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WHAT MUNICIPAL POLICE SERVICES AND FINANCIAL SUPPORT CONSIDERATIONS WILL EXIST BY THE YEAR 2002?

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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 possisble 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).

When Yen Ho was about to take up his duties as tutor to the heir of Ling, Duke of Wei, he went to Ch'u Po Yu for advice. "I have to deal," he said, "with a man of depraved and murderous disposition....How is one to deal with a man of this sort?" "I am glad," said Ch'u Po Yu, "that you asked this question....The first thing you must do is not to improve him, but to improve yourself."

Taoist story of ancient China

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INTRODUCTION

Research project background; explains the reasons for studying the question and the importance of the issue.

On the quincentenary of his voyage to the new world, Columbus faced a future as uncertain as that which lies before California law enforcement. Tentative government support and funding, a host of detractors, and a mission of significance and importance to all of society are problems modern police share in common with those in 1492. State and municipal budgets have destabilized to the point where cities are uncertain how to pay for basic services. At a time when funds are shrinking, the demand for increased services grows. Homelessness, a shrinking job market Statewide, and a dramatic increase in violent crime have served to create a pervasive mood of distrust and apathy towards government institutions.

Municipal agencies reflect the communities they serve, therefore, a study of driving forces and trends facing the State will help shape the structure and philosophy of tomorrow's police departments. More so than ever before, the decade of the 90's will be a decade of transitions. Emerging from the next ten years will be a law enforcement entity markedly different than that which exists today. How will those changes occur? Which trends and events will push public safety into untested waters? Our economy is becoming more global, and society is completing its transformation from industrial to information-age. How will the silicon-based economy impact municipal police service?

IDENTIFICATION OF THE ISSUE AND SUB-ISSUES

The focus of this research effort is to assess the impact of emerging trends and events on the future of law enforcement within a specific issue area. The issue and sub-issues were developed from a variety of sources; discussions with police staff, readings from periodicals, a literature review of emerging concerns, and discussion with consultants from the California Commission on Peace Officer Standards and Training (POST). It was a consensus that municipal police agencies may well undergo a metamorphosis due to increasing pressures for the police to change and adapt to societal expectations. The issue identified for study in this research project is:

**What Municipal Police Services and Financial Support Considerations
will exist by 2002?**

To further refine the study process, and to more clearly define the parameters of research, three sub-issues were developed. They are:

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1. What changes in agency structure will result?
2. What conceptual model of police service delivery will result?
3. What changes in budgeting and funding for law enforcement will occur?

The setting for the study issues is small-to-medium law enforcement agencies in the State of California. A small-to-medium agency is defined as one in which there are less than 200 full-time sworn police officers employed by a municipality. Nationwide, 91 percent of local police departments employed fewer than 50 officers. In California, only 46 percent of municipal agencies employ less than 50 officers, however, 331 of the 374 municipal police departments staff less than 200 police officers.[1] One consideration in this issue area is the continued viability of small-to-medium municipal agencies by the end of the study period. Popular sentiment espouses a move towards regionalizing agencies and consolidating tasks. Although this has occurred to a limited extent[2], a review of the number of agencies in the State for the past twenty years does not indicate a strong trend towards regionalization. In 1982, there were 355 municipal police agencies (323 under 200). In 1972, there were 347. Rather than shrinking, the number continues to grow. There is no data to indicate a reversal of that trend.[3]

STUDY FORMAT AND OVERVIEW

This research effort employs a systematic approach to arrive at the conclusions and recommendations regarding the issue and sub-issues. This report is the foundation for a separate report that relies on the data herein to forecast the need and process for effective change in small-to-medium law enforcement agencies. In Section One, Defining the Future, trends and events that could impact the structure and funding of law enforcement by 2002 are identified. A futures forecast is then completed through the efforts of an expert panel. After a cross-impact analysis, three distinct scenarios of the future are presented. In Section Two, Strategic Management, a strategic plan is developed for the Coronado Police Department, a small agency of 42 sworn officers in San Diego County. An analysis of the internal and external environment was made. This serves as the foundation for a strategic plan for the agency to integrate effective change into the organization. In Section Three, Transition Management, policies and strategies were reviewed, and a plan for implementation was developed. Responsibilities for leading the

transition to the future state of the agency are articulated, and conceptual model of Mission-Driven Police Service is presented.

SCOPE OF THE STUDY

This research effort does not attempt to encompass all possible changes to organizational structure, service delivery or funding. The study does not assess the desirability of charging fees for service. It will not articulate justifications for consolidating agencies or regionalizing services. Nor does it analyze the impact of funding methodology changes as they relate to other departments of city government. The study will focus on strategic changes that agencies may wish to implement to mitigate threats and capitalize on opportunities that lie at the horizon of our future. It will show a specific structural change, and develop a conceptual model for transforming agencies into mission-driven organizations. Finally, it will assess the viability of altering existing bureaucratic budget administration techniques.

BACKGROUND

Why is the issue important? How can we discern the future by taking a snapshot of current events? Forces are at work incessantly, leaving their indelible imprint as effectively as a stream leaves its mark on a riverbed. Society as a whole is in the midst of social, economic and demographic transitions. The demosclerosis[4] of government seems to mitigate the effectiveness of its response to the community. Even in the maelstrom of societal upheaval, though, both public and private-sector organizations are engaged in quantum change. Will law enforcement be amongst those agents of change? Or, will they lose their significance and fade into the obscurity of obsolescence?

The Paradigm of Police Service

Since the Wickersham Commission reforms in the 1930's, police agencies have been structured in a hierarchical paramilitary bureaucracy. Modeled after the military, law enforcement officers adopted ranks, established units of specialties, and relied on bureaucratic management to ensure efficiency. Unfortunately, the entrenched mindset of bureaucracy no longer is viable in today's decentralized, information-age society. Peter Block says, "Bureaucracy is a state of mind and exists regardless of the size of the organization. The core of the bureaucratic mindset is not to take responsibility for what is

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happening."[5] Osborne and Gaebler assert that "Bureaucratic institutions still work in some circumstances. If the environment is stable, the task relatively simple, every customer wants the same service, and the quality of performance is not critical, a traditional public bureaucracy can do the job. Social Security still works. Local government agencies that provide libraries and parks and recreational facilities still work, to a degree"[6].

Municipal agencies across the State are facing pressures previously unheard of in criminal justice. Unprecedented levels of activism relating to the conduct of the police have led many to call for the independent review of all police agencies. A bill has been introduced in the State Senate to punish officers who witness crimes by other officers and fail to report them[7]. Cities nationwide are facing significant difficulty balancing their budgets due to an uncertain economy and a lingering slump in revenue. Cities also face the prospect of budget and program cuts due to legislation that diverts money from them to the State coffers·

Long considered an institution that provides service not available from any other source, police agencies now face the prospect of competition from each other, as well as the private sector. Consider:

- Postmaster General Marvin Runyon announced on 8-7-92 he was cutting 40,000 managerial jobs from the US post office. He will also close fifty branch offices and consolidate the remaining staff into a lean and flexible organization. "I believe the post office is in crisis" said Runyon. The move will remove layers of management to streamline operations and avoid raising postage costs which were planned for 1994.[8]
- Public schools face uncertainty with the prospect of voucher systems in their immediate future. Schools in Minnesota, Iowa, Utah, and other states now allow students to choose their school and curriculum. Driving these choice efforts are studies like one just released that showed public education in Chicago was four times as costly as comparable private schools.[9]
- In St. Paul, Minnesota, city government formed a partnership with private enterprise to redevelop their downtown district rather than raise taxes. In the first ten years of this partnership, new investment increased ten-fold.[10] Philadelphia has a similar "clean and safe" program downtown, reallocating funds and enhancing safety.[11]
- In 1978, the City of Phoenix, Arizona voted to contract the collection of refuse to private companies rather than to their City public works department.[12]

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- Since 1948, Scottsdale, Arizona has contracted with a private company to run its fire department. The company, Rural Metro, now provides fire services to over 50 communities and 5 million residents from Arizona to Florida.[13]
- The City of San Diego contracts with a private service for paramedics, and is contemplating laying off over 30 firefighters.[14]

Police departments look at these examples and snort, "Well, that's not police work. We perform the only service the people can't cut. Who would protect them?" Consider for a moment that the American public spent $52 billion for private police in 1991, compared to only $39 billion devoted to fund public police agencies.[15] Just as pride "goeth before the fall," public law enforcement faces the prospect of being pushed into a niche market without affirmative efforts to change.

OUR FEARS

Fear of the Economy

California is in the worst crisis since the Great Depression of 1929.[16] In fact, 25 percent of Californians believe we are in a depression, not a recession.[17] After a record 63 days without a State budget, legislators signed one into law on September 2, 1992. Draconian cuts were made in school funding, welfare payments and local government funding. Cities and special districts statewide lost about $1.3 billion to balance the state books. Far from being an unexpected event, the new budget reflects a two-year economic descent. Once felt to be the promised land by most who live here, the State is wracked with a welfare system which pays out 25 percent of the total payments nationwide. The workman's compensation system costs businesses millions in claims, and is blamed for the loss of many of the 330,000 jobs lost Statewide last year.[18] Spiraling crime rates have forced most urban residents into their homes to avoid drive-by shootings, drug deals and wanton street violence. Californians are leaving the State in record numbers. The State will grow by six million residents by the year 2000; however, all of the growth will be from foreign immigration. Three-fourths of the State's new residents will be Hispanic or Asian, and by the end of the decade, ethnic minorities will account for half of the population.

Businesses are also leaving. Citing escalating litigation costs, workman's compensation costs, and excessive tax rates, they are fleeing to the Rockies and the mid-west to find relief. A panel headed by former Baseball Commissioner Peter Ueberroth concluded that

the State is destroying jobs by excessive regulation, fraud and abuse in workman's comp costs, and an unwillingness to face problems head-on.[19] Those who stay are actively downsizing and reorganizing to stay competitive. General Motors, faced with continued economic woes, recently closed its Van Nuys assembly plant, laying off 9,500 workers. Nationwide, GM is closing 21 assembly plants and furloughing 74,000 employees. IBM, touted as the leader in futures-oriented management, announced a nationwide reorganization this spring, cutting 20,000 jobs and breaking units into autonomous organizations. McDonnell Douglas Corporation terminated 4,000 workers from its Long Beach aircraft plant in an effort to remain solvent. In fact, California's defense industry, which accounts for 16 percent of employment, is rapidly shrinking with no end (or war) in sight.

In the private sector, paranoia is not a sickness, it is reality. Fifty percent of the 1980 Fortune 500 no longer is in business.[20] The airline industry is moving quickly towards consolidating into five or six major carriers, consuming their smaller competitors voraciously. The public sector would do well to heed the warning signs coming from the corporate boardroom. Bond ratings have been degraded, and the Nation is watching as California's giant economy continues to stumble.[21]Faced with the same economic crunch, public-sector organizations can't hope to avoid the guillotine of a shrinking economic base.

Fear of Crime
The last weekend in August, Los Angeles suffered 28 criminal homicides, more than the city of Sarajevo, Yugoslavia, which is embroiled in civil war. Arrests of juveniles for violent crime has accelerated at an alarming rate, especially for crimes of violence. The Department of Justice reports that violent crime is up. This is no surprise to the victims of the latest crime spree, carjackings, where motorists are robbed at gun point for their vehicles. One of every forty cars on the street is likely to be stolen this year. The fear of violent crime is no longer confined to those unlucky enough to live in urban public housing. The visceral fear of being victimized is pushing our residents indoors. From their cocoons of safety, the miracle of television and technology enables them to shop, travel, work, and watch the world from their private fortresses.

Interaction amongst members of the community is decreasing, a trend that could lead to the rise of class segregation and mistrust. In a culture whose norm is a reliance on

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government to clean the streets, arrest criminals, and handle problems with a phone call, efforts to involve cocooners[22] in resolving community concerns has met with limited success. For every success story of a neighborhood cleaning up crime, there are ten stories of random violence, rising crime, an a pervasive fear of walking on one's own street. Complicating the fear of crime itself is a growing distrust of those charged with being the buffer between criminals and their prey.

Fear of the Police

On March 3, 1991, the law enforcement profession changed forever. Viewers nationwide watched in horror as officers of the LAPD beat and kicked a motorist, captured for posterity on a home video camera. A catalyst for police activists from all perspectives, the incident was decried by cops even as legislation to increase accountability for police misconduct was introduced in Sacramento. In the past few years, the number of incidents of police criminal conduct has exploded into the living rooms of those we serve:

- A highway patrol traffic officer was convicted in 1991 of murdering a college coed he stopped for a traffic violation,
- An off-duty sheriff's investigator was shot by police while robbing residents of a home he had been in only days before while on the job,
- Four members of an elite anti-drug task force in Oakland were convicted of conspiring to beat, falsely arrest and intimidate residents of the City's public housing projects,
- A San Diego police officer was convicted in a series of rapes occurring along that city's beaches.[23]

The net result of these incidents is an erosion of confidence from the public we serve. Many cities have pressed their representatives to empanel civilian boards to review police conduct. A bill in the State legislature last year proposed mandating civilian review for all agencies in the State. As the demand for accountability increases, will we be able to justify the dollars spent for public safety? Pressed with shrinking dollars and reputations, can law enforcement meet the challenges ahead? As we approach the millennium, the future is becoming more clouded. For decades, Californians felt it was their birthright to enjoy growth and economic prosperity. Unless law enforcement acts to move into the 21st century with the ability to ensure basic safety to their communities, current difficulties of municipal agencies are but a portent of things to come.

SECTION ONE: DEFINING THE FUTURE

What will be the future structure and service delivery philosophies
of municipal law enforcement agencies? How will they fund and
budget for services?

ISSUE AND SUB-ISSUE IDENTIFICATION

The mission, goals, and strategies of police agencies will undergo significant changes in the next ten years. One need look no further than the daily and weekly periodicals to gain a sense of fundamental change in government service and structure. The demands for reform and a reinvention of how public agencies fund and deliver their services continues to swell. The transition into the government entity of the future will require quantum changes in the paradigm of what government is supposed to do.

Demographically, the workforce and community are becoming more diverse. Only 15 percent of the labor pool in the year 2000 will be white males. The crisis in ethics is pervasive from the capitol building to city hall. Even when the 1991-1992 recession is over, the heightened awareness and activism regarding government expenditures will not abate. Residents now demand to know exactly where their tax dollars are being spent, and are concerned they are receiving service commensurate with capital outlay.

The changing paradigm of the community will affect law enforcement administration in many ways. Demands for reform and accountability rise with every new lawsuit and allegation of misconduct. Rising crime rates can no longer be met by increases in manpower from an unlimited pool of budget dollars. The unique challenges presented by a decade where demand for service is rising at the same time budget dollars are shrinking will become the most pressing issue in police service. The objective of this research paper is to prepare managers and executives of small-to-medium agencies to meet that challenge. The answers to the issue question:

What Municipal Police Services and Financial Support Considerations will exist By 2002?

will provide a foundation for capitalizing on opportunities and mitigating threats on the horizon. Three sub-issues were identified and refined through literature review, survey of law enforcement executives, brainstorming, and discussions with experts. These sub-issues are:

- What changes in agency structure will result?
- What conceptual model of police service delivery will result?
- What changes in budgeting and funding for law enforcement will result?

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ENVIRONMENT SCAN

The primary interest in a change process is that of systematically defining the future within the context of the issue being studied. Significant trends related to the issue and sub-issues must be identified, as well as possible future events which might impact the trends and the issue. For the purposes of this study, the future is defined as the next ten years. Three methodologies were utilized to systematically scan the environment: a literature review, a survey of selected law enforcement executives, and brainstorming with a selected panel of experts.

Literature Review

For the first time ever in the history of mankind, the wilderness is safer than the city.[24] Government systems are breaking down on a wholesale basis. Twenty-three percent of our population is illiterate. Too many government officials don't care; they're just concerned with getting reelected. Our collective debt is unmanageable; we're living from one recession to the next with shorter remissions in between.[25] Wildly fluctuating demographic shifts accelerate our fears, push us into the safety of our home fortresses, and could lead to civil war as ethnicities and cultures clash.[26] As the old Chines proverb says, "If we don't change our direction, we're likely to end up where we're headed".[27] The challenge for municipal agencies lie in three strategic areas; structural change, service philosophy, and control of funds.

Unless structure follows strategy, inefficiency results.[28] Unfortunately, many police managers change structure or personnel without relating those changes to the purpose of the organization.[29] A recent study of a major law enforcement agency concluded that the paramilitary bureaucratic structure was the culprit for the agency's most destructive and intractable organizational problems.[30] This conclusion is consistent with volumes of other related literature. Unnecessary bureaucracy impedes innovation and superior customer service[31], builds mediocrity into our workforces, and makes it impossible to fire people who did not perform.[32]

The bureaucratic model was developed in conditions vastly different from today. In a society of slow-paced change and centralized decision-making, bureaucracy was appropriate. In our meta-industrial culture[33], systems created for command and control do little but impede the flexibility and responsiveness needed today. In law enforcement, the problem is succinctly summed by the preface of Local Government Police Management by William Geller, who writes, "Asking some or all of a police department's officers to

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engage in creative community problem solving within the paramilitary, bureaucratic, risk-adverse work environment that has come to characterize much of policing over the past several decades is like asking someone to tap dance in snow shoes. It looks funny and isn't very effective."[34]

In the same vein, structure without strategy is equally as ineffective. Developing a mission statement is the crucial first step to any planning process.[35] With mission as the driving force, agencies must assess their role as partners with the community. The traditional reactive mindset and principle programs upon which the police have relied for crime control have only a limited effect.[36] To become more effective, law enforcement must become closer to those they serve. They must be mission-driven organizations, rather than rules-driven ones. In this transition, they will become more flexible, more efficient, more effective, and have as their primary concern the results of efforts rather than adhering to the rules.[37]

The final challenge is budgetary. Government budget systems were created to control money, not fulfill a mission. Normal bureaucratic budget systems encourage managers to waste money. First, the budget is sliced into a dozen or more accounts, with specific line-item expenditures. This fences managers in, and restricts the ability to spend when opportunities arise. Rather, a manager must wait a full budget cycle (up to 24 months) to turn plans into reality. Second, if a manager doesn't spend the entire budget, three things happen; they lose the money they have saved, they get less the next year, and they are chastised for asking for too much in the first place.[38]

Municipal managers could be encouraged to spend more appropriately and save significant budget dollars if incentives were in place. Most public managers know where they could trim 10 to 15 percent of their budget.[39] If government budgets were aligned to save and invest, instead of spend it or lose it, the additional funds could mean the difference between protecting the public and insolvency.

Survey of Law Enforcement Executives

A survey questionnaire was sent to 109 executives of small and medium municipal police departments throughout the State. The questionnaire focused on issues related to structure philosophy of service delivery, and agency funding. Ninety-one surveys were returned. Table One displays a strong philosophical commitment to community policing, enhanced budget control, and a willingness to combine functional areas. As shown in Table Two, many executives believed they could save significant amounts of money if given proper incentives. (N=91 in Tables One-Four)

Table One

1. Does your agency currently employ a community-oriented policing philosophy?   Yes- 88%   No- 12%
2. Would you prefer to receive your budget in a lump-sum, administered internally?   Yes- 63%   No- 37%
3. Are patrol and investigations under one division of command?   Yes- 26%   No- 74%
4. If forced to cut personnel, would combining patrol and investigations be viable?   Yes-56%   No- 44%

Table Two

If you were able to retain excess budget money and apply it to next year, how much could you save?	
None-	17%
1-3%-	28%
3-4%-	14%
5-8%-	23%
9-12%-	10%
Over 12%-	7%

Every agency responding employs a variety of methods to recover costs for services and supplement operating budgets. Over half used private funding, and asset forfeiture seizures exceeded 95 percent. Table Three indicates many agencies do not, however, make full use of potential sources of revenue readily available.

Table Three

Do you supplement your budget with any revenue enhancement programs?	
Cost recovery for drunk drivers-	74%
Cost recovery for disturbances-	60%
Asset Forfeiture-	95%
State/Federal Grants-	56%
Private Group Funding-	57%
Alarm Response Fees-	82%
Report Copy Fees-	92%

Table Four

What alternate organization structures may be more appropriate than the traditional bureaucracy?	
Matrix-	24%
Quality Circle-	20%
Cluster-	36%
It Doesn't Matter-	20%

The subject of the strongest dissent was that of organizational structure. As shown in Table Four, respondents were evenly split amongst the four choices. The Cluster organization seemed to be the preferred style, although it was not in use in any agency surveyed. Most respondents added narrative comments to this topic area. A complete compilation of survey results in exhibited in Appendix A.

Brainstorming

A seven member panel was utilized to brainstorm the issue area, and to develop a listing of significant related trends and events that could impact the issue and sub-issues being studied. Panelists were selected due to the diversity of their backgrounds and professional experiences. After a discussion to clarify the issue and sub-issues, a futures wheel was presented and expanded upon by the panel as a prelude to the development of trends and events which could have an impact on the issue area (Appendix B). The panel then created a list of thirty-three trends and twenty-seven events for use in the futures forecasting phase of research (Appendix C).

Members of the panel were:

- Chief Jack Drown, Coronado Police Department (former Assistant Sheriff, San Diego County)
- Mayor Mary Herron, City of Coronado
- Captain Tom Deese, National City Police Department
- Nancy McPherson, Neighborhood Police Programs Coordinator, City of San Diego
- Michelle Blair, Chief of Staff for Assemblywoman DeDe Alpert
- Karen Huff, former Finance Director, City of Lemon Grove
- Lieutenant Al Joselyn, La Mesa Police Department

FUTURES FORECASTING

Trend Identification

The same expert panel was used to distill the trends and events for further study through the use of a Nominal Group Technique (NGT). Through a voting and prioritization process, the panelists evaluated trends in light of their value for study with relation to the issue, this list was pared to a top seven trends for further study. These trends were:

T1. LOCAL ECONOMIC SUPPORT FOR THE POLICE- The willingness of city governments to fund law enforcement activities at a desired level by the agency.

T2. REGIONALIZATION OF POLICE SERVICES- The number of police functions that will be performed by a multi-jurisdictional agency, or by a single agency under contract from other municipalities. Examples of regionalization may currently be seen in crime labs, aerial support units and narcotics investigation teams.

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T3. PUBLIC DEMAND FOR ACCOUNTABILITY BY THE POLICE- The demands for police agencies to not only conduct themselves in an ethical and lawful manner, but also to conduct business in a fiscally sound manner. This trend assesses the degree which the public concerns itself with the administration of police activities within municipalities.

T4. JAIL AND PRISON SPACE- The availability of bed space for persons to be incarcerated. This will include both pre-sentence and post-sentence prisoners.

T5. THE "COST OF DOING BUSINESS"-- The total funds available to municipal police agencies to fund desired programs and services.

T6. LEVEL OF STATE SUPPORT- The economic support to municipal police agencies from State sources.

T7. FEDERAL AND STATE MANDATES- The number of programs and/or services that will be mandated by Federal or State legislative bodies. These mandates will become law, but not be accompanied by funding to fulfill the mandate.

Event Identification

In a fashion similar to that use in trend identification, the panel was encouraged to "think future," looking to develop possible events that might occur, and which could have an impact on the issue. After a roundtable listing of the panel's ideas, a discussion ensued to ensure each listed event was framed within the context of it being a discrete, one-time occurrence which could be verified as having happened. The panel then voted to identify the top seven events for further study. These events were:

E1. Legislation passed to allow Counties to charge for all law enforcement services.

E2. Twenty-Five percent of California cities declare bankruptcy

E3. State approves casino gambling Statewide

E4. Proposition 13 (1978 property tax reform) is declared to be unconstitutional

E5. International border with Mexico is opened to unrestricted travel

E6. Law is passed to allow special assessment districts to pay for police services

E7. Police agencies are allowed to charge fair market value fees for services.

FORECASTING OF TRENDS AND EVENTS

Trend Forecasting

The panel first estimated the level of the trend five years ago, then forecast the level of the trends five and ten years from today. All trend forecasts were based on the current status of the trend being assigned a value of one hundred to give a common frame of reference. The lower limit of the scale is zero, representative of when the trend ceases to exist, or had yet to begin. The upper end of the scale has no finite limits. For the future forecasts, the panel was asked to give an "exploratory" (will be) and "normative" (should be) forecast. The panel medians are displayed in Table Five.

For a more detailed analysis of trend forecasts, the charts displayed in the Trend Interpretation section are representative of the low, median, and high scores for each trend. The value of the normative forecast (the "should be") is also included for comparison.

Table Five

Trend#	TREND STATEMENT	LEVEL OF THE TREND** (TODAY = 100)			
		5 Years Ago	Today	*Five Years From Now	*Ten Years From Now
T1	Local Economic Support For Law Enforcement	110	100	95/120	95/125
T2	Regionalization of Law Enforcement Services	80	100	125/130	150/150
T3	Public Demand for Accountability From Police	75	100	120/100	125/100
T4	Jail Space Available To Meet Demand For Incarceration	115	100	80/125	75/150
T5	Cost of "Doing Business" In Law Enforcement	75	100	125/105	150/115
T6	Level of State Economic Support	120	100	75/120	80/120
T7	Federal/State Mandates for Local Programs (non-funded)	75	100	120/90	120/90

** Panel Medians
N = 7

*5 Years
From Now
will be/should be

*10 Years
From Now
will be/should be

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Event Forecasting

In a manner similar to that used for trend forecasts, the panel was asked to forecast the probability of the seven selected events occurring within the next ten years, and to express that probability in a percentage range from zero to one hundred. They were also asked to estimate the number of years until the probability of occurrence exceeds zero. Furthermore, they were to forecast the impact, on a zero to ten scale, of the event on the issue and sub-issues. After independently voting at each stage, the panel convened and discussed their scores. A subsequent oral re-vote resulted in a further refinement of the individual forecasts.

High, median, and low forecasts are displayed in charts in the Event Interpretation section for further analysis.

Table Six

Event #	EVENT STATEMENT	*Years Until Probability First Exceeds Zero	* Probability		Impact on Issue Area If The Event Occurred	
			5 Years From Now (0-100%)	10 Years From Now (0-100%)	*Positive (0-10 scale)	*Negative (0-10 scale)
E1	Law Passed to Allow Counties to Charge For All Services to Cities	2	60	75	2	5
E2	25 % of California Cities Declare Bankruptcy	4	20	30	0	10
E3	State Approves Casino Gambling	4	30	50	4	3
E4	Proposition 13 Declared Unconstitutional	2	25	50	5	2
E5	International Border with Mexico Opened	7	0	20	0	7
E6	Law Allows Cities to Form Special Assessment Districts	2	50	60	6	2
E7	Law Allows Police to Charge Service Fees Directly	2	60	70	5	5

* Panel Medians. N = 7

TREND AND EVENT INTERPRETATION

Trend Interpretation

Exploratory Trends

All seven trends selected for forecasting had as their driving force a concern with the economy and the availability of funding for law enforcement. There was a general consensus amongst panel members that economic support was higher in previous years for law enforcement both from local governments and from the State. Trends Six and Seven forecast a continued erosion of funding available to the police, and a diminishing of available discretionary funds for individual agencies. All panelists felt that the number of State and Federal mandates would continue to rise for the next five years, then level off at a rate of 20 percent higher than today. These two trends were thought to have the greatest potential influence on the forecasted events. One panelist felt that police funding had actually increased when inflation was considered (Trend One).

The widest dissent was in the area of available jail space. All panelists believed there are less beds available today than five years ago, but they split into two schools of thought with regard to the future. One group believed the trend would continue its decline; others strongly felt that alternatives to incarceration would diminish the requests for prisoner space.

In the face of a consensus that funding at State and local levels would continue to diminish, the panel was in strong agreement that the cost of doing business for the police would increase steadily over the next ten years. There was some discussion that in bad economic times, the need for the police would increase. If so, funding for basic safety functions may be felt to be "recession-proof."

Assessing all trends together, the need to become more fiscally aware within the law enforcement profession is obvious. It was a consensus that funding would decrease, while mandates would be on the rise. Even while forecasting a decrease in support, the panel felt that the cost for police service would increase. Obviously, both trends cannot continue unless alternate funding sources are identified and tapped, or if the organization restructures to limit costs.

Normative Trends

The trends of State and local support should be about 20 percent higher than today's levels, rather than the downward spiral forecast in the exploratory mode. Conversely, the panel felt that cities should be able to retain their discretionary funds by a decrease of State and Federal mandates.

Interestingly, in two trend areas, the panel felt that the "will be" and "should be" were closely aligned. The public demand for accountability, driven by the series of notorious incidents in 1991, should remain at least at the level of today's scrutiny. Regionalization of services, to save funds and to enhance effectiveness, was also thought to be a positive trend in both modes.

As a normative forecast, the panel felt that jail space should increase. The sentiment that alternatives to incarceration would be needed in the face of the "jail alternative" still being viable seemed to drive a consensus that more beds space should be available.

As with the exploratory mode, the panel felt that the cost of law enforcement should increase, although not as quickly. It is noteworthy that panelists outside the police profession seemed to accept the fact that police work will continue to increase in cost, even in the face of mounting economic pressures at all levels.

Trend Charts

Trend One- All panelists except one felt that local economic support has eroded from what it was five years ago. There was general agreement that this erosion would continue over the next decade. In the normative mode, panelists felt it would be best if police received a twenty-to twenty-five percent increase in the same time frame. Interestingly, both the median and normative levels in this trend are the same as listed for Trend Six.
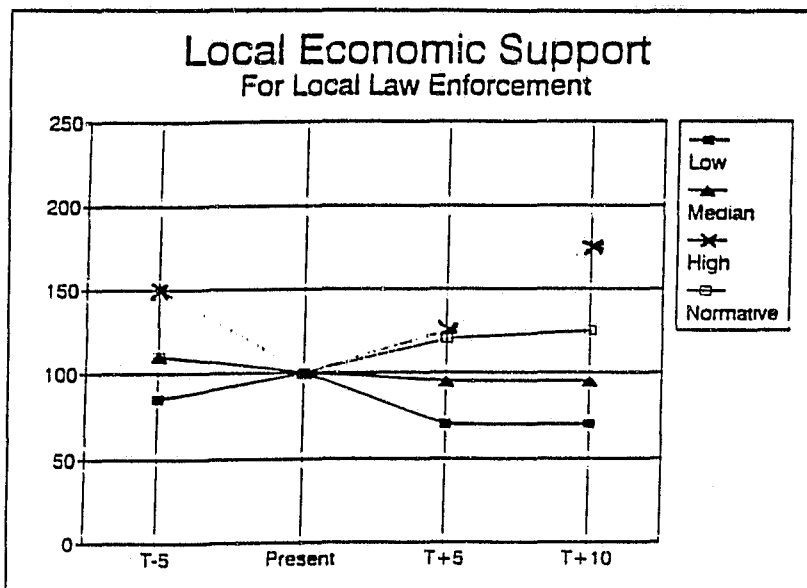
Local Economic Support
For Local Law Enforcement

Trend Two--The panel was in general consensus that regionalization would occur at a desirable pace when compared to the normative forecast. The median, low, and normative values were all quite close, indicating a high degree of group agreement. The group indicated this trend was desired, and an inevitable outcome of the "belt-tightening"

Regionalization Of Police Services
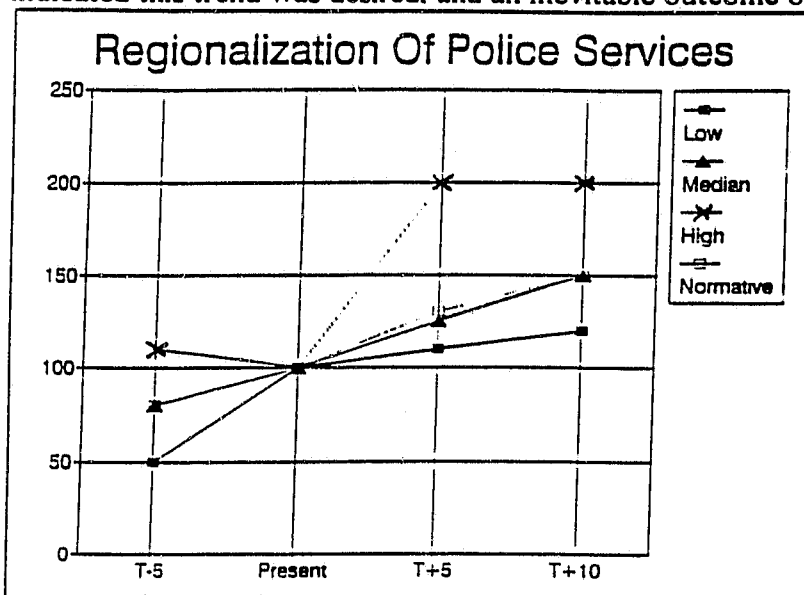
necessary to balance municipal budgets. Panelists felt cities should aggressively pursue consortiums with other cities, rather than allowing counties to control the process and results.

Trend Three--The forecasts were in general agreement that the level of public scrutiny had

Public Demand For Police Accountability
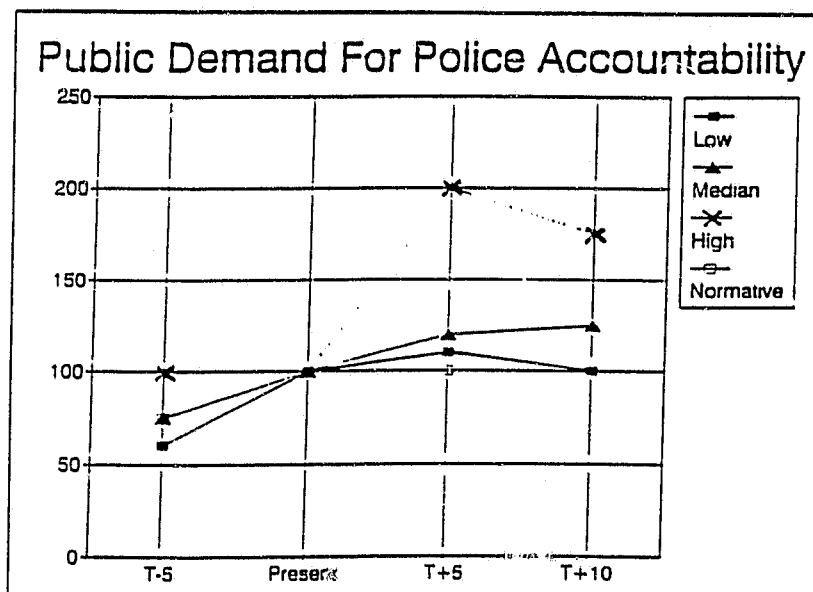
accelerated over the past five years; a trend that was likely to continue. Even as a normative forecast, the panel felt today's level was appropriate. There was some discussion regarding 1991 as a watershed year with regard to public consciousness of their police agencies. The panel believed that as budgets diminished, the focus on economic viability of police staffing and service levels would intensify.

Trend Four--The panel was in consensus regarding their perception of jail space availability. No one believed the availability was worse five years ago. Only two panelists thought the problem would realistically get better. Both of these panelists believed there

Jail Space Availability
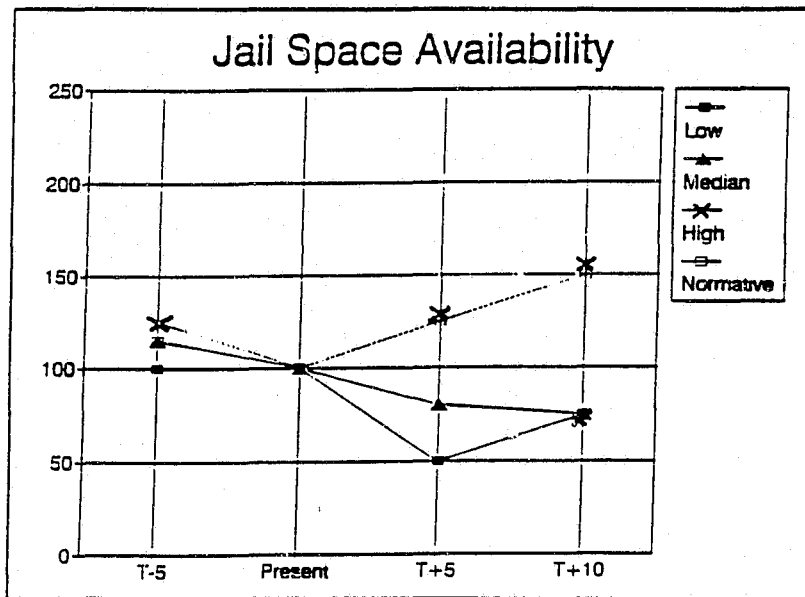
would be no significant additional bed space. Rather, their belief was that viable alternatives to incarceration would diminish the demand. Incarceration statistics show a dramatic increase in beds and prisoners. Neither has shown to have an impact on crime.

Trend Five--This trend area had the strongest consensus of all studied. All panelists agreed

Cost Of "Doing Business"
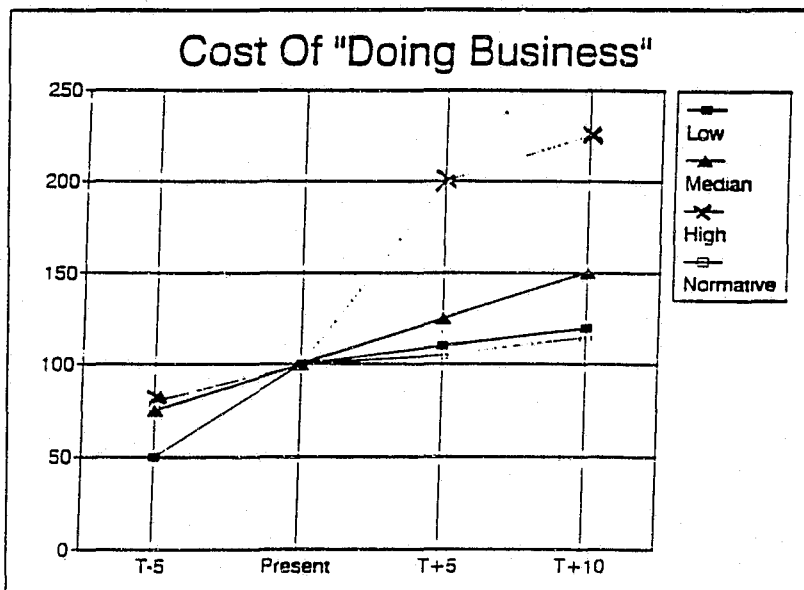
that it was all uphill in terms of costs. Note how close the low, median, and normative forecasts are. The disturbing nature of this trend is evident when one compares it to the forecasts regarding the levels of funding support which may be anticipated. It is obvious that a "collision" between these trends will occur without

intervention by restructuring or modification of existing systems and service delivery methods.

Trend Six--This trend matches Trend One closely. Although the panel recognized it would be more expensive to administer programs (normatively), the median exploratory forecast rested at a level about twenty percent blow today's level. Even the most optimistic forecast did not exceed the normative number. It is important to note the low level of forecasts at five years hence as compared to the ten year mark. This is consistent with other estimates that the State economic crisis will be resolved (or at least mitigated) within the five-year time frame.
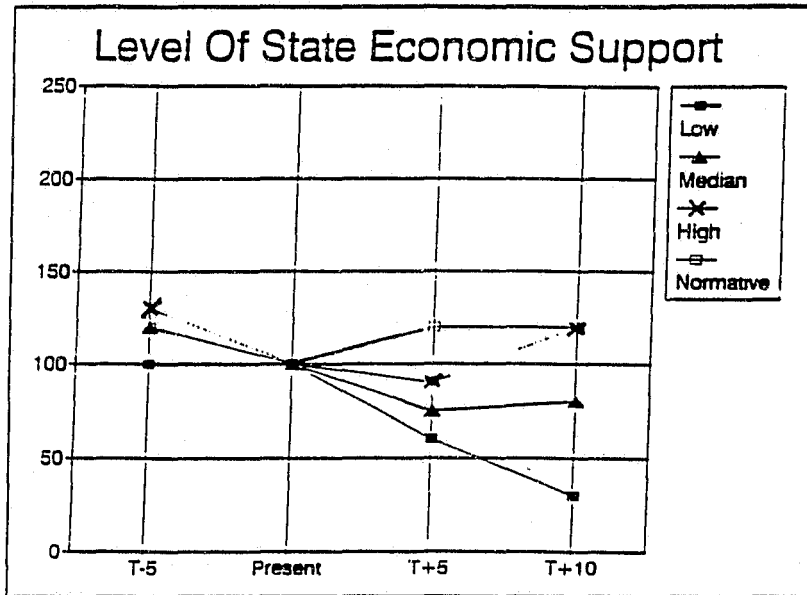
Level Of State Economic Support

Legend:
- Low
- Median
- High
- Normative

Trend Seven--This trend generated significant discussion regarding the erosion of available discretionary funds for cities. The general opinion of the panel, as expressed in the close scores of the low, median, and normative levels, was that unfunded mandates for local programs would continue to increase as the larger political entities attempt to off-load expenses.
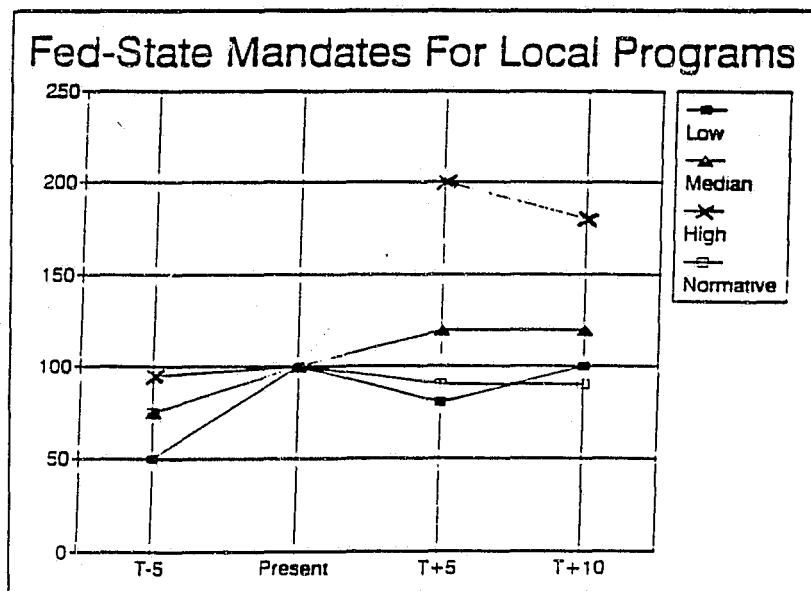
Fed-State Mandates For Local Programs

Legend:
- Low
- Median
- High
- Normative

Event Interpretation

Continuing with the "economic" tone of forecasting, the panel felt that future events regarding the ability of public agencies to charge fees for services rated consistently high in probability of occurrence. Event One (allowing counties to charge cities for all services) was thought to have a better than even chance of occurring within five years by all panelists. By the end of ten years, only one panelist forecast the probability at less than 75 percent. Events Six and Seven, which would allow police agencies to charge fees or create assessment districts to recoup costs, received a similar vote of support with regard to their probability.

All three events were thought to be viable within one to three years. The panel indicated that charging specific fees as noted in these events would be a continuance of existing practices, and could easily be implemented as a means to narrow future budget deficits within the three-year time window. One could infer from the forecast that action of some type also is inevitable within this time.

Interestingly, none of the other events forecast were estimated to have better than a 50/50 probability of occurrence. The two events with the highest negative impact were given the lowest probability forecasts. The likelihood of 25 percent of State cities declaring bankruptcy was thought to be only 30 percent by the end of the study period. Opening the international border with Mexico was forecast at an extremely low rate of probability, with a median of 20 percent by the ten year mark. In light of the pending Free-Trade pact being considered by Mexico, Canada, and the U.S., the forecast may represent subjective opinion versus impending reality. During the forecasting process, panelists from law enforcement first believed the likelihood of Event Two (City Bankruptcy) was high. After group balloting, though, their scores changed in deference to panelists with a financial background. The converse was true regarding opening the border with Mexico. Panelists from outside policing first believed the probability was higher, then deferred to the police panelists.

Five events could be easily categorized as either "positive" or "negative" in their impact on the issue. Two events, however, were forecast as events which would be both positive and negative in impact. Casino gambling, for instance, would be a significant enhancement to revenue sources for both cities and the State. Attendant problems of organized crime,

increased street crime and the need for additional staffing offset the revenue considerations. The panel also believed that allowing the police to charge for specific services was a dual-edged sword. Expenditures could be recouped through charging the customer for services rendered. The sentiment of the community, though, might swing against agencies, with the man on the street feeling that those services were already paid for through property taxes.

Although not expressed by the panel, one could see the potential for private-sector intrusion into traditional public police tasks if a monetary amount were affixed to particular functions. Concurrent with that concern is one which foresaw an intrusion into public sector responsibilities by private police if public agencies were unable to fund desired services. This sentiment would be consistent with the amount of money spent on private police nationwide in 1991, where fifty-two billion was paid to private agencies. In comparison, only thirty-nine billion was spent on public police protection

Event Charts

In all charts, the vertical scale represents the probability of occurrence, expressed in a percentage of zero to one hundred. The horizontal scale represents a time line, expressed in years from the present. In all charts, N=7.

Event One--With the advent of jail booking fees, the panel was in strong consensus that other fees for specific services areas would soon follow. They envisioned a fee schedule that would charge for aerial support, crime lab work, arrestee court appearance fees, and number of other levies for the use of county personnel. The panel believed counties will feel the budget crunch sooner than individual municipalities, and their fees would precede any city fees.
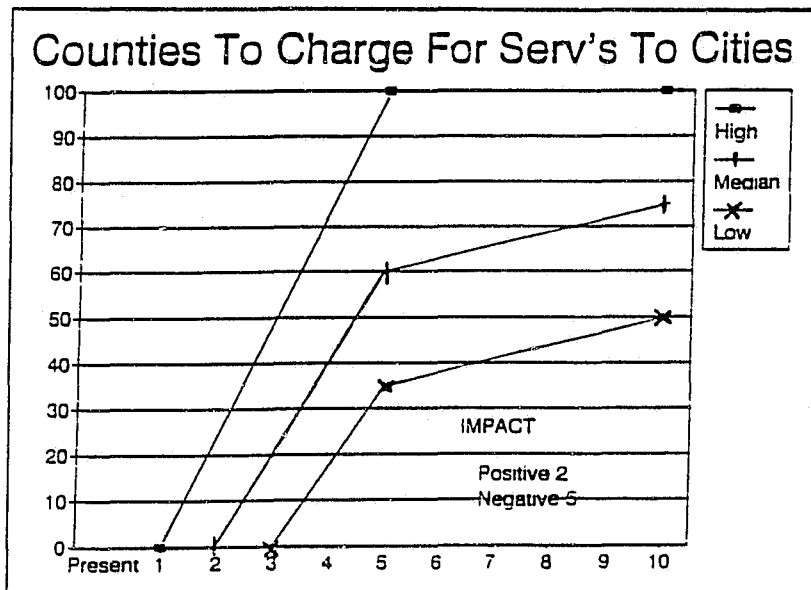
Counties To Charge For Serv's To Cities

IMPACT

Positive 2
Negative 5

Event Two--This event was viewed as particularly destructive to the issue area. Certainly, if a city was bankrupt, its police agency could not fund basic operations. The median score was quite low. Panelists with a financial background felt that cities had significant reserve funds, which would mitigate the potential for this event to occur. In light of current fiscal cutbacks, it would be interesting to forecast this trend on a yearly basis.
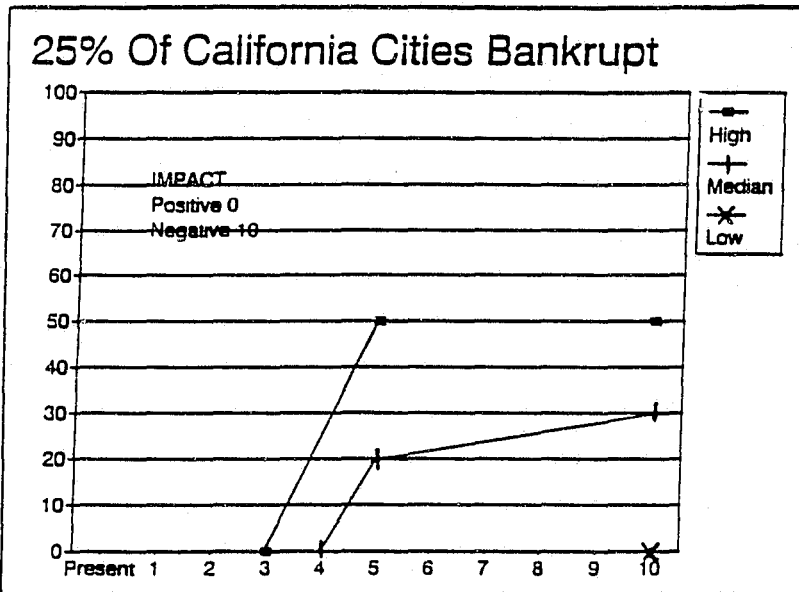
25% Of California Cities Bankrupt

IMPACT
Positive 0
Negative 10

Legend: High, Median, Low

Event Three--The panel discussed the fact that off-shore gambling is a current topic in the State legislature, and noted a current increase in legal gambling in many states along the Mississippi River. Gambling revenue could be a significant source of tax revenue, an attractive prospect for a State facing a twenty-billion dollar deficit. There was a concern that the presence of gambling would increase the number of vice crimes and crowd-related problems. Given the uncertainty of the
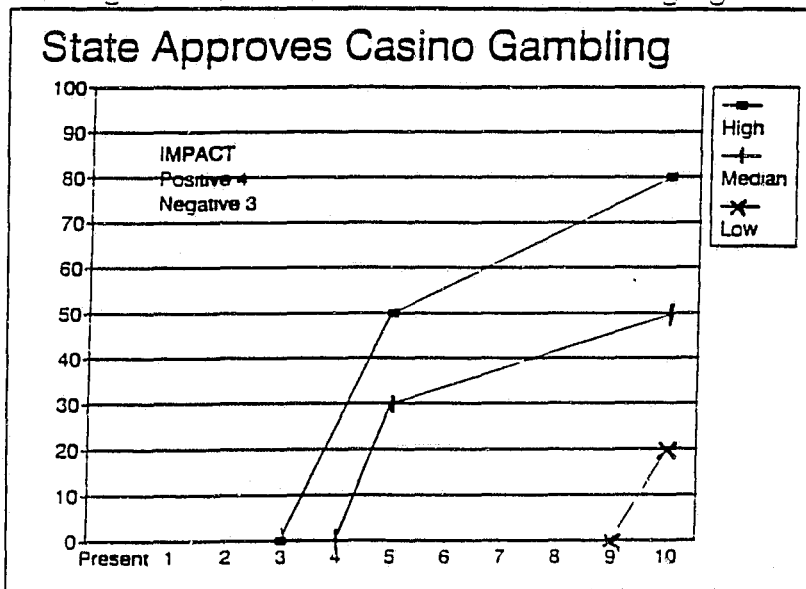
State Approves Casino Gambling

IMPACT
Positive 4
Negative 3

Legend: High, Median, Low

budget and the ambivalence regarding the success of the State lottery, this event was forecast at a median 50-50 probability

Event Four--Proposition 13, the homeowner's property tax revision passed in 1978, was recently sent for review to the State Supreme Court. The Court denied this latest

Prop. 13 Declared Unconstitutional

IMPACT
Positive 5
Negative 2

Legend: High, Median, Low

Y-axis: 0 to 100
X-axis: Present 1 2 3 4 5 6 7 8 9 10
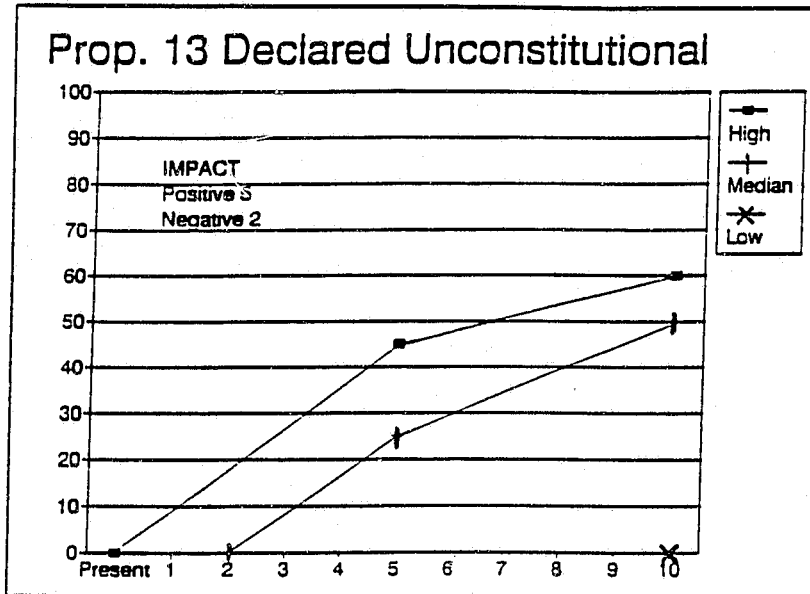
challenge and declared the law constitutional. Even with continued efforts to overturn Prop 13, the panel felt there was only an even chance of this occurring during the study period. There was great discussion regarding whether or not this event would have positive or negative impacts on cities, with a dissensus regarding how new funds would be distributed and utilized in municipalities.

Event Five--The panel viewed this event as both entirely negative and as being unlikely to occur. Although the North American Free Trade Agreement has been signed and a bi-

Border With Mexico Opened

IMPACTS
Positive 0
Negative 7

Legend: High, Median, Low

Y-axis: 0 to 100
X-axis: Present 1 2 3 4 5 6 7 8 9 10
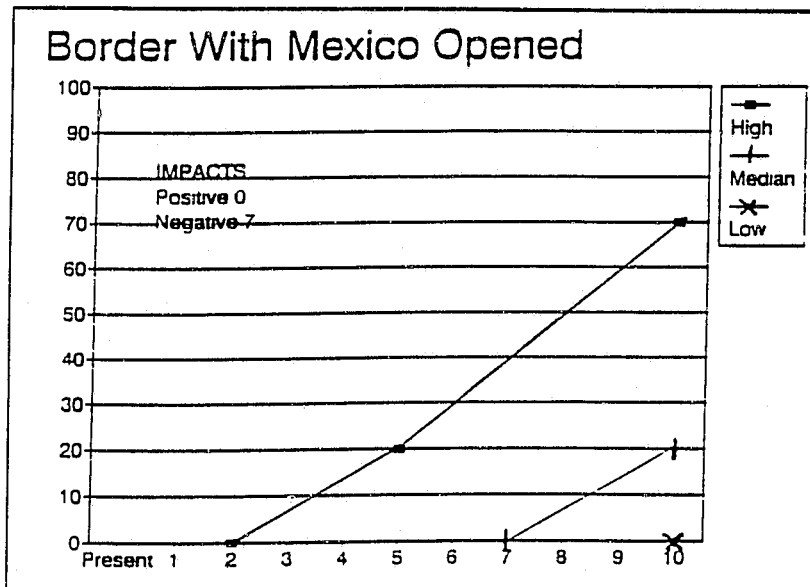
national airport for San Diego County is still being discussed, the panel's sentiment echoed survey results regarding Californian's perceptions of free-trade and open access with Mexico. Note the median forecast of seven years to a probability exceeding zero, and the low median of twenty percent.

Event Six--Event Six, like Events One and Seven, focus on political entities charging fees or taxing recipients for specific services. In this event, panelists expressed a sentiment that the decisions for many of the current economic problems would come within the next five years. Much of the anticipated organizational restructuring could take place by then. Even the lowest forecast gave this event a sixty percent probability of occurrence within the study period.
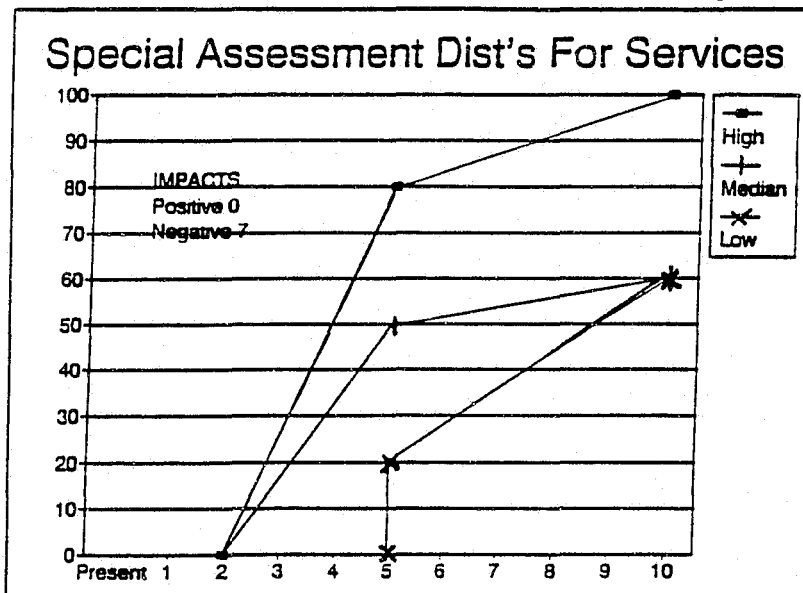
Special Assessment Dist's For Services

IMPACTS
Positive 0
Negative 7

Legend: High, Median, Low

Event Seven--This event and Event One are fairly similar in their forecasts, for many of the same reasons. As budget dollars shrink, the panel believes police agencies will seek to secure additional funds by charging for services traditionally rendered for free. Investigations conducted to facilitate insurance claims may e assessed a fee for that service. Criminal defendants may be charged for creating the need to prosecute them as a result of their actions.
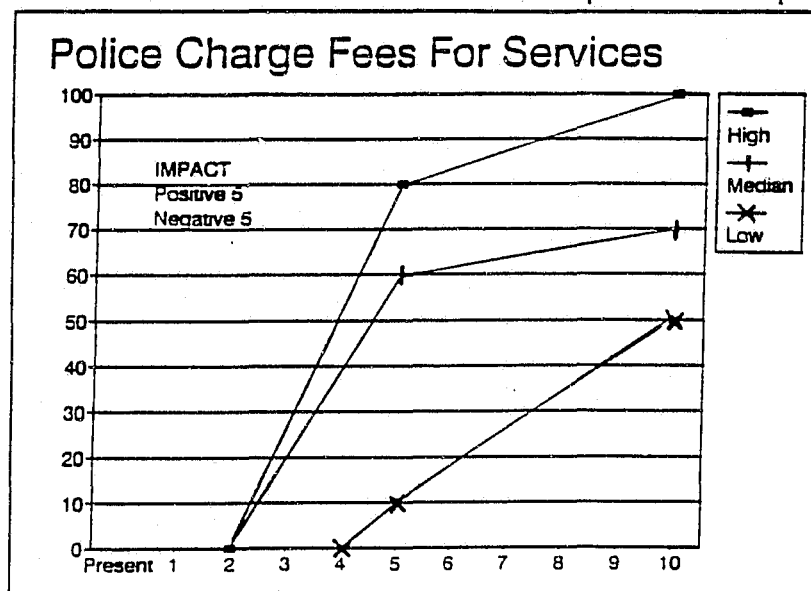
Police Charge Fees For Services

IMPACT
Positive 5
Negative 5

Legend: High, Median, Low

The panel discussed a number of other options for fee-based service. They gave this event a median seventy percent probability of occurrence, noting that law changes would be necessary to implement many new fees.

CROSS-IMPACT ANALYSIS

A separate panel performed a cross-impact analysis of the trends and events used in forecasting. The panel was asked to assume that each event being considered had actually occurred. Using this assumption, the analysis was completed by forecasting the impact of each event on the other events and trends by use of a cross-impact matrix (Table 7). The impact was expressed in terms of the percentage of change (plus or minus) the event would have in relation to the probability of other events occurring, and on the level of increase or decrease of the trends. Table Seven displays the median forecasts of the panel for the cross-impact analysis.

Table Seven (N= 4)

Cross-Impact Analysis Matrix

	Maximum Impact (% change ±) Event-to-Event							Maximum Impact (% change)/ Yrs to Max. Event-to-Trend							IMPACT TOTALS
**	E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7	
E1	XX	+50	XX	XX	XX	+75	+50	-20/.5	+60/1	+50/2	-20/1	+50/.5	-40/2	XX	E1 9
E2	-90	XX	-25	XX	XX	+25	+40	-80/1	+90/2	-40/2	-25/1	-25/1	+40/.5	-60/3	E2 11
E3	+20	-40	XX	XX	XX	-20	-20	+25/3	XX	XX	XX	+15/2	-30/3	XX	E3 7
E4	+30	-30	XX	XX	XX	-30	-40	+35/2	+25/3	XX	XX	XX	-30/.5	XX	E4 7
E5	+20	+20	XX	XX	XX	XX	XX	XX	XX	XX	-30/3	+25/1	-30/4	+25/2	E5 6
E6	+30	-40	XX	-25	XX	XX	-25	+40/2	-20/4	+50/2	+20/2	XX	-40/3	XX	E6 9
E7	+30	-40	XX	-25	XX	-25	XX	+40/2	+30/2	+50/1	-20/3	XX	-50/3	XX	E7 9

"IMPACTED" TOTALS

E1	E2	E3	E4	E5	E6	E7	T1	T2	T3	T4	T5	T6	T7
6	6	1	2	0	5	5	6	6	4	5	4	7	2

** Legend

E1 Co. Chg for Services
E2 25% CA Cities Bankrupt
E3 Casino Gambling Approved
E4 Prop 13 Unconstitutional

E5 Mexico Border Opened
E6 Spec Assess Dist for L.E.
E7 Fees Charged by Police

T1 Local Economic Support
T2 Regionalization
T3 Demand for Accountability
T4 Jail Space Available

T5 Cost of Law Enforce.
T6 State Economic Support
T7 Fed-State Mandates

The analysis matrix shows events E1,E2,E6 and E7 as the most significant "actors" of those forecast. Should they occur, their impact would be the broadest across the trends. Interestingly, these same four events are the strongest "reactor" events. "Reactors" are events which will be impacted most strongly by the occurrence of other events.

Trends which were forecast to be the most impacted by the occurrence of events were T1,T2 and T6. Two of these trends are closely tied to economic support for law enforcement. The third, regionalization, would seem to be an outcome of the forces working to economize law enforcement tasks.

Both trends and events forecasted dealt with economic issues as their primary focus, which has a direct relation with sub-issue #3. Agency structure is impacted by the municipality's ability to pay for personnel and support. This analysis indicates that lower economic support may translate to a loss of staff or materiel. Particular philosophical approaches are not directly impacted by the forecasted trends and events. Given a future in which financial support has diminished, though, may equate to a need to re-think the process by which services are delivered, and with what intent.

The inevitable clash of these events may be the seed crystal for quantum change. Current economic news validates a concern with the economic viability of municipal law enforcement. The analysis of trends and events bears out the need for a transition to a new model of police service.

SCENARIO DEVELOPMENT

Three short scenarios were developed as a means of "visualizing" possible futures. These scenarios were compiled through using:

- Forecasted trend and event data
- Futures File items indicating trend/s
- Cross-Impact analysis
- Data from the executive survey

The scenario types that follow are different in terms of focus and parameters of development. All scenarios are written as retrospectives, phrasing the next decade's events as a writer would if the scenario were written in 2002. A brief explanation of each type is included below:

- **Exploratory Scenario**- This scenario is a "play out" or "surprise free" retrospective. It assumes that the forecasted events did not occur. Rather, it relies on the continued occurrence of issue-related events which have taken place in the recent past. Median "will be" trend forecasts were also used to complete scenario development.

- **Normative Scenario**- This is the "desired and attainable" future. It concentrates on the "should be" trend data, and blends in "hopeful" data from the futures file.

- **Hypothetical Scenario**- This is a "what if..." scenario that assumes all events which reached a 30 percent probability of happening did, in fact, take place. This future would be described as the "turbulent" future, and is representative of one "possible" series of events with which the profession may have to contend in the next decade.

Exploratory

SAFETY SERVICES, BUDGET COLLIDE Los Angeles Times, March 3, 1994
CAN SMALLER POLICE FORCES PROTECT US? Newsweek, June 14, 1997
PRIVATE POLICE--FILLING THE GAPS   USA Today, February 23, 1999

The "collision" between the increasing cost of law enforcement services and the
diminishing resources of cities and the State occurred in 1994. Under relentless pressure
to improve safety on the streets, police agencies began to strip support services to put
more officers in patrol. A 40 per cent rise in the school-age population during the decade
served to complicate matters further by drastically increasing the number of youths in
"prime" criminal offender ages.

As city budgets tightened, though, salary levels and staffing for police officers began to
decrease in a similar fashion that State employees did in the early 90's. This cut in pay
worsened the ability of agencies to attract and retain qualified personnel. Paradoxically, at
a time when public scrutiny continued to increase, it became difficult to hire the type of
officer who could "turn the image around."

To make matters worse, the State began to "offload" various public health responsibilities
onto Counties. Of special concern to law enforcement was the fact that trauma centers and
mental health wards were being cut from County budgets due to a lack of funds to
continue staffing them. State prison space also continued to diminish as a result of the lack
of budget funds. By the late 1990's, private police agencies began to fill the ever-
increasing gaps in public police service.

After gaining a toe-hold in the industry by building and contracting services for jails and
prisons, private police organizations became the "agency of choice" for victims who really
wanted their crime solved. Public agencies could barely keep up with the demand for calls;
private police focused on investigating more lucrative crimes and charging the victim for
their service.

As public police agencies become increasingly unable to do more than respond to calls and
give only passing attention to any particular crime, many communities are exploring the
idea of supplementing their sworn officers with private investigators. Municipal agencies

have raised a hue and cry over the "sanctity" of a non-profit police department, but citizens just plain do not want to be afraid.

In the 1960's the U.S. Postal Service had a monopoly on a necessary public service. Their inability to quickly respond to a specific need of the business sector led to the rise of UPS, Federal Express, and others who would "pick off" the best routes and services. By the turn of the century, the Post Office had ceased operations except to act as the federal government's contracted postal carrier. Analysts of publicly delivered police service hope that today's city police force can learn the lesson of the Post Office before it's too late.

Normative

COPS "POP," CRIME DROPS   San Diego Union-Tribune, August 9, 1994
LEAN AND FLEXIBLE, COPS NOW READY FOR WAR ON CRIME AFTER WINNING WAR ON FUNDING   Sacramento Bee, October 18, 1997
THE NEW POLICE—SERVICE CENTERS, COMMUNITY CATALYSTS Time Magazine, January 28, 1998

Watching their budgets continue to grow while city coffers began to empty, astute municipal police administrators saw the need to enact fundamental changes in the structure of their organizations. No longer could they use time-honored staffing formulas to determine the proper "officer per citizen" ratio. It was obvious that more had to be done with less. Although attempts were made to consolidate a number of small police departments in the early '90's, the demand for tailored services and local control pushed that trend aside. Numerous specialty functions were regionalized, thus continuing to save money. Alternatives to incarceration alleviated much of the lack of jail space crisis by 1997.

Working to meet the expectancy of their communities, police agencies began to become more accountable for their actions, drawing closer to the people they served through an increased level of trust. Problem-oriented and community-oriented police programs served to enhance the image of the agencies. By themselves, though, it was not enough. The police departments themselves needed work. The narrow military hierarchy was fine during the industrial age. The transition into an information-age organization could only be accomplished by examining the viability of such traditional functions as patrol and

detective divisions. Studies of these problems led to an elimination of many mid-management positions, sometimes entire layers of bureaucracy.

Police departments decreased their largely inefficient random patrol in favor of dedicating more personnel to crime prevention and apprehension. As the transition to the new organization emerged, the State began to fund "weed and seed" efforts in 1997 to reduce crime in urban centers. Many police employees started to telecommute and work in autonomous teams, reducing commuter congestion mandated since 1996 while increasing their effectiveness. Except for traffic enforcement, the roaming squads of police cars disappeared. Funds that had been dedicated to purchasing expensive cars, radios and other reactive tools were instead used to improve investigative training and technology. Whereas private police had begun to encroach on this "turf," the turn of the century saw municipal agencies becoming quite adept at investigating a wide range of computer, copyright and industrial espionage crimes. These services were not only necessary, they were fiscally lucrative. To offset the investment in expertise, consortiums of businesses helped in the training and funding of their police. Residents benefited, too.

Able to draw the best people, municipal agencies became the center of service delivery for most cities. By 2001, police service centers had replaced the traditional law enforcement headquarters. With their "problem-oriented" approach, police officers acted as catalysts for solving community concerns. The future is bright, both for cities and their police. Having reclaimed their role as peacekeeper, municipal agencies can concentrate on their primary goal, that of improving the quality of life for every person who works, lives or plays within their cities.

Hypothetical

CUTS, FEES--WHAT PRICE SAFETY? San Francisco Chronicle, June 2, 1995
GAMBLING--ANSWER TO STATE BUDGET WOES? Sacramento Bee, May 1, 1996
WILL THE LAST BUSINESS OUT OF CALIFORNIA PLEASE TAKE THE
BUDGET? U.S. News and World Report, November 16, 1998

In the wake of the declining State budget, draconian cuts in State services have "cast adrift" local agencies. In the spring of 1995, counties successfully passed a bill to allow them to charge fees for all services performed for the benefit of municipalities. Public safety was especially hard hit. Cities now were billed not only for each prisoner booked,

but also for each court appearance and for the District Attorney's time on an hourly basis. Two companion measures were enacted by cities in November of the same year. As a means of passing on county charges, cities began to perform public safety tasks for a specific fee. Tax roll districts could also pay additional fees for enhanced protection and investigation. By 1997, affluent areas began to buy police service under this law. Rather than increasing staff, though, agencies merely shifted officers in response. This resulted in poorer areas continuing their slide into more crime in their neighborhoods.

In a move viewed as desperation by many onlookers, the State voted in casino gambling in a general referendum in November of 1998. Although new revenue started pouring in, the cost to maintain public services in new "gambling meccas" also skyrocketed. Pressed to suppress an entirely new class of casino-related crimes, many police agencies made desperate pleas for a share of the money.

Unfortunately, long-term solutions were too long in coming. Much like the savings and loan institutions of the early 90's, cities began to declare insolvency. Even after Proposition 13 was ruled to be discriminatory, individual cities and counties could not agree upon what to do with the revenue. Feeling that the "tax bite" was going to be aimed at them, businesses continued the flight from the State that began in earnest in early 1991. When 15 per cent of businesses left the State that year, the economy began to falter. By 1999, over 35 per cent of former California businesses had taken up residency elsewhere.

Small-to-medium police agencies, left without funding from their cities, tried to implement consolidation of services to retain their loosening grip on safety services. By 2001, though, it was clear that the public wanted more. The ability to charge for services had inadvertently set the stage for private police agencies to contract with individual communities for a wide range of services. Already well-versed at security patrol as well as high-tech investigation, these private agencies are still gaining in popularity. By 2010, the municipal "cop on the beat" may well be an anachronism of the past, much like the outdated methods he used to use.

POLICY CONSIDERATIONS

Policy development will be based on the normative scenario because it represents the future state which is most desirable. The normative scenario was created through the blending of trend and event data which most significantly impact the issue and sub-issue

questions; thus, considering policy to impact this scenario would be of the most value with regard to future strategic planning.

1. It shall be the policy of this agency to asses means by which we can decrease the annual budget an average of 2-3 per cent per year for the next ten years. This decrease can take the form of personnel costs, effectiveness upgrades, or savings created by the consolidation of functions.

2. It shall be the policy of this agency to adopt a budget and financing structure that encourages appropriate flexibility in the budget development and administration process. The yearly department budget shall be the responsibility of every member of staff, and the department head shall be accountable for remaining within allotted moneys for the year.

3. It shall be the policy of this agency to support efforts to constructively utilize appropriate community resources, both within City government and from the private sector, to resolve issues of community concern. All actions of every member of the department shall be oriented to fulfilling our mandate to enhance our partnership with the City we serve, and to formally adopt a mission-driven, problem-oriented philosophy as a basis for action.

The criterion for selecting the noted policies was that implementation of each policy was likely. Policies Two and Three would receive strong internal support; Policy One would be unpopular at first, but would act as a catalyst for examining the viability of both structure and service delivery modes.

Cross-Impact Analysis

For the purpose of analysis, Trends One (Local Economic Support) and Six (State Economic Support) were grouped due to their similarity in nature and the panel's consensus concerning the trends. Other trends impacted by these policy proposals would be Trend Three (Accountability to Public) and Trend Five (The "Cost of Doing Business").

Events which could be impacted by policy development are Event Six (Assessment Districts for Police Service) and Event Seven (Fee Charges for Police Service). These events were also selected for a complete cross-impact analysis. This analysis is displayed below in Table Eight.

Table Eight

CROSS IMPACT ANALYSIS OF POLICIES ON TRENDS AND EVENTS

POLICY IMPACT MATRIX
(Researcher's Estimates)

	P1	P2	P3	T1	T3	T5	E6	E7	Impacted Totals
P1	XX	+40	+35	---	-10	-30	+40	+50	6
P2	+20	XX	+25	+10	+20	-10	+25	+80	7
P3	+15	+10	XX	+15	-35	+20	---	---	5

IMPACTED TOTALS

P1	P2	P3	T1	T3	T5	E6	E7
2	2	2	2	3	3	2	2

Legend:

P1	Budget Decrease	T1	Economic Support
P2	Budget Restructure	T3	Demand for Accountability
P3	Problem Oriented Structure	T5	Cost of Business
		E6	Special Assess Dist's
		E7	Fees by Police for Service

Policy One has the greatest potential to impact the trends and other polices. Forcing appropriate reductions in expenditures allows agency management to aggressively pursue financing and budgeting alternatives. It also displays to the public that the organization has a genuine concern for municipal viability. Policy two would enhance internal accountability, and serve to give every manager a role in budget administration. Both policies could delay the need for additional taxes or fees for service. Policy Three does not directly impact finances, but does serve to draw the agency closer to their customers for the purpose of resolving problems of mutual concern.

SECTION TWO: A STRATEGIC PLAN

A strategic plan for structural and philosphical changes in a small-to-medium municipal law enforcement agency.

A Nominal Group Technique (NGT) forecasting panel concluded in Section One that, although public financial support for the police will remain strong, the levels of State and County support seem likely to diminish. The police agency of the next decade faces the very real prospect of being funded at a level of 25-30 percent lower than today. These pressures should become the driving forces in the creation of quantum, rather than incremental, change in agency structure and service delivery. This strategic planning effort will focus on achieving the "desirable and attainable" scenario described in the futures study. The selected scenario posits a situation ten years down line when tomorrow's astute administrator will utilize the challenge of diminishing budgets to engage in a full structural analysis of yesterday's hierarchical organization. The new organization will stress autonomy, effectiveness and proactive results. This project represents the next phase of planning. A strategic plan will be developed which will influence the organization to adapt towards achieving the desirable future

THE SETTING

The city of Coronado, CA, is situated on a six-mile peninsula fronting San Diego Bay. The city is a world-class destination resort, with over six miles of Pacific Ocean beach front. Coronado combines a stable resident population with an active tourism industry and strong military presence. The city is host to three military installations, 28,000 residents, and an average of twenty to fifty thousand tourists daily during peak summer months. The community is predominantly white, with 23 percent of the population over 50 years of age. Between the ages of 18 and 45, males outnumber females at a ratio of 10 to 1. This is due primarily to the resident military population. The Coronado Police Department (COPD) employs 59 full-time personnel, with 42 sworn officers. There are also 20 reserve officers and 3 part-time employees on staff.

Total City staff is 189 full time employees and 97 part time and seasonal employees. The City operates under a Council-Manager form of municipal government, with an elected mayor and four elected council members. All department heads, including the Chief of Police, report directly to the appointed City Manager.

THE MISSION STATEMENT

To aid in communicating the future of the agency, a team of seven volunteers from within the organization developed the agency's mission statement. The team was comprised of a diagonal slice of levels within the organization. One division commander chaired the team. Members were a police sergeant, two police officers, an administrative analyst, a dispatcher, and a non-sworn police service officer. The mission statement was a product of a four-month collaborative effort.

The mission of the Coronado Police Department is to protect and enhance the quality of life for all who live, work or visit our community. Members of the Department are dedicated to accomplishing this mission by:

- **Maintaining public peace and order through fair and impartial enforcement of the law,**
- **Fostering an environment of cooperation and trust within our organization and the community,**
- **Conducting public business efficiently and effectively,**
- **Challenging the future with a spirit of optimism and innovation,**
- **Valuing our employees as our most important resource.**

Three members of the team assisted in developing a micro-mission statement relative to the issue:

In pursuit of our mission, the Police Department will seek to engage in planning for the future by:

- **Assessing and recommending changes in structure and service delivery to meet the challenges of the future,**
- **Ensuring a continuance of essential services which enhance the quality of life in our community,**
- **Adopting fiscal policies and budgeting procedures which maximize the usefulness of available funds,**
- **Remaining committed to the values and principles of our profession,**
- **Measuring our effectiveness by the absence of fear of crime in our neighborhoods and by the level of respect for our efforts.**

SITUATIONAL ANALYSIS

An evaluation of the current situation is an integral part of any strategic plan. For this study, the environment was assessed for trends and events which impact the agency relative to the issue. Ten members of the organization assisted with a scan of the

environment. This group consisted of the department's management team (the Chief, Assistant Chief, 3 division commanders, and two administrative analysts), two line supervisors, and the Police Officer Association president (names of participants are listed on page 40). The results of that assessment are reflected in a systematic scan of the Social, Economic, Technological and Political environments within which the department must operate.

Social Environment

Opportunities

In a series of community forums, local residents expressed a strong satisfaction with the service received from the agency. Over 85 percent responded that they believed the department's performance was "good" or "excellent." A recent implementation of a community-oriented policing style has met with wide approval. Contemplated changes may be proposed in an atmosphere of trust by residents. City residents are predominantly white, upper-middle to upper class, retired and many with military backgrounds. There is a high expectancy of community input into all municipal decisions. Local control of services is a strong cultural norm with most residents, who consider Coronado as theirs. Enhancing local service through service delivery and structure changes will be well met. Residents perceive the City as a safe place to live. In fact, Coronado has the lowest crime rate in the County, with only one homicide and twelve to fifteen robberies yearly. The agency underwent a structural change which eliminated on management position and expanded the divisions from two to three in 1990 without dissent from affected resident groups. The concept of independent civilian review, which has been introduced in the State legislature, is not a subject of concern. The agency receives, on average, only 6 to 8 complaints of officer misconduct yearly.

Threats

In recent months, there have been a number of incidents county-wide which have negatively impacted public opinion of police in general. This lack of confidence in police has not yet been a factor in Coronado, although it is a common topic of conversation for officers during their public contacts.. The level of community activism regarding policy issues has increased dramatically, though, a trend not likely to abate. Due to local satisfaction with the police, there may be a strong sentiment to retain the status quo. Current department structure is not laden with excess staff or auxiliary functions. A fear in the community of diminished services may adversely impact attempts to change. The "if it ain't broke, don't fix it" paradigm will need to be shifted.

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Economic Environment

Opportunities

The City is home to major tourism and hotel industries, and is fiscally sound. No personnel layoffs are anticipated. Property tax revenues have remained high due to the value of urban beach front property. The City Redevelopment Association has just completed a public school, and is funding a new police facility as its next project. Unemployment is not a significant concern in a City where the major industry (The U.S. Navy) has "zero unemployment" and 17 percent of City residents are over 65 years of age. Council and community support for a continuance of locally controlled safety services is strong. This sentiment translates into adequate budget allocations.

Threats

The State budget signed in September already faces a shortfall of $2.6 to 6 billion. Since 92 percent of State spending is devoted to education, social services and prisons, many new unfunded mandates could result from budget cuts. Coronado's portion of the $1.3 billion moved from cities to schools amounted to a $300,000 loss. Locally, the City Manager has decreed a "no-growth" budget for the 92-93 fiscal year. Five-year fiscal projections estimate general fund shortfalls of $352,848 in 1995 and $944,065 in 1966. This is due primarily to costs rising faster than revenues. The City has little new construction or other sources of growth revenue. Staff has recommended raising the transient occupancy tax, parking meter fine schedule, utility user's tax, resident waste fees and business license tax to compensate for anticipated operating costs. Employee groups can expect a maximum of two to three percent in salary raises this fiscal year, and possible wage cuts in future years. Service and personnel cuts may be anticipated if revenues decline as predicted.

Technological Environment

Opportunities

The City created a Technology Improvement Committee to recommend technological purchases four years ago. This committee has facilitated the purchase of a local area network for other City departments, but has deferred any major purchases for the police department. The department is scheduled to move into a new facility by 1994, at which time new technologies may come on line. In 1989, the department purchased laptop word processors for use by field officers. This program has proven highly successful, and has set the stage for future acceptance of automated systems to assist patrol functions.

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Threats

Like most other cities, Coronado has a false electronic alarm rate of over 99 percent. The requirement to respond to such a large number of false calls has become a significant drain on available officer time. With crime on the rise, affluent residents continue to increase alarm installations. This will translate into even more time spent in activation response in coming years. With regard to purchasing innovations, the Council and resident population may view new technology as a "toy" which the police don't really need. The new police facility will be the most expensive public project in City history. This cost may impact the agency's ability to purchase desired computer-aided dispatch technology and other related items.

Political Environment

Opportunities

The City is conservative politically, with a strong sentiment to advance regulations to ensure that the "village" of Coronado retains its charm. The Coronado Mainstreet agency was funded by Council to facilitate a rejuvenation of the downtown business district. Residents are very active politically, packing Council meetings on a regular basis. Changes in structure or service delivery that save funds or generate a profit will be warmly received.

Threats

Two Council members review every warrant for purchase in the City, resulting in significant micro-management. Potential changes may be resisted without significant education of Council members. The long-promised new police facility is mired in a series of impact reports and hearings regarding the size of the building. A voiced sentiment from one council member is that the police facility should not be the largest public facility in town (the public library is 26,000 square feet, the proposed police facility was 27,000). The State is attempting to induce the federal government to provide funding support promised when amnesty was given to 2-3 million undocumented immigrants in 1988. Since undocumented immigrants account for over 15 percent of criminal incarcerations in the County, their presence poses a significant drain on the fiscal and social service resources of every agency in the County without federal support. Funds that otherwise might be used to facilitate new programs now must be devoted to attempts at maintaining the current level of service.

ORGANIZATION CAPABILITY

In order to assess the organization's strengths and weaknesses, two organizational capability survey instruments were completed. The five managers in the agency (listed below) completed a two-part Internal Capability/Reception to Change analysis. The results of that survey are shown in Tables Nine and Ten.

The second Situational Analysis survey was completed by the same ten-person team which assisted with the organization's environmental scan. This survey was administered to assess the organization's readiness for change, and to glean answers regarding staff's perception of mission as it relates to the performance of tasks within the agency. The survey also included questions regarding the role of the budget as a means of comparing their answers with those from the executive survey administered during Section One. The results of that survey are reflected in Table Eleven.

The organization has changed chiefs within the past two years, and is in a state of transition arising from the change in leadership. Plans for a new police facility have been ongoing since 1988. Many in the organization feel frustration and enmity towards City administrators for not proceeding on this project more expeditiously. The capability surveys were used to assess the strengths and weaknesses of the organization as it specifically relates to the study issue, and to assist in the development of the strategic plan. A discussion of the organizational traits follows the tables.

Internal Analysis Survey Participants

Environment Scan	Org Capability Surveys
Chief Jack Drown	Chief Jack Drown
Cmdr. Bob Hutton	Cmdr. Bob Hutton
Lt. Bill Abel	Lt. Bill Abel
Lt. Bob Harrison	Lt. Bob Harrison
Lt. John DeAngelis	Lt. John DeAngelis
Training Mgr. Anne Fahel	
Budget Mgr. Connie Sprunk	
Sgt. Paul Crook	
Sgt. Steven Cavner	
POA Pres. Dan Schicker	

INTERNAL CAPABILITY ANALYSIS TABLES
Strategic Needs Capability

Strategic Need Area: Agency Structure and Services

CATEGORY   RATING*

	Superior	Above Avg	Average	Improve	Crisis
Manpower		X			
Technology				X	
Equipment			X		
Facility					X
Money			X		
Workload		X			
Supplies			X		
Mgmt Skills			X		
Ofcr Skills			X		
Supv Skills			X		
Training			X		
Attitudes		X			
Public Image			X		
Council Support			X		
C.M. Support			X		
Mgmt Flexibility		X			
Sworn/N.Sworn Ratio		X			
Pay Scale			X		
Benefits			X		
Turnover			X		
Commun. Support		X			
Complaints Rec'd	X				
Morale		X			

* Median Ratings, N=5

LEGEND:
SUPERIOR: Better than anyone else. Beyond present needs.
ABV AVG: Better than average. Suitable. No problems.
AVERAGE: Acceptable. Equal to other agencies.
IMPROVE: Not as good as it should be. Must be improved.
CRISIS: Real cause for concern. Action must be taken now.

Table Ten

CATEGORY	RATING*				
	I	II	III	IV	V
TOP MANAGERS					
Mentality/Personality			X		
Skills/Talents				X	
Knowledge/Education				X	
ORGANIZATION CLIMATE					
Culture/Norms			X		
Rewards/Incentives		X			
Power Structure		X			
ORGANIZATION COMPETENCE					
Structure		X			
Resources			X		
Middle Management			X		
Line Personnel			X		

Reception to Change Analysis

LEGEND	
I	Custodial, Rejects Change
II	Adapts to Minor Changes
III	Seeks Familiar Change
IV	Seeks Related Change
V	Seeks Novel Change

* Median Ratings, N=5

Table Eleven

Agency Situational Analysis Survey

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
1. To maximize effectiveness, members of the organization must be aware of, and use, the department's mission statement			10%	40%	50%
2. The philosophy of community policing is essential for successful policing in the future		10%		60%	30%
3. Many line members are not familiar with the mission statement		20%	10%	60%	10%
4. Officers are more effective if they understand the relationship between mission and community policing			10%	50%	40%
5. The budget administration process detracts from organizational flexibility		20%	10%	40%	30%
6. We spend too much time in the budget preparation and justification process		20%	10%	40%	30%
7. Problem-oriented policing, traditional apprehension and prosecution, and community outreach efforts are enhanced if all efforts are directed towards the same overall goals				50%	50%
8. The conceptual model displayed would be valuable in explaining the relationship between mission, philosophy and the work of the agency		10%	10%	60%	20%

N = 10

Strengths

The agency has staffing levels that give it the ability to transition to new programs without adding personnel. Due to the low incidence of criminal activity, there is adequate available time to allow for pilot programs or service delivery modifications without a wholesale changeover until success is achieved. The community is supportive of the department, and agency personnel are satisfied with their image in the City. Department morale is good, and a willingness to improve is a cultural norm at the line level.

Top management has a high acceptance of change beyond that which is merely familiar. In 1990, the organization engaged in a structural reorganization headed by the new Chief of Police. That effort resulted in the deletion of one command position, the addition of one first-line supervisor, and a modification from two functional divisions to three. Future structural changes are anticipated in the foreseeable future.

There is general support for the mission statement, and a strong consensus regarding the need to direct all efforts towards common goals. Support for community policing was consistent with that expressed in the executive survey discussed in Section One.

Weaknesses

The police facility is a significant detriment to efficient operations. At only 3,500 square feet, there is inadequate space to hold meetings or plan for expansion. Through the use of asset seizure moneys, several new personal computers (PC's) have been purchased to automate essential support services. These PC's are not integrated into a local network, and there are no plans for connectivity in the next three years. The current radio system is over twenty ears old, and is in need of repair and rehabilitation. Current plans are to retain the system until the move into the new police facility.

The line staff will accept change, but is most comfortable with change that is familiar. Any novel changes will need an education process to show need. Many members of the organization may not be familiar enough with the newly-developed mission statement to use it as a guide for their actions. The budget process is perceived as a detractor to time management and organizational flexibility.

STAKEHOLDER ANALYSIS

Stakeholders represent those people or groups who care about the issue, who impact the issue or who are impacted by the issue. Each stakeholder or stakeholder group will have specific assumptions regarding the issue. These are basic, deep-rooted, often unstated values and beliefs the stakeholder will have concerning the issue. The stakeholders and their assumptions are listed below. Next, these assumptions are graphically displayed with regard to, 1) the researcher's certainty of the assumption and, 2) the importance of the assumption to the issue on the Strategic Assumption Map in Table Twelve following the listing of assumptions. The stakeholder noted as a "snaildarter" (SD) indicates a stakeholder who can radically impact the strategy in unanticipated ways. Stakeholders were identified through an informal consultation process of organization members and management team members.

	STAKEHOLDER	ASSUMPTIONS RE: THE ISSUE
1.	Chief of Police	A. Change is Needed
		B. Community Input Important
2.	City Manager	A. Wants Cost Control
		B. Keep City Council Satisfied
3.	City Council	A. Protect Quality of Life
		B. Protect Old/Status Quo
4.	COPD Managers	A. Fear Loss of Career Advancement
		B. Anticipate Extra Work and Responsibility
5.	COPD POA	A. Fear Loss of Status and Importance
		B. Fear Loss of Pay and Specialty Assign's
6.	County Sheriff	A. Wants Consolidation of Services
		B. Will Charge for Own Services
7.	Seniors	A. Want Increase Services
		B. Want Personalized Services for Seniors
8.	Chamber of Commerce	A. Want Cost Reductions in Gov't Services
		B. Like Privatized Services
9.	Military Community(SD)	A. Like Status Quo
		B. Low Commitment to Long-term
10.	Private Police in City	A. Want More PD Functions
		B. Want PD as Training Source

STRATEGIC ASSUMPTION MAP

(consensus- informal consultation)

```
                              Certain
              6A                        3A          1B
         6B                                   2B    2A
                        10B                              1A
                                  7A
                                        4A
                              9A    3B

                                              5A

                   8A                   4B
 (x)
 Least  _____  Most
 Important                                               Important
                                   7B          5B
              10A
                              9B
         8B



                              Uncertain
                                (y)
```
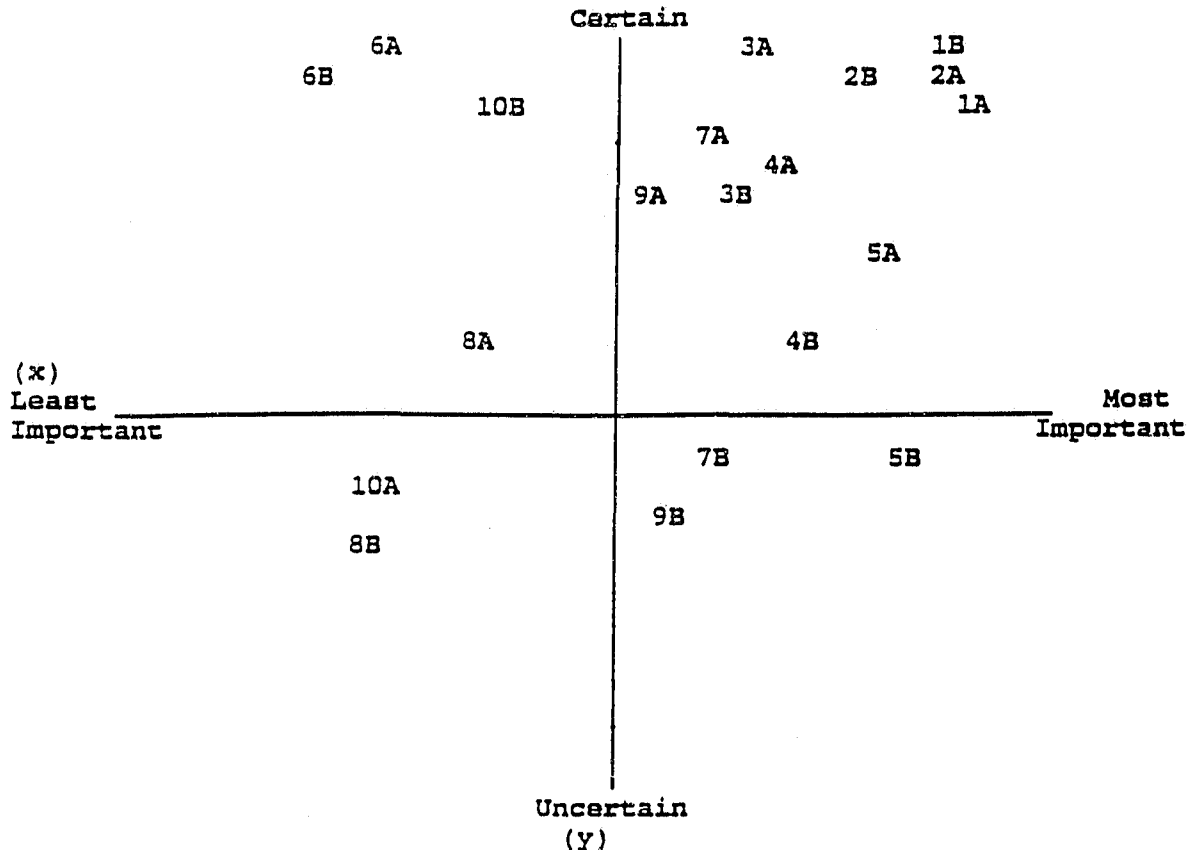
Legend

"x" axis—Importance of the Assumption's Stakeholder to the Organization's Management of the Issue

"y" axis—Certainty/Uncertainty Regarding the Stakeholder's Assumption

1A- Change Needed (Chief)	1B- Community Input Important (Chief)
2A- Want Cost Control (City Manager)	2B- Keep Council Satisfied (C.M.)
3A- Protect Quality of Life (Council)	3B- Protect Status Quo (Council)
4A- Fear Loss of Advancement (PD Mgrs)	4B- Anticipate Extra Work (PD Mgrs)
5A- Fear Loss of Status (POA)	5B- Fear Loss of Pay (POA)
6A- Wants Consolidation (Sheriff)	6B- Will Charge for Svcs (Sheriff)
7A- Want Increased Svcs (Seniors)	7B- Want Personal Service (Seniors)
8A- Want Cost Reduction (C of C)	8B- Likes Privatization (C of C)
9A- Likes Status Quo (Military)	9B- Low Long-term Commit. (Military)
10A- Want more PD Functions (Private PD)	10B- Want PD as Training Source (Prvt PD)

DEVELOPING ALTERNATIVE STRATEGIES

Using a Modified Policy Delphi process, a panel of seven managers of municipal police agencies in southern California. They generated a list of alternative strategies which could be used to accomplish the mission statement, then considered all suggested strategies and through an oral discussion and voting process. The three strategies deemed feasible were selected for a more detailed analysis. Advantages and disadvantages were gleaned from an oral polling and brainstorming session after the selection of strategies.

Strategy One: Restructure the organization to maximize resources and service systems. Restructuring may eliminate one level of management, combine functions in patrol and investigations and civilianize the management of staff functions.

Advantages

Modifying the existing organizational structure should streamline functions, save funds through the elimination non-essential positions and enhance communications within the agency by clearly defining lines of authority and responsibility. Rather than an incremental change, this effort should allow the organization to take a quantum step in altering service delivery systems. Patrol and Investigative functions, formerly administered separately, should now work in concert to proactively resolve community public safety concerns. The new organization should more readily adapt to the implementation of enhanced community-oriented policing due to the philosophical shift towards problem-solving and through a reduction of layers of bureaucracy. Funds formerly used to staff eliminated positions and programs may be used to supplant funding in new areas. Stakeholders external to the agency should support the restructuring, especially if it translates to cost reductions without service degradation. Graphic Displays of the current organizational structure and a possible alternative structure are diagrammed in Appendix D.

Disadvantages

There will be less opportunity to promote or transfer into a specialty position. Sworn personnel may be threatened by increased civilianization. Internal stakeholders may resist this change. Unless they are educated, restructuring may initially result in a drive to maintain the old and sabotage any new service programs.

Strategy Two: Pursue programs and services which will generate a profit for the agency.

Advantages

City government will allow all new programs which pay for themselves. If a profit is generated in some areas, it will enable new programs to consume profit during startup. Seeking profit will help personnel to become more entrepreneurial in their concept of police service. Many services desired by private parties beyond basic protection may be contracted and received. Public police may displace existing or potential encroachment into protection services by private agencies.

Disadvantages

Public officers for hire may receive a negative response from community stakeholders. Since tax revenue will remain a primary funding source, agency programs which charge additional revenue may not be welcomed. A fear that enforcement and patrol services may be adversely impacted by the drain of personnel to profit programs may be felt by internal stakeholders. Pressure from Council to increase revenue may lead to conflicts in agency mission and responsibility. To implement profit programs will require changes in State law, a process that may cost both money and time. The strategy will be attractive to internal stakeholders attempting to fund programs, but may be resisted by Council and the business community.

Strategy Three: Alter the methodology by which annual budgets are developed. Use a mission-oriented budget which is results-driven rather than bureaucratically administered. Place accountability for department budget with department head and immediate staff, rather than with a centralized budget department.

Advantages

Current methods of budget development and administration are conducive to inflexibility, several levels of review, and a micro-management of funds. Two council members currently review every request for warrant. Restructuring the budget process to adopt a single lump-sum amount for the department, then placing the accountability for those funds at the individual department level will allow for time and energy to be spent doing the work rather than asking permission to do it. There is general support for the concept from stakeholder groups, although the concept is relatively unused in bureaucratic organizations.

Disadvantages

This budgeting method is in use in a limited number of other cities, but is not a traditional method of fund allotment. The Council may resist what they perceive to be a loss of control of funds. Residents are used to reviewing the budget prior to approval, and may also feel a loss of control of City funds. Education of both groups will be necessary prior to implementing change. Both groups will respond positively to the premise of budget accountability at the department level.

Selected Strategy

After assessing all strategies in light of their potential for acceptance and implementation, the researcher selected Strategies One and Three (combined into one) as the preferred strategy. This strategy may meet some internal resistance initially, but serves to ensure the agency will transition into the flexible entity it must become to meet the budget shortfalls and service demands of the future. It will also be necessary to incorporate a mission-oriented and results-oriented budget system to maximize the effectiveness of the new structure. The highest hurdle to overcome should be the fear of the unknown on behalf of the agency personnel. The strategy will have three components:

1. A change in the actual structure and functions within the organization
2. Adopting a new conceptual model of the work process and its orientation towards the department's mission and to the community
3. Adopting a budget process emphasizing results and a mission orientation.

IMPLEMENTATION PLAN

The strategy will be implemented through a five-step implementation plan developed by the researcher for integrating it into the agency culture. The project should be chaired by the agency's Administrative Division Commander, who is the liaison to other City Departments, local military bases and the media. Conceptual changes in agency philosophy may be implemented immediately as an overlay to structural reorganization. During phases two, three and four of implementation, the Chief should act as the primary liaison to external stakeholder groups. Internal resources needed will be time spent by agency personnel involved in all phases, overtime expenses incurred during the meeting process, and adequate meeting space availability. External resources will be a commitment from stakeholder groups to participate in the process and abide by the consensus results of the recommendations. Action steps and an evaluation process are described within the text of

the implementation plan. Dates listed are for display purposes only, and are intended to give the reader time line estimates. Actual dates of implementation may vary.

IMPLEMENTATION PLAN

Date   Phase of Implementation/Description

1-93   I. RESEARCH PHASE- Form research team of organization volunteers. The team will brainstorm potential alternatives for restructure. In addition, a sub-unit of the team will be charged with program development. The entire team will clarify and confirm stakeholder positions, as well as estimate the importance of each. Outcomes of this phase will be an identification of the pros/cons of the options, and the development of proposed future agency structure and service delivery:

12-93   II. REVIEW RECOMMENDATIONS- In this phase, top management will initially provide a review of proposed internal changes. After a process of clarifying which proposed changes are viable for implementation, an advisory panel of representatives from City government, the military, the business community, the neighborhood watch and County government will be convened to give input with regard to potential service systems and restructuring. If appropriate, this panel's input will be given to the project team, who will factor the input into new models of structure.

3-94   III. SELECT DESIRED PLAN/S- In this phase, a specific action plan is selected for policy and procedure development. Formal approval of the plan by the agency head, City Manager and City Council will take place in this phase.

7-94   IV. IMPLEMENT PLAN- In this phase, the plan will become a reality. Formal policy and enabling procedures will be in place. Education of stakeholders will be an ongoing process.

7-95   V. REVIEW AND EVALUATION- In this phase, which will be ongoing, lines of communication will be established both internally and externally. The review panel established in phase two will become a permanent citizen advisory panel. Its purpose will be to meet periodically to assess success of service delivery, and to engage in mutual problem-solving.

Proposed structural changes may follow the transition path as displayed in the organizational charts in Appendix D. This appendix shows past (1990), current (1993) and future(1996) formal structures. This transition complements the selected strategy, and is useful to provide members of the organization and stakeholders with a visual representation of future direction.

NEGOTIATING ACCEPTANCE OF THE STRATEGY

Researcher's Position

The critical components of the selected strategy are:

- Transitioning away from a strict hierarchy is necessary to ensure continued organizational health.
- Being cognizant of the lack of future funding, there will be no additional funds spent to implement.
- Educating and soliciting participation from internal stakeholders to facilitate a successful program.

Components of the plan which are of lesser importance are:

- The implementation is not finite and inflexible, therefore there is a flexible timeline.
- The actual service delivery priorities may be negotiated with stakeholder groups based on a consensus of needs during the consultation process.

Stakeholder Positions

Five stakeholders were selected for further analysis of their level of support and flexibility for the proposed strategy. This analysis was completed by the researcher, with assistance and review given by two members of the management team. For each stakeholder, specific components of the strategy are identified as either negotiable or non-negotiable, depending on the position of the individual stakeholder.

Chief of Police: The Chief will be firm in his support for the restructuring. He has already restructured the agency to some extent, and will support an organized analysis of restructuring the organization. A second firm area will be his insistence on a high level of community participation in the development process, and of the agency's responsibility to deliver service in partnership with the community. He will also be firm in mandating no increase in the budget. Flexibility will be exhibited in issues of specific design of changes, and in allowing the research team significant autonomy to be self-directed.

City Council: The Council will be firm in the area of cost control. They also will insist on maintaining current community satisfaction with the department's performance, and will want a full disclosure of any proposals before they are implemented. The Council will be

flexible and will not interfere with regard to specific recommendations for change, and will accept some dissatisfaction from employees who may resist the changes initially.

Coronado POA: The Police Officers Association will be firm in protecting the interest of their members. They will insist that the elimination of positions occur only through attrition. They will also be firm in wanting to see excess fat cut in management as well as at the line level. The POA are likely to be flexible in their acceptance of a program in which they had a part in designing. The annual budget is not of great concern to them, so any restructuring costs that do not cut salaries will be supported.

Seniors: The seniors (those over 50) comprise over 23 percent of the population. They have a strong demand for service, and will be firm in their insistence that their perceived service need level not be degraded. They are fiscally conservative, and will be firm on cost control. An unfamiliar organizational structure may be threatening, so they will also be firm in their desire to have ways to quantify success and accountability after changes are in place. Seniors will be flexible with regard to internal issues of combining functions.

The Military Community: Members of the military comprise almost a quarter of the City population. The Navy is the City's largest employer, and most likely is also the greatest source of income for local businesses. The military community could have a significant impact on municipal affairs, although that potential is yet untapped. They will be firm on having the organization remain responsive to the particular needs of their community. They will also insist on cost control. As a "snaildarter" their needs are still somewhat unknown. It will be imperative to ascertain their position during the research and consultation process of implementation. The military community will be flexible in any issues of specific structure or consolidation of functions.

Negotiating Strategy

Prior to embarking on any negotiation, a strategic plan must be developed. In this case, the plan will be in four steps:

1. Define and prioritize the strategic issue in a manner that is understandable to all stakeholders.
2. Clearly define the objectives of the plan.
3. Anticipate the issues and demands of all parties.
4. Decide which parts of the strategy are essential for success, and which are desirable but not crucial.

Once the plan is in place, the broad strategy will to be to encourage a win-win or mutual gain forum. By defining strong objective criteria, it will be easier to build the commitment for a joint search for mutually satisfactory options for implementation. Success will be facilitated through a process of broadening options rather than searching for only one answer, and by non-judgmentally focusing on the interests of each stakeholder rather than merely their articulated position. Specific tactics for the five selected stakeholders are:

Chief of Police: The Chief is intelligent and deliberate. He enjoys the traditional, but has facilitated previous structural changes to the agency that resulted in eliminating one command position and reorganizing the agency's divisions. He will respond to a rational approach, as he enjoys the logic and reason behind contemplated change. He will want to know the proposed internal negotiating strategies prior to the beginning of that phase of the process. The Chief's interests are in delivering police service in partnership with the community, and with emphasizing the individual worth of all agency members. This will translate to a position requiring high participation and acceptance from all involved.

City Council: Prior to discussing the strategy with the Council, the Best Alternative to Negotiated Agreement (BATNA) will be developed. The Council has formal authority to endorse or reject any change, so rationality will be used to give them a comfort level with the changes. During discussions, it would be valuable to demonstrate to them how they might best use a power approach with recalcitrant constituents in this matter. Along with an opening rational presentation, the use of psychological influence during the commitment building process would be most valuable to build a true win-win spirit. The Council's interests are in maintaining the quality of life in the City, and in minimizing complaints from residents. That may translate to an unwillingness to venture into untested territory without strong assurances and understanding of the need.

Coronado POA: The Police Officers Association is comprised of subordinate-level officers who may be sensitive to any program they perceive as being forced upon them. It will be essential to build a strong emotional commitment to success, therefore the psychological influence approach will work best. Negotiations should strictly avoid the intimation of power. The POA's interests are in protecting the status and pay of its members. Considering this, it will be important to show the potential for enhancing the nature of the line tasks of the agency.

Seniors: Seniors are satisfied with the status quo, and may resist any novel change, even if it is proven more effective and less costly. A combination of rationality and psychological influence will work best to assuage concerns over the threat of the unknown. They have a strong interest in services tailored to their age group, and should be receptive to an agency which has the flexibility of the new structure. They can also be utilized as volunteer resources to supplement new programs. Emphasizing future participation by their members should serve to enhance buy-in.

The Military Community: This group has a low commitment for any strategies which may be difficult in the short-term, but beneficial over a multi-year period of time. They are comfortable with a hierarchy, and may view alternate structures as threatening. It will be important to recognize their interests, and emphasize the rational approach to give them facts rather than feelings. They are interested in a strong liaison between the military and civilian community. This strategy may be successfully negotiated by emphasizing the enhanced interaction and responsiveness of any new structure.

Section Two Conclusion

Through this stage of research, the subject agency now has a concept of its future state, a strategic plan for bridging the present with that future, and a framework for successfully mitigating potential roadblocks placed by stakeholder groups. The internal assessment process has displayed current concerns which must be quelled prior to embarking on the next part of the research project. Now that the agency has an accurate perception of the environment, and a plan for capitalizing on it, it is time to proceed to the transition management.

SECTION THREE: TRANSITION MANAGEMENT

The strategic plan is implemented; transition from the current state to the desired future state.

After assessing all strategies in light of their potential for acceptance and implementation, the following strategy was developed to move the organization from the current state to the desired future state: The organization will be restructured to maximize resources and service systems. This restructuring may eliminate current positions, combine functions and/or civilianize sworn positions or tasks. Crucial to the success of this effort is a full understanding by all involved of the underlying philosophy, as well as the surface structures, which encompass the change effort. A conceptual model of "Mission-Driven Police Service" was developed as an outcome to the organizational survey results displayed in Table Eleven, and from discussions with members of the agency. This model is used as an implementation technology to assist members in understanding the transition process. Implementing this strategy will:

- Foster and environment of cooperation and trust within the organization and the community.
- Challenge the future with a spirit of optimism and innovation.
- Eliminate one layer of supervision/management and reduce existing management staffing to needed levels
- Combine line functions in patrol, traffic and investigations.
- Combine supervisory positions in dispatch and records into one position. Civilianize the management of staff services.
- Adopt fiscal policies which facilitate the reduction of spending by 20 percent by 2002. Engage in Expenditure Control Budgeting.
- Transition into matrix structures within divisions to enhance the flexibility and responsiveness to organizational needs.
- Become proactive problem-solvers, working to facilitate the resolution of community concerns. Encourage an entrepreneurial spirit at all levels in the agency.

The success or failure of the change process depends on the commitment and competency of those managing the transition process. To facilitate an effective process, a transition management plan must be designed to meet the actual and perceived needs of those being affected. In this case, the entire organization will be the subject of transition plan management. This phase of research will focus on systematically building a transition management plan. The plan will consist of three distinct, interdependent components.

1. An identification of the key players who are "critical mass" individuals relevant to the plan whose commitment is necessary to ensure success.
2. A description of the management structure which will be established to manage the planned transition.
3. Technologies and methods to be used to support implementation and mitigate anxiety and uncertainty during the transition.

THE COMMITMENT PLAN

Stakeholders to the study issue were identified in the strategic planning phase of this research. Within these stakeholder groups were four key players who must commit to the plan to make change happen. These four persons form a "critical mass" group. If these stakeholders support the proposed change it is likely to succeed. If they oppose it, the plan is likely to fail. The critical mass players are:

- The Chief of Police

- The City Manager

- The Mayor

- The Police Officer's Association (POA) President

The levels of current commitment to the plan and the commitment necessary to make the change occur are shown in Table Twelve.

Table Twelve

CRITICAL MASS COMMITMENT CHART

TYPE OF COMMITMENT KEY PLAYER	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief Of Police		X————————————►O		
Mayor		X————►O		
City Manager		X————►O		
POA President	X————————————►O			

Legend:

X - Present Commitment
O - Minimum Commitment Needed

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Individual Strategies

Each player in the "critical mass" must be moved from their current level of individual commitment to the level needed for the success of the transition effort. This section outlines approaches to be taken to achieve that movement.

Chief of Police- The Chief has previously engaged in organizational restructuring which resulted in the elimination of one command position. He will generally support positive change, though, he is not committed to any particular course of action. His full support must be secured to facilitate the effort; thus he must be moved from his current "let change happen" to "Make change happen". This move may be accomplished by an educational effort, stressing the potential for enhanced organizational flexibility and effectiveness. Attention must also be given to clearly shaping the desired future state to allow the Chief to encourage movement on the part of other critical mass players.

The Mayor- The Mayor leads the council majority. Her support will be necessary to aid in the transition process, since funding and personnel allocations are the ultimate responsibility of the Council. She is generally supportive of law enforcement issues, but must be moved to "help change happen" for this specific strategy. To do this, an effort must first be given to awareness-raising regarding the proposed change. Once the foundation is set, support should be gained by stressing the fiscal savings and enhanced flexibility of the agency after transition. As long as the change will better enable the department to meet the needs of the electorate, her support should be gained.

The City Manager- The City Manager is relied upon by Council as their expert resource. In this capacity, the Manager's support is essential to give credibility to department staff throughout the transition process. He is not opposed to change, and would be supportive of the Chief. To foster full Council support, the Manager must move to "help change happen". He must first be made aware of the strategic situation, then educated regarding the change effort. He should respond to the fiscal savings of consolidation of duties, since budgetary control is a primary focus of his position. Part of the education should focus on the department acting as a role model for future change in other City departments.

The POA President- Line members of the agency will perceive the change as one that will limit future promotional and specialty opportunities, and will need to be moved from

"block change" to "help change happen". The Police Officer's Association (POA) is their bargaining group, and would be the focus of any blocking efforts. The POA President is a line officer, and is serving his second elected term. Internal support will depend on the POA President's ability to sell the benefits of the future state. He must be educated regarding the change and reasons for it. Once moved into a "help change happen" commitment, he should act as a role model and peer educator within the POA. The peer credibility should serve to minimize   uncertainty and enhance cooperation from the line level.

TRANSITION MANAGEMENT STRUCTURE

As noted in the critical mass analysis, the Chief of Police is the key to the transition process. Due to the high demands from Council regarding day-to-day operations, though, it would not be appropriate for him to assume direct project management. Although the strategy is of concern to parties outside the organization, those stakeholder's concerns are primarily fiscal or service-level oriented. Thus, they would have a low level of interest in the specifics of restructuring. The most appropriate structure to adopt for the purpose of transition management would be a diagonal slice of the organization, chaired by a project manager appointed by the Chief. In considering the appointment, the Chief must chose a person who has the position and authority to speak on behalf of the Chief. The person must have the following attributes:

- The clout to mobilize the resources necessary to keep the change moving. The person must be able to effectively compete for resources with others who have ongoing work to do.

- The respect of the existing operating leadership and advocates of change. The person must have the wisdom and objectivity to make such decisions as how many resources to put into the new activity and at what pace.

- Effective interpersonal skills. A great deal of the leadership at this time requires persuasion rather than force or formal power.

The choice for the chairmanship position should be one of the division commanders. A broad spectrum of employees from the organization, with members selected from management, supervisory and line levels, will serve as members of the steering committee. The budget and training analysts should also be members of this team. By selecting from within the entire agency structure, the chairperson may informally solicit natural leaders

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within work groups for membership. In that way, the informal leadership will be working to develop formal strategies, which should serve to enhance their acceptance. External stakeholders will be kept apprised of progress at appropriate intervals. This will allow for more accurate gauging of overall effectiveness of the change.

IMPLEMENTATION TECHNOLOGIES AND METHODS

Efforts to restructure a format which has roots decades old will face a certain amount of resistance. Several methods and technologies are available to lessen anxiety, and to manage the change effectively. Through the use of these methods, the organization should be provided with appropriate information, roles for those involved must be established and communication with stakeholders must be maintained. The following methods will be selected for use.

- CONFRONTATION/GOAL SETTING WORKSHOP- The organization is of a size to allow for an effective confrontation/goal setting meeting prior to establishing the steering committee. Groups from patrol, investigations, supervisory staff and management should take part in one all-day session. From that meeting, all members of the agency will have initial detailed information and will have direct input into the goals and direction of the steering committee. This should minimize the disabling · effects of dysfunctional rumors during the initial stages of the process.

- COMMUNICATING THE VISION- Once the critical mass players agree on the philosophical direction of change, and the results of the goal setting meeting are established, a clear path of progress should be articulated. Establishing a compelling vision of the desired future state will allow the organization to more fully understand the transition process.

- MILESTONE RECOGNITION- Milestones will be established within the plan for such events as implementation dates and target budget control figures. As these milestones are achieved, they should be published and celebrated by all to enhance continuity of effort.

- RESPONSIBILITY CHARTING- Responsibility charting provides a graphic display of the actions to be taken, actors involved in those actions and the level of responsibility or approval needed for specific steps in the transition process. The Steering Committee is the central actor in the process, responsible for developing and implementing the strategy. A responsibility chart was completed to reflect the interaction amongst the Committee, the Chief, the City Manager, City Council and the POA (Table Thirteen). Within the Committee, a second charting will be completed. This will allow Committee members to understand and appreciate the different roles of

those in the process, and to use the chart as a tool for communicating to others the Committee's work.

Table Thirteen

RESPONSIBILITY CHART

ACTORS DECISION OR ACT	CHIEF	STEERING COMMITTEE	CITY MANAGER	CITY COUNCIL	POA
Formulate Change Policy	R		A	I	I
Facilitate Goal Setting Meeting	R		I	I	I
Choose Steering Committee Chair	R		A		S
Select Steering Committee	A	R	I		I
Assess Current Organization Culture	I	R			
Assess Impact of Change on Values	I	R			
Assess Fiscal Impacts of Change	A	R	S	I	I
Design Alternate Organization Structure	A	R	S	I	I
Develop Implementation Timeline	A	R	I		I
Maintain Contact with Stakeholders	R	I	A	I	
Begin Implementation	A	R	S	S	I
Monitor Transition Process and Report Progress	A	R	I	I	I

LEGEND:

R - RESPONSIBILITY for action (but not necessarily authority)

A - APPROVAL (must approve, has the power to veto action)

S - SUPPORT (has to provide resources, does not have to agree to the action)

I - INFORM (of the action; cannot veto)

Blank - Irrelevant to that particular action

- ORGANIZATIONAL DIAGNOSIS- A primary task of the Steering Committee will to be to diagnose the impact/s of proposed changes on the overall organization. The Committee will use a diagnostic model to assess needs in six interrelated areas within the organization; mission. leadership, structure, rewards, technology and culture (Appendix E).

Mission-Driven Police Service

During the organizational diagnosis, vision communication, and goal setting workshop phases of implementation, it is important for every participant to understand the interrelationships of work assignments and philosophy. One way of achieving that understanding is to create a visual model of the organization. Examples of conceptual models are Weisbord's six-box model used during organizational diagnosis. The model of a mission driven agency was developed through a collaborative process between the researcher and members of the organization. Survey data indicated line members had difficulty conceptualizing their role in the transition process. The model displays the interrelationship amongst the major components of work as they relate to mission and community policing philosophy. The model of mission-driven police service is shown in Illustration Two. A complete discussion of its components appears in Appendix F.

Illustration Two

MISSION-DRIVEN POLICE SERVICE

Level One-Mission

Level Two-Community Policing

Level Three-The Work
A & P   P O P

Outreach   Support
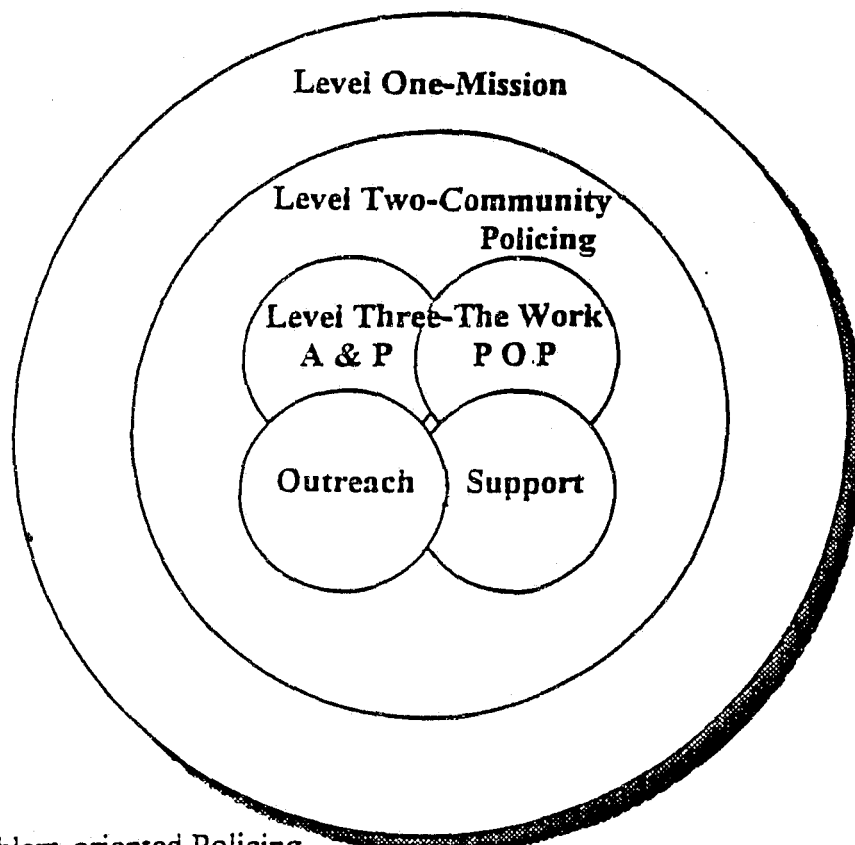
Legend:
POP-   Problem-oriented Policing
A & P- Apprehension and Prosecution

Section Three Conclusion

Through the transition management process, the organization will be able to achieve its desired future state. The technologies and implementation methods will allow all affected to understand and buy-in to the change. Responsibilities and accountability has been affixed, and strategies for overcoming opposition or entropy have been articulated. General conclusions will not appear within this research effort; they appear in a companion narrative report developed to accompany the data herein. The evaluation and feedback process will be consistent with that described in the Strategic Planning section. Evaluation will be an annual process, with a five-year assessment of goals and objectives. By the end of the ten-year study period, the transition should be complete.

Appendix A

EXECUTIVE SURVEY

Total Respondents--91

Number Sworn:

Less than 20=	4	80-110=	18
20-40=	11	110-150=	12
40-60=	18	Over 150=	7
60-80=	12		

1. Does your agency currently employ a community-oriented policing philosophy?
    Yes **80**   No **11**

2. If yes, what specific programs have you implemented to deliver community-
    oriented services? (Note--Multiple responses from each agency)

DARE	74
Neighborhood Watch	83
Problem-Oriented Policing	62
Satellite Police Stations	17

    Other: Foot Patrol--5/ Bike Patrol--8/ School Resource Ofcr--4/ Harbor Patrol--2
    Mobile Command Trailer--1/ Police Athletic League--2/ Probation Team-1
    Youth Liaison--6/ Enforcement Units--5/ Team Policing--1

3. Do you supplement your budget with any revenue enhancement programs? (mark
    one or more as appropriate) (Note--multiple responses from every respondent--
    numbers indicate the frequency of the particular cost recovery)

Cost Recovery for Drunk Drivers	**68**
Cost Recovery for Disturbances	**55**
Asset Forfeiture	**87**
State/Federal Grants	**51**
Programs funded with Assistance from Private Groups	**53**
Alarm Response Fees	**75**
Report Copy Fees, including Subpoena Duces Tecum	**83**

4. How many staff hours are spent each year in the budget justification/hearing
    process?   None=**1**   <10=**10**   10-25=**11**   25-50=**13**
    50-99=**11**   100-200=**18**   Over 200=**22**   No Ans=**6**

5. Would you prefer to receive budget dollars in a lump sum, to be administered
    within your department, rather than a line-item budget? Yes **56**   No **33**

6.	If you would be able to retain any excess money, and apply it to your next year's budget in addition to that full budget allotment, how much (in percentages) could you save in your current year budget?

None	15	5-8%	20
1-3%	24	9-12%	9
3-4%	12	Over 12%	6
No Answ	5		

7.	If you were mandated to eliminate 10 percent of your personnel to save money, from which areas would the cuts come? (Note--Responses list the frequency of category selected by respondents; one respondent did not answer this category. All respondents had multiple selections to this question. The listed number shows the frequency, not percentage).

Sworn Officer	65
Non-Sworn Field Staff	59
Non-Sworn Office Staff	64
Dispatch	16
Sergeants	29
Lieutenants	31
Captains	26

8.	If you have Lieutenants and Captains in your agency, could service levels be maintained if one of the two levels of management were eliminated?

Yes **34**   No **52**

9.	Are patrol and investigative functions under one division of command?

Yes **24**   No **67**

10.	If forced to cut personnel, would combining patrol and investigations be a viable option?

Yes **49**   No **38**

11. Many researchers assert that the bureaucratic organization detract significantly from effective decision-making, proactivity, and decentralized accountability. If your agency is not bureaucratically organized (in divisions according to function or specialty), please attach a copy of your organizational model. If it is, what alternate structures may be more appropriate:

__20__ Matrix (product-oriented matrix of flexible work teams, assigned according to current need or opportunity--many aerospace companies organize in this fashion)

__17__ Quality Circle (Quality Management overlays the traditional hierarchy; uses a parallel structure to problem-solve).

__30__ Cluster (extremely flat, flexible design where decision-making is at the lowest level; jobs broadly defined. Relies heavily on collaboration and shared resources)

__18__ It doesn't matter/Other:_____

(Multiple answers--6, No answer--12, Alternate Structure Now--3)

Comments to this question by respondents:

- Too much effort on organization style and too little on substance
- I would use a structure that is still bureaucratic with one or two fewer levels
- A bureaucratic structure doesn't necessarily mandate a bureaucratic philosophy
- I would stick with the traditional organizational model--we still collaborate and share resources
- Seventeen member participative management team
- This is an old subject, argued to the enth (sic) degree. It really depends on leadership; how receptive are they being open to new ideas? The old bureaucratic style will work if it is staffed by the proper people
- Flattening the organization structure is a necessity--Total Quality Management and Community Policing are our future
- None of the above
- Ad-hoc--all three.
- A model betwen the bureaucratic structure and cluster model (something not as drastic as the cluster alone)

REGIONALIZATION

CONSOLIDATION

INNOVATIONS IN SERVICE DELIVERY

FEE-BASED SERVICES

ALTERNATIVES TO PATROL

INVESTIGATION OF HI-TECH CRIME

FOOT PATROL

P.O.P.

AUTONOMOUS WORK GROUPS

STATUS OF MUNICIPAL POLICE SERVICE DELIVERY

INNOVATIONS IN STRUCTURE

PUBLIC-PRIVATE PARTNERSHIPS

TELECOMMUTING

DISPLACE PRIVATE POLICE AGENCIES

$ OF TECHNOLOGY

MATRIX ORGS

FUNDING AND BUDGETING

LESS MANAGERS

SERVICE ASSESS. DISTRICTS

CUSTOMER PAYS FOR DIRECT SERVICE

Appendix C

TRENDS AND EVENTS IDENTIFIED BY NOMINAL GROUP TECHNIQUE

Trends
1. Regionalization of police services
2. The level of State economic support for law enforcement
3. Public-private police partnerships
4. Public demand for police accountability
5. Haves-have not's gap in society
6. Friction over race issues
7. Fee-based police services
8. Privatized criminal investigation
9. Service assessment districts for law enforcement
10. Problem-oriented City services
11. Telecommuting by police employees
12. Private ownership of firearms
13. Hispanic population increase
14. Undocumented alien drain on gov't infrastructure
15. Federal-State mandates for services
16. Availability of jail bed space for demand
17. Cost of "doing business", to fund police activities
18. Info-sharing through computer networks
19. Local funding support for law enforcement
20. Officer per-capita ratios in Cities
21. Number of tort liability cases
22. Coordination amongst criminal justice agencies
23. Legislated mandated training for police
24. Annexation of unincorporated areas by Cities
25. Advocacy group violence
26. Personal safety risks for police officers
27. State funding for mental health
28. State support to continue funding State agencies
29. Contracts for police service to adjacent Cities
30. Level of local control over police services
31. Community policing demand
32. Use of new technology to increase service capability
33. Demand for fair share of services by segments of City.

Events
1.   Unemployment reaches 12% in State
2.   10% surtax passes to balance the State budget
3.   State withdraws health funding from counties
4.   All new police officers must have 2yrs college

5.   CHP charges for services performed within cities
6.   Private police contract w/cities for law enforcement
7.   Proposition 13 is declared unconstitutional
8.   Private police agencies are accredited
9.   San Diego County declares bankruptcy
10.   Law enabling special assess districts for L.E. services
11.   Law allowing police to charge fair market service fee
12.   25% of Calif cities declare bankruptcy
13.   Law opens border w/Mexico to unrestricted crossing
14.   State licenses police officers
15.   Peace dividend passed on to State
16.   State approves casino gambling
17.   Drugs are legalized
18.   Mandate for enhanced background for police applicants
19.   Prostitution is legalized
20.   POST mandates non-lethal force by police
21.   Elimination of City Comm. Development Agencies
22.   Federal Gov't repeals asset forfeiture law
23.   Personal possession of handguns is outlawed
24.   Law enables counties to charge cities for all services
25.   Mandated reorganization of State courts
26.   Mandated mediation for all criminal/civil cases
27.   Law enables formation of 58 regional police forces to consolidate services.

POLICE SERVICES DEPARTMENT

1990

Director

Crime Prevention/ Disaster Prep — Investigator

Administration — Admin Secretary — Planning, Research, Training — Admin Assistant

Services Division — Commander — Budget & Purchasing — Admin Assistant

Operations Division — Commander

Support Services — Lieutenant
- Records — Office Specialist (2), Int Clk Typist, Services, P.S.O. (.5)
- Animal Control — P.S.O. (1.5), Parking Control — P.S.O. (1.5)

Investigations — Sergeant — Investigator (5), Int Clk Typist (.5) — Property/Evidence — P.S.O. (.5)

Patrol
- Lieutenant (2)
- Sergeant (3)
- Officer (20)
- Dispatcher (5)
- P.S.O. (2)
- Harbor Patrol
- Officer (2)

Traffic
- Sergeant
- Investigator
- Officer (2)
- Reserves
- Reserve Sergeant (2)
- Reserve Commander
- Reserve Officer (20)

1993

Director of Police Services
Chief of Police

Crime Prevention/ D.A.R.E. Program — Administration — Admin Secretary

Budget/ Purchasing — Admin Assistant

Commander — Public Information

Patrol Services Division/Lieutenant — Sergeants
- Reserves
- Watch I
- Watch II
- Watch III

Support Services Division/Lieutenant
- Investigations — Sergeant — Property/Evidence Crime Scene I.D.
- Special Operations Traffic — Sergeant
  - Traffic Enforcement
  - Parking Control
  - Marine Operations
  - Animal Control

Administrative Services Division/Lieutenant
- Personnel — Planning Research Training — Admin Assistant — Facility/Fleet — Data Processing
- Records — Sr Records Specialist — Dispatch — Senior Dispatcher

1996

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                        ┌──────────────┐
                        │   CHIEF OF   │
                        │    POLICE    │
                        └──────┬───────┘
          ┌────────────────────┼────────────────────┐
   ┌──────┴──────┐      ┌───────┴───────┐     ┌──────┴───────┐
   │  DIV CMDR   ├──────┤ Admin Support ├─────┤   DIV CMDR   │
   │  Line Svcs  │      └───────────────┘     │ Support Svcs │
   └──────┬──────┘                            └──────┬───────┘
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SUPERVISORY LEVEL

Patrol	Traffic	Investigations		Records	Dispatch	PSO
6 Sgts	1 Sgt	1 Sgt		1 Supv	1 Supv	1 Spv

LINE LEVEL

31 Police Officers	3 Clerks 5 Disp's 6 PSO
25 Reserves	5 Volunteers
15 Volunteers	

- Employees Assigned to Division, not Unit; Fluid Assignment Amongst Units

- Employees Assigned to Division, not Unit

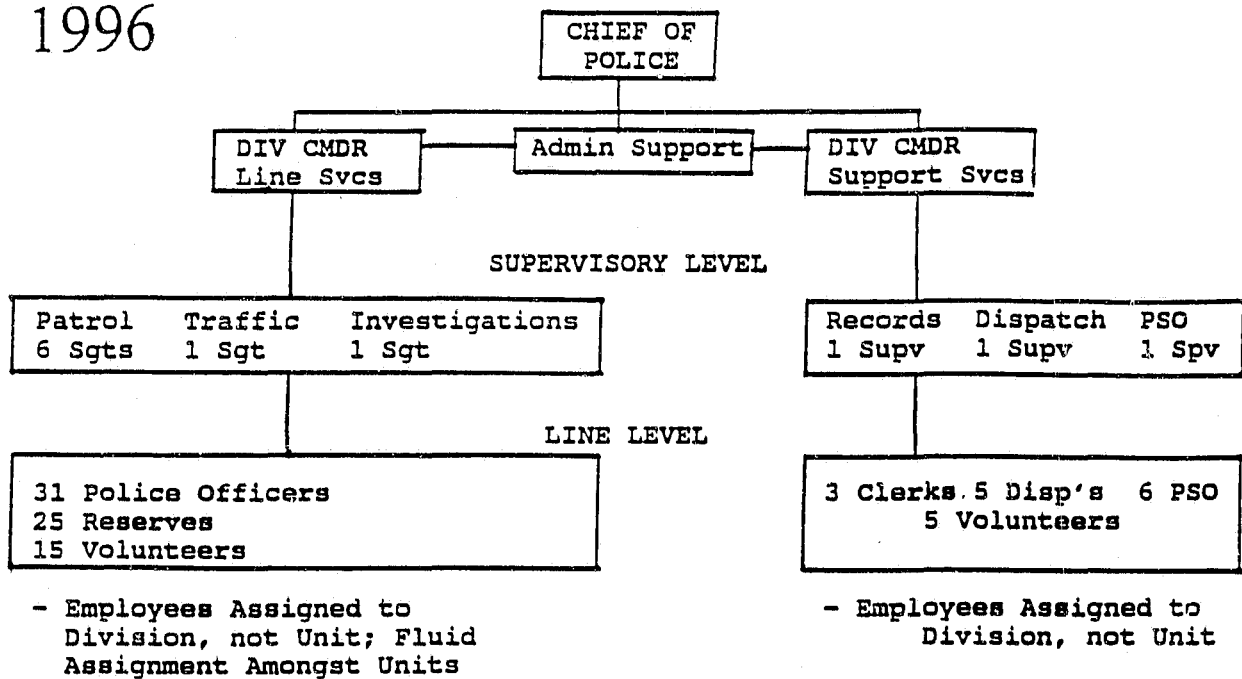
Legend

· 1990- The agency staffed a command level, a management level, a supervisory level, and line level employees. Two Commanders supervised three Lieutenants. Spans of control were unclear, and all supervision was done by sworn personnel.

1993- One Commander eliminated. Remaining Commander now acting as the assistant chief. Three Lieutenants now division commanders. Workloads have been separated by function. Organization now flatter, more flexible, with clearer lines of authority. Supervision of Records and Dispatch assignments now done by non-sworn personnel.

1996- Commander rank eliminated. Only one sworn manager remains, leading Line Services. A non-sworn manager leads Administrative support. Increased use of volunteers to supplement full time staff. Hierarchy remains, however, matrix orientation within divisions. On full level of management eliminated, functions consolidated, and decision-making pushed to lowest levels. Total ful time staff reduced; field deployment enhanced.

ORGANIZATIONAL DIAGNOSTIC MODEL
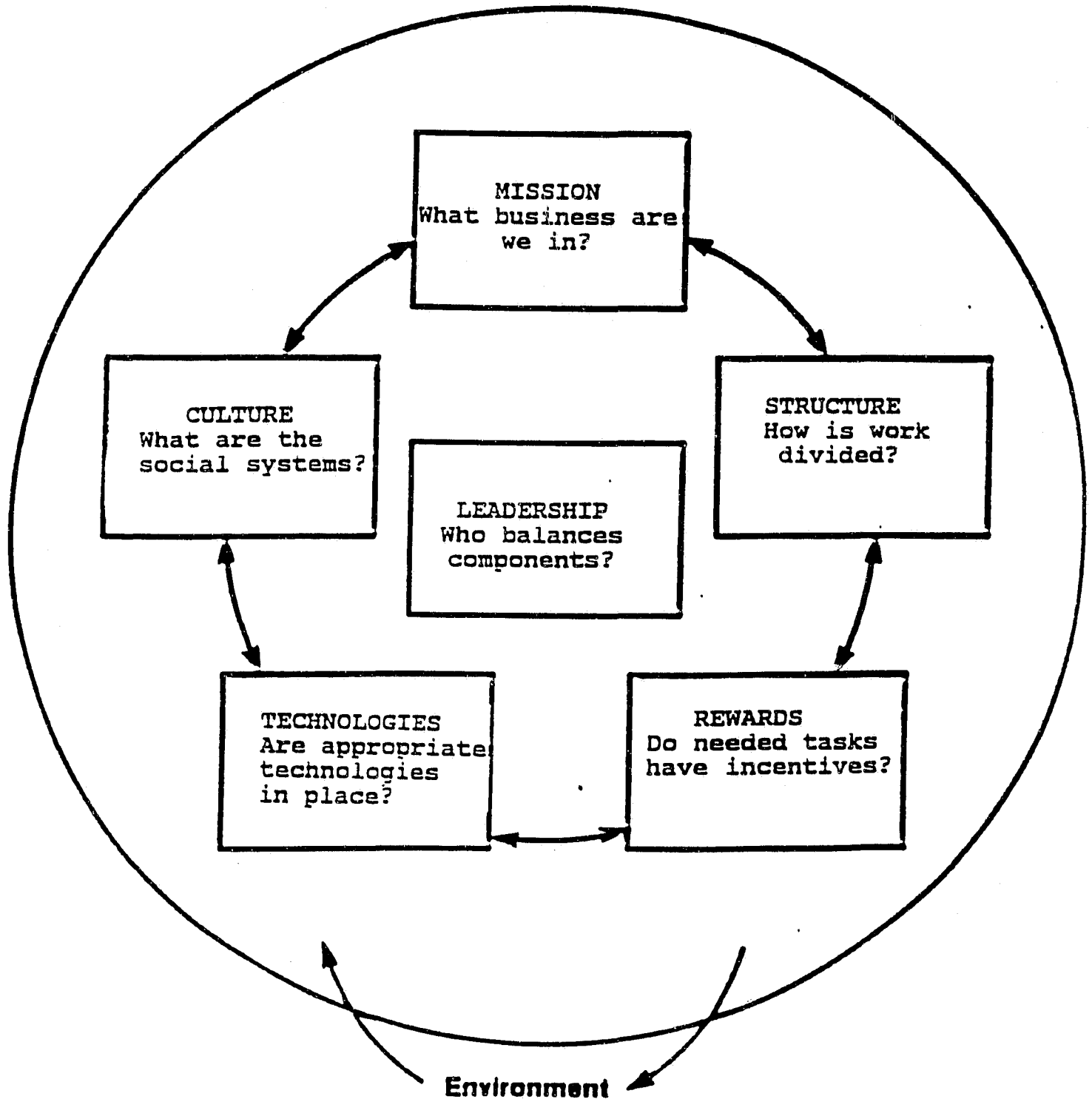
Source: M.R. Weisbord. "Organizational Diagnosis: Six Places to Look for Trouble With or Without a Theory," *Group and Organization Studies* 1(1976): 430–47.

<u>Appendix F</u>

The model of mission-driven police service was developed as an outcome to the survey, interview and expert panel processes. A common theme was the importance of establishing and maintaining desired services with our respective communities. Many executives expressed a strong sentiment to move towards community policing. Internal surveys revealed that, although the new mission statement had been developed by line-level members, it still was not a familiar document. The conceptual model satisfies 3 goals:

- All within an organization understand the relationship of their tasks with that of the overall organization
- An emphasis on results and mission, rather than rules and bureaucracy, is displayed
- A philosophical link amongst mission, community policing, and work product is established.

The model has three primary levels; mission, community policing, and the actual work of the organization. Work product is displayed in four overlapping functional areas. The entire model displays that all organization efforts are interdependent, and should be focused towards the agency's commitment to community policing. Underlying all efforts is the overarching goal of fulfilling the organization's mission. An understanding of the goal of all undertakings will help to push members away from a tactical perspective to a strategic understanding of how their function supports the entire organization. Individual components of the model are:

Level One--Mission

Between the philosophy of community policing and the ultimate customer, the public, is the mission of the organization. For the purposes of this research effort, the mission statement developed during strategic planning is the filter through which all must pass. Every unit of work shall use as their standard of performance its relation to fulfilling the organization's mission. It is the mission that links the organization with the community. It should be the ultimate tool from which to draw benchmark comparisons.

Level Two--Community Policing

A common misperception when broaching the topic of community policing is that it is viewed as a program to be implemented. This perception leads to a general confusion in engaging in community-based efforts. Organizational leaders must proselytize the fact that community policing is a basic restructuring of how officers view their jobs. No longer merely tasked with law enforcement, a community-based officer or employee seeks to

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resolve problems. The new employee is more entrepreneurial in their approach, concentrating on outcomes rather than inputs. The formal bureaucratic structure is de-emphasized in favor of increased autonomy, decentralized decision-making, and the creation of work teams to resolve issues an enhance effectiveness rather than compartmentalizing effort along function lines.

All efforts in the four spheres of work product should focus on how they complement this philosophy. If the emphasis is on working in concert instead of adhering to hierarchy community policing can be a success.

Level Three-- Work Interdependencies

One of the most perplexing problems faced by progressive administrators is how to blend the traditional activities of law enforcement with the desired transition to a proactive community-based philosophy of police service. No matter what the philosophy, agencies will continue to respond to calls for service, incarcerate offenders and investigate crimes. Meshing these activities with problem-oriented policing, neighborhood watch and other outreach programs is difficult in the best of circumstances. Without a strategic orientation to the issue, agencies will continue to stumble through efforts to change.

Less important than the physical structure is the mindset of those within the agency. As noted previously, bureaucratic organizations are consumed by their own form. The process of specialization has evolved to a point where specialized subgroups now compete against one another, rather than working in harmony towards a common good. Becoming mission-driven does not necessarily translate to a necessity to alter actual structure. Instead, it focuses on engendering an understanding of the impact of all actions, and enhancing the commitment of every member of the organization. At the work level, there are four spheres of effort. Each sphere is as important as any other, and all must be in balance for the organization to optimize its effort.

- **Sphere One--Apprehension and Prosecution-** This component encompasses the traditional reactive law enforcement activities of criminal investigation and prosecution. Functions of crime reporting, retrospective investigation of incidents, interviewing witnesses and suspects, and liaison with the prosecuting attorney's office are within this sphere. Many times, activities originating in this sphere are a foundation for efforts in spheres two and three. Reform-era police service focused primarily on order maintenance, rapid response to crimes, and arrest activities found here.

- **Sphere Two- Problem-oriented policing (POP)-** This component of activity focuses on the agency's effort to identify and resolve issues of concern to the department and the community. Problem-oriented policing is a structured approach to mitigating chronic police responses by identifying the scope of the activity, utilizing resources within the department and the community to develop a response, then working with concerned segments of the community to resolve the problem issue. POP formalizes traditional efforts to involve the community in resolving matters of concern. In many California agencies, POP is the basis of proactive enforcement programs.

- **Sphere Three- Community Outreach-** Programs and services which establish a liaison with the community are located here. Drug Abuse Resistance Education (DARE), neighborhood watch, business watch, liaison to community groups, and other programs which focus on establishing ongoing liaison with segments of the community are the foundation of many POP programs and projects. Also in this sphere are volunteer staffing programs. As budgets decrease, supplanting staff with volunteers may become more widespread. Volunteers are already used to fill clerical, crime prevention, senior homebound checks, and as reserve officers. Expanded use of volunteers will enhance organizational flexibility without adding to personnel costs.

- **Sphere Four--Support Systems-** Within this sphere are those components of the organization that support the other three. Included here are budget systems, fleet and facility management, evaluation and promotion procedures, organization management employees, and staff employees in records, dispatch and clerical support. The expenditure-control budget process drives a philosophy of spending dollars to invest in fulfilling the mission of the agency. Evaluation systems are aligned to stress work product in concert with mission and community policing concepts. The organization's leadership also works from this sphere. As a support to those who perform the primary work of the agency, managers are framed herein as enablers and empowerers of those who deliver service to the community.

Appendix G

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