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**THE DEVELOPMENT OF A PLAN TO IMPLEMENT
TELECOMMUTING BY COMPUTER
FOR FUTURE POLICE EMPLOYEES**

by

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

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

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

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

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Executive Summary

This monograph is presented in five sections. It examines the problems associated with implementation of telecommuting by computer for police records employees. The impact of telecommuting by computer is studied as it relates to medium-sized police departments by the year 2001. Performance of a futures study precipitates the creation of alternative future scenarios which provide the grounds for a strategic plan. The strategic plan addresses the issue by providing opportunities to gain support and facilitate the transition from what is, to the desired future. Implementation of a pilot telecommuting program for police employees is that future.

Introduction:

Historical review of some of the forces and influence that focused attention on the need to telecommute provides a foundation for inquiry. Telecommuting is defined and related to the underlying difficulties of contemporary society. The need to telecommute is described and supporting facts are presented, as well as the impacts on law enforcement.

Part One - A Futures Study

The issue and sub-issues of the futures study were developed by use of various methodologies. Once the issues were clearly identified, a nominal group panel was employed. The panel identified five trends and five possible future events. The trends and events were tested for possible impacts on the issues. The trends and events are:

Trends - Change in technology, concern for security of police files, concern for conservation of resources, concern for pollution.

Events - State requires telecommuting, state and federal incentives are offered, P.O.S.T mandates telecommuting training, employees demand telecommuting.

Analysis of the trends and events makes it possible to develop alternative future scenarios. The scenarios lead to policy development for practice application. The futures study provides ample information to develop a strategic plan to telecommute.

Part Two - Strategic Management

A plan is developed to gain the required support for police employees to telecommute. The plan is flexible and has application throughout law enforcement. Alternative future scenarios are selected for consideration and policy formation. Policy is developed to enhance realization of the normative future which is the focus of the plan. A strategy results to implement a pilot program for telecommuting of records employees, which includes designs to influence stakeholders.

Part Three - Transition Management

The desired outcome depends on the strategy being transformed into action. Transition management allows for identification of the critical mass and the proper management structure. The project manager is then able to employ the use of the required transition technologies: creating a vision of the future, action plans, team building, midpoint scenario, progress reports and a celebration of milestones. A timeline for implementation is fixed at six months with built in flexibility.

Conclusions and Recommendations

Conclusions are that telecommuting by computer of police employees is indicated; the impacts on law enforcement by the year 2001 are positive; and that failure to act will result in: continued air pollution, traffic congestion, employee dissatisfaction, and declining service delivery. Recommendations are that police records clerks participate in pilot telecommuting programs with professional oversight to minimize risk and insure success. Areas associated with the issue are listed for further study and more complete resolution of associated problems.

TABLE OF CONTENTS

Introduction	1
Part One - A Futures Study	6
Structuring the issue for study	7
Forecasting Trends and events	8
Trends	9
Events	10
Cross Impact Analysis	12
Cross Impact Evaluation - Table 1	13
Scenarios	14
Nominal	15
Normative	15
Hypothetical	16
Policy Considerations	17
Cross Impact Analysis of Policies - Table 2	19
Part Two - Strategic Management	22
The Environment	23
Situational Analysis	23
Opportunities	24
Threats	24
Organization	25
Strengths and Weaknesses	25
Mission	26
Stakeholder Analysis	26
Strategy Development	28
Discussion and Justification of Preferred Strategy	31
Implementation Strategy	32
Action Plan	32
Negotiating Acceptance of the Strategy	33
Negotiator's Position	33
Stakeholder's Position	34
Negotiations Strategies	34
Part Three - Transition Management	38
Critical Mass	39
Commitment Planning	40

Commitment Charting Fig. 1	40
Commitment Strategies	41
Management Structure	43
Transition Technologies	43
Summary	45
Part Four - Conclusions and Recommendations	46
Appendixes	
Appendix A - Nominal Group Panel	51
Appendix B - Trends Identified by Nominal Group Technique	52
Appendix C - Trend Evaluation Table	53
Appendix D - Trend Evaluation Graphs	54-63
Appendix E - Events Identified by Nominal Group Technique	64
Appendix F - Event Evaluation Table	65
Appendix G - Event Evaluation Graphs	66-70
Appendix H - Lists Candidate Policies	71-72
Appendix I - Strategic Assumption Map	73
Appendix J - Lists Candidate Opportunities and Threats	74
Appendix K - Lists Candidate Strengths and Weaknesses	75
Appendix L - List Candidate Stakeholders	76
Appendix M - Alternative Strategy Evaluation	77
Appendix N - Selected Strategy Timeline	78-79
Appendix O - Responsibility (RASD) Chart	80
Endnotes	81
Bibliography	82-83

INTRODUCTION

A brief review of the factors which imply the need for telecommuting of future police employees.

PART ONE - A FUTURES STUDY

What will be the impact of telecommuting by computer on medium-sized police departments by the year 2001?

PART TWO - STRATEGIC MANAGEMENT

A model strategic plan for telecommuting of police employees of medium-sized departments. A categorical approach considered for expansion and flexibility as needs and resources change.

PART THREE - TRANSITION MANAGEMENT

A plan to manage the implementation process which, if engaged, will ensure the support and commitment required for successful implementation and movement to the future.

PART FOUR - CONCLUSIONS AND RECOMMENDATIONS

Chronological retrospection of the purpose of the monograph which extends answers to the issue and sub-issues.

EPIGRAPH

" Never minimize the creative force of an active idea. A mental concept has more voltage than electricity. Civilizations are changed by ideas". Emerson said "Beware of an idea whose time has come."

Norman Vincent Peale

ACKNOWLEDGMENTS

Reflecting on the passage of time, since the start of Command College, has made me realize how fortunate I am. Fortunate because of others who gave their time, talents, and support when I needed it the most. Those people who are so important to me are:

My daughter, Devon, who was denied time and attention so essential to the growth and development of a child. Even at seven years, she seemed to understand and gave her support in that way.

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INTRODUCTION

**A BRIEF REVIEW OF A PLAN FOR TELECOMMUTING BY
COMPUTER FOR FUTURE POLICE EMPLOYEES.**

Many complex social and economic factors are changing the way people live and work. The restructuring of the cities and suburbs into multi-centered focal points of business, industry, housing and economic activity are all products of those factors. It seems that the emergence of these points of activity were, in the beginning, a way to deal with conditions of living and working in the city. If only it had stopped with the development of the suburb. It didn't, and this process is continuing beyond to the "exburbs", suburbs of the suburbs.¹

Economic forces, primarily inflated real estate prices have fueled this phenomena and have forced people to move beyond the suburbs. This is a trend that will continue through the 1990's, according to the U.S. Census Bureau. The associated elements of this process include an increased dependency on the automobile.² With this dependency come other ills that include: the cost of commuting, traffic congestion, air pollution and loss of community. Experiencing this situation brings to light other influencing factors as well. Road construction and capacity have not kept pace with population growth, and the outlying areas do not provide jobs that pay well.³

This has produced a "catch 22" situation in which workers can't afford to live where they work, and they can't afford to work where they live. The answer so far has been to commute and pollute. This represents the core of the problem.

Government agencies also are feeling the effects of the problem. The overburdened infrastructure (highways) and support services have created demands that require funding for solutions. State, county, and local governments are forced to prioritize programs to deal with traffic congestion and air pollution. In many cases, the government work force has been denied pay increases and benefits, or jobs have been lost. This has had a negative impact on employee morale, and dissatisfaction is high.

Law enforcement agencies share the weight of these concerns and are impacted from two perspectives. First, there is the concern of service delivery. This concern arises out of the fact that law enforcement agencies are called upon to respond to many of the conditions produced by today's way of life. This requires re-direction of resources and the foregone opportunity to provide other essential services. Second, law enforcement personnel are directly impacted by increased work levels and less compensation. Another side effect is that they, too, must endure the commute and extended hours away from home and family.

Complex problems often require complex solutions, but there must be a starting point and action to follow. This plan provides for both needs and addresses the causative factors of today's difficulties. Technology has provided the opportunity to move work rather than people by telecommuting.

What is telecommuting? Telecommuting is the physical decentralization of work by moving the work to the workers, instead of moving the workers to work.⁴ The advantage is that the telephone network serves to replace the freeway system while electrons allow workers to park their automobiles.

What is the need to telecommute? Through legislation mandating telecommuting, Arizona prevents 1,000 tons of pollutants per day from entering the atmosphere. This occurred through a five percent reduction of employee travel and included major employers of only Maricopa County.⁵

Both public and private employers in Arizona were required to implement telecommuting opportunities. The result was a formation of a partnership of the County of Maricopa and AT&T. AT&T trained 189 participants comprised of public and private workers. Upon completion of the first six months of the pilot program, the participants were surveyed. The results were as follows:

Telecommuters drove 97,078 fewer miles, endured 3,705 fewer hours of stressful driving, avoided emitting 1.9 tons of pollutants, and saved \$10,372 in travel expenses.⁶

Based on the survey results, if one percent of all public and private employees of Maricopa County telecommuted one day each week, the following benefits would be realized:

9.4 million miles not driven. 185 tons of pollutants not released. 360,000 fewer hours of stressful traffic endured.⁷

Arizona's pilot program also revealed that telecommuting had no effect on work relationships, supervisors had adequate communication with their staff, and the positive experience would influence workers' future career choices.⁸

The conditions that imply the need to telecommute are clear. The impact of those conditions on law enforcement are equally clear. The obvious trends, and at least one event (Legislation in Arizona), have indicated the need to explore telecommuting as a solution to the problems enumerated. However, solutions require resources and the energy to manage the indicated change. The assumption may be made that the conditions exist because of government's failure to act in the past. This study and the resulting plan walk through the steps developing an awareness of the critical factors, and examines their impacts on the issue. What results is a plan of action for attaining the desired future.

A study of current trends and events structures the issue and allows for forecasting opportunities. This activity shows how law enforcement is impacted by increased employee dissatisfaction, growing demands because of traffic congestion and air pollution, and decreased ability to provide services.

Awareness of how the current trends and future events interplay allows a vision of what policy is indicated to manage change. Considered are: changes in technology, concern for air pollution and traffic congestion, security of police files, mandates, and employee satisfaction. Analysis of the connections produces policy alternatives that allows for action or no action. In this case, the decision is to implement a pilot program to telecommute.

This involves a wide departure from the traditional, which law enforcement seems to cling to. However, it is wise to consider the experience of others here which will help to illustrate why the decision was made to continue. John Kraft Ph.D., of the Federal Government Office of Personnel Management, said about telecommuters:

Employees who spend part or all of their time working at home are more productive than their office-bound counterparts.... We don't know why - whether they put more time in, have fewer distractions, or simply are more satisfied with their jobs.⁹

Furthermore, Dr. Kraft reported as a result of his study that telecommuters:

- Have a reduction in use of sick time
- Report higher levels of job satisfaction
- Save employers money on occupancy expenses¹⁰

The task, then, is to gain the support needed to undertake the non-traditional action. This is accomplished by developing a strategic plan that considers this situation.

The plan examines the problem as it relates to the organization and its objectives. The growing population and increased traffic dictates change to avoid further negative impacts to the organization, its personnel and clientele. The Upland Police Department is used for an instant study which shows the effect of a neighboring city's growth from 20,000 to 98,000 in ten years. The environment, including opportunities, are explored and support the plan. The organization's strengths and weaknesses are identified so there can be a realistic statement of purpose. This activity also enhanced chances of successful implementation.

PART ONE
A FUTURES STUDY

**WHAT WILL BE THE IMPACT OF TELECOMMUTING BY
COMPUTER ON MEDIUM-SIZED POLICE DEPARTMENTS BY THE
YEAR 2001?**

STRUCTURING THE ISSUES FOR STUDY

The review of literature and research, communication with public and private organizations, and employee groups, resulted in the identification of several factors significant to the future operation of medium-sized police departments. Those factors include:

Traffic Congestion - In today's society, many communities are housing rich but job poor. The result is that our streets are jammed with commuters. The extensive traffic delays affect law enforcement by increasing traffic related problems, which they must respond to. Furthermore, police employees may also be delayed in the daily commute. Many of them have already worked an hour before they arrive for duty.

Air Pollution - Leaders of both public and private organizations, as well as the citizenry at large, are concerned about air pollution. If only five percent of the commuters in Los Angeles did not drive one day each week, they would save two hundred and five million miles of travel each year. This would prevent forty-seven thousand tons of pollutants from entering the atmosphere. Arizona State officials estimate that if one percent of all employees of Maricopa County public and private sector organizations with one hundred or more employees stayed home one day each week, the annual benefits would add up to more than 9.4 million miles not driven, and 185 tons of pollutants not released.¹¹

Employee Morale - Austere budgeting practices today leave employers little flexibility in providing monetary rewards for workers. Furthermore, the increased level of job stress and heightened demands for service all tend to negatively impact employee morale. Add to that the stress of the commute as previously mentioned, and employee morale takes definition as an important issue to the operation of a medium-sized police department.

Provision of Support Services - Personnel, training, budget, risk management, planning, and records management are all functions of specialization that have grown out of necessity.¹² They represent the most important of the support services which are placing increasing demands on

future police organizations. Administrators are finding it increasingly more difficult to fund these operations. They require space and other capital outlay for the tools necessary to perform the required work. What each of these functions have in common is that most of the work has been, or can be, computerized. This has allowed more work to be performed and offers hope for improved methods for providing support services.

Evaluation of these issues provides for a clear understanding of the central issue. The central issue emerges from the common element that binds the preceding issues and is stated as follows:

**WHAT WILL BE THE IMPACT OF TELECOMMUTING BY COMPUTER
ON MEDIUM-SIZED POLICE DEPARTMENTS BY THE YEAR 2001?**

In order to control the parameters of the study, it is necessary to construct sub-issue questions. The sub-issues provide a framework that allows for focus and futures forecasting.

The sub-issues are as follows:

1. What impact will telecommuting by computer have on the medium-sized police department's ability to deliver services?
2. What impact will telecommuting by computer have on the police department's employees?
3. What impact will telecommuting by computer have on management responsibility?

Forecasting: Trends and Events

It is the aggregate effect of many trends and events that have produced the problems of traffic congestion, air pollution, and diminishing resources.

All of these lead to the examination of the issue of telecommuting by computer. Consider, as an example, to define trend and event. The growth in population (trend) and the cut in state funding (event) for highway construction.

A panel of seven individuals (Appendix A) was assembled to respond to the question using a Nominal Group Technique to identify and rank order of trends and events most relevant to the study issue.

Trends - The original list of twenty-six trends (Appendix B) was refined to a list of five by the panel. The five trends were selected for forecasting. The panel selected trends that reflect their concern for problems produced by moving people and information to perform work with finite resources. The relationship of the trends to one another indicates the panel's opinion that changes are necessary and that local law enforcement officials can effect those changes. The panel provided a range of forecasts for each trend (Appendix C & D) which illustrates its perspective. The panel's perspective for each trend is described in the following interpretations.

Trend 1 - Change in Technology

Panelists suggested that the rate of change in technology has increased by twenty percent over the past five years, and that it will increase by one hundred percent during the next five and ten year periods. This trend is seen to be very significant, because it may produce increased demands for use of telecommuting devices and further burden an already over-taxed infrastructure (telephone lines and backbone system). Furthermore, changes in technology may impact the cost of refitting for telecommuting. The normative forecasts, or what the panel thought "should be", suggest that the nominal forecasts, or what "would be" are correct. The results signify the panel's belief that as this trend increases, telecommuting by computer may become a more efficient method to work, and it will be necessary to gain the support required to implement such a plan.

Trend 2 - Concern for traffic congestion

The concern for traffic congestion was not what it should have been five years ago, and this surely contributed to the problems of today. Both the nominal and normative forecasts of the panel indicate an increasing concern over the next five years. There is strong consensus on this point, even though the normative forecast reveals the concern should be higher. If concern for traffic congestion continues to grow, as forecasted, telecommuting becomes more important as a partial solution to that problem.

Trend 3 - Security of police files :

Concern for security of police files has been, and will be, at the level it should be over the next ten years. Forecasting this trend revealed a divergence of opinion among panelists (which is explained in Appendix D) and infers that it would be prudent to examine details of security early on, because concerns not addressed could prevent telecommuting opportunities.

Trend 4 - Concern for conservation of organizational resources

Expressed results indicate a twenty percent increase in this trend over the past five years, with forecasts of a one hundred percent increase over the next five and ten year periods. This reflects a strong concern for the conservation of resources and evidence of the panel's awareness concerning the rate at which resources are depleted. The need to do more with less is apparent, and telecommuting may offer such opportunities.

Trend 5 - Concern for Pollution

This trend has increased twenty-five percent over the past five years. Forecasts indicate a hundred percent increase during the next five years, with a fifty percent increase during the following ten year period. The problem is the difference between the nominal and normative forecasts, which indicates concern will be half what it should be. The significance is that if public officials fail to see the need to act, they probably will not.

Overall evaluation of the trends indicates that they will increase in five and ten years. Therefore, the trends will be important to the issues and deciding the future. The indication is for further study. For a more detailed discussion of trend forecast validity, see Appendix D.

Events - The original list of eighteen events (Appendix E) was refined to a list of five by the panel. The five events were selected for forecasting. The results (Appendix F & G) are interpreted below.

Event 1 - State requires telecommuting for employer of 100 employees or more.

Probability of occurrence was stated at eighty-five percent for the next five years and one hundred percent by the year 2001. The earliest time of occurrence was stated to be 1993. There was concurrence among panelists, with the high and low estimates clustered around the panel median. There is strong evidence of the probability of occurrence of this event. The South Coast Air Quality Management District has already listed

telecommuting as a means to increase average vehicle ridership (AVR) for public employers. The public employees are also mandated to increase their AVR each year. Panelists agreed there would be positive and negative impacts resulting from this event. The positive impacts related to having the alternative to move work rather than people. The negative impacts would be related to management problems, compensation methods, and the cost of such a mandate.

Event 2 - State and federal incentives are offered to public agencies that telecommute. The group stated the probability of occurrence at eighty-five percent for the next five years and one hundred percent for the next ten years, 1993 being the earliest time the event might occur. The group believed there would be a maximum impact on the issue if the event occurred, and that the impact would be positive. They felt if the organization had a choice, with rewards, they would be more likely to comply with government involvement. Also, the agencies who could not afford the expense would not be penalized.

Event 3 - Legislation prohibits off-site transmission of police records and information. Probability of occurrence was stated at ten percent for the next five years and ten percent for the next ten years. Even though the probability of occurrence is extremely low, the event is significant, because the group stated the impact would be maximum and negative. The earliest time this event could occur is 1994, according to the results.

Event 4 - P.O.S.T. mandates telecommuting training. Probability of occurrence was stated at twenty percent for the next five years, and twenty percent over the next ten years, 1995 being the earliest. The group determined that the impacts would be positive with only a slight change of negative impacts. The negative impact would be limited to costs involved for very small agencies. However, the group believed P.O.S.T. to be a supportive agency that would also offer incentives to comply with mandates of this type.

Event 5 - Employees demand telecommuting. Probability of occurrence was stated at sixty percent over the next ten years, 1992 being the earliest time of occurrence. The group believes that employee bargaining units are powerful and will demand soft cost benefits during lean times.

CROSS IMPACT ANALYSIS

Trends and events are crucial to the issue and the future solution to associated problems. However, it is not enough to examine them alone, because they will interplay at some point in the future. It becomes necessary to gauge what affect each event will have on the probability of occurrence, and level the forecasts already imputed to each of the other events and trends. A cross impact analysis provides such a gauge, and one was conducted by the same individuals in the NGT panel.

TABLE 1

CROSS-IMPACT EVALUATION

		MATRIX (Panel Medians *)					Maximum Impact (% change ±) Years to Maximum					
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	ACTORS	
E1	X	+100	-25	-50	+85	$\frac{+65}{2}$	$\frac{+100}{2}$	$\frac{-25}{2}$	$\frac{+80}{2}$	$\frac{+80}{2}$	9	
E2	+100	X	-25	+80	+85	$\frac{+80}{3}$	$\frac{+100}{2}$	$\frac{-25}{3}$	$\frac{+75}{2}$	$\frac{+85}{2}$	9	
E3	-25	-25	X	X	-25	$\frac{-70}{3}$	$\frac{-100}{4}$	$\frac{+100}{3}$	$\frac{-100}{3}$	$\frac{-100}{4}$	8	
E4	-50	+90	X	X	+100	$\frac{+60}{5}$	$\frac{+100}{3}$	$\frac{-20}{5}$	$\frac{+50}{2}$	$\frac{+100}{2}$	8	
E5	+85	+50	-25	+100	X	$\frac{+75}{3}$	$\frac{+100}{2}$	$\frac{-50}{2}$	$\frac{+80}{2}$	$\frac{+100}{2}$	9	
REACTORS												
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5		
	4	4	3	3	4	5	5	5	5	5		

* Seven member panel

** Legend

- E1 State mandate requiring employers to telecommute.
- E2 State and federal incentives for public agencies that telecommute.
- E3 State mandate prohibiting off-site transmission of police records.
- E4 P.O.S.T. mandates telecommuting training for subscribing member agencies.
- E5 Employee groups demand benefit package that includes telecommuting.

- T1 Change in technology
- T2 Concern for traffic congestion
- T3 Concern for security of police department files
- T4 Concern for conservation of organizational resources
- T5 Concern for pollution and use of recyclable resources

The frequency of impact reveals that all events are significant as "actors". Upon review of the events as "reactors", the events are almost equally significant. Event 2 (State and federal incentives) has high impact on event 4 (P.O.S.T. mandates telecommuting training), and event 5 (Employees demand telecommuting). The impacts are seen to be positive and imply that once a government agency makes such a mandate, it will gain momentum and hasten its decision to telecommute. This event will also have strong impacts on trend 1 (Change in technology), trend 2 (Traffic congestion), trend 4 (Conservation of resources), and trend 5 (Concern for pollution). The impacts are also positive and indicate that event 2 (State and federal incentives) is important for construction of scenarios that will serve the future. The slight negative impact of event 2 on trend 3 (Security of police files) may be of concern and should be viewed as a possible "red flag" at this point. The impacts of event 4 (P.O.S.T. mandates telecommuting training) on other events and trends, are very similar to those of event 2 (State and federal incentives), to, and inclusive of, the slight negative impact on trend 3 (Concern for security). The impacts of event 5 (Employees demand telecommuting) are significant on both events and trends, and display the panel's belief that employee groups have knowledge of important trends and events. All the events impacted trend 3 (Security of police files), except event 3 (Prohibition of off-site transmission of police files). However, recall that the panel believed that the chances of occurrence of this event were remote.

The consensus of the group was that policy concerning event 1 (State mandates telecommuting training), and event 3 (State prohibits off-site transmission), would have little impact because of a lack of control as compared to the remaining events. Therefore, a comparison of actors and reactors focuses attention, from a policy standpoint, to event 2 (State and federal incentives), event 4 (P.O.S.T. mandates telecommuting) and event 5 (employee groups demand telecommuting). The tabulated results for trends showed high scores on all, which indicates additional support for policy impacting the selected events.

SCENARIOS

Analysis of the information resulting from the research and forecasting allows for construction of future scenarios concerning the issue and sub-issues. Three have been produced and will serve as windows to the future. Each offers a different view that includes: (1) Normal progression - nominal (2) Based on assumed consideration of

policy - normative, and (3) Suppose? In this case, the worst possible - hypothetical. The diverse views provide for the opportunity to select future courses of action.

Nominal The year 2001

LOCAL CITY BLINDSIDED BY CHANGING TIMES AND ENVIRONMENT

The city is experiencing great difficulty in recruiting and retaining personnel. Police department staff conducted a study in 1992 that indicated a sixty percent probability of employee dissatisfaction by 1993. This was perhaps early evidence of the current recruiting and retention problems faced by the city. The same study revealed rapid change in technology, concern for traffic congestion and air pollution as trends that would impact the future of the police department. Other local cities responded to these trends and took advantage of state incentives to telecommute. Today those cities are attracting the best qualified of today's work force. This may explain why those progressive cities are able to publish annual reports that reflect a reduction in employee sick time use, higher levels of morale, increased job opportunities, as well as, fiscal documents that reflect savings on facility overhead and other general administration costs. This city missed telecommuting training opportunities which have been offered for the past eight years by P.O.S.T. for police employees. Now the police association is demanding flexible working conditions that are created by a work force that telecommutes. Associations representatives also cite the lack of traffic congestion and air pollution in cities not far away that telecommute, as further cause for implementing telecommuting.

Normative The year 2001

LOCAL POLICE REAP THE FRUITS OF YESTERDAY'S PLANS

The police, like other city departments, implemented a pilot program for telecommuting by computer in 1993. The program was such a success that it was expanded to include all records personnel, all detectives (part time), and the department captains (part time). As a result of the program, service delivery improved because capital operating funds were freed up to invest in new programs. Employee costs related to sick time use (pregnancies in particular) were reduced, and production was up approximately forty percent. Furthermore, the city was able to offer work to disabled people who were not able to commute. The partnership formed with the employees' association during the pilot program has also paid dividends. Not only are there reports of high morale, but

since employee association members have more time, they have formed a volunteer group to serve the elderly. Managers throughout the city feared the program at first; they thought they would lose control and the work would not get done. Today, they have found that a results-oriented approach is more productive and less stressful. The department was also awarded several grants to address community problems. These grants were made available to agencies that telecommute, as an incentive to reduce pollution. The success of today is a product of yesterday's vision, planning and commitment. Management possessed these qualities and employed their resource. They were able to read the world by observing trends and forecasting what might happen next. The trends observed included changes in technology, concern for traffic congestion and air pollution, conservation of resources and the security of police files. Police department staff were also able to forecast a high probability that state legislation and incentives would be in place to promote telecommuting two years before it actually happened. They also knew ten years ago that today's employees would likely demand the flexibility of telecommuting. Today they are reaping the fruits of yesterday's plans.

Hypothetical The year 2001

THE BUREAUCRACY HAS CHOKED ITSELF AND THOSE IT WAS TO SERVE

It is 2001, and the new year brings more bad news for local residents. Police and fire services are being contracted out. The city has been experiencing difficulty in keeping pace with the ever-increasing work load. Personnel are short handed and overworked. The ratio of support/field personnel has more than doubled. Government enterprise throughout the state is faced with the same plight.

The private sector enjoys the benefit of employing the best and the brightest. The state and local governments struggle to find those employees who can provide the most basic services. In spite of the fact that most private firms have implemented telecommuting programs, traffic congestion and pollution are at critical levels. Over sixty percent of the population is employed by some level of government. Bureaucracies, staunch and traditional, that refuse to change, are the problem. Agencies, bound by red tape and fear, are literally choking the people. If all else had remained the same from 1990, the vision of the private sector would have off-set the effects of the rigid governmental process, but they haven't. A spirit of cooperation and collaboration is the new order. Emerging value sets reflect this spirit and govern the actions of today's work force. The new breed demands involvement and the freedom to structure their time. Management, in turn, must

become more flexible. A results-oriented organization will set the standard of performance and production from now on, and the standard embraces maximum utility of technology. One might ask how this world could possibly come about. Government's answer has been, we can't afford to make these changes. The truth is that government must make the change. Current studies show that the following trends are twice as important to the community as they were ten years ago: Concern for traffic congestion and air pollution, concern for conservation of resources and the change in technology. This year, legislation is pending, and if it is passed, employers will be required to offer telecommuting opportunities to their work force. Organized labor has defined a platform for this year's negotiations that include demands for telecommuting programs. Telecommuting may not be the whole solution to problems caused by the impacts of the trends and events mentioned, but it is certainly a giant step in the right direction.

POLICY CONSIDERATIONS

Policy development is based on the normative scenario because it represents the most desirable future. Furthermore, the scenario selected deals with the impacting events and directly addresses the issue and sub-issue questions. Multiple policy alternatives were considered (Appendix H). Three were chosen for theoretical application and are examined as a group with reference to their impact on the scenario trends and events.

1. It shall be the policy of the police department to pursue incentives of state and federal programs that will assist in the advancement of the goals of the agency, including, but not limited to, applying for grants for acquisition of training and computer equipment to improve operations.
2. It shall be the policy of the police department to establish and maintain a formal liaison with Peace Officers Standards and Training (P.O.S.T.) for the mutual benefit of advancing law enforcement operations through increased training and evolving curriculum.
3. It shall be the policy of the police department to establish and maintain a partnership with the Police Officer's Association (P.O.A.). Said partnership shall include gaining continuous input

from the P.O.A. regarding trends affecting the way work is accomplished and benefits associated with changing work methods.

For the purpose of the cross impact analysis of policies on events and trends (Table2), the following trends (T-2 and T-5) were grouped and will be referred to as Trend 2.

1. Concern for traffic congestion.
2. Concern for pollution.

This was done because the research up to this point made strong inference that the panel possessed like-views concerning these trends. Collapsing the trend makes the following analysis more manageable, and does not detract from the validity of the results. Furthermore, attention will be focused on the following events.

1. Event 2 - State and federal incentives are offered for public agencies.
2. Event 4 - P.O.S.T. mandates telecommuting training.
3. Event 5 - Employees demand telecommuting.

These events were selected because of the tabulation results of the previous cross impact analysis (Table 1) and the fact that local policy could not impact state legislation or mandates prohibiting off-site transmission of police files (E-1 and E-3).

TABLE 2

CROSS-IMPACT ANALYSIS OF POLICIES ON EVENTS AND TRENDS

POLICY IMPACT MATRIX RESEARCHER'S ESTIMATES										Maximum impact (% change ±) Years to maximum
	P1	P2	P3	E2	E4	E5	T1	T2	T3	
P1	X	<u>+80</u> 5	<u>+50</u> 5	<u>+100</u> 2	<u>+75</u> 5	<u>+60</u> 6	<u>+90</u> 5	<u>+95</u> 5	<u>+60</u> 6	Impact totals P1 8
P2	<u>+80</u> 5	X	<u>+60</u> 2	<u>+60</u> 5	<u>+100</u> 10	X	<u>+50</u> 2	<u>+60</u> 5	X	P2 6
P3	<u>+50</u> 5	<u>+60</u> 2	X	<u>+80</u> 2	<u>+65</u> 5	<u>+100</u> 10	X	<u>+20</u> 2	X	P3 6
IMPACTED TOTALS										
	P1	P2	P3	E2	E4	E5	T1	T2	T3	
	2	2	2	3	3	2	2	3	1	

- P1 Pursue incentives
- P2 P.O.S.T. Liaison
- P3 Partnership with P.O.A.

- E2 State and federal incentives offered
- E4 P.O.S.T. mandates telecommuting
- E5 Employees demand telecommuting

- T1 Change in technology
- T2 Concern for traffic, pollution, and resources
- T3 Security of police files

Examination of the policy impact matrix (Table 2), reveals the effect that the application of the policies would have on the probability of events, and level of trends couched in the future scenario. The following judgements can be made:

Trend - Change in technology - The policies selected would have significant impact on this trend. This trend, more than any other, serves as a foundation for the preliminary strategy. Incentives offered for telecommuting will have their roots in technology and become less expensive to offer as technology improves. The way work is accomplished and how P.O.S.T. responds to change in training needs will be of great concern to employee groups. Furthermore, employee groups are capable of generating widespread support for telecommuting.

Trend - Concern for traffic, pollution, and resources - Public agencies and their clientele will continue to be concerned about diminishing resources, traffic congestion, and pollution. Employee groups are interested in the welfare of their members, and would view the policies as a positive step towards improving their quality of life, while addressing their concerns. Pursuing incentives offered and gaining P.O.S.T. support for new training are inexpensive ways to address problems associated with this trend.

Trend - Security of police files - A great deal of management skepticism concerning telecommuting may be dispelled by knowledge gleaned from strong ties with employee groups and P.O.S.T. training courses. State and federal incentives may also be used for security software purchases and other safeguards.

Event - State and federal incentives are offered - The assumption can be made that this event is a basis for action in and of itself. Incentives would also lessen apprehension and build support for telecommuting, thus, providing a common interest for management and the employee groups.

Event - P.O.S.T. mandates telecommuting training - This event necessitates the need for a liaison and would encourage the agency to seek any incentives offered. Planning and implementing such mandates would be accomplished more easily with the cooperation of the P.O.A.

Event - Employees demand telecommuting - To pursue incentives of higher government would allow the local agency to help provide for employees' demands while controlling costs. P.O.S.T. may be instrumental in implementing changes by offering training for telecommuting, which would lessen the fiscal burden of cities to provide the training.

Implementation of the policies suggested will allow the police department to exercise control over its future. The policies will build a strong foundation for an excellent telecommuting-by-computer program. This will be accomplished by forming partnerships necessary for acquisition of resources that are required to implement telecommuting. The policies as stated also pave the way for the strategic plan, which will help bring the program to life.

PART TWO
STRATEGIC MANAGEMENT

**A MODEL STRATEGIC PLAN FOR TELECOMMUTING OF POLICE EMPLOYEES
OF MEDIUM-SIZED POLICE DEPARTMENTS.**

Thus far, research analysis has focused on the impact of the issue as it relates to the medium-sized police department by the year 2001. The study has indicated that positive impacts will result from application of the identified policies and advance the desired change. The remaining challenge is to decide a proper course of action or strategy in order to realize the desired future. This will require strategic planning.

Strategic planning dictates further analysis, which includes; a situational audit. It is necessary to examine the situation in which the change is to occur. This activity provides a means for examining the problem as it relates to the organization and its objectives, as well as all those impacted by the change.

The Upland Police Department will be used for this study to address the problems associated with telecommuting by computer. The purpose of the plan is to meet the specific needs of the department and its environment. The plan will also serve as a model for use by other medium-sized police departments, provided a similar planning process is employed.

THE ENVIRONMENT

The City of Upland is situated in the foothills of Mount Baldy and lies on the border of Los Angeles and San Bernardino Counties. The population is 70,000 and predominantly middle class, with some ethnic diversity. The average cost of housing is approximately \$220,000 and excludes many city employees the opportunity to purchase within the City. The population of the city next to Upland has increased from 20,000 to 98,000 over the past ten years. This has over burdened the already crowded streets of Upland. The City operates under a manager-council form of government and faces the problems of diminishing resources, traffic congestion, pollution and increased demands for service. Employees are faced with long daily commutes and must pay for child care. Absenteeism is increased, especially during winter months when snow requires road closures to outlying areas. Succinctly stated, the problem, if not acted on, will result in a decline of service delivery due to inefficient use of time and personnel, while traffic, pollution, and employee dissatisfaction grow.

SITUATIONAL ANALYSIS

Telecommuting by computer for police employees represents a tremendous departure from the traditional procedure of work. Such a departure will necessitate a high degree

of change. Decisions will be necessary and will, in many cases, be value-based. Deep rooted, often opposing, beliefs and attitudes of individuals and groups will be at issue. Hence, the necessity to objectively analyze the situation. To do so will allow for the building of the strategic plan.

The panel conducted the analysis by critically examining the environment and the organization. Considered were: opportunities and threats (Appendix J), and strengths weaknesses (Appendix K) . The opportunities and threats are listed and defined. Following are the strengths and weaknesses with an explanation of how they relate to the environment and goal achievement.

Environment

Opportunities

Support Systems for Telecommuting - There are sufficient telephone lines and regional telecommuting centers in this geographic area.

Public Attitude - High level of concern about traffic congestion and air quality.

Outside Incentives - Government at other levels offer incentives to municipalities who construct alternate work schedules for employees.

Available Equipment Outside the Department - Many employees currently own personal computers.

Media - Local news media may garner support for the change through public awareness articles, changing lifestyles, etc.

City Council Support - Police and fire committee shows support - seen as means to save on capital expenditures and improve service.

Threats

Concern for Security - Fear regarding transmission of police files off-site.

Revenue - Cost of purchasing new or additional equipment.

Population Growth - The area's rate of growth is taxing the telephone company's ability to provide service.

Personal Contact - Demand of public for more personal contact and less computer interaction.

Liability Issues - Worker compensation laws and procedures.

Organization

Strengths

Executive Staff - The chief of police and division commanders are visionary with an eye on the future.

Internal Support - Civilian technical ability and expertise is in place.

City Management - High level of commitment to employee welfare and improvement of working conditions.

Organizational Values - Ethical conduct has always been emphasized and is the standard and norm. Employees in general are trusted and respected by the community.

Management Process - Collaboration and shared decision making through consensus is the usual process used throughout the city and department.

Political Astuteness - Upper management is politically aware and has a well-established network of influence.

Weaknesses

Loss of Control - Mid-management and supervisors' fear of losing control.

Employees' Perception - Those not offered the opportunity to telecommute may feel left out.

Social Needs - Employees with a strong need for affiliation may oppose program.

Review of the information presented reveals a department with ample strengths and opportunities. The threats and weaknesses, for the most part, may be controlled by the organization. What is needed is a commitment for action to follow.

MISSION STATEMENT

In order to bring focus to the plan, it is necessary to identify the ultimate goal related to the issue. This can best be accomplished by developing mission statements. The following are pertinent to the issue and associated problems:

The police department recognized that diminishing resources will affect service delivery: The police department shall be cognizant of its responsibility to participate in providing solutions to problems of traffic congestion and pollution: The police department shall be concerned with the welfare and positive morale of its personnel: Police department officials shall work in concert with all concerned to build consensus to provide for telecommuting opportunities.

The panel agreed that there is an awareness of the aforementioned, however, the statements have not previously been articulated. There was consensus that positive action may now take place, but only with the knowledge of the magnitude of change being proposed. It will be necessary to re-shape the environment both internal and external to the organization. This activity will require an analysis of those who would be concerned or affected.

Stakeholder Analysis

A stakeholder is an individual or group that is impacted, or can impact, the issue, or at least express concern over the issue. Stakeholders were identified through use of the group process, which consisted of a roundtable, consensus-building discussion. The ten stakeholders were assigned assumptions with regard to their positions relative to the issue being studied. The assumption relative to the degree of impact and importance were examined (Appendix I). The results are as follows:

1. **Employees of Police Department**
 - a) Will support program for benefits of staying home, more autonomy, no commute.
 - b) Will oppose because of lack of affiliation in work place.

2. Chief of Police
 - a) Will not support program that jeopardizes security of police files.
 - b) Will support program as it benefits organization and employees.

3. Citizens
 - a) They may oppose files being moved off-site for fear of disclosure.
 - b) May support program if it saved tax dollars through more efficient use of resources.

4. State Government (AQMD)
 - a) Will support program that will serve the "clean air" goal.

5. Police Department Clientele
 - a) May oppose, claiming level of service at counter will decline.

6. City Employees
 - a) Will support if they believe telecommuting will be available to them.
 - b) May see police department savings as a possible revenue source.

7. City Manager
 - a) Will support a program that will improve employee morale, increase efficient use of resources, and please the city council.
 - b) May hesitate to show support because of backlash from surrounding cities that compete for personnel.

8. Other City Department Heads
 - a) May oppose after experiencing backlash from employee groups who want the program.
 - b) May support program that will streamline the department.

9. Residents Surrounding the Police Department
 - a) Show support because of less traffic in the neighborhood.

10. Telephone Company (Snaildarter)

- a) Could stop program by forcing fixed numbers of phones per customer (commercial and residential).

In order to test the validity of the assumptions concerning stakeholders, the group plotted assigned coordinates on a strategic assumption map (Appendix I). This process allows for an opportunity to view the level of importance of each assumption to the issue and the degree of certainty attached to individual assumption made about each.

Stakeholders were placed in the quadrant depicting certainty and importance with the following exceptions: City employees will support if they believe telecommuting will be available to them: citizens may support the program if it saved tax dollars through more efficient use of resources. These assumptions were seen as uncertain and unimportant. Furthermore, the following were seen to be of importance but uncertain: City manager may hesitate to show support because of backlash from surrounding cities: police department employees will oppose because of lack of affiliation in work place: telephone company could stop program by forcing fixed numbers of phones per customer (commercial and residential). Of those in the high importance, high certainty quadrant, the police department employees were seen as the most significant. Obviously, the panel felt that employee support and their influence is of primary concern. They, the chief and city manager, are also of primary concern. They control resources, exert influence, and have veto power. The state government was also plotted as a chief concern because of incentives and mandates they may develop. The clientele was seen as important and certain to oppose claiming the level of service at the police counter may decline because of fewer employees at the work place. Also of importance and certainty would be the opposition of citizens concerned about moving police files off-site. Other department heads may offer opposition or support depending on their opportunities to streamline their department's work and the reaction of their employees. The degree of certainty was unsure and should be tested upon implementation.

STRATEGY DEVELOPMENT

A six member panel was assembled in order to identify alternative strategies. The panel was comprised of three division commanders (police captains), a systems analyst, senior management analyst, and a civilian police records supervisor. The panel members possessed prior knowledge of the study and were briefed with regard to the task at hand. Each member generated a strategy to deal with the future of the issue. The generated

alternative strategies allowed for an appropriate field of selection, and enhanced chances of success. Three of the six strategies were selected for further analysis. The selection was made through the rating process, and the choices were based on totals of scores. The final strategies with the panels assessment of advantages, disadvantages, and critical stakeholder positioning is as follows:

Strategy Number One

Create a pilot program of telecommuting by computers. The program will involve approximately one-third of the records clerks (three). During the initial phase of the program, only non-sensitive documents and records will be moved or manipulated off-site. Gradually, more sensitive work would take place as the system and process is experienced. Matters of control and security will be managed in part by utilizing dual monitors, one in-house and one off-site. The pilot program would be opened to volunteers who already possess compatible equipment. City personnel department officials will be invited to observe every phase of implementation.

Advantages

- No purchase of new computers required.
- Limits fear of file security by being selective.
- Only those truly interested would be involved, i.e., high commitment
- Provides opportunity for alternative work schedules
- Addresses problem of traffic congestion
- Addresses problem of air pollution
- Decreases potential of sick time abuse
- Elevates employee morale
- Reduced expenses for employees, i.e., clothing, gasoline, auto maintenance, child care.
- More efficient use of resources.

Disadvantages

- Limits the number of employees who may participate.
- Fewer on-site personnel to serve the public.
- Breeds problems of morale, i.e., jealousy among workers.
- Increased management responsibility.
- More time required to select what work may be performed off-site.

Strategy Number Two

Implement a telecommuting program involving all records personnel. Provide complete training and orientation program prior in order to make a smooth transition. Devise work schedules so that one-third of the work force staffs the records division while two-thirds telecommute. Rotate duties to involve all personnel. Put in place an audit system to track use of computer files that includes identity of operator. Form a committee to oversee implementation. The committee should consist of the service division commander, records supervisor and system analyst.

Advantages

- Allows opportunity for all employees to be involved.
- Helps alleviate security concerns.
- Provides alternate work schedule opportunities.
- Addresses problem of traffic congestion.
- Addresses problem of air pollution
- Decreases potential of sick time abuse
- Reduce expenses for employee i.e., clothing, gasoline, auto maintenance and child care
- More efficient use of resources.

Disadvantages

- More expensive to implement.
- Fewer on-site personnel to serve the public.
- Increased management responsibility.
- High degree of risk due to size of program.
- May create jealousy among other employees in the City.

Strategy Number Three

Form a study group to implement a telecommuting program. Augment the group's knowledge by hiring a consultant to guide and direct the group. Activity of the study group will include site visits to firms in the private sector who have telecommuting programs. The group shall make observations and formulate recommendations. The consultant shall share responsibility with the group for council presentation, including economical considerations.

Advantages

- Safe course of action with no risk.
- Increased knowledge for all personnel concerning pros and cons of telecommuting.
- No expenditures required for capital outlay.
- No opposition from city management or the community.

Disadvantages

- Creates dissatisfaction among employees
- Shows lack of commitment by city and department to solve problems.
- Invites criticism from citizens and others concerning inefficient use of resources.
- Fails to address problems of traffic congestion and air pollution.
- Requires expense for outside assistance with no returns or gains.
- Delays or eliminates positive action and solutions to acute and chronic environmental and economical problems.

Evaluation of Strategies

The pros and cons of each strategy was discussed as those strategies related to each stakeholder. Furthermore, consideration was given to the risk connected with each. The group then rated the strategies (Appendix M) and discussed the results. The strategy of choice emerged as a synthesis of strategy one and two. The favored course included a pilot program of limited size with an oversight committee made up of in-house staff.

Discussion and Justification of Preferred Strategy

Analysis of the selected strategies revealed a polarization of votes for and against strategy number three. It was revealed that those in favor of the strategy felt that expert oversight was necessary for any degree of success. Furthermore, to implement any telecommuting program without such oversight would represent a high degree of risk. Those who opposed strategy number three felt that telecommuting represents a viable solution to many problems facing government agencies. Problems related to the efficient use of resources and employee satisfaction. Those in opposition also saw benefits of clean air and less traffic as incentives to vote against strategy number three, which would serve to delay or eliminate implementing telecommuting.

Strategy number two represents the greatest risk and would be the most costly to implement. Strategy number one involves some risk, which is more than offset by potential rewards. The required expenditure of resources would be manageable and signal the commitment of the city to solve its own problems.

A synthesis of strategies one and three serves to address the concerns of stakeholders who would oppose telecommuting. The chief of police would feel more comfortable with the oversight of a study group; one that made site visits to companies with successful programs that have addressed security problems. The citizens would prefer the pilot program requiring less funding while promoting efficiency. Persons walking into the police station would find an ample number of people to assist them at the counter. A pilot program of limited size would be less likely to create backlash concerning recruitment and jealousy of city employees.

IMPLEMENTATION STRATEGY

Selection of the preferred strategy dictates the necessity for several action steps. These steps, if properly developed, will form a framework that allows for structuring of commitments and resources necessary to attain the desired future.

Action Plan

Step 1 - Approval: It is essential to gain approval of the chief of police for the selected strategy. This will require a presentation of the strategy outline to all staff members for their review and approval. The outline will articulate objectives, time lines, and action steps (Appendix N). Once approval has been gained, the chief may present the plan to the city manager and obtain the required support. With the support of the city manager, negotiations for stakeholder support may begin. During negotiations, council approval and support will be secured. (4 weeks)

Step 2 - Project Management: The chief of police will select and name a project manager to oversee implementation and transition. (2 weeks)

Step 3 - Presentation to Stakeholders: This will be done systematically, beginning inside the organization at the department level. Influence will progress to city hall, then to the council and outside stakeholders. Consideration will be

given first to those who may have a positive influence on the next group of stakeholders. (4 weeks)

Step 4 - All Budget Concerns Examined: This will be accomplished in order to identify all costs associated and to determine if money constraints will effect timelines. (2 weeks)

Step 5 - Acquisition of Required Resources: May be dependant on fiscal considerations which could require some prioritization of department needs. This may influence negotiations and requires flexibility in the strategy outline. (8 weeks)

Step 6 - Presentation of Program: Requires constant monitoring and measurement of progress. Requires continuous feedback and adjustment of plans as influences emerge in order to build a supporting network. (4 weeks)

The project will be placed on a six month timeline with a formal review and critiqued after three months. The review should generate expansion of the pilot program after one year and make similar plans available to other city departments.

NEGOTIATING ACCEPTANCE OF THE STRATEGY

Because the proposed strategy involves a significant change in the way work is accomplished, resistance is sure to follow. In order to anticipate what form of resistance is to be encountered, much preparation is indicated. Stakeholders will offer objective and subjective arguments for and against the issue. Therefore, a clear understanding of their needs, views, and where they stand is critical to negotiating acceptance of the strategy. The same can be said for the department's interest. The primary ingredients for success include sound judgement displayed calmly.

Negotiator's Position

With regard to the proposed strategy, certain areas are not negotiable, while others are. The following positions have been defined and stated:

Not Negotiable

Method and frequency is negotiable.

Stakeholder Positions

Telephone Company (Snaildarter)

The telephone company is experiencing difficulty in keeping up with demand for trunk lines. The company may find it necessary to limit the number of lines per customer. However, they may negotiate a guaranteed allocation of lines if approached prior to when the time limitations become necessary.

Chief of Police

The chief is interested in accomplishing the task of the department while benefiting the greatest number of people. He is very concerned about personnel and will not compromise the security of police files.

Employees of Police Department

The majority will support the program and are organized. They will not negotiate if the program is tied to some other concession, which is a tactic commonly used by the city personnel department.

City Manager

Will support the program if there is no open opposition to it. If opposition comes from department heads, consideration will be given to how much influence they have with the city council. If the council opposes, the city manager will not negotiate.

State Government (AOMD)

The state has taken a very firm position with regard to alternate work schedules and will not negotiate compromises. Incentives are in place for those who qualify by their standards only. This stakeholder is in a position to promote support among other stakeholders.

Negotiating Strategies

The strategies employed to negotiate will be contingent upon the needs, views, and anticipated reaction to the negotiations. The strategies will therefore vary.

Commitment

There must be executive commitment for success to follow; a written statement is required.

Management Responsibility

Guidance and direction from the study group is essential to success of the program. The study group should include the service division commander, records supervisor, records clerk, system analyst, and a part-time consultant. If cuts are required in this area, the request would be to eliminate the records clerk and the consultant. Further deviation is not negotiable.

Personnel

The number of record clerks participating in the pilot program is important to valid performance appraisal of the program. A minimum of three positions must be involved.

Required Resources

The cost of a minimum of three off-site phone lines is required as well as three on-site monitors (3 CRT's).

Negotiable

Management Responsibility

The make-up of the study group is negotiable after meeting criteria set down in "non-negotiable" section.

Personnel

The selection of participating personnel should be based on desire and ability to be a part of the pilot program. Criteria for selection is negotiable.

Required Resources

The request for three personal computers is negotiable. Some employees own compatible equipment and would use it in order to participate in the pilot program.

Performance Appraisal and Reporting Methods

Telephone Company

Participation and Association

During times when demands are being placed on the phone company, it may serve us to offer them a benefit.

The way this can be accomplished is to ask them to join a partnership which would insure a set level of service for support of the program. They, in turn, may use the positive results in marketing and emphasize their commitment to public service. This should be negotiated on their ground so they feel that they are needed and were approached first.

Crossroads

If more issues are raised requiring a greater level of commitment of the phone company, our position improves when we back off and request lines only. This tactic requires caution because the diversion created may become the issue argued.

Chief of Police

Participation and association are indicated here as well. The chief must be convinced of our sincere desire to succeed and help him in the process. His association with this "new" way to work, will benefit him and the department. One thing is certain, nothing less than complete honesty should be used. It may be wise to use a technician as an "agent" who can give instruction on how the system will work.

Employees of the Police Department

Feinting

We may wish to release limited information about the program. Making it sound like a benefit may cause them to lobby the city manager and chief. Feinting in this way controls the release of information with complete divulgence over a period of time.

Participation

Show them we are together and ask for input and assistance in influencing others.

City Manager

Forbearance

Allowing the employees to become aware of the program will serve to create interest among the bargaining groups. In turn, they will begin to request some response from city management. The city manager may feel compelled to negotiate.

Apparent Withdrawal

May be used claiming no action was intended until the program could be presented complete with details and commitment from all those involved.

Participation

This should be employed next. It will create cohesion between the chief, the employees, and the city manager.

State Government

This is a stakeholder with no authority to negotiate. They truly are an agent. The best one could hope for is a statement of support. Technically one could employ the "limits" strategy, stating no support - no attempt to devise alternate scheduling. In other words, the state has mandated alternative scheduling for all cities. This has been done to limit traffic congestion and air pollution. They will not make exceptions and if the police department develops a good plan to telecommute, the state may display the program as a exemplary program for others. This will encourage local governments.

PART THREE
TRANSITION MANAGEMENT

A PLAN TO MANAGE THE IMPLEMENTATION PROCESS.

Actual implementation of a telecommuting program will require a transition management plan. Transition management allows for identification of the critical parties who may in some way influence the plan. Furthermore, the degree of commitment of the "critical mass" may be assessed and adjusted, creating an environment conducive to change. A plan for transition management will bring life to the strategic plan and is contained in the following pages.

TRANSITION MANAGEMENT

For successful implementation of the strategic plan, there must be a transition from what is to what is desired. In short, change must occur, and resistance is sure to accompany the proposed change. Key individuals may influence the plan and therefore must be identified. They are known as the "critical mass". They may be useful in winning support of others who will insure success, and without whose support the change will not occur. The critical mass is as follows:

The Critical Mass

1. Chief of Police

Telecommuting by computer represents a complete departure from traditional methods of accomplishing work. A change of this magnitude can not occur without the chief's support. This matter is subject to the chiefs' prerogative.

2. Transition Manager

The transition manager is the service division commander. He will have complete responsibility for directing the change. This will include bringing together personnel and other resources. He will facilitate all required activities in order to realize the desired future, and furnish feedback to all concerned parties.

3. City Manager

The city manager is authorized to mandate work schedule changes that would bring about compliance with the state's "clean air" goal (AQMD). Any expenditures required for implementation of the program are controlled by the city manager who also has the ear of the city council.

4. State Government (Air Quality Management District)

The AQMD is in a position to mandate work scheduling changes of public employers. This agency also has a strong following of environmentalist groups.

COMMITMENT STRATEGIES

The following strategies have been developed for each of the critical mass for gaining the desired commitment.

1. Chief of Police

The chief of police views the program as innovative and progressive. This perception places him at a "let it happen" level of commitment. It is imperative that the chief be moved to a level of make it happen. Once this has happened, he will send a strong signal of unquestioned support to the city manager, who values his view, and the department employees, who need his leadership. The transition manager may effect the change in the chief's commitment level by forming a partnership. The partnership will allow for education intervention and give the transition manager the opportunity to share information with the chief.

2. Transition Manager

The transition manager is directly in touch with the employees which would be affected. He is in a position to educate all department employees concerning the advantages of telecommuting.

Sharing the information with the employees will make them less resistant to change and encourage their movement from a "let it happen" level to a "help it happen" level. The manager's close proximity to the program and knowledge of the process needed to effect the change, makes complete information available to the city manager and chief. He can provide all details including costs and benefits and supply constant feedback to interested parties. This activity should build enthusiasm and help to increase commitment of the city manager and chief. The transition manager has some contacts with local telephone company executives through community work and will be able to gain their support.

3. City Manager

The city manager is in a position of no commitment because he lacks information and understanding of the program. The chief and transition manager are in a position to move him to a "help it happen" level of commitment. This may be accomplished by selling the program on its own merits. The city manager is forward thinking and will embrace the program once he understands the value of

it. He will then be a positive influence over the council and be able to gain whatever support is required. The city management has a conservative reputation with high levels of trust from the citizens. Once the city manager is behind the program, very little opposition would be expected from outside.

4. **State Government**

The state government is in favor of programs that reduce pollution and will let this program happen. However, they may highly publicize the advantages of telecommuting if given the opportunity to participate in planning and implementation of the telecommuting project. The publicity would, in turn, have a positive influence over all interested parties and the public as well. The transition manager may negotiate a partnership with the A.Q.M.D.. The A.Q.M.D. is interested in developing model programs.

5. **Department Employees**

The department employees are in a position of "let it happen". If they remain in that position, the program is likely to fail, because they are the ones directly affected and responsible for doing the work. The program represents great departure from what they have done in the past and requires at least a "help it happen" position. The chief and transition manager can insure this position change of employees by keeping them informed and involved. Their input must be encouraged and put to use. The employees must be included in the goal formation, action planning, and problem solving.

6. **Telephone Company**

The telephone company may be influenced in much the same way as the state government. They may be brought into the "help it happen" position being consulted as problem finders. They may be asked to examine the program for the purpose of identifying pitfalls. The advantage of this activity is that they are outside and equal to others concerned, and they have no apparent biases. Their motivation is that ultimately their business will increase, if employers telecommute.

MANAGEMENT STRUCTURE

The project manager structure was selected to manage this change. The chief of police has ultimate responsibility and authority. However, the time and energy required to make the transition will not allow the chief to oversee the change himself. Instead, he will temporarily grant executive responsibility and authority to the transition manager. This structure would be the most effective because of the nature of change, the transition manager's relationship to key individuals, and his enthusiasm for the project. The transition manager or "project manager" is in the best position to integrate the change and is willing to take the responsibility of implementation.

The project manager will facilitate all required policy formation involving the chief of police, city manager, and the employees. This will insure proper input and build a cohesive work group. The required training will be provided in-house and through the project manager's division. The telephone company will be asked to participate in the proper design of individual work spaces (ergonomics), by offering general information and printed references used by their company. The city personnel office will be asked to participate in problem finding meetings. The purpose will be to anticipate concerns for methods of compensation and employee health and safety. The project manager will routinely provide feedback to all the critical mass and publish progress reports.

TRANSITION TECHNOLOGIES

It is generally understood that resistance is a part of most change. People become comfortable with what they know and fear what they don't know. The uncertainty is sure to produce anxiety. It is essential that methods or technologies are used to deal with the anxieties of change so that the desired future may be realized. Hence, the following methods are proposed.

Creating a vision of the future

In order to create a vision of the future, all those involved must be able to let go of the past. They may be given the opportunity to do that if the leadership communicates to everyone affected what the future will be like. If they can see it in their own minds, the change becomes less threatening. They will be confident that they can manage the future if they believe they know it.

Action Plans

Developing clear action plans that embody future goals will keep the proposed change on course and give the work group certain direction. Each step should include action plans and this activity should commence at the very beginning.

Team Building

The change will only be successful if those people involved are committed to the new method of performing work. This is especially true for those who will be doing the work. They must be involved in policy formation and action planning. This will be accomplished by open communication with shared authority and responsibility. The result will allow for flexibility and motivate the group to move ahead because they share in the outcomes.

Responsibility Charting

Responsibility charting has been done to help assess alternative behaviors for each party during the entire change process. This clarifies the behaviors that are required in order to effect the desired changes. Furthermore, this activity will promote team building, since responsibility charting is a group effort. The process requires the anonymous concensus of the group for the required behavior of each party. The behaviors are plotted and include (R) Responsibility - This indicates the designated individual has responsibility for a particular action. (A) Approval - This means the individual need only approve and has the power of veto and action. (S) Support - , Here the individual must in some way support the change, but does not have to agree with it. (I) Inform - Requires that the individual must be advised of intended action before it is taken.

Responsibility charting will be used by the oversight committee in order to carry out activities to garner outside support. One has been prepared for internal activities (Appendix O).

Stakeholder Surveys

This is the device that is used to keep the transition manager in close contact with the stakeholders. It also serves to promote communication in all directions. This may lead to affiliations between stakeholders which would not otherwise exist. Furthermore, problems may surface that were not anticipated and that need to be addressed.

Midpoint Scenario

The transition manager shall complete a midpoint scenario of what the half-way point will be like. A scenario that will provide a useful measure and future guide for action. The scenario is used for a progress marker and will help the work groups adapt as is necessary.

Progress Reports/Newsletter

Written progress reports will be prepared at regular intervals. The reports will be used to give feedback to the city council, city manager and chief of police. The department newsletter will be used to give feedback to all organizational members and to recognize the efforts of the work group.

Celebrate Milestones

The project manager will plan to celebrate milestones of accomplishment. During the transition, several achievements will be recognized. The events will be pre-planned and will serve to keep focus on the project while building enthusiasm.

SUMMARY

The purpose of transitional management is to give life to the strategic plan. That is a simple statement that represents a monumental task. The goal of transitional management is to create an environment that embraces change by minimizing the negative effects of the change. If done properly, the stakeholders will realize that their concerns have been addressed and the desired future will be realized.

PART FOUR

CONCLUSIONS AND RECOMMENDATIONS

**CRONOLOGICAL RETROSPECTION OF THE PURPOSE OF THE
MONOGRAPH WHICH EXTENDS ANSWERS TO THE ISSUE AND
SUB-ISSUES**

What can law enforcement administrators do to solve problems faced by their departments, employees, and communities? This was the question that was asked in order to define the focus of this monograph. Hence, the creation of a plan, if employed, that will facilitate the implementation of telecommuting for police employees. Exploration of the impact of telecommuting in the future leads to increased knowledge concerning the need for such activity. Having demonstrated the need, the next task was to decide if and how law enforcement could manage the resulting future demands. The study demonstrated that law enforcement can successfully manage the plan and required change which serves as the foundation of the plan.

The study focuses on the conditions that demand change and the need to implement telecommuting. Impacts on law enforcement are demonstrated by research and forecasting current trends and events. The results indicate that resources are finite, while traffic congestion and air pollution continue to grow. Furthermore, the impacts created by these conditions become more significant with the passage of time.

The normative scenario represents the most desirable future and deals directly with the issue and sub-issues. Moreover, it demonstrates how law enforcement can deal with complex problems and benefit the employer, employees and the community. Of primary importance is the knowledge gained concerning the necessity to plan and act. This is a point demonstrated by the generation of nominal and hypothetical scenarios, which imply continued degradation of the environment, destruction of the infrastructure, decline of employee morale, and declining service levels. Hence, failure to act will allow the impacts and occurrence of negative events to produce the latter.

How law enforcement administrators respond to the question of telecommuting will contribute to their response to the underlying conditions previously mentioned. Their chosen methods, or lack thereof, will shape future law enforcement operations and impact service delivery. Therefore, it is critical to be cognizant of the ways and manner in which resources are expended. This dictates the need for plans or strategies.

The strategy developed here is being recommended as the most apparent means to implement telecommuting with the least amount of risk. Here, the plan is validated by virtue of the following facts. Three strategies were developed, and it was anticipated that one would best serve the purpose. However, a synthesis of two served to address the issue more completely, and a pilot program with oversight is recommended. The action

will be positive, address the problems, and send a message that local government can solve problems. This will be accomplished with minimal risk due to oversight.

The occasion for implementation and the risk involved requires an awareness of what is, and what will be, less any action. The plan indicates the need for action and demonstrates that inaction increases risks of environmental decay, employee dissatisfaction, and poor service delivery. The timelines study showed that the required technology and societal attitudes are at the desired levels to begin change. To delay may hamper success and make it difficult to keep pace with the contemporary world. Logically, what follows is to make a transition from plan to action.

The recognized strategy is to deploy resources today to address problems that are impacting the future and law enforcement's ability to be effective. Action is demanded, and management of transition is required. The plan assembles the proper resources including personnel and maps a step-by-step course of action to manage each influencing factor. Intervention strategies are suggested in order to garner support and communicate the need to re-define values of all concerned. The plan points out the capacity of the agencies to manage the change by inventory of the skills of those within the organization. The responsibility of each person, both within and outside of the organization, is identified and intended to elicit commitment. It becomes unmistakably clear that the status quo or past practices will no longer serve the community. Furthermore, local government has a responsibility to participate in regional or even global problems.

Confronting contemporary problems requires commitment and courage, and we are all capable: we need only to act. Therefore, recommendation is made to confront the problems of traffic congestion, air pollution, and employee morale as it relates to service delivery. Furthermore, to be responsive to the conclusions resulting from the forecasting results as they relate to possible alternative futures and tentative impacts. To do so will be to embark on new and better methods of performing work, while confronting future challenges.

The plan as presented includes all the steps required to implement a pilot program for telecommuting by computer by records personnel. It deals with overcoming normative obstacles and emphasizes plans to gain support, from those who would question the value of such plans. However, during the course of study, several "flags" surfaced and are of concern. These factors may be dealt with through guidance of the oversight committee.

In fact, the need for the committee was indicated by the factors in question, and could become the subject of further study. For this reason, the following areas are viewed as being worthy of further study:

- work rules for telecommuters: hours of work and hours of accessibility
(not necessarily the same in telecommuting);
- liability issues, workers compensation, equipment needs - and who's buying;
- participant selection criteria and process; and
- training needs and methods.

APPENDIXES

APPENDIX A
NOMINAL GROUP PARTICIPANTS

Senior Management Analyst: For a police department of 130 employees, and experience as an assistant finance director, combined public service, 13 years.

Police Captain: 22 years experience in police service for a department of 130 employees working a variety of assignments, Masters of Public Administration degree.

Records/Communication Supervisor: 23 years in law enforcement that includes work for a large sheriff's office and two police departments in records and communications, Bachelors degree in Public Administration.

Records Clerk: 3 years experience as a records clerk with an Associate degree in Administration of Justice.

Police Association Representative: 10 year veteran patrol officer with a Bachelors degree in Public Administration.

Superior Court Judge: 25 years experience as a criminal lawyer. 15 years experience as a prosecutor, and 10 of that as chief prosecutor for the Los Angeles gang suppression unit. 10 years as a Superior Court Judge.

Police Captain (Command College participant) 22 years experience in police service for a department of 200 employees working a variety of assignments. Bachelors degree in Public Administration.

APPENDIX B

TRENDS IDENTIFIED BY NOMINAL GROUP TECHNIQUE

1. The City's use of telecommuting by computer.
2. Concern for pollution and use of recyclable resources.
3. Concern for conservation of organizational resources.
4. Demand of people for personal contact (inside and outside the organization).
5. Number of workers' compensation claims filed by city employees.
6. Demand for skills necessary for telecommuting within city employment pool.
7. Demand for time at home by workers.
8. Number of residential crimes committed/reported in the city.
9. Need for mass transportation in Southern California.
10. Concern for traffic congestion in Southern California.
11. Telephone company's ability to provide adequate service.
12. Amount of information to be processed.
13. Change in the attitudes of management towards telecommuting.
14. Concern for security of police files.
15. Concern by workers and employees for good child care.
16. Number of two income families.
17. Change in the need for traffic enforcement.
18. Change in juvenile delinquency levels.
19. Change in family lifestyles.
20. Change in transportation needs of families.
21. Demand for products via telecommuting.
22. Change in types of crimes committed and methods used to commit them.
23. Concern for ergonomics in the home.
24. Change in clothing needs of the workers.
25. Change in recreational patterns.
26. Change in technology.

**APPENDIX C
TREND EVALUATION**

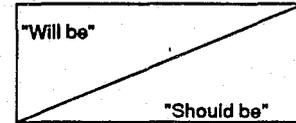
TREND STATEMENT		LEVEL OF THE TREND (today = 100)			
		5 Years ago	Today	5 Years From Now	10 Years From Now
CHANGE IN TECHNOLOGY	1	80	100	200 200	300 300
CONCERN FOR TRAFFIC CONGESTION	2	80	100	200 300	150 300
SECURITY OF POLICE DEPARTMENT FILES	3	50	100	200 200	200 200
CONCERN FOR CONSERVATION OF ORGANIZATIONAL RESOURCES	4	90	100	200 200	200 200
CONCERN FOR POLLUTION AND USE OF RECYCLABLE RESOURCES	5	75	100	200 300	150 300

ZERO = Trend ceases to exist or never existed

Panel Medians

NOT a percentage; No upper limits

CUMULATIVE!

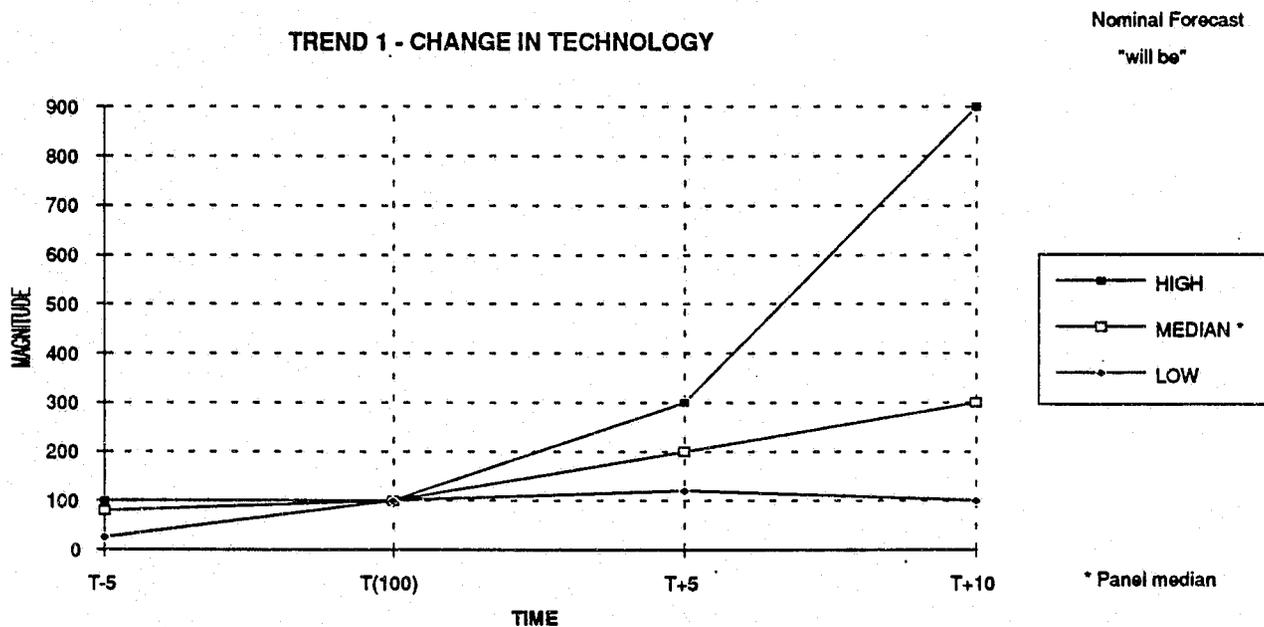


APPENDIX D

TREND EVALUATION GRAPHS

Graph 1

(Nominal forecast)

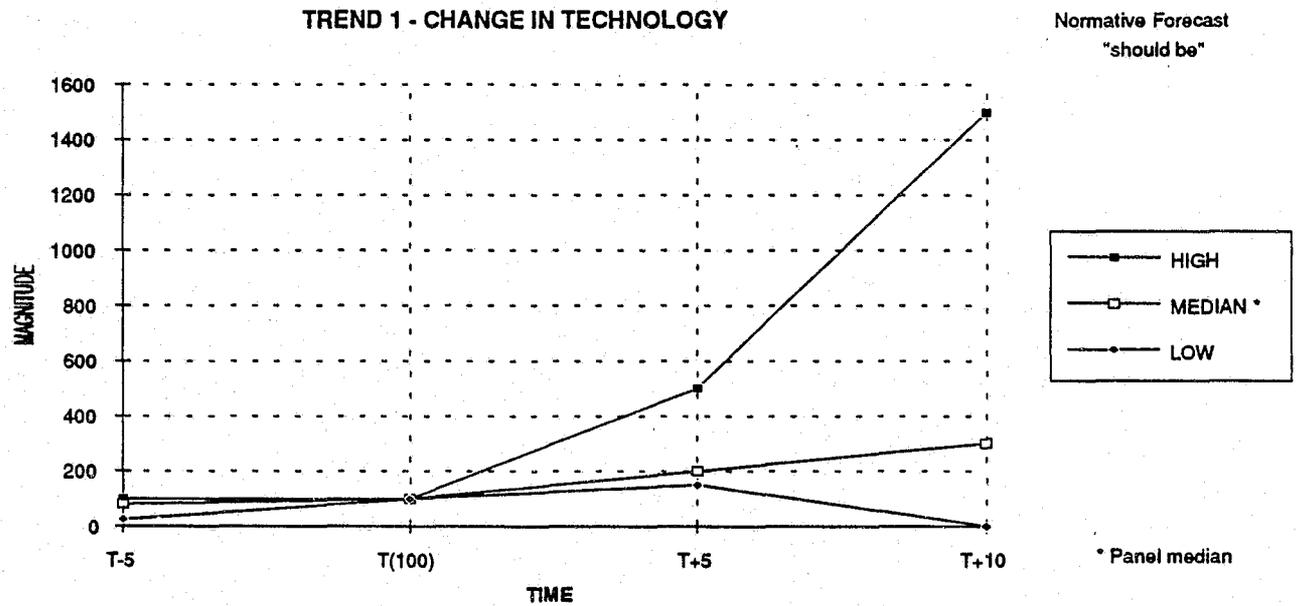


The panel median and the high indicate that the change in technology has been at the same level for the past five years.

The divergence between the high and low forecast is explained by the difference of background of the panelist involved. The high was forecast by a system analyst with a heightened awareness of technology. The low was forecast by a panel member socialized prior to widespread use of computers. Discussion of the panel resulted in consensus that the trend would increase over the next ten years. This is also indicated by the panel median. As this trend increases, telecommuting by computer may become a more efficient method to work.

Graph 2

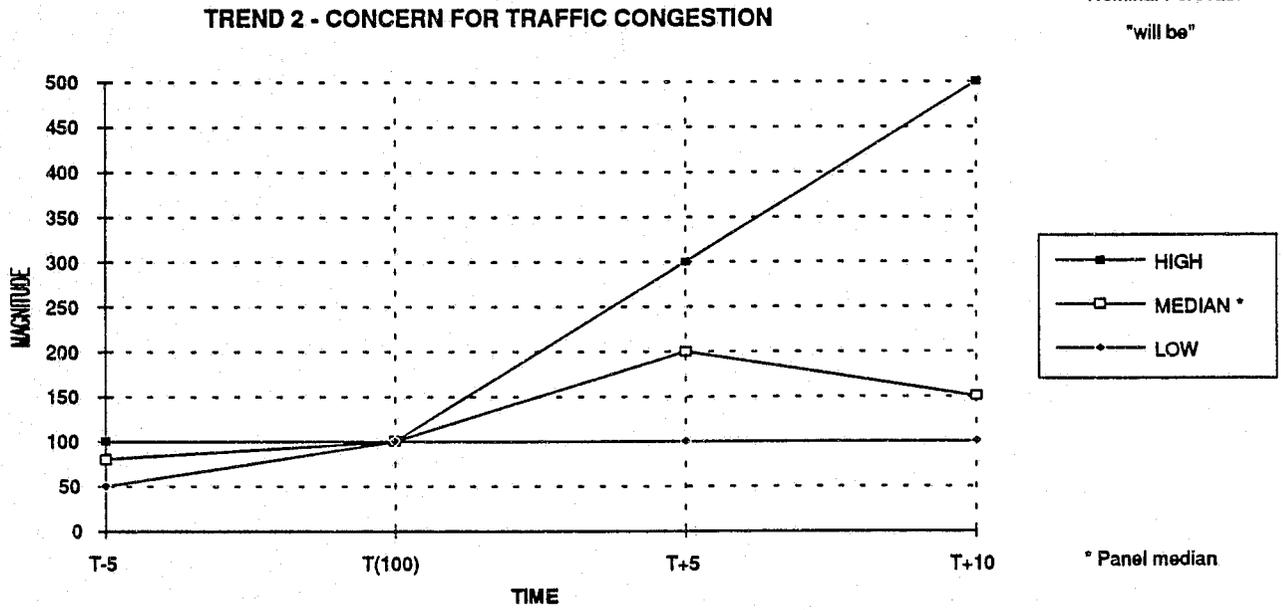
(Normative forecast)



Comparing the nominal and normative graphs reveals no significant difference. This indicates that the panel felt that technology will be where it should be in the future. However, the high forecast of the normative graph is half again as strong when compared to the high of the nominal. This forecast was made by the system analyst with an interest in research and development.

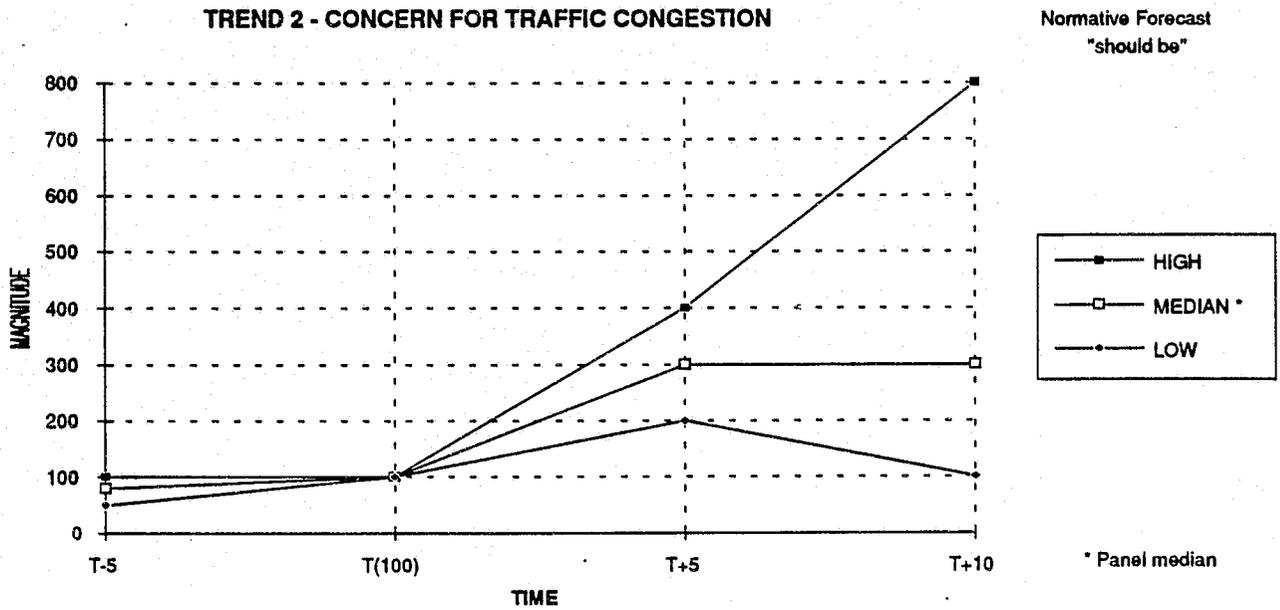
Graph 3

(Nominal forecast)



Graph 4

(Normative forecast)

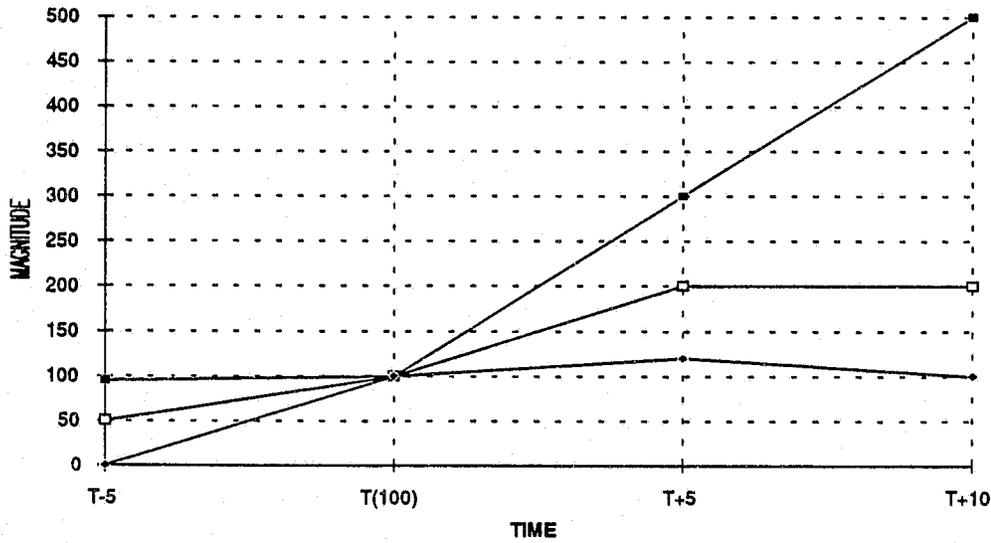


Graphs three and four indicate that the concern for traffic congestion was not what it should have been five years ago. Both the nominal and normative forecasts indicate an increasing concern over the next five years. The increase is indicated in the highs, panel medians and lows of the graphs. There is strong consensus on this point, even though the normative forecast reveals the concern should be higher. The panel medians drop off sharply in the nominal forecast, demonstrating the panels concern for the ten-year outlook. The divergence of the highs and lows are interesting, because the explanation is reverse from the previous graphs (one and two). Those of the panel that had a high level of confidence in technology, felt the traffic problem would be solved in ten years. Others were not so optimistic. The normative forecast panel median shows consensus that the level of concern will be where it should be. If concern for traffic congestion continues to grow, as forecasted, telecommuting becomes more important as a partial solution to that problem.

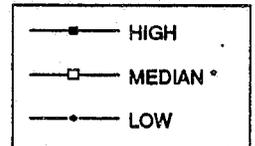
Graph 5

(Nominal forecast)

TREND 3 - SECURITY OF POLICE FILES



Nominal Forecast
"will be"

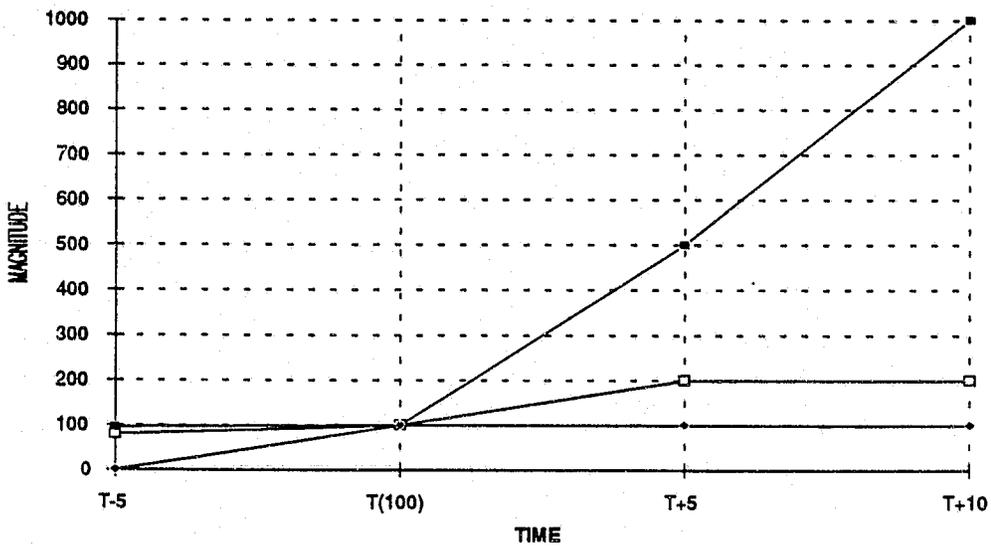


* Panel median

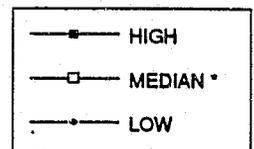
Graph 6

(Normative forecast)

TREND 3 - SECURITY FOR POLICE FILES



Normative Forecast
"should be"



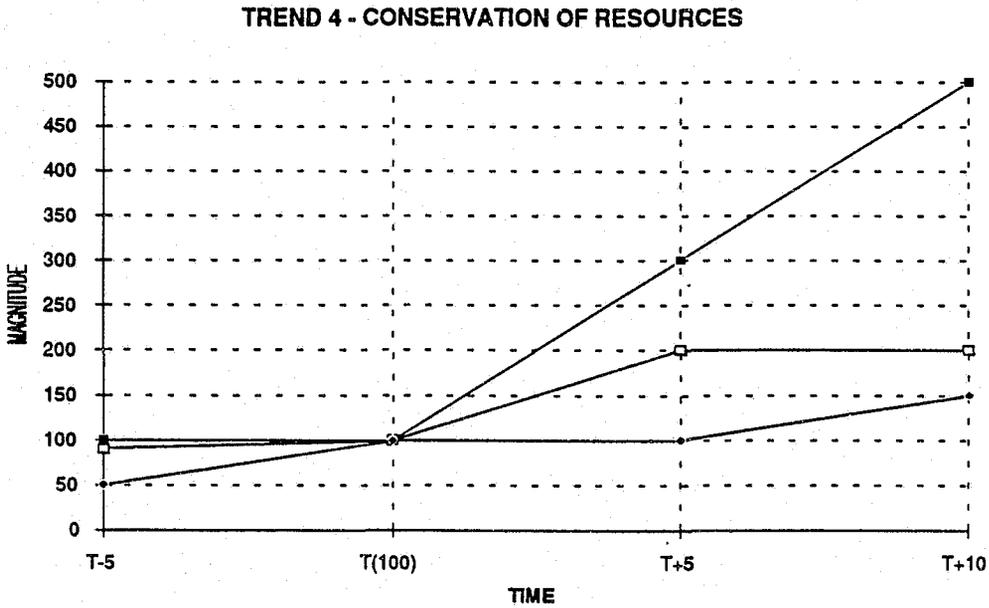
* Panel median

According to the lows of the nominal and normative forecast shown in graphs five and six, concern for security of files has been, is, and will be at the level it should be over the next ten years. The lows are demonstrated by those on the panel who know that files can be transmitted off-site and manipulated today. However, controls are in place, and no known abuse has occurred.

The nominal panel median indicates an increase over the next five years with a leveling off. This reflects only mild concern and is collaborated by a collation of the normative forecast. The highs in both forecasts are representative of those members with a police management background and awareness of liability issues. This may be of significance because those who have the power to decide the issue come from similar backgrounds. The inference is that attention to this type of detail may be prudent.

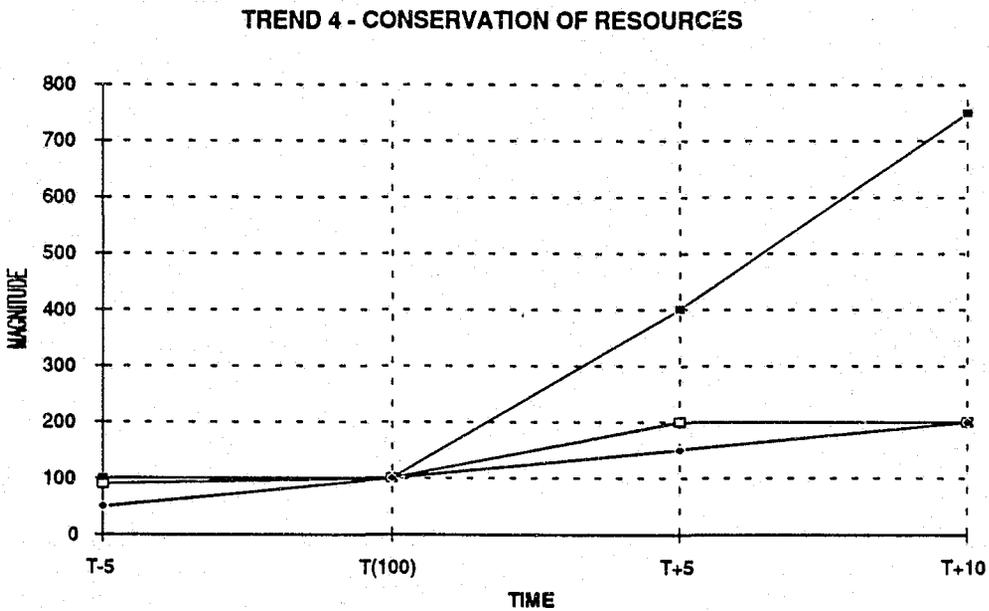
Graph 7

(Nominal forecast)



Graph 8

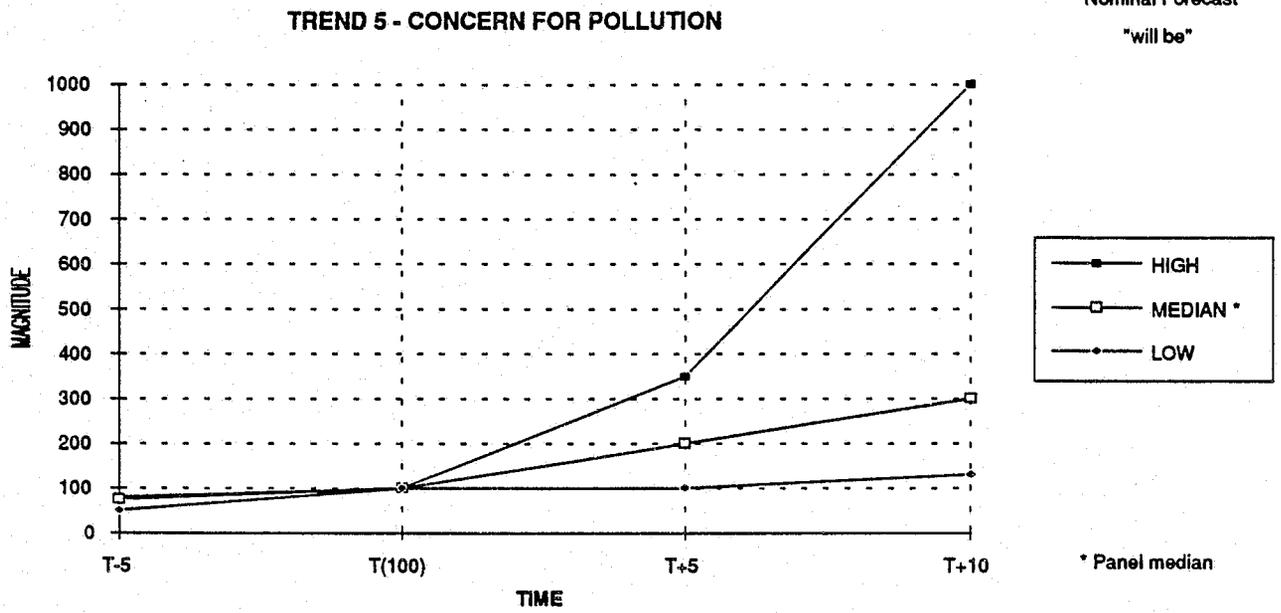
(Normative forecast)



The nominal forecast of graphs seven and eight indicates a high that reflects a strong concern for conservation of resources. This is supported by the high of the normative forecast. The panel medians and lows also show an increased concern over the next five years with a leveling off at ten years. The divergence of the highs and lows may be representative of the awareness level of panel members concerning the rate at which resources are depleted. Both graphs show that there has not been a significant amount of change over the past five years. The highs for the nominal and normative forecast may be more representative of the way government professionals feel. This is because most public agencies today are being forced to do more with less.

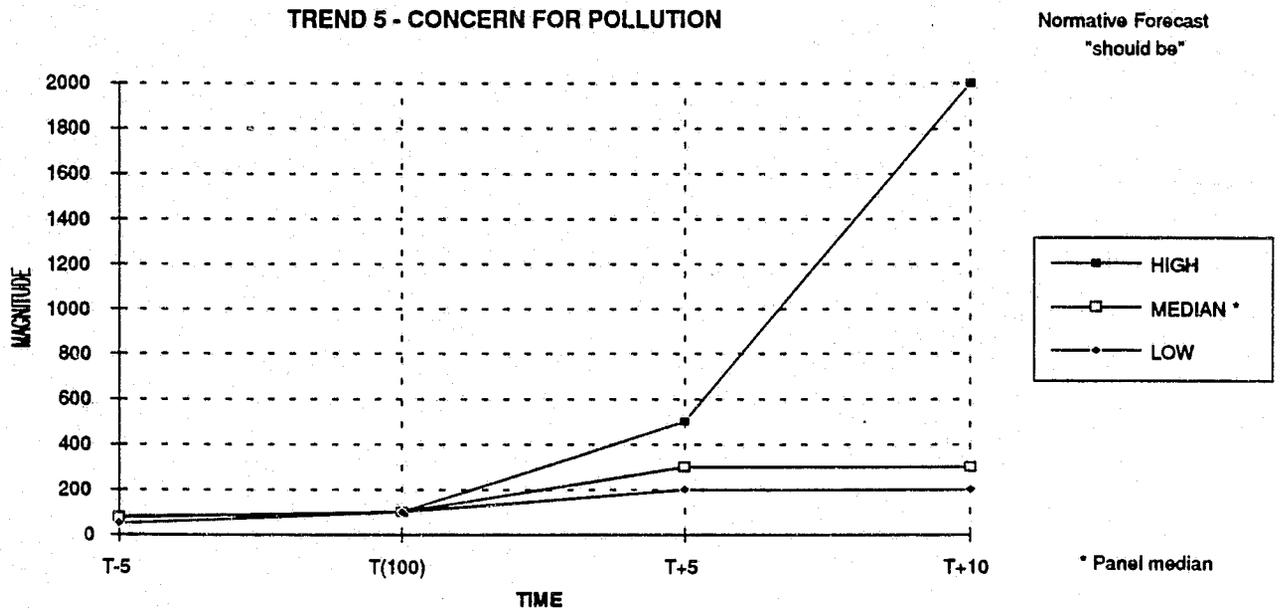
Graph 9

(Nominal forecast)



Graph 10

(Normative forecast)



The nominal and normative forecasts of the panel concerning pollution as seen in graphs nine and ten indicate an increased concern over the next five years, with slightly more concern demonstrated in the nominal graph by the panel over the next ten years. The graphs almost mimic those of trend four and may indicate a mind set of the panel. This may be an indication that the concern for pollution and traffic congestion could be collapsed into one trend.

Overall evaluation of the trends indicates that they will increase in five and ten years. Therefore, the trends will be important to the issue and deciding the future. The indication is for further study.

APPENDIX E

EVENTS IDENTIFIED BY NOMINAL GROUP TECHNIQUE

1. The percentage of working women increases from fifty to seventy percent of the work force.
2. State legislation is passed mandating that employers of one hundred or more provide telecommuting opportunities for their employees.
3. Local government revenues are reduced by twenty-five percent forcing a change in capital expenditures.
4. Local administration takes stand opposing telecommuting.
5. Federal and state incentives are offered for public agencies that have telecommuting programs.
6. Local government places moratorium on facility expansion.
7. Employee bargaining units demand benefit package that includes telecommuting program.
8. Air Quality Management District requires telecommuting.
9. Insurance companies offer incentives (reduced auto rates) for telecommuters.
10. Public outcry for regeneration of family unit.
11. Credible study published that shows too much time spent interacting with computer produces socially dysfunctional people.
12. P.O.S.T. mandates telecommuting for subscribing members.
13. Widely publicized case of abuse by a telecommuter.
14. State legislation passed that prohibits off-site transmission of police records and information.
15. Employees demand more compensation for use of home as office.
16. IRS denies tax credit for use of home for business purpose.
17. IRS increases tax credit for telecommuters.
18. Widely publicized case of a computer virus.

**APPENDIX F
EVENT EVALUATION**

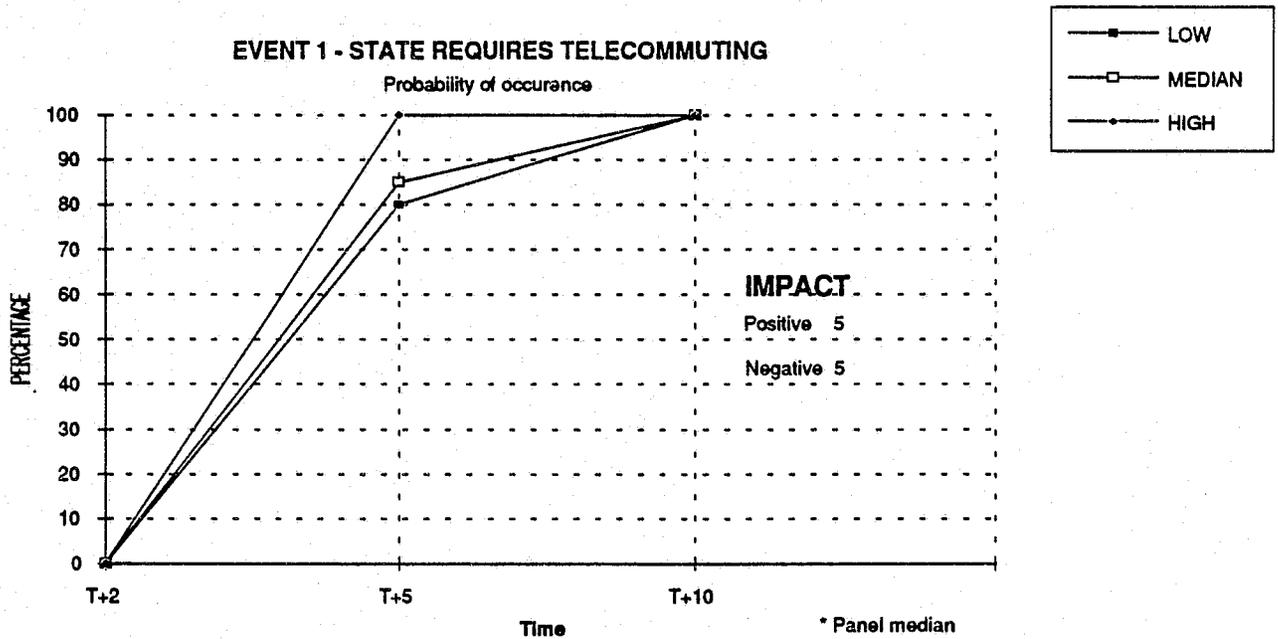
Panel Medians

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY PERCENTAGES		Impact on the issue area if the event occurred	
		Five years from now	Ten years from now	Positive (0-10)	Negative (0-10)
1. State requires telecommuting for employer of 100 employees or more	2	85	100	5+	5-
2. State and federal incentives are offered for public agencies that telecommute	2	85	100	10+	0-
3. Legislation prohibits off-site transmission of police records and information	3	10	10	0+	10-
4. P.O.S.T. mandates telecommuting	5	20	20	8+	2-
5. Employees demand telecommuting	1	60	90	9+	0

APPENDIX G

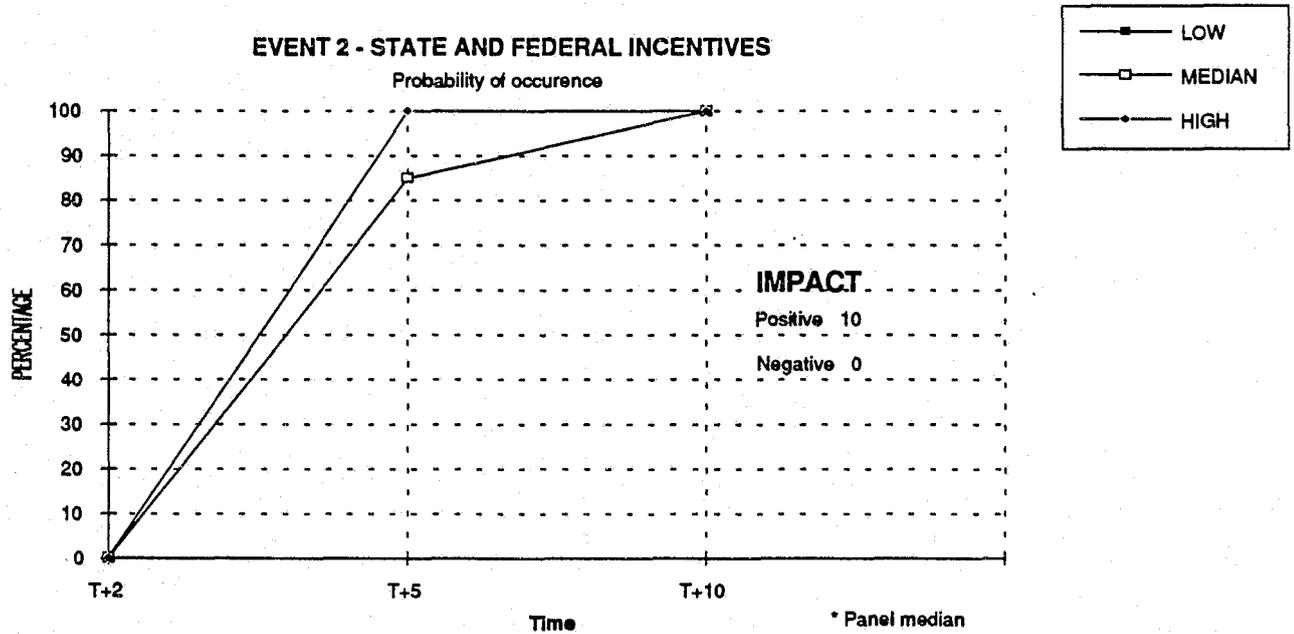
EVENT EVALUATION GRAPHS

Graph 11



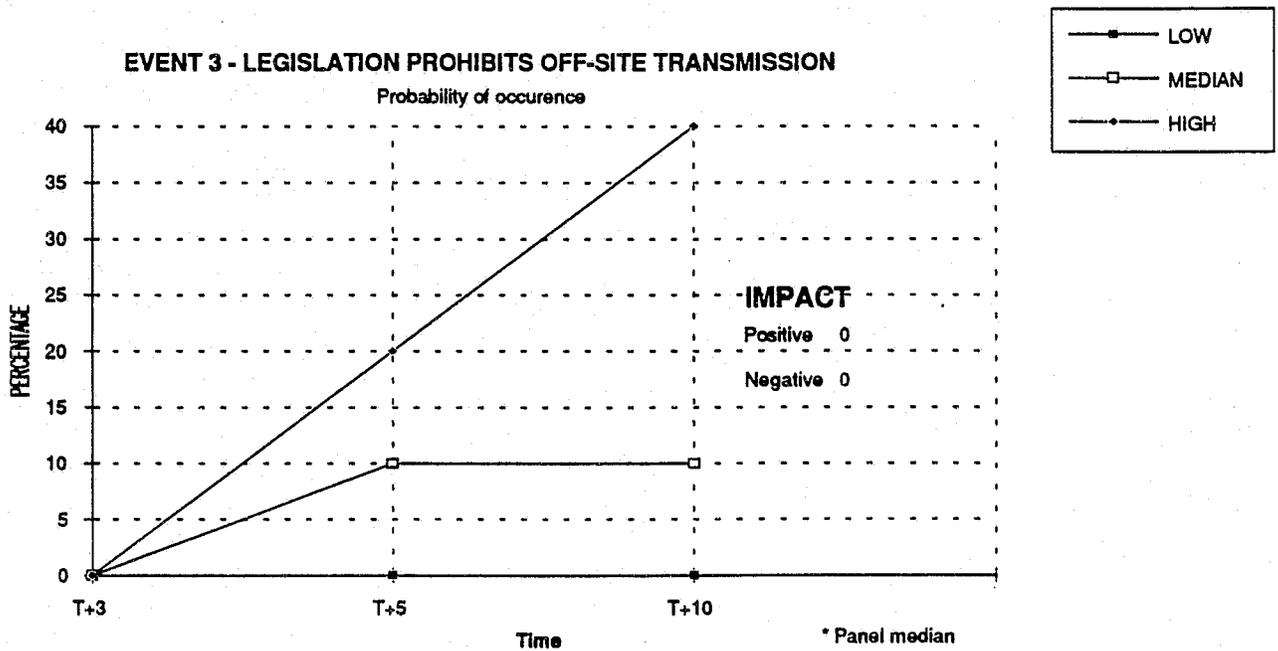
Graph eleven indicates that the state would mandate telecommuting by computer, however, not for two years. The low forecast stated an eighty percent chance of occurrence by the fifth year, with the high forecast predicting certain occurrence by the fifth year. The panel median suggests an eighty-five percent chance by year five, while all forecasted a one-hundred percent chance by the tenth year. The panel agreed that there would be both positive and negative impacts. Discussion revealed that the positive impacts were related to having the alternative to move work rather than people, as well as benefits to the workers and greater productivity. The negative impacts were related management problems, such as supervision and compensation methods, as well as the cost to carry out such a mandate.

Graph 12



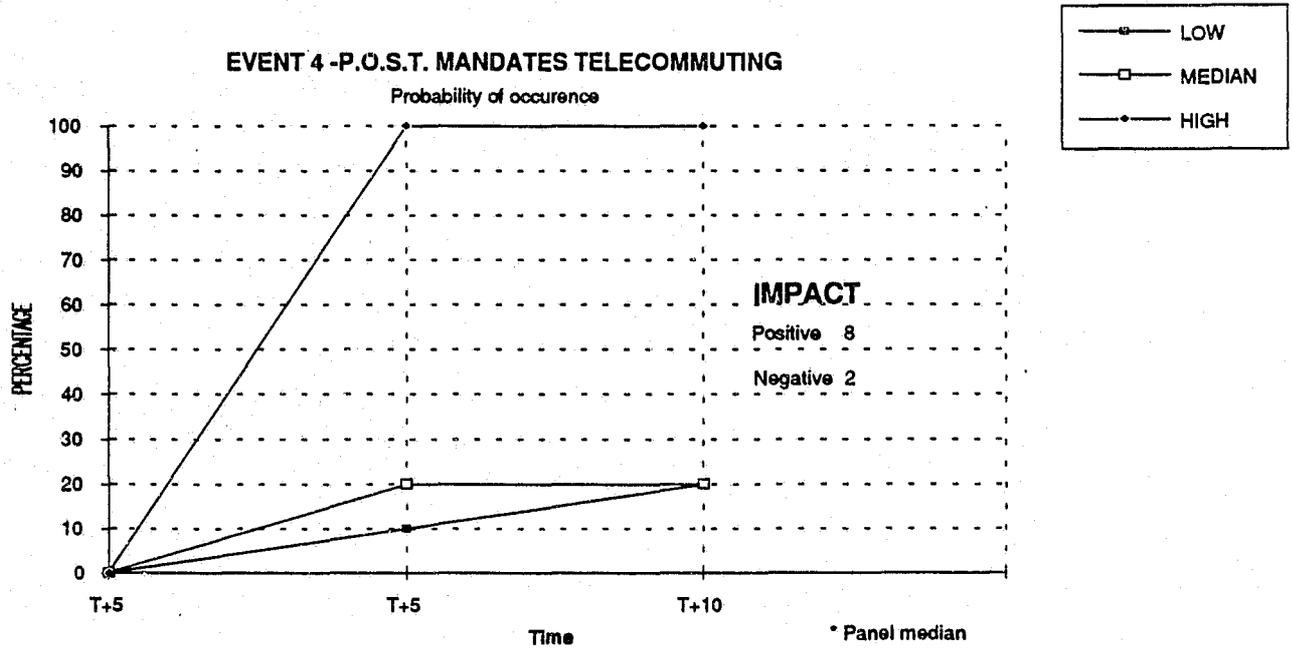
Graph twelve indicates that there will be government incentives offered to organizations that telecommute by computer sometime after two years and probably by the fifth year from now. For year five, the low forecast was an eighty-five percent chance of occurrence. The panel median agreed, and the high was forecast at one-hundred percent. All forecasts for the ten-year period were at one-hundred percent. These forecasts are almost the same as the previous event. What is different is the impact statement. All agreed there would be a maximum impact on the issue, but that impact would be positive. The panel felt if the organization had a choice, with rewards, they would be more likely to comply with increased government involvement. Also the agencies who could not afford the expense would not be penalized.

Graph 13



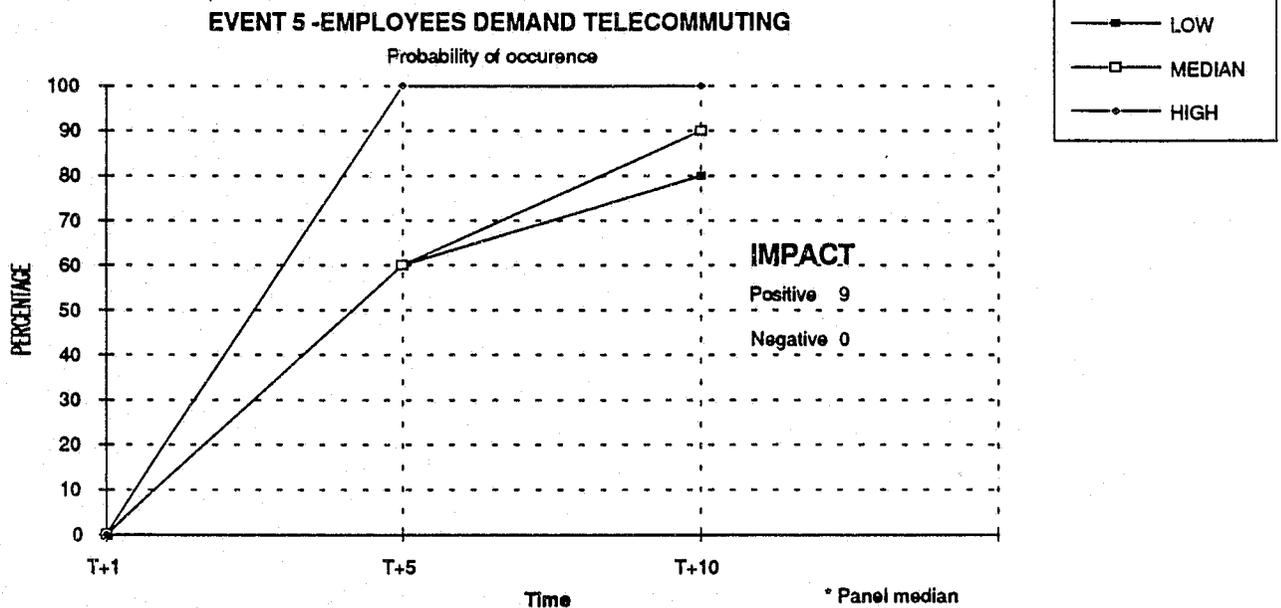
Graph thirteen indicates that legislation prohibiting telecommuting by computer is highly unlikely. Most panel members believed that this would never occur, with the low forecasts at zero, and the high at twenty for the first five years. The panel median predicts only a ten percent chance of prohibiting legislation occurring by year five. Forecasts for the ten-year time line were almost the same, with an increased chance of occurrence forecasted by only the high. Should such legislation pass, the impact would be maximum and negative. According to the panel, discussion confirmed that the panel did not believe this would occur, but needed to be considered.

Graph 14



Graph fourteen shows a high degree of divergence between the high and low forecast for the five- and ten-year time line. The panel medians for both time lines forecast only a slight chance of occurrence. This is because those panel members that are familiar with P.O.S.T. see it as an organization that is supportive to the agencies it serves, not as an organization that dictates policy. All agreed that should this occur; the positive impacts would far outweigh the negative. This finding, if representative of the majority, should be very important to the way P.O.S.T. deals with the law enforcement agency.

Graph 15



Graph fifteen shows a strong possibility of employee groups demanding telecommuting in the next year, with increased probability over the next five years. The graph reflects a very strong probability of occurrence by year ten. The panel agreed that if this should occur, the impact would be very strong and positive. If this perception is correct, bargaining units have a lot of power, and they know it. This type of finding certainly warrants further consideration.

Examining the results of the graphs, collectively reveals a wide range of forecasts. This raises the question of validity and may point out that the wrong panel was assembled. Upon investigating the question, it was discovered that most forecasts were clustered around the median. Further discussion revealed that the highs and lows were made by panelist possessing literal points of view and agreed with new understanding, their projections would have been closer to the median.

**APPENDIX H
LIST
CANDIDATE POLICIES**

Twenty-five percent of all computer purchases will be dedicated to telecommuting activities.

Employee groups within the city to be granted the time and other resources to conduct a study of telecommuting opportunities offered in the private sector.

The police department shall offer telecommuting to those who would purchase the equipment.

The police department shall pursue incentives of state and federal programs that will assist in the advancement of the goals of the agency, including but not limited to, applying for grants.

The police department shall establish and maintain a liaison with a records management association in order to stay abreast of changes affecting telecommuting, with an emphasis on legal ramifications.

The police department shall establish and maintain a formal liaison with Peace Officers Standards and Training for the mutual benefit of advancing law enforcement operations through telecommuting.

Replacement of employees through attrition with those who are computer literate.

Formation of a study group to track the success or failure of telecommuting programs as they emerge in other organizations.

Pursue ecologically sound methods of performing work.

Establish a partnership with the Police Officers Association. Purpose of the partnership shall be to gain continuous input from the P.O.A. regarding trends affecting the way work is accomplished.

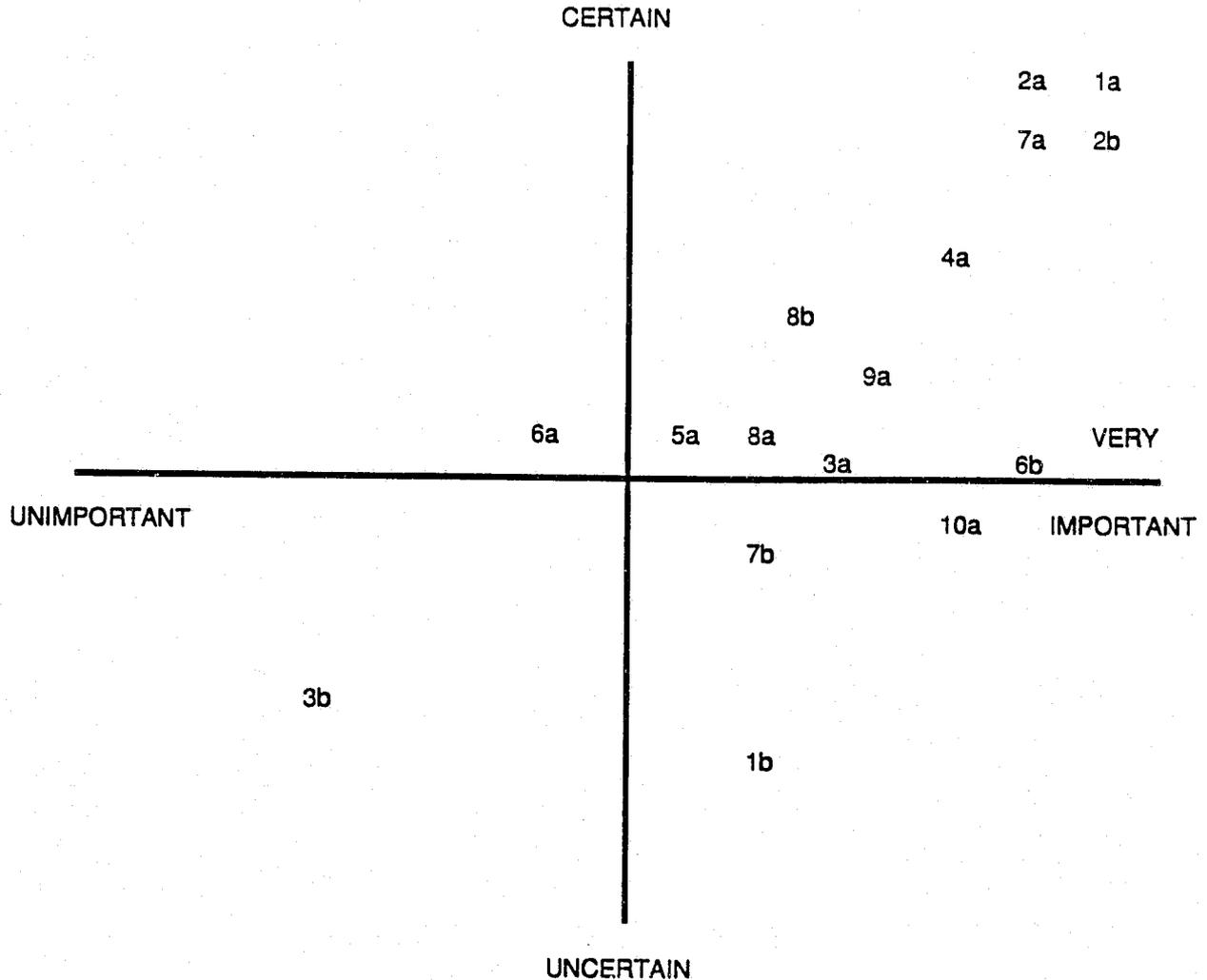
Maximize revenue-generating activities in order to offset rising costs of providing services.

Form study group to explore service cuts.

Formation of public relations unit and program, with the goal of shifting the burden of support work to the private sector.

Emphasize "soft cost" methods of compensation for employees.

APPENDIX I
STRATEGIC ASSUMPTION MAP



A & B = Assumptions (See text)

STAKEHOLDERS

- 1 Department Employees
- 2 Chief of Police
- 3 Citizens
- 4 State Government (AQMD)
- 5 Police Department Cliental

- 6 City Employees
- 7 City Manager
- 8 City Department Heads
- 9 Residents surrounding P.D.
- 10 Telephone Company

APPENDIX J
LISTS
CANDIDATE OPPORTUNITIES

OPPORTUNITIES

Support system for telecommuting
Public attitude
Worker's attitudes in private sector
Technologically possible
Gain in disposable income (child care savings)
Method to reduce work injuries
Concern for family unit (values)
Younger work force (computer literate)
Maximize available work space
Outside incentives
Savings on capital outlay
Available equipment outside department
Improve personnel function
Improve worker output
Improve health of employees
Reallocation of resources
Media
City Council Support
Community Support

THREATS

Workers Values
Concern for security
Lack of coordination
Revenue (new equipment)
Lack of control
Civil rights activist
Population growth
Management fears
Personal contact with clientele
Liability issues
Lack of outside incentives

**APPENDIX K
LISTS
CANDIDATE STRENGTHS AND WEAKNESSES**

STRENGTHS

**Executive Staff -
Well educated, work well as a team.**

Facility
Personnel Skills
Community Support

**Internal Support -
Employees favor change**

Willingness of Work Force

**Organizational Values -
Solid work ethic, high concern for task**

Equipment
City Budget
Work Benefit

**City Management -
Progressive collaborative problem solving approach**

**Management Process -
Well defined and efficient**

Time Savings

**Political Astuteness -
Management personnel**

Police Officer Association
Technology
Volunteers

WEAKNESSES

**Loss of Control -
Fear of management not being
able to directly supervise**

Change Philosophy
Organizational Structure
Old Guard Attitude

**Employee's Perception
That machines may replace
people**

Broad Based Commitment

**Social Needs -
Some personnel feel the need to
interact in the work place**

Methods of Appraisal
Productivity Measures
Workers Values

**APPENDIX L
LIST
CANDIDATE STAKEHOLDERS**

Media

Civil Rights Groups

Employees of police department

Mayor

Chief of Police

Other local police departments

Citizens

Arrestees

City Council

State Government (AQMD)

Police department clientele

Vendors (Computers)

City Employees

City Manager

Department Personnel at Large

Other city department heads

Residents surrounding the Police Department

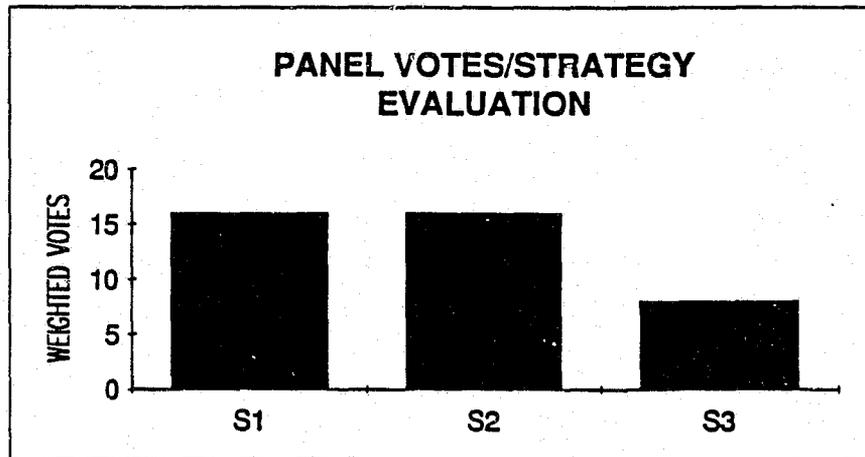
Police supervisors

Telephone Company (Snail Darter)

APPENDIX M

STRATEGY EVALUATION

Strategies	P1	P2	P3	P4	P5	P6	Panel totals
Stragegy 1	3	3	3	3	2	2	16
Strategy 2	2	2	2	2	3	3	16
Strategy 3	1	1	1	1	2	2	8



**APPENDIX N
SELECTED STRATEGY
TIMELINES, OBJECTIVES, IMPLEMENTATION SCHEDULE**

Phase One (Two months)

Objective: Gain support of city manager, chief of police and staff.

Formation of Oversight Committee

A committee will be formed and include the service division commander, records supervisor, system analyst, and a records clerk. The committee shall make three site visits to view successful telecommuting programs.

Statement of Commitment

Facts shall be presented to the city manager and chief of police for the purpose of gaining commitment to the implementation of the pilot program. The executive commitment shall be stated in writing.

Phase Two (Two months)

Objective: Organize personnel and gain stakeholders support.

Personnel

Selection of telecommuting clerks will be made with primary emphasis on their desire and ability to participate in the program. Personnel considered must possess vision, be flexible, and adaptable to change.

Once the personnel have been selected, it is time to make a presentation to stakeholders. This shall be accomplished by proceeding from the department level to city hall and then outside the organization.

Phase Three: (Two months)

Objective: Final preparation for implementation

Required Resources

Purchase of personal computers, maximum of three. This number could be less if persons selected for the pilot program already possess their own computer. Three monitors for on-site supervision, plus the cost of three additional telephone lines for the off-site locations.

Performance Appraisal :

Results-oriented management with emphasis on quality and quantity of work produced rather than process and time expended. Monthly review including level of employee satisfaction, management responsibility and security audit.

Assessment Reports

Committee reports issued at regular intervals and directed toward stakeholder concerns.

**APPENDIX O
RESPONSIBILITY CHART**

Decision Action	Chief of Police	Transition Manager	City Manager	State Gvt. AQMD	Dept. Employees	Telephone Company
Develop Police Procedure	A	R	S	*	S	*
Internal Support	R	R	S	*	S	*
External Support	A	R	S	S	I	I
Budget	A	R	A	*	I	*
Select Oversight Committee	R	A	A	*	S	*
Select Participating Employees	A	R	A	*	S	*
Selection of Transition Manager	R	S	A	*	S	*
Training	S	R	S	S	S	S

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (supply resources)
I = Inform (to be consulted prior to action)
* = Irrelevant to the action

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2. Ibid, p. 2.
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11. Richter, M.J., loc. cit., p. 67.
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