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ACQUISITIONS

THE DEVELOPMENT OF A LAW ENFORCEMENT PLAN
FOR MID-SIZED CALIFORNIA POLICE DEPARTMENTS
DEPLOYING MOTORCYCLES

by

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

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

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

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

SECTION ONE - A FUTURES STUDY

**How Will Motorcycles Be Used In Mid-Sized California Police
Departments By The Year 2000?**

SECTION TWO - STRATEGIC MANAGEMENT

**A Model Plan For Law Enforcement In General And Mid-Sized
California Police Departments In Particular**

SECTION THREE - TRANSITION MANAGEMENT

**A Description Of A Management Structure For A Planned Transition
In The Deployment Of Motorcycles For Law Enforcement In General
And Mid-Sized California Police Departments In Particular**

Supplementary Executive Summary

PART ONE - A FUTURES STUDY

Impact Upon Law Enforcement Agencies by the Year 2000? The question "How will motorcycles be used in mid-sized California police departments by the year 2000?" was studied by a Nominal Group Technique (NGT). The members of this group, which included representatives of local law enforcement, business, a professional police motorcycle riding academy, a traffic engineer, and community residents, identified five key trends: Traffic congestion impacting the response of emergency vehicles, population growth, demands for safe transportation, police departments inability to recruit qualified candidates, and law enforcement's cost of operation. In addition, five events were selected to be incorporated in the study. They are; economic recession, shortage of police, increase in the crime rate, economic health of the government improves, legislation is passed which allows civilians to handle all traffic related enforcement problems.

Policies: Three policies were recommended for implementation as a result of the material that was developed in the first portion of this study. They include: A policy that encompasses an atmosphere of partnership with the community, a policy of general service to the community which will acknowledge the immediate needs of the citizens and limit the barriers of specialization within the police ranks, and a strong internal policy supporting the concept of unity between the various units within the police department.

PART TWO - STRATEGIC MANAGEMENT

Strategic Plan: The San Mateo Police Department, which was established as a pilot subject in this study, was analyzed to determine its capabilities and resources. In addition the organizational climate and the important stakeholders to the issue were considered.

Implementation Plan: A commitment plan was established using an analysis of the critical mass positions and the development of a mission statement. Three alternative strategies were suggested and a recommendation made.

PART THREE - TRANSITION MANAGEMENT

Managing The Transition: Planned transition requires priority setting, commitment, and consideration of the critical mass,

those people who can assure the success or failure of the program. This section takes these considerations into account and recommends a management structure which will provide for communication and feedback from the organization. An implementation plan is recommended and a transition manager is identified.

Conclusion and Recommendations: This final section of the report discusses the overall study and provides some suggestions for future research.

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INTRODUCTION

Most police administrators will acknowledge the fact that today, more than ever, there is a need to reevaluate how we are doing business. Shrinking budgets coupled with increased organized demands for service and the expectation of fiscal accountability all fuel this awareness. The deployment of police motorcycles, with the primary emphasis on traffic enforcement, is one area where close examination is warranted.

In a study conducted by the Los Angeles Police Department, it was established that solo motorcycles are a viable alternative to the exclusive use of patrol cars. The study reviewed both the efficiency and the cost effectiveness of motorcycle deployment as well as the proportion of preventable officer-involved vehicle accidents for both the motorcycle and patrol cars. It was found that traffic accidents were significantly higher for officers in automobiles, and that the relative cost of automobile operation was out-pacing, at a growing rate, the cost of motorcycle operation.¹

The argument for the continued use of motorcycles by law enforcement agencies received additional support in a study which was conducted by the Police Chief of Simi Valley, Lindsey P. Miller. In this report, four areas of concern were reviewed: comparison of equipment operating costs, additional personnel

costs, frequency of equipment related employee injuries/severity of injuries, and additional effectiveness of motorcycles over patrol vehicles in traffic enforcement uses. The report concluded that:

The Police Motorcycle Program has been an invaluable Department and community resource since its inception in 1979. Public opinion and productivity have consistently validated its existence. Traffic trends relative to collision-causing violations and vehicle density, further reinforce the value of this program. Expressed attributes such as maneuverability are not minimized by associated costs which have been recently exaggerated by two officer-involved accidents. Officers assigned to these vehicles have demonstrated that they can safely and effectively fulfill a variety of law enforcement and community needs.²

While conducting the literary research for this project, it was discovered that most writings support the use of motorcycles in traffic enforcement efforts. "In most agencies a traffic assignment means motorcycle duty. There are a number of reasons for this, most relating to the greater mobility of motorcycles as compared with cars."³ And, "Pacing a suspected violator or following him or her in a distinctly marked police vehicle is still a widely used technique. So is the motorcycle, particularly where vehicle density is high."⁴

While it has been established that motorcycles are effective in enforcing traffic laws in congested areas, additional thought must be given to the composition of our communities. Most people would agree that the population of California has expanded a great deal in the past decade. However, when the growth is viewed in the terms presented by Brandstaller and Radelet in their publication Police and Community Relations, the impact

becomes quite graphic. "there is now a concentration of about 2/3 of our population on less than 5% of the land area. The focus of today's police concerns, then, involves less than 5% of the land area, but 70 percent of our human population."5 It is apparent then, that congestion is not just a big city problem. Mid-sized police departments, those with 50 to 165 full-time police officers, are also confronted with the problem as urban growth continues.

To better understand the present use of motorcycles by mid-sized agencies in California, a questionnaire was employed. The survey was mailed to one hundred agencies and seventy-nine responses were received. Of the seventy-nine respondents, sixty-four of them, or 91 percent, are routinely deploying motorcycles. And of those that are using them, forty-two departments, 66 percent of them, limit their activity to traffic enforcement. Additionally it was learned that:

- * Two agencies have discontinued the use of motorcycles due to injuries that were received by their officers.
- * Two departments anticipate using motorcycles within the next five years.
- * One organization has rejected the idea of using motorcycles because of the potential for injuries to their officers.
- * Four departments do not consider them as a practical resource due either to limited traffic or extended cold weather seasons.
- * One agency determined that they did not have the manpower available to field motorcycles.
- * Four organizations reported that they did not use motorcycles and did not state why.

* One organization did not consider motorcycles to be effective.

In addition to determining the current use of motorcycles, the survey was also used to discover the volume of motorcycles that were being deployed. While the figures range from a high of 39 percent to a low of 5 percent, motorcycles on the average comprise 19% of the total fleet of marked units for those departments that use them.

In reviewing the facts that were presented thus far, it is fair to conclude that motorcycles are employed by a majority of mid-sized California police departments, and for the most part, they are restricted to traffic enforcement activities.

To further set the stage for this futures study, one must offer some comments on the increasing crime rate and the public's expectations of the police.

Crime rates began to soar in the 1960s. Political rhetoric about "combating" crime abounded. In response to the resultant concern, the Law Enforcement Assistance Administration (LEAA) was created in 1968 to channel federal funding into the "war on crime." By the later 1970s, however, reported crime statistics still showed an essentially uninterrupted upward trend, and any dreams of finding simple solutions for the problem of crime has faded.⁶

Law enforcement's inability to curb crime has been noted by most administrators for some time, and the problem is getting worse. In a feature article on crack-related violence in Washington, D. C., Newsweek reported the following;

Like the frightened residents of cocaine-infested southeast Washington, the Berry administration is being overwhelmed by drug crime. Repeated sweeps of the District's 80 open-air crack bazaars have resulted in more than 45,000 arrested in the past two and a half

years without making an appreciable dent in either the drug trade or the murder rate.7

SURVEY SUMMARY-AGENCIES DEPLOYING MOTORCYCLES

Department Size	No. of MtrCyl.	No. of Cars	MtrCyl. % of Fleet	MtrCyl Assigned to Patrol Duty
165	9	33	21%	No
155	8	42	16%	No
152	7	32	18%	No
150	13	32	22%	Yes
150	7	35	17%	No
149	4	26	13%	No
147	17	27	39%	Yes
141	13	30	30%	No
141	8	41	16%	No
139	5	23	18%	No
129	4	36	10%	Yes
128	12	26	32%	Yes
124	6	22	21%	Yes
115	5	28	15%	No
115	4	79	5%	Unk.
113	13	22	37%	No
113	6	27	18%	No
106	11	26	30%	Yes
106	2	16	11%	No
104	2	26	7%	Yes
102	5	25	17%	Unk.
100	6	48	11%	No
100	5	25	17%	No
99	7	22	24%	No
97	9	22	29%	No
96	10	18	36%	No
90	4	19	17%	Yes
88	8	25	24%	Yes
87	4	21	16%	No
86	6	21	22%	No
86	2	20	9%	No
85	3	26	10%	Yes
83	10	19	34%	No
82	6	29	17%	Yes
80	6	38	14%	No
78	4	21	16%	No
77	6	23	21%	Yes
77	3	20	13%	No
75	3	21	13%	No
74	4	16	20%	Yes

SURVEY SUMMARY CONTINUED

Department Size	No. of MtrCyl.	No. of Cars	MtrCyl. % of Fleet	MtrCyl Assigned to Patrol Duty
73	4	20	17%	Yes
73	2	19	10%	No
69	7	18	28%	No
68	3	18	14%	No
65	4	12	25%	Yes
62	3	16	16%	Unk.
60	4	15	21%	No
58	4	16	20%	Yes
55	4	15	21%	Yes
53	3	28	10%	No
53	3	13	19%	No
53	2	16	11%	Yes
53	2	13	13%	No
52	4	14	22%	No
52	4	10	29%	No
50	3	13	19%	No
50	2	10	17%	No
Unk.	6	29	17%	N

While there is great assurance of the presence of crime in the future years, the police are still held to their task and expected to fill their role as the first line of defense. This idea is supported by a number of textbooks and is simply put in one titled The Criminal Justice System: "Because patrol officers are expected to be on the street and always close at hand, it is reasonable that they should be the first to respond to the public need."8

Using the background that has been set, this futures study will be divided into three distinct parts. The first includes a cross-impact analysis of five trends and events, which were

identified and evaluated by a Nominal Group Technique (NGT) panel. The resulting information was used to compose three types of scenarios: one Exploratory (Nominal) Mode, and two from the Normative Mode, (Feared But Possible and Favored And Attainable).

Using one of the three scenarios, a strategic plan was developed, which used the City of San Mateo as a pilot site. And finally the role of the solo motorcycle in the year 2000 was incorporated in a transition management plan.

SECTION ONE - FUTURES STUDY

How Will Motorcycles Be Used In Mid-Sized California Police
Departments By The Year 2000?

Section One - Futures Study

The general use of police motorcycles, to date, has been discussed, and it is appropriate to advance this study to the exploration of the potential futures. To do so, a Nominal Group Technique (NGT) was employed. The participants of this group met at the San Mateo Police Department, San Mateo, California, on March 22, 1989. The nine members in the group included representatives of local law enforcement, business, a professional police motorcycle riding academy, a traffic engineer, and community residents, were asked to identify and evaluate five key trends and events that would directly influence the use of police motorcycles in the future. In their attempt to accomplish this task, the group considered eleven candidate events and trends.

After being identified, the five key trends and events were assigned estimated levels of importance, which were measured in time frames of five years ago, five years from now, and ten years from now. Additionally, the expected impact of the events on the issue was calculated. The data which was collected from the NGT process was then used to conduct a cross-impact analysis, which measured the impact of the events on the trends and the events on other events. The product of this analysis was

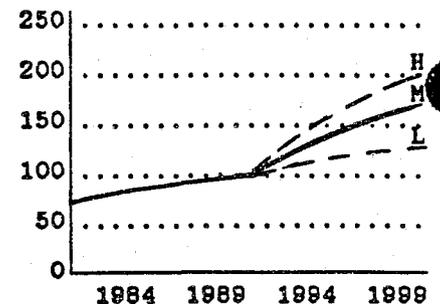
subsequently used to formulate the three scenarios which are included in this chapter.

Trends:

The following five trends were selected by the members of the NGT panel from the listed candidate trends and ranked in the order of their potential level in the year 2000. To qualify for inclusion in this project, each trend was determined to be plausible, and it was adopted by a consensus of the group. Included with each of the listed trends is a brief statement which defines the parameters under which it was considered during the study session.

1. Traffic congestion in urban areas is adversely affecting emergency responses.

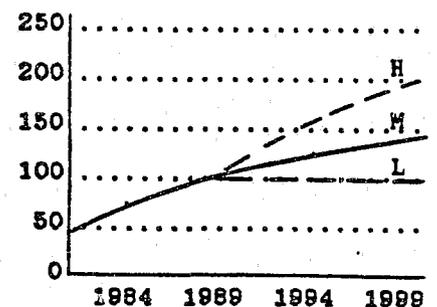
Emergency service vehicles, police cars, ambulances, and fire trucks are unable to use arterial streets in responding to their calls due to the traffic congestion. Due to this fact, time and, subsequently, lives are being lost.



Trend No. 1
Traffic Congestion
H = High Estimate, L = Low Estimate & M = Mean

2. Population throughout the state.

Uncontrolled urban growth is taking place, and it is bringing with it additional demands for police services. Reported violent crimes are increasing, and the drug problems are going unchecked.



Trend No. 3
Increasing Demand For Safe Transportation
H = High Estimate, L = Low Estimate & M = Mean

3. Demand for safe and efficient transportation on the public roads.

The public, as well as special interest groups such as insurance companies, are demanding that the problem of traffic congestion be relieved. In most cases, attempts at mass transit solutions have

failed and the resulting gridlock is viewed as a police problem.

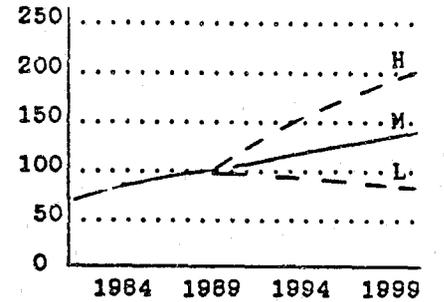
4. Police departments are not able to recruit a sufficient number of qualified candidates to fill their ranks.

The primary responsibility of police agencies is to protect life and preserve property. If there are not enough people to do the job, then secondary goals such as traffic enforcement are put aside to handle emergency calls.

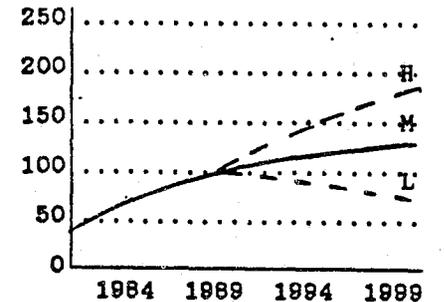
5. Law enforcement cost of operation and local government budget reduction.

Municipalities are being confronted by required overtime payment, procurement of special safety equipment, and other increases in operating expenses for their police departments. While dealing with these problems, police agencies are required to reduce their costs because of limited tax monies. This is often done by limiting services that are being provided to the community; or in some cases, limiting the number of department personnel.

By reviewing the Trend Evaluation Chart, it becomes apparent that trend No. 1, Traffic Congestion Impacting Response Of Emergency Vehicles, was viewed by the NGT panel as being the leading developing situation in the next ten years. Second to that was trend No 2, Continuing Increase In Population and trend No. 3, Increasing Demand For Safe Transportation. The final two trends, No. 4, Police Departments Are Not Able To Recruit Qualified Candidates, and No.5, Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets, were evaluated within one point of each other.



Trend No. 4
Police Departments Are Not Able To Recruit Qualified Candidates
H = High Estimate, L = Low Estimate & M = Mean



Trend No. 5
Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets
H = High Estimate, L = Low Estimate & M = Mean

TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	Five Years Ago	Today	Will Be In Five Years	Will Be In Ten Years
1 Traffic Congestion Impacting Response Of Emergency Vehicles	90 77 65	100	150 129 110	200 160 130
2 Continuing Increase In Population	100 85 75	100	150 126 110	185 149 110
3 Increasing Demand For Safe Transportation	100 76 50	100	150 126 100	200 148 100
4 Police Departments Are Not Able To Recruit Qualified Candidates	115 86 50	100	160 122 90	200 136 80
5 Cost Of Law Enforcement Operations And Local Budget Reductions	120 76 50	100	150 119 90	185 135 70

Numbers in the upper left corner represent the high estimate in the group, while numbers in the lower right corner are the low estimates. Center numbers are the group mean.

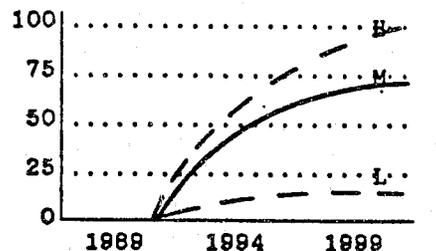
Other candidate trends that were considered by the NGT panel but not selected to be incorporated in this study are included in the appendix.

EVENTS:

The following five events were selected from eleven candidate events by the NGT panel. These events were selected because it was the conclusion of the panel that they would make a direct impact on how police motorcycles would be used in the future. The listed events are presented with a brief description of their context.

1. A marked economic recession occurs.

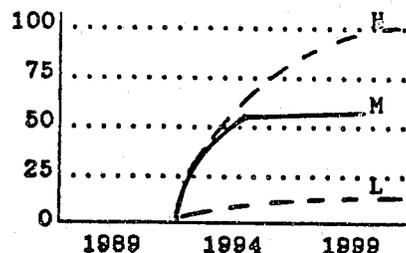
A marked economic recession occurs and, as a result, municipal governments are not able to meet their fiscal obligations. Thus, police departments are limited to essential life sustaining functions.



Event No. 1
Economic Recession
H = High Estimate, L = Low Estimate & M = Mean

2. Due to the high salaries being offered by the private sector, a critical shortage of quality police officers occurs.

Police departments are not able to fill their staffing requirements, and all resources are committed to the line function.



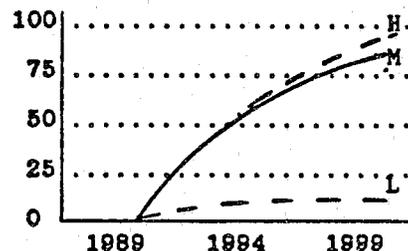
Event No. 3
Increase in Crime Rate
H = High Estimate, L = Low Estimate & M = Mean

3. A major increase in the crime rate occurs and violent crimes more than double.

Again, another negative impact on the police department's ability to respond to problems with their existing resources. This would require departments to reassign their motorcycle units to general patrol.

4. Economic health of the government improves due to a revision of Japan's foreign trade policy.

Sales tax revenues increase and local governments are able to support all of their activities and accumulate surplus funds.

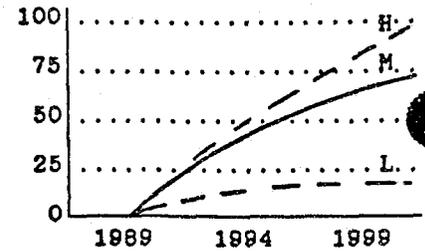


Event No. 4
Economic Improvement
H = High Estimate, L = Low Estimate & M = Mean

5. Legislation is passed which allows civilians within the police department to respond to and handle all traffic related

civilians within the police department to respond to and handle all traffic related problems.

All functions of traffic enforcement, including related arrests, are handled by limited specialists, much like parking enforcement is done today.



Event No. 5
Civilians Handle
Traffic Problems

H = High Estimate, L = Low Estimate & M = Mean

The first year that the probability of these events would exceed zero, and the probability estimates for five and ten years from now were estimated by the NGT panel. The panel also provided the estimated impact that these events will have on the issue, if they occur. The following Event Evaluation Table provides a summary of that effort.

EVENT EVALUATION						
EVENT STATEMENT	Year That It Exceeds Zero	PROBABILITY			IMPACT ON THE ISSUE IF EVENT OCCURRED	
		Five Years From Now (0-100)	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
1 Economic Recession	1991	70 56 10	100 61 10			6
2 Shortage Of Police	1989	100 73 50	100 76 20			9
3 Increase In Crime Rate	1992	100 54 10	100 54 5			7
4 Economic Improvement	1991	90 54 10	90 76 10	6		
5 Civilians Handle Traffic Problems	1990	90 50 20	100 73 20	3		

Listed values for year of probability and impact on the issue area are the NGT panel mean. Center numbers for the five and ten year probability are the mean, while those in the upper left corner are the individual highs and the ones in the lower right corner are the individual lows.

The event evaluation process produced some interesting information. Event No. 2, Shortage Of Police, was thought to have an actual probability of exceeding a zero value in 1989. The most distant time frame offered by the NGT panel, 1992, was for Event No. 3, Increase In Crime Rate. It should also be noticed that the short-range forecast, five years from now, also cited the Shortage of Police as the leading event with a probability of 73 percent . The lowest probability for this same time frame came from an event that would appear to offer some relief for the problems that would result from the police shortage, Event No. 5, Civilians Being Used To Handle Traffic Problems.

The ten-year forecast, again held the shortage of police as a leader, but this position was shared with Event No. 4, Economic Improvement, with an increased estimated value of 76 percent. The low in this particular forecast was Event No. 3, Increase In Crime Rate, which was assigned 54 points. The event which gained the most potential between the five- and ten-year mark is the previously mentioned use of civilians to handle traffic problems, Event No. 5. This event gained 23 points in the five-year time span.

Candidate events which were reviewed and subsequently rejected for use in this project are included in Appendix B.

CROSS IMPACT ANALYSIS:

Cross impact analysis is a system used to measure the influence that a given event will have on other events or trends. An event can enhance or decrease the possibility of other events occurring, or it may not impact them at all. Likewise, the projected direction of trends can be affected by events.

The information given on the chart are estimates of the intensity of the interaction between the trends and events ten years from now. When reviewing the chart it is important to recognize that the events are given in probability of their occurrence; thus, they are listed as increasing "to" or decreasing "to" a certain percent. The trends, which are ongoing over a prolonged period of time, will either increase, decrease, or not be affected by an event. These values on the chart are simply measured as increases, decreases, or no reaction.

By reviewing the interaction between the events and trends and counting the number of times that an event influences the others, "actor events," those which most influence the study, can be identified. The events with the most influence are important in the developing future and are subject to policy considerations. In the same manner "reactor" events and trends are identified by the number of times that they are impacted.

CROSS-IMPACT EVALUATION (Probability of Occurrence Within Next Ten Years)											
Suppose that this event with this probability actually occurred.....											
EVENT	Prob.	EVENTS					TRENDS				
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
E-1	61%		Incr. To 80%	Incr. To 85%	Decr. To 30%	Incr. To 80%	Decr. 25%	Decr. 15%	Decr. 20%	Incr. 25%	Incr. 30%
E-2	76%			Incr. To 70%		Incr. To 85%	Incr. 5%	Decr. 10%	Incr. 10%	Incr. 20%	Decr. 15%
E-3	54%		Incr. To 90%			Incr. To 90%	Incr. 15%	Decr. 5%	Decr. 20%	Incr. 10%	Redu. 30%
E-4	76%	Decr. To 30%	Decr. To 60%	Decr. To 50%		Decr. To 70%	Incr. 20%	Incr. 15%	Incr. 25%	Decr. 20%	Decr. 25%
E-5	73%	Decr. To 60%	Decr. To 65%	Decr. To 50%	Incr. To 80%		Decr. 10%			Decr. 5%	Decr. 10%

Note: Decr. = Decrease, Incr. = Increase, Blank = "Uncoupled" No Relation.

Events	Probability OF Occurrence
1. Economic Recession	61%
2. Shortage Of Police	76%
3. Increase In Crime	54%
4. Economic Improvement	76%
5. Civilians Handle Traffic Problems	73%

Trends
1. Traffic Congestion Impacting Response Of Emergency Vehicles
2. Continuing Increase In Population
3. Increasing Demand For Safe Transportation
4. Police Departments Are Not Able To Recruit Qualified Candidates
5. Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets

CROSS-IMPACT SUMMARY

Events On Events

1. A Marked Economic Recession Occurs

The probability of:	(From)	
2. Shortage Of Police	76%	Increases To 80%
3. Increase In Crime	54%	Increases To 65%
4. Economic Improvement	76%	Decreases To 30%
5. Civilians Handle Traffic	73%	Increases To 80%

2. High Salaries In The Private Sector Cause A Critical Shortage Of Police Officers

The probability of: (From)

1. Economic Recession	61%	No Relationship
3. Increase In Crime	54%	Increases To 70%
4. Economic Improvement	76%	No Relationship
5. Civilians Handle Traffic	73%	Increases To 85%

3. A Major Increase In The Crime Rate Occurs And Violent Crime More Than Doubles

The probability of: (From)

1. Economic Recession	61%	No Relationship
2. Shortage Of Police	76%	Increases To 90%
4. Economic Improvement	76%	No Relationship
5. Civilians Handle Traffic	73%	Decreases To 50%

4. Economic Health Of The Government Improves Due To A Revision Of Japan's Foreign Trade Policy

The probability of: (From)

1. Economic Recession	61%	Decreases To 30%
2. Shortage Of Police	76%	Decreases To 60%
3. Increase In Crime	54%	Decreases To 50%
5. Civilians Handle Traffic	73%	Decreases To 70%

5. Legislation Is Passed Which Allows Civilians Within The Police Department To Respond To And Handle All Traffic Related Problems

The Probability of: (From)

1. Economic Recession	61%	Decrease To 60%
2. Shortage Of Police	76%	Decrease To 65%
3. Increase In Crime	54%	Decrease To 50%
4. Economic Improvement	76%	Increase To 80%

Events On Trends

1. A Marked Economic Recession Occurs

The direct impact on the trend would be:

- | | |
|---|-----------------|
| 1. Traffic Congestion Impacting Response Of Emergency Vehicles | Decrease Of 25% |
| 2. Continuing Increase In The Population | Decrease Of 15% |
| 3. Increasing Demand For Safe Transportation | Decrease Of 20% |
| 4. Police Departments Are Not Able To Recruit Qualified Candidates | Increase Of 25% |
| 5. Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets | Increase Of 30% |

2. High Salaries In The Private Sector Cause A Critical Shortage Of Police Officers

The direct impact on the trend would be:

- | | |
|---|-----------------|
| 1. Traffic Congestion Impacting Response Of Emergency Vehicles | Increase of 5% |
| 2. Continuing Increase In The Population | Decrease Of 10% |
| 3. Increase Demand For Safe Transportation | Increase Of 10% |
| 4. Police departments Are Not Able To Recruit Qualified Candidates | Increase Of 20% |
| 5. Law Enforcement Facing Increase Cost Of Operation With Reduced Budgets | Decrease Of 15% |

3. A Major Increase In The Crime Rate Occurs And Violent Crime More Than Doubles

The direct impact on the trend would be:

- | | |
|--|-----------------|
| 1. Traffic Congestion Impacting Response Of Emergency Vehicles | Increase Of 15% |
|--|-----------------|

- | | | |
|----|--|-----------------|
| 2. | Continuing Increase In The Population | Decrease Of 5% |
| 3. | Increasing Demand For Safe Transportation | Decrease Of 20% |
| 4. | Police Departments Are Not Able To Recruit Qualified Candidates | Increase Of 10% |
| 5. | Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets | Decrease Of 30% |

4. Economic Health Of the Government Improves Due To A Revision Of Japan's Foreign Trade Policy

The direct impact on the trend would be:

- | | | |
|----|--|-----------------|
| 1. | Traffic Congestion Impacting Response Of Emergency Vehicles | Increase Of 20% |
| 2. | Continuing Increase In the Population | Increase Of 15% |
| 3. | Increasing Demand For Safe Transportation | Increase Of 25% |
| 4. | Police Departments Are Not Able To Recruit Qualified Candidates | Decrease Of 20% |
| 5. | Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets | Decrease Of 25% |

5. Legislation Is Passed Which Allows Civilians Within The Police Department To Respond to And Handle All Traffic Related Problems

The direct impact on the trend would be:

- | | | |
|----|---|-----------------|
| 1. | Traffic Congestion Impacting Response Of Emergency Vehicles | Decrease Of 10% |
| 2. | Continuing Increase In Population | No Relationship |
| 3. | Increasing Demand For Safe Transportation | No Relationship |

- | | |
|---|-----------------|
| 4. Police Departments Are Not Able To Recruit Qualified Candidates | Decrease Of 5% |
| 5. Law Enforcement Facing Increasing Cost Of Operation With Reduced Budgets | Decrease Of 10% |

Scenarios:

In the remaining portion of this chapter, three scenarios are presented. Each of the three will put forth a specific possible future, which is forecasted using the data that was collected in the cross-impact analysis. The first of the scenarios, in the "Exploratory Mode," is presenting a surprise free or business-as-usual form of the future. The second one, which is in the "Normative Mode," is a desired and attainable future. "This presentation assumes that the path or the outcome is not only good, but has some probability of being achieved." The final scenario, which is in the "Hypothetical Mode" is a system-change scenario. This scenario assumes that the outcome is random.

The Exploratory Mode

As the year 1999 was coming to a close, the Chief paused to consider the past ten years. When he took his office back in 1989, there was a lot of talk and concern about the growth rate of the state. Even his community had grown from a small urban

population of 25,000 to 40,000. And like the towns that are adjoining his, most of the new residents were "transplants," established families from other parts of the country, from Mexico, or from one of the South American countries. It's a wonder how so many people could live in the same place when there was no appreciable growth in the local businesses. As it is, three of four adults commute to the City each and every working day.

If there was one problem that he could wish away, it would be the traffic. It has been a nightmare ever since he can remember. It seems that everybody has long passed the level of simple concern and has elevated traffic problems to the number one problem facing the state. Only a week ago, a family of four died in an auto accident, and it was later discovered that the mother bled to death because it took his men and the ambulance more than twenty minutes to drive less than three miles. The Citizens For Safe Transportation Association take advantage of that.

During the public hearing that followed, he was forced to admit that his department's inability to attract a sufficient number of police officers has helped to contribute to the problem. While most in attendance recognized that the police budget has not kept up with the rate of inflation in the past five years, they failed to recognize the other problems that were confronting him.

During the past twelve months, he watched three officers from his fifty-two man department leave to work elsewhere. One went to work for another agency, while the other two had secured positions outside of law enforcement. Add these three to the four existing vacancies, and factor in the one officer that is on loan to the drug task force, and he has a big hole in his organization.

To compensate and attempt to keep up with the increasing number of calls for service, he had implemented a priority call-response system and reduced the number of written reports that his officers were required to complete. When these steps did not offer the relief that was expected, he made his last move. In attempting to meet the demands on his beat officers, he reduced his motorcycle traffic unit down to two units, one in the morning and one in the afternoon. The remaining three motorcycles would be put back into service the first chance that he could get.

And now, with only two potential candidates to send to the police academy, he is assured that things will not get better in the immediate future.

Desired And Attainable

Back in 1989 there were so many chances for things to get out of hand and for some real problems to develop. But now in 1999, just ten years later, the efforts to address them are paying off.

Looking back, it's hard to remember just what was the biggest issue at the time: the growing population, the increasing volume on the city streets, or the shortage of officers in the police department. They all seemed to be intertwined and difficult to manage when they were considered as a single ongoing situation.

Back when his department, and most others, had several vacancies, the chief adopted a policy that was contrary to the way most departments reacted to the manpower shortage. His attempts at redeploying his resources not only met the increasing demand for service, that was the result of increasing population density, but it also offered some relief to the demand for safer traffic conditions on the streets. Admittedly, the realignment of Japan's trade policy and the resulting improvement in the local economy did play a later role. But it was his solution to the immediate problems that made it work.

When things started to get tough, and he was confronted with a 15% vacancy rate, the chief opted to utilize his solo motorcycle unit and not vacate them to fill patrol cars. The development of this policy, which used the motorcycles as "cover

units," second units assigned to all in-progress calls, no matter what the nature, provided him with the flexibility that was needed. The bikes were able to navigate their way through the intense traffic, evaluate the problem, take action if needed, and return to their normal duties when the patrol unit arrived. This simple way of doing business provided at least a temporary, if not a long term, solution to the demand for prompt police service.

While there has not been an overwhelming improvement in the economy since the trade resolutions with Japan in 1991, there is at least enough money in the budget to provide for some recruitment incentives. The promise of all vacancies being filled brings to mind his idea of adding two more motorcycles to the fleet. The bikes have long ago proven themselves to be cheaper to operate than cars, he has several officers that would like to ride, and the bikes are not as dangerous as they are rumored to be.

There is still the problem of the average 25 days of rainfall a year. As he continues with his program, care will have to be taken to insure that there is an efficient means to deploy all of the working force. The long-range success of the program is depending on the solution. Maybe when he expands the fleet it would be better if he added one car and one motorcycle, or it might be possible to retain a car at trade-in time. But this is something for the staff to work on. At least time will

not have to be spent preparing for a meeting with some civic group that has a concern about the department's response time.

HYPOTHETICAL

In just a few weeks it would be the turn of the century, the year 2000, and the chief wished that what he knew now he could have known ten years ago.

Back in 1989, almost every California police department that he knew of was claiming to be unable to meet their staffing requirements. Today, things have not changed. If nothing else, they were worse. Qualified candidates were difficult to find and it was almost as difficult to retain them beyond a three-year period. There is a continual personnel shortage and it seems that all his officers do is run from one end of the town to the other taking calls.

Back in the sixties or seventies, there was that study released which stated that there was no apparent relationship between the patrol activities and the crime rate in a given area. It sure would be nice to find who ever put that information out and have him explain why the crime rate went up in his town, while at the same time he had fewer officers to deploy. The chief refused to accept the idea that there was no relationship between the two events. There had to be, and at least his City Council agreed with him, so far.

Perhaps using civilians to supplement his patrol force efforts in non-criminal calls was the most innovative thing he accomplished in the past ten years, but it did little to help the

overall picture. It was his intention to use the civilians to free his officers from non-emergency calls and to enable them to immediately respond to threats against life and property. What actually occurred over the years is that the civilians were used to supplement officers' positions in the department. When the 1990 recession took place and severely limited any hopes of economic improvement, the already over burdened police budget was reduced twenty percent. He was forced to use the civilians who were paid less than an officer, but performed limited duties. His officers no longer covered medical calls, petty thefts, stale burglary calls, or handled traffic accident investigations. Many of his men left, claiming that the stress on the job was not worth the pay. Those officers that remained had a full time job handling the increasing volume of major crime.

About the only state-wide trend that his community did not fully participate in during the past ten years was the population increase. He had known for sometime that it would have a limited impact on the town, which was land locked on three sides and fronted by the ocean. The only thing that resulted from the increase of people in the surrounding area was a doubling of the through traffic on the highway. There have been more traffic accidents, but at least they were not in his jurisdiction. The latest word is that people can no longer afford to come to California to live and the state of Washington is now attracting more people. Maybe there will be total escape from the problems that are related to a population explosion.

SECTION TWO - STRATEGIC MANAGEMENT

A model plan for mid-sized California police departments in general and the City of San Mateo, in particular.

Section Two - Strategic Management

This section will provide a system for mid-sized law enforcement agencies to identify their community needs and expectations, and it will assist law enforcement in addressing those needs. The potential situation, organizational capability and resources, and a stakeholders' analysis will be incorporated in the formalization of a strategic plan. The proposed plan will take into consideration the five leading trends and events that were introduced in the first section of this report. Additionally, it will focus on the "Desired and Attainable" future, which was presented among the three scenarios.

Pilot City:

While the content of this study is intended to be applicable to all mid-sized California police departments, the San Mateo Police Department will be used as a model for both the strategic management and the transition management sections.

The City of San Mateo has a population of 85,000 and is situated mid-way between San Francisco and San Jose. There are two major highways, 101 and 92, which serve the bay-side community. While the population is primarily white, a section of

the community is predominately black, and there is a growing number of hispanics establishing residences.

The police department has a complement of 106 officers and operates on an annual budget of \$10,012,450. Presently, there are four vacant police officer positions, and three additional officers are off on long term injuries. The Operations Division has a fleet of 25 patrol cars and 10 motorcycles, and responds to an average of 44,000 calls for service per year.

Situation-Environment:

In considering the events that were presented in the first section, it becomes apparent that there are predictable events which fall into two general categories: The financial ones, which directly affect police departments through either the loss or gain of available revenues; and operational ones which impact the available resources that a department has to address its mission.

The financial events: A Marked Economic Recession Occurs and Economic Health Of The Government Improves Due To A Revision Of Japan's Foreign Trade Policy are both a future possibility. However, it is obvious that they will not occur at the same time. In evaluating their potential for influencing the future years, The NGT panel concluded that the likelihood of a recession occurring would increase, given all of the variables considered. Conversely, the probability of some economic improvement was reduced. Given that the economic situation of the country will

be directly related to the amount of money that is available to local governments and their police departments, it seems reasonable to conclude that budget reductions and not expansions are in the future.

Two of the other events: A Critical Shortage Of Police Officers and A Major Increase In The Crime Rate, combine with the dismal economic forecast to form some true concerns for the police administrator. Departments which experience a continued increase in crime are confronted with a public perception of being less than effective and just another sample of a bungling government bureaucracy. These same perceptions will be considered by potential employees when seeking a career. Who wants to be on a losing team, when there are so many other options. Currently, the wide-spread use of crack cocaine, and the related violent crimes that accompany it, represent new demands that are being made on police departments, and many agencies are struggling to meet those demands.

Any serious attempts to curtail the rising crime rate will have to recognize the potential problems that the lack of manpower and money will present. Manpower shortages, for at least a short period of time, can be offset by paying existing officers overtime and expanding their work hours. This approach assumes that there is a surplus of salary money in the budget because of the existing vacancies, and that it is available for expenditure. The trade-off for using this approach is that it is short-term and will offer only limited relief. Officers who are

working extended hours for prolonged periods of time will eventually curtail their level of effort because of fatigue and will resent the forced overtime when it impacts their private lives.

Members of the NGT panel felt that the shortage of police officers, caused by the private sectors payment of superior salaries, was legitimate cause for concern. When this single event is infused with the budget reductions and the increasing crime rates, little relief is found from the pressing problems of staffing and the deployment of motorcycles. An agency, which has several vacant positions, must resolve the problems that are causing the turnovers before there is hope of maintaining the staffing levels of the department. If it is found that the salaries being paid to the police officers is the sole or contributing cause for the vacancy rate, and there are no immediate funds available to offset this, then other expenditures will have to be deferred or some other source of income found. Should the shortages be the product of extended involuntary work hours or other negative work conditions, relief may be found within the organization itself.

As it is, the only remaining event, The Use Of Civilians Within The Police Department To Control All Traffic Problems, offers some relief to the problems that were presented by the other pressing situations. Agencies that are suffering from a shortage of police officers and an increasing crime rate will have to give strong consideration to supplementing their ranks

with civilians. By doing so, officers can be released to address the more serious pressing enforcement problems. In the case of traffic enforcement, motor officers equipped with their motorcycles, could be redirected to other activities such as call response, while accident investigation, enforcement, and traffic control would be done by civilians. Initially, this would appear to be a quick and simple solution to the difficult situation on the horizon. Civilians could be employed for a fraction of the salary that is offered to police officers and they could perform the job equally well. The potential danger in adopting the solution rests with the labor representatives within the department. In this case, police positions, those that have been vacant, would be filled by non-police officers and an issue with contracts or memoranda of understanding could follow.

Organization Capability and Resources

To determine the present state of the San Mateo Police Department, the sample city for this project, a capability analysis of the organization was completed. The persons completing the survey were from each of the department's divisions and were representative of management, supervision and line personnel. Each survey was completed individually, and the results were averaged and compiled in the following charts.

CAPABILITY ANALYSIS

Evaluate for each item, as appropriate, on the basis of the following criteria:

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

CATEGORY	I	II	III	IV	V
Manpower	-----	-----	-----	4.0	-----
Technology	-----	2.78	-----	-----	-----
Equipment	-----	2.44	-----	-----	-----
Facility	-----	-----	3.33	-----	-----
Money	-----	-----	3.11	-----	-----
Calls for service	-----	-----	3.44	-----	-----
Supplies	-----	2.56	-----	-----	-----
Management skills	-----	2.78	-----	-----	-----
P. O. skills	-----	2.67	-----	-----	-----
Supervisory skills	-----	2.56	-----	-----	-----
Training	-----	2.67	-----	-----	-----
Attitudes	-----	2.89	-----	-----	-----
Image	-----	2.11	-----	-----	-----
Council support	-----	-----	3.22	-----	-----
C. M. support	-----	-----	3.44	-----	-----
Growth potential	-----	-----	3.11	-----	-----
Specialties	-----	2.56	-----	-----	-----
Mgmt. flexibility	-----	-----	3.0	-----	-----
Sworn/non-sworn ratio	-----	2.56	-----	-----	-----
Pay scale	-----	2.75	-----	-----	-----
Benefits	-----	2.56	-----	-----	-----
Turnover	-----	2.67	-----	-----	-----
Community support	-----	2.67	-----	-----	-----
Complaints received	-----	-----	3.0	-----	-----
Enforcement index	-----	2.78	-----	-----	-----
Traffic index	-----	2.78	-----	-----	-----
Sick leave rates	-----	2.56	-----	-----	-----
Morale	-----	-----	3.44	-----	-----

CAPABILITY ANALYSIS - PART TWO

Evaluate for each item for the department as to what type of activity it encourages.

- I Custodial - Rejects change
- II Production - Adapts to minor change
- III Marketing - Seeks familiar change
- IV Strategic - Seeks related change
- V Flexible - Seeks novel change

CATEGORY	I	II	III	IV	V
TOP MANAGERS					
Mentality/personality	-----	<u>2.67</u>	-----	-----	-----
Skills/talents	-----	<u>2.78</u>	-----	-----	-----
Knowledge/education	-----	<u>2.67</u>	-----	-----	-----
ORGANIZATIONAL CLIMATE					
Culture/norms	-----	<u>2.67</u>	-----	-----	-----
Rewards/incentives	<u>1.56</u>	-----	-----	-----	-----
Power structure	-----	<u>2.33</u>	-----	-----	-----
ORGANIZATIONAL COMPETENCE					
Structure	-----	<u>2.11</u>	-----	-----	-----
Resources	-----	-----	<u>3.22</u>	-----	-----
Middle management	-----	<u>2.89</u>	-----	-----	-----
Line personnel	-----	-----	<u>3.11</u>	-----	-----

The capability analysis-survey has presented an image of top managers of the San Mateo Police Department that would lead one to believe that very little innovation is used to solve problems. This group was rated as being willing to adopt minor changes and only willing to seek familiar change. This predominate attitude would not serve to develop novel responses to emerging problems and would probably influence a view of motorcycles as traffic enforcement tools only. The perceived attitude of top management

is also reflected in the extreme low rating, 1.56, that was received in the awards and incentive section of the survey. The fact that little recognition is being given for the efforts that are being extended by the employees will only assure that potential solutions held by them will not be allowed to surface to solve problems.

At the same time, the highest ratings came from the organizational competence area, in which resources were rated at 3.22 points, and line personnel rated at 3.11. While this indicates the most apparent strength in the organization, when compared to the rewards and incentives ratings, it also demonstrates that the employees feel that they are giving more than they are receiving.

While those that completed the survey felt that there were not enough people to do the job, they also indicated that the traffic and enforcement indexes were above average, 2.78 each. This can be interpreted as another indication that the employees feel that they are doing more with less. A final indicator of this same theme is the 3.44 points awarded to morale. Morale with this rating is leaving the average area, not good, not bad, and moving directly to the problem category.

The strength which is enjoyed by the department lies in the fact that it has no major problems to overcome and that there is only one area, manpower, which was rated as being a problem which needed attention. Additionally, the survey indicated that the weaknesses could be addressed with the existing resources, if top

management is convinced of the need. Pay, benefits and community support were all reported above average, as were the image, attitude and skills of the managers, supervisors and officers.

The survey has offered the view that more is being done by fewer, and while it is taking its toll on the organization, there is a real possibility of correcting the problem. Some of the corrections that are required can be made in the deployment of the available resources. Motorcycles, which offer a variety of application in law enforcement, are a resource which has a positive potential.

Stakeholder Analysis

In addition to determining the strengths, weaknesses, opportunities and threats that are inherent to an organization, it is important to understand the position of those people who will become involved in any proposed change. The involved people will be found within the community, government, business and of course the subject department. Among the stakeholders, or those that have a stake in the issue is what is called a "snaildarter." A "snaildarter" is a less obvious stakeholder, whose apparent interest appears to be limited, but whose actual potential for destruction of a plan is a real threat.

In this portion of the report, stakeholders and some assumptions about them will be identified. Additionally, their potential to either support or oppose a plan to revise the

traditional use of solo motorcycles by law enforcement will be measured. It should also be recognized that stakeholders can remain neutral, or have a mixed opinion on the issue.

Stakeholders / Assumptions

1. Citizens / Community

- A. Assume that there will always be an officer available when they want one.
- B. Would support the idea that motorcycle officers could do more than cite traffic violators.
- C. Expect relief from rising crime and consider the job to be the responsibility of the police.

2. Mayor / City Council

- A. Concerned about police staffing being below the appointed level.
- B. Would be interested in reducing police response time to calls for service.
- C. Want to be known for providing the best living standards to their constituents.
- D. Have some flexibility with existing budget.

3. City Manager

- A. Interest in expanding the use of police motorcycles would be tempered by the belief that they are dangerous to use.
- B. Must provide the City Council with their expectations of improved police service.
- C. Has a need to control the cost of police activities.

4. Police Chief

- A. Has the final responsibility for any program that may be employed.

B. Would like to satisfy both his superiors and subordinates, while providing a solution.

C. Activities and plans will be controlled by budget constraints and employee contracts.

5. Staff / Command Officers

A. Present positions and area of responsibility may influence level of cooperation.

6. Police Officers' Association

A. Will become actively involved in personnel issues, such as officer safety and the use of civilians to fill former police positions.

B. Able to influence the acceptability level of line personnel.

C. Has independent resources to address its objectives.

7. Traffic Officers

A. Are members of the police association, but will have stronger personal involvement.

B. Will resent having to expand their activities beyond traffic enforcement to include routine call response.

8. Traffic Unit Commander / Manager

A. Will have to be convinced that sharing his resources, men and the budget to maintain them, is the best solution.

B. May be confronted with additional work, such as the training and development of a program to use civilians in traffic enforcement.

C. May cling to existing goals and objectives of the unit.

9. Insurance Companies

A. Some have an active interest in traffic accident investigation and reduction, while others are concerned with medical and property losses.

B. Automobile insurance groups are more active in their relationship with law enforcement and seek to protect their interest.

10. Homeowner Associations (Snaildarter)

- A. Generally are not well organized in high crime areas.
- B. Would not support an increase in taxes to supply additional police services to other areas of town.
- C. Loosely organized, but can come together if a common interest is challenged.

In order to better understand the position of each of the stakeholders, the following graph was used to chart their position in terms of importance to the issue and to assess a value to their assigned assumptions.

STAKEHOLDERS' ASSUMPTIONS	
CERTAIN	<p>4.</p> <p>6. 1.</p> <p>5. 2. 3.</p> <p>7.</p>
LEAST IMPORTANT	<p>8.</p> <p>MOST IMPORTANT</p>
9.	<p>10.</p> <p>UNCERTAIN</p>

- | | |
|-----------------------------|---------------------------------|
| 1. Citizens / Community | 6. Police Officers' Association |
| 2. Mayor / City Council | 7. Traffic Officers |
| 3. City Manager | 8. Traffic Unit Cmdr. / Manager |
| 4. Police Chief | 9. Insurance Companies |
| 5. Staff / Command Officers | 10. Homeowner Associations |

As can be seen in the "Stakeholders Chart," the Police Chief is considered to be the most certain and the most important member in the stakeholder group. Since he has control over any proposal that is coming from within his department, and he has direct access and some influence with those other stakeholders who were considered important. It is also interesting to note that the Traffic Unit Commander/Manager, as an individual, was set aside and categorized as being a "least important" player. The assumption that is being made raises two potential issues: The person is subordinate to several other main stakeholders, and he can easily be replaced if he elects to ignore the objectives of the department.

The Homeowners Associations, who were identified as the "snaildarter," are considered to be an uncertain but important group. It is not known if any, all, or some of them would take issue with the proposal, and if they did, what their position would be. Care and time will have to be devoted to this potential strong base of influence.

Mission:

The mission statements provide the framework and guidelines for the day-to-day operation of a mid-sized police department. While the "Macro Statement" defines the goals of the entire organization, the "Micro Statement" sets the goals for a specific unit within the organization.

Macro Mission Statement

To create and maintain a safe environment in which to live, work and play; and to provide an efficient level of response to all requests for police services; to identify problems that have the potential for becoming more serious for the individual, or the community; to protect constitutional guarantees and to prevent and control conduct widely recognized as threatening to life and property.

Micro Mission Statement

To maintain a police motorcycle unit within the department and deploy that unit so that it may provide a quality service to the public.

The tenets of our services shall be:

To operate within the laws and guidelines that govern law enforcement;

To provide a timely and direct response to priority calls for service;

To make optimum use of available resources;

To coordinate the efforts and interests of this unit with those of the department;

To provide training and support to the officers and auxiliary personnel assigned to this unit.

Execution:

During the development of this project trends and events, which have a probability of influencing the future, were identified and a mission statement was completed. In this section, alternative strategies that could be used to achieve the "Desired And Attainable" future, that was presented in the second scenario, will be considered.

The following strategies were the product of a combination of interviews and the modified delphi technique. Participants included civilians and members of the law enforcement profession.

Alternative Strategies - Summary Listing With Major Concerns:

1. Maintain present staffing levels and operating procedures
 - a. make no change
 - b. there are no problem areas to correct
 - c. does not recognize the increase in calls for service or the time it takes to respond to those calls
2. Assign all officers to line responsibilities
 - a. Would supplement the patrol force and put more officers on the street to handle calls
 - b. Ignores the importance of some administrative and investigative functions
 - c. Does not provide for mobility of those officers working in the field
 - d. Would require the hiring and training of additional personnel to fill vacant specialty positions

3. Replace some of the existing patrol cars with additional motorcycles and train officers to ride them
 - a. Would provide a greater level of mobility in traffic
 - b. May leave a shortage of transportation during inclement weather
 - c. A sufficient number of motorcycle riders may not be found

4. Expand the use of the current motor officers to include assignments to priority calls
 - a. Would reduce the level of traffic enforcement
 - b. Would supplement the efforts of patrol officers and provide a faster response to calls for service

5. Hire additional officers on overtime, until more officers can be employed
 - a. Would address the increase of calls for service
 - b. May or may not reduce the call response time
 - c. Would involve additional money

6. Expand the size of the department and maintain all existing programs and functions
 - a. Major long term budget concern
 - b. Maintaining the present method of doing business may ignore the actual needs or problems

7. Hire civilians to perform traffic enforcement duties and use the motorcycle officers to supplement patrol
 - a. Involves additional personnel, training, and budget
 - b. Would add the desired flexibility to the patrol function
 - c. Civilians not able to perform arrests

8. Using the existing resources, redefine the priorities of personnel assigned to the traffic unit
 - a. Would provide motor officers for call response and allow them to work traffic when available
 - b. Parking enforcement personnel, civilians, could perform tasks such as accident investigation and vehicle impounds
 - c. Would not involve a major budget impact

Each of the alternative strategies was rated according to their feasibility and desirability. As a result, it was found that strategy number 8, "Using the existing resource, redefine the priorities of personnel assigned to the Traffic Unit", was the most preferred approach. The following chart is a summary report of the ratings received by each of the suggested strategies.

1. Maintain present staffing levels and operating procedures.

Feasibility	0 0 0 1 0 0 1	Total 6
Desirability	2 1 0 1 0 0 0	
	(individual ratings)	
2. Assign all officers to line responsibilities.

Feasibility	0 1 2 1 1 0 1	Total 11
Desirability	0 2 1 0 1 1 0	
	(individual ratings)	
3. Replace some of the existing patrol cars with additional motorcycles and train officers to ride them.

Feasibility	2 0 1 1 3 0 2	Total 13
Desirability	1 1 0 0 2 1 1	
	(Individual ratings)	
4. Expand the use of the current motor officers to include assignments to priority calls.

Feasibility	2 0 1 2 2 3 0	Total 21
Desirability	3 0 1 1 2 3 1	
	(individual ratings)	
5. Hire additional officers on overtime, until more officers can be employed.

Feasibility	1 1 2 1 3 2 2	Total 17
Desirability	0 0 1 1 0 2 1	
	(individual ratings)	
6. Expand the size of the department and maintain all existing programs and functions.

Feasibility	1 0 2 2 0 1 0	Total 20
Desirability	2 1 2 3 2 2 2	
	(individual ratings)	
7. Hire civilians to perform traffic enforcement duties and use the motorcycle officers to supplement patrol.

Feasibility	1 1 2 2 3 2 2	Total 25
Desirability	1 1 3 1 3 3 1	

8. Using the existing resources, redefine the priorities of personnel assigned to the Traffic Unit.

Feasibility	3 3 3 2 2 3 2	Total 34
Desirability	3 3 2 1 2 2 3	

(individual ratings)

Policy Considerations:

This section of the study is based on the normative scenario, that which is desired and attainable. In considering the policies that can be implemented, which would bring about a favorable future, it should be noted that many of them are in keeping with good management practices that are in use today.

The general problem confronting the police manager in this scenario centered on four main areas which directly affected the deployment of police motorcycles: the growing population, traffic congestion, rising crime rates, and a shortage of police officers. Using the City of San Mateo and the San Mateo Police Department as a reference, the following police considerations for addressing the future deployment of police motorcycles are recommended.

The first problem, the growing population within the state, and particularly the community, is not something that a police manager can control, however, the situation can be ignored or taken advantage of.

Police agencies that wish to cope with the future should implement a policy that encompasses an atmosphere of "partnership" with the community that they serve. It is no

longer real to operate under the concept that we can take care of it all. Budget cuts, larger populations, and more calls for service prohibit this. By working with community groups and organizations, a department will be able to provide the service that is wanted and not what is assumed to be wanted. This same cooperation and active involvement with the public will provide police departments with a strong support group, should it become necessary to implement a change in operations.

To deal more directly with the issue, deployment of police motorcycles, a policy of general service to the community which will acknowledge the immediate needs of the citizens and limit the barriers of specialization within the police ranks, should be employed.

This general concept would allow for police motorcycles to be used for activities that are not directly related to traffic problems and would allow for their deployment to other emergencies. The increase in crime, the resulting calls for service, and the ever growing traffic congestion provide a setting which could be addressed by motorcycles. Persons, who have been victimized in some criminal act, would be supportive of a department who responded a police officer in a timely manner, just as they would be antagonistic to one that did not.

A strong internal policy supporting the concept of partnership between the various units within the police department should be developed. The concept of rearranging job

responsibilities within a unit, such as the Traffic Bureau, carries with it a strong possibility that resentment and misunderstanding can occur within the ranks. Failure to address this concern would almost guarantee the failure of any proposed change.

Analysis and Recommendation:

By evaluating the feasibility and desirability of each of the alternatives, three of them, the highest rated, the second highest rated, and the polarized, were identified. While the highest and the second highest ratings are easily understood to be the most desirable, the polarized alternative reflects strong support by one or more of the evaluators and little or no support by the remainder of the group.

Because of their potential to provide a solution, each of the three alternatives will be viewed from the "pros" and "cons" that they present. In addition, each of the key stakeholders' positions on the alternatives will be evaluated.

Highest: Alternative Strategy No. 8. Using the existing resources, redefine the priorities of the personnel assigned to the Traffic Unit.

Pros:

1. Limited impact on the existing budget
2. Will offer relief to the staffing shortage
3. Will address all types of calls for service
4. Can be implemented within the existing management structure

Cons:

1. Will require extra training of existing personnel
2. Has a high probability of destroying the sense of elitism in the unit

Key Stakeholder Positions:

1. Police Chief: Would support this proposal because it supplies a solution to the problem and it can be controlled from within his department.
2. Police Officers' Association: Would support this position because it presents no threat to the membership and offers some relief for the workload that is being carried by a majority of the members.
3. Traffic Officers: Would oppose this proposal to a limited degree because it represents a change in established tradition.
4. Homeowner Associations: (Snaildarter) Would support the strategy, as long as it was presented as a means of providing additional coverage for call response.

Second Highest: Alternative Strategy No. 7. Hire civilians to perform traffic enforcement duties and use the motorcycle officers to supplement Patrol.

Pros:

1. Will offer some relief to the staffing shortage
2. Calls-for-service would be answered in a more timely manner
3. Could be done within the established budget

Cons:

1. Will require special recruitment effort and training
2. Hiring civilians to replace officers may result in a labor dispute with the officers
3. Civilians may not be legally authorized to perform all functions of the new office
4. An assumption is being made that civilians would be easier to hire and retain than officers are

Key Stakeholder Positions:

1. Police Chief: Given other options, he would oppose this strategy to avoid the potential for labor problems with the Police Officers' Association.
2. Police Officers' Association: Would strongly oppose the loss of officer positions and the hiring of civilians to replace them.

3. Traffic Officers: Would oppose the suggestion that they be compelled to work routine patrol duties and would receive strong support from their association.
4. Homeowners' Associations: (Snaildarter) Would neither support or oppose the strategy, as long as they were convinced that the safety of their homes or families would not be in jeopardy.

Polarized: Alternative Strategy No. 4. Expand the use of the current motor officers to include assignments to priority calls

Pros:

1. Would not involve the employment or training of additional personnel
2. No impact on the budget
3. Affords immediate relief to call response problems

Cons:

1. Does not address the staffing issue
2. Affords no coverage for traffic problems when traffic officers are taking other calls

Key Stakeholder Positions:

1. Police Chief: Would oppose this alternative and favor one that would provide some relief for the present staffing shortage.
2. Police Officers' Association: Would oppose this because it offers no relief for the membership, which is being overworked.
3. Traffic Officers: Would oppose this on the theory that they will have to do their work and someone else's too. Will also raise the issue that traffic enforcement is being placed second in importance to patrol concerns.
4. Homeowners Associations: (Snaildarter) Would have no initial opinion, but could be easily influenced to oppose the alternative, if they were convinced that traffic safety was being reduced in importance.

Recommendation:

Considering the facts that were reviewed in the analysis of the alternative strategies, it is recommended that strategy number eight, "Using the existing resources, redefine the priorities of the personnel assigned to the Traffic Unit", be adopted. This approach would allow motorcycle officers to be

used to respond to high priority calls, and would supplement their traffic enforcement responsibilities by utilizing parking enforcement personnel to investigate traffic accidents and impound vehicles.

Additionally, this alternative has been viewed as being the most acceptable solution to dealing with the increase in calls-for-service, and the slower response time caused by traffic congestion. It also offers some relief for the shortage of police officers that are assigned to routine patrol duties, while it does not abandon the existing traffic enforcement efforts.

SECTION THREE - TRANSITION MANAGEMENT

A description of a management structure for a planned transition from the traditional deployment of police motorcycles to an alternative approach, which will meet the community needs.

Section Three - Transition Management

In section one of this study, the possible futures confronting mid-sized police departments were explored; and in section two, a desired future and a strategy to achieve that future was identified. In this section, a transition plan which will facilitate the department's move toward the future, is recommended.

Currently, many mid-sized police departments are confronted with enforcement problems that result from expanding populations, traffic congestion, and an increase in calls-for-service. At the same time, they are operating with less than their full complement of officers. In this study, a recommendation has been made to realign the duties and responsibilities of the personnel assigned to the Traffic Unit. The new alignment will allow for relief from the staffing shortages and provide a level of quality law enforcement to the community.

A means for securing sufficient support for the change, establishing a management structure, and a monitoring system, will be described in the pages that follow.

Issues:

In considering the proposed change, to use the existing resources and redefine the priorities of the personnel assigned to the Traffic Unit, it becomes apparent that there are a number of points that are negotiable. Because the basic job of the traffic officers will be changed, a decision will have to be made about when they will work traffic enforcement and when will they be responsible for responding to calls-for-service. Additionally, it will have to be decided if they will be allowed to remain on their present work schedule, and if not, what schedule will they be assigned.

Obviously, some of the answers are apparent. The officers will have to be available when there is a need for them. However, how their availability is arranged, will involve them, management, and very possibly, the Police Officers' Association.

Almost the same issues are raised when the parking enforcement representatives, another segment of the Traffic Unit, are considered. The criteria for when and to what extent they will supplement the traffic officer position, must be established. Special attention will have to be given to the concept that they will be investigating auto accidents. This single issue carries with it the possibility that they may be required to work outside of their job description, and could result in negotiations with their employee representative, the

Personnel Department, and the Personnel Board.

The police management staff will also have to reorganize their present way of doing business. Guidelines for accountability will have to be established. Under the existing system, all personnel assigned to the Traffic Unit were accounted for by the Traffic Bureau lieutenant. If the traffic officers will be used to supplement the patrol force, care must be taken to insure that they are answering to only one supervisor at any given time.

Key Stakeholder Positions:

Police Chief:

Will hold firm on:

1. Maintaining the service level of the department.
2. Limiting budget expenditures to conform to the existing budget.
3. Implementing a program that will address the described problems and cause the least disruption in operations.
4. Protecting non-police officers from dealing directly with the criminal element.

Will give on:

1. Present personnel assignment and deployment plans.
2. Areas of responsibility, as long as the job gets done.
3. Amount of resources committed to the program.

Police Officers' Association:

Will hold firm on:

1. Working conditions which are established in their contract.
2. Opposition to the employment of civilians to replace police officers.
3. Support for a program that will offer relief to the working conditions for a majority of its members.
4. Need for additional training for members that will undergo job changes.
5. Protection for the hazardous pay

differential received by motor officers.

- Will give on:
1. Established work schedules in use for the traffic officers.
 2. The use of parking enforcement representatives to investigate auto accidents.

Traffic Officers:

- Will hold firm on:
1. Their identification as a traffic officer and a member of the Traffic Unit.
 2. The importance of traffic enforcement.
 3. The need for the Police Officer's Association to represent their concerns as well as the majority of officers.
 4. The use of motorcycles in law enforcement.

- Will give on:
1. Work schedules and days off.
 2. Their assignment to other areas of responsibility.

Homeowners' Associations:

- Will hold firm on:
1. Demand for high level of police service.
 2. Limiting the expense to solve police related problems.
 3. Accountability from the municipal government for any action that is taken.

- Will give on:
1. Most any internal police issue, as long as their safety is not compromised.
 2. The amount of political pressure that is being exerted to secure better police services.

Suggested Strategies:

Police Chief:

In dealing with the first stakeholder, the chief of police, the needs strategy of negotiator working for the opposer and his own safety will be employed. Coupled to this will be a second, but parallel strategy, negotiator working for the opposer's and his

own self-actualization needs.

While it may not be necessary for both strategies to be considered for a single given situation, both are applicable. The chief of police is dependent on the success of his leadership and direction to retain his position with the city. Should he fail to meet the expectations of the political leaders, he could, subsequently, suffer a major career setback, or even the loss of his income. This would be a true threat to his safety and well-being.

More to the point is the self-actualization needs. In this case, the negotiator is directly attached to the chief as his subordinate. The success of the program will prove the chief to be a better administrator, and the program manager would be recognized as the person responsible for that success.

While considering the tactics that would work best in approaching the chief, it became apparent that he was already a partner with the negotiator, a member of his staff, and that both had a vested interest in the problem. It would be incumbent upon the negotiator to supply enough information to the chief to satisfy his need to know and thus, secure at least a temporary buy-in. There would have to be assurances as to the anticipated cost, the expected results, and the initial reaction of other involved parties.

Basically, in dealing with the chief, the primary tactic would be to prepare enough background information so that the program could be presented as a solid, well thought out answer to

a problem, in which he will maintain the ultimate control. What will be needed from the chief is his willingness to allow change to take place.

Police Officers' Association:

In reviewing the tactics that could be used to address the Police Officers' Association it, appears that the best approach may be that of participation (we are friends). The proposed strategy will allow the department to address its problems and at the same time it will provide relief for the officers, who are being over worked due to the staffing shortage.

In dealing with the police association, an attempt to sell the program to them should be made with the argument that it aligns with their needs. The association membership is aware of the fact that calls-for-service are going unanswered for prolonged periods of time and that there is no immediate increase in manpower forthcoming.

Traffic Officers:

While the traffic officers are directly involved in the proposed change and their present elite status is in jeopardy, they can be dealt with much like the police association. They are members of the same department, and thus allies. The officers must be convinced that the change in their job priorities is not being done to convenience the patrol officers, but to provide a better level of service to the community. With

this thought in mind, the officers will align themselves with the project and the department.

Homeowners' Associations: (Snaildarter)

The homeowners present the first possibility of raising strong resentment to the proposed change. While it is unknown just what their reaction will be, they cannot be ignored. In dealing with them, it is suggested that the bland withdraw ("who me") technique be used. It will allow for the acknowledgement that the police department is not currently dealing with the existing problems as effectively as it could, and will provide for the introduction of the proposed solution. In this setting a theme of partnership could be developed, as long as it is recognized that the protection of the community is the long range goal of the proposed strategy.

It is further recommended that contacts with the isolated homeowners' associations be initiated by the project manager, before any resistance can be organized on a large scale. To seek them out and secure their individual support, will be much easier to do, than dealing with issues that have been elevated to the political arena.

Implementation of Alternative Strategy No. 8, "Using the existing resources, redefine the priorities of the personnel assigned to the Traffic Unit," would address the department's needs and require very little, if any, additional expenditures. If this plan were adopted today, May 31, 1989, it would be fully

operational within ninety days.

Capability Analysis - Key Players:

Police Chief:

Of the individuals that are critical to the implementation of this change, the police chief is in the position which can be most influential. He is viewed as being at a high level of readiness with an equally high level of capability. The estimation of his state of readiness is based on his responsibility to provide the best level of police service possible. A failure to meet the demands for service for the entire community would adversely affect his career.

In addition to his own immediate needs, the chief would be instrumental in securing the involvement of other key players and their subordinates. His office enjoys the ability to address the public in the forum which he selects at his option. This option will allow him, or his designate, to secure the cooperation of the homeowners. The other key players are his subordinates, and thus, subject to more control and direction. It is also important to note that the chief's capability position is strengthened by the fact that his department budget will sustain a minimal impact from the proposed change and the change is not dependent on outside personnel to implement.

There is no need to cause a change in the police chief's position, he is willing to make it happen.

Police Officers' Association:

There is no doubt that the employee representative group is a very key player in the development and implementation of a change that would affect line personnel. Their readiness to participate in the proposed plan was rated at medium because the proposed solution, to reassign the priorities of the personnel assigned to the Traffic Unit, adversely affects some of its members. It is anticipated that this position will have to shift from a medium to a high level of readiness, because of the potential for disagreements about job descriptions.

The change that is needed can be accomplished by convincing the leadership that the success of the project will improve working conditions for their membership, and it will also provide a higher quality of police service to the community.

Traffic Officers and Parking Enforcement Representatives:

The commitment of the traffic officers and the parking enforcement personnel is viewed as being in the block change area and they will have to be moved to the let change happen section. While the officers and parking representatives are few in number, they are critical to the program and their buy in is essential to a smooth transition. The change that is required can be caused by a collaboration between the police association and the chief of police. Both of these entities exercise a strong influence over the officers and together, they will be able to secure their cooperation.

Traffic Unit Manager:

The Traffic Unit manager has been included in the critical mass because of his position and because he would be a logical choice for the program manager. Because he is currently aligned with the chief, as his subordinate, it is assumed that he is presently in the help change happen category. It is preferred that he be moved to the make change happen area.

This change can be brought about by the assignment of the task of program manager and the responsibility for the success of the program. The traffic manager will need assurance that his position in the department is not in jeopardy and that needed assistance will be available to him. Should he fail to get this assurance from the chief he would be in an ideal spot to sabotage the program.

COMMITMENT LEVEL				
Critical Mass Individuals-Groups	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Chief				Today
Police Officers' Association		Today-----X		
Traffic Officers Parking Enf. Reps	Today-----X			
Traffic Unit Manager			Today-----X	

X = Desired level of commitment

Management Structure:

In order to select an appropriate management structure for the transition period that will result from this project, it is necessary to identify the personnel that would be involved and the activities that they would be performing. In identifying the key players, it becomes apparent that the success of the project is dependent on personnel that work within the confines of the police department. The players, which include the police chief, the police association, personnel from the Traffic Unit, and the traffic manager, represent a broad spectrum in the hierarchy of the department. This allows for a project manager structure which can be supplemented by a panel composed of personnel taken from the department that would represent a diagonal slice (all levels of employment).

The chief of police will appoint the traffic manager as the project manager. This person has a vested interest in the welfare of the Traffic Unit and the quality of law enforcement that is provided to the community. He has sufficient authority to control the line personnel that are involved in the implementation of the new program and is recognized as a leader and manager within the department.

RESPONSIBILITY CHART

TASKS	ACTORS			
	Police Chief	Police Officers' Assoc.	Traffic Unit Personnel	Traffic Unit Manager
Develop Proposal	A	I	S	R
Establish Budget	A	I	I	R
Secure Training Needs	I	S	R	A
Implement Piolet Program	A	I	S	R
Monitor Program	A	I	R	A
Make Adjustments	A	S	S	R
Decision to Continue Program	R	I	I	A

R = Responsibility A = Approval S = Support I = Inform

Technologies and Methods

Communications and Feedback Loop: Of all the support systems that are available, perhaps communications and feedback is the most important in this project. The proposal is dependent on multi-unit cooperation within the department and an exchange of information will have to take place at all levels. Top managers will want to know how enforcement problems will be resolved prior to committing resources to the project; and they will want to be apprised of the progress that is being made.

Those people who are actually involved in the realignment of

the jobs, motorcycle officers to patrol functions, and parking enforcement representatives to traffic accident investigations, will have valuable contributions to offer. They will be able to assist those who are taking over their past job as well as make recommendations to the project manager.

Accountability Chart: Because there are a number of personnel involved in this project that do not work together, there is a need for an accountability chart. It will result in creating job descriptions, avoid overlap or duplication of effort, and enhance the communication system between the project participants.

Monitoring System: A monitoring system which includes a time line and periodic reports from the team members on their assigned duties should be used. Implementation of this will provide information that can be given to top managers, insure group members that others are doing their assigned tasks, and insure that the project is implemented within the established time frame.

Education: The implementation of any change brings with it a level of anxiety for those persons that will be affected by it. While the scope of this project will only directly affect the personnel working within the Traffic Unit, it does call for the alteration of long standing traditions; motor officers exclusively working traffic and parking enforcement personnel

only issuing parking tickets. Because of this, it is anticipated that the level of anxiety will be relatively high.

To address this problem, an in-house training or indoctrination program could be used. In this class the new program could be contrasted against the present way of doing business and presented as a solution to the current enforcement problems that are confronting the patrol force. In addition, formal training programs such as traffic accident investigation for the parking enforcement personnel could be used to reduce the fear of having to acquire new technical skills.

SECTION FOUR - CONCLUSION AND RECOMMENDATION

Conclusion:

This report has looked at mid-sized California police department's deployment of police motorcycles by the year 2000.

The trends and events that were developed by the N.G.T. panel present a future of California which includes a growing population, increases in criminal activity, and limited police resources to deal with the expanding problems. The need to address this situation and consider using alternative approaches to customary law enforcement practices is an obvious reaction.

The present state of affairs in the City of San Mateo, the pilot site for this project, is not unlike many mid-sized communities in California. Traffic congestion is increasing on a daily basis, and it is no longer limited to the morning and evening commute hours. The volume of traffic carries with it a proportional increase in the demands for police service. Accident investigations and enforcement of the traffic laws are

the leaders in this area. Like many law enforcement agencies, the San Mateo Police Department has established a Traffic Bureau which employs motorcycle officers to deal with these problems.

In the most recent years, crack (cocaine) has contributed significantly to the criminal activity that is being experienced by communities throughout the land. The violence and other related crimes that are associated with the crack phenomenon have placed a great demand on police resources. Departments have resorted to pulling officers from other assignments and using them to staff newly created drug or gang task forces.

The continuous increase in California's population has also presented additional demands for police service, while at the same time it does not seem to provide an ample amount of police officer candidates. It is not uncommon to hear about police departments which operate with vacant police positions on a daily basis, for prolonged periods of time. The City of San Mateo has, over the past four years never been to full strength for over a month at a time, and has suffered with eight to ten vacancies for periods up to ten months long.

Initially, it would seem that more money in the police budget would solve most of law enforcement's problems. However, using the past years as a guide, it does not seem that bailout funds will be available. Tax initiatives which forbid the procurement of additional tax dollars and present a demand to do with what you have, has placed police administrators on the defensive. Alternative approaches to using more money to solve

existing problems is a logical course of action.

This report provides a proposed alternative that will allow police agencies to use existing resources to address some of the major enforcement problems of today. Additionally, it contains a transition plan that will accommodate the proposal with a minimal amount of disruption to the organization and its employees.

The proposal, to use the existing resources and redefine the priorities of the personnel assigned to the Traffic Unit, would allow the San Mateo Police Department to use its ten motorcycle officers to address emergency call responses. The activities that these officers would normally be involved in, such as traffic accident investigation, would be performed by the personnel assigned to parking enforcement.

The realignment of the duties of these people will allow the department to better serve the community and thus, provide for a better quality of life for the residents of it.

Recommendation:

This study was limited in scope, the deployment of police motorcycles by mid-sized California police departments, and it offers some areas which deserve additional attention.

The production and development of motorcycles, which are intended for enforcement use, will greatly impact their level of efficiency and future use. As technology develops in every phase

of our lives, it would be interesting to see what equipment changes or developments could be implemented on police motorcycles to enhance their adaptability to the patrol function.

If the motorcycles prove to be a successful general patrol tool, more knowledge will be needed about the support that is required to make them effective. While it is recognized that motorcycles are very agile and they can easily negotiate their way through traffic congestion, it is also known that their cargo capacity is limited and there are no accommodations for passengers. A study is needed which will analyze the amount of tactical support that a motor officer needs while working patrol for a prolonged period of time.

APPENDIX A

Candidate trends that were considered by the NGT panel but not selected to be incorporated in this study included:

- * Ineffectiveness of the criminal justice system
- * Illegal drug use increasing
- * Municipal governments are seeking new ways to develop additional revenues
- * High-tech equipment, such as the photo radar speed enforcement unit, can be used to release the demands on police department resources
- * Development of the private sector to deliver services previously provided by the police
- * Continued reduction of police budgets

APPENDIX B

Candidate events which were reviewed and subsequently rejected for use in this project by the NGT panel included:

- * All municipal traffic enforcement is transferred to the California Highway Patrol
- * Major civil disorder erupts throughout the state
- * Manufacturers of motorcycles discontinue production of special police motorcycles
- * Legislation is passed which requires police departments to commit 25% of their personnel to traffic control
- * Traffic congestion is brought under control by the development of a new transit plan
- * Tax laws are passed which provide special funding to law enforcement agencies

ENDNOTES

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