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**HOW WILL A MEDIUM-SIZED POLICE  
DEPARTMENT OPERATE UNDER A  
BUSINESS PHILOSOPHY BY THE YEAR  
2002?**

E. T. Deese

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

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

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

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

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HOW A MEDIUM-SIZED POLICE AGENCIES WILL OPERATED  
UNDER A BUSINESS ORIENTED PHILOSOPHY BY THE YEAR 2002

During the nineteen-eighties and into the last decade of the 20th century, there has been an increased public demand for additional police services throughout the United States. Crime prevention programs, more beat officers, increased service responsibilities for intervening into domestic violence, mental health, and other services are just a few of the increases in public demands for additional levels of police service. Yet at the same time, especially in California due to the lower levels of public funds due to increased public services in other areas and the tax restrictions placed on state, county, and local government, the ability to devote adequate financial resources to sustain these requested services has lagged behind the need. For example, in the City of National City for the fiscal year 1991-92, the city elected officials requested police expenditures to be reduced 8% from the 1990-91 level while maintaining current service levels.

California, long a bell-weather state, entered the 1990s in weak economic condition as the nation underwent a serious recession. State surpluses from property tax revenue started to disappear. For the fiscal year 1991-92, the State of California, prohibited by its Constitution from deficit financing, wound up with a three billion dollar shortfall and was looking at a 10-12 billion dollar shortfall for fiscal year 92-93. The State has reduced the amounts of funds returned to the county and local

level, while retaining the requirements for delivery of welfare and health services at the local level. Department managers of all types of agencies were forced to become more restrictive in the types of services to be delivered and to become more innovative in ensuring that public service demands are addressed.

Law enforcement executives and managers have not been excluded from the requirements of reducing non-essential services as the economic conditions worsened. The County of Alameda Sheriff's Department was required to reduce its budget by some 10% in fiscal year 91-91. All hiring was stopped, vacant positions were left vacant, certain field and administrative staff were reduced in rank, and their training academy was shut down. Similar situations exist throughout California. The City of Los Angeles, facing the threat of civil disturbance and even riot due to poor social and economic conditions, has attempted to increase its field force and has not been successful. The Sheriff's Department of Los Angeles County has been instructed to reduce its budget by 25% for fiscal year 93-94.

Police agency executives have reduced equipment and support services, extended the life expectancy of the vehicle fleets, and cut many community out-reach programs in an effort to meet these reduced financial conditions. In training sessions such as the Command College, the issue of how to deal with the changing economic conditions and the increased public demands for more law enforcement services continues to be at the top of current and future issues that will have to be addressed. In response to



these concerns and fears, law enforcement personnel have been challenged to find new and innovative ways to deliver safety services in the future.

One innovative method being utilized to deliver public safety services, one in which there is present the concept of private entrepreneurialship, is the increasing use of private security forces. Private security services are being utilized by the private sector in augmenting security needs and in some cases have supplanted local police agencies due to unfulfilled security needs. Major shopping malls have long employed private security forces to provide basic loss prevention requirements. These forces now fulfill a basic role of maintaining the peace and a uniformed presence to ensure personal security, long a role for the local law enforcement agency. The local agency, in many areas, is only a back-up force to the private security force, coming in to take away any arrested persons.

Another area in which the private security forces have entered is that of providing security for gated communities. As certain wealthy segments of the population have perceived their exposure to the increasing levels of crime in society, they have formed associations to furnish common amenities and necessities for their community. One of the amenities addressed with more frequency is that of providing personal and home security. Examples of this movement to utilizing private security firms to deliver traditional law enforcement services can be found in many large apartment complexes, planned developments such as Eastlake

in the City of Chula Vista; San Diego County Estates in Ramona, California; Brentwood, California; and in most large urban areas within California.

Private security firms are also being used by public agencies in fulfilling security related functions. The San Diego Metropolitan Transit District (MTD) utilizes a private security firm to enforce passenger ticket regulations and to provide physical security for railcars and buildings on MTD property. The City of San Diego has contracted with a private security firm, Wackenhut International, to provide a pre-arraignment detention facility for sentenced misdemeanants.

Other examples where private security is providing services that were in the purview of traditional law enforcement services include policing major sporting events, security at large industrial sites, and airport security stations. In each of these cases, the local law enforcement are looked upon to provide back-up services when requested. The main rationale for the utilization of private security services in each of the situations previously described in one of economics. The client is obtaining the desired services for a lessor amount of money, and has the local law enforcement agency to call upon for the riskier types of law enforcement services. Another factor for consideration is that the private security service works directly for the client, delivers the desired level of service or the client gets another service deliver. This custom ordered level of service can pose an increasing problem for law enforcement or

may provide some innovative solution to the problem of providing law enforcement services with decreasing funds.

With economic indicators in the present and for the foreseeable future on a reduction curve and with competition developing with the private sector for the delivery of some law enforcement services, the question of whether law enforcement can use some of the business philosophies in providing essential police services seems ripe for exploration. Traditional municipal police departments have, in the past, operated with some general disregard on the questions concerning costs of services delivered. Resources have been expended with little interest in what costs are involved or how these costs can be recovered.

It has only been in the late 1980s and into the 90s that law enforcement leaders have been required to examine some of the costs associated with the delivery of law enforcement services. Proposition 13 was adopted in 1979 in California and the resultant decrease in property tax receipts started the downturn in revenue for local services. As local and state government started to shift the cost for services to a fee based cost recovery status, law enforcement managers became more cognizant of the need to understand cost factors and to recover some of their service costs. Procedures were put into place for the cost recovery of functions such as false alarm responses, drunk driver responses, fingerprinting, licensing functions, and second response to disturbance incidents.

The major drivers, or forces, described previously as the continued encroachment of private security forces into traditional law enforcement areas and the present and future expectations for government revenue to support law enforcement service make clear that law enforcement managers and leaders will have to recognize their responsibility to be fiscally accountable for the service that they deliver. Law enforcement managers will have to recognize they will need to operate in an environment similar to that of the private business sector, facing the same problems as the private sector manager - how to deliver the service in the most cost-effective. Police agencies will have to become more information driven and face down-sizing (or right-sizing) in regards to the levels of management.(1)

Law enforcement managers have the ultimate responsibility for deploying fixed and human resources for the delivery of police services in the community. Professor Kenneth Andrews of the Harvard Business School put it most aptly when he states:

"The highest function of the executive is...leading the continuous process of determining the nature of the enterprise, and setting, revising, and achieving its goals."(2)

Law enforcement managers will also have to break from their present inclinations to perform the functions of law enforcement known as "crime fighting" and move toward the future by engaging in the concepts of "strategic planning." (3)

In his writing for the United States Department of Justice's Perspective on Policing series, Mark H. Moore of the Harvard John Kennedy School of Government, articulates how strategic policing

should be conducted. However, there is no mention on the fiscal aspects of the strategic policing concept. One can suggest, based upon the past twenty years in law enforcement, as well as a future perspective, that the fiscal aspects of strategic policing can not be ignored. It is a very critical segment that must be successfully managed.

Based upon the need for law enforcement managers and leaders to more clearly recognize the potential of utilizing the concepts of fiscal efficiency present in the business sector, as evident in the delivery of traditional law enforcement security services by many private sector firms, and the prospects of continued low levels of financial support for law enforcement, the question of

"Will Medium-Sized Police Departments Operate Under A Business Philosophy By The Year 2002?"

was formulated for the purpose of providing an answer to the present and future problem. The issues question will provide a base to conduct a futures study in an effort to address the fiscal aspects of a change of strategy in delivering police services in a mid-size police agency. A mid-size agency was chosen as it will offer sufficient size to examine without trying to deal with the multi-layers large urban agency. Using a mid-size agency will provide individuals of other size agencies to evaluate the findings and with modifications apply them to these other agencies.

**FUTURES**

**STUDY**

## FUTURES STUDY

In examining the future question of:

Will Medium-Sized Police Departments Operate Under a Business Philosophy By The Year 2002?

a futures methodology was used to develop relevant trends that may influence the future of this issue and relevant events that may impact this issue over the time period of 1992-2002. In order to focus the issue question for futures study, it is necessary to define the scope and limits of the study by identifying several key sub-issues that will frame the issue question clearer. With the aid of two senior staff members of the National City Police Department, Lieutenants Mike Connelly and William Osburn, a Futures Wheel was used to identify key first, second, and third sub-level issues critical to the issue question.

A Futures Wheel is a brain-storming methodology that places the emerging issue question or concern as the central focus of the group discussion with the objective of identifying those key elements at the stated sub-levels that need to be addressed in response to the issue question. After a thorough discussion of the question of the potential for medium-sized police agencies using a business philosophy in delivery of police services in the future, the group identified the following three key sub-issues to be addressed in the future study:

- 1) How will generated revenue for providing services be used to recover the costs of service delivery?

This sub-issue question focused on whether the generated funds will be directed to general funds, thereby

depriving the law enforcement agency of necessary funds, or whether the revenue will be directed back to the agency.

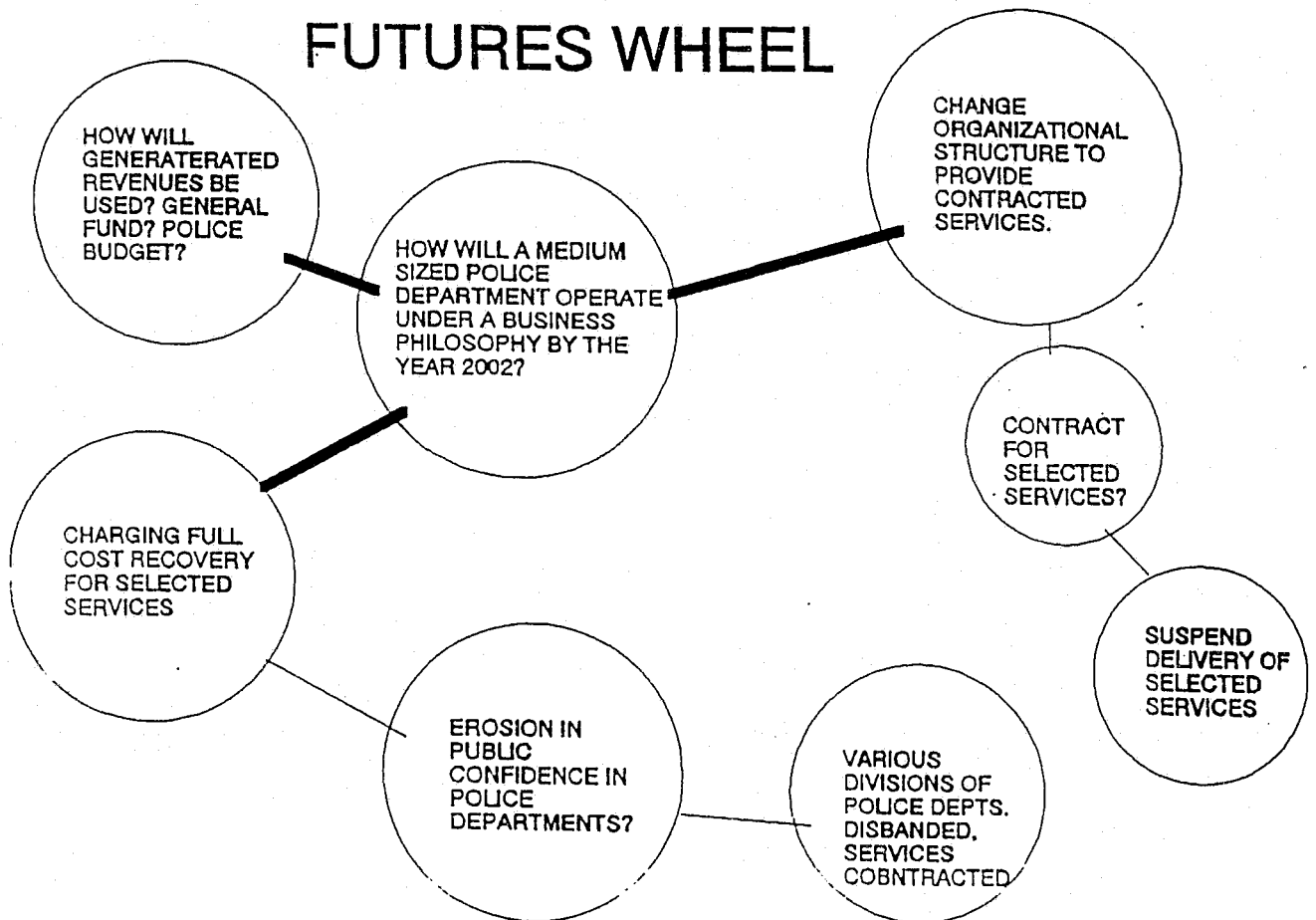
- 2) How will the law enforcement organization's structure be changed to provide such business type services?

The focus of this sub-issue includes the selection of services for contracting, suspension, or inclusion into the future law enforcement agency.

- 3) What will be the rationale for law enforcement agencies to charge full cost recovery for selected services?

Included in this sub-issue are the concern over the potential erosion of public confidence in the agency.

The following diagram depicts the key elements of the Futures Wheel developed during this process.





The next step in examining this emerging issue of police agency operation on a business philosophy by the year 2002 is to gather and evaluate information of relevant trends and events that may influence that future question. To assist in identifying those trends and events that could significantly affect this issue, a Nominal Group Technique (NGT) process was utilized. This process was used to identify a list of relevant trends that could influence this issue over the time period 1992-2002, and those events that could have significant impact on the issue over the same time period.

The NGT panel consisted of the following individuals:

Dr. Louise Phipps - Principal, Sweetwater Union High School

Sergeant Patrick McMartin - National City Police Department, Training and Internal Affairs Unit

Dr. George Cameron - Superintendent, National School District

Lieutenant Mike Connelly - Administrative Officer, National City Police Department

Lieutenant Robert Harrison - Watch Commander, Coronado Police Department

Mr. Robert Gonzales - Executive Vice-President, Prudential-Bache Securities

Lieutenant William Osburn - Detective Commander, National City Police Department

Prior to the start of the in-person NGT process, the panel members were provided information regarding the issue question, some background information on that issue, and a list of ten potential trends and events that could be considered during the NGT process (Appendix A).

Acting as facilitator for the NGT panel, this writer provided general information about the NGT process to the panel during an introductory period. Using the letter provided to the individual panel members, they were asked to individually and silently consider the listed trends and events as a beginning to their individual deliberative effort and were encouraged to add additional trends and events to their individual list for discussion.

After the silent generation of individual ideas, the NGT panel members were instructed to individually one by one provide the facilitator with their selected trends and then selected events. After the round-robin collection of all nominated trends and events, a total of nineteen trends and a total of twelve events were nominated for consideration. The following trends were identified as having significant influence on the issue question:

1. Level of California Budget Deficit
2. Influence of Police Labor Groups
3. Amount of Police Corruption
4. Level of Economic Strife
5. Level of Military Forces
6. Restructuring of Education
7. Amount of Public/Private Partnerships
8. Willingness to Fund Law Enforcement Activities
9. Crime Rates
10. Federal Immigration Policies
11. Water Allocation in Southern California

12. Level of Police Salaries
13. Requirements in Education for Police Candidates
14. Amount of Bi-lingual in Police Ranks
15. Psychological Profiles of Police Candidates and Officers
16. Level of Gasoline Pricing
17. Occupational Safety and Health Administration Restrictions
18. Amount of Health Insurance
19. Level of Public Opinion of Law Enforcement

The following events were identified by the NGT panel as having potential impact on the futures issue question:

1. Law Enforcement Fee Assessment Districts Approved
2. Exclusionary Rule Abolished
3. Mandatory Military Service for All Citizens
4. Lethal Force Abolished for Police
5. Gasoline Use Restricted to Emergency Only
6. Gender Equality in Workplace Mandated by Court
7. Police Eligible to Charge for Emergency Services
8. State Licensing for Police Officers Mandated
9. California Divided into Two States
10. Massive Interstate Racial Insurrection
11. All Sales Tax Diverted From Local Government
12. All Forms Casino Gambling Legalized

After the NGT panel discussed all of the trends and events for definitions and clarity, a voting procedure was used to identify the five most important trends and five most important events related to the issue. For each item, the panel was asked to

evaluate how important it would be to have a forecast of the individual trends and the individual events on the issue question. Based upon the weighted voting process, the five highest ranking trends and five highest ranking events were identified. During the subsequent discussion of the ranking one trend and one event previously identified in the top five ranking level were opined to be not focused enough to the issue question and were removed from the listing. The next highest ranking trend and event were selected as replacements.

Trends Selected for Forecasting:

1. Level of Crime Rate - The level of crime rate was defined as the number of all reported crime per one thousand population. The NGT panel felt that the crime rate is an indicator of public safety and would have an impact on the issue of how police services could be provided in the future.
2. Willingness to Fund Law Enforcement Activities - This is defined as public and governmental support for law enforcement activities and the funds to pay for such activities. The NGT panel felt that there is much more demand for law enforcement accountability for resource management and that the willingness to fund law enforcement programs will be an important ingredient to the issue question.
3. Restructuring Training for Law Enforcement - This was defined as the need to include in present and future training programs for law enforcement officers at all ranks more business related subjects such as accounting, personnel management, marketing techniques, and budgeting factors in order to meet the demand for more accountability. The NGT panel felt that this would influence the issue question.

Note: This trend was not in the top five ranked during the voting process. It was ranked sixth.

4. Level of Police Corruption - This was defined as the level of confidence in governmental police agencies to remain graft and criminal activity free. The NGT panel felt that if corruption becomes more frequent, public sector police agencies may have increased difficulty in

obtaining and maintaining their client base. This will be particularly true if private security and other private entrepreneurs see this as an increased opportunity to offer increased services.

5. Level of Budget Funding From State - This was defined as the level of funding provided from the state level back to the local governmental entity, either at the county or the city level. The NGT panel recognized that the State of California has been in a policy change mode over the last several years in which funds normally returned to county and city government have been reduced. Many functions provided by local governmental agencies are dependent upon these funds and with their reduction, the level and delivery of services has been curtailed or handled in different manner. The NGT panel felt that if this trend either increased or decreased it would have significant impact upon the issue question.

NOTE: The trend that was ranked in the top five and removed from consideration was defined as "The Restructuring of Education in California" This was defined as the total philosophy of education in California being restructured for a more workforce oriented K-12 student. This trends was removed in the interest in having a trend that dealt with a law enforcement situation more clearly.

The NGT panel identified the following events as most important to have a forecast as related to the issue question:

Events Selected for Forecasting:

1. Fee Assessment Districts Formed - This was defined as legal authority for neighborhoods having ability to vote to assess property for improved police services within their residential and/or business districts. The NGT panel recognized that some assessment efforts have been made to fund special police services but felt that there would be a potential for the establishment of fee assessment districts to fund regular police services. These services could include more directed and frequent security patrols by police officers, improved investigative follow-up service, and increased crime prevention activities. The NGT panel opined that the fee assessment districts would be an attempt on the part of the public to gain more control over their police agency and to ensure what kind of and how police services would be delivered.
2. Police Charge for Services - This was defined as a major shift in the delivery of traditional police services.

While some police agencies now charge for those services that are delivered to a special group, such as bicycle licensing, or traffic accident report duplication, this would be a major shift to charging for those traditional service such as crime investigation. The NGT panel felt that while the public would exhibit a reluctant acceptance for such fees, police administrators faced with shrinking financial resources coupled with increasing service demands will feel compelled to experiment with charging for traditional services in an effort to generate sufficient revenues.

3. Exclusionary Rule Abolished - This was defined as the Supreme Court of the United States abolishing the restrictive evidence rule and for the California State Supreme Court to follows suit. The NGT panel felt that with the removal of this restrictive rule on law enforcement activity would result in more criminal cases would be filed and there would be a significant rise in the number of convictions. A side impact of this item would be the wronged parties could sue public agencies and public officers for violations of their civil rights under the United States Constitution.
4. State Licensing for Police Officers - This was defined as mandating that all police officers in the state be required to be licensed in order to perform the functions of a peace officer. This would require a professional licensing standard which would include standards for ethical conduct. The NGT panel felt that this would act as a stimulus to standardize compensation and working conditions throughout the state and go a long way to ensuring the public of police accountability.
5. Use of Lethal Force Abolished - This was defined as a legislative action in response to the notorious cases of misuse of police powers that would prohibit the use of any lethal force in accomplishing an arrest. The NGT panel opined that there would be alternatives to the existing lethal force instruments and this could include electronic disablers and chemical agents.

Note: The event on the abolishment of lethal force was selected, having ranked sixth in order, as a replacement for "Mandated Gender Equality in the Workforce." This was defined as a landmark legal decision that mandated that female and male officers would have equal number representation in the workplace.

## Trend and Event Forecasting

Once the top five trends and events were identified, defined, and discussed, the next step in developing a futures perspective on these items was to draw a Modified Conventional Delphi panel together for the purpose of forecasting those items some ten years into the future. The original NGT panel was solicited to participate in the forecasting effort. Dr George Cameron, who participated in the NGT panel, was unable to continue in this effort and was replaced by Lieutenant Craig Short of the National City Police Department.

In preparation for the Modified Conventional Delphi (MCD) process, a letter to the participants (Appendix B) was crafted in which the first step in the Delphi process was detailed along with the identified trends and events. The instructions, modeled on a format devised by Captain Ken Peterson of Command College Class XII, provided the following information:

- \* A listing of the MCD panel members
- \* Information on the issue question and sub-issues and instructions regarding focusing on the impacts and influences of the identified trends and events to the issue question.
- \* A listing of the identified five trends and events along with the definition of each.
- \* Information on the two round process of the Delphi process which include how the data would be treated and returned to the participant for the second round evaluation.
- \* Information on what constituted a trend and what constituted an event and examples of each in a forecast mode.
- \* A request to forecast each trend on a Trend Evaluation Chart five year in the past from the present date, five

years and ten years into the future from the present date. The instructions included information to use the present date as a level of 100 as the base level and to indicate whether the level or amount increased, decreased, or remained static for the given time periods.

- \* Each trend was to be given two forecasts - the first being the forecast of the trend in a "will be" or nominal mode, and the second forecast to be in a "should be" or normative mode.
- \* Instructions on forecasting the probable impact of the events was given, along with instruction to record the probability forecasts on an Event Evaluation Chart. Each event was to be forecast on the years until probability first exceeds zero, probability five years from the present date, probability ten years from the present date, and impact on the issue area if the event occurred.

The responses from all of the participants was collected from the first round and the median response for each trend and for each event was determined. This information was returned to each participant in the MCD for their individual consideration in light of their previous estimation. After reviewing the first round information, the MCD panel participants returned their second round forecasts of the five trends and five events.

(Appendix C) The following Table 1 lists the median responses of the MCD panel based upon the second round forecasts.

TREND STATEMENT		LEVEL OF TREND (Today = 100)			
		1987	TODAY	1997	2002
NO.					
T-1	LEVEL CRIME RATE	80	100	125/110	150/120
T-2	WILLINGNESS TO FUND	95	100	100/120	150/100
T-3	RESTRUCTURE TRAINING	80	100	110/120	120/125
T-4	LEVEL POLICE CORRUPT	90	100	110/80	100/50
T-5	LEVEL GOVT. FUNDING	90	100	120/90	120/100

N=7



EVENT STATEMENT	PROBABILITY			IMPACT ON ISSUE	
	YEARS UNTIL PROB. >0	+5 YRS (0-100)	+10YRS (0-100)	POS	NEG
				0-10	0-10
E-1 FEE ASSESS DISTRICT	2	50	75	5	-2
E-2 POLICE CHARGE SERV.	1	45	80	5	-2
E-3 EXCLUSIONARY RULE	4.5	50	50	6	-4
E-4 LICENSING POLICE	4.5	25	50	5	-3
E-5 LETHAL FORCE ABOSH.	4.5	20	55	2	-7

N=7

TABLE 2

Trend and Event Forecast Analysis

Trend number 1, the level of crime rate was forecast to have increased from a level slightly below today's level over the past five years and forecast to increase to a level of 150 as compared to the level of 1992. The increase appears to be at a fairly even rate, averaging approximately five points increase per year for the next ten years. The public's apprehension of crime and its impact on public safety can only increase in

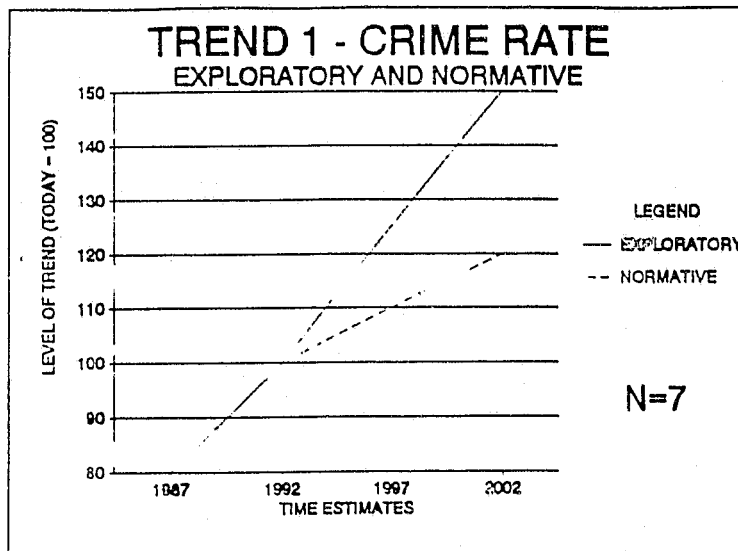


Figure 2 Graph depicts the median response to both Exploratory and Normative forecasts.

relation to this increase in crime and a co-commitment public desire for "something to be done" about the crime rate and fear for public safety. The MCD panel felt that the cry for something to be done about the rising crime rate would be voiced loudly and

clearly. This will present additional problems for law enforcement managers faced with limited funds. The MCD panel forecast that the crime rate, in a normative mode, should not increase at the nominal rate. This only lends additional pressure on the issue of managing this issue in the future.

Trend 2 - Willingness to fund law enforcement was forecast in the nominal mode to remain fairly static for the next five years (1992-1997) and then to take a drastic increase from the 1992 level to a level half

as large as the 1992 level. The MCD panel opined that the public will generally be reluctant to increase funding for law enforcement activities during the next five years, but after experiencing five years of moderate and steady increases in the level of crime, the public will start to express

outrage for the level of crime and be willing to fund more law enforcement activities. Even though the level of willingness to fund law enforcement was projected to literally explode in the period 1997-2002, the MCD panelist did not forecast this as the normative future. The panel indicated that efforts to finance law enforcement should be more concentrated during the period

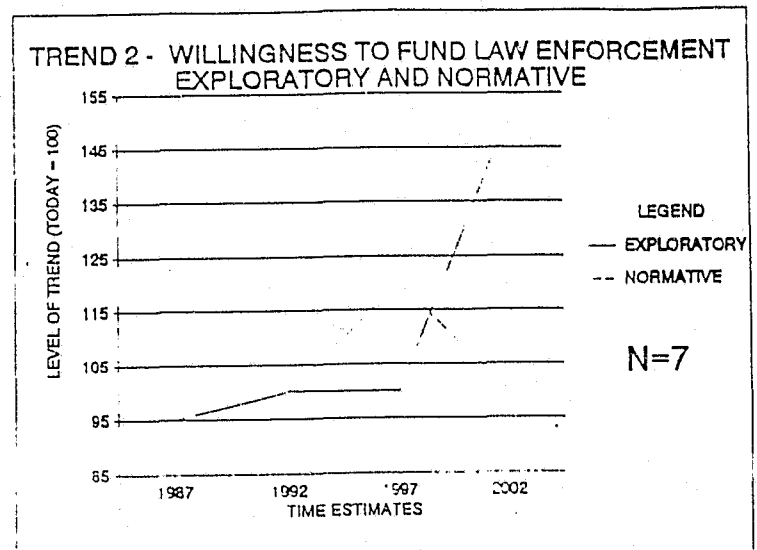


Figure 3 Graph depicts the median response to both Exploratory and Normative forecasts.

1992-1997 and the level of willingness should drastically subside.

Trend 3 - Restructuring training for all law enforcement officers was forecast to have a moderate increase over the period 1992-2002, at a level slightly less than the increase in the previous five year period.

The MCD panel forecast the nominal mode for the next ten year to increase to 120 as compared to the level of 100 in 1992. This is the same increase in level that the panel forecast for the past five year period. The MCD panel indicated that the normative forecast should be

greater, reaching the level of 120 within the period 1992-1997 and then slowing its increase to a level of 125 in the following five year period. So the panel indicated that the level of restructured training to deal with the subject of introducing more business type courses in law enforcement training should come earlier than the will be forecast.

Trend 4 - The level of police corruption was forecast to continue at the same rate of increase for the period 1992-1997 as it has increased during the previous five year period. The level of corruption would then decrease during the period 1997-2002 to the existing 1992 level. This would indicate that there

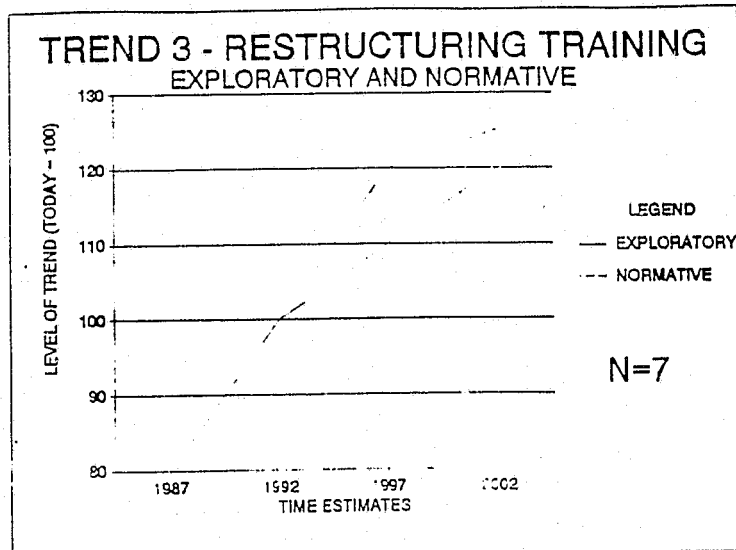


Figure 4 Graph depicts the median response to both Exploratory and Normative forecasts.

is a high level of expectation that the level of police corruption will decrease in the nominal future. The MCD panel forecast the normative or should be level of police corruption for the period 1992-2002 to decrease to a level of 50 as compared to the 1992 level of 100. This is a significant decrease desired by the panelist. It was evident that the panelist had a great deal of distaste for the nominal level of corruption in the police ranks and would like it to decrease significantly in the future. This feeling is certainly supported by all of the recent attention to those incidents of corruption in government in general and in the police ranks in particular.

Trend 5 - The inability of state government to continue the level of budget funding to county and local governments and hence to law enforcement functions was forecast by the MCD panel to increase over the period 1992-2002 at a steady rate, slightly higher than in the

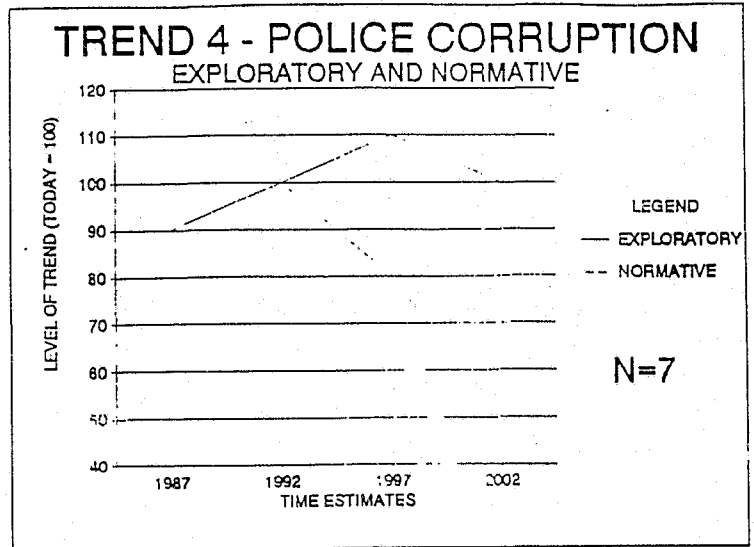


Figure 5 Graph depicts the median response to both Exploratory and Normative forecasts.

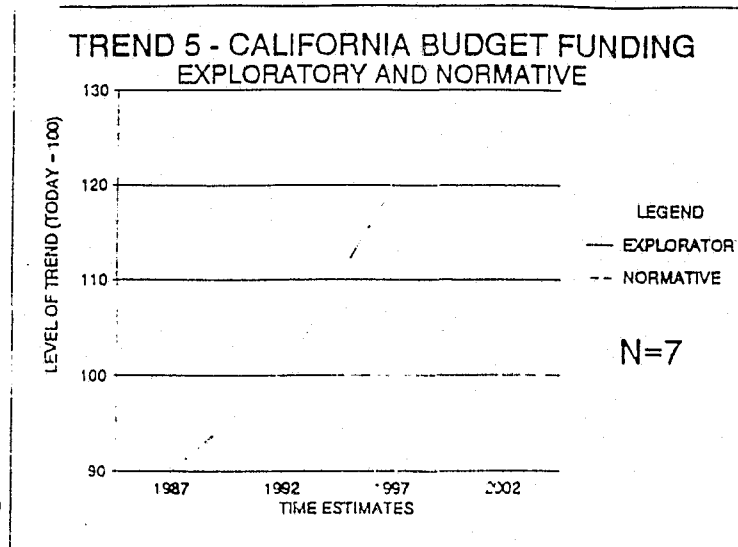


Figure 6 Graph depicts the median response to both Exploratory and Normative forecasts.

previous five year period. This nominal forecast will make it tougher for law enforcement agencies to continue the same level of service without seeking alternative methods of funding or a reduction in services. The MCD panelist forecast the normative future or should be forecast in much more positive tones, desiring a higher level of state government funding returned to local or county governments in the time period 1992-1997 and then a willingness to see a reduction level in the final five year forecast period. This may be due to a recognition that the level of funding support has been cut drastically in the past five years and that until alternative methods are developed, law enforcement should be given some leeway.

Event 1 - Fee assessment districts formed was forecast to have a 50% probability by the year 1997 and increase to a 75% probability by the year 2002. This forecast indicates that fee

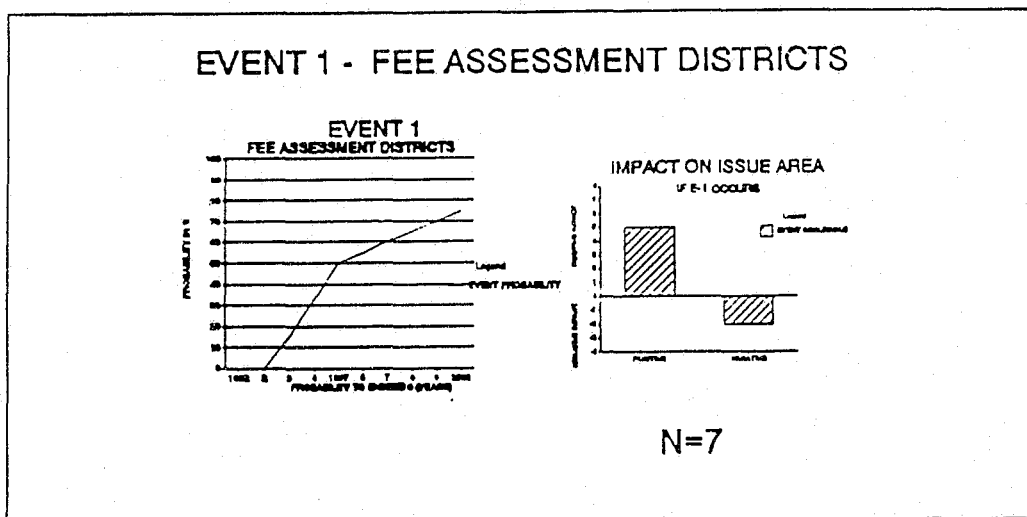


Figure 7 Probabilities of event occurring and impacts upon the selected issue. (Median response)

assessment districts will become more popular as the demands on police services increase and revenue from general funds becomes

more scarce. The probability of fee assessment districts exceeding zero is the year 1994. The establishment of such districts was forecast to have more positive impact on the issue question than negative in that the event will provide financial resources for law enforcement services.

Event 2 - Police charging for services was forecast to have slightly less than a 50-50 chance in the time period 1992-1997,

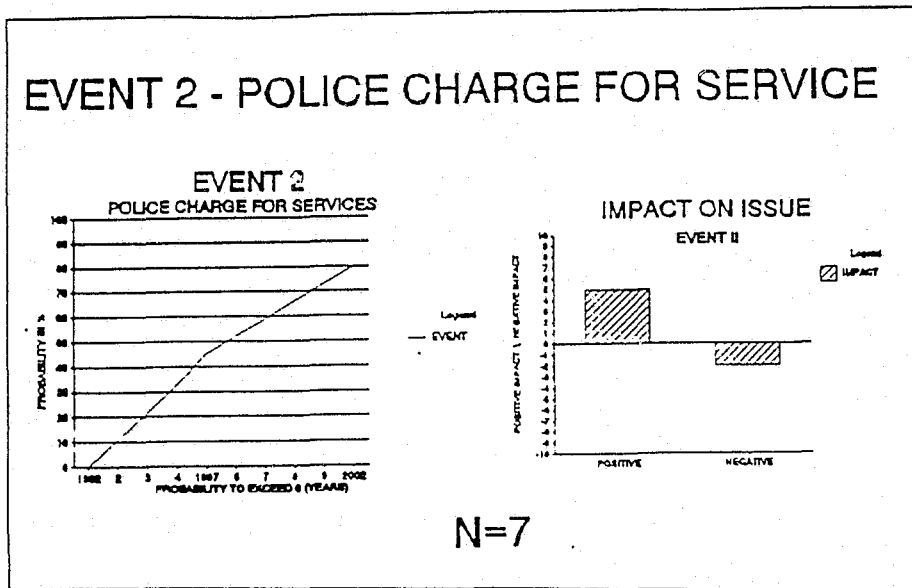


Figure 8 Probabilities of event occurring and impacts upon the selected issue. (Median response)

reaching a 45% probability by 1997 but increasing to a 80% probability forecast by the year 2002. Such charges exceed a zero probability within a very short time, first surfacing by the year 1993. The MCD panelist indicated that the pressure for fee assessment districts or the actual implementation of such districts would have as equal positive impact on the issue question as an equal negative one. The panelist opined that the force behind the fee assessment district formation was the current costs involved in providing police services.

Event 3 - Exclusionary rule abolished was forecast by the MCD panelist to have no more than a 50-50 chance of occurring over the next ten years (1992-2002). The panelist opined that the first chance of this event probability exceeding zero was

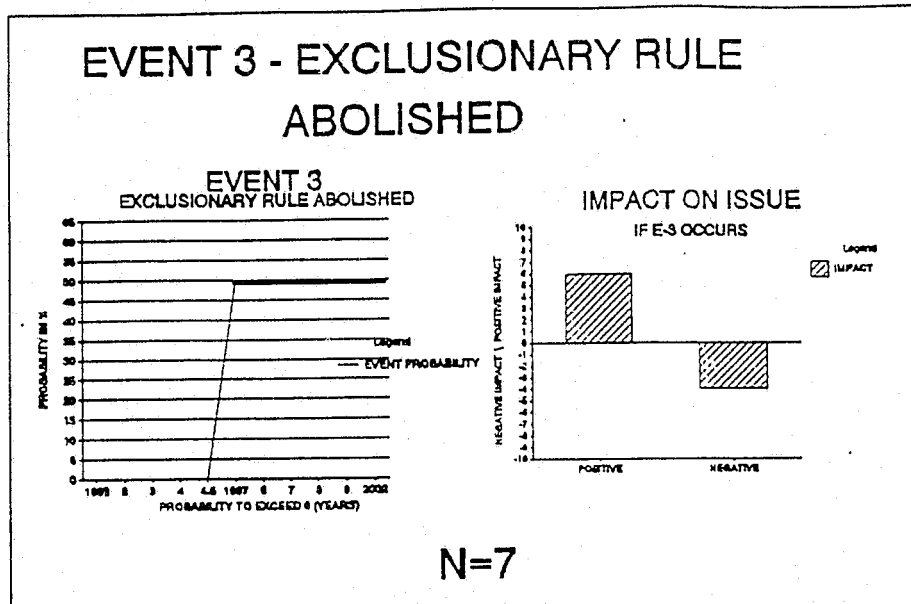


Figure 9 Probabilities of event occurring and impacts upon the selected issue. (Median response)

some 4.5 year on that ten year time line, nearly 1997. The MCD panelist expressed difficulty in forecasting what a judicial decision might be in the future but felt that public outcries over the increasing crime level and the slow wheels of justice would eventually have an effect upon this event's probability.

Event 4 - State licensing of police officers was another event that received less than a good chance of occurring during the time period 1992-2002. The MCD panel indicated that state licensing of police officer could have a 25% probability of occurring by the year 1997 and increase to a maximum of 50% probability by the year 2002. The MCD panelist opined that the continued progression of the law enforcement service as a

profession would influence the future probability of this event,

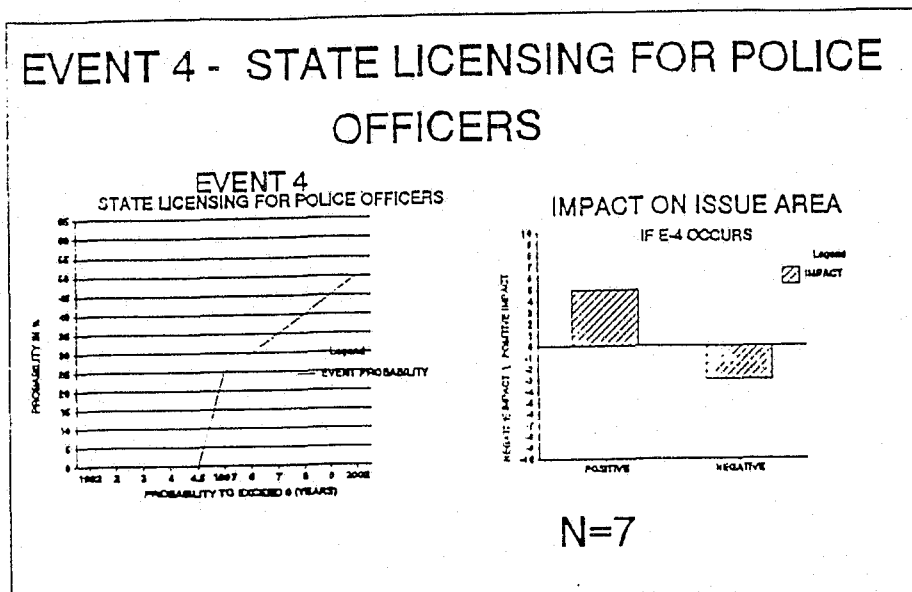


Figure 10 Probabilities of event occurring and impacts upon the selected issue. (Median response)

but that the first time the event exceeded a probability of zero was by the year 1997. The impact of this event was seen to be slightly more positive than negative, scoring a plus 5 to a negative 3 in the forecast. The panelist felt that increased costs would occur as a result, and expressed that this was the main reason for the surprisingly high negative impact forecast.

Event 5 - Use of lethal force abolished was forecast to have a bare 20% probability of occurring by the year 1997 and to have a maximum 55% probability of occurring by the year 2002. The MCD panel indicated that this event's probability of occurring exceeding zero would also be no earlier than the year 1997. The MCD panelist opined that should this event occur, there would be a decidedly negative impact on the selected emerging issue of business oriented policing.



## EVENT 5 - USE OF LETHAL FORCE ABOLISHED

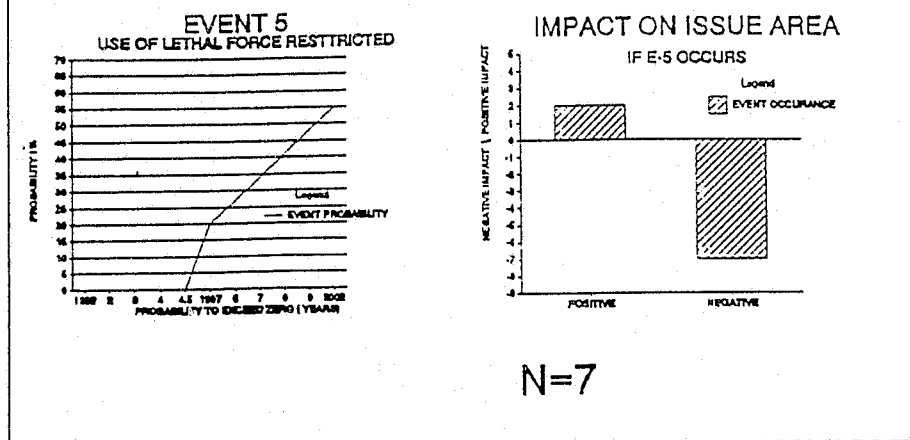


Figure 11 Probabilities of event occurring and impacts upon the selected issue. (Median response)

### Cross-Impact Analysis

After the trend and event data was collected, discussed, and forecasts made, two senior law enforcement managers (Lieutenant Mike Connelly and Acting Captain William Osburn of the National City Police Department) assisted the writer in evaluating the potential impact the selected critical events would have upon the other events and trends. Each individual, after discussion of the objective of the cross-impact analysis, estimated the potential impact each event would have on each of the other events and on each of the trends in percentage increase or decrease, and whether the impact would be positive or negative on the issue question of future operating philosophy of law enforcement agencies.

After the cross-impact chart was completed, this writer examined the estimated impact of the individual events as estimated by the focus group and determined that would have significant impact on the other events. Policing Charging For Services was determined to impact all other trends and events and

was found to have a high degree of impact on most other events and especially upon the selected trends. Charging for services would increase the pressure for fee assessment districts, increase the possibility of the exclusionary rule being abolished, increase state licensing for police level, and increase the use of lethal force restriction. Additionally, it would decrease the crime rate, decrease the willingness to fund law enforcement, increase the level for restructuring training, decrease the level of police corruption, and increase the state budget deficit. Most of these impacts have a positive aspect to the issue question. State Licensing For Police Officers was determined to have a profound impact upon both the other events and the selected trends. It was opined by the group that the probability of fee assessment districts would increase by 25%, the probability of police charging for services increase by 30%, the exclusionary rule abolishment increase by 30%, and use of lethal force restriction probability increase by 35%. Trends were impacted; the crime rate would decrease by 10%, public willingness to fund would increase by 20%, the level of demand for restructure training would go up 50% and police corruption would decrease by 50%, and California budget deficit increase by 20%. Most of these would have a positive impact on the issue question.

The value of the cross-impact data and the resulting analysis lies in its potential for policy considerations related to the issue question.

Maximum Impact (% Change +/-)  
Years to Maximum

	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	IMPACT TOTALS
E-1		<u>+10</u> 1		<u>-15</u> .5	<u>+5</u> 2		<u>+25</u> 1	<u>+20</u> 2	<u>-15</u> 5	<u>+5</u> 1	E-1 <u>7</u>
E-2	<u>+25</u> 2		<u>+5</u> 5	<u>+15</u> 2	<u>+5</u> 4	<u>-5</u> 5	<u>-20</u> 1	<u>+25</u> 5	<u>-10</u> 2	<u>+10</u> 2	E-2 <u>9</u>
E-3	<u>+10</u> 3	<u>+5</u> 2		<u>+30</u> 3	<u>+45</u> 4	<u>-20</u> 5	<u>+10</u> 1	<u>+20</u> 2	<u>+10</u> 5		E-3 <u>8</u>
E-4	<u>+25</u> 5	<u>+30</u> 2	<u>+30</u> 5		<u>+35</u> 5	<u>-10</u> 2	<u>+20</u> 3	<u>+50</u> 5	<u>-50</u> 3	<u>+20</u> 5	E-4 <u>9</u>
E-5		<u>+25</u> 5	<u>+20</u> 1	<u>+50</u> 2		<u>+15</u> 3	<u>+15</u> 1	<u>+35</u> 1	<u>+20</u> 1	<u>+10</u> 2	E-5 <u>8</u>
IMPACTED TOTALS											
	<u>E-1</u> <u>3</u>	<u>E-2</u> <u>4</u>	<u>E-3</u> <u>3</u>	<u>E-4</u> <u>4</u>	<u>E-5</u> <u>4</u>	<u>T-1</u> <u>4</u>	<u>T-2</u> <u>5</u>	<u>T-3</u> <u>5</u>	<u>T-4</u> <u>5</u>	<u>T-5</u> <u>4</u>	

**LEGEND**

E-1 FEE ASSESSMENT DISTRICTS	T-1 CRIME RATE
E-2 POLICE CHARGES FOR SERVICES	T-2 WILLINGNESS TO FUND
E-3 EXCLUSIONARY RULE ABOLISHED	T-3 RESTRUCTURE TRAINING
E-4 STATE LICENSING FOR POLICE	T-4 POLICE CORRUPTION
E-5 USE OF LETHAL FORCE RESTRICTED	T-5 CA. BUDGET FUNDING

Table 3 reflects the posting of the median estimated impacts of the events upon the other events and trends. One should examine each of the total impact, listed as Impact Totals on the right margin to consider policy actions.

Each of the Impact Totals needs to be examined for positive or negative action on the issue question in developing these considerations for policy action.

Scenarios

The next step in the futures methodology utilized was the creation the three different future scenarios based upon the trends and events determined to be critical to the future of law enforcement and its operating style. Scenario development has been utilized in the military and the business community to draw up a realistic view of the future and thereby develop plans to handle the possible futures before that time.

## EXPLORATORY SCENARIO

(Nominal Mode in which events and trends play out as forecast)

The National City Police Department began the fiscal year 93-94 with a deficit that was higher than the previous year. The willingness of the public to fund police operations had not decrease significantly over the previous five year, actually showing a 5% increase in that time period. The level wasn't sufficient to improve police services to a degree the agency felt necessary, but with the competition of other city agencies for funds, the level had remained fairly stable. In the next five year period the level of the public willingness to fund police operations remained level with a willingness to increase the level starting in 1997, increasing some 50%.

With the level of police funding remaining at a fairly stable rate for over ten years (1987-1997), the National City PD started to float the idea of charging for certain services. Starting in 1993, the agency took a citizen survey on a series of issues facing the department, and it was determined that a small group of citizens would favor such a device as a means of additional funding for law enforcement. Early in 1994, the agency instituted a trial program in which bills sent to citizens that utilized selected services such as fingerprints service and burglar alarm service. In fact, by the year 1997, almost 50% of the voting public were favorably inclined to some sort of service charges, and by 1997 nearly 80% of the citizens surveyed would favor such a plan. Emergency services requiring dispatch of police personnel for medical incidents are now being considered

for service charges. Emergency service billings are to be handled like insurance claims with billing coming from the police agency. In response to a public announcement that a billing process will be instituted to assist in paying for routine security patrol in low crime areas, neighborhood associations began to mobilize in June of 2002 for the voting acceptance of fee assessment districts in which revenues are generated through neighborhood taxing authorities.

Two major issues have garnered steam for passage during the time period of 1992-1997. The courts have continued to review the exclusionary rule, indicating some inclination to change the rule against police discovery of vital evidence in murder cases and those case related to major drug dealers. At the same time there was increasing pressure from the legal community and other special interest groups to have some form of state licensing of police officers. It is felt that the licensing of officers will lead to more professionalism, and may in fact support the charging for some services if the service is delivered under quality assurances. The California Commission on Peace Officer Standards and Training announced in January of 2002 that it would begin to research offering a state-wide license for law enforcement officers.

The level of police corruption has increases some ten percent in the period of 1992-1997 and then started a downward trend. This is allied with the feeling of the community for more professional standards.

## NORMATIVE SCENARIO

(Desired and Attainable with trend and event played out on the "should be" forecast)

The California State budget deficit was reduced in 1992-93 as a result of the long-term impact of Proposition 13 (the Jarvis Amendment) and the State further cut-back on local funding and services in the fiscal 93-94 year as the national economic situation continued in California. This brought additional pressures on local police agencies to either further reduce the level of their services or to identify other sources for funding of basic services. In the next ten year, 1992-2002) the level of street crime increase only 20%. The rate of increase was fairly stable, averaging about 2% per year. Much of the decrease in crime can be attributed to the restructuring of training. Training programs increased some 25% during the same period, leading the officers to be better prepared to handle the job on the street.

The level of police corruption actually decreased to half the level of ten years previously. This was partly due to the increased pressure to have a licensing procedure for officers and the court being willing to consider easing the restrictions on the exclusionary rule.

Interestingly, the citizens of the community have not expressed a willingness to fund police services. Their level of interest has remained the same over the ten year period. While this has had tremendous impact on the delivery of service, the National City Police Department undertook additional efforts to

identify other funding sources that permitted them to maintain basic service levels. The California State budget sustained a large decrease during the period 1992-1997 but then started to recover, reaching its level of 1992 by the year 2002. The public's acceptance of the need to charge for some services remained high and several new services were identified for implementation.

In an effort to control costs, the department began to contract selected services to private security firms. This permitted a lower number of street force personnel to stick to major crimes, street violence, and other major crimes. In addition, the department started to have background investigations, check investigations and other crimes against property contracted to Shield International, a private firm willing to enter the field of law enforcement for profit. Only crimes of violence are investigated by department detectives.

Training for police professionals was altered especially for supervisors and managers. Subjects on the need to understand delivery of police services under a business type of philosophy are included in the curriculum. This provides officers with the understanding of how to deal with the public in explaining the need for different levels of service, for which some have a charge.

#### HYPOTHETICAL SCENARIO

(What if one or more of the forecasted events to occur - a play out of the forecasted trends and events in a manipulated manner)

The ability of cities to set up fee assessment district for

the delivery of police services was eased when the legislature, in 1997, passed legislation requiring a simple majority for passage of such actions. This was in response to the state's inability to continue to share tax revenues to the local jurisdictions. In order to assist the local governments in delivering services, the state also passed regulation that permitted the county and local government entities to share in vehicle license fees, increase sales taxes and property taxes, and to increase fines and penalties. The National City revenue generating capabilities from tax sources had been reduced by 75% prior to these changes by the State of California.

The National City Police Department radically restructured its organization in the late 1990s to allow for contracting with private firms to furnish police services under contract services. Private firms were contracted with to provide for all secondary criminal investigations. Vehicle Code regulation was contracted to a private firm in which special officers are recruited by the department, but paid by the private firm.

The police department's sworn contingency was reduced to that of a stand-by platoon of highly trained Special Weapons Assault Team for emergency situation. All other functions, including regular patrol, follow-up investigations, traffic enforcement, and traffic accident investigation, have been contracted to private firms. All services have been evaluated as to the potential revenues generated compared to total costs of service delivery. At first, community input was sought into the decision making process of what services should be fee based, but



the continued poor economic conditions placed such restrictions upon the delivery of services, leaving only the most critical police services to not receive a fee for charging. Resource restrictions required all services, by 2002, to be evaluated for cost recovery. If costs were not recoverable, service was contracted out or eliminated.

### Policy Considerations Based On Scenario Development

The Hypothetical Scenario, or what if mode, will be used to consider potential policies for implementation in the strategic plan. Based upon the desired scenario, and consideration of the cross-impact analysis, that Event 2 - police charge for services - has the greatest impact on the other events and trends, and mostly in a positive manner. The policy selection also will be considered in order to maintain the department's commitment to service for the community despite financial vagaries that may occur. Trends and events effected by the policy are indicated along with a description of the potential policy for selection in the strategic plan.

Policy 1 -- the department should adopt a policy of soliciting and valuing community input into the services delivered by the department. (E-2, T-2, T-5) This would assist in the identification and support of charging for services or for additional community funding.

Policy 2 -- the department should adopt a policy to express its appreciation to all employees and make special effort to recognize good work produced. (E-4, E-5, T-3, T-4) In any significant change to an organizational mission or operational model, it will be necessary to continue all effort of employee support.

Policy 3 -- the chief and senior staff should adopt a policy to interact with the community in establishing partnerships

for the purpose of ensuring the continued delivery of services that are beneficial to the community. (E-1, E-2, T-1, T-5) This will provide a connection at the top level of the agency for the community input necessary.

Policy 4 -- the department should adopt a policy to explore all avenues in regards to evolving into a more efficient operation. Technology will need to be embraced to allow the agency to conduct all functions which may be required in the future effectively and professionally. (E-5, T-2, T-3, T-5)

As the analysis of the trends and events forecast in the hypothetical mode indicates it will be necessary to be prepared to redesign the police organization to more effectively handle community concerns about the delivery of police services. These policy considerations will provide a base upon which to build a strategic plan for this purpose.

**STRATEGIC**

**PLAN**

## STRATEGIC PLAN

### INTRODUCTION

Between 1992 and the end of the decade, the National City Police Department will encounter many difficult problems in providing police services to the community. Many of these problems will center on the level of funding, either from local resources, or from other yet unidentified sources. The introduction to this study identified the basis for this dilemma. Because of increased demands for services, department administrators of all law enforcement agencies will be required to review the manner in which resources are expended and may have to resort to analyzing whether revenue for police service can be generated through the delivery of those regular and/or unusual services.

In the previous section, the Futures Study, a series of potential events and critical trends in the larger environment were identified as having significant influence on the issue of law enforcement operations within the next ten years. The hypothetical scenario developed in that Futures Study poses a future that is potentially more real than just letting the forecast events and trends play themselves out. Many of these trends and events suggest that it may be necessary for the National City Police Department, as well as many others, to operate under a different style of policing. As has been suggested by the scenario, which included the significant trends and events in the normative mode, such agencies may operate under

a more business-style philosophy in the future. This does not mean that there will be a profit motive orientation, but one in which law enforcement agencies may have to examine and implement more cost recovery program, and to actually contract out services that are traditionally been delivered by the public sector.

#### Mission Statement

The first step in defining the strategic plan for the future state focuses on the development of a mission statement. Mission statements provide direction to the staff and the public on the overall direction of the agency. When devising the mission statement, the writer took great effort to ensure that input was received from all levels of the National City Police Department. Suggestions for a definitive mission statement were obtained in an anonymous survey, collected, and during an executive committee with the Chief of Police, two captains, and six lieutenants in a day long workshop, the following mission statement was compiled. The Macro-Mission statement incorporates the broad based objectives of the agency and the Micro-Mission statement provided direction to the agency on the future issue.

#### Macro-Mission Statement

The National City Police Department will provide professional police services that those within our community deem as necessary to improve the general quality of life within the residential, business, and educational components of the City. The services provided will be directed toward the pro-active effort to reduce crime, to eliminate or reduce source areas that create crime, or situation that encourage the opportunities for crimes to occur.

In developing the mission statement, there were considerations given toward the issue of having a business-oriented philosophy in the delivery of services to the

public, in the scenario selected for this process, and in policy considerations.

#### Micro-Mission Statement

The National City Police Department will conduct its operations in an environment of business orientation in which considerations will be given toward the fiscal feasibility of providing certain services. Decision will be influenced by community input based upon needs and expressed community desire to support such services.

The National City Police Department will insure that officers and employees are of the highest caliber and are maintained in an atmosphere of continual and current training regarding the technological, professional, and culturally sensitive delivery of police services to the community.

#### Situational Analysis

In order to formulate a strategic plan and then manage the change from "what is" to "what should be", a firm understanding of the present situation and an analysis of the organization environment must be conducted.

#### Environment

The City of National City is an ethnically diverse and criminally active city of 8.5 square miles containing some 55,000 residents. It is just south of the City of San Diego and situated thirteen miles north of the International Border with Mexico. The City is a general law city with a council-manager form of government.

Demographic changes within the City have been very dynamic over the past twenty years (1972-1992). The population has shifted from that of a predominately white middle class bedroom community near San Diego, to that of a predominately Hispanic community permeated with high density housing commingled with

light industrial and commercial areas. National City is dependent upon a diverse base of revenue generating components. Fifty-eight percent of its revenue is generated by sales tax (30%) and other intergovernmental sources (28%). Property taxes generate only 6% of the City's annual revenues. Obviously, National City's fiscal health is greatly dependent upon the general economic conditions outside the its geographical boundaries.

Trends and Events Perceived as Opportunities That Support the Achievement of the Mission

The previous trends and events identified in the Futures Study were examined to determine whether those trends and events would support or hinder the achievement of the stated mission and micro-mission of the National City Police Department. The analysis was conducted with the assistance of two law enforcement managers from the National City Police Department, Lieutenants Mike Connelly and William Osburn.

Crime Rate (Increase):

Demands made upon the National City Police Department will continues to increase. National City has perennially lead all San Diego county cities in the level of crime (7), both FBI Index Crimes and violent crimes. The Futures Study forecast that the crime rate will continue to increase on the average of about 5% per year during the period 1992-2002. This forecast, coupled with a movement toward increased community input into the police department, will encourage an effort by police administrators to manage their respective departments as efficiently as possible.

Although this environmental influence may appear to hinder the department in achieving its mission, just the contrary should occur. The community affected by the crime rate increase will communicate the need for selected services because of perceived security issues. It will be imperative for the department to provide demanded services as dictated by the community.

Restructured Training Methods:

Restructured training methods directed toward business management will assist the department in achieving its stated mission. Business oriented training must occur at a time in an officer's career when the information gained will be put to use immediately after the training. It may be similar to the current training offered by the Commission on Peace Officer Standards and Training (POST) for new sergeants and lieutenants, which includes subject matter current to today's issues. This restructured training would include subject material dealing with typical business and management issues, applied to a law enforcement setting.

Fee Assessment Districts:

The Futures Study revealed that the public will be somewhat reluctant to continue funding law enforcement activities. It was a consensus opinion of the forecasters that some geographical pockets of the community would support fee assessment districts to provide additional resources for police protection. Since the services delivered to the districts generate revenue, that service can be considered as a revenue generating service and



informed decisions can be made in regard to continuing, increasing, or eliminating the service based upon the cost of delivering that service.

Though forecasts suggest that the public will be reluctant to increase resources for law enforcement activities, it was also forecast that the fee assessment districts will become popular to those communities desiring more than "basic" police services.

Police Charging Fair Market Rate For Services:

This may become the one forecasted event that mandates the department assess service delivered based upon revenues generated. A market rate for police services will attain a certain level of value determined by the demand for those particular services. Should there be little or no demand for specific services because of the costs charged, those services will not be offered. Or some private firm will elect to provide those services at a reduced rate, thereby setting up the more traditional market place balance of competing service delivery interests.

Trends and Events Perceived as Obstacles That Hinder the Achievement of the Mission

Public Willingness to Fund Law Enforcement Activity:

While increased demands for services are anticipated, the Futures Study revealed that the public will be very cool toward increasing resources for law enforcement activities. This will make it difficult for progressive police managers to resort to innovation in providing other than "Basic" police services.

Police Officer Licensing:

This event would cause an immediate cost increase for the county and municipal agencies that field sheriff and police department personnel for police services. Recruiting and retention would become an immediate concern. Training, recruiting, and retention are of significant cost and those costs would only increase.

User Fee Experience:

Although not listed as either an event or a trend, this is a circumstance that will occur. If the National City Police Department begins to charge a user fee for services, the experience should have a negative impact on the community's perception of the police department's efficiency.

Increasing Undocumented Person Population:

National City will continue to have an increased percentage of population that is of Hispanic descent. It was also forecast that many of this Hispanic population will be either newly documented immigrants or numbers of undocumented people, mainly from Mexico and Central America. A high percentage of these persons will be financially unable to pay for service that will be rendered by the local police agency. This will create a problem similar to those encountered by other professional groups when dealing with financially disadvantaged groups. The service probably will be delivered at the expense of other taxpayers.

Perhaps the current health care system crisis in America will offer a model for the delivery and financial payments of critical police service.

## ORGANIZATIONAL CAPABILITY

The National City Police Department is currently a very integral part of the community. During the 1980s, the department made great strides in relating to the community and its residents. It has become obvious to senior staff members as well as the rank and file that the department could no longer operate in a vacuum within the confines of an economically disadvantaged community. The department evolved, in a somewhat short period of time, from an all male, vastly Caucasian, department to a department that understands that its demographic composition would rapidly have to reflect the community served. Although more movement must be made regarding a representative workforce, the department has gone from zero percent female officer to ten percent during the period 1987-1992, and minority representation has gone from three percent to thirty percent in the same time period. In short, the department's attitude in delivering police services had to change from that of an "army of occupation" to that of an organization that realized it existed to serve the community.

Presently, the department is very capable of achieving its stated mission. Still, when the environment changes, as it certainly will, when confronted with the forecast trends and events in the Futures Study combined with some environmental influences added in the strategic plan, the department's ability to achieve its mission will be deleteriously affected.

### Organization Strengths and Weaknesses

A focus group of senior staff members (8) assisted this  
(43)

writer analyze the internal environmental strengths and weaknesses of the department. Brainstorming with the objective of identifying the internal factors lead to the establishment of a list of internal strengths. From this extensive list, a consensus meeting narrowed the list to the following five critical strengths associated with carrying out the mission:

\* Department has youthful workforce.

Because of the relative youth of the workforce, the organization can more readily react to the forecast environmental changes. Younger officers and employees are not as set in their ways and are more adaptable to accepting change.

\* Administrative and executive staff education level

The upper echelon of the department has a group that have availed themselves to educational opportunities throughout their careers. As a result, the group is relatively sophisticated and are not opposed to being exposed to increased educational and cultural experiences. They are much more willing to take calculated risks.

\* Work ethic within department is of high caliber

For a variety of reasons, department personnel have always embraced an extremely aggressive work ethic. Identifiable production standards such as number of arrests, calls handled, crime reports written, and field interviews conducted are much higher than figures from department of surrounding cities. There has always been an attitude within the department concerning all officers and employees "...carrying their fair share...". Peer pressure exerted toward those who are perceived as not contributing to the effort is usually swift and effective.

\* Small size of department creates close interpersonal relationships

Due to the relatively small size of the department with a limited number of officer and support staff, all individuals know one another and have an air of trust and respect between officers, supervisors, support staff, and administrators. This is viewed as a strength due to the strong bonding between individuals

and drawing upon one another in times of change.

\* Department has core of shared values

The Values Statement (Appendix D) contains the guiding principles of the agency which includes a commitment to protect lives and property, a value for honesty, integrity, and truthfulness, a value for the worth, dignity, and rights of all people served, and a value for community input on all issues relating to the operations of the department. All of the values are important to the organization and the individuals, but two ethical components stand in outline on this issue of service delivery. Honesty and the treatment of the members of the community. It is recognized that lying on police matters will result in termination and that unnecessary verbal or physical abuse is not tolerated.

The following weaknesses were identified in the focus group discussion:

\* History of chronic shortness of resources

A variety of reasons exist that leads to this condition. There is no expressed priority for police service in respect to other city department. Any budgetary cuts or augmentations are generally made across the board with all city department treated equal. This type of budget approach does not provide for prepared substantiation input into the budgetary process.

\* Awareness of administrators to technology

During the past ten years, the police department has been very ineffective in proposing solutions to organizational and operational obstacles, usually recommending additional manpower and neglecting the opportunities provided by technology. Work done by the department has remained very labor intensive and hence not very efficient in the light of the possibilities of technology.

\* Level of trust between labor organizations and city administration

Effective leadership should affect a partnership between the employees of the department and city administration. Though the history of the relationship between city administration and the National City Police Officers' Association (NCPOA) is marked with

lawsuits, work-actions, and cross-accusations, efforts must be made to put the history to rest. A modicum of trust between the two entities must develop in order to carry out the necessary changes in the future.

\* Department isolation from the community

This isolation is beginning to break down as new department managers take part in and encourage other officers to take part in community functions. However, this is still a handicap to the department's efforts to interact with the community.

STAKEHOLDERS

Stakeholders are individuals or groups who have an interest in the outcome of the issue, that can impact what is to be done, or are impacted by what is about to be done, In any strategic plan the critical stakeholders must be identified and their assumptions calculated regarding their reaction to the strategic plan. These assumptions should be anticipated in order to prevent a stakeholder reaction from deterring the effort in formulating the strategic plan. The following stakeholder identification and analysis was conducted by this writer working with the other two department managers - Osburn and Connelly.

1. City Council Currently the City Council has four men and one woman. There are three white males, one of which is the mayor, one Hispanic male, and one Hispanic female. The form of government is the council-manager form with the mayor elected directly by the electorate.

Assumption A: Because of the concept of providing services as efficiently as possible, the City Council will be supportive of the desired strategy.

Assumption B: The City Council is very reactive to attitudes of other stakeholders, which is consistent with any politically motivated group. They will be attentive to support or resistance from the other stakeholders involved in this strategic change to the police department.

2. Chamber of Commerce National City derives 30% of its revenue from the sales tax. The Chamber of Commerce has always supported the police department's programs. Since there is no perceived damage to the business interest, this support should continue.

Assumption A: The Chamber will be supportive of the strategic concept. The Chamber will continue to support the police department and since there is no perceived damage to the business interest, the new department operation strategy program should receive the Chamber's support.

Assumption B: If there is a reduction of service delivery, the Chamber will be concerned about adverse effects to the interests of its members. This reflects the Chamber's sensitivity toward the police service given to its members.

Assumption C: The Chamber is susceptible to politics, can be lobbied by opponents of the strategic concept. This assumption can have a negative impact from opponents, but also have a positive impact from strong supporters.

3. The Miracle Mile of Cars A main thoroughfare in National City, for over a mile, consists of new and used car dealerships. This group of business interests have formed an association for the promotion of their common good as a group. The association, though they are supportive of the City, is often at odds with the City Council. More often than not, the issue of dissention between the City Council and the business association has been the Police Department. The automobile dealers' association has most always been supportive of the police agency and its officers. The association has often brought pressure to bear in support of the officers in collective bargaining issues.

Assumption A: The Miracle Mile of Cars association will be used by the NCPOA, in support of their labor desires, to bring pressure on the City Council.

Assumption B: The association has deep rooted concern about continued security for their facilities and stock. This concern is responsible for the Miracle Mile of Cars association's support of police in general and the NCPOA specifically. Any threat to the continued security for their facilities or stock will be resisted.

4. Plaza Bonita Merchant's Association Plaza Bonita is a very large regional shopping mall located in National

City. Since the Mall is midway between areas frequented by competing gangs, security issues relating to the customers, facility, and surrounding area is a great concern. The director of the Merchant's Association is always in conference with police administrators and other city officials attempting to get full-time police presence at the Mall, at any cost.

Assumption A: Dependent upon the police department for protection against the frequency of gangs loitering in or near the Mall. This has been and is still a strong area of concern due to the perceived threat of customer intimidation that occurs when gangs are present in the area.

Assumption B: Mall management will apply pressure to the City Council, both as a group and as individual members. This tactic has been successful in the past.

5. National City Police Officer's Association (NCPOA) Traditionally, the NCPOA has been a very active and politically successful labor organization. The NCPOA has used other listed stakeholders to carry their banner on causes that the association felt would be mutually beneficial to the City and to its members.

Assumption A: NCPOA will adamantly oppose any reduction in forces of its represented officers and employees for any reason. The Association is extremely sensitive toward any efforts to reduce their membership.

Assumption B: The NCPOA will utilize other stakeholders to apply political, fiscal, and social pressures to individual Council members, business interests, and community groups.

Assumption C: NCPOA has broad based community support which it can call upon in support of its desires.

6. School Administration There is one high school, one junior high school, one middle school, and nine elementary schools in the public school system. The elementary schools are administered by the National School District; the junior high and middle school, along with the high school, are administered by a regional school district encompassing the entire Southbay region of San Diego County. The two school districts work closely with each other in lobbying the City in common interests for their common benefits. They have successfully obtained one full-time officer for security and educational purposes for the middle school, junior high school, and high school. Two full-time officers



have been authorized for the D.A.R.E. program in the elementary schools.

Assumption A: The school administration will oppose reduction of service if it affects officers assigned to the schools.

Assumption B: School district administrators will use political activity to lobby City Council members for continued police involvement in campus activities.

7. Property Owners Sixty-five percent of the residential property in the City is non-owner occupied. Much of the City is in a declared redevelopment area. There is concern that much of the residential property could be redeveloped by absentee landlords into either commercial or light industry. Much of these areas are inhabited by Hispanics and there is an air of distrust by Hispanic residents in the current direction that the City Council has adopted for future governance of the City.

Assumption A: This group will not actively oppose organizational changes unless excessive charges are levied against residential property.

Assumption B: This group will support police oriented programs as they are totally dependent upon the police department for security and non-medical emergency service responses.

8. Hispanic Residents Approximately sixty-three percent (63%) of the City population is of Hispanic descent. Many of these are longtime city residents, but a substantial number are either first or second generation immigrants. This group of citizens has not been proportionately represented either in the political arena or in the police department.

Assumption A: Will oppose service reductions, despite the stated reasons or touted benefits. Many Hispanics are economically depressed and live in less than desirable areas of the City. Many are victimized more often than residents living in the nicer areas of the City.

Assumption B: The Hispanics want to be included in the formulation phase of any changes in plans to alter the level of police service delivery. This group of citizens is beginning to awaken politically and are demanding a stronger voice in the governance of the City.

9. Pacific Rim Residents This constituency of Filipinos, Southeast Asian, Samoan, and Guamanian residents is still small in demographic percentage, has not been successful politically, but is rapidly increasing in numbers and in political power.

Assumption A: This group will be supportive of police department plan for change.

Assumption B: At this time, this group has little impact politically because of their lack of interest in areas that do not directly affect them.

10. Church Groups The represented church groups have been extremely successful in catching the attention of individual members of the City Council throughout the past years. This group consists of various citizen and business group members previously detailed in this study. Those individual group causes pushed by the other groups would be reinforced by the church group members.

Assumption A: The church groups has always supported police programs and would be expected to continue the voice their support for new department programs.

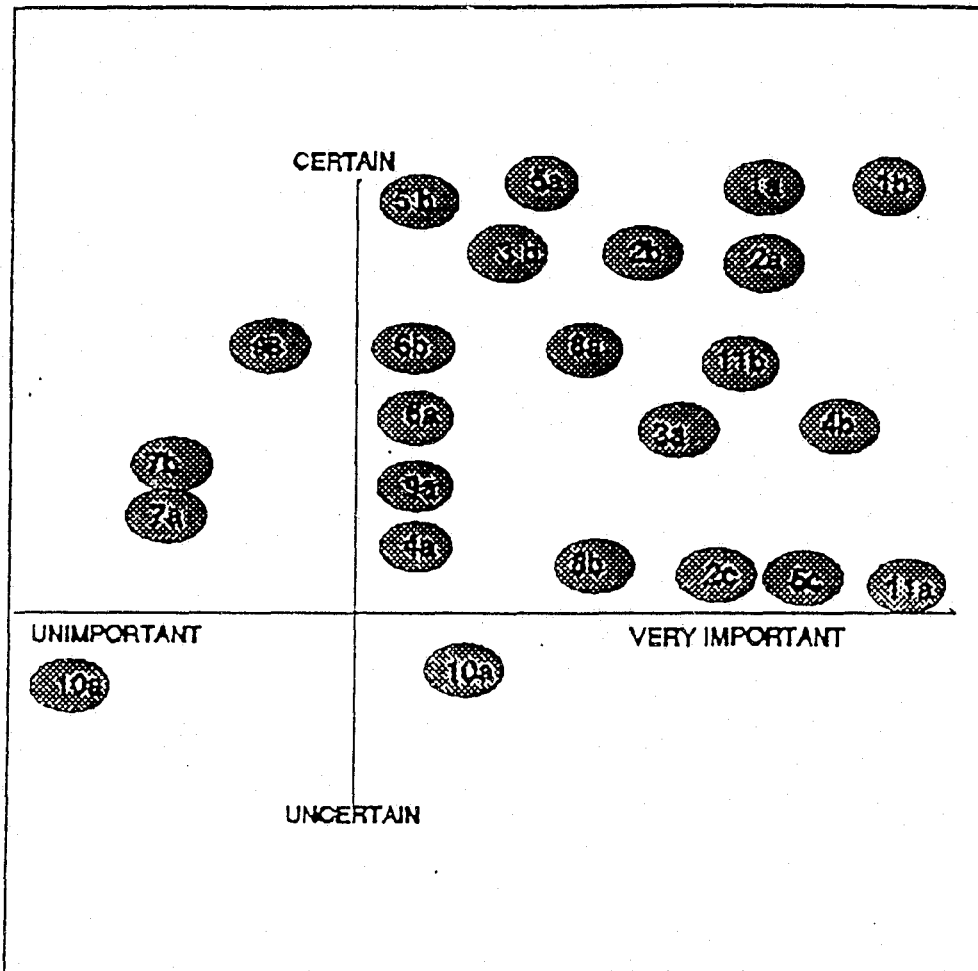
Assumption B: The church groups will do little other than voice their support, not likely to take a very active role in pushing for change in police operations.

11. Senior Citizens (Identified Snaildarter Though the City is roughly twenty percent (20%) Anglo, most of those are over 50 years of age and comprise at least sixty percent (60%) of the registered voters. Controlling the senior block assures election and re-election. If the senior citizens are opposed to an issue, it is likely to be defeated at the polls or in the halls of the City Council.

Assumption A: The senior citizens are very supportive of the police department and will continue to support any program that provides more security for them.

Assumption B: This group can be depended upon to convey their support to local politicians who will listen and respond accordingly.

### STAKEHOLDER ASSUMPTION MAP



Stakeholder Assumption Map - Used to chart certainty and importance of assumptions about identified stakeholders.

### ALTERNATIVE STRATEGIES

Using a Modified Conventional Delphi process, in which a group of individuals individually consider the results of the Futures Study, the environmental analysis of the organization, and the selected scenario, three alternative strategies were developed for consideration for inclusion into the strategic plan. These three alternative strategies were developed by a panel comprised of the following individuals from the National City Police Department:

William Osburn, Detective Lieutenant

Mike Tricker, Lieutenant Team Commander

Craig Short, Administrative Lieutenant

Mike Connelly, Administrative Lieutenant

R. P. McMartin, Training Sergeant

Michael Iglesias, Patrol Sergeant

Ray Allen, Traffic Sergeant

The panel was presented with information that contain information on the situational analysis of the organization, trends and events perceived as threats and opportunities, strengths and weaknesses of the National City Police Department, a mission statement, and instructions on the MCD process. After one round of the MCD, the median responses were provided to each participant in the MCD panel for comparison of their individual initial evaluations. After a voting round, the data was compiled and three alternative strategies were selected for consideration.

These three alternative strategies are:

\* Existing Organizational Structure (Traditional Organization)

The current organization is not unlike many municipal police organizations and has a chief of police as the chief executive officer with direct responsibility over two captains that each command one of two divisions, which are Operations and Support divisions. The operations division is responsible for the patrol function, including traffic and investigative duties. The support division has responsibility for records, communications, crime analysis, internal affairs, and civil process.

The MCD panel opined that even if the organizational strategy was to change, in that operational decisions would be more oriented toward a business philosophy and that these decisions would be more influential in making and following policy, this would be the easiest to promote to the stakeholders since it involves less change to the organization and to the employees. This was based on the following pro and con evaluation points:

- Pro: \*
- \* Easiest to initiate. Existing structure could be used.
  - \* Equal number of officers if not more utilized. Number of officers often political if reduced.
  - \* No stakeholder opposition.
- Con: \*
- \* Expenses will continue to escalate.
  - \* Service demands will continue to increase, resources will remain static, or at best increase slightly.
  - \* Innovation will be discouraged as all efforts will be expended in attempting to deliver services.
  - \* Efficiency will decrease as police department operates as a traditional bureaucracy.

An analysis of the stakeholder's probable position on this strategy finds that most of them will support the strategy with those not in strong support taking a neutral position.

- \* Form Cooperative Police Department with City of Chula Vista

This strategy would be particularly difficult to implement. Part of the task of gaining community support would be to prove to the City Council that the plan is both feasible and fiscally prudent. A showing of savings would be the pivotal point. The larger the savings, the easier to convince the Council of the correctness of this action. Other than for community pride, that pride and local control issue in having their own police department, most other stakeholders would not be difficult to convince with one notable exception. The police officer's association would be vehemently opposed, with a no holds barred approach to protect their interests. The officer's association, NCPOA, would attempt to enlist other stakeholders to their side in this issue.

Any attempt to implement this strategy would require concerted effort to convince the other stakeholder of the positive aspects of the issue in order to reduce the potential conflict with the NCPOA effort to resist the formation of a cooperative agency. The political ramifications would be immensely difficult to overcome. The formation of a Joint Powers Agency probably would have to be used to govern the two departments.

- Pro: \*
- Financial savings would be substantial. Personnel costs, equipment costs, liability costs would be reduced and shared.
- Con: \*
- Loss of internal control as to personnel issues, such as terminations and promotions.
  - \* Since employee groups would likely resist strongly and perhaps never agree to this strategy, the City could expect continued litigation initiated by former officers and support employees.
  - \* Ill will directed toward City by ardent police supporters of which there are many within the City.
  - \* Alliances would be formed by business community to insure adequate or better police protection in relationship to the residential area.
  - \* Political disputes about amount of service received in comparison to amount of resources expended would be in dispute by both cities.

An analysis of the stakeholder's position on this strategy finds that there would be strong support from the City

Council, Chamber of Commerce, Plaza Bonita, the Hispanics, but opposition from the Mile of Cars, the NCPOA, and the schools.

\* Hybrid Organization

This would be an organization that has sworn, non-sworn, and independent or organization members. The chief of police, division commanders, mid-managers, some first line supervisors and a corps of a fifteen armed response officer group, including an asset seizure team would all be sworn officers. A few classified positions in the property and evidence assignments, and in report taking would need to be city non-sworn positions in order to ensure critical functions are not compromised. All other functions, including security patrol, investigations, training, records, crime lab, parking enforcement, and some traffic functions, would be contracted out to private firms for delivery of service.

The strategy is based upon an analysis of the various functions within a general municipal police agency and a determination that they are not of sufficient revenue generation capacity for a police department to maintain the service. There would still be a need for such services, and they would be contracted out to private firms under stiff guidelines. The private firms should be able to deliver the service at a lessor cost rate due to a reduction in salary. Private security firms are able to reduce salary in many areas when the very high risks of police service are removed. Only those general services that do not have such high risk would be amenable to contracting out.

- Pro: \*
- \* Corps of sworn officers still allow the city to maintain a legally recognized police agency.
  - \* City administration maintains local control over policy and operations of police agency.
  - \* Personnel costs, maintenance and operation costs reduced in relationship to traditional organizations.
  - \* Costs reduced or practically eliminated when services are contracted that are determined to be costing more than revenues generated.
  - \* Efficiency increased when business decisions are used with determination of service delivery and method of doing so.

- Con: \*
- \* Police officer's association will resist deployment of any strategy that will reduce the number of represented positions.
  - \* Fragmented multi-organizational structure difficult to administer and manage.
  - \* Standards difficult to maintain.

An analysis of the stakeholder's position on this alternative strategy indicates that there would be strong support from the government entities (City Council) and the business stakeholders, but there would be opposition from the NCPOA. Other stakeholders would be neutral on this strategy.

#### Preferred Strategy and Implementation Plan

From a business oriented standpoint, the preferred strategy selected for implementation is the Hybrid Organization alternative. This strategy provides for the delivery of priority services, such as emergency response to major or violent crimes, provides for security services for routine services, and for investigative services. It provides a mechanism in which community input would be received and determinations made about requested services other than the emergency types. Cost effectiveness will become a primary functions in administering the selection and delivery of police services.

The implementation process will of necessity begin with the traditional organization in place. For each service delivered, an evaluation will need to be made as to whether the service generates enough revenue to justify the continued delivery of the service by the police department or whether the service should be contracted out to a more efficient cost benefit level. The evaluation scale will range from deciding if the service is worthy of delivery at all, to which type of delivery agency. If



the service is of such importance, or of such demand that its delivery must be continued, the delivery of routine services can be contracted out to a private firm.

This overview is a simplification of a process that will involve many people from a variety of background, many of them from the groups of identified stakeholders. The process will require that evaluation committees be created. Dependent upon the expertise and background of the committee members, different groups will be assigned to evaluate services on a scale of importance to the community and to that particular group. This process should begin as the first step in the implementation plan and should begin in the year 1993. While the current organization structure continues as the framework for the delivery of police services, implementation planning will begin for the transition to the future state of the Hybrid Organization. The following chart depicts the transition for the current state to the desired future state of the Hybrid Organization.

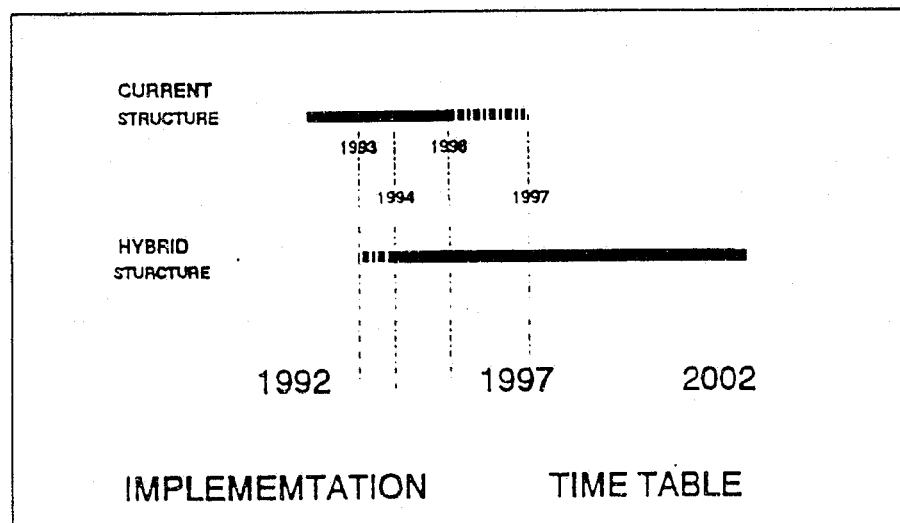


Figure 12 Chart depicts approximate time line during which transition would occur.

As services are either eliminated or contracted out to private providers, a corps of police officers and supporting staff would be retained for response to those police incidents in which armed intervention would be necessary.

A continued evaluation would take place over a period of years in order to modify the necessary changes, evaluate the delivery of the types of services, and to make adjustments as the cost factors increased or decreased. Much in the same mode of the business community of evaluating the return on investment aspect. It is expected that a period of no more than two years would be required to complete the initial evolution of the current organization to the Hybrid Organization model.

While the structure of the Hybrid Organization would be somewhat fragmented during this transition, some degree of cohesiveness would be maintained by carefully planning the implementation. Regularly scheduled meetings with many of the key stakeholders would be necessary so that policy requirements and performance standards could be transmitted from the current police administration to the representatives of the private providers. This period of time, which should take approximately one year, is indicated in the time line by the broken line adjacent to the Current Structure in the above detailed chart.

The chief of police in the current organization would have to be of sufficient organizational skill and leadership qualities to be able to communicate effectively those policies and standards required of the private provider organizations.

## NEGOTIATING ACCEPTANCE OF THE STRATEGY

One major facet of implementing a strategy to change a current command and control model of police to the Hybrid Organization model is the problem of negotiating the acceptance of the strategy with the key stakeholders. Any negotiating tactic must take into account the need to move the stakeholders to acceptance of the strategy, to gain their support, or to negate their influence in hindering the strategy. The following information details the approach to be used with the National City Police Department effort to achieve the desired future state.

### Position

It must be understood that key components of this strategy are:

- \* Business oriented operational decision are the rule;
- \* Eliminating services that do not produce sufficient benefit to justify costs; or,  
Contracting services that do not produce sufficient benefit to justify costs;
- \* Monitoring community reaction to services being delivered is crucial; and,  
Using the data received to eliminate services not judged as critical to the police mission;
- \* Maintaining a corps of tactical armed police officers for use in responding to incidents in which there is a high possibility of violence;
- \* Maintaining a sworn administrative staff to direct the Hybrid Organization model.

### Critical Components

- \* Business oriented operational decision:  
This component is absolutely critical for

successful deployment of the chosen strategy while also attaining the objectives of the stated mission. This decision function must remain within the confines of the police department.

- \* Contracting services that do not produce sufficient benefit to justify costs:

There will be services that are costly to deliver and are not justifiable under a business philosophy but are desired by the community or of such importance that demand for the service will continue. Police administrators must retain the latitude to retain the service or to contract this service to private firms if it can be shown to be less costly.

- \* Maintain corps of tactical armed police for use in responding to incidents in which there is a high possibility of violence:

All functions for which contracting is done to continue delivery of police services are those functions not requiring the response of a well-trained, highly paid armed police officer. Still, there will always be incidents in which armed response is not only appropriate but mandatory. It is for these reasons that a corps of uniformed police officers, similar in training and experience to police officers of 1992, are needed to deliver emergency response. This service and its costs must be absorbed by the agency.

#### Negotiable Components

- \* Eliminating services that do not produce sufficient benefit to justify costs:

It is understood, and detailed in the previous discussion on critical components, that there will be services that are too costly for the agency to deliver, yet will have a high priority within the community for delivery by a police agency, not a private contractor. For these reasons, rather than eliminating the service and risking the community displeasure, latitude must be given to the agency in deciding to provide the service, either by contracting with a private firm or allowing

the agency to charge sufficient user fees to recover the costs plus identified administrative costs.

- \* Monitor community reaction to services being delivered using data received to eliminate services not judged as critical:

The ability to determine the demand for the services will enhance the agency's ability to alter its operation to remain efficient, yet at the same time provide as proficient an operation as possible. However, there can be modifications to this function it can be used to ease any reluctance that certain critical stakeholders may display.

### Critical Stakeholder Analysis

The five most critical and influential stakeholders were identified as:

City Council

Chamber of Commerce

National City Police Officer Association (NCPOA)

Hispanic Community

Business Community represented by Miracle Mile of Cars Dealers

The analysis of the individual stakeholder's position regarding the key components of the selected strategy is not easily summarized. Due to their individual interests in the police agency and its role in the community in achieving their desired future, a variety of responses can be expected from the various stakeholders, and some of them quite unexpected.

City Council: The City Council, unlike many stakeholder, is not susceptible to how a certain position will affect the Council as a body or individual members. However, the Council will be

very sensitive to how certain strategies or tactics in implementing the desired Hybrid Organization model will affect other stakeholders, especially those with perceived electorate power. The Council will have strong positive or negative positions toward those components that adversely affect other stakeholders. It is anticipated that a strong positive position will be maintained for components of the desired Hybrid Organization model that includes;

Business oriented operational decisions

Maintaining corps of tactical armed police officers for use in responding to incidents in which there is a high possibility for violence.

The City Council will be very flexible regarding the:

Monitoring community reaction to services being delivered using data received to eliminate service judged as critical

Eliminating services that do not produce sufficient benefit to justify costs

Contracting services that do not promote sufficient benefit to justify costs.

Those components dealing with the elimination of services or contracting out of services can become very politically sensitive with unpredictable results. The Council would adopt a flexible position or apathetic position on:

Maintaining sworn administrative staff.

#### Chamber of Commerce

The Chamber of Commerce would be expected to maintain a strong position regarding the following components:

Business oriented operational decisions

Contracting services that do not promote sufficient benefit to justify costs

Maintaining corps of tactical armed police officers for use in responding to incidents in which there is a high possibility for violence.

The Chamber, consisting of members who are either in business or are community members who support the growth of business in the community, will have a good sense of what the desired strategy objective is in relation to promoting community or business interests. Neither the Chamber nor its members will be adversely affected by these components, and some businesses may benefit.

The Chamber will be expected to maintain a flexible attitude toward:

Eliminating services that do not produce sufficient benefit to justify costs

Maintaining sworn administrative staff.

If eliminated services adversely affect the business community, either as a whole or as a substantial number of members, not only will the Chamber be flexible about this component, but they may actually oppose it. Regarding the staff composition of sworn officers, the Chamber probably will not express any real opposition or support it.

National City Police Officer's Association (NCPOA)

The NCPOA can be anticipated to adopt a strong position, albeit in opposition to the desired strategy, and to the following components of that strategy:

Contracting services that do not promote sufficient benefit to justify costs

Eliminating services that do not produce

sufficient benefit to justify costs.

These components directly affect the continued employment for the officers represented by NCPOA. Any reduction in service deliveries will reduce or eliminate many current sworn positions, reducing the size and effectiveness of the NCPOA. Vehement opposition can be expected from this body.

Conversely, the NCPOA can be expected to maintain a flexible position on the following components of the desired strategy:

Business oriented operational decisions

Maintaining a corps of tactical armed police officers for use in responding to incidents in which there is a high possibility for violence

Maintaining sworn administrative staff.

None of these components possess any perceived threat toward members of the NCPOA, nor to the NCPOA as a representative organization.

#### Hispanic Community Groups

It can be anticipated that Hispanic community members could be represented by several factions, each with a different agenda to the desired strategy. However, they can be considered as a single community group within the factor of a voting block for their overall concerns. With the consideration of them as a voting majority, the Hispanic stakeholders can be anticipated to have a strong position on the following components of the strategy:

Contracting services that do not promote sufficient benefit to justify costs

Eliminating service that do not produce sufficient benefit to justify costs.



Furthermore, the Hispanic stakeholder group is anticipated to possess flexible positions on the following components:

Business oriented operational decisions

Maintaining a corps of tactical armed police officers for use in responding to incidents in which there is a strong possibility for violence

Maintaining sworn administrative staff.

Miracle Mile of Cars (Business Group)

The Miracle Mile of Cars can be expected to possess similar positions on the components of the desired strategy as does the Chamber of Commerce since the individual dealerships possess dual memberships in the Chamber. However, there are subtle differences between the two major stakeholders. One difference lies in the fact that the Miracle Mile of Cars has traditionally been very supportive of the police agency and the NCPOA.

The business interest, represented by the Miracle Mile of Cars, will adopt a strong position on the following components of the strategy:

Eliminating services that do not produce sufficient benefit to justify costs

Contracting services that do not promote sufficient benefit to justify costs.

As with the Chamber, the Miracle Mile of Cars stakeholders will have a strong position opposing those components that will adversely affect their membership. However, there will also be a strong position for any component that has a deleterious effect upon the police officers and its employee organization. Therefore, contracting also will be opposed.

The Miracle Mile of Cars stakeholders will be flexible in their position to the remaining components

Business oriented operational decisions

Maintaining corps of tactical armed police officers for use in responding to incidents in which there is a high possibility for violence

Maintaining sworn administrative staff.

as the members of the business group, nor the police officer labor association will be negatively affected.

Snaildarter - Senior Citizens

A snaildarter is a person or group that is not readily identified as a key stakeholder, but one that can potentially interrupt or stop the selected strategy from occurring. The senior citizens of National City, although somewhat small in actual numbers, does represent a disproportionally high number of registered voters. Many are also members of the Chamber of Commerce as either business owners or associated members interested in the business climate within the City. A good deal of power is wielded by this group of senior citizens. One has only to look at the power represented by AARP (American Association of Retired Persons) to recognize the potential power as a snaildarter by the senior citizens of National City. A strong position is anticipated for the following components of the selected strategy:

Eliminating services that do not produce sufficient benefit to justify costs

Contracting services that do not promote sufficient benefit to justify costs.

Again, any adverse affect upon the snaildarter group will be objected to and the level of resistance will be vehement. A more flexible position can be expected with the following components

Maintaining a corps of tactical armed police officers for use in responding to incidents in which there is a high possibility for violence

Business oriented operational decisions

Maintaining sworn administrative staff.

because of the minimal negative effect that is anticipated by the snaildarter group of senior citizens.

#### Negotiating Strategy

The variety of types of critical stakeholder indicates that a variety of negotiation strategies must be employed. Each of the critical stakeholders must be contacted with a specific negotiating strategy that will entice their support for the desired strategy, appealing to their positive positions and negating their concerns on negative positions. The various types of negotiating strategies that may be used with the different stakeholders include:

- \* Avoiding
- \* Win-Lose
- \* Accommodating
- \* Compromise
- \* Mutual Gain

#### City Council-Accommodating

In negotiating with the City Council, it is of primary importance that the collective and individual politician always be perceived by their constituents in a most positive manner.

If it is determined that Council acceptance is critical, the department needs must take a secondary position to that of the Council. This is especially important in regards to allowing the Council to accept credit for successes, and for the department to accept responsibility for failures. This strategy of allowing the Council to take credit for success, and for the agency to acknowledge failure places high risks for the public support of the agency and for the chief of police as a public leader.

#### Chamber of Commerce-Mutual Gain

The Chamber of primarily consists of business people. When dealing with business interests or groups, the strategy that would appear to be the most productive would be one of expressing an interest in helping the department while at the same time display an interest in helping the business community. The actual act of conducting business employs a strategy of compromise or mutual gain.

#### National City Police Officer's Association-Compromise

In dealing with a labor group, the best that may be expected would be to complete the negotiation process with a compromise agreement. Different expectations from this process would conclude with disappointing results. Preparation should include prioritizing issues that can not be compromised and those that can. This group possess so much emotional energy that this could very easily evolve into a win-lose strategy.

#### Hispanic Community Groups-Mutual Gain

This group of stakeholders, like the Chamber of Commerce, should be considered as a customer or client for services that

will be rendered. Again, the strategy should include charting benefits that will be realized by both the Hispanic community and the department.

Miracle Mile of Cars-Mutual Gain

As with the Chamber of Commerce and the Hispanic community groups, the Association representing the car dealers will be a recipient of services delivered. They must be coaxed into realizing how the delivery strategy will benefit their interests as well as those of the department.

**TRANSITION**

**MANAGEMENT**

## TRANSITION MANAGEMENT PLAN

The recommended strategy for delivering police services to the City of National City during the period 1992-2002 is to form a Hybrid Organization. This can be best described as an organization consisting of a combination of full-time sworn officers dedicated to providing emergency response to crime of violence, full and part-time non-sworn employees that provide necessary support service to the sworn staff in the areas that can not be contracted out to private vendors, and a coalition of private sector firms contracted to provide police services to the community that have been determined by the community to be of lesser emergency response level, or deemed too expensive to provide by uniformed sworn officers as a daily service.

Through a series of community meetings involving various representative community groups, including identified stakeholders, the department will analyze each type of police service presently and in the future that is offered. The cost benefit of each service will be evaluated for the most effective and efficient deliver of that service. Simply put, if the service is determined to cause the expenditure of more resources than revenues it may generate or not provide a substantial benefit to the community, a decision will be made to terminate the delivery of that service by the police force. However, should there be a component within the community that presents sufficient justification to demand continuance of the service. The deficit generated by the continuation of the service to be passed along

as user fees, or efforts made to solicit proposals from private vendors that may provide such service.

As an example, a contingent from the Chamber of Commerce may object if the police agency attempts to pass along the costs of sending an officer to arrest, process, and document the arrest of a shoplift suspect. The affected members of the Chamber may decide that it would be less expensive for them to either hire and train their own security force to detain shoplift suspects, retrieve property, and document the event for eventual prosecution, or they may contract with a private firm to provide this service. Another alternative would be a situation where it was decided that there is sufficient economic and/or political justification for the police agency to continue to provide shoplift arrest service. Should that occur, the agency may contract with private firms to provide a security guard service that can respond and provide the desired level of service. All decisions would be based upon cost of the service and probability of revenues generated coupled with the overall benefit to the community.

As can be deciphered from the forementioned examples, a characterized element of this strategy is flexibility. The organization must be prepared to alter the manner in which it delivers services as well as the services to be delivered. It may, at first glance, appear as though a lot of wasted effort is expended on deciding what services are to be delivered and how that delivery is to be executed. Upon closer examination, it



will be realized that policing is always changing its methods of operation, and with the National City Police Department, the change is more reflective of community needs and desires.

Since the organizational model is considered a Hybrid Organization, a staff of sworn officers would be maintained in order to respond to emergency and life threatening situation. This corps of armed responders would be supported by a staff of sworn officers in an organizational structure very similar to the traditional structured business model that has been downsized in the 1992 mode.

Even though such a structure would begin to look fragmented, a degree of cohesiveness would be maintained by constant communication in which policy requirements and performance standards would be transmitted from police administrators to representatives of the various private providers.

Of critical importance to this strategy is the Transition Manager. The transition to this delivery strategy requires an energetic, dynamic leader/manager who is keenly attuned to the desires and needs of the organization and community. The manager must develop staff committed to making the change work. The manager cannot make the transition phase work alone; a dedicated staff will be required to assist in this process.

The transition manager must be flexible enough to alter the future course should the evaluation data indicate a degree of lack of success. Finally, the transition manager must possess sufficient organizational skills and leadership qualities to be

able to effectively communicate those policies and standards necessary for the successful integration to the private organizations that may be contracted to assume responsibility for selected community policing services.

This transition management plan section examines methods in which the transition is managed and critical mass individuals are identified. Present attitudes in regards to the change of police delivery strategies are analyzed. If there is a need to change any stakeholder's position in regards to the transition change, strategies efforts to alter those positions are discussed.

Finally, methods and technologies are briefly discussed and applied to the National City Police Department. A Readiness Assessment and Responsibility Charting process are developed in regards to determining whether the National City Police Department is prepared to undertake such a future change, and how to chart accountability and communication lines during the transition.

#### IDENTIFICATION OF CRITICAL MASS INDIVIDUALS

Critical mass individuals are defined as the minimum number of components, groups or individuals, who, if actively in support of the desired change, ensure that the change will take place. For this study, three senior staff officers from the National City Police Department assisted in the identification of the critical mass individuals. This was accomplished by the use of an face-to-face polling session. The critical mass individuals or groups were identified as:

\* The City Council

Though the current City Council consists of five distinctly different personalities, the history of this group has traditionally been to display cohesiveness in the decisions made. The Council members have different styles of presenting their viewpoints on an issue, but

will draw together from their individual positions.

In order to depend upon this group of individuals, one must be assured that this body is supportive, not only publicly as evidenced by any votes they may take regarding the selected strategy either in concept or as policy, but philosophically. If two or more of the five individuals have problems with the philosophy of the strategy, the change will be very difficult to bring about without constant interference from the Council.

Currently, the Council would commit to supporting such a transition if two factors could be assured. First, the Council would have to be confident that costs would not increase, regardless if the service level increased or decreased. Secondly, the philosophy and transition to the desired strategy of delivery must not politically benefit any one individual on the Council unless it mutually benefits all.

Great care must be taken to ensure each member of the Council will receive as much credit for what occurred as the other members. Any individual Council member must not be allowed to become a crusader for the transition or the new strategy since that has the potential for turning the remaining members against the action and any attempts at damage control will be futile.

\* The Business Interests

This is a group of individuals that include members of the Chamber of Commerce, automotive dealership owners of the Miracle Mile of Cars, large land developers, and a number of owners of many light industrial companies located within an industrial park within the City.

This group is a very important component within the City. In dealing with business concerns, it is generally acknowledged that the business community is very supportive of local law enforcement. There is, however, an underlying concern that is critically important to the business group. They need confidence in the police agency. There is a belief that an individual business's very existence is dependent upon the service and

protection received from the local law enforcement agency.

Another aspect in the relationship between the business community and local law enforcement is that most business owners don't really care from where they receive police services, as long as they are confident in the ready availability of that source. Many communities have a benevolent association of business people that exists for the sole reason of providing support for local law enforcement. This support can provide equipment, training, educational opportunities for officers, and fund special programs for the agency. This characteristic of the business group can be converted to a positive force in gaining the desired support for the transition effort.

\* The National City Police Officer's Association (NCPOA)

The NCPOA is a collective bargaining labor unit consisting of some 85 representative employees. It represents police officers, senior officers, sergeants, lieutenants, animal control officers, and dispatch personnel. The NCPOA is a relatively militant organization which has, during the period 1987-1992, evolved from interests concerning wage and salary to interests involving working conditions and management concerns.

The Association is politically strong. Any efforts to alter police delivery strategies could be thwarted by the Association's opposition to the effort. NCPOA currently opposes the Hybrid Organization strategy because the Association feels such a strategy would eliminate a good number of positions within the department

The NCPOA will have to be involved in the change process and by being involved in the change process may realize that the change is going to occur and that it would be better for the Association to be included in the process. The minimum that will be required from NCPOA is that the Association not actively oppose the proposed transition. It cannot be assumed that the NCPOA will actively support the effort because it will reduce the number of members significantly which will also reduce the impact the labor association can have in lobbying efforts for causes for which it may care to crusade.

\* Senior Citizens in the community

This group could be easily overlooked by any entity that is not politically knowledgeable about the City and its community. Traditionally, all politicians that have

strived to attain the Mayor's office have been successful only if they pursued and obtained support from the contingent of seniors within the City. The seniors control a block of about 2500 votes. Traditionally, there are about 12,000 registered voters, of which less than 50% vote in any election. This block of 2500 votes is much sought after as it represents almost victory in any election.

The seniors currently support the police department and the method in which service are delivered. To get them to support a change in strategies will require some efforts in "reverse lobbyism". The senior will have to be lobbied by a strong personality who may be a future mayor or strong council person.

\* The Existing Police Administration

This change will not be initiated without impetus being supplied by the police administration, currently and in the future. The other critical mass components do not have the desire, initiative, nor the sophistication in policing to make this change occur. Even though each of them has been identified and are considered as critical in facilitating the transition, each desires police protection. They do not want the protection to become cost prohibitive, but it is not their responsibility to ensure that costs are kept down. They do, however, feel that someone should be responsible and that some one is the police administration.

This responsibility is not taken without some enthusiasm. As indicated on the Commitment Chart, police administration started in the "Make it Happen" field and remained there. Without this factor, the change would not occur within the time period 1992-2002.

<u>COMMITMENT CHART</u>				
ACTORS IN CRITICAL MASS	BLOCK CHANGE	Type of Commitment		
		LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
City Council		X →	→ O	
Business		X →	→ O	
NCPOA	X →	→ O		
Senior Citiz		X ↔	→ O	
Police Admin			X →	→ O

## MANAGEMENT STRUCTURE

To effect a change of this magnitude, a large amount of preparatory work that must be accomplished. The management structure that is selected must be efficient in communicating planned philosophies and policies, while at the same time receiving constant input and feedback on the effectiveness of the change from organizational members and the community. Since the identified "critical mass individuals" comprised a wide divergent group, it is imperative to identify a group within the existing management structure that will relate well with the variety of constituents. The change strategy will require senior staff officers to become more active in the community in order to achieve the desired future state. Police services will be delivered much differently from the current methods of call response. About the only service that is certain to be delivered in a similar manner is that of armed emergency response situations.

The strategy requires representative officers joining the Chamber of Commerce, and other officers becoming active in community activities involving senior citizens. It will be necessary to utilize an influential member of the governing board of the NCPOA for this association to buy into this change and assist in gaining a position of non-opposition. The Chief of Police will be responsible for persuading the City Council on aspects of the change strategy.

For these reasons the management structure that was selected is one consisting of a group of representatives from the various

levels within the current organizational structure. Representatives include individuals from department administration, patrol operations, investigative operations, records unit, traffic function, communications unit, as well as from the NCPOA. These individuals include both sworn and civilian staff. This "slice" of the organization will encourage communication both up and down the organization.

#### Transition Manager

In order to carry out this transition, one individual needs to be charged with the overall responsibility for the task. A Transition Manager is needed to coordinate the efforts of the department "slice" of critical individuals in order to maintain constancy for the transition. In the National City Police Department the Operations Commander is responsible for the active daily enforcement components and is the desirable selection due to the functional responsibilities within current day-to-day operations. Many of the roles necessary for a transition manager are concurrent with those roles assigned to the Operations Commander.

The Transition Manager will be responsible for the development and implementation of the master transition plan. It will be necessary for this individual to map out the various strategies and actions to be taken in order to carry out the overall transition plan. Most importantly, the Transition Manager must act as the center of information, support and resource allocation as the strategic change evolves. The Transition Manager will need to be politically sensitive and

ready to respond to shifts in the political winds.

Finally, the Transition Manager will have to be a master of communication. An overflow of information must be continually disseminated to the critical mass individuals, the other stakeholders, and to members of the entire organization. This will be necessary to reduce rumors, hypothesis, and other horrors that can be generated within any void of information.

#### Organization Structure

As the Transition Management team begins to disseminate information to various components within the organization, a clear vision as to what will be the eventual outcome of the change must be communicated. The factual message of the various steps, of the vision of the future state must be given with an air of confidence in the change, and an all-out effort made to reduce the amount of "negative energy" that potentially exists in any change move. "Negative energy" is defined as that energy expended in frustration, anxiety, threat, or fear of the unknown. As well as communicating the positive factual vision, there must be a system in which feedback on the various steps in the transition change can be received and analyzed.

The existing organization chart of the National City Police Department assists in identifying those other members of the transition team. They are as follows:

Team Commanders - The lower management level consists of designated Team Commanders. There are two patrol lieutenants and one detective lieutenant. These positions manage the daily field and investigative operations. All three team commanders would participate in the transition management team.



Sergeants - A representative number of sergeants should be selected from the patrol, investigative and support functions to ensure breath of communications. One sergeant from each will be selected.

Patrol Officers - Patrol officers should be selected from the patrol, investigative, and support services functions of the department. Additionally, a patrol officer should be included as a representative from the NCPOA.

Civilian Employees - Representatives should be selected from the major support functions within the agency.

The selection of these individuals from the various levels should be based upon their natural leadership characteristics, their creditability within the organization, and their communication skills.

As change is affected it will become important for representatives from the various groups to be counted on to deliver support for the change from that representative group. This is a shared characteristic possessed by most other transition management structures. Change must be accepted, even if the acceptance is orchestrated.

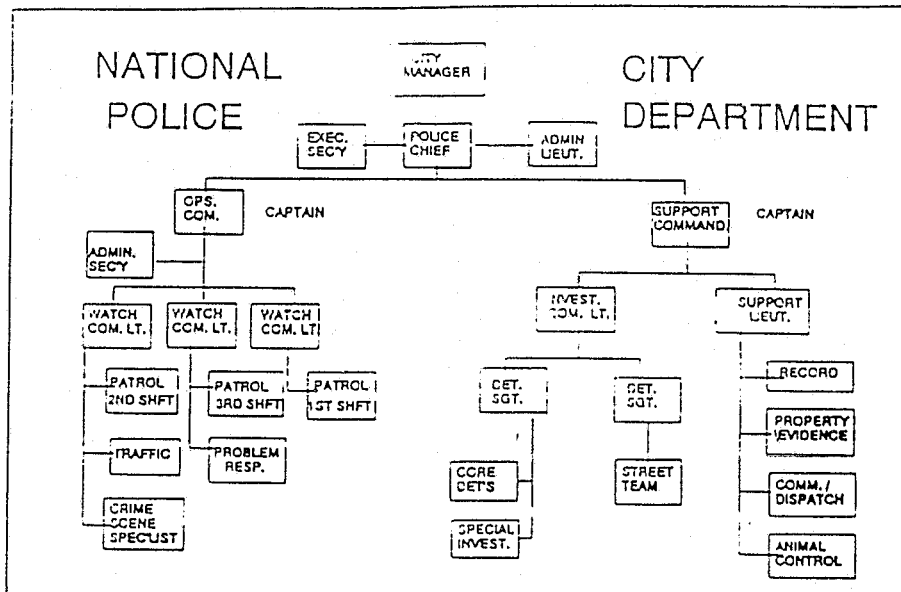


Figure 13 Current Organizational Chart, National City Police Department

## TECHNOLOGIES AND METHODS

### Readiness Assessment

One of the primary preparatory methods that should be completed prior to entering into any planned change is that of determining the readiness of the organization for change. One method utilized to make this determination is called a Readiness Assessment. During this process, an effort is made to locate potential sources of resistance to change.

### Current Status of the Organization for Change

An assessment of the level of dissatisfaction with the current strategy in delivering police services must be evaluated. During any process to determine the level of satisfaction or dissatisfaction with the current level of service, assessors may even create additional concern or increase the level of dissatisfaction with the current strategies by structuring the inquiries that suggests a change is needed.

Assessments should be made into the organization's relationships within the environment. An analysis is needed concerning how the police department fits into the overall structure of the community. Each group or sub-set of the entire community (ethnic, economical, or social) will have different assessments on the department's operations and how the department responds to each of these communities will have to be examined. This will require not only an intense internal inspection of perceived attitudes, but a study of how the community feels towards the manner in which services are currently delivered. Information will then have to be disseminated concerning the

planned strategic objectives of the future state and community response analyzed.

#### Assessing the Organization's Readiness for Major Change

An Assessment Chart (Appendix ) was prepared in order to assist with the process of determining the level of the organization's readiness for change. The chart was utilized in the effort to have a basic understanding of where the key leaders of the National City Police Department, both formal and informal, are in regards to possessing or displaying a readiness to assist in effecting the desired change.

There are three major categories from which the assessment results are formulated. Those areas are:

Awareness Dimensions - The leadership of the department has been assessed as generally possessing a great deal of awareness and understanding as to the current environment as well as an understanding of the nature and complexity of the inter-relationships between the organizations and the surrounding environmental influences.

Motivational Dimensions - There is generally a great deal of willingness for key identified leaders within the organization to undergo the proposed change. There is expressed willingness for the leadership to specify a vision of what the end product will be as well as making the achievement of that vision a top organizational priority.

There is a lesser willingness to do the things that would be considered as uncomfortable, such as acting under uncertainty, or increase organizational dissatisfaction, or to share responsibility in managing change. It is felt that these indications of a lesser willingness is not unique to the leadership of the National City Police Department, but appears to be basically as a result of human nature.

Skill and Resource Dimensions - It is in this category that the department is least prepared. Even though there is a high degree of motivation, the mere fact that the department has not undergone such a massive change is the sole reason for the assessment. The skills and experience on how to facilitate such a change are difficult to assess. It is

felt, however, that the healthy relationships between the leaders throughout the organization will assist in the overall success of the transition.

### Responsibility Charting

When undertaking such a massive project as effecting the transition to a future state wherein the service delivery strategies shift from a government delivery model to a business style contract delivery of services, there must be a division of responsibilities including knowing who has the expressed authority to approve or disapprove any steps in the change process. Without being able to control and document such a process, the potential for confusion, interruption, or failure to carry out the change raises to the surface.

For this particular project, a transition team has been proposed. That team composition, as developed in a prior section of this study, contains a representative sample from a "diagonal slice" of the organization. The individuals identified from the current organizational structure are as follows:

Chief of Police	Investigator
Team 1 Commander	Team 2 Commander
Team 3 Commander	Patrol Sergeant
Patrol Officer	Investigative Sergeant
Records Manager	Dispatch Supervisor
Crime Scene Specialist	NCPOA Representative

The following Responsibility Chart is itself a product of the Transition Team. This chart represents critical functions that need to be addressed in order for the transition plan to occur. The Transition Team agrees as to these critical functions as well

as to the assignment of the relationships. It is important that the agreement not be decided by majority vote, but difference are examined and resolved.

RESPONSIBILITY CHART

ACTORS

DECISION	C H I E F	O P S C D R	T E A M 1	T E A M 2	T E A M 3	P A T S G T	I N V S G T	I N V D E T	P A T O F F	R E C M G R	D I S P S U P	C S S	P O A R E P
COMMUNICATE CHANGE TO PUBLIC	A	A	R	I	I	I	I	I	I	I	I	I	I
MAKE CONTACT WITH EXTERNAL GROUPS	A	A	I	R	I	I	I	I	-	-	-	-	I
COST/BENEFIT ANALYSIS	A	A	I	I	R	I	I	I	-	-	-	-	-
CONTACT PVT SERVICE PROVIDERS	I	A	I	I	I	R	I	I	-	-	-	-	-
MONITOR\ ASSESS CHANGES	A	R	I	I	I	I	I	I	I	I	I	I	I

R = Responsibility  
A = Approval

S = Support  
I = Inform

- - Irrelevant

Responsibility for each function can only be given to one actor. If the group has difficulty in assigning responsibility to any actor, instructions for the process recommend that three actions occur as a result:

1. Break the problem into sub-parts and assign to separate actors.
2. Move the R (Responsibility) up one level in the organizational hierarch by including a new actor.
3. Move the decision about the allocation of the R (Responsibility) up one organizational level.

Once Responsibility (R) has been assigned to the appropriate

individuals, other functions represented by the letters A (Approval), S (Support), I (Inform) can be assigned as appropriate to the task and the individual. A ground rule to be followed is that a decision must be made as to the assignment of the function (letters), and that there can only be one letter in each box.

Care should be taken in creating a sluggish decision process by initially assigning too many A's (Approval) within the same row for a single function. Should an excessive number of A's appear for a function, discussion must occur in which some of the A's can be replaced by other letter, such as I for inform or S for support.

After the Responsibility Chart has been completed, it must be tested out by being assessed by any actors that may have not been present at the session. The objective is to reduce the possibility that a major actors or major actors be excluded. Finally, the Responsibility Chart should be circulated throughout the organization in order to communicate to all concerned just who has responsibility for action in carrying out the transition plan.

The Chart provides aid in determining whether or not performances are up to expectations and assignments. Each individual will be able to continue comparing their own actions to what was agreed upon by the group. The Transition Management Team will also be able to gauge the overall performance, as well as individual performances. Initially, and throughout the transition process, there is an understanding and constant

appreciation of what each individual's role was agreed to have been at the onset of the transition.

For the transition plan for the National City Police Department, each Team Commander was given the primary responsibility for functions that were identified as critical to the process and the Operations Commander was given the responsibility for monitoring and assessing the process and providing feedback to the Transition Management Team for dissemination to the organization.

Even though a majority of the Transition Team members do not have actual responsibility to complete any of the critical functions for the transition, other responsibility charts would be constructed that assign tasks of lesser magnitude but more detail oriented. Regardless, the important characteristic in including all team members in this particular chart is to exemplify how the importance of communication and information dissemination is to this process. This is an important aspect for the specific reason of attempting to reduce anxiety and fear of the change. The more information that is put forth during the transition phase, the less impact will be created by the unknown factors which create more unnecessary anxiety.

In combatting any anxieties that transition to the future state will undoubtedly create, the most effective weapon is continued and informative data dissemination. With the group being selected due to the varied positions in which they are currently assigned, it is important that members of the Transition Team not withhold information regarding any facet of

the transition change. With Responsibility Charting and Readiness Capability assessment for resources, information concerning the change prior to and during the actual process will ensure a reduction in anxieties that may be produced by the major change to a business orientation in police operations.

#### Stated Goals

An agreement must exist as to what goals should be established. It is critically important to the eventual success of the change process for there to be clearly agreed upon and attainable goals. There can be no confusion as to establishing a goal of increasing the efficiency in which police services are delivered by a cost-benefit analysis. The cost of delivering a particular service is compared to revenues that are or could be generated through user fees. There can be no sacred cows in regards to existing aspects of police services. If it is determined that privatization of a particular service is far superior in overall efficiency, then it has to be agreed upon that the delivery of the service is to be no longer provided by the police department and should be contracted out to the private sector.

There must be an expressed expectation for experiencing some periods of confusion during the change process. Though goals have been clearly stated, the Transition Team, as well as the rest of the department, should anticipate a period to time in which confusion may be very evident. The objective of the Transition Team is to reduce the anxiety through clear communication, placement of responsibility, evaluation and



feedback on the various change processes in order to reduce the level of anxiety.

Contingency plans should have been prepared and there must exist an expressed willingness to follow those plans. The management structure must therefore, possess the assessment skills necessary to know when contingency plans should be activated.

There will also have to be an understanding and willingness to use non-traditional bases of power and influence to encourage the transition plan.

#### SUMMARY

Examining the question "Will Medium-Sized Police Departments Operate Under a Business Philosophy By the Year 2002?", this futures study determined the willingness of the public to fund existing type police services and the level of government funding for police services will not increase to levels required to continue existing levels of service. In light of the level of funding by government for police services and the willingness of the public to fund the existing type of services, two potential events were identified and forecasted as having significant probability of occurring during the same period of time. The first was the increased probability of fee assessment districts for police service funding. The second was the increased probability for police charging for services.

The futures methodology utilized in cross-impacting the potential events impact on the critical trends revealed the Policing Charging For Services had the most impact on all other

trends and events determined during the study to have significance to this issue. Charging for service would increase the pressure for fee assessment districts, increase state licensing for police, decrease the crime rate in a positive mode, and decrease the willingness to fund law enforcement, and increase the state budget deficit. While all of these impacts are not entirely encouraging to the continued delivery of police services to the community, it does pose a response to the issue question. Policed agencies may have to try new, innovative, and business oriented operating philosophies in order to cope with a bleak future.

In response to the sub-issue question of "How will generated revenue for providing services be used to recover the costs of service delivery?", the strategic plan developed based upon a hypothetical scenario suggests the funds have to be directed back to the agency and not to general funds, if the agency is to continue operating, even on a very reduced level. It would appear that the major strategy suggested in this study provides the community a method to determine the direct costs for delivery of various types of police service and in order to continue that service the funds would have to be directed back to the agency, or the agency cannot deliver the service.

The organization's structure would have to be significantly changed in order to provide business type service. The oversight and control responsibility would have to remain in the hands of certified law enforcement officials responsible to the laws of California and of the area of the police agency. The chief

executive and management level personnel would have to be responsive to the political pressures for the determination of service delivery, and with the community, determine what services will be delivered and by whom.

The strategic plan developed in this study calls for a cost-recovery model for selected services. The various stakeholders, including the business community, the voting public, recent immigrants to the city, would all want a voice in the decision on the type of service that would be delivered by the agency, and those services that would be delivered by private sector firms. The rationale selected for determining which services would be assigned to the agency and which to the private firms is based on the necessity for armed police intervention. If the situation of service demand is such that a high risk of danger, or immediate arrest is warranted, that service would go to the agency. All other services would be examined on a demand question and a determination as to cost recovery.

While the strategy developed in this study may appear to be a far departure from that change occurring in most law enforcement agencies, the strategy is one that may well be in our future if the demands for service continue as the existing pace, the costs for police personnel continue to raise at current rates, and the level of public accountability continues to increase. A recent article in the U.S. News and World Report (June 2, 1993) reported that the town of Sussex, New Jersey hired a private firm as its police force. The money-strapped community disbanded its police force last year and later decided to rely on a private firm

instead of the state police. Executive Security Inc., will charge approximately one-quarter of the annual police budget.

With forecasted crime rate increases and shrinking resources, along with the lessening public desire to continue funding law enforcement operations, police executives and managers of today are going to have to rely on business philosophies to survive. Revenue generation versus total cost will have to be of a much greater concern at this time leading up to the twenty-first century. Marketing and customer service will become an aspect much more familiar to police managers.

The time would appear appropriate for law enforcement executives and managers to consider how to create new, and very cost conscious, organizations that are capable of leading the forces that are moving more and more citizens to question the present type of expensive police services and making many communities seek alternative delivery methods.

There were many other issues that became evident as the study progressed. Issues that were not addressed involved the legality of contracting certain police functions. It was assumed that laws that prescribe who can perform certain functions and what training would be necessary can be changed to address the changes that are coming. Moral questions were not within the scope of this study. For the purpose of this study, many options were made with personal disregard for humanistic issues. However, it does not necessarily mean that this writer has a personal preference for the options chosen to address a potential future state.

November 6, 1991

To: Nominal Group Technique Panel

From: E. T. Deese,  
Command College  
Class XV

Subject: Futures Forecasting - Trends and Events

UTILIZING BUSINESS PHILOSOPHY  
IN MANAGING A MEDIUM SIZED POLICE DEPARTMENT

Because of shrinking resources, as well as political priorities, it may become necessary for managers of medium sized police agencies, agencies with between one hundred and two hundred total employees, to become innovative in financing the operations of their individual police agencies. There have been many suggestions to reduce the ever increasing expense for providing police services including privatization and regionalization. Both theories have been tried and have experienced various degrees of success.

However, it may be, that in order for police managers to obtain the best possible service, they may need to look towards another concept, That of providing service to the community as would any private service providing entity, and that is with providing the client with the best possible service based upon business oriented decisions. As simply stated as this concept is, it is an immensely complex issue with innumerable political and financial ramifications.

I am proposing for this exercise ten events and ten trends that may effect the issue of " Business Oriented Policing " We will need to determine whether or not these trends and effects will impact the issue negatively or positively, and just how severe the impact will be. However, as a group we will first determine whether or not the given trends and events are possibilities, and if not, replace the improbable ones with trends and events that the group finds more plausible.

Trends are described as several similar events which take place over a relatively short period of time. They are indicators of change. The following trends and events are therefore forecasted:

TRENDS

1. California's Budget Funding: Direction taken during next ten years.

2. Ruralization of population: Ruralization becomes more pronounced as California's major population centers begin to decline in population, and rural areas experience uncontrollable population growth.
3. Police Labor Groups: Police labor groups become more cooperative and increase centralized lobbying efforts dedicated to improving salaries and benefits for officers.
4. Police Corruption: Police officers and specialized units within police organizations are found to be corrupted in situations involving vast sums of money from drug traffickers.
5. Educational Requirements: Educational requirements for police officers are increasing reducing the number of eligible recruit candidates for entry level positions.
6. Internal terrorism: Internal terrorism increases causing injury and loss of life and damage to property to become politically intolerable.
7. Economic Strife: Racial and economic strife increases pitting the ever decreasing anglo population against the pool of minorities in a classic battle of "have's" against the "have not's".
8. Reduction in Military Forces: Cutbacks in defense spending create an increasing pool of unemployed and unemployable workers throughout the state.
9. Migrant Workers and Homeless: Because of the weather, the state continues to attract an ever increasing number of homeless, especially to the southern regions of the state.
10. Federal Immigration Policies: Complete failure on the part of the federal government to institute immigration enforcement along the border with Mexico has allowed an ever increasing influx of migrants. Not only workers, but those who wish to just migrate and attempt to take up residency.

The above described trends could be affected by certain events. Events are defined by futurists as single occurrences. Several single occurrences are required to create a trend.

#### EVENTS

1. Exclusionary Rule: A case law decision regarding Search and Seizure is published which, in effect, voids the "exclusionary rule" and substitutes, as a remedy for officer violation of 4th Amendment Rights against unwarranted Search and Seizure, sanctions to be taken against the officer and the agency employing the offending officer.

2. Police Officer Licensing: Licensing for California police officers becomes law. The licensing statute contains high educational requirements in order for police officers to be licensed.
3. California Earthquake: The long awaited and often predicted devastating California earthquake occurs.
4. Middle East War: War again erupts in the Middle East. Israel launches strategic nuclear attacks on Iran, Jordan, Syria, Kuwait and Iraq.
5. Gasoline Restriction: The EPA orders that gasoline can no longer be used as a fuel in any vehicle owned or operated by any government agency.
6. Private Firm Contracts to Provide Police Service: Major international security company offers to take over police agencies under two hundred total strength on contract basis from city governments.
7. Technological Improvement on Police Weapon: Electronic Weapon is invented that directs an electronic pulse towards a target that leaves the victim completely and totally disabled for approximately fifteen seconds at a maximum range of two hundred feet. The danger exposure is no more than that of a standard Taser from current technology.
8. Lethal Force: California Commission on Police Officer Standards and Training declares that Police agencies should be restricted to the use of non-lethal force only.
9. State of California Divides: State of California divides into two separate states, the State of California and the State of Southern California.
10. Water War: State of California, which runs from San Luis Obispo, north, stops the flow of water from the Owens Valley to the State of Southern California.

This completes the suggested list of Events. Please take ten minutes to review the list. Shortly we will discuss these trends and events, and then add to the list, and/or remove others from the list.



# City of National City Police Department

1200 "A" Ave., National City, CA 91950  
Phone: (619) 336-4400

## Modified Conventional Delphi Process Documentation

### Modified Conventional Delphi Panel

Dr. Louise Phipps, Principal Sweetwater Union High School  
Lt. Craig Short, National City Police Department  
Lt. Robert Harris, Coronado Police Department  
Lt. William Osburn, National City Police Department  
Lt. Michael Connelly, National City Police Department  
Sgt. Pat McMartin, National City Police Department  
Robert Gonzales, Assist. Vice-President, Prudential-Bache

Panel Letter #1

Dear

Thank you again for agreeing to assist in the futures forecasting portion of my Command College Independent Study Project, "How Will the National City Police Department Operate Under a Business Oriented Philosophy by the Year 2002?" While providing input for my trends and events, please remember that I am looking for impacts that these trends and events may have upon my issue. However, please take into consideration my sub-issues which are:

1. How will a medium-sized police department such as the National City Police Department operate under a business philosophy by the year 2002?
2. How will the organization's structure change to provide services?
  - A) How will selected services be contracted with private firms?
  - B) How will agencies suspend delivery of selected services?
3. Why will agencies charge full cost recovery for selected services?
  - A) Why will there be an erosion in public confidence in police departments?
  - B) Why will there be a disbanding of certain divisions when services are contracted to private firms?

A list of trends and events have been compiled that will impact the above issues and sub-issues. This list is a result of research, interviews, and prior forecasting techniques in which



most of you took part. I have taken the liberty of selecting a group of trends and events that will most directly impact my selected issues, the management of strategic planning, and transition methods.

Attached to this document is an explanation that attempts to remind you of the idea behind the trend or event. If my explanation is not sufficient, please call me at 336-4446.

I have chosen the Modified Conventional Delphi process for the methodology to complete my futures forecasting. The inclosed documents are the first of two Modified Delphi rounds. Each should only take a few minutes for you to complete. Please complete the forms as quickly as possible and return them by mail or (preferably) FAX them to me at 336-4422. Since I have a short deadline, I would appreciate your responses within a few days.

The results will be tabulated and I will send you the response in the form of a median response. This will constitute the second round of the Modified Delphi. You will be asked to review the data and determine if you wish to change your original estimate. In this second round, please evaluate the list of trends and events by using your knowledge, background, and opinions. Keep in mind that your analysis should be in relation to the project issues and sub-issues.

TREND EVALUATION (instructions for process)

In futures research, a trend is a series of events. It is ongoing, and the way the statement is presented, is non-directional ( that is, it does not imply increases, decreases, or set opinions). The enclosed trend evaluation form contains five trends. The trend evaluation form calls for you to make estimates on each trend using the base of 100 for today. The estimates asked for are five years ago, five years from now, and ten years from now. Additionally, on the five and ten year forecasts, a diagonal line is provided. The upper portion of the diagonal is for what you think the trend will be. The bottom half is for your forecast of what you think the trend should be, or stated another way, what would you like it to be. An example of trend forecasting is:

TREND	FIVE YRS TODAY AGO	FIVE YRS FROM NOW	TEN YRS FROM NOW		
1	Cost of Housing	80	100	130	190
				120	150

In the case of this trend, the forecast was that five years ago costs were at level 80 compared to the 100 of today's cost. It could also be expressed as 80% of today's cost Five years from now

events that will most directly impact my selected issues, the management of strategic planning, and transition methods.

Attached to this document is an explanation that attempts to remind you of the idea behind the trend or event. If my explanation is not sufficient, please call me at 336-4446.

I have chosen the Modified Conventional Delphi process for the methodology to complete my futures forecasting. The inclosed documents are the first of two Modified Delphi rounds. Each should only take a few minutes for you to complete. Please complete the forms as quickly as possible and return them by mail or (preferably) FAX them to me at 336-4422. Since I have a short deadline, I would appreciate your responses within a few days.

The results will be tabulated and I will send you the response in the form of a median response. This will constitute the second round of the Modified Delphi. You will be asked to review the data and determine if you wish to change your original estimate. In this second round, please evaluate the list of trends and events by using your knowledge, background, and opinions. Keep in mind that your analysis should be in relation to the project issues and sub-issues.

TREND EVALUATION (instructions for process)

In futures research, a trend is a series of events. It is ongoing, and the way the statement is presented, is non-directional ( that is, it does not imply increases, decreases, or set opinions). The enclosed trend evaluation form contains five trends. The trend evaluation form calls for you to make estimates on each trend using the base of 100 for today. The estimates asked for are five years ago, five years from now, and ten years from now. Additionally, on the five and ten year forecasts, a diagonal line is provided. The upper portion of the diagonal is for what you think the trend will be. The bottom half is for your forecast of what you think the trend should be, or stated another way, what would you like it to be. An example of trend forecasting is:

	TREND	FIVE YRS TODAY AGO	FIVE YRS TODAY	FIVE YRS FROM NOW	TEN YRS FROM NOW
1	Cost of Housing	80	100	130 120	190 150

In the case of this trend, the forecast was that five years ago costs were at level 80 compared to the 100 of today's cost. It could also be expressed as 80% of today's cost Five years from now

the forecaster feels that the cost of housing will be 130% of today's cost or an increase of 30% over today's cost and that it should be 120% or an increase of 20% over today's cost. The forecaster feels that ten years from now the cost will be 90% higher than now, but feels that it should be 50% higher. REMEMBER, a trend could go up or down. In the above example, it could go from 130 to 100 between the five and ten year forecast.

### EVENT EVALUATION

The second evaluation asked of you is an evaluation of events. Unlike trends, which are a series of ongoing events, events are things that can or have happened. They are incidents which can be said to have occurred at a certain place or time. For example, the number of earthquakes in California per year is a trend. The Loma Prieta earthquake of 1989 is an event.

The attached Event Evaluation sheet contains a list of five events related to my study issue. For each event you are asked to forecast three things:

- ♦ Years until the probability first exceeds zero. This is your opinion as to when, in years from now, the probability of the event occurring first exceeds zero. Fractions of years are acceptable.
- ♦ Probability five years and ten years from now. This is your forecast as to the probability of the event occurring within five years from now. The probability is based upon a percentage. Thus, 50 means it is as likely to occur as not. 90 means it has a very good possibility of occurring.
- ♦ Impact on the issue area if the event occurred. This is your opinion as to the impact on the issue studied if the event occurred. Positive and negative impacts may or may not be linked. Please consider them separately and rank them on a 0 to 10 scale, with 10 being the greatest impact possible.

An example of event forecasting :

Event #	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
1	Recycled paper house marketed	2.5	25	50	0	-5

recycled paper house would be marketed would not exceed zero (it wouldn't happen at all) until 2.5 years from now. There is a 25% probability will occur within five years and a 50% probability it will happen within 10 years. If the event does occur it will have a moderate negative impact on the issue.

Thank you:

E. T. Deese

Letter Format DeVised By Ken Peterson  
Command College Class XII

## Selected Trends

1. Crime Rate: The Crime Rate is defined as the number of crimes committed per one thousand population. For this particular exercise, all crime is being considered. What is requested is your opinion as to whether crime will increase or decrease.
2. Willingness to Continue to Fund Law Enforcement Activities: Will taxpayers be willing to continue financing law enforcement activities. Will there be a demand for accountability for resources that are utilized by law enforcement by which the public will support or oppose additional funds for law enforcement?
3. Restructuring Training: Training curriculum for police officers will not only include the technical aspects of police work, but will also include exposing recruits and in-service officers to business oriented subject matter. Supervisor and managerial training will begin to contain more business related material such as accounting, personnel, marketing, and budgeting. Please indicate your forecasts on whether or not training will be restructured.
4. Police Corruption: Confidence in governmental police agencies will be affected by evidences of police corruption. If corruption becomes more frequent and gains notoriety, public sector police agencies may have difficulty in obtaining and maintaining clientele. This will be particularly true if private firms begin to offer similar services. Please indicate your forecast.
5. California Budget Funding: California is currently facing a staggering budget deficit. Please forecast your estimate as to whether or not the funding will be addressed by our elected representatives. If you feel the funding problems will increase in the five and ten year land marks, please indicate so on the form by making estimates in comparison to today's level. The converse estimate is requested if you feel the deficit will be addressed and decrease.

## SELECTED EVENTS

1. Fee Assessment Districts Formed. Neighborhoods begin to vote on assessing themselves for improved police services within their residential and/or business districts. Increased services are in the method of improved more frequent security patrols, improved investigative follow-ups, increased crime prevention activities.
2. Police Charge for Services In an attempt to generate revenues, police department begin charging for services rendered. Charging for services traditionally expected to be a part of general police services will have a reluctant acceptance by the public. However police administrators, faced with shrinking resources coupled with increasing service demands feel compelled to experiment with entrepreneurialship in an effort to generate revenues.
3. Exclusionary Rule Abolished With the abolition of the Exclusionary Rule, the Supreme Court has removed the accepted remedy for searches and seizures that are conducted outside the scope of Constitutionally protected freedoms. Results of such an action would be that more criminal cases are issued and convictions obtained, but at the same time, wronged parties are also suing public agencies and public officers for violations of Civil Rights as delineated in the United States Constitution.
4. State Licensing for Police Officers Police Officers within the state of California fall under professional licensing. All police officers in the state are guided by a standard of professional ethics as is their conduct and professional morals. This will also act as a stimulus to standardize compensation and working conditions through out the state.
- 5.. California Restricts the Use Lethal Force The use of Lethal force by police officers is prohibited by the California Legislature. Alternates to Lethal force are available and must be used. Examples are stun guns, chemical agents, and dart type projectiles similar to those used in animal control containing a fast reacting, but safe, sedative.

-Event Evaluation

Event #	EVENT STATEMENT	• YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	• PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	• POSITIVE (0-10 scale)	• NEGATIVE (0-10 scale)
1	Fee Assessment Districts Formed					
2	Police Charge for Services					
3	Exclusionary Rule Abolished					
4	State Licensing for Police Officers					
5	California Restricts the Use of Lethal Force					

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	5 Years Ago	Today	5 Years From Now	10 Years From Now
	1 Crime Rate			
2 Willingness to Fund Law Enforcement Activities				
3 Restructuring Training				
4 Police Corruption				
5 California Budget Funding				



City of National City  
Police Department

1200 "A" Ave., National City, CA 91950  
Phone: (619) 336-4400

Modified Conventional Delphi Process Documentation

Modified Conventional Delphi Panel

Dr. Louise Phipps, Principal Sweetwater Union High School  
Lt. Craig Short, National City Police Department  
Lt. Robert Harris, Coronado Police Department  
Lt. William Osburn, National City Police Department  
Lt. Michael Connelly, National City Police Department  
Sgt. Pat McMartin, National City Police Department  
Robert Gonzales, Assist. Vice-President, Prudential-Bache

Panel Letter #2

Dear

As a result of responses you made to my first letter, I have determined what the median response was from the entire group. Forms with median responses have been returned to you. I have also included your original response. Please review the median response then again look at your response and compare the two. If you think that your initial estimation should be modified, please strike out your old response and enter the new estimation. There is no requirement that you do this, but if you review my first letter (copy included,) and determine that your estimate can be modified, please do so.

Again my time is restricted so a rapid response would be appreciated, Thank you again.

E. T. Deese,  
Command College Class XV



-Event Evaluation

Event #	EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	* POSITIVE (0-10 scale)	* NEGATIVE (0-10 scale)
1	Fee Assessment Districts Formed	2	50	75	5	-2
2	Police Charge for Services	1	45	80	5	5
3	Exclusionary Rule Abolished	4.5	50	50	6	4
4	State Licensing for Police Officers	5	25	50	5	3
5	California Restricts the Use of Lethal Force	5	20	55	2	7

\* Panel Medians, H=

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	5 Years Ago	Today	5 Years From Now	10 Years From Now
1 Crime Rate	80	100	125 / 110	150 / 120
2 Willingness to Fund Law Enforcement Activities	95	100	100 / 120	150 / 100
3 Restructuring Training	80	100	110 / 120	120 / 125
4 Police Corruption	90	100	110 / 80	100 / 50
5 California Budget Deficit	90	100	120 / 90	120 / 100

# National City Police Department

## Value Statement

- *WE VALUE Our Commitment to Protect Lives and Property*  
*We are dedicated to providing the most efficient and effective use of our resources to serve and protect the citizens of our city.*
- *WE VALUE Honesty, Integrity, and Truthfulness*  
*We recognize that honesty, integrity and truthfulness are the cornerstones of our profession. We will constantly strive to maintain the highest ethical standards recognizing their importance in upholding our credibility within the law enforcement profession and the community we serve.*
- *WE VALUE The Worth, Dignity, and Rights of All We Serve*  
*We shall recognize the limits of our authority while respecting the dignity and human rights of all we serve. We will diligently study new enactments of the law while upholding the spirit, rather than the letter, of the law.*
- *WE VALUE Professionalism With a Clear Sense of Commitment, Perspective, and Direction*  
*We will strive to obtain employees of the highest moral character who are mentally and physically capable and possess a sincere desire to serve their community. We will endeavor, in the spirit of professionalism, to develop the individual and the organization by creating an environment that encourages teamwork, innovation and constant evaluation of ourselves.*
- *WE VALUE Community Input On All Issues Relating to the Operations of the Police Department*  
*We respond to the needs of the community. Therefore, the community should have significant input in how we operate. Using community based policing as a process, we will continually seek input on police related problems. This input will be used to develop goals which will focus on solving community problems and reducing the threat of crime, thereby enhancing the quality of life and fostering among people a greater sense of safety.*
- *WE VALUE Our Employees for the Quality of Their Work*  
*We are dedicated to providing employees with a quality work environment through open and honest communications, leadership, training, and support so they are better able to discharge their duties.*

# ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

	VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
	1	2	3	4	5	0
<b>AWARENESS DIMENSIONS</b>						
1. Awareness of the nature of the organization's current environment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Appreciation that the change situation has some unique and anxiety-producing characteristics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>MOTIVATIONAL DIMENSIONS</b>						
5. Willingness to specify a detailed "vision" of the future for the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Willingness to act under uncertainty	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Willingness to develop contingency plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
8. Willingness to activate (follow) contingency plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Willingness to make achievement of the "vision" a top priority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Willingness to assess own theory of organizational behavior	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Willingness to increase organizational dissatisfaction with current situation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Willingness to use non-authority bases of power and influence	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Willingness to share responsibility for managing change with other key leaders in organization	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>SKILL AND RESOURCE DIMENSIONS</b>						
14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Possesses assessment skills to know when to activate contingency plan(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. Possesses interpersonal skills to effectively employ non-authority based power and influence	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. Possesses personal relationships with other key leaders in the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. Possesses ready access to resources (time, budget, information, people, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(106)

Appendix E

ENDNOTES

1. Peter F. Drucker, *The Coming of the New Organization*, Harvard Business Review, Vol.66, No.1, Jan-Feb 1988, Pgs.45-53.
2. Kenneth R. Andrews, *The Concept of Corporate Strategy*, Homewood Ill, Richard D. Irwin, 1980, iii
3. Mark H. Moore and Robert C. Trojanowicz, *Corporate Strategies for Policing*, Perspectives on Policing, US DOJ NIJ, No.6, November 1988, Pg.4.
4. Dr. George Cameron was unable to participate in the Modified Conventional Delphi process and was replaced by Lt. Craig Short, National City Police Department.
5. Letter format developed by Ken Peterson, Command College, Class XII
6. Letter format created by Ken Peterson, Command College, Class XII
7. CRIME IN SAN DIEGO REGION 1991, Criminal Justice Research Division, San Diego Association of Governments, Pg. 19, Tbl. 3
8. Panel consisted of the following individuals:
  - Sgt. Pat McMartin, Training Sergeant, 12 yrs experience
  - Sgt. Ray Allen, Traffic Sergeant, 11 yrs experience
  - Lt. Mike Connelly, Administrative Lieutenant, 13 yrs experience
  - Lt. Bill Osburn, Detective Lieutenant, 19 yrs experience
  - Lt. Carey Sullivan, Patrol Lieutenant, 9 yrs experience
9. This position may, depending upon the relationship of the officer with the N. C. P. O. A., be that of a Sergeant, or even possibly a Lieutenant.
10. Process taken from material furnished by Dr. Reuben T. Harris for California Command College, Class XV, Copyrighted by Reuben T. Harris, Ph.D. (1981)
11. Copyrighted by Reuben T. Harris, Ph. D. (1981)

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