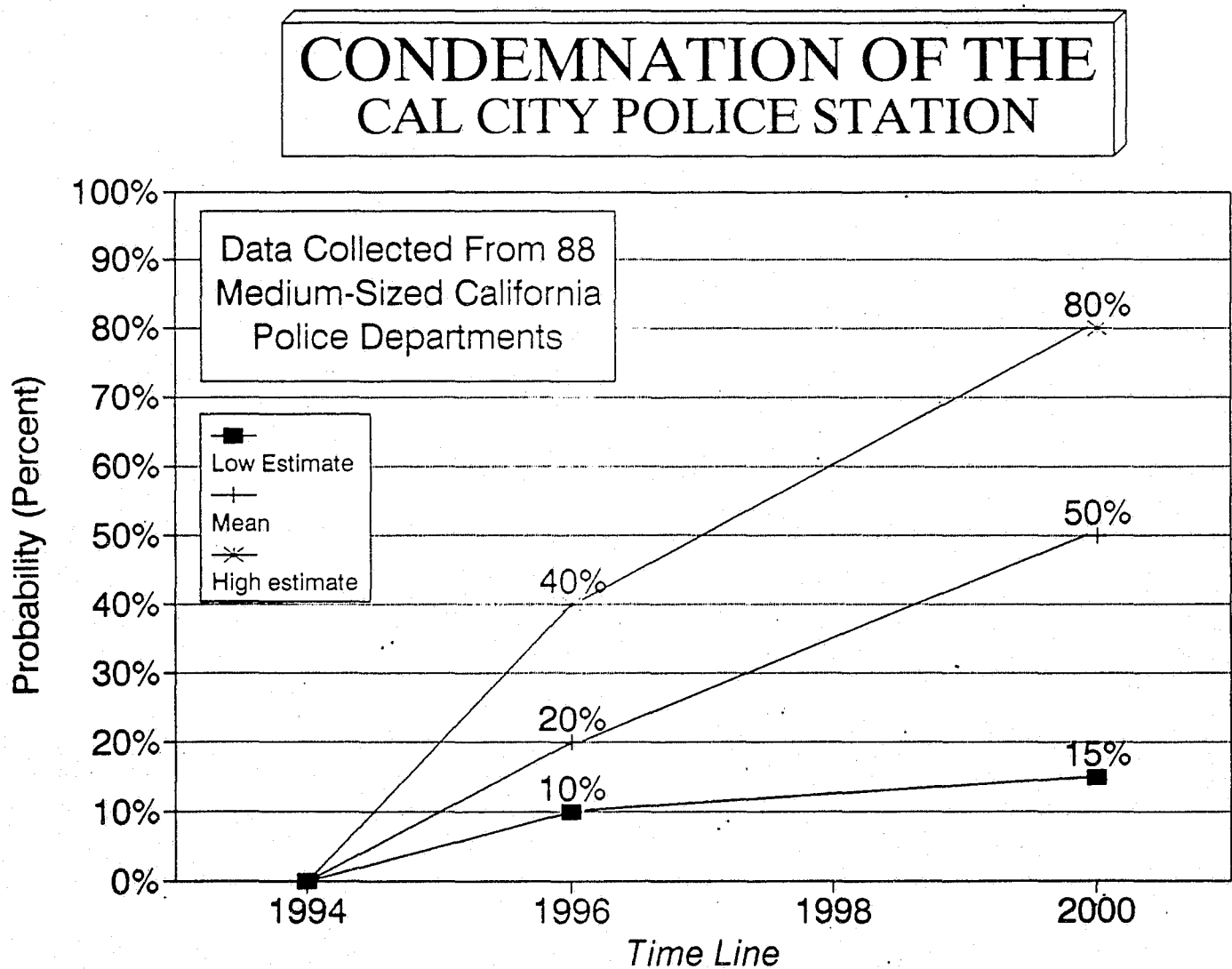
Event Statement #1 - Analysis: The panel concluded that the probability of electing a pro-law enforcement governor by the year 2000 is 90 percent. The 1990 general election is the first opportunity to elect a high visibility, pro-law enforcement governor who will place emphasis on improving police resources. This event would have a positive impact (10) and provide a "window of opportunity" to secure funding for new facilities. There would be no negative impact upon the general issue with the election of a pro-law enforcement governor.

FIGURE 2.21



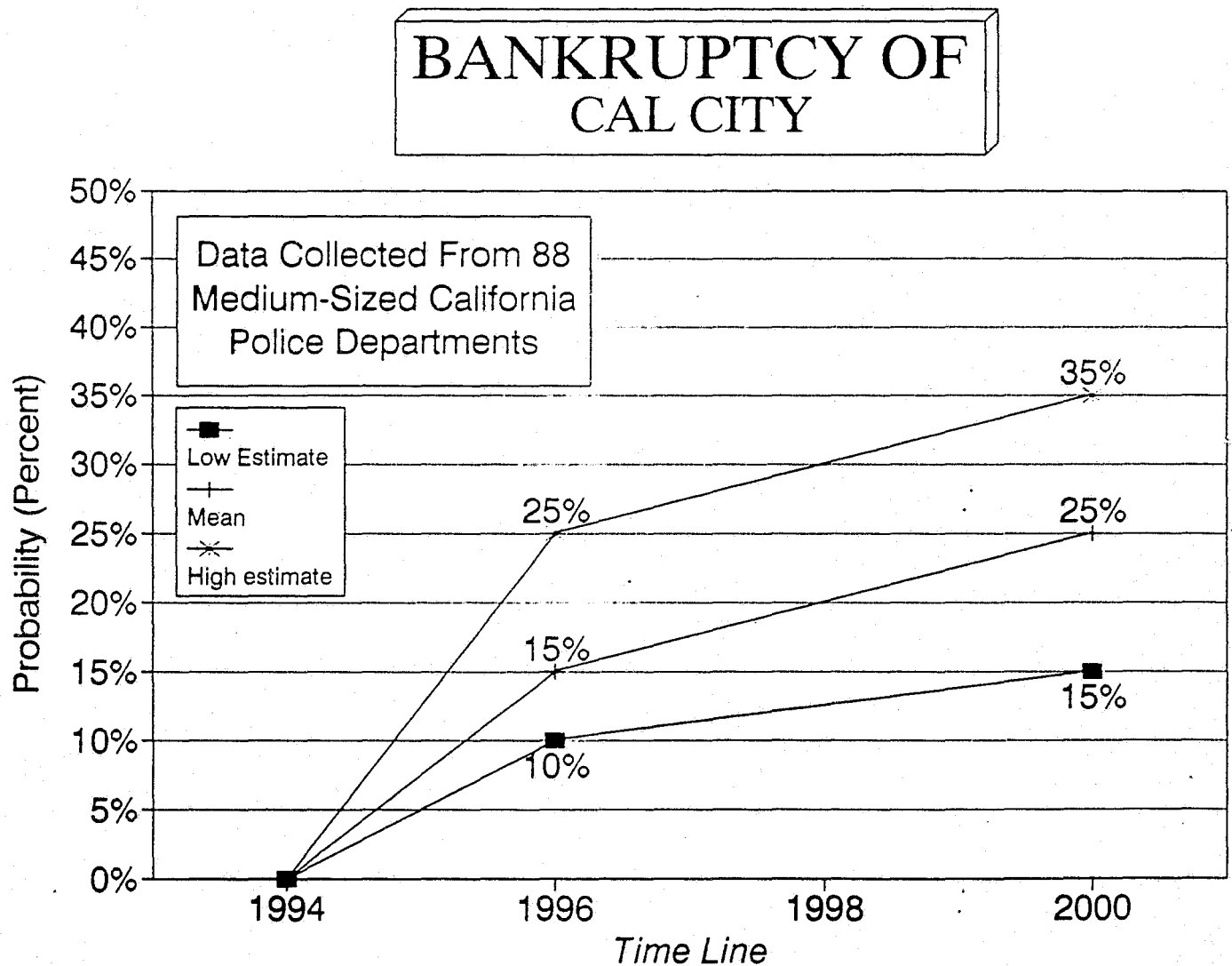
Event Statement #2 - Analysis: The group determined that the probability of condemning Cal City's police facility by the year 2000 is 50 percent. The event may occur as soon as 1994 and would result in the planning, design, and construction of a new building. Condemnation would have a positive impact (8) on the issue as it would provide an opportunity to build a state-of-the-art facility. At the same time, a negative impact (4) is caused by the temporary displacement of personnel and equipment.

FIGURE 2.22



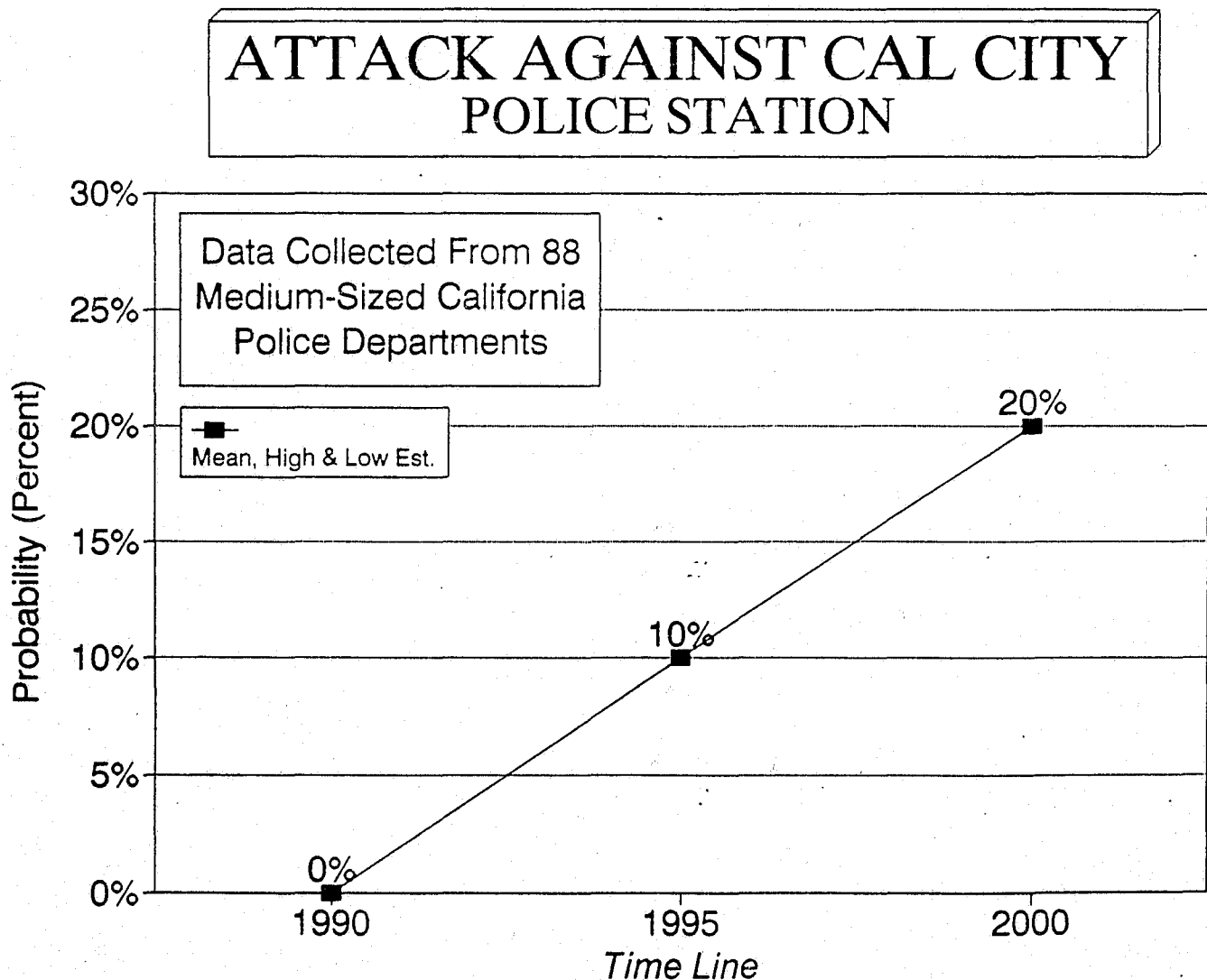
Event Statement #3 - Analysis: The panel used the Cal City model again for this event, determining the probability of municipal bankruptcy by the year 2000 as only 25 percent. However, the event could occur as soon as 1994. If the event occurred, it would delay, if not eliminate, the prospects for a new police station; the negative impact (8) on the issue would be severe. The event might even jeopardize the viability of the police agency itself. There would be no positive impact on the issue resulting from municipal bankruptcy.

FIGURE 2.23



Event Statement #4 - Analysis: An attack against the Cal City police station by an armed suspect may occur at any time. Attacks by armed intruders have been known to happen (e.g., Montclair Police Department; January 24, 1990), however, these events are isolated and infrequent. The panelists agreed that such an event has a 20 percent probability of occurrence at Cal City P.D. by the year 2000. If it were to occur, the event would cause administrators to consider modifying the police station and/or plan security features in a new building, to provide for the safety of persons inside the facility. Thus, there is a positive impact (10) on the general issue resulting from a heightened awareness and a negative impact (3) due to the potential for over-reaction causing a return to the fortress mentality.

FIGURE 2.24



Event Statement #5 - Analysis: The possibility of the Cal City City Council reaching a decision to build a new main police station was seen as soon as 1993. The group believes the event has only a 30 percent probability by 1995; however, the probability increases dramatically to 75 percent by the year 2000. The decision would initiate the process of planning, design, and construction of the future facility. Therefore, the event would have a strong positive impact (10) and no negative impact on the issue.

FIGURE 2.25

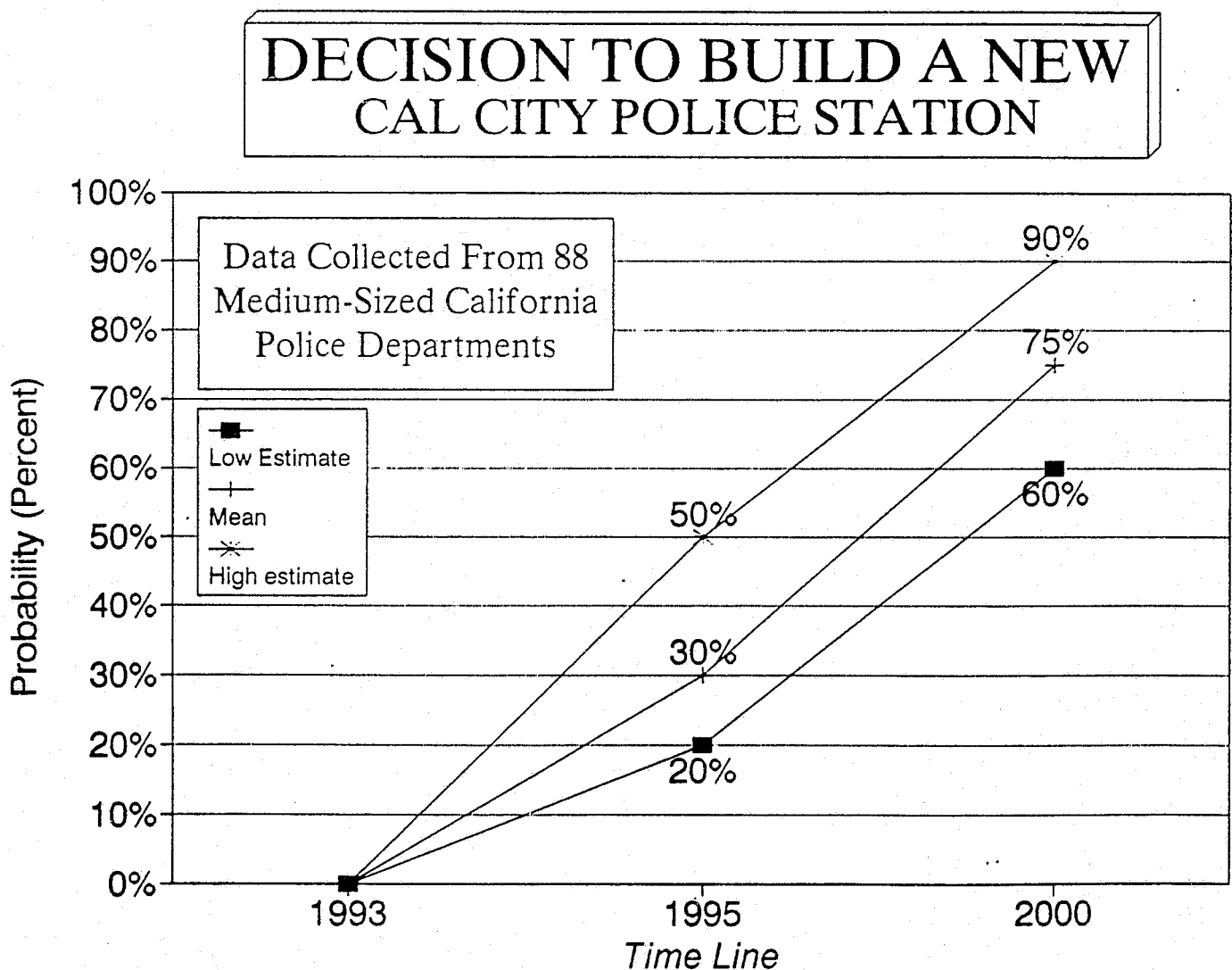


TABLE 2.2
Event Evaluation Summary

EVENT STATEMENT	PROBABILITY			Impact on the Issue Area If the Event Occurred	
	Year That Probability First Exceeds Zero	By the Year 1995	By the Year 2000	Positive (0-10)	Negative (0-10)
1. ELECTION OF A PRO-LAW ENFORCEMENT GOVERNOR	1990	70%	90%	10	0
2. CONDEMNATION OF THE CAL CITY POLICE STATION	1994	20%	50%	8	4
3. BANKRUPTCY OF CAL CITY	1994	15%	25%	0	8
4. ATTACK AGAINST CAL CITY POLICE STATION	1990	10%	20%	10	3
5. DECISION TO BUILD A NEW CAL CITY POLICE STATION	1993	30%	75%	10	0

2.3 Cross-Impact Analysis

A forecasting panel determined the interrelationships between the five trends and the five events. The purpose of the cross-impact analysis was to calculate how the events could affect each other and how they could affect the trends. The cross-impact analysis is helpful in the selection of events and trends for scenarios of the future.

A cross-impact matrix was used for the analysis. The data generated are reflected on Table 2.3 (page 34). The events and trends were plotted horizontally on the matrix. Events were also plotted vertically on the matrix. The panelists were asked to look at each event (with the probability forecast for the year 2000) and determine to what extent, if the event actually occurred, would the probability of the other events be affected. Further, a determination was made of the affects of events on each trend. Mean scores were used to prepare the ratings.

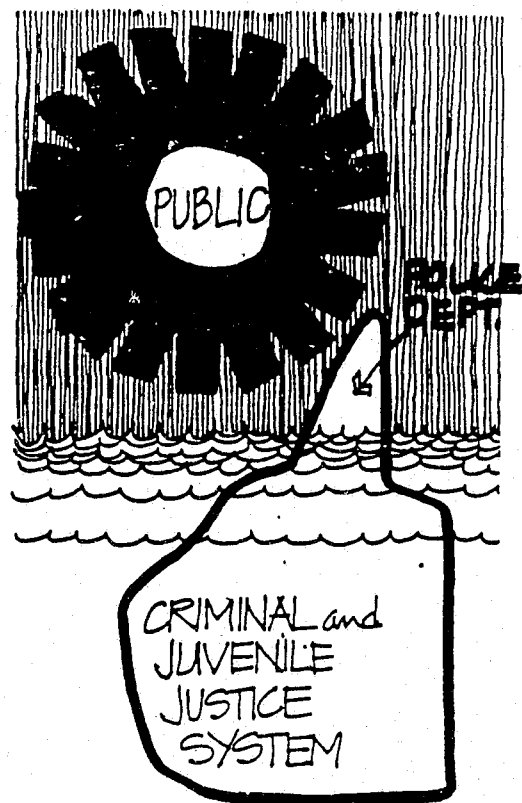


TABLE 2.3
Cross-Impact Evaluation Summary

Suppose that this event actually occurred.....

With this probability occurred.....

How would the trends shown below be affected if the events occurred?

How would the probability of the events shown below be affected?

		T R E N D S											
2000		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5		
E1	90%		Increase 20%	No Effect	No Effect	Increase 35%	Increase 20%	Increase 15%	Increase 30%	Increase 20%	Increase 50%	7	A
E2	50%	No Effect		Increase 5%	No Effect	Increase 90%	No Effect	Increase 20%	Increase 5%	No Effect	No Effect	4	C
E3	25%	No Effect	Decrease 50%		Increase 20%	Decrease 90%	Decrease 5%	Decrease 5%	Decrease 5%	No Effect	Increase 10%	7	T
E4	20%	No Effect	Increase 5%	No Effect		Increase 30%	Increase 5%	No Effect	No Effect	Decrease 10%	No Effect	4	R
E5	75%	No Effect	Increase 80%	No Effect	No Effect		Increase 5%	Increase 5%	Increase 10%	Increase 5%	Increase 5%	6	S
		0	4	1	1	4	4	4	4	3	3		
		R E A C T O R S											

Events

- E1 = Election of Pro-Law Enforcement Governor
- E2 = Condemnation of the Cal City Police Station
- E3 = Bankruptcy of Cal City
- E4 = Attack Against Cal City Police Station
- E5 = Decision to Build a New Cal City Police Station

Trends

- T1 = Use of New Technology by Local Law Enforcement
- T2 = Labor Force Considerations
- T3 = Community-Oriented Policing
- T4 = Public Access to Police Facilities
- T5 = Alternative Funding Sources for Local Law Enforcement

By analyzing the results of Table 2.3, it can be determined whether an event is an "actor" or "reactor". Actor events should be the primary targets of policy action. It can also be determined from this process whether an event has an impact, positive or negative, on other events and/or trends.

Actor events were determined by counting the number of "hits" (positive or negative impact) for each row in the matrix. The events which acted most on other events and trends were:

1. ELECTION OF A PRO-LAW ENFORCEMENT GOVERNOR (E1/seven hits):

This was rated as a positive event because it would result in the design and construction of modern, futuristic police facilities. This event acted positively on two of the other events (E2, E5) and on all five of the trends. The strongest impact was upon alternative funding sources for local law enforcement (T5). A highly visible pro-law enforcement governor will encourage creative financing of police facilities.

2. BANKRUPTCY OF CAL CITY (E3/seven hits): This is a negative event as it would delay, if not prohibit, the construction of a new police station, and affect two other issues (E2, E5). The event would have a chilling effect on municipal finance across the State, and, therefore, there would be an effect on other public building projects. With respect to police functions, there would be a negative impact on the use of technology (T1) labor force considerations (T2) and community-oriented policing (T3). In addition, the event would increase the chances of an attack against the Cal City police station (E4) due to the lack of funding for security measures. The only positive reaction to this event would be a slight increase (10%) of the trend towards alternative funding sources for local law enforcement (T5).

3. DECISION TO BUILD A NEW CAL CITY POLICE STATION (E5/six hits):

The decision to build a new Cal City police station increases the likelihood of condemning the old facility (E2) and has a positive influence on all five trends. A new, ultra-modern facility would showcase design features for new technologies (T1), labor force considerations (T2), and public access (T4). In addition, the new facility would be built for the department's future service philosophy (T3) and, perhaps, utilizing alternative funding sources (T5).

2.4 Scenarios

Three short scenarios are presented. Each scenario describes the potential impact of an envisioned future based in some measure on the possible ranges of events and trends of the study. The scenarios focus on Cal City, a community with a medium-sized police department.

Some preliminary information is required to set the stage for the scenarios. Dramatic demographic changes have occurred over the past twenty years in Cal City. The changes are due largely to rapidly rising real estate values. There have been a significant number of old single family homes razed in favor of modern high-rise multi-unit housing. The influx of buyers has made Cal City's residents a largely middle and upper-middle class cross-section of professional people. There is an emphasis on civic pride and involvement. Citizens expect a highly visible police department delivering a high level of service. The residents expect services that meld community involvement with crime prevention, criminal apprehension and other comprehensive programs of a full-service department.

Scenario #1: The Exploratory Scenario supposes that there are no intervening events or policies that will impact or change a future once it is on course. It is a "played out" or "surprise-free" scenario.

Sally Adams reported for work early this morning. She has been a Cal City Police Department employee for ten years, since 1990. Adams works in a police station that is forty-two years old and totally inadequate.

The department has far outgrown the original facility. Three mobile trailers, parked on the rear lot, are used for additional office space. The detective bureau was relocated ten years ago, across the street, in offices rented from the school district. Working in the facility has become increasingly difficult for Sally and her co-workers. The building has deteriorated in spite of band-aid attempts to expand and accommodate the steady increase of technology, personnel, and programs. Parking is at a premium. Locker rooms and rest facilities are minimal. Sally works in a cramped office. Equipment, added over time, does not fit well in the work spaces. Her desk is located next to a large plate glass window at the front of the station. She often thinks of the vulnerability the entire records section has to sniper or other attack from the outside. She likes her job, but physical conditions at the station are uncomfortable.

Sally is excited about a meeting later in the day that Chief Bolton asked her to attend. He has created an ad hoc committee to make recommendations for the features of a new police facility. Consultants from Peace Officer Standards and Training (POST) recently studied the police building and determined that the present facility actually reduced the department's efficiency by 45%.

The New Facility Ad Hoc Committee convened at 1:30. The discussion was chaired by Captain Rogers. Preliminary remarks made by Rogers informed them that the city

council had approved the expenditure of money for a new facility. Further, it would be the committee's job to make recommendations about the design and needs of the police facility.

Sally's goal was to convince the committee that their recommendations should include labor force considerations. She articulated some of her ideas, including:

- Child care facilities for employees on duty.
- Physical exercise rooms.
- Quarters for the temporary lodging of commuting employees who work consecutive days then go home on their days off.
- Entertainment rooms for employees to enjoy on their breaks.
- Space for civic and volunteer groups to meet, such as Law Enforcement Explorers and Seniors Against Crime (SAC).
- Enough workspace to adequately accommodate present and future needs of her job.

Other members of the committee expressed their ideas concerning security, technology, delivery of service, and public access issues. Captain Rogers realized that many meetings would be required before the committee secured a comprehensive list of recommendations.

After the meeting adjourned at 5:00, Sally went home excited about her input into the design of the new police station. She realized that the process would be difficult and time consuming, but the efforts would result in a state-of-the-art facility that she would be proud to work in.

Scenario #2: The Normative Scenario describes the "desired and attainable" or "feared but possible" future. This is a future that can be achieved by the establishment and implementation of policies that will impact the future.

On April 22, 2000, Chief Bolton walked through the Cal City Police Headquarters two hours before the Open House. He wanted to be sure that all was in order for the public debut of the newest law enforcement facility in the State.

As he conducted a final inspection, Bolton reflected on the process that resulted in the new headquarters for his department. The facility had not been built overnight. The new station was born out of a series of events and decisions.

The evolution started ten years ago with the election of Governor Barker. The Governor was a staunch supporter of law enforcement. His political agenda started with improving the resources of police departments, including the upgrading of facilities. As a result, the Governor's Task Force On Local Law Enforcement toured the old Cal City police station in 1997 and declared it unsuitable. In effect, the old building was condemned as a police facility. The Cal City City Council reacted by reaching an agreement with a group of capital investors to fund a new police headquarters.

Bolton, then a Captain, was selected as the Project Manager for the planning, design and construction of the new police station. Bolton utilized the services of the POST Law Enforcement Facility Design Center to assist in the needs assessment and selection of an architect.

The architect, Kevin Mosely, worked with a committee selected to participate in the design of the building. Bolton chaired the committee that consisted of representatives from the police department, city staff and the community. The design of the new police station reflects considerations for new law enforcement technology, security, a diverse work force and the department's service philosophy.

With the construction of a new headquarters, the department seized the opportunity to implement the total integration of information systems. A new records management system was installed that "talks" with the computer-aided dispatching system. The work conducted by the department is now virtually paperless. Other technologies employed include: interactive video systems for training delivery, in-house labs, a modern range, "expert" systems for handling unusual occurrences, robotics for replenishing office supplies, and fiber optics for property/evidence management.

The new facility has a highly sophisticated security system. The system, almost invisible to the uninformed, identifies the facial image of persons at key locations throughout the building. Only those with access granted are allowed into various portions of the building. In addition, there are two reception desks in the building that provide security checkpoints. The building does not look like the "Bastille" that many of the mid-1900's police stations resembled. However, it is the most secure of any such facility yet constructed.

The new station provides a myriad of features designed for the workforce: gym, sauna, comfort rooms, day care center, library, kitchen, and dormitory for commuters.

Before the blueprints were made, decisions about workspace were predicated on Cal City P.D.'s service philosophy of "community-oriented" policing. In addition to the headquarters building, the department operates three mini-stations, one at the shopping mall (store front office) and another in the middle of a residential zone called a Community Police Station (CPS). The third is a mobile station (MS) designed to move throughout the community for various operational reasons. As a consequence, the actual working space required at the headquarters building is less than it would be without the other facilities.

The new headquarters provides services that were not available to the public in the old building. There is a community room; the space is already booked almost every evening

for the next couple of months. In addition, off of the warm and pleasant lobby, there is a gift shop stocked with crime prevention items and police memorabilia. Various business offices, such as Animal Control, Crime Prevention, and Human Resources are open to access from the lobby.

As Chief Bolton completed his tour, he was swollen with pride by the Cal City Police Department and the new facility that is shared with the community.

Scenario #3: The Hypothetical Scenario is one that is written in such a way that the author consciously produces an alternative path of development (or outcome) by manipulating elements of the data base, but does so in an impartial "what if" spirit.

Nobody knows why he did it. The how is an expensive lesson learned.

Last week, on January 25, 2000, an apparently deranged gunman died in a barrage of laser fire at the Cal City Police Station after taking a secretary hostage, demanding to talk with the police chief and firing a handgun at a plainclothes sergeant. The gunman was identified as Mark Basquez, 27. He was a resident of Cal City, 35 miles south of Los Angeles.

Basquez was killed when six policepersons shot him with lasers just inside the front door of the station after he fired a shot from a .38-caliber revolver that missed the plainclothes officer.

The drama began when a police secretary arrived at work and was followed through a back door of the station by Basquez. He took the secretary hostage at gunpoint and accompanied her to the chief's office, which was vacant. He demanded that she phone the chief.

The secretary instead called the police dispatcher, who alerted other officers. Soon thereafter, Basquez stepped into a hallway, saw a plainclothes officer and fired a shot at him.

Basquez then walked through a door to the lobby and was cut down by officers when he raised his gun again.

The breach of station security by the gunman is an event that the Cal City police had complained would happen sooner or later. However, the city has not been able to afford security systems for the building, let alone a sorely needed new police station. The municipality was recently declared bankrupt. The bleak fiscal outlook of the city threatens the continued existence of public service, such as the local police department. The police station has been inadequate for ten years. Employees complaining about the conditions and the building has had a negative impact on the department's community-oriented policing philosophy.

The Cal City City Council meets tonight to discuss the city's future. One rumor is that the police department will be eliminated in favor of a contract with the sheriff for limited law enforcement services. If the police station is closed it will solve at least one problem--security.

2.5 Policy Considerations

Analysis of the Normative Scenario suggests the implementation of six policies to bring about the desired and attainable future:

1. The police station will be built congruent with the community served. The design will be appropriate for the service philosophy of the housed department.
2. The design process of a new police facility will employ the team approach. Members of the design team shall include representatives from the department, city staff and the community.
3. The police facility will be adaptable to change, designed to readily accept changes in the organizational structure of the department housed. Alternatives such as

flexible wall systems, phased construction, and construction of extra space shall be considered.

4. A Law Enforcement Design Center will be established by the State and managed by POST. Experts from various disciplines such as police management, behavioral science, business administration, engineering, and architecture shall be brought together to develop uniform standards for law enforcement facilities. Staff assistance shall be available to all law enforcement agencies.
5. New police facilities shall be equipped with "invisible" security systems. Electronic and audio/visual equipment, subtle in appearance, shall provide safety for police employees, equipment, and confidential information.
6. Facility project managers will have an orientation towards the future. In addition to other areas of expertise, project managers will be selected for their innovative and cooperative approach.

2.6 Chapter Review

This is a futures study. The study embraces trends, events and policies. The general issue is: "What will be the future of law enforcement facilities for medium-sized California police departments by the year 2000?" Four sub-issues are discussed:

1. What considerations will be given to new technologies with respect to future police facilities?
2. How will public expectations for service impact the future of police facilities?
3. What changes in the design of police facilities will be required due to labor force characteristics?

4. What security concerns will impact police buildings?

Data was developed and forecasts made. Three scenarios resulted. Policies were considered to achieve the desired and attainable future.

The desired and attainable future (Normative Scenario) will be used for the purposes of strategic planning that follows in the next part of the study.

STRATEGIC PLAN:
BUILDING FOR THE FUTURE

Chapter 3

STRATEGIC PLAN: BUILDING FOR THE FUTURE

This part of the study presents a strategic plan for the planning and design of a police facility for the future. The strategic plan is based on Scenario #2 in the previous chapter, wherein the outcome is both desired and attainable. The model, Cal City Police Department, is used as a case study for the strategic plan.

The following components are continued in this strategic plan:

1. Mission Statement
2. Situational Analysis
3. Alternative Strategies
4. Implementation Considerations

3.1 Mission Statement

A "mission statement" formalizes the broad purpose of an organization. The "macro" statement states the basic mission of the organization while the "micro" statement defines the mission of the organization in relation to the issue being addressed.

The MACRO-MISSION of the Cal City Police Department is:

To promote the safety in the community and a feeling of security among the citizens, primarily through the deterrence-prevention of crime and suppression of crime, and the apprehension of offenders; and to provide service in a fair, honest, prompt, and courteous manner to the satisfaction of the citizens.

The MICRO-MISSION relates to Cal City's police facilities:

To maximize the delivery of services to the community through the efficient use of police facilities while providing for the comfort and security of personnel.

3.2 Situational Analysis

In order to lay a foundation for determining an organization's strategy, its present situation must first be evaluated. The situational analysis flows from three evaluations. The environmental analysis and internal capability analysis employ a technique termed "WOTS-UP" to assess the Weaknesses, Opportunities, Threats, and Strengths and the Underlying Planning of Cal City P.D. relative to the issues of the study. The third evaluation, the stakeholder analysis, uses a method called Strategic Assumption Surfacing Technique (SAST) to identify individuals or groups related to the future of the Cal City police facility. A Situational Analysis Committee, consisting of ten police department employees, developed the data for the case study.

ENVIRONMENTAL ANALYSIS: The committee's overall analysis resulted in the following:

Threats. Cal City is situated in a large and densely populated metropolitan region. As a consequence, the high cost of housing is a challenge to personnel recruitment. Traffic congestion exacerbates the threat and delays the response times of employees living away from the immediate vicinity of the city.

As the density of Cal City increases, there is more of an opportunity for crimes to be committed, more traffic problems and, as a consequence, strain on police and government resources. The crime rate in Cal City increased by four percent during 1989.

The increased urban density has also driven land values up. It has become increasingly difficult for local governments such as Cal City to purchase land for capital

projects. A related threat is the cost of government in terms of financial resource availability. In recent years, government resources have been restricted by legal mandates such as Prop. 13 (Property Tax Initiative) and Prop. 4 (Spending Limits). Because police facilities are very expensive to build, the barriers of higher land values and reduced municipal revenues translate into living with older and less functional buildings.

Older facilities create a threat in and of themselves. As Cal City grows older, the municipality will experience maintenance problems relating to the aging infrastructure. As a result, there will be competing priorities for capital improvement projects.

There are also deterrents to new police building projects having to do with changes in the law. There has been a continuous focus on workplace health and safety. The state and federal governments have mandated minimum standards for public buildings, especially essential facilities such as police stations. Related to the threat of government regulations are the challenges posed by the ACLU and other special interest groups applying pressure which result in higher minimum standards driving up the cost for police facility features such as lock-ups.

Opportunities. Existing facilities, as a function of their aging, require replacement. The need to replace an obsolete building creates opportunity to build new, modern facilities and take advantage of planning for the future. Likewise, court mandates and legislation requiring repair or replacement of existing police stations present opportunity for improving facility effectiveness.

Given the chance to build new facilities, the growth and reduced cost of high technology has improved the opportunity to build-in future capabilities. New police facilities can be built with the future in mind, designed to readily accept future hardware and changes in the organizational structure.

Each jurisdiction may have a unique set of opportunities concerning police facilities. With respect to the model, Cal City, the residents appreciate the need for a new police facility. A survey, conducted last year, revealed that the citizens would support capital improvements--specifically, a new library, fire station and police headquarters. The city appointed a capital improvements committee; its members recently toured the police facility. Community members support the police. There is a good relationship between the department and the City Manager. The city is in sound financial condition with money set aside for capital improvements.

INTERNAL CAPABILITY: Two forms were used to rate the capability of the case study agency. The results demonstrate the importance of ascertaining not only the need for change, Table 3.21 (page 52), but the overall capability of the department for change, Table 3.22 (page 53). The percentages represent the overall responses of the Situational Analysis Committee members. The following discussion reflects the findings:

Strengths. The Cal City Police Department has a well-educated and experienced administrative/management staff. The staff has the desire and capability to have a positive influence on the design of a new police facility. The staff has a good understanding of what the community wants and needs. The service philosophy is expressed as expectations to the line personnel. Of course, an integral part of the service philosophy is to provide a police facility that is presentable to the public.

Largely due to the high level of service provided, the department enjoys a good relationship and has the support of the city manager, city council, and the community. The police department will be able to work with various interest groups within the city to plan and build a police facility that provides for both organizational and community needs.

The city manager demands close fiscal control and accountability of all department heads, including the police chief. Cal City is in good financial condition. Given approval

for a new police facility, the project would engage exhaustive needs assessment and planning.

For a medium-sized police department, the agency is well equipped and its personnel highly trained. New technology would be readily accepted and used by a skillful workforce.

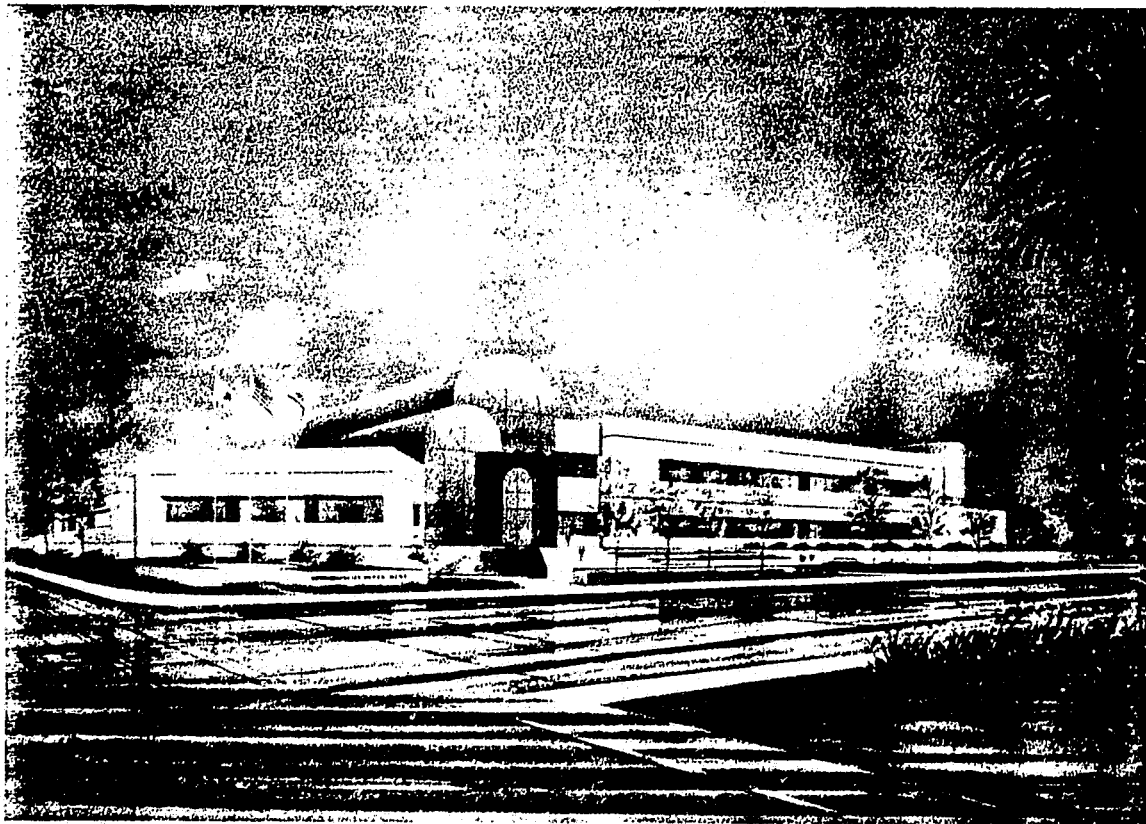
The department's personnel reflect a mix of sworn and non-sworn, male and female employees. There is a feeling of family among the workers. They work very close with each other, literally and figuratively speaking. A new station would build morale, improve efficiency, and increase productivity.

An important strength lies in the fact that the executive, managers, and supervisors are open and eager for change. Leaders in the organization would facilitate the changes required in the transition from the old building to a new facility.

Weaknesses. Cal City has a police facility that is thirty years old. It is open to the public 24 hours a day and supports a full-service law enforcement operation. There are a number of deficiencies in the building. The building is not large enough to house all of the work units. The investigations function is located off-site. The distance between the detective bureau and the balance of the department detracts from organizational efficiency. The age, size, and lack of the building's flexibility to organizational change restricts the type of new technologies that the department can employ. The facility has a sterile, utilitarian appearance. There is no receptionist station. Parking is insufficient for the public and there is no area designated for employee parking. Facility security is almost non-existent. The employee "lounge" doubles as a report writing room and library, not adequate for any of these functions. Employees often eat lunch at their work stations, within view of the public.

In addition to the image problem created by the building, it affects the attitudes of the employees. Many of the employees working in the station do not appear professional in their attire. The telephone answering demeanor of many employees could be improved.

There are few rewards or incentives for change. In relation to change, the department's organizational competence is average. Staff may be inclined to think about a new police station in traditional terms rather than with a futures orientation. Line personnel appear to be somewhat change adverse and, therefore, may have difficulty in envisioning their role in designing a "futuristic" police facility.



Police Administrative Building

TABLE 3.21

Capablity Analysis - Rating One

CAL CITY POLICE DEPARTMENT - STRATEGIC NEED AREA

Each item is rated with respect to the following criteria:

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

Category:	I	II	III	IV	V
Manpower		20%	60%	20%	
Technology		10%	70%	20%	
Equipment		80%	20%		
Facility				10%	90%
Money		20%	80%		
Calls for Service			60%	40%	
Management Skills	20%	80%			
Police Officer Skills	40%	60%			
Supervisory Skills	10%	20%	70%		
Training	10%	80%	10%		
Attitudes		20%	60%	20%	
Image			80%	20%	
Council Support	40%	30%	30%		
City Manager Support	40%	20%	40%		
Community Support	10%	70%	20%		
Management Flexibility		80%		20%	
Sworn/Non-Sworn Ratio		80%	20%		
Turnover	10%	90%			
Sick Leave Rates			50%	40%	10%
Morale		10%	60%	30%	

TABLE 3.22

Capability Analysis - Rating Two

CAL CITY POLICE DEPARTMENT - STRATEGIC NEED AREA

Each item is rated with respect to the following criteria:

I	Custodial	Rejects Change
II	Production	Adapts to Minor Changes
III	Marketing	Seeks Familiar Change
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

Category:	I	II	III	IV	V
TOP MANAGERS:					
Mentality Personality				80%	20%
Skills/Talents				40%	60%
Knowledge/Education			20%	60%	20%
ORGANIZATIONAL CLIMATE:					
Culture/Norms	20%		60%	20%	
Rewards/Incentives		20%	20%	60%	
Power Structure		20%	20%	60%	
ORGANIZATION COMPETENCE:					
Structure	20%	40%	20%	20%	
Resources		20%	40%	40%	
Middle Management		20%	20%	40%	20%
Line Personnel	20%	40%	40%		

STAKEHOLDERS: A list of stakeholders relating to the strategic issue was developed and analyzed by the Situational Analysis Committee. Stakeholders are those individuals, or groups of individuals, who might be affected by or who might attempt to influence the issue or law enforcement's approach to the issue. Within the list are "snaildarters." Snaildarters are initially unanticipated stakeholders who must be taken into consideration because they can radically impact the implementation of a program. The following are the results of the analysis:

STAKEHOLDERS

- City Manager
- City Council
- Police Officers
- Non-Sworn Employees
- Police Chief
- Citizens of the Community
- Tourists
- Banks
- Courts
- Attorneys
- American Civil Liberties Union
- Architects
- Real Estate Developers
- Reserve Police Officers
- Construction Industry
- Utilities
- POST
- Technology Vendors
- State Board of Corrections
- Interior Designers
- City Engineer
- Chamber of Commerce
- School District
- Police Officers' Association
- Grand Jury
- Media
- Business Community
- Other Police Departments
- Crime Victims
- Civilian Volunteers
- Insurance Companies
- Building Materials Vendors
- Office Furniture Suppliers
- City Planning Commission
- Department of Justice
- Other City Departments

After discussion, the Situational Analysis Committee identified the most important stakeholders. They are presented as follows:

1. City Manager

- A. Will support plans for a new building if funding sources are available.
- B. Will be concerned that the project stay within budget.

- C. Will test support for the project with the City Council and the community before making a commitment.
- D. Will want to make sure that the plans for a new facility are congruent with the needs of the department and the community.
- E. Will act as a middle-man between the police administration and the City Council.

2. City Council

- A. Will test support for a new police facility project with constituents.
- B. Will support a new police building if managed within the budget.
- C. Will take credit for a successful project.
- D. Will want to participate in the architectural design of a new police facility.
- E. Will be concerned that the new building not become a platform for the Chief to exert influence in the community.

3. Police Officers

- A. Will vigorously support a new facility if convinced that it will meet their needs.
- B. Will want space provided for the labor force, such as a gym.
- C. Will want to participate in the design/planning process.
- D. Will support a new facility if the cost does not negatively impact future negotiated contracts (ie salary/benefits).

4. Non-Sworn Employees

- A. Will strongly support a new facility if convinced that it will meet their needs.
- B. Will want space provided for the labor force, such as a lunch room with kitchen.
- C. Will want to participate in the design/planning process.

- D. Will support a new facility if the cost does not negatively impact future negotiated contracts (ie salary/benefits).
- 5. Police Chief
 - A. Will vigorously support a new police building if the City Manager approves of the project.
 - B. Will want to be involved in the entire process, from initial discussions to final construction.
 - C. Will be forward-looking with respect to future needs of the department.
 - D. Will want to insure the project meets the needs of the department and the community.
- 6. Citizens of the Community
 - A. Will support a new police headquarters if there are no additional taxes assessed to them.
 - B. May encourage the City Council to support the plans of the police administration.
- 7. State Board of Corrections
 - A. Will influence the design concepts of a new police facility concerning detention and confinement features.
 - B. Will not be concerned with local funding issues.
 - C. Will influence department policies with respect to use of detention facilities.
- 8. Architects
 - A. Will support a new police facility and will help sell it to others.
 - B. Will represent the department's interests in future needs issues.

9. City Engineer

- A. Will take an active role in the early planning and feasibility study for a new police facility if directed to do so by the City Manager.
- B. Will be committed to the project depending upon the level of priority set by the City Manager.

10. Chamber of Commerce

- A. Will be in favor of a new facility if it will improve the image and security of the community.
- B. Will be concerned that the costs for the project do not require higher business license fees, tax assessments, or sales tax.
- C. May prefer selection of a local architect, contractors, and materials suppliers for the project.

11. Police Officers' Association

- A. Will be concerned about adequate building security.
- B. Will be concerned about providing features for employee needs; for example, ample locker rooms.
- C. Will be concerned about the safety and comfort features of the building.
- D. Will help sell it to others if the building is designed to support the labor force.
- E. Will support a new facility if the cost does not negatively impact future negotiated contracts (ie salary/benefits).

12. Other City Departments

- A. Will be concerned that a police facility project will restrict the amount of money available to other capital improvements.

- B. May desire to share space in the police building; for example, a conference room.

13. City Planning Commission

- A. Will recommend approval of a new police facility if the structure's size, design, and architecture fits the community.
- B. May help sell the project if convinced that a new police building is of a higher priority than other capital improvements needed in the city.

The snaildarter associated with the issue appears to be other city departments. Other departments have an interest in the pool of money available for municipal capital projects. If the cost of a new police building were to threaten construction of another department's project, political influence could result in impacting the program. In addition, various departments have an inspection interest in a police facility project; for example, the fire department for safety code regulations, the public works department for building code requirements, and the finance department for project funding.

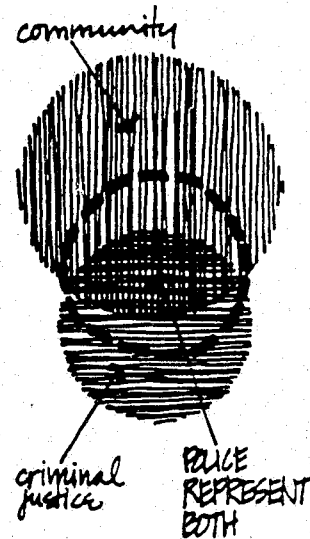
Figure 3.2 (page 60) displays the Strategic Assumption Surfacing Technique (SAST) used to plot, or examine, each stakeholder in relationship to the issue. Assumptions about the stakeholders are plotted according to two criteria. The first criterion is the stakeholder's importance to the issue. The second criterion is the degree of certainty or uncertainty about the assumption.

The SAST points out the relevant importance of stakeholders to the issue and how much effort must be directed towards each. The most important stakeholders having the most certainty in their respective assumptions are the city manager, the city council and the police chief. They play key roles in both the strategic and transition plans. Police

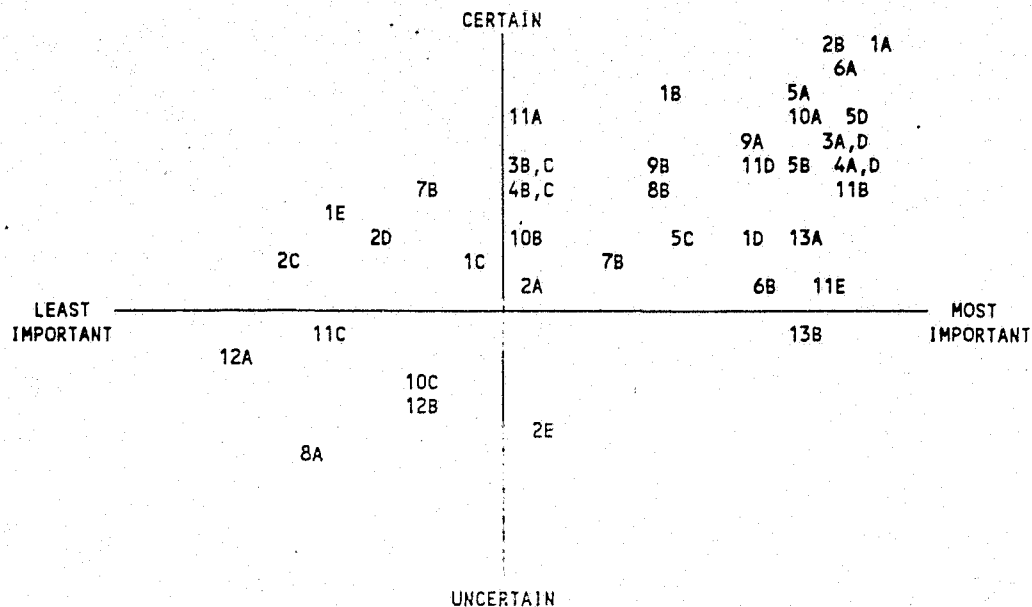
officers and non-sworn police department personnel also play key roles; however, their roles are less certain.

There are two assumptions that are both important and uncertain. The first (2E) indicates that the City Council will be concerned that the Chief may use the new building as a platform to exert influence in the community. This assumption is based upon the reality that the political environment of any community can change rapidly. "Players" in that environment frequently change. Chiefs of Police have significant local power and some believe that they are political by nature. This assumption is important to consider because it could have a negative impact on the project. The assumption is uncertain because it depends on the personalities involved. The second assumption in the important/uncertain quadrant (13B) indicates that the City Planning Commission may help sell the police facility project if the members believe it is a higher priority than other capital projects. This is another assumption that is dependent on the "political winds" of the community.

All of the key stakeholders must be emphasized and concentrated in the strategic plan because of their strategic importance. Strategies must be developed to ensure support and cooperation of key stakeholders.



Stakeholder Evaluation



STAKEHOLDERS AND THEIR ASSUMPTIONS

1. CITY MANAGER
 - A. Support if funding available
 - B. Concerned stay within budget
 - C. Test support for project
 - D. Make sure project meets needs
 - E. Middle man between PD & Council
2. CITY COUNCIL
 - A. Test support for project
 - B. Support if fiscally managed
 - C. Take credit for successful project
 - D. Desire to participate in design
 - E. Concerned about Chief's influence
3. POLICE OFFICERS
 - A. Support if meets needs
 - B. Want space for labor
 - C. Desire to participate in design
 - D. Support if no negative impact on MOU
4. NON-SWORN PERSONNEL
 - A. Support if meets needs
 - B. Want space for labor
 - C. Desire to participate in design
 - D. Support if no negative impact on MOU
5. POLICE CHIEF
 - A. Support if City Manager approves
 - B. Desire involvement
 - C. Forward-looking
 - D. Insure project meets needs
6. CITIZENS OF THE COMMUNITY
 - A. Support if no new taxes required
 - B. May encourage Council support
7. STATE BOARD OF CORRECTIONS
 - A. Will influence jail design
 - B. Not concerned with local funding
8. ARCHITECTS
 - A. Support and help sell project
 - B. Represent the department
9. CITY ENGINEER
 - A. Take active role in the process
 - B. Committed if priority to City Mgr.
10. CHAMBER OF COMMERCE
 - A. Support if improve image and security of the community.
 - B. Concerned costs will increase fees, taxes
 - C. Prefer local architect, builder
11. PEACE OFFICERS' ASSOCIATION
 - A. Concerned for adequate security
 - B. Want features for employees
 - C. Concerned about building safety
 - D. Help sell if designed for labor force
 - E. Support if no negative impact on MOU
12. OTHER DEPARTMENTS
 - A. Concerned about cost impact
 - B. May desire to share facilities
13. CITY PLANNING COMMISSION
 - A. Will recommend approval if building size, design and architecture suitable
 - B. May help sell if high priority project

3.3 Alternative Strategies

The policy delphi is a process designed to examine policy issues. Six police managers (Appendix "G") familiar with the study used a "Modified Policy Delphi" process to generate, examine, and select strategic policy alternatives designed to address the issue.

The group discussion developed seven policy alternatives. The alternatives, or strategies, were rated for further consideration by their level of desirability and feasibility.

POLICY ALTERNATIVES:

1. Police Facility Administration. A Police Facility Administration will be formed by the State of California. Law enforcement agencies will make application to the Administration for facilities. The Administration will provide assistance to local jurisdictions that need new police facilities.
2. Civic Center Facilities. Medium-sized police facilities will be designed and built in conjunction with civic center joint use buildings. The civic center buildings will have space dedicated for various city departments supported by a blend of revenue generating services and public access rental space. There will be common roofs and adjacent walls with a secure police facility included within the civic center complex.
3. Multi-Department Shared Use Facilities. Regional law enforcement complexes will be built to house two or more neighboring, yet independent, police departments. Small sub-stations in the communities served will supplement the headquarters facilities. Certain support services (such as, records, jail, and labs) will be regionalized and housed at the headquarters sites. Costs will be shared by the jurisdictions served. Decisions about each facility will be made by governing boards consisting of representatives from each department involved.

4. Public/Private Partnerships. Parkland will be identified for new law enforcement facility sites. Cities will offer the land to private investors for the construction of facilities and favorable leasing terms. Facilities will be built to individual department specifications. Old police facility sites would be retained by the owner cities and used as new parkland or other civic use.
5. State Facilities. The State will acquire land, design, construct and own facilities used by local law enforcement agencies. The local jurisdictions will be required to maintain the buildings. This proposal is advanced since the State already dictates many of the minimum requirements for a police building, such as standards for jail facilities.
6. Local Design Teams. Groups of community representatives and police professionals will be established to identify concerns and controversies, and they will reach consensus about the design of new police facilities. Basic needs will be distilled and incorporated into the designs. The groups of citizen members will evolve into support groups to negotiate funding.
7. Citizens' Advisory/Initiative Review Groups. Each city department, including the police, will submit an annual list of capital improvement needs to appointed citizen review groups, one in each jurisdiction. The citizens review groups will prioritize the needs based upon a jurisdiction-wide needs assessment and then place the most important on the local ballots for voter approval and bond funding.

POLICY EVALUATION: To address the main issue, "What will be the future of law enforcement facilities for medium-sized California police departments by the year 2000?", and to ensure a well-managed objective-oriented guide to the future, three mutually exclusive alternatives are presented. With the use of a rating sheet assessing the "feasibility" and the "desirability" of each alternative, the group selected two alternatives with the highest cumulative scores for discussion. Also selected for discussion was the alternative with the greatest polarization or diversification of opinion. The three alternatives, their "pro" and "con" arguments, and stakeholder perceptions are presented as follows:

Strategy - Police Facility Administration (PFA). A Police Facility Administration will be formed by the State of California. Each law enforcement agency participating in POST accreditation and achieving an acceptable level of performance may make application to the PFA for needed facilities. The PFA will apply a facility formula to the applicant which considers a needs assessment of personnel, growth, population, and matching funds equation. The PFA will provide bond funding, architects, and construction experts that address legal requirements, environmental issues, and community/organizational needs. The local jurisdictions will have the option of building additional features into their buildings beyond the basic design concept provided by the Administration. However, the entire cost for additional features will be borne by the the local jurisdiction. Research, design, implementation, and evaluation of facilities will be conducted under the guidelines of the Administration. The advantages/disadvantages and stakeholder perceptions of a state Police Facility Administration follows:

- Pro: Larger funding source, greater financial resource base.
- Pro: Benefit from statewide research and development resources.
- Pro: New buildings available to greater number of agencies.
- Pro: Enhanced benefits and utilization of technology.
- Pro: Reduced time from concept to reality.
- Pro: Could enhance a local building design that is limited by resources not otherwise available.
- Pro: Eliminates a portion of special interests, minimizes stakeholder conflict.
- Pro: Could be funded by penalty assessments and/or asset seizures.
- Pro: Flexibility for local enhancements.

- Con: State budgetary constraints.
- Con: Loss of local control.
- Con: Tied to state politics and bureaucracy.
- Con: Timing based upon application.
- Con: Matching fund requirement.
- Con: Local agency must meet state requirements.

Stakeholder Perceptions: The strategy may be attractive to decision makers such as the city council, city manager, and police chief particularly with respect to the funding and technical assistance provided by the State. On the other hand, the same stakeholders may be cautious of state constraints and loss of local control. Other city departments may exhibit jealousy; however, they will support the strategy because it may release local funds for their purposes that would otherwise be committed to a police facility project. Citizens may feel left out of the process and be opposed to paying for police facilities not in their

community if funds are expended from general revenues. Likewise, department employees may be concerned about the lack of input into the design process.

Strategy - Local Design Teams. Each community will have a group of local representatives and police professionals to identify concerns, iron out controversies, and reach consensus about the design of new police facilities. Basic needs will be distilled and incorporated into the design for each independent and unique police facility. Citizen members of the groups will then provide political support for the funding of their respective projects. The local control and building by building approach is a more traditional strategy for construction of new police facilities. The advantages/disadvantages of local design teams follows:

Pro: Absolute local control.

Pro: Investment through involvement (ownership in the project).

Pro: Funding advocates.

Pro: Allows design input from every user.

Pro: Greater design flexibility.

Con: Time consuming process.

Con: Police facility will be considered along with other city projects.

Con: Direct expense for the local jurisdiction.

Con: Lack of support to research and development resources.

Con: Needs strong leadership.

Con: Influenced by special interest groups.

Stakeholder Perceptions: The city council would support the strategy because it allows direct local control. The city manager would support the strategy because it allows consideration for all city projects. Department employees will like the strategy because it provides them input into the design process. However, there may be in-fighting for various design features. The decision makers may be troubled about funding constraints. Any group of stakeholders could feel left out of the design process unless the teams' membership were carefully selected.

Strategy - Multi-Department Shared Use Facilities. This strategy was the one that received the most polarized response from the members of the Modified Policy Delphi group. Regional law enforcement complexes will be built to house two or more neighboring, yet independent, police departments. Small sub-stations in the communities served will supplement the headquarters facilities. Certain support services (such as, records, jail, and labs) will be regionalized and housed at the headquarters sites. Costs will be shared by the jurisdictions served. Decisions about each facility will be made by governing boards consisting of representatives from each department involved. The advantages/disadvantages and stakeholder perceptions of multi-department shared use facilities follows:

Pro: Cost effective.

Pro: Supports regionalization.

Pro: Reduces the number of support personnel.

Pro: May reduce personnel problems.

Con: May create inter-agency rivalry.

Con: May increase personnel problems.

Con: Loss of some local control.

Con: Logistics problems created.

Con: Creates a need for sub-stations.

Con: Lack of need fulfillment for the individual departments.

Con: Political considerations associated with regionalization.

Con: Future political decisions pose severe threats, particularly with respect to withdrawal from the arrangement by one or more department(s).

Con: Farther drive for most employees to headquarters. Farther drive for on duty field personnel to/from areas of assignment.

Con: Need for comparable employee contracts for similar employee groups.

Stakeholder Perceptions: The host jurisdiction would enjoy the site, the other agencies involved would be at a disadvantage with respect to distance from clients served, and distance employees may have to travel. The chief(s) from participating agencies may feel a need to spend time in two offices, one in their city and one at the headquarters building causing political parochialism. Stakeholders may perceive a loss of local control. On the other hand, decision makers would be interested in the cost sharing aspects of the strategy.

RECOMMENDED STRATEGY: Following an evaluation of the three alternatives in terms of the impact on the future of police facilities, the Police Facility Administration strategy was selected as the recommended strategy. The concept blends the resources of a statewide support agency with the needs of individual police departments and the respective communities served. The State would provide funding for research and

development resources that many local jurisdictions may not be able to afford. Clearly, professional law enforcement officials would have to be highly involved in the Police Facility Administration, from concept and implementation to the on-going operation. The PFA would be a component of the Peace Officer Standards and Training Commission (POST).

3.4 Implementation Considerations

Recommending a strategy is one thing, successful implementation of the plan is another. There are five major considerations for implementation of the Police Facility Administration strategy: 1) lobbying efforts, 2) funding efforts, 3) structure, 4) authority, and 5) governance.

LOBBYING EFFORTS: The implementation of a Police Facility Administration needs strong political support. Since the PFA will be a statewide organization, political support is needed at the local, regional, and state levels. Support from professional law enforcement associations such as California Chiefs of Police Association, California Peace Officers' Association (CPOA), California Sheriffs' Association, and the League of California Cities will be critical. The lobbying efforts of these groups will be essential to cause legislative action creating the PFA.

In addition, this concept needs the support of government agencies such as the Office of Emergency Services (OES), Board of Corrections, Occupational Safety and Health Administration (Cal OSHA), and Peace Officer Standards and Training (POST). Each of these agencies would share an interest in the concept: OES for emergency preparedness, Board of Corrections for jails and lock-ups, Cal OSHA for work place safety, and POST for law enforcement implications in general.

FUNDING EFFORTS: Funding efforts are necessary to create a viable Police Facility Administration. Financing the operation of the Administration is perhaps the most

important factor in the strategy. A combination of general fund and special assessments could support the operation of the organization. Fines and forfeitures and asset seizure monies could be considered as funding sources. In addition, special assessments, such as building permit surcharges, could finance the PFA.

The financing of individual police facility projects poses additional challenges. The strategy provides for bond funding to assist in the construction of police stations. The details of financing arrangements could be very difficult to negotiate with the various stakeholders. If state funds are spent, or otherwise tied up for local use, this could be a huge obstacle for implementation of the plan. How locals will view state control of a local bond issue raise additional considerations.

STRUCTURE: The structure of the Police Facility Administration will be a significant implementation consideration. Emphasis on three requirements is important:

1. Avoidance of bureaucratic delays that hamper the delivery of service to police departments and their respective jurisdictions.
2. Broad representation from multiple disciplines including law enforcement, architecture, structural engineering, interior design, technology systems engineering, real estate, landscaping, and civil engineering.
3. Inclusion of local design teams to assure meeting local needs.

AUTHORITY: Authority of the Police Facility Administration is another important implementation consideration. The concept requires that the PFA provide assistance to requesting local authorities concerning police facilities. Each law enforcement agency participating in POST accreditation and achieving an acceptable level of performance may make application to the PFA for needed facilities. The application criteria will need to be defined. Who and how concerning "acceptable level of performance" and how performance

relates to eligibility for assistance are questions that must be addressed before the strategy can be implemented.

GOVERNANCE: Governance is the last critical implementation consideration. The concept places the Police Facility Administration under the control of POST. To reduce bureaucratic delays, provide political insulation and create a system of checks and balances, the Director of the PFA should report directly to the POST Commission. This arrangement would provide support for the PFA which will be especially important during the initial stages of organization.

As indicated by the discussion concerning lobbying efforts, funding efforts, structure, authority, and governance, the creation of a Police Facility Administration will face a tough implementation process. Legislation will be required to give POST the authority to establish the PFA since the current law, Penal Code Section 13510 (Adoption of minimum standards for recruitment and training) and Penal Code Section 13513 (Counseling service to local jurisdictions), does not extend to the PFA concept.

3.5 Chapter Review

The development of a strategic plan provides a means of bringing into reality the desired and attainable future. The strategic plan is developed through a situational analysis which reviews the opportunities and threats present in the environment as well as the strengths and weaknesses of a specific case study (Cal City Police Department). The identification of persons or groups who have a vested interest in the issue, and their perceptions regarding the issue assist in the development of alternative strategies. In this case, thirty-six stakeholders were identified. Thirteen of the stakeholders, including one snaildarter, were determined to be the most important to the issue. These stakeholders were examined in relationship to the issue.

Seven policy alternatives were generated, then rated by their level of desirability and feasibility. Three of the strategies were examined in depth with respect to pro/con arguments and stakeholder perceptions. A strategy was recommended, the Police Facility Administration, to bring about the desired and obtainable future for police facilities.

Following selection of a recommended alternative, implementation considerations can be determined. There are five major considerations for implementation of the Police Facility Administration strategy: 1) lobbying efforts, 2) funding efforts, 3) structure, 4) authority, and 5) governance. Implementation considerations provide a broad foundation for managing the transition. Transition management is discussed in the next part of the study.

**TRANSITION MANAGEMENT:
STRUCTURE FOR A TRANSITION**

TRANSITION MANAGEMENT: STRUCTURE FOR A TRANSITION

The Police Facility Administration provides a strategy for achieving the desired and attainable future for police facilities. The strategy evolved from a local case study to a statewide plan. This part of the study presents a transition management plan to implement the PFA.

The transition plan provides for the management of strategic change through three phases of transition: the letting go of old concepts concerning the design of police stations, built exclusively by individual communities employing various degrees of resources and without in-depth consideration for the future; the neutral zone following recognition of a desired change, but prior to implementation of change; and the future state where the desired future emerges.

The techniques or methods used for transition management of the recommended strategic plan include:

1. Critical-Mass Analysis
2. Commitment Analysis
3. Readiness/Capability Analysis
4. Responsibility Charting
5. Implementation Planning

4.1 Critical-Mass Analysis

The critical mass is the minimal set of individuals or groups whose support is absolutely necessary in order to successfully implement the strategic plan. The critical mass differs from the stakeholders due to the intensity of influence regarding the issue and their

relationship to the strategic plan. The critical mass identified regarding the Police Facility Administration includes the following members:

- Commission on Peace Officer Standards and Training (POST)
- Police Chiefs
- City Managers
- State Legislature
- Governor
- Police Officers' Associations

POST. Peace Officer Standards and Training would be the logical parent agency for the PFA. The need for support from POST is not only necessary for implementation of the strategy but also for its ultimate success.

POLICE CHIEFS. Law enforcement executives, perhaps through professional organizations such as California Chiefs of Police Association, California Sheriffs' Association, and California Peace Officers' Association, will be required to play a lead role in the development and implementation of the PFA. Police chiefs and sheriffs will be critical to placing emphasis on the issue and championing the strategic plan. After the PFA is established, the law enforcement executives will play an important role in the selection of local design team members to work with the PFA representatives.

CITY MANAGERS. City managers hold a critical position relative to the strategic plan for two reasons: 1) they are the police chiefs' bosses, and 2) they have local budgetary influence. It would be absolutely necessary to obtain the support of city managers, perhaps through the League of California Cities. After the PFA is in place and ready to work with local governments, city managers would also be instrumental in the selection of local design team members.

STATE LEGISLATURE. Support from the state legislature and the governor is critical for both funding and enabling legislation. Therefore, success of the strategic plan depends on action taken by state politicians.

GOVERNOR. As indicated above, the governor's support will be required for successful implementation of the PFA. In addition to funding and legislation considerations, the governor has the authority to appoint members of the PFA.

POLICE OFFICERS' ASSOCIATIONS. Police unions represent influential groups of law enforcement employees. The strategy will need the support of employees, the primary users of the facilities. Furthermore, after implementation of the PFA, representation from the police labor force will be required.

4.2 Commitment Analysis

Each member of the critical mass can be analyzed vis-a-vis their current position in relation to the issue, and the position which they need to assume to successfully implement the recommended strategic plan. Table 4.2 (page 76) identifies the current position and the desired position of each actor in the critical mass in terms of blocking the change, letting the change happen, helping change happen, and making the change happen. Where the current position and the desired position are the same, simple monitoring of the actor's position is all that is required. When a change of position is indicated, negotiation strategies may be identified which will assist in the desired change.

TABLE 4.2
Commitment Analysis Matrix

ACTOR IN CRITICAL MASS	BLOCK THE CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
1. POST		X →		→ O
2. Police Chiefs			X O	
3. City Managers	X →	→ O		
4. State Legislature		X →	→ O	
5. Governor		X →	→ O	
6. Police Officers Association			O <	← X

X = Current State O = Desired State

POST would be the parent organization of the PFA. Some of the services currently offered by the POST Management Counseling Bureau, such as facility surveys, would be transferred to and provided by the PFA. As the lead agency, POST will need to move from a "let change happen" mode to a "make change happen" mode. For POST to make the PFA happen, the setting of priorities, funding, and legislation need to be requested by POST. The Commission is usually in the business of suggesting, encouraging, and supporting, rather than being the organizer and mover of programs that expand POST authority or provide new programs. The Commission would help once convinced of the wisdom of, and need for, the PFA. Support from the Commission would require time and the plan needs to extend over several years to implement.

POST will be willing to negotiate on 1) the perception of high priority to local agencies statewide, 2) new funding sources, and 3) enabling legislation. The Commission

probably will not/can not consider the PFA without resolution to these issues. Furthermore, POST will not support the PFA if the strategy jeopardizes current programs in which there has been a significant investment or about which there is great interest.

POLICE CHIEFS will need to champion the strategy if it is to gain acceptance by the governor, state legislature, city managers, city councils and the public. Police chiefs are viewed as currently in a position of helping change happen and, fortunately, that is the desired state with respect to the PFA strategy. However, police chiefs will raise questions about the PFA, and want answers, before they champion the plan. Three of those questions will be:

1. Will the mere application by a law enforcement agency participating in POST accreditation and achieving an acceptable level of performance guarantee assistance?
2. Will the building of "additional" features be subject to review of the Police Facility Administration?
3. If the funding is provided by a universal assessment, will there be resistance from cities that have recently completed a new police station?

These and other questions must be answered to the chiefs' satisfaction. Police chiefs will need to be educated as to the PFA concept and then participate in the initial decisionmaking and the "selling" of the plan.

CITY MANAGERS are in a position to block the change. They will be interested in the decisions that the Administration makes concerning minimum standards for police facilities, the impact on their local budgets, and their ability to control police facility projects. Depending on the level of state financial assistance, city managers may be willing to negotiate minimum standards and give up some local control over the design of police

facilities. An important aspect of the strategy is to allow local governments to build beyond the minimum PFA recommendations. This allowance and the provision for local design teams are measures intended to mitigate the uncomfortable feeling that local authorities, city managers specifically, would have concerning loss of control. Through the process of education and negotiations, city managers must be moved from blocking change to allowing change to happen.

The STATE LEGISLATURE is the funding authority for the PFA. The politicians are viewed as in a position to "let change happen" but must be moved to a "help change happen" mode. Members of the state legislature will be concerned about the cost, structure, governance, and authority of the PFA. State politicians will not be willing to totally fund police facility projects. They will require local governments to share the cost. If local authorities are required to provide space in police facilities for state needs, such as room for civil emergency response personnel and equipment, then the state legislature may be willing to negotiate on the authority of the PFA.

The GOVERNOR has the authority to approve or disapprove the Police Facility Administration. In addition, the governor has the power to influence the structure, governance and budget of the PFA. A pro-law enforcement governor is in a "let change happen" mode but must be persuaded to move to a more proactive posture and help change happen. The governor's support will be crucial in convincing the state legislature to fund the PFA. The governor will insist that the authority of the PFA is clearly defined. The governor may be willing to negotiate concerning cost share formulas and structure of the PFA. Future governors can be expected to oppose general fund proposals and wider use of special fund money.

POLICE OFFICERS' ASSOCIATIONS (POAs) will be eager to promote the strategy, perhaps to a fault. Some POAs have legislative advocates and all negotiate to

enhance employee benefits. Since POAs are often in an adversarial position relative to other members of the critical mass, police chiefs and city managers in particular, it would be wise to encourage POAs to back down from a position of making change happen to a mode of helping change happen. This approach would allow other members of the critical mass, often on the opposite side of the table from POAs, to increase their support for the PFA. For their cooperation, POAs will seek police labor force representation and input concerning the design of facilities.

4.3 Readiness/Capability Analysis

A method to visually depict the readiness and capability of critical-mass individuals or groups to participate in strategic planning is the use of a readiness/capability matrix. The method graphically values both the readiness and capability of each critical-mass actor by assigning a value of high, medium, or low for each of the two categories.

This evaluation helps to identify those individuals or organizations best prepared to lead a specific change effort of the strategic plan. The results of the critical-mass analysis for the six actors are presented in Table 4.3.

TABLE 4.3
Readiness/Capability Matrix

ACTOR IN CRITICAL MASS	READINESS			CAPABILITY		
	HIGH	MED	LOW	HIGH	MED	LOW
1. POST		X			X	
2. Police Chiefs	X			X		
3. City Managers			X		X	
4. State Legislature			X	X		
5. Governor		X		X		
6. Police Officers Association	X					X

POST is a state agency with a great deal of influence relative to the issue but with limited resources. Support of the PFA strategy by the Commission is questionable. Commissioners will have three major concerns:

1. Funding. Commissioners have historically opposed any dilution of the Peace Officer Training Fund, even by reimbursing new groups of peace officers. A new source of money will have to be identified.
2. Priorities. Some Commissioners may be expected to have reservations about the "lower priority" need for the PFA when academies now need better facilities and equipment; other training needs are greater.
3. Standards setting. The Commission is very careful about mandating standards. Developing standards for local police buildings may require a very long debate. The current discussions about national vs. state accreditation include some reluctance to mandate standards that will be applicable to every agency if the standards affect operations or policies.

POLICE CHIEFS are eager to improve facilities and would get involved in a Police Facility Administration. They have professional organizations, local and statewide, that could provide political support for the strategy. The strategy may well gain the support of organizations like the California Police Chiefs Association because of the economic advantages offered to medium-sized law enforcement agencies. Another feature of the strategy attractive to law enforcement executives is the technical assistance the PFA would provide. Experience suggests that every police facility plan goes through the same stages of development in a process tantamount to "recreating the wheel".

CITY MANAGERS have the knowledge and power to shape the policy and direction of city government. Convinced that the strategy would be good for their respective cities, city managers would support the strategy. Because law enforcement is only one aspect of

city government, the issue must be emphasized with city managers if their readiness is to improve.

The STATE LEGISLATURE has a high capability to support the PFA and would do so if it made sense politically. Therefore, this is another group in the critical mass that should be targeted for issue awareness. Considering all of the statewide priorities, the legislature's readiness to create a Police Facility Administration must be evaluated as low at the present time.

The GOVERNOR is the only individual among the critical mass. The readiness of the governor has to do with who occupies the office. However, the governor's capability to influence the strategy remains high irrespective of the individual in the office.

POLICE OFFICERS' ASSOCIATIONS exist, in part, to improve working conditions of their members. They would certainly be eager to improve police facilities. Individual associations enjoy varying degrees of political influence. Some unions are strong; others are weak. Both local associations and state organizations, such as PORAC (the Police Officers Research Association of California), could be instrumental in securing commitment from key stakeholders.

4.4 Responsibility Charting

Identification of the critical mass allows for the assignment of responsibilities that are necessary during the period of transition. The various "actors" and the role each plays can be graphically illustrated. One tool which is helpful in task or role clarification is "responsibility charting." Table 4.4 (page 82) displays the various Police Facility Administration actors in relation to tasks, actions or decisions. Four levels of responsibility are assigned. One level is when "Responsibility" is required to ensure completion. The next level is when "Approval" is necessary. A third level is when "Support" is essential to completion. The last level is "Informed" as the only requirement.

TABLE 4.4
Responsibility Matrix

DECISION / TASK	ACTORS						
	PFA DIRECTOR	TASK FORCE	POLICE CHIEFS	CITY MGRS.	LEGIS- LATURE	GOVERNOR	POAs
Develop Feasibility Plan	R	S	S	I	A	A	S
Develop Implementation Plan	R	S	A	I	A	A	--
Develop Administration Guidelines	R	S	A	A	A	A	I
Allocation of Resources	R	S	--	--	A	A	--
Program Coordination	R	S	--	--	A	A	--
Gain City Managers Support	S	S	R	I	--	--	S
Gain State Legislature Support	S	S	R	--	I	S	S
Gain Governor's Support	S	S	R	--	I	I	S
Gain City Councils Support	S	S	R	S	S	S	S
Gain Community Support	S	S	R	S	S	S	S
Evaluation	R	S	A	A	A	A	I
R = Responsibility S = Support A = Approval I = Inform -- Indicates No Involvement							

Two actors required for the successful transition, not previously identified, appear on the responsibility matrix. The change-management structure will include a PFA Director and a Task Force advisory body.

Selection of the Police Facility Administration Director is critical to ensure completion of the project. The director should be a POST bureau chief who has the trust and confidence of the various constituencies (law enforcement, local government and state politicians). The director must have the ability to set priorities, possess good communication and negotiation skills, and be a good planner. It will be the director's responsibility to develop a feasibility plan, develop an implementation plan, develop administration guidelines, coordinate the program, and evaluate the PFA's

effectiveness. In addition, the director will lend support to all of the other tasks required for a successful transition.

Representatives of the major constituencies would work with the PFA's Director as an advisory body. The Task Force would be the director's link to the major actors--police chiefs, city managers, state legislature, governor, and police officer associations. The Task Force should be a group of influential individuals from the critical mass to support and monitor the change.

4.5 Implementation Planning

Implementation planning is critical to the success of the recommended strategy. A three-step "roadmap" for program implementation is presented. The steps include team building, communication and feedback, and program evaluation.

TEAM BUILDING: Once the Police Facility Administration is established, the director will appoint personnel and utilize team building to ensure clarification of roles and expectations in the transition process. Team building will help ensure positive communication between PFA employees and between those employees and the clients served (communities seeking assistance). The technique facilitates the participants working together toward the attainment of mutual goals.

Team building would also be employed with local design teams during initial stages of planning individual facilities. A great deal of consideration for local agency and community needs will be offered to each project.

COMMUNICATION AND FEEDBACK: Team building is also a useful method for gathering feedback once implementation is underway. Whether established by team building or in some other way, an essential part of the transition process is good communication and feedback. It is important for PFA project directors and local design teams, for example, to discuss both mutual and individual problems related to facility

projects. If carried out properly, communication and feedback should ensure successful implementation of the strategy and successful police facility projects.

PROGRAM EVALUATION: Program evaluation and measurement of performance in relation to goals and objectives is often overlooked in both the transition process and the evaluation of ongoing projects. It is important that the evaluation process and measures be objective and consistent. Both the process as well as measurements should be identified prior to implementation of the PFA. The use of accepted evaluation techniques and measurements will objectively ascertain the degree to which the strategy is achieving intended goals and objectives.

4.6 Chapter Review

Change can be managed by dealing with it in a systematic manner. A strategy has been developed for achieving the desired and attainable future for police facilities - the Police Facility Administration. Key actors have been identified and strategies for dealing with the critical mass are recommended.

Change hinges on building commitment and understanding. Key actor readiness and capability to change has been analyzed. Responsibility to participate in various tasks, actions and decisions relative to the implementation of the PFA was determined. The management structure, a PFA director advised by a Task Force was described. Technologies and methods to support the transition were applied. Implementation steps include team building, communication and feedback, and program evaluation.

Through this process, anxiety and uncertainty will be managed. Perhaps the most important aspect of the successful transition will be monitoring the progress of the PFA strategic implementation. Corrections will be made throughout the course of the transition. Plans and goals will be modified as objective results indicate.

The transition starts with an ending of the previous strategy and ends with the beginning of the new strategy fully implemented. As transition reaches closure, a celebration may be appropriate to symbolize success. Symbolism, such as a grand opening of the first police facility built by the PFA, will formalize the new organization, provide positive reinforcement, and redefine the vision for the future.

SUMMARY AND CONCLUSIONS

SUMMARY AND CONCLUSIONS

The study is intended to provide law enforcement executives and other interested parties with research focused upon the future of police facilities. The research is significant and necessary.

The research is significant because police stations are among the most important buildings in any community. Furthermore, police stations can be considered the ultimate law enforcement tool.

The research is necessary because there is a lack of information about the future for police facilities. In addition, there is a "disturbing void" in qualified expertise to design our future police facilities (Abby, 1988).

The study consists of three parts. The first part, a futures study, analyzed the general issue. The second part presented a strategic plan to achieve the desired future state. The third part, a transition plan, provided a management structure to facilitate the transition from the present to the desired future state. Cal City P.D. was used as a model to develop a strategic plan which evolved into statewide implementation.

5.1 Implications

The main issue addressed by the study is: What will be the future of law enforcement facilities for medium-sized California police departments by the year 2000? In response to the question, the study implies that the design of a police facility is no longer a pure law enforcement issue. It involves incorporating other perspectives and other needs beyond just pure law enforcement. The police department that has the opportunity to build a new facility can achieve significant levels of improved effectiveness in a variety of areas.

Some of these areas include the efficient incorporation of technology, information systems, and communication systems to improve internal operations within the organization. It can improve effectiveness in terms of community relations and public image by creating a facility which is both attractive to the public and which encourages the public to come in and be a partner in law enforcement. Furthermore, the professional-looking building promotes the image of professionalism for the organization and its members. It can achieve effectiveness in terms of employee relations starting from the point of recruitment (people like to come to work at nice places) through providing additional quality of life for employees within the organization through responsiveness to employees' needs.

Four sub-issues were included in the study:

1. What considerations will be given to new technologies with respect to future police facilities?
2. How will public expectations for service impact the future of police facilities?
3. What changes in the design of police facilities will be required due to labor force characteristics?
4. What security concerns will impact police buildings?

The answers to these questions can be answered by returning to the study's model, Cal City P.D. In our minds, if we could design a facility to meet the needs of Cal City in the year 2000, we know it will be a facility that includes features to address technology, public expectations, the future labor force, and security.

The Cal City police facility will be heavily based in technology utilization. The technologies will include communications, information, and climate-control systems. Interactive video training systems, robotics and fiber optic technology may be used. In addition, expert systems may be developed to help solve crimes.

By the late 1990s, state-of-the-art technology may become the accepted means in combatting crime. Computer-based instruction (CBI) is expected to become the standard

for training in law enforcement by the year 2000 (Tafoya, 1990). Artificial intelligence has already produced programs known as expert systems. These programs can take the knowledge of experts in the field, such as homicide investigation, and reduce it to a set of if-then rules. Other technologies likely to be applied in a police station include erasable optical storage, optical computers, and digital phone systems capable of carrying text, data, graphics, pictures, and full-motion video as well as voice.

Computers and expert systems may be used to design the Cal City police building. Computer Aided Design (CAD) systems substantially reduce the most tedious aspects of drafting, making it possible to quickly convert concepts to drawings. Expert systems will come into widespread use in architecture during the 1990s (AIA, 1988).

Closed-circuit television may be used to transmit video/audio signals between the Cal City jail and the local courthouse, eliminating the need to transport prisoners for judicial proceedings like bail and bond reviews.

Video may also be used by victims to file routine police reports at a machine, situated for the citizens' convenience at the front of the police station. The Cal City police headquarters may also be equipped with a satellite dish to receive training programs over a law enforcement television network.

These and other technologies will be available for use by the Cal City Police Department. Space for the systems will be required; planning to accommodate the systems will be absolutely necessary.

The Cal City police station may be a multi-use facility. It may incorporate other aspects, outside of traditional police work, in terms of meeting rooms and access to the public. Perhaps there will be a senior citizens center built into the facility if senior citizen crime is a major issue or concern in Cal City at that point in time.

The police building may incorporate space for other social services (e.g. programs for the homeless, battered women, and rape crisis). Police facility design decisions will be

dependent upon the needs and desires of the individual community served. Therefore, the "prototype" police facility must be flexible to meet specific community needs.

In the 21st century, citizen involvement in law enforcement will be the norm (Cunningham, 1989). Neighborhood crime watches, citizens' advisory panels, and direct involvement in policy and decision making will become commonplace. John Naisbitt, in his book Megatrends, calls this trend "self help." An estimated 600,000 volunteers now work in municipal police and sheriffs' departments, and the number is growing steadily, according to the American Association of Retired Persons (Burden, 1988). Space for volunteers, advisory groups and meeting rooms will be required at the Cal City police facility.

The Cal City police building may be a headquarters office that supports satellite functions. Smaller stations, fixed sites visible in the community, or perhaps mobile, may be an integral part of the department's delivery of service strategy.

We know that the building will be reflective of the changing mix of employee work force. Cal City police station will be balanced to ensure equal access and representation for men and women in terms of locker room and privacy needs. The facility will allow additional work stations as we see increased levels of civilianization in law enforcement; therefore, an increasing percentage of the work force physically working in the station. We will see a facility that offers a variety of what today might be considered employee luxuries. There will be relaxation areas, rooms to enhance and maintain physical health, and child care facilities. We may see a facility that incorporates a dormitory in a response to people commuting longer distances to work and as non-traditional work hours are adopted. There is a possibility that some of the employees will choose to live at the station three or four days at a time during their intense work periods. Kitchen and laundry facilities may be required.

Social changes are impinging on the nature and design of the workplace (AIA, 1988). Factors such as employee turnover rates due to career dissatisfaction and lack of employee

loyalty to individual organizations will be further incentives for employees to provide an appealing and healthy environment.

The Census Bureau reports that for the first time more than half of USA mothers with babies under age one are working (USA Today, June 16, 1988). More women are entering law enforcement work, both as police officers and as civilian employees. In this respect, police departments find themselves competing with the private sector for employees. Companies that do not offer child care employee benefits may fall behind in the competition for a limited number of potential employees. CBS Evening News, in a related story aired November 14, 1989, concluded: "This may be a time when the hand that rocks the cradle may rule the corporation."

Changes in the workforce will impact the design of the Cal City police station. Space for employee needs will be required; planning to accommodate employee needs will be absolutely necessary.

We know that the Cal City police station will be a highly secured facility using technology based security systems, not intrusive, oppressive systems. Security systems, subtle and hidden, will be used to identify personnel and control access to various parts of the building.

Security plans may include the division of department programs into three categories: 1) no contact with the public, 2) limited contact with the public, and 3) total contact with the public. Security systems will include screen devices as well as human checkpoints, receptionists stationed at service desks. Other aspects of security such as site location, lighting, parking, and building materials are also important considerations for the Cal City Police Department. Like the considerations for technology, public expectations, and the labor force, security for the future police facility will require space and planning.

5.2 Author's Comments

The study was highly structured. The transition plan that evolved, the Police Facility Administration, is a statewide strategy to achieve the desired future for police stations. It is not clear whether or not the PFA is a feasible concept. A myriad of factors, financing for example, may affect the transition management. Financing, composition of the governing body and the loss of local control are issues that give rise to serious concerns about the PFA plan. Each could have a fatal impact on the strategic plan and transition management.

To expand upon the point, any one of the issues can be examined--for example, local control. Even if the PFA was successfully financed and a strong governing body was appointed, the plan could not be considered a fait accompli until accepted by the local communities served. The loss of local control may be mitigated by the influence of local design teams, each with representatives from the specific departments and communities engaged in the building project. But the loss of local control is a burning issue with the League of California Cities, an organization that represents each and every city in the State of California. The plan will result in the creation of yet another "bureaucracy" on the state level, presumably with all of the attendant problems. Furthermore, it seems that in contemporary times, citizens always want to be involved in anything that may affect their destiny regardless of the subject matter.

But no one knows the future. No crystal ball can provide infallible answers. The important point of the whole exercise is that we can probe into the future and plug findings into decision making. Furthermore, when we begin to focus on the future, some questions naturally arise. Practical questions, such as those raised by this study, can not be answered intelligently if one's total attention is consumed by the present.

5.3 Recommendations

The study identifies a broad solution for the future of police facilities, but also identifies several salient issues that require further study and consideration. Issues relative to police facilities that should be studied in the future include:

- funding
- architecture
- site selection
- contract administration
- design specifications
- building materials
- impact of government regulations

More work on the topic of future police facilities and many other law enforcement issues beg attention. Historically, professional law enforcement has accepted change gradually. However, this does not mean that this is what "should be" in the future (Tafoya, 1990). Law enforcement leaders must anticipate tomorrow and plan for the future today. Strategic planning must be approached in an imaginative, analytical, and prescriptive manner. Plans for law enforcement's future must include strategies for its ultimate tool-the police facility.

APPENDIXES



DEPARTMENT OF POLICE
ROGER M. MOULTON
CHIEF



401 DIAMOND ST
PO BOX 639
REDONDO BEACH, CA 90277-0639
TELEPHONE
(213) 379-2477

CITY OF REDONDO BEACH CALIFORNIA

October 20, 1989

APPENDIX "A"

Dear Chief Executive:

Another survey? Yes, but please read on.

I am working on a P.O.S.T. Command College project concerning police facility design and I NEED YOUR HELP!

Your assistance is required to develop data important to this project. When complete, the research will be of significant value to all law enforcement officials. I hope to collate the data prior to December 1, 1989. If you are interested in the results, I would be happy to provide the information to you. All departments responding to the survey will be listed in the report to P.O.S.T.

The enclosed questionnaire has been designed to answer important questions, yet it should not take much of your time to complete. The questions should be answered for "police stations" but not for facilities which have a special function such as custody (county jails) or training (academies).

If your agency has more than one police facility, please copy the blank survey instrument and return a completed questionnaire for each station in your jurisdiction. A self-addressed postage paid envelope is enclosed.

I personally appreciate your time. Your assistance is invaluable and will be of great benefit to this important project.

Thank you.

Yours for professional law enforcement,

Jeffrey R. Cameron, Lieutenant
Command College Class #10

POLICE FACILITY SURVEY

Department Name _____ Phone (____) ____ - ____

Person Completing Survey _____ Title _____

1. When was your facility originally built? ____ (year)
2. Has the facility had any major remodeling/additions? Yes ____ No ____
 - 2.1 If so, when? ____ (year)
 - 2.2 How much space was added in gross square feet? _____
3. What is the approximate gross square feet of your current facility (under roof, excluding parking)? _____
4. How many floors are there in your facility (including a basement)? _____
5. What is your current staffing? _____
sworn civilian
- 5.1 Do you foresee increasing staff in the future? Yes ____ No ____
6. Is your facility adequate in size and function? Yes ____ No ____
7. Are you contemplating or currently in any phase of planning a new facility? Yes ____ No ____
 - 7.1 If yes, what stage:
preliminary discussions _____
programming/needs assessment _____
architectural design _____
construction _____

PLEASE TURN TO NEXT PAGE

POLICE FACILITY SURVEY, CONTINUED

PAGE 2

8. How would you rate the impact of each of the following issues relative to the design or planning of a new police facility? In answering this question, please use the following numeric scale of importance:

- 1 = Not Important
- 2 = Less Important
- 3 = Important
- 4 = Very Important
- 5 = Most Important

<u>Issue</u>	<u>Rating (1-5)</u>
8.1 Desires to integrate new technology	_____
8.2 Expanded size of the work force	_____
8.2.1 Shifting mix of the work force (civilian/sworn and male/female ratios)	_____
8.3 Responsiveness to local building codes and land use restrictions	_____
8.4 Changing public demand for types of services (new programs)	_____
8.4.1 Closer location to clients served	_____
8.5 Enhanced security considerations	_____
8.6 Integration of police building into a multi-use facility shared with other departments, agencies or public groups	_____
8.7 Improved working environment for employees	_____
8.7.1 Improved work efficiency and productivity	_____
8.8 Enhanced public perception (image) of the department	_____

THANK YOU FOR TAKING THE TIME TO COMPLETE THIS SURVEY. YOUR CONTRIBUTION IS VERY IMPORTANT. RETURN TO:

Lt. Jeffrey R. Cameron
Redondo Beach Police Department
401 Diamond St.
P.O. Box 639
Redondo Beach, CA 90277

APPENDIX "B"

AGENCIES PARTICIPATING IN THE STUDY'S SURVEY

Police Departments

Alameda
Azusa
Brea
Chico
Colton
Covina
El Monte
Fontana
Glendale
Irvine
Lodi
Monrovia
Newark
Petaluma
Redwood City
San Leandro
Santa Barbara
Simi Valley
Tustin
Ventura
West Sacramento

Alhambra
Baldwin Park
Buena Park
Chino
Concord
Culver City
El Segundo
Fountain Valley
Hawthorne
Laguna Beach
Merced
Mountain View
Oxnard
Pleasanton
Rialto
San Luis Obispo
Santa Clara
South Gate
Union City
Visalia
Westminister

Antioch
Bay Area Rapid
Transit District
Chula Vista
Corona
Daly City
Escondido
Gardena
Huntington Beach
La Habra
Montebello
Napa
Palm Springs
Redding
Roseville
San Mateo
Santa Maria
South Lake Tahoe
Vacaville
Walnut Creek

Arcadia
Beverly Hills
Carlsbad
Clovis
Costa Mesa
Downey
Fairfield Dept.
of Public Safety
Indio
Livermore
Monterey Park
National City
Palo Alto
Redondo Beach
Salinas
San Rafael
Santa Rosa
South San Francisco
Vallejo
West Covina

Sheriffs' Departments

Humboldt
Siskiyou

Medocino
Sutter

Merced
Tuolumne

Nevada
Yuba

APPENDIX "C"

PERSONNEL INTERVIEWED AT THE UPLAND POLICE DEPARTMENT

1. Chief of Police
2. Acting Administration Commander
3. Watch Commander
4. Records Supervisor
5. Field Officer
6. Training Agent
7. Receptionist
8. Crime Prevention Officer

APPENDIX "D"

NOMINAL GROUP TECHNIQUE PANEL

ARCHITECT: Associate of a large California architectural firm for seven years. Specializes in architectural programming for police facilities. Formerly specialized in the design of research and scientific buildings. Earned a Masters of Architecture Degree.

BUSINESSMAN: Real estate developer and small business entrepreneur for twenty years. Active member of a Southern California Chamber of Commerce and formerly president of a local businessmen's association.

CIVIL ENGINEERING ASSISTANT: Employee of an engineering department for a Los Angeles County municipality for five years. Total of thirty-two years of public engineering service. Currently responsible for the design of municipal construction projects, including cost estimates, preparing bids for contracts and project administration.

JAIL MANAGER: Lead public safety officer of a Los Angeles County municipality for nine years, the last six as the Jail Manager. Responsible for the custody and care of prisoners temporarily detained in a Type 1 facility.

PEACE OFFICERS' ASSOCIATION PRESIDENT: Nine years of experience as a police officer, president of a Southern California peace officers' association for two years. In addition, business owner and professional computer programmer.

POLICE CAPTAIN: A career law enforcement officer of twenty-three years with a Los Angeles County police department. Experiences include command of the administrative and operational functions. Holds a Masters Degree in Public Administration.

PROJECT MANAGER: A career law enforcement officer of twenty-seven years. Police manager for thirteen years, three of which as the project manager for a multi-million dollar police facility. Holds a Masters Degree in Public Administration.

PURCHASING MANAGER: Employee for a Southern California municipality for five years; responsible for the selection and purchase of equipment and supplies. Fifteen years prior experience in the private sector as vice president in charge of purchasing. Earned a Bachelor of Arts Degree in Management.

RECORDS MANAGER: A twenty-three year civilian employee with a municipal police agency in Los Angeles County. Twelve years as a records manager; responsible for the collection, processing, storage, retrieval and dissemination of police documents and information. Holds a Masters Degree in Public Administration.

APPENDIX "E"

CANDIDATE TRENDS

1. Public access to police facilities.
2. Increasing traffic congestion.
3. Use of new technology by local law enforcement.
4. Work force concerned with physical fitness.
5. Land values.
6. Ergonomic emphasis in new police facilities.
7. Education/training awareness.
8. Community-oriented policing.
9. Concerns regarding liability.
10. Communicable diseases.
11. Long distance employee commuting.
12. Organizational change.
13. Labor force considerations.
14. Energy conservation.
15. Specialization.
16. Public demand for service.
17. Government regulations concerning essential buildings.
18. Socio-economic diversity.
19. Privatization of traditional law enforcement services.
20. Revenue constraints (balanced by user fees) and inflation factors.
21. Civilianization of former sworn positions within the police department.
22. Women in the work force.
23. Law enforcement volunteers.
24. Creative financing and bond issues.
25. Extent of public's expectation of law enforcement services.
26. Alternative funding sources for local law enforcement.
27. Crime rate.

APPENDIX "F"

CANDIDATE EVENTS

1. Major earthquake.
2. Mass civil disorder.
3. Election of pro-law enforcement governor.
4. Restricting maintenance of police files by the Court.
5. Condemnation of Cal City Police Station.
6. AIDS virus mutation.
7. Bankruptcy of Cal City.
8. Mandated privatization of custody facilities.
9. Mandated blood withdrawal of all prisoners.
10. Attack against Cal City Police Station.
11. Mandated loss of police weapons.
12. Illegal to smoke.
13. Consolidation of police and fire services.
14. Regional consolidation of criminal justice system.
15. New Cal City Police Chief.
16. Depression.
17. Implementation of new back-pack propulsion technology.
18. Depletion of fossil fuel resources.
19. Prolonged drought.
20. Major Attorney General investigation due to police corruption.
21. Japan refuses to pay U.S. national debt interest.
22. Vehicle rationing.
23. Decision to build a new Cal City Police Station.
24. Legalization of drugs.

APPENDIX "G"

MODIFIED POLICY DELPHI GROUP

1. Commander, Pasadena Police Department
2. Captain, Redondo Beach Police Department
3. Captain, Torrance Police Department
4. Captain, El Segundo Police Department
5. Lieutenant, Redondo Beach Police Department
6. Lieutenant, Brea Police Department

REFERENCES

REFERENCES

Abby, John D. "Law Enforcement Architecture: The Organizational Factor." Designer's SketchBook. Ruth and Going, Inc. Volume 1, Issue 4, 1988, pp. 2-4.

American Institute of Architects. Vision 2000: Trends Shaping Architecture's Future. (Washington, D.C.: The American Institute of Architects Press, 1988).

Bennis, Warren G. "Beyond Bureaucracy: Will Organization Men fit the New Organizations?" Tomorrow's Organizations: Challenges and Strategies, edited by Jon S. Jun and William B. Storm (Glenview, IL: Scot, Foresman & Co., 1973), pp. 70-76.

Burden, Ordway P. "Volunteers: The Wave of the Future?" The Police Chief. July, 1988, pp. 25-29.

Cameron, Jeffrey R. Survey of 98 medium-sized (75-199 personnel) California police and sheriffs' departments regarding facilities, 1989.

Campbell, John Henry. "Futures Research: Here and Abroad." The Police Chief. January, 1990, pp. 30-33.

Carona, William R. "What Will be the Prototypical Design of the High Tech Police Facility for Medium-Sized Departments by the 21st Century?" Sacramento, CA: Commission on Peace Officer Standards and Training, 1988.

Commission on Peace Officer Standards and Training. Employment Data for California Law Enforcement - 1988 (Sacramento, CA: Department of Justice, 1989).

Coppock, J. Laverne. "Police Management in Transition." Effective Police Administration: A Behavioral Approach, 2nd ed. (St. Paul, MN: West Publishing, 1979), pp. 45-56.

Cunningham, S.A. "Human Resource Management in the 21st Century." The Police Chief. April, 1989, pp. 101-109.

Goolsby, Wade. "The Successful Quest for a New Facility." The Police Chief. October, 1989, pp. 132-133.

Gordon, Theodore J. "The Current Methods of Futures Research." The Futurists. 1972, pp. 164-189.

International City Management Association. Local Government Police Management. (Washington, D.C., 1977).

Kaestle, John A. "Designing a New Police Facility." The Police Chief. October, 1989, pp. 119-126.

Klockars, Carl B. Thinking About Police. (New York: McGraw-Hill, 1983).

McCord, Rob and Wicker, Elaine. "Tomorrow's America: Law Enforcement's Coming Challenge." FBI Law Enforcement Bulletin. January, 1990, pp. 28-32.

National Clearinghouse for Criminal Justice Planning and Architecture. Guidelines for the Planning and Design of Police Programs and Facilities. Urbana, Illinois (University of Illinois), 1973.

Polson, Steven R. "Law Enforcement Facility Planning." The Police Chief. November, 1977, p. 23.

Polson, Steven R. "The Police Facility." The Police Chief. October, 1980, p. 7.

Rebanks, Leslie. "Facility Design: Planning for the Next 20 Years." The Police Chief. October, 1989, pp. 127-128.

Robinson, James Karl. "Procedural and Technological Advances Have Changed the Design of Police Facilities." Journal of California Law Enforcement, Vol. 23, No. 2 (1989), pp. 59-61.

Roth, Herbert B., A.I.A. "Expectation and Opportunity in the Planning and Design of Police Facilities." The Police Chief. October, 1989, pp. 136-137.

Tafoya, William L. "The Future of Policing." FBI Law Enforcement Bulletin. January, 1990, pp. 13-17.

Toffler, Alvin and Heidi. "The Future of Law Enforcement: Dangerous and Different." FBI Law Enforcement Bulletin. January, 1990, pp. 2-5.

Tully, Edward J. "The 1990s: New Days, Old Problems." The Police Chief. January, 1990, pp. 34-37.

Witham, Donald C. "Strategic Planning for Law Enforcement." The Police Chief. January, 1990, pp. 25-29.