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HOMES FOR BADGES
HOUSING PROGRAMS: THE BENEFIT OF THE FUTURE

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ACQUISITIONS

by

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**COMMAND COLLEGE CLASS XII
PEACE OFFICER STANDARDS AND TRAINING (POST)**

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

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

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

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

Chapter One: INTRODUCTION

Developed from an extensive literature search, Chapter One introduces the reader to the present environment and background prompting the reasons and need for this study.

Chapter Two: DEFINING THE FUTURE

"What Will Be The Role of Housing Assistance Programs In Recruiting Law Enforcement Personnel By The Year 2001?" A future study of what could be!

Chapter Three: STRATEGIC MANAGEMENT

A strategic plan for developing housing assistance programs offered to local agency public safety personnel - The Ventura County Sheriff's Department model.

Chapter Four: TRANSITION MANAGEMENT

An analysis of the transition state to determine the critical mass and management structure necessary for implementing the strategic plan.

Chapter Five: CONCLUSION AND RECOMMENDATIONS

A final statement of the study, offering specific recommendations for additional research, and suggesting future implications beyond the stated time line.

In dedication.....

To Sheriff John Gillespie for your confidence and sponsorship
of my participation in the Command College Program,

To Assistant Sheriff Richard Bryce for your continued support,
counsel and friendship,

To my classmates of Class 12, especially Larry Plumber, Ed
Aasted and Katie Roberts, for your help, companionship and patience,

To Tom Convery, Steve Di Cesari and everyone else who helped
along the way and made this project possible,

and most of all,

To Charlie, for your enduring love and belief in me during
these last two years...

thank you!

PREFACE

The most valuable and necessary asset of any organization is its personnel. The achievement of an organization's basic mission, whatever that may be, is directly dependant upon it's ability to recruit sufficient numbers of qualified employees. This statement takes on special significance for the law enforcement administrator who bears the primary responsibility for the protection of life and property within the community. This executive must be keenly aware of the many internal and external influences within the environment which could impact this fundamental organizational process.

Accordingly, the recruitment of entry level peace officers has become a major challenge for today's law enforcement manager. Mandated high entry level standards, intense competition between agencies and compelling local affirmative action plans dramatically increase the difficulty of finding qualified applicants. Further complicating this process is the ever changing demographics of the available work force, and rapid technological advancements in the work place, causing the basic law enforcement job skills to be continually redefined.

In order to meet the staffing needs of the organization, the focus of recruitment efforts has necessarily shifted to an assessment of not only the needs of the organization, but the needs of the potential employee, as well. This assessment involves not just a determination of the basic compensation entitlements, it is also an examination of many forces external from the work place which might deter a potential employee from application. This research study is an examination of one such external factor.

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CHAPTER ONE

INTRODUCTION

CHAPTER ONE

INTRODUCTION

A. Issue Statement

"Nearly one out of every ten Ventura County government jobs is vacant, four times the normal rate", was the lead to a recent article in the local Ventura paper¹. The article reported that this vacancy rate is even higher in specialized or technical employment areas such as law enforcement and corrections. County officials list the prime reason for this situation, in addition to competition with the private sector and recruitment red tape, as the high cost of area housing. County personnel analysts have learned through pre-employment recruitment interviews, and exit interviews of departing employees, that housing affordability is a major concern, often times the deciding factor against employment with Ventura County.

This situation, however, is not unique to the Ventura area. Many California local government officials are becoming increasingly concerned about the high cost of area housing and how it can negatively impact their ability to recruit sufficient qualified employees, especially those who provide the basic services for public safety.

In the City of Palo Alto less than 10 percent of the 1,500 city and public school workers live within the city limits. Local officials, frustrated by high housing costs that cause some people to turn down local jobs, are looking into providing low-cost or subsidized rental homes and shared equity housing. Summing up the City Council's concerns, City Manager Bill Zaner stated recently, "How do we get police, fire and utility crews to live close enough to respond in an emergency?" The Council also felt that many of their employees were losing their

¹Potter, Laura, "County Experiencing a Lack of Job Hunters", Ventura County Star Free Press, March 18, 1990, p.A-3

"sense of community"².

In a recent effort to attract and keep their employees, the San Mateo County Board of Supervisors have approved a program to lend employees part of the down payment for a home. According to the County Manager, John Maltbie, only about half of the 4,340 county employees live in the county and many cannot afford to buy a home³. Soaring housing costs have been a continuing problem in San Mateo County, which became in 1989 the first county in California where the average home price exceeded \$300,000.

These circumstances have prompted a number of studies that examine related issues such as employee recruitment practices or employee commuting. This research study is an effort to examine the need for housing assistance programs to support the recruitment efforts by local law enforcement agencies for entry level peace officer personnel. The emphasis is not on the process of recruitment, nor does it address the parallel issue of employee commuting. Both issues overlap but are not within its focus. The specific issue under study is:

**WHAT WILL BE THE ROLE OF HOUSING ASSISTANCE PROGRAMS IN
RECRUITING LOCAL LAW ENFORCEMENT PERSONNEL BY THE YEAR 2001?**

The scope of this study is limited to local law enforcement agencies in California, having the most significant implications for those departments within the major metropolitan areas of the state where housing costs are most expensive.

B. Definitions

1. Housing Assistance Program: Any benefit or entitlement, separate from any other form of compensation, provided by the employer to the employee specifically intended to assist the employee in the rental or purchase of their primary residence.

²Unattributed, "Palo Alto Explores Housing Incentives for Local Workers", Los Angeles Times, April 12, 1990, p.B-2.

³Wildermuth, John, "San Mateo County to Loan Down Payment to Employees", Ventura County Star Free Press, October 28, 1990, p.RE-1

2. Law Enforcement Personnel: Sworn peace officer employees, as defined by section 832 of the California Penal Code.
3. Affordability Index: A comparison of the monthly payment, including taxes and insurance, for a loan on 80 percent of the purchase price of median-priced dwelling, and the number of persons in a given area that earn the necessary income to qualify for such a loan.

C. Background

If California was considered an independent country, it would have the fourth largest economy in the world⁴. This economic prosperity, a year-round warm climate and a reputation for endless opportunity have prompted one of the greatest population migration in history. According to the 1990 United States Census Bureau Report, California's current population of 29.7 million is an increase of over 25 percent in the last ten years, more than any other country on the planet⁵.

This massive influx is having dramatic impact upon the state. The basic law of supply and demand is driving the costs for goods and services to all time highs. Housing is no exception.

Nationally, affordable housing is considered a contradiction in terms. According to a published report by the U.S. Housing Markets newsletter, the average American worker cannot afford the average home⁶. More specifically, today's average worker cannot afford the 20 percent down payment, nor do they earn the monthly qualifying income. The report broke the country down into 28 metropolitan regions, averaging prices and mortgages for new homes and existing homes then making a composite. The report concluded that the average American household in 1989 came up \$4,300 short of the necessary income for the average

⁴Unattributed, "The Country of California", Wall Street Journal, August 5, 1990 pp.1,3.

⁵United States Census Bureau, "The 1990 United States Census Report", U.S. Government Printing Office, March 1990.

⁶Patalidis, Mary L., "Housing Affordability", U.S. Housing Markets Newsletter, February, 1990, pp 2,3,4.

conventional loan. "The down payment is certainly the biggest constraint for the today's home buyer," said Kenneth T. Rosen, chairman of the Center for Real Estate and Urban Economics at the University of California at Berkeley⁷. He adds that high housing prices and high rental costs combined make it increasingly tough for these would-be buyers to save enough for a down payment.

A study by the Joint Center for Housing Studies at Harvard University and the Massachusetts Institute of Technology says a relaxation of down payment requirements, plus a drop in mortgage rates of 1.5 percentage points, would open up the housing market to 670,000 more households in the 25 to 34 year old age bracket⁸. Now, only 1.3 million, or 11.5% of renter households in this group can buy a starter house of \$80,000. The study claims that because of the down payment barrier homeownership rates for people 25 to 29 years old dropped to 36.2% in 1990 from 43.3% in 1980.

In California, the housing market is even more dynamic. During his 1990 State of the State address, former governor George Deukmejian stated that affordable housing must be the top priority for the 1990's. "In the past 10 years, the median costs of housing in our state has nearly doubled, to almost \$200,000. Most California families, particularly first-time home buyers, cannot afford to pay such prices", he said⁹

Confirming the governor's remarks, the California Association of Realtors conducted a state wide survey in September 1990, measuring housing affordability by comparing current median home prices, the respective monthly loan payments and the minimum qualifying income¹⁰. The survey revealed that less than 20 percent of California households had the annual income of \$62,211 to qualify for a

⁷Celis, William III, "Bigger Down Payments Stifle Home Buying", Wall Street Journal, July 28, 1990, p.8.

⁸Apgar, William, "Homeowners a Dying Breed", Los Angeles Times, June 23, 1989, p.E.

⁹Deukmejian, George, "State of the State Address", Sacramento, Ca., January 8, 1990.

¹⁰Unattributed, "Housing Affordability: November Survey", California Association of Realtors, November 1990.

conventional loan for the state's median single family home price of \$190,350.

The most affordable area reported in the survey was the Riverside/San Bernardino region where 32 percent of the households had the minimum qualifying income of \$42,402 to purchase the median priced home of \$129,740. The least affordable area was Ventura County where only 12 percent of the households earned the \$78,859 necessary to qualify for the median priced home of \$241,290.

Some would say that the present housing situation is a temporary condition, and that home prices will fall back into the affordable range as the state's growth slows causing the demand to diminish. Not so, according to a new study published by the Palo Alto based Center for the Continuing Study of the California Economy¹¹. "All the things that were supposed to stop growth haven't stopped it" said Stephen Levy, senior economist at the Center and author of the study. In the study, Levy reported that the state will continue to grow by 6 million by the turn of the century, half of which will be foreign immigrants who possess below average training and skills. This new population will join a large, aging baby boomer generation who have elected to start their families much later in life than preceding generations. The study concluded that the mix of this large, low-skilled immigrant population and an older, middle class parent population will put heavy demands upon employers for additional benefits such as flex-time, on the job training and housing assistance programs to accommodate their family concerns.

Traditionally, salaries were meant to offset the cost of living in a given area. The determination of the cost of living takes into consideration many factors, including housing rental and purchase prices. According to California Department of Labor statistics, however, employee wages have not kept pace with the cost of housing¹². Over the past ten years the average household income level has risen only 6.75% annually. This falls short of the average annual

¹¹Levy, Stephen, "California Future Growth", Center for Continuing Study of the California Economy, May 1989, pp 1,3,5-6.

¹²Unattributed, "1990 California Department of Labor Statistic Report", January 1990, pp 127-128.

increase in the median home price of 12.8%.

The average annual household income in the state for 1989 was \$42,518¹³. Germane to this study, the average entry level salary for law enforcement personnel of local agencies in the state was \$37,311¹⁴. Unable to afford a median priced home through a conventional loan, these entry level employees have had to resort to scaled down housing, alternative financing or commuting long distances where housing is more affordable.

There is information, however, that future employees may not elect to seek these options just to gain employment with a specific agency. Some studies suggest that, due in part to the changing demographics of the available labor pool, the needs and values of this future work force are changing away from self-sacrifice for job success. Employees are expected to be more independent, valuing personal lifestyle and preference over success in the workplace. They will be "consumer employees" concerned about benefit options, work schedules, working conditions, tasks, and job sites suitable to each individuals needs and situation¹⁵. They will be less concerned about getting ahead and more concerned about individual autonomy. "More and more workers are saying that money isn't everything. Business will have to find innovative ways to attract the new actualized workers, whose values of personal development make them desirable, but hard to hold on to", reports Marsha Sinatar, a psychologist, author and head of a human-resource development firm in Santa Rosa¹⁶. In a recent study of college graduates across California, Sinatar learned that these new workers were unwilling to sacrifice personal happiness, family, health or ethical standards to meet job demands.

¹³Unattributed, "California Law Enforcement Salary Survey", Peace Officer Research Association of California, January 1990, p 1.

¹⁴IBID p.3.

¹⁵Deutsch, R. Eden "Tomorrow's Work Force: New Values in the Work Force", The Futurist, December, 1985, p.10.

¹⁶Sinatar, Marsha, "The Actualized Worker", The Futurist, March-April 1987, pp. 1,3-4.

Younger and older generations of employees will increasingly differ in their values. Daniel Yankelovich's so-called "New Breed" employees, however, possess a certain expectation that today's benefits considered privileges will be tomorrow's employment rights¹⁷.

The implication, in short, is that the financial reward aspect of work will become less important and that individuals will increasingly turn to their work as a source of personal identification, social relationships, and community responsibility. Employees will be less willing to endure the major financial sacrifice brought about by this inflated market to acquire housing near their workplace. Nor will they be inclined to commute long distances from their families for a higher paying job or one with more potential opportunity.

This is the significance for the law enforcement manager. It has always been desired that law enforcement personnel reside within the communities they serve. Call back time in emergencies, community awareness and involvement, and environmental/transportation issues are some of the many reasons for this desire. Many agencies even mandate residency as a work requirement. But, the data about the present state environment suggests that home prices will continue to out distance entry level wages. As this gap widens, the new generation of employees will be less inclined to seek employment in an area where they can't afford to live, where they lose their active "sense of community", and where their commute to work has a negative impact upon their family or personal lifestyle. Obviously, future intervention is necessary by the law enforcement administrator to address this emerging issue. As noted, some local officials are experimenting with housing assistance programs as an intervention strategy, the effectiveness of which has not yet been determined. It is the intent of this study to assist in that determination.

An extensive literature search was conducted to present this background statement and to define the emerging issue question. From this research a futures wheel was also constructed which graphically demonstrates the broad nature of this issue and the many related sub-issues (see illustration 1). In

¹⁷Yankelovich, D., "The New Rules", New York: Random House, 1991, pp. 37-51.

order to manage and give focus to the project, three main sub-issues were selected to further define the scope of the study.

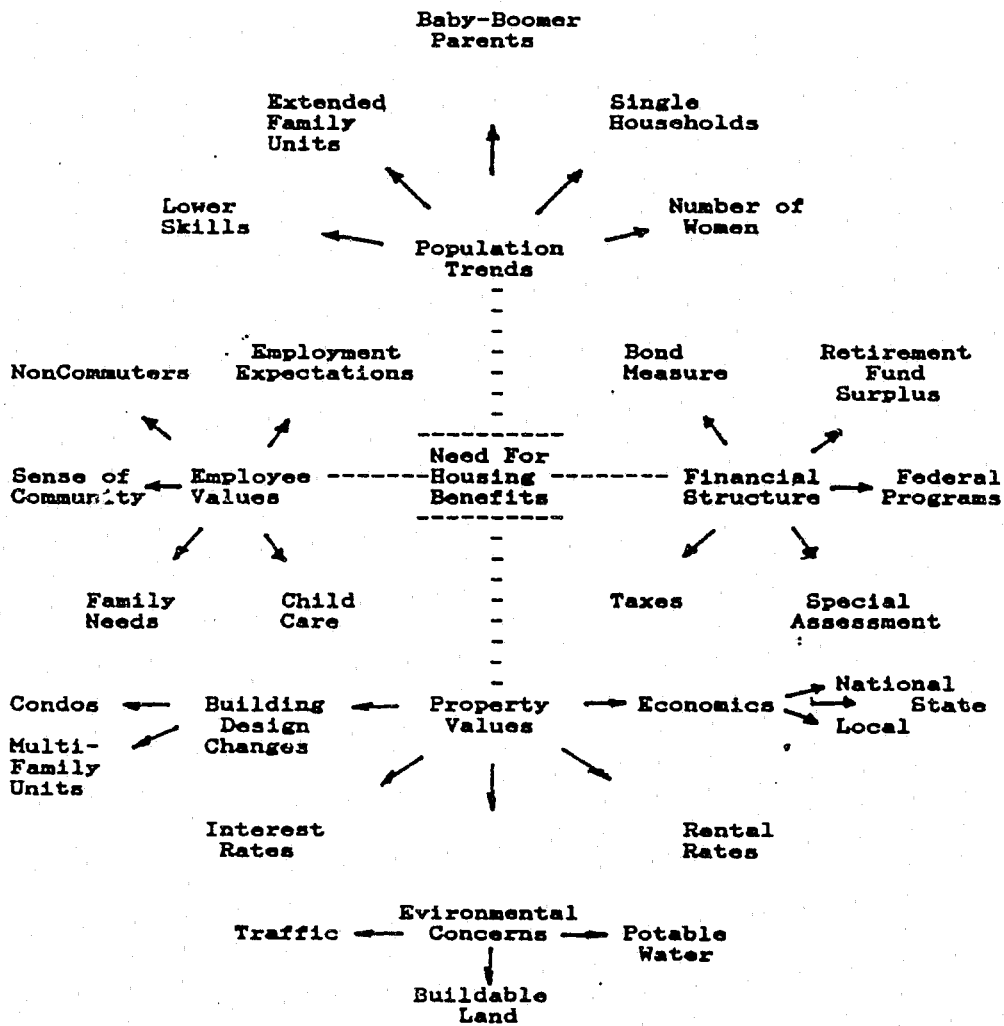
They are stated as follows:

What will be the importance to the employee function to live close to the place of work?

What will be the expectation by the changing labor pool for housing assistance programs?

What will be the financial structure of a housing assistance program?

Illustration #1
FUTURES WHEEL



CHAPTER TWO

DEFINING THE FUTURE

CHAPTER TWO

DEFINING THE FUTURE

A. Emerging Issue Selection

The fundamental role of management is to insure the achievement of the stated organizational mission. For the law enforcement executive this basic mission is the protection of life and property within the community served. The ability to attract and employ sufficient qualified personnel to carry out this mission is therefore critical to the management function.

The issue selected for this future study is, "What will be the role of housing assistance programs in recruiting law enforcement personnel by the year 2001?" This emerging issue was selected because it is of contemporary concern to the management of the Ventura County Sheriff's Department, and it will have direct application for other local law enforcement agencies that may discover their ability to attract employees is being negatively impacted by external forces such as the affordability of housing.

As mentioned, the sub-issues were selected through an environmental scanning process which included an extensive literature search and futures wheel construction. The selected sub-issues are stated as:

What will be the importance to the employee function to live close to the work place?

What will be the expectation by the changing labor pool for housing assistance programs?

What will be the financial structure of a housing assistance program?

The literature search was conducted over an eight month period and included the review of relevant data from books, magazines, newspapers, periodicals and reports on other related research efforts. A bibliography of these sources is

included as Appendix A. Three subsequent interviews were conducted of subject matter experts identified through this literature search, the details of which are contained in Appendix B. The information derived from both these efforts provided the foundational data base necessary to conduct the forecasting process accomplished through a nominal group exercise.

B. Forecasting

The emerging issue and sub-issues ask questions that cross disciplinary, institutional, and functional lines. This suggests that a structured group effort might serve as a credible method in the forecasting of possible futures. The Nominal Group Technique (NGT) is such a group method for achieving agreement on the answers to single, usually complex, questions by a process that alternates private work and open discussion.

The Nominal Group Technique process was selected to identify the trends and events which might impact the issue and sub-issues under study. A list of individuals from law enforcement management, real estate sales and employee personnel administration were contacted to determine their interest and availability in participation. From this list, nine members representing all three disciplines were selected and invited to participate at a meeting on February 20, 1991. Prior to the group meeting, each member was mailed information on the NGT process and the selected issue and sub-issues.

When the group met the purpose and scope of this study was explained to them. During their meeting, the panel identified 27 candidate trends and 25 possible events that could impact the issue statement (Appendix C and D). Through the NGT structured process, these two lists were distilled down to the five most important trends to the issue and five most policy-relevant events, in rank order. The following is a list of these trends and events with their respective definitions.

TRENDS

- Trend 1: The Level of State Economic Development**
The overall economic health of business, industry and agriculture within the State of California.
- Trend 2: State Median Price of Single Family Home**
The median sale/resale price of single family homes in the State of California as reported by the State Realtors Board.
- Trend 3: The Level of Slow/no Growth Government Policies**
The level of restrictive governmental regulations and policies as to property development and building construction.
- Trend 4: Entry Level Law Enforcement Salary Level**
The level of the average salary for entry law enforcement personnel of local agencies in the state.
- Trend 5: The Level Employees Value Personal Lifestyle**
The level of the value that employees attach to personal freedom, lifestyle and family as opposed to career or job success.

EVENTS

- Event 1: Median Price of Homes Doubles**
The median price of a single family home in the state doubles as compared to today's price.
- Event 2: Local Agency Provides Residential Salary Incentive**
Local law enforcement agency provides a salary incentive to employees to live within its jurisdiction to offset the cost of housing.
- Event 3: Local Agency Establishes Equity Share Program**
Local law enforcement agency starts program to loan employees the down payment necessary for the purchase of employees primary residence.
- Event 4: Proposition 13 Declared Unconstitutional**
The U.S. Supreme Court rules that Proposition 13 unconstitutional, the result of which generates new revenue to local government through property taxes.
- Event 5: Mass Transit System Opens**
A mass transit system opens linking most local communities in the major metropolitan areas of the state.

With the Trends and Events identified, ranked and defined the group then proceeded with the evaluation and forecasting process. The panel conducted a nominal forecast of each trend by making a value determination of the level of each trend at different intervals of a stated time line, with a given value of

100 for today. Members were instructed to identify, in their best judgement, what the trend level was five years ago, and what the level would be five and ten years from today. The panel was also asked to determine a normative forecast, or what each trend level should be five and ten years from today. This secondary forecast expressed individual value judgements necessary in goal setting for the future. The collated results of this exercise identifying the highest, lowest and median forecast of each trend are shown on Table 1. Because value judgements were involved, only the median normative forecasts were tabulated and reported.

**NOMINAL GROUP TREND EVALUATION
TABLE 1**

TREND STATEMENT		LEVEL OF THE TREND (TODAY = 100)			
		FIVE YEARS AGO	TODAY	FIVE YEARS FROM NOW	TEN YEARS FROM NOW
TREND #1 STATE ECONOMIC DEVELOPMENT	HIGH	90	100	140	180
	MEDIAN	80		120	150
	LOW	65		100	150
TREND #2 MEDIAN PRICE OF HOMES	HIGH	75	100	160	200
	MEDIAN	70		140	180
	LOW	60		125	150
TREND #3 LAW ENFORCEMENT SALARY LEVEL	HIGH	85	100	130	170
	MEDIAN	80		120	140
	LOW	70		110	125
TREND #4 EMPLOYEE'S VALUE PERSONAL LIFESTYLE	HIGH	95	100	125	170
	MEDIAN	90		115	145
	LOW	75		105	125
TREND #5 SLOW/NO GROWTH GOVT. POLICIES	HIGH	175	100	105	200
	MEDIAN	75		125	175
	LOW	25		90	90

N-9
* - NORMATIVE MEDIAN

WILL BE SHOULD BE *

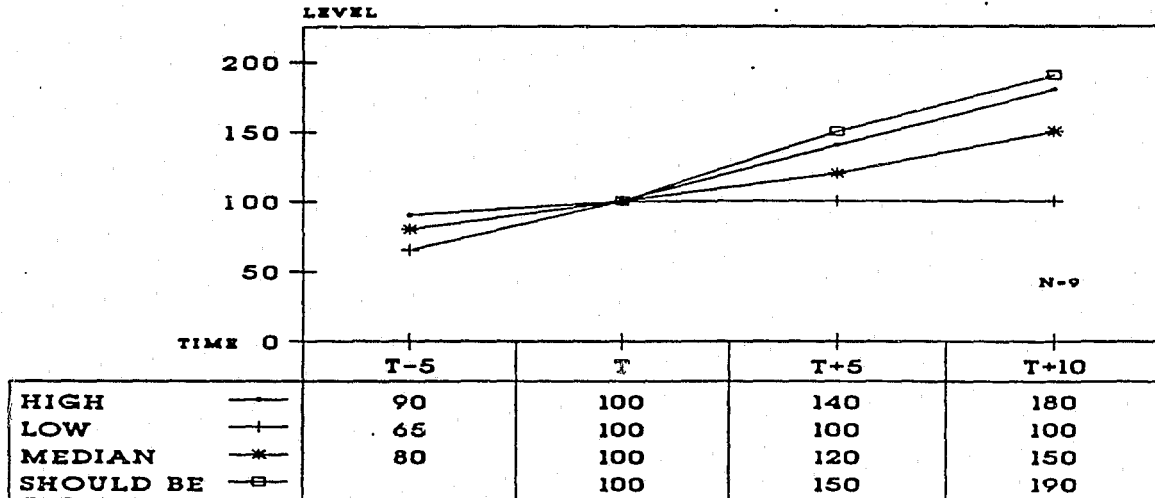
The forecasted data was later plotted on the following graphs for each trend, with the narrative comments expressed by the group of the forecast results noted.

Trend 1 - The Level of State Economic Development

The forecast results reflected general agreement by the group about the moderate but continued increase in the rate of the State's economic development. One member had a less optimistic outlook for the next ten years, accounting for

the low nominal forecast. Complete consensus, however, was expressed in the normative forecast. The group felt that positive economic health of the private sector was not only preferred but necessary for later policy development (see graph 1).

LEVEL OF STATE ECONOMIC DEVELOPMENT
GRAPH 1

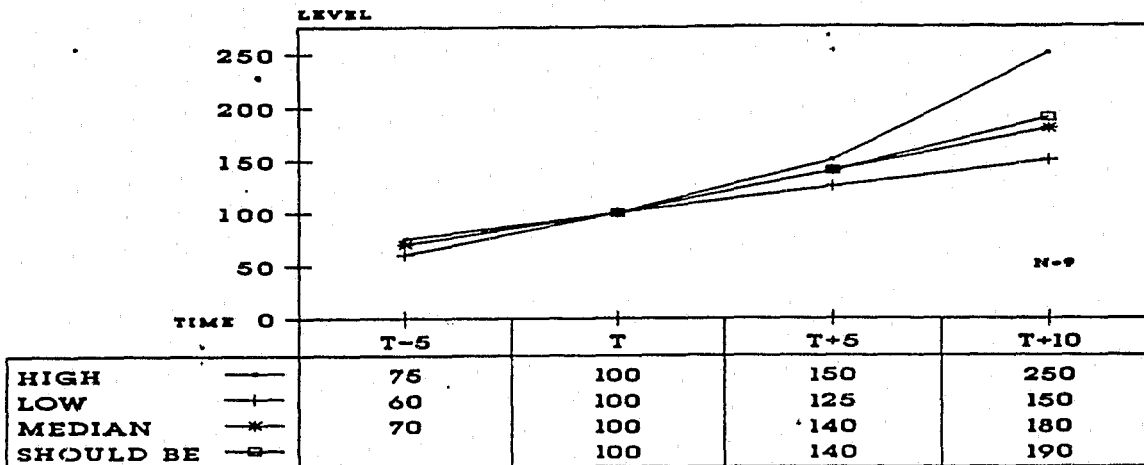


Trend 2 - Median Price of Homes

The forecasts all reflected a continuing and considerable increase in the value of single family homes. Informally, it was learned that every member was a home owner in Ventura County, and at least three members owned multiple properties. With Ventura County reporting the highest median home prices in the state, the forecasts may reflect the members personal bias. The nominal and normative forecast were consistent, however, indicating the rate of increase was not unreasonable. It was also expressed that the forecasts were indicative of the emerging nature of this issue. Home prices will continue to rise across the state impacting more local agencies as they do (see graph 2).

MEDIAN PRICE OF HOMES

GRAPH 2

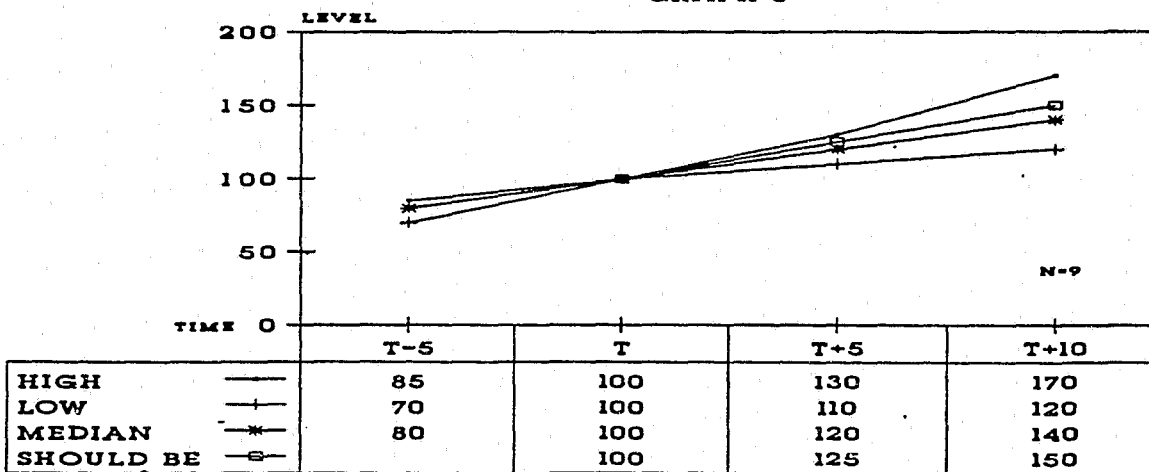


Trend 3 - Entry Level Law Enforcement Salary Level

As reflected by the forecasts, the group felt that law enforcement salaries would show modest increases, but certainly not at the same rate of increase predicted for home prices. It was the group judgement, however, that wages should not be directly tied to the cost for housing. This was evidenced by the only slightly higher rate of increase in the normative forecasts. Some members noted that public employee wages are somewhat less than dynamic, showing occasional increases but rarely any decreases. Home prices, however, are subject to many variables, having at least the potential for wide fluctuation. It was generally felt that the disparity between the two should be addressed through some other means (see graph 3).

ENTRY LEVEL LAW ENFORCEMENT SALARY LEVEL

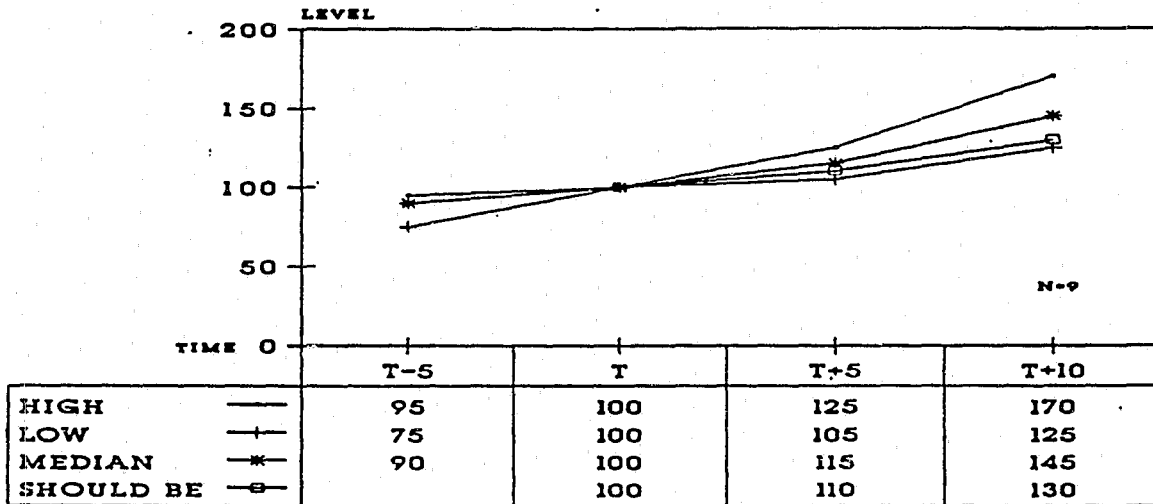
GRAPH 3



Trend 4 - The Level Employees Value Personal Lifestyle

The forecasts reflected the shift in employee values and expectations as learned during the scanning process. The group felt that employees will be increasingly committed to their family, community and lifestyle. Commuting was discussed as a growing negative aspect attached to the workplace. Opting for scaled down but more affordable housing closer to work would also be less desirable to future employees because of the negative impact it would tend to have upon the family or personal lifestyle. Again, the nominal and normative forecast appeared somewhat consistent indicating that the direction of the forecasts are reasonable (see graph 4).

LEVEL EMPLOYEES VALUE PERSONAL LIFESTYLE
GRAPH 4



Trend 5 - The Level of Slow/No Growth Government Policies

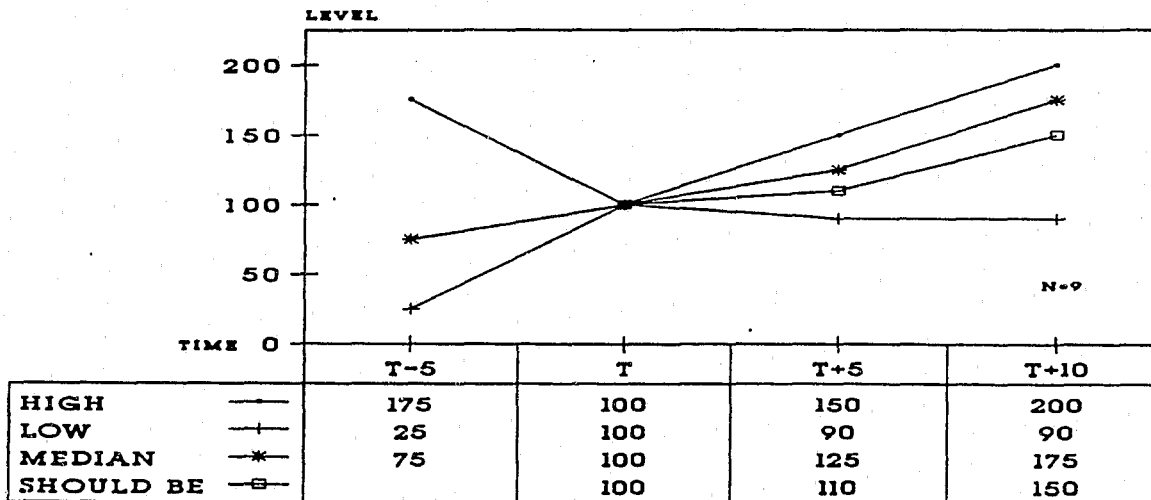
The group members felt that the synergy of environmental concerns, water shortages and increasing transportation problems would prompt local government growth restrictions over time. The range of scores reflected some disagreement between members in both the past level and the future of government intervention in property development. Given the different member's orientation and perceptions as to government policies, this disparity was not surprising. The

median, therefore was not considered indicative of the common estimation, but rather the middle ground of differing views.

One of the side effects of this trend noted by the group was the related impact on the cost for housing. Shortages in housing precipitated by restrictive government policies would be more common, further driving prices due to the increasing demand (see graph 5).

LEVEL OF SLOW/NO GROWTH GOVERNMENT POLICIES

GRAPH 5



Differing from trend forecasting, the group turned their attention to the events. The members were asked to estimate the probability of occurrence for each event, identifying the year the probability would first exceed the value of zero, and the degree of probability of occurrence in five years and ten years from today. It was explained to the group that an estimate of zero probability meant that the event would not happen by the given time limit; conversely, a probability of one hundred percent meant the event would happen by the given time limit. Between zero and one hundred would be the possible degrees of probability. Finally the group was asked to estimate the impact the event might have, positive or negative, on the issue on a scale of zero to ten, ten having the greatest impact. The collective results were collated and tabulated for collective forecasting on Table 2.

NOMINAL GROUP EVENT EVALUATION
TABLE 2

EVENT STATEMENT		TEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON ISSUE AREA IF EVENT OCCURRED *	
			FIVE YEARS FROM NOW (0-100%)	TEN YEARS FROM NOW (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
EVENT #1 AVERAGE PRICE OF HOMES DOUBLES	HIGH	5	50	100	0	9
	MEDIAN	4	40	100		
	LOW	2	20	80		
EVENT #2 RESIDENTIAL SALARY INCENTIVE	HIGH	5	75	100	8	0
	MEDIAN	4	60	90		
	LOW	3	70	75		
EVENT #3 EQUITY SHARE PROGRAM	HIGH	5	60	100	9	0
	MEDIAN	4	50	100		
	LOW	3	30	80		
EVENT #4 PROP. IS UNCONSTITUTIONAL	HIGH	6	30	60	8	8
	MEDIAN	5	20	50		
	LOW	4	10	35		
EVENT #5 MASS TRANSIT SYSTEM OPENS	HIGH	6	50	75	7	0
	MEDIAN	5	20	75		
	LOW	4	10	40		

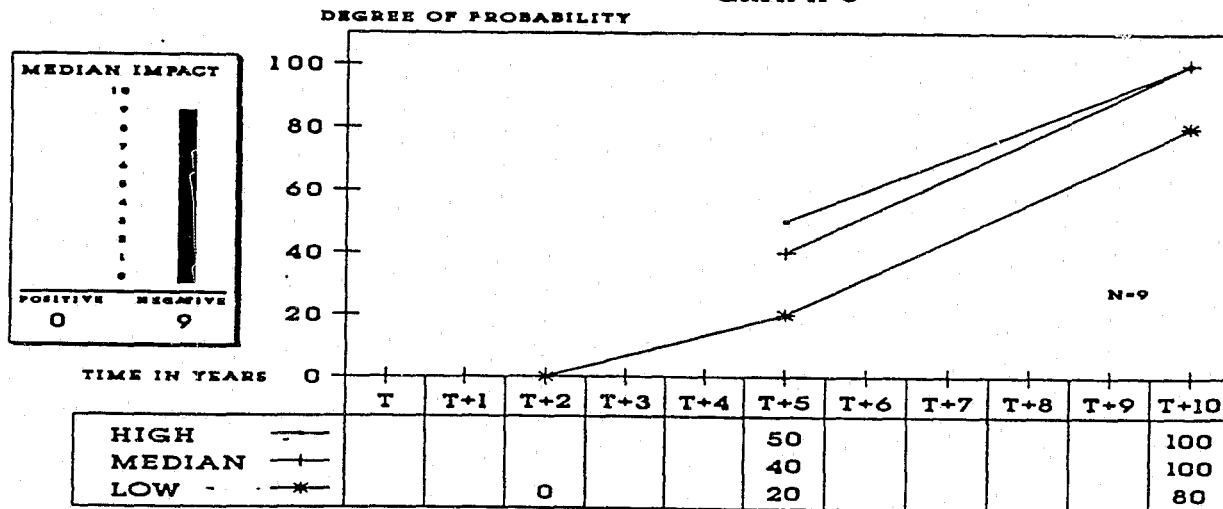
N=9
* - PANEL MEDIAN FORECASTS

The forecasted data for each event was then plotted on the following graphs along with the related group commentary.

Event 1 - Median Price of Homes Doubles

The group felt that this event could not occur for at least two years. Some members felt the occurrence of this event state-wide within the time line was not a certainty. Most members, however, believed that home prices would double in ten years, absent any other mitigating circumstances. The group, as a whole, did attach a high negative impact on the issue should this occur (see graph 6).

MEDIAN PRICE OF HOMES DOUBLES
GRAPH 6

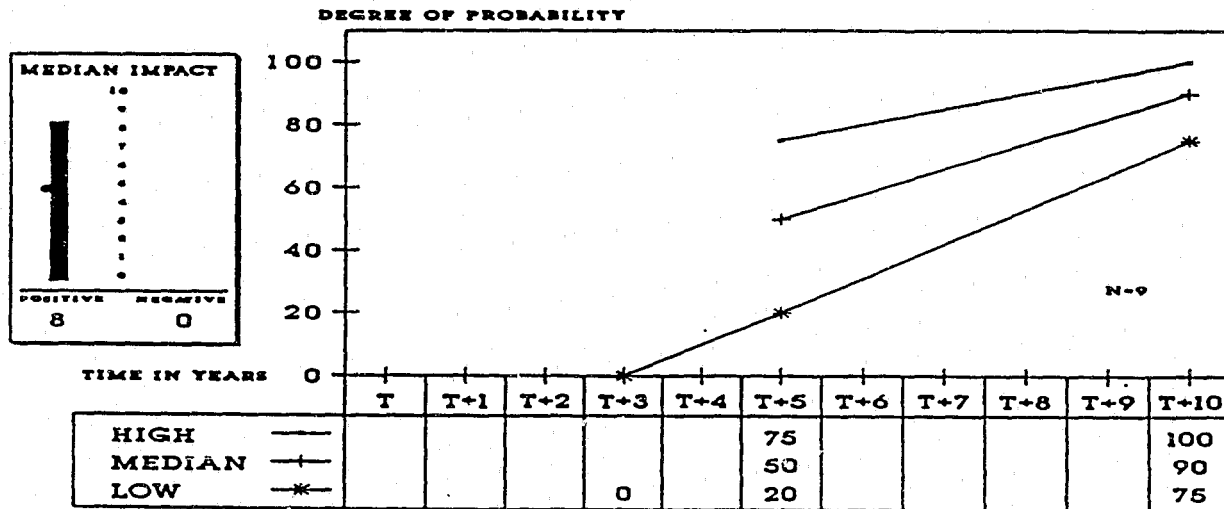


Event 2 - Local Agency Provides Residential Salary Incentive

This event was estimated not to occur for at least four years, with a much higher likelihood of occurrence in five to ten years. The group felt that with most local agencies, the criticality of this issue will not have surfaced until that time, therefore, no urgency is present to move officials in this direction. After that time, however, the probability responds accordingly. Should this event occur the group felt it would have a high degree of positive impact on this issue (see graph 7).

LOCAL AGENCY PROVIDES RESIDENTIAL HOUSING INCENTIVE

GRAPH 7

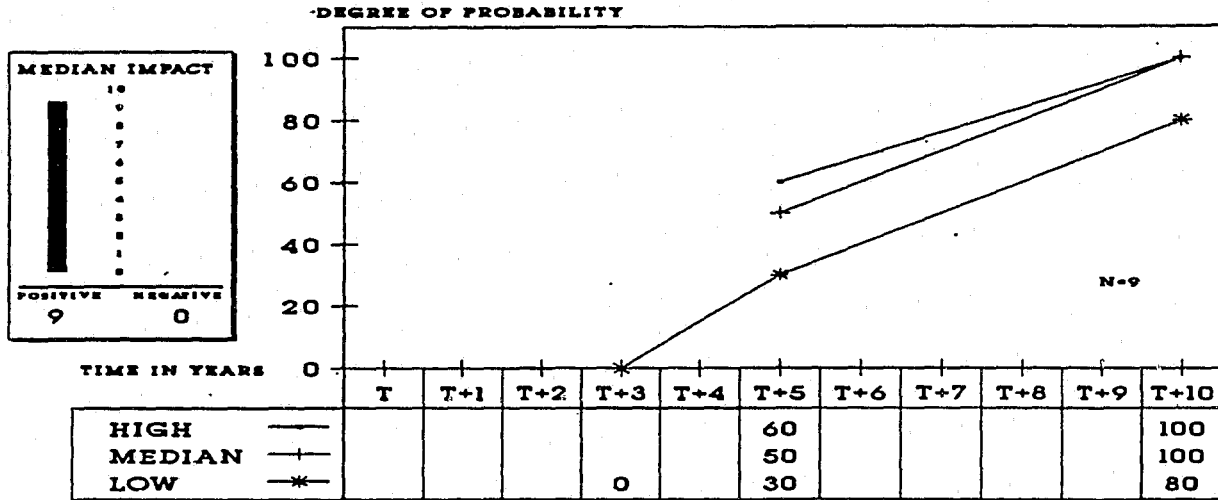


Event 3 - Local Agency Establishes Equity Share Program

As with Event 2, the group felt that this event could not occur for at least four years due to the lack of present day urgent concern among most local officials about the emerging issue. Again, the degrees of probability increase sharply by the fifth year with certainty reached by the tenth year. It was felt that by that time sufficient concern would surface to prompt official action. Of interest for later policy analysis, is the high degree of positive impact the group attached to this event and Event 2 (see graph 8).

LOCAL AGENCY ESTABLISHES EQUITY SHARE PROGRAM

GRAPH 8

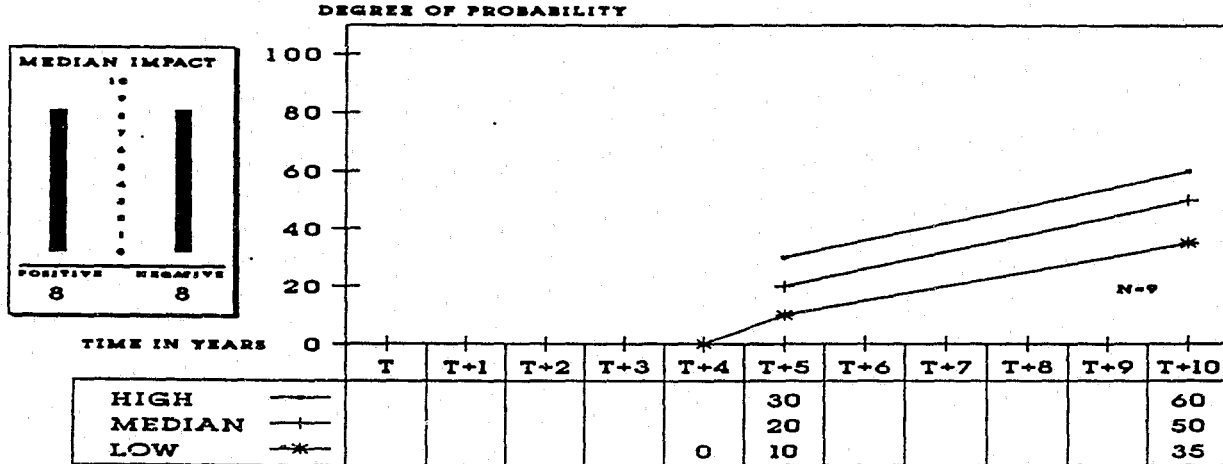


Event 4 - Proposition 13 Declared Unconstitutional

The forecast indicates the low confidence by the group that this event would occur within the first five years, and only a moderate degree of probability within ten years. Should it occur, the impact would be very strong, both positive and negative. The group discussion centered around the strong public feelings in California against taxes. Absent Proposition 13, local governments would realize a flood of new revenue through property taxes to finance increased public employee wage and benefit plans. The increase in property taxes, however, would only exacerbate the housing situation for entry level personnel (see graph 9).

PROPOSITION 13 DECLARED UNCONSTITUTIONAL

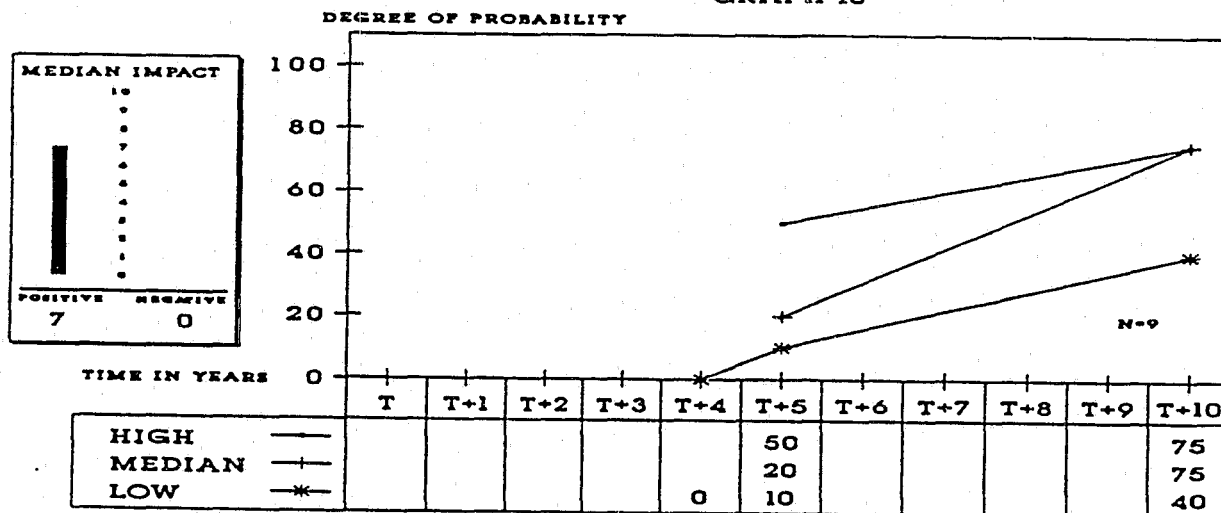
GRAPH 9



Event 5 - Mass Transit System Opens

Recognizing the development time necessary for a local project of this extent, the group estimated that this event could not occur for at least five years. It was more likely to be completed in eight to ten years and would only have a modest positive impact on the issue. Certainly, an improved transit system would mitigate the housing affordability situation somewhat, and most probably will be constructed. The group felt as time progressed however, the degree of impact on this issue would diminish due to, in part, the trend by employees away from commuting long distances from their communities (see graph 10).

MASS TRANSIT SYSTEM OPENS
GRAPH 10



C. Cross-Impact Evaluation

The final task of the group was to conduct a cross-impact evaluation of the trends and events. The purpose of this exercise was to study the impact each forecasted event had upon the other forecasted events and trends. Members were asked the hypothetical question, "Assuming an event occurred, what impact would it have upon each other event and upon each trend within the stated time line?".

The method for estimating this impact was: At the point of maximum impact, (1) the percentage of change (plus or minus) from the original forecasted probability of occurrence of each impacted event and, (2) the percentage of change (plus or minus) in the original forecasted trend level of each trend. If an event has no impact upon another event or trend, a value of "0" was entered on the matrix.

When completed, the forms were collected and the median scores were tabulated. The group openly discussed and commented about the findings. Following this final discussion the Nominal group was thanked for their contribution and their participation was concluded. Cross-impact evaluation matrix Table #3 reflects these median scores of the group evaluation.

BASIC CROSS-IMPACT EVALUATION MATRIX

TABLE 3

IMPACT EVENT (ACTORS)	IMPACTED EVENT (REACTORS)					IMPACTED TRENDS (REACTORS)					IMPACT SCORE
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
#1 MEDIAN PRICE OF HOMES DOUBLES		+25	+25	+5	+20	+20	+25	+10	0	0	7
#2 SALARY INCENTIVE EMPLOYEE PLAN	+5		+25	0	-10	+20	+20	+25	+25	-5	8
#3 EQUITY SHARING PLAN	+5	+10		0	-10	+30	+20	+15	+20	-5	8
#4 PROP. 13 DECLARED UNCONSTITUTIONAL	+20	+10	+10		+10	-10	+25	+10	0	0	7
#5 RAPID TRANSIT SYSTEM	+10	-5	-5	0		+20	-10	0	0	0	5
EVENT AND TREND REACTORS (IMPACTS OR HITS)	4	4	4	1	4	5	5	4	2	2	

Events on Events
 Percentage chg. (+ or -)
 Events on Trends
 Percentage chg. (+ or -)

- T-1 Level of State Economic Development
- T-2 State Median Price of Homes
- T-3 Level of Slow/No Growth Government Policies
- T-4 Entry Level of Law Enforcement Salaries
- T-5 Level Employees Value Personal Life Styles

Analysis of the cross-impact evaluation exercise began with the counting of the number of "hits", or scored impact percentage changes, across each row of the matrix to determine the "actor" events; and down each column of the matrix to determine the "reactor" events and trends. The number of "hits" of each actor event determined how great a change agent it was, should it occur. Conversely, the number of "hits" on each reactor event or trend identified those which tended to be impacted the greatest by the occurrence of an event. Actor events should be the focus of policy action. By evaluating how each actor event affected the other events and trends, policies can be directed with the objective of making the event more likely or less likely to occur.

Events #2 and #3 emerged as the chief "actor" events worth policy consideration. Both housing assistance programs scored the greatest number of "hits" along the matrix and reflected the highest degree of intensity when their occurrence impacted the other events and trends. Home prices would not come down should a local agency implement either of these programs, but would prompt a greater need for housing assistance. Also, the negative impact rising home prices have on recruitment would be mitigated to a large degree by increasing the affordability index for potential employees. Program implementation would decrease the urgency for a costly rapid transit system, and would have the indirect positive effect upon the overall health of the state's economic development. As part of local government, efficient law enforcement services provided by qualified, community orientated officers would be attractive to business and industry.

Of additional note was the impact Event #4, "**Proposition 13 Declared Unconstitutional**", would have on the other events and trends should it occur. Both the cost of housing and the revenue to supply government services were influenced by the passage of this proposition. The implication with regards to this issue is that public perception and opinion must be a consideration during the development of policy and a strategic plan.

D. Scenarios

Through the review, interpretation and analysis of the data generated by the future research exercises, written images of what the future may hold were developed. These written images, called scenarios, are brief essays forecasting a possible future state from a particular perspective. They are constructed to help officials in the planning and management of the future through policy consideration and development.

Three scenario modes were constructed:

1. **The Nominal Scenario** - an exploratory account of a "surprise free" future in which none of the forecasted events take place. The medians of the "will be" trend forecasts are emphasized.
2. **The Normative Scenario** - an account of a "desired and attainable" future in which the positive/actor events that had a positive impact on the issue take place.
3. **The Hypothetical Scenario** - an account of a "what if" future in which an unanticipated/wild card event takes place changing the forecasts of the other actor events.

The setting of the future state described in the scenarios is the County of Ventura in the year 2001. Ventura County was selected as a representative model for policy development and strategic planning.

SCENARIO 1: EXPLORATORY (NOMINAL) MODE

"Crisis in Government Employment", was the lead headline on the Monday, April 27, 2001 edition of the Ventura County Star Free Press. The article describing the trends of the last ten years prompting the critical employment

situation in County Government quoted several department heads lamenting their inability to recruit and/or retain employees in County service. Sheriff Maria Gonzales, whose department has a 30% vacancy of deputy sheriff positions, blamed the situation on the exorbitant cost of housing in the county and the failure of her predecessors in County management to adequately plan for it's impact. "How can we attract qualified candidates into law enforcement or retain our current people when they can't afford to live in the community they serve?", questioned Gonzales. A recent major recruitment drive around the state for entry level deputy sheriff positions netted only ten qualified applicants for over one hundred available allocations. To deal with her department's severe staff shortage, Sheriff Gonzales has eliminated all public service and crime prevention programs, and reassigned existing staff to basic patrol response operations.

Business, industry and agriculture enjoyed positive economic health during the past century despite the increases in governmental restrictions to control growth. Even the severe county wide rationing system of the diminishing water supplies was not enough to curb the popular influx of those wishing to enjoy the thriving and beautiful Ventura County lifestyle. Economic theory of "supply and demand" proved out as the limited supply of homes due to restricted land development and lack of potable water, combined with this new population to drive the average cost of residential property to the highest level in the state. The planned mass rapid transit system linking Santa Barbara, Ventura, Kern and Los Angeles Counties will not be completed for two years, not near in time to mitigate the present problem for county government officials.

Certainly these circumstances were suspected ten years ago, and clear signs were present as near as five years past. Future researchers from the POST Command College had predicted this Nominal forecast in 1991. County officials failed, however, to implement the necessary policy from a normative perspective for a desired and attainable future. As a result, community confidence in their law enforcement and other County services continues to wither.

SCENARIO 2: NORMATIVE MODE

"Government Meets Employee Needs", was the story title to the seemingly unexciting article located on the back page of the Friday April 27, 2001 edition of the Ventura County Star Free Press business section. The article reported some of the trends and events during the past ten years which have impacted County Government employment, and the implementation of timely policy by officials making living in Ventura County and working for County government a rewarding experience.

As far back as 1991 County officials forecasted the economic boom for local business, industry and agriculture, as well as the resulting rising property values. Out of the dramatic events of the late 1980's involving the easing of tensions between eastern Europe and the western democratic nations, extraordinary changes in world economies emerged. The U.S. Government shifted 50% of the military budget to offset the national debt. Concern over a national recession faded as business and industry took full advantage of new world markets.

Anticipating the impact of affordable housing on their ability to recruit employees, county officials began an in-depth assessment of employee need/benefit programs and future government funding/revenue sources.

The appetite of the growing community to live in and enjoy the economically thriving and beautiful County lifestyle caused property values to continue to soar, despite government regulatory attempts to control growth and preserve diminishing water supplies. By 1994 the average price for residential property doubled, the highest of all counties in the state.

When Proposition 13, the Jarvis-Gann Initiative, was declared unconstitutional in 1995, County officials targeted employee housing assistance programs for the unanticipated revenues generated through property taxes. After careful policy consideration, two employee plans were implemented to mitigate this housing affordability issue. In 1996 the County established the "Residential Assistance Incentive Salary" plan (RAIS). The RAIS plan pays an incentive to employees to work for the County. This incentive was intended to

offset the cost of area housing. Not necessarily a new idea, this plan has been offered to workers for some time by private employers in the county who also have experienced intense competition for employees.

Officials recognized as well, that county employees were unable to afford the initial capital investment required to purchase a home. This prompted the "Equity Share Program" (ESP), implemented in 1997. Not only could employees receive a regular housing assistance incentive from the RAIS plan, the ESP plan provided half of the down payment cost to purchase the employees primary residence in Ventura County.

By looking to the future County Officials were able to forecast and mitigate a feared but possible future scenario of this issue and developed policy to meet the needs of present and potential employees.

SCENARIO 3: HYPOTHETICAL MODE

"Country Begins Recovery of Six Year Recession", was the title of the business section feature article in the Friday, April 27, 2001 edition of the Ventura County Star Free Press. Any local business person or county official, however, could have written the article based on their experience of the last century. The predicted economic boom of the early 1990's stalled, resulting in the national economy sinking into deep recession by 1993. Though the probability of the occurrence of a recession had always loomed in the county's unfolding future, optimistic planners, some say naive, failed to consider it's impact should it occur.

Local county officials looked at the past ten years with mixed emotions. The recession had brought about business losses, postponed development and reduced property values so essential to the economic health of the county. These translated into lost revenues for local government and negative growth in county public services. With the uncertain future of revenues, county management was forced to scrap all planned employee housing assistance programs under study.

On the other hand, the recession prompted lower interest rates making property more affordable. Even the endangered water supplies of the mid 1990's are now being replenished as the influx of business, land development and people into the county dwindle. Because of this, the feared county government employment crisis, expected to emerge by 1996 from the forecasted high property values, never amounted to much. On the contrary, county employment pools are overflowing with displaced private sector employees who migrated to the county in the late 1980's. Now, ten years later, most no/slow growth government policies have been rescinded in an effort to woo business and industry back into the county.

Yes, it has been a decade of failed plans and unpredictable events...or was it?

CHAPTER THREE

STRATEGIC MANAGEMENT

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A. Introduction

Strategic planning is the structured process of developing policy decisions that will have a selected impact upon an anticipated future. For the purposes of this study, the Normative scenario constructed from the futures research exercises in the previous chapter was selected as this anticipated future. This scenario describes the desired and attainable future state in Ventura County where county government officials, having forecasted the increasing negative impact unaffordable area housing would have on their ability to recruit potential employees, developed and implemented the necessary policy that brought about housing assistance programs negating the recruitment problem.

As a case situation for the selected policies and recommended strategies constructed in this chapter, the Ventura County Sheriff's Department (hereafter referred to as VCSD) is continued as a "local agency" model. It is believed, however, that the output of this project will have application for many other jurisdictions facing similar circumstances.

B. Mission Statement

It is important to establish a linkage between the planning effort and the goals of the involved organization. What purpose does the organization serve, who is it's clientele, or what does it wish to achieve, will help determine the criticality of the strategic issue under study. The answers to these questions can be determined through a review of the organizational mission statement.

Mission statements are presented on two levels. The "macro" statement is a formal expression of the broad purpose and mission of an organization. The VCSD "macro" mission statement is:

"To insure the safety and security of all citizens of Ventura County through the delivery of community orientated, professional law enforcement services."

A statement which defines a specific organizational activity, function, or program is a "micro" mission statement. The details of how the organization will achieve it's mission, stated as objectives, are sometimes delineated at this level. With regard to this issue, the "micro" mission statement of the VCSD is:

"To recruit and retain the most qualified personnel trained in skills and attitudes necessary to achieve the Department's mission, and consistent with the expectations of the community serves. This responsibility is met through the pursuit and achievement of the following department objectives."

1. Department management will establish and support a Sheriff's Personnel Bureau (SPB) staffed with individuals trained and well familiar with the mission of the department, expectations of the community, the minimum employment standards established by the State of California for peace officers and the statutory regulations of fair, nondiscriminatory employment practices. The SPB will work closely with the County Personnel Department in the recruitment, testing, hiring and training of deputy sheriffs for the department.
2. Department management will be proactive in the planning and assessment of the personnel and staffing needs by the department. This will include seeking the resources necessary to offer attractive employee compensation programs and quality equipment to support personnel in the implementation of their assigned tasks.
3. Department management will create a climate supporting career development and the positive recognition of all personnel.

C. Situation Analysis

Part of the strategic planning effort is an assessment of the threats and opportunities within the external environment to which developed policy decisions may be applied. It is also an evaluation of the strengths and weaknesses of the

organization's internal capabilities to respond to change related to the strategic issue. All data and analysis that has been generated from project work is utilized in this exercise. The situational audit flowing from the analysis will provide the foundation for the remainder of the project effort. Developed strategies and implementation actions are in recognition of these environmental concerns and internal capabilities.

The situational analysis was conducted by a three member team of individuals who participated on the nominal group panel. The members were selected because of their familiarity with the project, knowledge of the organization and expertise in terms of strategic planning. The group also assisted with the stakeholder identification and assessment, discussed later in this chapter.

1. Environmental Threats

Within the present environment there are several challenges to the stated mission of management with regard to this issue. There is a growing trend away from public service. Recent surveys of graduating college and university students from across the United States reveal a desire to seek employment in the private sector where the rewards are much higher. The past public service attractions such as stability and fulfillment have become less important to today's labor force. Those who do pursue public employment still select agencies that offer the greater salary and benefit packages. This competition with the private sector compounds the problem of housing affordability by new and current county employees. City governments and private industry have greater flexibility in salary ranges and benefits not enjoyed by counties throughout the state. This increasingly limits the county's and department management's ability to compete for needed employees.

Adding to the county's dilemma is the lack of growth in fiscal resources. The emerging political environment in the nation is one in which new or increased taxes are not acceptable. Through the passage of legislation in California such as Proposition 13, the so called "Tax Payer Revolt Initiative", and Proposition

4, the government spending limitation measure, local government funding revenues have been sharply curtailed. As the cost of government continues to go up, public agency management strategies have become a matter of how to do more with less.

The rapid change of technology has altered many of the basic job skills necessary for today's police officer. This has created a shortfall in a skilled labor force. As an example, current entry level requirements for most peace officer positions only mandate a high school education, no computer skills or literacy, and offer no incentive for those who do.

Finally, and most important, is the booming real estate market in Ventura County. A number of forces have come together, driving the cost of housing beyond the affordable range of most public service employees. The basic theory of "supply and demand" is clearly in action. Ventura County, compared to her neighbor to the south, has a very small pollution problem. Additionally, law enforcement officials proudly boast the lowest crime rate of any county west of Ohio. For these and many like reasons, the attractiveness of Ventura County has created a continuing influx of business and population. With the ensuing property development, the amount of buildable land and potable water are diminishing. Environmental concerns are rising prompting the proliferation of no/slow growth policies by local government. As a result, property values have skyrocketed.

2. Environmental Opportunities

Within this dynamic climate there are opportunities that will support the achievement of the stated mission. Ventura County is a politically conservative, strong law and order community. Public safety agencies continue to be high priority service providers in terms of budget allocations. This higher priority can only serve to benefit any strategic planning strategies involving the dispersement of fiscal resources.

Also viewed as an opportunity is the changing community attitude about public service. This can be seen in a number of ways.

Most public services are provided without additional charge to users. Funding supporting these services are generated through traditional local tax processes. Changing attitudes regarding use of public services are giving government new tools to recover the cost for providing those services. These tools include user fees, special assessments, overhead charges and many others. The business community is aware that it is in their best interest to support the law enforcement department that services their area. Accordingly, an opportunity exists for a mutually beneficial partnership between business and law enforcement planners.

This change in attitude can also be seen in the manner in which public employees are compensated for their efforts. Faced with limited funding for salaries, public agencies are following the private sectors' lead in offering more and more alternative compensation packages directed at meeting employees specialized needs. Education incentives, child care plans or alternative work schedules are just a few. Such programs could act as models for potential packages designed to mitigate the affordability gap between salaries and home prices.

As much as emerging technology is viewed as a threat, so is it also an opportunity with this issue. With new technology has come the capability of mass rapid transit systems, making employees not as geographically limited to a particular local. Also, technology minimizes physical effort and maximizes efficiency. Most public agencies, being service rather than product orientated, are labor intensive. Advances in robotics and automation present obvious potential opportunities to reduce personnel cost.

3. Organizational Capabilities-Strengths

The Ventura County Sheriff's Department is the fifth largest sheriff's agency in the state with over 1,100 employees. It is also the largest law enforcement service provider in the county, larger than all other police agencies combined. The sheriff's department is the second largest county agency in terms

of budget as well as employees. Much strength can be assumed from the department's size in it's ability to exert influence to achieve the mission objectives.

Unlike other police agencies, the Sheriff is a constitutional officer, elected by the people and does not serve at the pleasure of an individual or council. This independence can be a two edged sword depending upon the mood of his constituency. For the last ten years, the Sheriff and the department have had very high community support and confidence. The Sheriff is well liked and respected by his law enforcement peers and by most political officials and business leaders in the county. Of special mention is the close and cooperative relationship between the Sheriff and Board of Supervisors. Unlike many counties, the Board and Sheriff have worked well together meeting the challenges of running county government. This positive relationship has helped the department when negotiating for fiscal resources. To achieve the stated mission, this external and internal support is vital to the success of the selected strategic plan. This is possibly the greatest organizational strength given the present supportive community and political climate.

4. Organizational Capabilities-Weaknesses

There are two major organizational weaknesses related to this issue. First, the department, as an organization, has no direct capability to influence the rising cost of real estate in the county. The forces mentioned driving home prices are not under the control of the Sheriff. Indirectly, however, the Sheriff could exert his influence on other political officials who do have some limited capabilities, or upon the business leaders of the community.

Second, the department management does not set salary and benefits for it's employees. Deputy sheriff wages, as with all county employees, are determined by county management. Even though the Sheriff has considerable influence, any effort to lobby for higher deputy salaries or benefit packages would still be in competition with all other county departments and involve political risks.

Despite the high priority the community holds for law enforcement, the Board of Supervisors has tended to be more socialistic or equitable to all departments when dividing up the county general fund.

D. Stakeholder Analysis

The following is a list of stakeholders that care about, may be impacted by or could impact a strategic plan, and the assumptions they hold about the issue. The importance of these stakeholder assumptions and the certainty of their position were mapped on an assumption map (Appendix E) in order to give future negotiations better focus.

1. Sheriff
 - (a) Supportive of strategy which aids in the recruitment/retention of personnel and is consistent with the department mission statement.
 - (b) Will be concerned about any strategy which would involve political risks.
2. Board of Supervisors
 - (a) Supportive of Sheriff yet concerned with the same impact the cost of housing has upon all county employees.
 - (b) Would oppose setting precedent of linking employee compensation increases to outside influences (i.e. cost of housing).
 - (c) Split support for strategy of special assessments or bond initiative as means to generate additional revenues.
3. County Personnel Director
 - (a) Supportive of strategy involving alternative compensation packages to aid in recruitment/retention of employees.
 - (b) Neutral as to generating new sources of revenue.
4. Deputy Sheriff Association (DSA)
 - (a) Supportive of strategy to increase member compensation.
 - (b) Oppose alternative compensation plans which take away from normal compensation increases.

- (c) Oppose any plan to lower entry level standards or eliminate positions through technology.
 - (d) Concerned about growing number of deputies having to commute long distances to work from areas offering more affordable housing.
5. Ventura County Firefighters Association
- (a) Oppose any strategy that does not include benefits for their membership related to this issue.
 - (b) Oppose any plan to lower standards or eliminate positions through technology.
 - (c) Concerned about any change in past practice by county linking "safety member" benefits (deputy and firefighter benefits equal).
6. Public Employee Association of Ventura County (PEAVC)
- (a) Share in DSA concerns, supportive of strategy to raise benefits offered to all members.
 - (b) Oppose planning to compensate only DSA members.
7. Ventura County Taxpayers Association
- (a) Believe most government is wasteful.
 - (b) Oppose strategy of tax increase or special assessment.
 - (c) Want to be consulted on all county planning.
 - (d) Would support bond initiative as means to generate revenues for specific employee programs.
8. Ventura County Real Estate Association
- (a) Fairly unsympathetic to a perceived "government" problem.
 - (b) Opposed to any strategy involving tax increase, special assessments or control by government of the real estate market.
 - (c) Supportive of rapid transit systems.
9. Construction Industry
- (a) Unsympathetic to a perceived "government" problem.
 - (b) Oppose strategy involving governmental control of the industry and special assessments.
 - (c) Would support bond initiative.

10. Citizen Community served by the Sheriff's Department
 - (a) Supportive of special assessments on higher users of services.
 - (b) Opposed to unnecessary tax increases.
 - (c) Support benefit increases for law enforcement personnel.
11. Media (Snaildarter)
 - (a) Unknown position, past attitude has been suspicious of government spending and "quick fix" strategies.
 - (b) Supportive of Sheriff and past management practices.
 - (c) Assume it will take a wait and see posture, seeking out opposing views to encourage debate or controversy.

E. Developing Alternative Strategies

To bring about the described normative future in Ventura County a plan or strategic policy must be decided. A Modified Policy Delphi group was used to arrive at this decision through the identification and exploration of a variety of alternative strategies. The seven member group represented law enforcement management, personnel administration and private industry in Ventura County. Prior to meeting, each member of the group was sent an informational letter discussing the strategic issue and sub-issues, and a copy of the Normative scenario. Each member was asked to consider possible alternative strategies to bring about this desired future and bring their suggestions to the meeting.

When the group met, each member was asked to draft and present a short written policy alternative for the group evaluation. Even with some duplication, seven candidate alternatives emerged from this process. After a protracted discussion for clarity and definition, the group then rated each alternative on the basis of: (1) feasibility, and (2) desirability. Score valuations were set from 0 to 3, with 3 considered most feasible or desirable. In this manner, each alternative could achieve a total possible value of 42 (6 points per alternative X 7 members = 42). A list of the candidate alternatives in rank order along with their final tabulated score is included as Appendix F.

The top three ranked alternatives were retained for additional discussion. Each member was asked to consider the three alternatives and comment as to the advantages and disadvantages of each. The following is a synopsis of the group commentary of each alternative, along with an author's editorial of how each involved stakeholder would perceive the alternative strategy.

1. Alternative Strategy #1: Deputy Sheriff Housing Allotment Plan:

The Sheriff uses his political influence with county management to create a housing allotment benefit for all deputy sheriff positions of the department. The benefit would be funded by, and subject to, a voter approved county initiated measure to increase local property tax by .25%. Benefit would be afforded to only sworn members of the department and any increase would be an item of regular collective bargaining negotiations. Benefit would be in form of fixed dollar allotment and part of regular monthly salary.

Advantages - This strategy is consistent with the department mission statement; plan will have immediate positive impact on recruitment of deputy sheriff candidates, as well as, retention of existing sworn personnel; plan takes advantage of current popular support of Sheriff and spreads cost over widest clientele through an almost negligible property tax increase; tax can be justified as by-product of rising property valuations; plan encourages permanency in employment.

Disadvantages - This strategy would require major popular support which has, of late, taken a dim view of increased taxes; plan only takes advantage of public resources; plan requires major political risk of Sheriff; plan ties allotment benefit to bargaining negotiating; plan would place other political officials who support it at risk; allotment benefit (intended to assist with primary residence affordability) could be misused by employee for other use or property acquisition outside of county; plan only has immediate benefit and not designed for long term costs; funding measure may not stand up to legal challenge.

Stakeholder Perceptions - Strategy would receive lukewarm support from Sheriff due to political costs, would be opposed by DSA, PEAVC, and Firefighter Association membership because it is exclusive of all county employees and is tied to bargaining negotiations, Board of Supervisors would reluctantly support plan if pushed by Sheriff, Real Estate and Construction industries would remain moderately neutral, citizen community split support due to large amount of renters not effected by proposed tax, Tax Payer Association would oppose as an inappropriate and unfair tax penalizing home owner, media would possibly make issue of only law enforcement personnel afforded benefit, and the legality of increase of property tax.

2. Alternative Strategy #2: Housing Assistance Task Force:

The Sheriff propose and chair a County Government Employee Housing Assistance Task Force. Task Force would include selected representatives from county management, employee associations, private industry and concerned community groups. The Task Force would be charged with a mission to develop for implementation of workable solutions to the housing affordability issue for all county government employees and funding sources to support them. The strategy would be an interim approach to build visibility and commitment.

Advantages - strategy is consistent with the department mission statement, solicits support from all involved stakeholders, focus is on the long range solution, reduced political risk to involved public officials, as chairman Sheriff maintains some control of direction and focus, does not mandate immediate major program cost, seeks solutions from both the public and private sector, political rewards to Sheriff, if successful.

Disadvantages - strategy has no short term problem solution, no relief for current employees, success dependent upon cooperative members many of which have conflicting agendas, plan not specific to deputy sheriff personnel causing loss of support from major stakeholders, plan could involve a protracted time frame do to lack of specific focus, major political risk falls to Sheriff.

Stakeholder Perceptions - Sheriff would require reassurance of success

probability and would be concerned about potential protracted time frame before result achieved, Board of Supervisors would publicly support but privately express reservations due to loss of control and uncertain rewards and/or fiscal commitments, DSA would be reluctant members feeling focus of issue on deputy sheriff personnel being diluted, PEAVC would be strong supporter with their membership now included and their participation in the solution planning, moderate support by private sector especially to have some input in any decisions which may impact their industry, citizen community would remain neutral until specific programs and their costs were known, media may have no effect perceiving this strategy as another governmental committee long on good intentions and short on results.

3. Alternative Strategy #3: Safety Member Housing Assistance Plan:

Sheriff, through his political influence and position, lobby and publicly support county management to initiate local bond measure designed to generate revenues to specifically support a number of selected housing affordability benefit packages exclusively for county deputy sheriff and firefighter personnel. Benefit packages would be researched and developed by a select committee from sheriff, fire and county management personnel and limited to investment, rather than allotment plans in nature, where by the county assists with or shares in the purchase of employees primary residence but retains a financial interest in the property.

Advantages - strategy is consistent with department mission statement, takes advantage of present popular support of Sheriff and community concern for safety, if bond measure passes would have immediate positive impact upon recruitment/retention problem, shifts political risks from Sheriff to county management, funding plan more palatable to stakeholders not being a direct tax or special assessment, funding plan solicits private investment into county programs, investment benefit packages more attractive in that they are self supporting over time, benefits not tied to collective bargaining process, strategy addresses both short and long term needs.

Disadvantages - entire success of strategy predicated on the popular support and passage of bond measure; requires significant funding capital for mentioned type of benefit packages; does not address other county employees; strategy does not consider possibility of real estate value reversal.

Stakeholder Perceptions - Sheriff would support this strategy in that the potential benefit/rewards outweigh the costs/risks, Board of Supervisors would support if pushed by Sheriff especially with the plan subject to popular support which dilutes their political risks, DSA and Firefighter Association would obviously support, PEAVC would oppose without inclusion of their membership, private sector would support as a benefit to their industry, citizen community support would depend upon the degree of continued popular support for the sheriff and community safety; media would again take a wait and see attitude seeking out differing views of involved stakeholders. Media actions could decide success of strategy in it's first phase.

After a final review by the modified delphi group, strategy three was selected as the most desirable and feasible plan given the potential benefits and costs of its implementation. Although all three plans had merit, the group felt the selected plan emerged for the following reasons:

- It is the plan most consistent with the department mission statement, addressing the needs of Sheriff's personnel and the expectations of the community.
- The plan is workable. It takes advantage of the environmental opportunities and overcomes the stated environmental threats.
- The plan requires popular support which was identified as one of the organizations greatest strengths.
- The plan is focused, allocates resources to the stated issue and has a specific time frame for implementation.
- The plan assumes the greatest support from the involved stakeholder. Although strategy two has the least opposition, what support it enjoys is weak or uncertain.
- The plan encourages real commitment by the stakeholders in it's development and implementation, and by the benefices through their employment.
- The least amount of risk is anticipated in it's implementation and necessary negotiations for acceptance.

F. Implementation Plan

The implementation of the selected strategy is discussed in detail in the next chapter dealing with the Transition Management Plan. Presented below is a general overview of the implementation plan along with the necessary personnel, resources and budget requirements. Because the success of the strategic plan is dependant upon the passage of a local bond measure, the timing of the different incremental phases center around when local elections are conducted. Expanded research should begin as soon as possible with phase one clearly in progress at least one year prior to the voter decision. This expanded time line is necessary to give all concerned parties time to fully examine the issue and negotiate in private. Phase two should emerge no later than three months from this voter decision day and should continue into the implementation of phase three. The emphasis during the phase two period is "active and public" actions. Finally, phase three will begin upon the success of phase two and is intended to be an on-going process.

As mentioned, the strategic plan will be implemented in three, incremental phases. The Sheriff will appoint a lieutenant to manage each implemented phase, providing him/her with the listed support staff and resources. The Sheriff will meet with the assigned lieutenant and discuss, in detail, the Selected Strategy and the Implementation Plan. It is vital that the Implementation Manager and the Sheriff meet and confer on a regular basis during all phases of the plan.

Personnel requirements: Sheriff's Lieutenant as Implementation Manager (reassigned from department Research and Planning Bureau), Sheriff's Sergeant as Assistant to the Manager, Intermediate Typist Clerk for clerical support and office management, services of Sheriff's attorney as needed.

Resources: Office space, desks, telephone equipment, computer support (desk top), file cabinets.

Budget: Personnel costs absorbed by department through temporary reassignment of existing staff, resource costs minimal as supplies available through current inventories.

1. Phase One:

Sheriff and Implementation Manager meet, discuss, negotiate and solicit support for the Strategic Plan from each Board Supervisor, the County Personnel Director, the President of the DSA, PEAVC, and Firefighters Association. The success of phase one is dependent upon the support and commitment from a majority of Board members, Personnel Director, DSA and Firefighter Association. Board commitment would include the sponsorship of the "Bond Measure for Safety Member Housing Assistance Benefit". Sheriff's Implementation Manager and staff would assist Board staff with this process.

2. Phase Two:

The Sheriff actively lobby and publicly support Bond Measure, meeting and negotiating with involved stakeholders and soliciting their support. The success of phase two is dependent upon the overcoming the major stakeholder resistance that could negatively impact voter approval of the measure.

3. Phase Three:

Upon successful voter approval of the Bond Measure, the Implementation Manager would co-chair with the Personnel Director a select committee to design the described housing benefit packages. The select committee would include representative from the Board of Supervisors, CAO's office, DSA, Firefighter Association, and Auditor's Office. Once designed and approved, the benefit packages would be submitted to the County Personnel department for the normal employee benefit processing. The Implementation Manager's responsibilities would then shift to the Sheriff' Support Services Division Commander as a co-lateral assignment to monitor and assess the ongoing administration of the program and it's effectiveness.

CHAPTER FOUR

TRANSITION MANAGEMENT PLAN

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TRANSITION MANAGEMENT PLAN

To this point the project effort has focused on the present environment, or that period of planning and initiating the desired state; and, the future state, or the condition when change has occurred and a desired outcome has been achieved. This chapter concerns itself with getting from the present to the future - the transition state.

A. Critical Mass: Identification and Assessment

The transition state is the period where the action steps of the strategic plan are implemented in the stated incremental phases. These action steps represent a change effort which will have impact upon a number of individuals or groups. In order to manage the transition period it is necessary to identify those key persons or groups whose support or opposition to this change effort is critical. These key actors are known as the "critical mass". Once identified, the present commitment level of the members of the critical mass needs to be determined. This determination is compared to the minimum level of commitment necessary for the change effort to be successful.

The critical mass identification and commitment assessment was conducted by the small group previously utilized for the situational analysis segment of Chapter Three. The group identified the following six members of the critical mass. It is important to note that a seventh member of the critical mass was identified - the citizen voters of Ventura County, as a group. Although a stakeholder in the environment relative to this issue, however the group felt that voter commitment has been previously assessed as part of the overall Strategic Plan development and selection. Therefore, additional consideration would be redundant.

Critical Mass

Sheriff of Ventura County
 Director of County Personnel Department
 Chairman, Board of Supervisors
 Executive Director of PEAVC
 President of VCTA
 Editor of Star Free Press

Through a process of discussion and consensus, the group assessed each members current level of commitment for implementing the strategic plan and the minimum level of commitment necessary from each, in order for the change effort to succeed. The findings of the group are graphically depicted on Table #4. A narrative summary of the group findings follows Table #4, along with suggested intervention strategies which could be employed to garner any needed additional commitment from the respective member of the critical mass. These strategies are borrowed from "Organizational Transitions, Second Edition", by Richard Beckard and Ruben T. Harris. The definition for each mentioned strategy is delineated in Appendix G.

TABLE 4

CRITICAL MASS COMMITMENT CHART

Member of Critical Mass	Block Change Happen	Let Change Happen	Help Change Happen	Make Change Happen
Sheriff				X ----- O
Director, Personnel Department			X ----- O	
Chairman, Board of Supervisors		X ----- O		
Executive Director PEAVC	X ----- O			
President, VCTA	X ----- O			
Editor, Star Free Press	?	?	O	?

X = PRESENT COMMITMENT

O = NEEDED COMMITMENT

1. Sheriff:

For the past ten years the Sheriff has enjoyed very high community support and confidence. He is well liked and respected by his law enforcement peers and by most political officials and business leaders in the community. Of special mention is the close and cooperative relationship between the Sheriff and the Board of Supervisors. He is perceived as an accomplished department head, as well as an experienced politician. Additionally, the Sheriff has a demonstrated record of positive action on behalf of his employees. Not surprisingly, he is openly supportive of the plan. Because of his popular support, he is identified as the primary change agent, or the key player that must "make it" happen.

Despite this open support, however, potential resistance in his commitment might exist. The planned change represents some political risk, something avoided, when possible, by elected public officials. What minimal resistance that may exist must be managed by reminding the Sheriff of his dissatisfaction with the present state of affairs, encouraging his eagerness to achieve the proposed end state and convincing him of the feasibility of the planned change.

2. Director, County Personnel Department:

The director is a progressive manager of the personnel resources for the county. He is familiar with, and sensitive to the recruitment and retention needs of the Sheriff's department. His expertise in personnel benefits packages is well regarded by the Board of Supervisors. His endorsement of the plan will be valuable to garner the necessary commitment from the other members of the critical mass. It is assumed that his present commitment is supportive and that he will want to participate (help) in the change effort. This is the appropriate level of his commitment. His subject matter expertise and credibility with the Board will be of great benefit to achieve the desired change. To ensure his continued commitment, however, application of a neutral mechanism such as "Educational Intervention" would be useful. Keeping him involved in the process will provide him with the understanding of the change problem and will encourage his continued commitment.

3. Chairman of Board of Supervisors:

From past actions on similar issues, the other members of the Board will defer to and follow the chairman's level of support. He is a close political ally of the Sheriff. As a former teacher, though, he is also an outspoken advocate of PEAVC (Public Employees Association of Ventura County) which currently opposes the change effort. Additionally, his resistance will result from the assumed opposition to the change by the Ventura County Taxpayers Association. The change represents significant political risk and the potential alienation of a block of constituency. His present commitment level is assessed as minimal, at best.

For the change to succeed, however, the Board must sponsor the bond measure to fund the desired benefit packages. Therefore, the chairman's "helping" commitment is required. Moving his commitment level will require a blend of intervention strategies.

The Sheriff may initially employ "Forced Collaboration". There exists consensus between all parties as to the greater objective to mitigate the impact of the high cost of housing on recruitment. The Sheriff must convince the chairman to set aside, for the moment, his own biases in order for this greater objective to be achieved. This can be furthered through "Problem Finding" and "Educational Intervention". Both are neutral mechanisms designed to identify, inform and clarify the issues separate from biases, which will encourage commitment in an unthreatening manner.

4. Executive Director of PEAVC:

The director represents the bulk of non-safety member county employees. Because his membership will not benefit from the plan, his present position is opposing the change effort unless the county grants PEAVC some comparable concession. Linking any bargaining concessions for PEAVC to the transition plan would prompt unresolvable resistance from the other members of the critical mass. Strong public opposition by PEAVC, however, could have significant impact on voter approval of the bond measure. The director's resistance must be moved to

a "let happen" position. Through "Resistance Management", the director should be persuaded; (1) of the shared dissatisfaction with the status quo for all employees, (2) the proposed end state can serve as a test model benefit program which eventually could be afforded to all employees, (3) the change plan represents no threat or disruption to the interests of his membership. The key to this argument is that the funding for this plan is not generated from present county resources for employee benefits, therefore is of no threat to PEAVC. By letting the change happen his membership could eventually benefit from the success of the program.

5. President of VCTA:

The Ventura County Taxpayers Association has emerged in recent years as a popular watch dog group of local government spending and has had success in changing county budget policies. It's most effective tool has been the editorial use of the local press and media. The VCTA President, has publicly labeled local government wasteful, and has been suspicious of many public employee wage and benefit plans. On the occasions when the organization was involved or briefed in advance, similar reasonable strategies did not encounter VCTA opposition.

Even though this program does not involve tax revenues, it is assumed that the president will perceive it with the same suspicion. As mentioned before, resistance that could negatively impact voter approval of the bond measure must be overcome. Assuming the president represents a position in opposition to the plan, the strategy would be to move the resistance to "letting the change happen" posture through a strategy of "Educational Intervention". The program was developed through sound research and analysis. The present state clearly indicates that absent the Sheriff's proposed plan, future government services will be severely impacted due to insufficient personnel. The program is also designed to be cost effective and eventually self supporting through the investment process in local real estate by county employees. Finally, the proposed plan will be submitted to the public for approval through the ballot box and not by bureaucratic slight of hand.

6. Star Free Press Editor:

The Star Free Press is the largest local daily publication in Ventura County. The editor is one of the chief staff writers of a column covering local government activities. His comments on these activities are well read, and considered accurate, as well as, unbiased. More than one bureaucratic program has succeeded or failed due to his popular opinions.

Again, the success of the change effort will hinge upon positive voter approval. Because of the uniqueness of this issue and the potential controversy it may generate, it is assumed that the editor will take a position through his column which will have major impact upon the voter's decision. His current position is not known, but his required level of commitment is between "letting" the change happen to "helping" it happen, depending upon what resistance is encountered from other members of the critical mass.

The strategy necessary to deal with these fluid circumstances must be one that responds to the needs and the values of the press. Resistance to the planned change will emerge if it is perceived as manipulation or deception by the Sheriff. Proactive communication by the Sheriff with the editor as to the nature of the program, the cost/benefit analysis, and it's intended objectives will serve to unfreeze any negative attitudes. This approach may even facilitate his support for the change.

B. Transition Management Structure

By definition, the transition state is quite different from the present and future environment, where unique temporary tasks and resources are in action. It follows that the structure employed to manage this environment would also be different, designed specifically to address the responsibilities and activities of the transition period. The most appropriate management system and structure for this ambiguous state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system. Clearly, the Sheriff is the primary change agent in phase one and two. His

political influence and position are vital to the negotiation and intervention strategies. Even though his total commitment level is required during phase three, he has no direct responsibilities when the specific housing benefit programs are designed and implemented into the county system. Additionally, like any CEO of a large organization, the Sheriff has a number of change efforts in progress that he is responsible for, yet not directly involved with during their implementation. It seems appropriate to delegate the responsibility for the management of this transition period to a qualified internal staff person.

The implementation plan does discuss the reassignment of a Sheriff's Lieutenant to manage full time the transition period. As project manager this lieutenant would be empowered with interdepartmental executive authority, giving him the necessary clout and respect to get the job done. The Sheriff would continue his day-to-day operations as department head, acting as a consulting resource for the project manager.

Although awarded with the implementation responsibility, the project manager would be dependent upon both an internal and external support structure. Again, the implementation plan discussed the specific internal department resources that would be made available, including the limited staff, supplies and facilities. Externally, the project manager would depend upon the assistance and support from representatives of the "helping" members of the critical mass. As an example, support staff of the Board of Supervisor's Chairman would assist with the drafting and processing of the bond measure. As well, the phase three implementation plan discusses the project manager chairing a committee made up of representatives from constituencies involved with the change.

The selected transition management structure then, is not a single distinct institution, but rather a hybrid of two alternative structures. Initially, the structure is that of an internal project management group, coordinated by one selected manager reporting directly to the department head. As each phase of the plan is implemented, the management group structure mutates as it takes in new members representing the other major constituencies involved in the change. The structure's style becomes more participatory and guiding.

This management structure is appropriate for a number of reasons. This issue involves change both within and outside of the Sheriff's organization. Accordingly, the persons involved with making the change happen are both within and outside of the organization. The management structure, then, must be able to adapt and function both within and outside the organization. This structure is designed to do so, while continuing to maintain a leadership role in the process.

This management structure is also appropriate because it is unique to only the transition period, unlike that of the present or future state of affairs. The separate state of conditions, tasks and involved resources during the transition period mandates this alternative structure. Lastly, with this style of structure, the planned change can take place with little, if any, impact on the routine day-to-day operations of the organization.

C. Technologies and Methods

This change effort involves the letting go of traditional concepts regarding public employee benefit plans. Most present public agency benefit packages address only the basic medical, educational and retirement needs of perspective and existing employees. The development of benefit plans that concern the housing needs of employees represents a major change. It is this change that can manifest itself as anxiety, uncertainty or resistance in those involved with the change. Rethinking the manner in which employee benefit plans are funded only compounds these feelings, and further entrenches attitudes.

The proposed implementation plan and recommended management structure forces collaborations between individuals and between organizations of different orientations. This environment can foster misinformation or confusion as to the objectives and direction of the plan, complicating the implementation process.

Accordingly, education and communication have been identified as the core of the recommended negotiation and intervention strategies to implement the

transition plan. Derived from these strategies, listed below are some of the specific educational and communication tools which support the implementation plan.

1. Educational/Informational Report Development:

The internal project management team should develop a document or report about this issue. This is a specific educational intervention tool representing the research and findings that have prompted the change effort. It should be a published report which simply states what the problem is, what is the present state, what is the desired future state and the intended transition plan. This document would be a starting point for overcoming resistance and encouraging support for the change effort through unbiased informational data. The document would be designed to inform the reader. Resistance to change is often the result of the lack of specific information. This was noted during the assessment of the commitment level of certain members of the critical mass.

The document also has value because it represents the problem in a physical sense. The inability to recruit employees is an intangible state of affairs. Reducing the problem, and the solution to a paper document makes both things that can be touched, read and reviewed. The report will be an essential tool for the sheriff as he negotiates support from the other members of the critical mass.

2. Team Building Workshop:

The implementation plan is bringing together individuals and groups who have not worked together before, especially with such narrow focus. The scheduling of a team building workshop for the internal project management group, and later for the benefit design committee chaired by the project manager, would be beneficial to the success of the plan. The workshops would be designed to foster collaboration and communication between the members, and instill a strong sense of direction during the transition period. These workshops would also be the ideal environment for creating a responsibility chart to delineate the tasks and responsibilities of all the involved members. Again, the intent is to employ

technologies or methods that encourage cooperation and commitment through communication and information.

3. Responsibility Charting:

As mentioned in team building, another technique which fosters communication between members is Responsibility Charting. The Implementation Plan involves "forced collaboration" between members of different disciplines. Responsibility Charting clarifies the behavior that is required to implement important change tasks, actions, or decisions. It helps reduce ambiguity, wasted energy, and adverse emotional responses between the members involved in the change effort.

The implementation manager should schedule an initial team building workshop for the involved members in the plan. During the workshop these members would construct a list of the specific actions or activities that are necessary in the change effort. The group would then identify which members, referred to as Actors, would be involved in each activity, and chart the required behavior of each actor with regard to that activity using the following classifications:

- R = Has responsibility for a particular action, but not necessarily the authority.
- A = Must approve and has the power to veto the action.
- S = Must support and has to supply resources for the action.
- I = Must be informed or consulted before action, but cannot veto.

A proposed Responsibility Chart was constructed and included with this project as Appendix H. It is intended as a starting point that the members could build out.

4. Progress Reporting:

It will be essential for the project management to continually update the members of the critical mass as to the status of implementation plan during the transition period. This will help insure their continued level of support and

to manage any anxiety or uncertainty that may emerge. This can be accomplished in a variety of ways.

The project management group should produce regular status reports for the involved members. These should not be detailed accounts, but more in the form of one page briefing sheets with "bullets" of information designed to update the reader. Not only will this practice serve to reaffirm the members commitment, but it keeps the reader contemporary with the issue.

The project manager may conduct one-on-one meeting with selected individuals who need a higher degree of attention due to their position or possible changing level of their commitment. This may involve the participation of the Sheriff using his position in a "role modeling" approach to demonstrate the priority and relevance of the current change activity.

The project team itself should conduct scheduled progress meetings. These meetings serve to update midpoint goals, keep communications flowing, and reemphasize objectives. Again, enhancing communications and information will help manage the uncertain and anxious feelings resulting from the transition.

5. Public Information Media Campaign:

As mentioned, the success of the entire transition plan hinges on voter approval of the bond measure to fund the benefit packages. The strategy takes advantage of the present popular support of the Sheriff within the community. This popular support should be used as a vehicle to inform and educate to public of the importance of this plan and it's necessity. To that end, the project management should design an informational media campaign to garner voter support. The use of newspaper ads is one cost effective method that can graphically educate the public. Radio and television endorsements by the Sheriff and other helping popular figures are more costly, but are more impressive due to their audio and visual impact. Endorsements during personal appearances at social and political functions address a smaller audience but are a means of communicating a role model's personal commitment for the plan.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

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A. Conclusions

This study set out to investigate what the role would be over the next ten years of housing assistance programs in recruiting law enforcement personnel. It must be understood that strategies to address future issues of this kind cannot offer permanent solutions. Rather, they are dynamic, ever changing and by no means, conclusive. It is the continued effort, the ongoing process of investigating the future possibilities, the search for the questions, not the answers, that is the real benefit.

In looking to the future, law enforcement administrators must consider the needs of community and those of their employees. This issue involves both these considerations. The research clearly indicates the value to the employee function for law enforcement personnel to live within the communities they serve. A greater sense of community is developed. Employee emergency call backs, so common with the profession, are made more efficient and manageable. The benefits from reduced employee commuting are self evident.

Considering the changing values of the work force, living close to the workplace is becoming increasingly desirable to potential employees, as well. Accordingly, as the forecasted economic trends continue and the resulting housing affordability gap emerges, housing assistance programs will take on greater significance. Law enforcement candidates will have a greater expectation for these benefit programs when entering the work force and evaluating recruiting employers. The forecasted cross-impact analysis supports this conclusion.

The research also suggests, however, that it is not likely that local government will have the fiscal resources to support these potentially costly programs. Even though crime and community safety will continue to be two of the top concerns of most citizens, local law enforcement administrators will do well

to be able to maintain their present levels of service during this period.

If public safety is held in such high regard, though, it is reasonable that the community would be willing to consider sub-venting programs specifically designed to assist the law enforcement employee, especially if these programs were financially structured to be self-supporting over time and not a tax-based assessment. Contemporary shared-investment programs of this type between organizations and employees have proven quite successful in the private sector. Once established as economically sound and successful, the program benefits could be incrementally expanded to all local government employees.

This strategic plan forges a meaningful partnership between the community, the law enforcement agency and the law enforcement employee. Investment into housing assistance programs rewards the community with law enforcement employees that have, not only a professional and personal interest in their community, but a financial one as well. The agency benefits by not having its recruitment ability negatively impacted by area housing costs. It becomes more competitive to potential employees resulting in the attraction of a higher caliber of candidate. The agency's workforce would become more stable reducing the related start-up costs for employee recruitment and training.

Finally, the law enforcement employee is not forced to downscale his/her lifestyle in order to avoid commuting long distances to the workplace. Living and working in the same preferred community would be the rule and not the exception.

B. Recommendations

Additional investigation of this issue is warranted. The thrust of the research effort concerned itself with the recruitment of future employees. Other planners may wish to examine what the need will be for housing assistance programs to retain existing law enforcement employees. This alternative perspective could generate quite different policy considerations that might have significance to this study.

Another aspect not examined in this study was the type or kind of housing of the future. Will technological improvements, materials, construction methodologies or consumer needs impact the costs or availability of homes? Will the changing family unit upscale or downscale the size of homes? Will home ownership even be desirable? There has been discussion that due to the shift in the home owner population to the home renter population the Internal Revenue Service has considered the disallowance of interest paid on home loans as a legitimate tax deduction.

Finally, researchers may wish to consider what other funding strategies could be pursued for housing assistance programs. As with many other mutual aid models employed by local governments to deal with common problems, for example, is this an issue that might best be managed through some sort of cooperative effort of local agencies? Additionally, as this project was being concluded, the Federal National Mortgage Association (FNMA) announced a one billion dollar loan program for organizations that want to help their employees buy homes. Under this new program, the FNMA promises to purchase more than 10,000 mortgages from lenders who make home loans through company programs that help employees buy homes. Employer assistance may include grants for down payments, low interest rate loans or loan payment subsidies.

The need for housing assistance programs to recruit law enforcement personnel is an issue that is still over the horizon for most local law enforcement agencies in California. The impact housing affordability has upon the recruitment of their personnel is of concern to today's law enforcement administrators, but, as with many other future issues, this concern loses its criticality as administrators struggle with present day problems. Crisis management has truly become popular management theory and practice in administering local government. It is for this reason that strategic planning and management is so vital. Law enforcement management must begin to deal with tomorrow's challenges today. By strategically managing the future, law enforcement administrators will be able to influence it, adapt to it or even create it.

This study has been such a future effort. The strategic and transition management plans are intended to serve as templates for the local planner who finds his/her recruitment efforts increasingly hampered by the cost for housing in their service areas. Although the specific action plan is germane to Ventura County, the technologies used to develop the strategic and implementation plans can have application in any jurisdiction.

Whatever the final policy considerations are that emerge from the process, the overall operative recommendation for the law enforcement administrator is to begin the process now. Today's crisis situations were yesterdays future issues. So it follows, strategic planning today can help shape the concerns of the future.

APPENDICES

APPENDIX A

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APPENDIX B

Interviews of Subject Matter Experts

Persons Interviewed:

John L. Maltbie, San Mateo County Manager	October 31, 1990
Bill Zaner, City Manager, City of Palo Alto	November 8, 1990
Don Carlton, Broker-Carlton Realty	October 29, 1990

The listed respondents were contacted by telephone and consented to be interviewed about this emerging issue. These persons were selected because of their contemporary expertise related to this issue.

The issue and sub-issues were explained in detail to each person including the scope and focus of the study. After this explanation, each person was asked to respond to the same four pre-prepared questions. Each question is listed below with a synopsis of the respondents comments and opinions.

1. Is recruitment of new employees a problem for local government in your area? Why?

The respondents agreed that the ability to recruit government employees has become increasingly difficult in California due to the high cost of living in most metropolitan areas, especially in terms of affordable housing. The problem faced by government, according to Mr. Carlton, is that it is not able to pass on to it's clientele the cost for services rendered as with the private sector. Accordingly, government employee wages cannot keep pace with rising costs.

Mr. Maltbie stated that the county of San Mateo has started a housing assistance program for certain employees on the lower end of salary levels. As he put it,

"Our deputy sheriffs cannot afford to buy a home in this area. They drive into work everyday from and through other communities where they could afford to live, and that pay as much as we do. As a result, we are losing these employees to the other communities after we have made a significant

investment in their recruitment and training. Complicating matters, we are finding it even more difficult to attract new employees to fill our vacancies, for the same reason. We needed to implement a program that helped our current and prospective employees overcome the cost of area housing."

Mr. Zaner added that during the recent major earthquake that rocked northern California, the City of Palo Alto's emergency response was hampered because of the difficulty in recalling off duty police and fire personnel.

"We need to find a way for our police and fire fighters to be able to afford to live in this community that they know and serve."

2. In your opinion, do you see a change in values or expectations of their employer by employees being recruited today?

The respondents felt values and expectations of all employees were changing, but these changes are most evident in new employees just entering the job market. One of the changes noted was that employees tended to be less loyal to the organization, interested more in what could benefit them personally. Additionally, the respondents all felt that because of the growing competition for today's semi-skilled workers (as well as a number of other factors), employers have had to offer, and do more in order to attract and keep their employees. As a result, employees have come to expect more than just a fair wage. Benefit packages designed from assessments of employee personal and professional needs have become almost standard compensation plans for today's employees. The respondents felt this trend would continue with employers having to concern themselves more and more with employees non-job related needs.

3. In your opinion, what are the most important trends relative to this issue?

The respondents felt the economic trends in California were the most important in relation to this issue. It was stated that housing, wages and population demographics are all tied to the economic health of the State.

4. What other issues do you believe are important to this study?

Various responses surfaced with this question. They are:

- Local governments' ability to raise revenues
- Immigration restrictions and increased controls
- The growing unskilled, illiterate labor force
- Increased transportation problems
- Change in the family unit structure

APPENDIX C

Candidate Trend List

1. Median price of single family homes
2. Level of entry level law enforcement salaries
3. Home loan interest rates
4. Level of State economic development
5. Level of concern over environmental issues
6. Level of available potable water
7. Level of public demand for law enforcement services
8. Population level in California
9. Level employees value personal lifestyle
10. Amount of commuting time
11. Number of home constructions
12. Level of slow/no growth government policies
13. Number of local police agencies
14. Level of violent crime
15. Number of family units
16. Number of single parent households
17. Amount of buildable land
18. Level of traffic
19. Cost of gasoline/transportation
20. Number of single family homes vs. condos, apartment, etc.
21. Number of alternate work schedules
22. Level of housing density
23. Number of rapid transit systems
24. Amount of employee free time
25. Number of unskilled worker in labor force
26. Number of women in labor force
27. Level of child care

APPENDIX D

Candidate Event List

1. Median home price doubles
2. Immigration act repealed
3. Alternate low cost fuel discovered
4. Local agency provides residential salary incentive
5. Proposition 13 declared unconstitutional by court
6. All local police officers issued cars as standard equipment
7. Local agency establishes equity share program
8. State of emergency declared in California due to drought
9. Off-shore oil drilling banned in California
10. Interest rates drop to 7 percent
11. Major earthquake destroys 60 percent of California freeways
12. Tax levied on employers having over 50 employee who commute
13. Mass transit system opens
14. Residency requirements for police officers upheld by court
15. Largest defense industry employer moves out of state
16. State adopts standardized density requirements
17. Local agency allows personnel to reside at station
18. Large police agency found liable for insufficient personnel
19. Housing industry collapses
20. Local agency labor contract mandates five year tour of duty
21. Police agency sued over excessive emergency response times
22. POST lowers entry level standards for officers
23. Use of lumber in home construction banned by state
24. First multi-family home units completed
25. Apartment to condo conversions found illegal

APPENDIX F

Candidate Alternative Strategies

Listed below, along with their final group score, are the candidate alternative strategies constructed by the Modified Policy Delphi Group.

Alternative Strategy #1 (30 pts)

Sheriff lobby County Management to create housing allotment benefit exclusively for deputy sheriff personnel funded through increased local property tax.

Alternative Strategy #2 (37 pts)

Sheriff create and chair County Task Force established to investigate solutions for housing assistance programs for all county employees.

Alternative Strategy #3 (39 pts)

Sheriff and County Management initiate local bond measure to fund housing assistance programs designed exclusively for safety member employees (deputy sheriff and firefighter personnel).

Alternative Strategy #4 (25 pts)

County Management purchase large rental properties for county employees offered at low monthly rates. Rent costs would be deducted from employee wages. Purchase of properties would be with proceeds from sale of surplus county land.

Alternative strategy #5 (24 pts)

County offer pay incentive to employees to live in Ventura County. Incentive would be flat 10% of base salary and not afforded to employees who reside out of county.

Alternative Strategy #6 (24 pts)

County pass building ordinance requiring fees from developer to fund loan program for county employees. Loans would be for primary residence down payment up to \$50,000 and must be repaid in set time limits.

Alternative Strategy #7 (22 pts)

County establish itself as a mortgage loan institution for providing low interest home loans to county employees.

APPENDIX G

Intervention Strategies* Defined

Changing Reward Systems:

A powerful way of reinforcing a change in priorities by changing the present reward system for change. The ideal reward system strives for a balance between rewards for what a person knows and for what he/she does.

Educational Intervention:

An activity designed to unfreeze attitudes through learning activities. The activities can help people understand a change problem and offer needed commitment.

Forces Collaboration:

A low-risk mechanism, or activity that allows people to collaborate even if they have vastly different biases. The strategy works, however, only when there is already consensus on a bigger objective, within which disagreements over lesser issues can be explored.

Problem Finding:

A neutral mechanism, by which those concerned with change get together to identify and clarify all aspects of the problem. No action is taken in this process except for problem and issue identification. It assumes that the very process of clarifying an issue, as opposed to problem solving or action taking, will be unthreatening enough to encourage commitment.

Resistance Management:

A process of analyzing perceived resistance to change in order to better manage it. The analysis formula is:

$$C = (ABD) > X$$

- C = Change
- A = Level of dissatisfaction with status quo
- B = Desirability of the proposed change
- D = Practicality of the change (minimum risk)
- X = The cost of changing

Role Modeling:

A process of gaining commitment from other members through the personal behavior of the change agent(s) or organizational leaders, demonstrating the need, priority or relevance of the change effort.

* excerpts from: Organizational Transitions, second edition, Managing Complex Change, Richard Beckhard and Reuben T. Harris, Reading: Addison-Wesley OD Series. 1987, pp 94-104.

APPENDIX H
Responsibility Chart

ACTORS *

Decision/Action	#1	#2	#3	#4	#5
Research/Plan Logistics	A	R	S	S	I
Develop Mission Statement	A	R	I	I	I
Develop Transition Management Team	A	R	S	S	S
Prepare Information Report	A	R	S	S	S
Team Building Workshops	I	P	S	S	S
Progress Reports	A	R	I	I	I
Arrange Critical Mass Private Meetings	R	S	I	I	I
Sell/Lobby Plan (Private)	R	S	S	S	I
Lobby/Support Bond (Public)	R	S	S	I	S
Prepare Bond Measure	A	R	A	S	S
Develop Benefit Plans	I	S	I	R	S

* Actors

- #1 Sheriff
- #2 Implementation Manager
- #3 Chairman, Board of Supervisors
- #4 Director, County Personnel
- #5 CAO

- R = Responsibility (not necessarily authority)
- A = Approval (right to veto)
- S = Support (commit resources toward)
- I = Inform (to be consulted)