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WHAT IMPACT WILL CONSOLIDATION OF POLICE SERVICES BY SMALL AND MEDIUM SIZE POLICE AGENCIES HAVE ON COMMUNITY ORIENTED POLICING BY THE YEAR 2003?

TECHNICAL REPORT

BY

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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.

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CHAPTER I.

INTRODUCTION

INTRODUCTION

Community oriented policing is designed to develop a closer working relationship between a police department and the community. Consolidation of police services, from several agencies to one, is an effort to centralize police services or functions to cut costs and reduce duplication of effort. Consolidation also removes some control from the local agency. This is a major issue and can have a tremendous impact on community oriented policing. E. Ostrom wrote:

> "Where mechanisms exist to insure that the policemen
> are responsive to citizen requirements for service,
> then an increase in the availability of police should
> lead to better service. Alternatively, if police are
> insulated from the needs of the citizens served, their
> increased presence may be perceived as a force imposed
> from the outside.
>
> "Community control of governmental officials can be
> exercised both formally and informally. We postulate
> that greater informal communication between citizens
> and police contributes to greater community control of
> local police in the independent communities."[1]

Some people fear that consolidation of police services will impair community oriented policing. W. P. Horgan stated, "Consolidating police services would decrease or eliminate the close contact that exists between the police and the community. Authority of local police officers would be lessened and they would lose their effectiveness."[2] Whether this is a valid concern will be examined in some detail by this report.

On the face of it, the concepts of community oriented policing and consolidation of police services appear to be diametrically opposed. Preliminary research, including scanning

of articles and future file information, indicates that community

oriented policing and consolidation of police services are going

to be leading the profession into the 21st century. To success-

fully implement these programs, law enforcement personnel will

need to identify possible hindrances so that the programs compli-

ment rather than contradict each other.

To examine if these programs can be developed together, the

author has focused on the following issue:

WHAT IMPACT WILL CONSOLIDATION OF POLICE SERVICES BY SMALL AND

MEDIUM SIZE POLICE AGENCIES HAVE ON COMMUNITY ORIENTED POLICING

BY THE YEAR 2003?

For the purposes of this study, the following definitions

will be used:

Consolidation of Police Services - a joint venture between
contiguous law enforcement agencies. This could range from
a limited consolidation of services, such as SWAT, communi-
cations, records, etc, to a total consolidation of agencies.

Small Size Police Agency - A law enforcement agency consist-
ing of 25 or fewer sworn officers.

Medium Size Police Agency - A law enforcement agency con-
sisting of 200 or fewer sworn officers.

Community Oriented Policing - A partnership developed between
the police department, the community, and other governmental
agencies to improve the quality of life. It involves a closer
working relationship between these entities with a goal of
long term problem solving.

Community oriented policing is emerging as an innovative

alternative to traditional policing. Former New York Police

Chief Lee Brown indicated that traditional policing is generally

identified as having the following characteristics:[3]

■   The police are reactive to incidents. The organization
       is driven by calls for police service.

- Information from and about the community is limited. Planning efforts focus on internally generated police data.

- Patrol officers are restrained in their role.

- Management uses an authoritative style and adheres to the military model of command and control.

- Agency effectiveness is based on data - particularly crime and clearance rates.

- Police departments operate as entities unto themselves, with few collaborative links to the community.

Community oriented policing is generally identified as a partnership between the community and the police department. According to David Austin and James Marshall, the following are some of the characteristics of community oriented policing:[4]

- Results rather than process oriented. The emphasis is on problem solving.

- Responsibility for making decisions is shared by the police and the community. Citizen involvement in policing efforts is encouraged.

- Decentralization of authority and structure.

- Empowerment of beat officers.

- Managing calls-for-service.

- Customer orientation.

Many communities are demanding more input and interaction with their police agency. The primary goal of a police agency is to serve the public, which traditionalists limited to protection of life and property. These are very important functions, but they are not the total concept. Police departments are service organizations and need to be responsive to community problems and needs. The organization's values need to reflect the community's

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values. The power and authority of the police begins with the community.

Many law enforcement managers in the profession have learned that traditional policing is no longer effective in dealing with the many complex problems facing communities. Citizens are interested in quality of life issues, not response times and clearance rates. Researchers have argued persuasively that fighting fear is as important to stabilizing communities as is fighting serious crime. These findings mean that the traditional strategies followed by American police are neither reducing crime nor reassuring the public.[5]

Traditional policing was a tremendous improvement over the policing style it replaced - one that was characterized by political control, widespread corruption and a lack of professionalism. However, traditional policing is no longer enough. Studies conducted during the 1970's and early 1980's have shown that traditional policing, based on response times and clearance rates, are not effective. Some of the most significant findings are:[6]

- Increasing the number of police officers does not necessarily reduce the incidence of crime.

- Random patrol produces inconsistent results.

- Saturation patrol reduces crime by temporarily displacing it.

- Rapid response is not as important as previously believed.

- Criminal investigations are not as successful as previously believed.

Citizens want a say in government. They want to identify the issues that are important to the community. Programs such as community oriented policing seem to be responsive to these con-

cerns. This is not a new concept, but a reworking of ideas that are rooted in the very core of American policing. What is new is the idea that community policing is not a particular program within an agency, but the entire philosophy throughout the agency.

In line with the philosophy of community oriented policing, police agencies are redefining the values of the organization. The emphasis is being placed on people and not statistics. Community problems are important and long term solutions to these problems are being solicited. The solutions to community problems are being developed by the beat officer working in concert with the community. Problem solving is not limited to police action and may sometimes involve other government entities. It is not important how the problem is solved, or which government entity orchestrated the solution, but rather the issue was addressed and dealt with effectively.

Lee Brown stated, "Community policing is based on the realization that most crimes are solved with information that comes from people. The better your relationship with the people, the more information you will get."[7] A partnership is developed between the community and the police department. The focus is on being proactive rather than reactive. Officers are trained to identify problems and look for solutions.

This philosophy of policing seems to be gaining wide support throughout the country. Several cities that have pioneered this philosophy of policing are reporting very encouraging results. Leading authorities Robert Trojanowicz and Bonnie Bucquerout report that, "While initial results on crime reduction are mixed,

pre-implementation and post-implementation surveys regularly show a reduction in fear of crime, reduction in disorder, enhanced perceptions of personal safety, and improved relations between police and the community."[8]

While this philosophy of policing appears to be the style of choice for policing in the future, it is very difficult to measure its effectiveness. The question now raised is,

> "How do you count crimes prevented? The fact that community policing encourages people to share information with police can mean that crime rates rise, as people begin to trust police enough to tell them about incidents that would otherwise go unreported. Studies show that only about one in three crimes is ever reported to the police - only two in five violent crimes. If this department and the public fall into the trap of relying on crime rates as an indicator of police effectiveness, community policing will suffer."[9]

Community oriented policing is also having a positive effect on police/community relations. Citizens feel the police are much more responsive to their needs and concerns. According to Richard D. Morrison, writing in the Police Chief, "Encouraging all officers to emphasize community policing and practice good public relations can help create many allies among the citizenship."[10]

Police officers are also reporting good results from this type of policing. They feel a sense of accomplishment and satisfaction by working with people in the areas they patrol. According to Lee Brown, "The growing awareness of the limitations of the traditional model of policing stimulated police departments across America to experiment with new approaches to reducing crime, stilling fears, improving police community relations, and restoring community confidence in the police."[11]

Consolidation is another major issue facing the law enforcement profession. In the early 1950's and 1960's, the trend in law enforcement was toward forming small, independent agencies. One of the greatest concerns was for autonomy and local control. In the past ten to fifteen years this trend has reversed. There is now much more talk and acceptability of consolidation of police services. Locally in Contra Costa County, the Marshall's Office was consolidated into the Sheriff's Department. The Contra Costa Times newspaper said it best, "Where a legion of outlaws failed to do the lawmen in, shrinking county budgets, consolidation of services and new ideas on law enforcement have conspired to push them out."[12]   This reversal of thought is based upon the following trends:

- changing attitudes and demands

- fewer financial resources

- improved technology

- changing demographics

Consolidation of police services can take many forms. They can range from a simple regional task force addressing a specific issue, to a total consolidation of entire departments. Some states, most notably Maryland and Hawaii, have adopted the concept of county police agencies. This follows the thought that "law enforcement necessarily suffers when it is halted at every political boundary line."[13]

Two smaller cities, Corte Madera and Larkspur, located in Northern California, consolidated their police departments in 1980. Prior to 1980 both cities operated independent police

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departments. The city of Corte Madera had 16 sworn police officers while the city of Larkspur had 17 sworn police officers.

In 1979 the chief of police for Corte Madera left the city to accept a similar position in another city. On an interim basis, the chief of police for Larkspur also acted as the chief of police for the city of Corte Madera while they searched for a replacement. In 1980 both city councils felt the arrangement was working and they decided to consolidate both departments into one (Twin Cities Police Department). The cities entered into a Joint Powers Agreement when they formed the single police department.

The cities have retained their individual identities, with independent city councils, while operating a single police department. The police department operates as if it is servicing a single city. There is a single police chief who answers to a management committee consisting of both city managers. The management committee reports to a police council consisting of two city council members from each city.

Captain Anthony Hoke of the Twin Cities Police Department feels their consolidation effort has been successful. Occasionally, the department experiences difficulties because of differences in political philosophies between the two cities. One city may desire enforcement in one area while the other city may not. So far they have been able to work out these differences.

When the consolidation was initially implemented, the cities agreed to fund the support services of the department, i.e., records, detectives, etc., on a 50/50% basis. Field services, i.e., patrol and traffic, were funded on a 45/55% split with the slightly larger city paying the greater share. Recently they had

to revise the funding split for field services because the larger city felt the smaller city had grown and was not paying the appropriate amount. They have since devised a formula based on calls for service, total crimes, citations issued, and the number of traffic accidents, to determine the funding shares. Based on this formula, the split is 47/53%.

Captain Hoke mentioned several other problems they have encountered. At the time of consolidation, both cities had police buildings. When the departments were consolidated, they split the force and worked out of both buildings. One building housed support services and administration, while the other building housed the patrol force. They continue to operate in this manner today and it continues to cause some problems. Some citizens living in the city that houses only the support services felt they had lost their police department. To make the citizens feel better, the police department parks some marked patrol cars in the parking lot.

Some professionals in the field today are looking at consolidation of police services as a method by which local agencies can join together to share one or more functions. They no longer see it as a contract for total law enforcement services provided by another agency. Each agency adds something and gets more in return. This can result in a more effective delivery of service and be less expensive, as indicated in a Command College paper completed by Peter G. Herley.[14]

Seven cities in the San Francisco Bay Area are joining forces to form an anti-crime plan. According to Virgil Meibert,

"Our mutual geography and urban character link us together into a single community. The arbitrary lines that define our cities and counties are meaningless in the fight against crime and violence."[15]

The driving force behind most of the interest in consolidation is financial and efficiency based. A recent study of consolidated police services noted that "many chiefs of police of small departments have expressed concern as to whether their departments will exist in 10 years."[16] These same chiefs of police see consolidation of selected police services as the future for small departments if they are to survive.

The trend of fewer financial resources is affecting all levels of government services. A recent article in the San Francisco Chronicle reports, "In a move to slash Contra Costa County's payroll and streamline its fire districts, the Board of Supervisors yesterday appointed one chief to oversee five county fire departments and accepted the resignations of four top-ranking fire administrators.[17] Other cities nationwide are copying Sunnyvale, California, which merged Police and Fire Departments. "The concept could save cities millions of dollars a year in police and fire costs, which take the biggest chunk out of most municipal budgets."[18]

The costs of maintaining a police agency are continually rising. The police department's budget generally demands 30 to 55 percent of a city's general fund budget. In addition to the personnel costs, training costs, and benefit costs, civil liability costs continue to skyrocket. A survey completed by Deputy

What impact will consolidation of police services by small and medium size police agencies have on community oriented policing by the year 2003?

Abstract

This research project examines the issue of whether the consolidation of police services and the policing philosophy of community oriented policing are compatible. The focus of the project is the year 2003 as research data suggests significant trends in the r licing field toward consolidation and community oriented policing. As violent crime rises and community dissatisfaction grows, police agencies will be forced to respond to the communities concern. As the community demands more involvement in the policing effort, decreasing resources will force agencies to consolidate functions and become more efficient. Agencies that are able to effectively deal with these trends will have a smooth transition into the future while those agencies that fail to deal with the issues will experience difficulties. Policy recommendations emphasis police/community partnerships centered around the concept of total quality management. The study includes trend and event evaluations; forecasts; references and bibliography.

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JOURNAL ARTICLE

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COMMAND COLLEGE CLASS 18

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

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working relationship between the police department and the
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services is an effort to centralize police responsibilities or
functions to cut costs and reduce duplication of effort. Consol-
idation can remove some control from the local agency because it
merges several different political philosophies into one. This
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To examine if these programs can be developed together, the author focused a study project on the following issue and sub-issues:

ISSUE:

What impact will consolidation of police services by small and medium size police agencies have on community oriented policing by the year 2003?

SUB-ISSUES:

What effect will consolidation of police services have on citizen expectations of community oriented policing?

What factors influence which services and/or tasks are chosen for consolidation?

What opportunities for consolidation will community oriented policing create?

For the purposes of this paper, the following definitions will be used:

- **Consolidation of Police Services** - A joint venture between contiguous law enforcement agencies. This could range from a limited consolidation of services, such as SWAT, Communications, Records, etc, to a total consolidation of agencies.

- **Small Size Police Agency** - A law enforcement agency consisting of 25 or fewer sworn officers.

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The driving force behind most of the interest in consolidation is financial and efficiency based. A recent study of consolidated police services noted that "many chiefs of police of small departments have expressed concern as to whether their departments will exist in 10 years."[9] These same chiefs of police see consolidation of selected police services as the future for small departments if they are to survive.

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of most municipal budgets according to an article in the San
Francisco Chronicle."[11]

Consolidation of police services among contiguous communi-
ties offers many advantages. It should be looked at as a method
to join together and share one or more functions that can be more
effective and less expensive. There are three main benefits of
consolidation of services:

- Consolidation is a method to provide more effective
  service at less cost.

- Consolidation allows an expanding of service by sharing resources and management.
- Consolidation offers a cooperative environment in working with neighboring agencies to improve service to the community.

The continual decline in public funding that many cities and counties are experiencing has forced them to at least look at the feasibility of consolidation of police services. This trend has forced four cities in West Contra Costa County, Richmond, San Pablo, Kensington and El Cerrito, to consolidate their dispatch services. These same agencies continue to explore the feasibility of consolidating their records services. The Chiefs of Police of five Central Contra Costa County cities, Clayton, Concord, Martinez, Pleasant Hill, and Walnut Creek, facing the same trend, formed a Central County consolidation committee to look into the possibility of consolidating some police activities. Richard Morrison in an article for The Chief of Police magazine stated,

> "Many Chiefs are not yet aware that they are in peril. Some do not believe the issue will ever visit their department. Consciously taking this stance would be woefully naive at best."

> "With all the attention on redirecting police work from reactive to proactive through problem oriented policing and community policing, even some progressive chiefs may overlook the threat of consolidation. Actual agency performance may have no bearing at all on what happens to the department when money is the issue."[12]

Prudent police managers must look at the trends in law enforcement and plan strategies today so that they can be effective in the future. Two of the major trends facing the law

enforcement profession are: 1) a change in policing philosophy; and 2) a change in the level of revenues available to public agencies. These trends will change the face of law enforcement as it is now known.

An effective strategy to deal with these trends and prepare for the 21st century is Total Quality Management (TQM). Goal/QPC describes it as "A structured system for meeting and exceeding customer needs and expectations by creating organization-wide participation in the planning and implementation of break-through and continuous improvement processes."[13] The measure of success is the degree of satisfaction among the community. Striving for constant and continual improvement is the heart and soul of TQM.

This strategy requires cooperation and involvement of all people within the organization. Improved quality and productivity are needed. If quality and productivity do not improve, then support from the community will diminish. Many law enforcement agencies have lost touch with their community and are often more concerned with meeting their own needs. A shift to consideration of the customer perspective creates opportunities for rethinking what law enforcement really does and how it does it.

A primary function of government is to provide for the safety of its citizens through the maintenance of effective police services. The trend in funding for governmental services over the next ten years seems to suggest a decline in available resources. This threatens the ability of law enforcement to provide the basic police services. A question that is often

asked is, "How do we do more with less?" A better question would
be, "How can we do a better job with what we have?" Adequate
resources will no longer be available and law enforcement agen-
cies will have to search for enhancements from within the organi-
zation. Law enforcement agencies can no longer rely on getting
the funding they need because they are the sole provider of the
service. Increasing costs and declining service sparks ideas in
the minds of city council members about how to provide these
services for less.

Declining resources is a strong motivator for change.
Consider the following cities faced with declining resources and
the drastic changes they made in the way law enforcement services
are provided to their communities.[14]

- City of San Juan Bautista fired all city employees and
  made the decision to operate city services with con-
  tract and volunteer labor.

- City of Rio Dell cut its work force and reduced police
  services from 24 to 16 hours a day.

- City of Mendota disbanded its police department and
  contracted with Fresno County for police services at
  reduced levels.

- Many other California cities contract with larger
  police agencies or counties for police services.

There used to be a general rule among city leaders that
police officers and fire fighters are the first hired and the
last fired. This concept is changing. There are more and more
examples of police officers and fire fighters being laid off as
cities struggle to balance their budgets. As police agencies
fight and compete with other city departments, they need to focus

more attention on quality of service. The focus on quality of service is based on the perception of the citizens in the community, not on arbitrary criteria set by the police department.

The citizen's expectations of law enforcement have changed. People are no longer satisfied with the simple delivery of police services. In addition, citizens are insisting on the maximum effectiveness and efficiency from the police agency. Cities are thinking creatively, searching for better and less costly ways of doing things. Contracting out services and sharing resources with other agencies are two methods of doing this.

Customer satisfaction should be the top priority of any police agency. Quality is the opposite of waste and errors, which places the greatest drain on police resources. One publication estimates that 30-45% of every public sector budget dollar is spent on waste.[15]   When everyone in the organization is committed to quality, then monies spent on operational inefficiencies, internal investigations, grievances and complaints are freed up to be spent in more productive areas.

Total quality management is a strategic tool for establishing a new cooperative effort between the intentions and operations of the police and the expectations and requirements of the community. It is a new way of doing police work.

For TQM to work, the values, roles, rewards, and the way of doing business in a police agency, must be systematically and strategically transformed. TQM represents a philosophy and a common set of beliefs and values designed to improve the success

of a police department in satisfying the needs and expectations of the community.

There are four critical points that need to be addressed when applying TQM to a law enforcement environment:

- client identification and feedback
- tracking of performance
- constant and continuous improvement in the delivery of service to the community
- employee participation in all processes

The interaction between the community and the department increases the understanding and cooperation among both groups. There is a sharing of information and it allows the department to measure the success or failure of its service delivery. Community oriented policing demands this cooperative effort between the police and the community. This interaction determines policing priorities in the community. If programs are not working or not moving the department toward the mission, there is opportunity to change the programs.

Currently most law enforcement statistics are based on quantitative rather than qualitative measurements. It is difficult to define quality when using these statistics. Because satisfaction depends on the customer's personal experience, only the customer is qualified to judge whether an agency is delivering quality service.

If a police agency is to adopt the philosophy of total quality management, there are three essential sources of support

that are necessary during implementation -. technology, leader-
ship, and design. All three sources are equally important and
must be strong. Technology represents a complete set of tools,
techniques, skills, knowledge, and methods that make it possible
for service of the highest quality to be delivered to the commu-
nity.

Leaders in the organization have to be committed to the
fundamentals of TQM, quality and excellence of service. Unless
leaders are committed toward service quality, any attempt to
eliminate "enforcement" attitudes and replace them with "service"
commitments will fail. Change in the organization will be slow
and difficult and is best accomplished in relative small incre-
ments.

The design of the organizational infrastructure - the
network of people, facilities, systems, and information - that
supports excellent service is imperative. Attempts to change the
quality of service without addressing the underlying structures
that generate them will be futile.

Once an agency has committed itself to a philosophy of TQM,
it must identify the strategic processes that are critical for
improved customer satisfaction. Another key element is a contin-
uous training and retraining program. The training needs to
provide knowledge, skills, and the tools necessary for employees
of the organization to improve quality and productivity.

To ensure that the agency is achieving its goal of enhanced
quality and productivity, there must be an evaluation component.

Surveys, both internal and external, can be a valuable source of information. In addition, a citizens advisory committee would be helpful. This committee should be made up from a cross-section of the community, as well as from a cross-section of the employee groups. The inclusion of both citizens and employees helps to create interaction between the groups. The advisory committee will give the department a clearer focus on what the community's needs are.

Police self-interest is a result of the police reform movement. Early policing was based on favoritism and political influence. To correct this, police agencies formed a strong central control base and moved from police service to crime solving. In this manner they were able to distribute law enforcement equitably. However, a consequence of this style of policing was a detachment from the community. Police agencies set priorities and delivered service as they saw fit. The community has grown tired of this style of policing and has begun demanding input.

In the early 1980's, America began experiencing a quality revolution.[16] Governmental agencies began feeling the pressure to respond to demands of the community. People united wield an enormous amount of power. The people began to realize this and started to flex their muscles. A classic example of this was the ouster of Rose Bird and two other California Supreme Court Justices in the 1980's.

Today, government continues to suffer from a loss of respect and credibility, and a lack of financial support. To recapture the communities' respect and regain credibility, law enforcement agencies need to communicate with the people and jointly set priorities and goals. Being responsive to the communities' needs and desires is what community oriented policing is all about.

In 1987 a Presidential mandate was issued directing every federal agency to look for ways to improve quality and service to the citizens.[17] The state has since followed suit. The law enforcement community has now recognized the mandate from the people and is slowly adapting. This is a very painful process and it is difficult to overcome the very strong police culture, which resists change. In addition, police agencies often look for short-term solutions which are easier than long term solutions.

Most police executives will buy into the philosophy of community oriented policing. The secret is to blend consolidation of identified police services into this philosophy without negatively impacting it. Total quality management is the vehicle best suited to accomplish this goal. Total quality management focuses on problem solving and along with its management philosophy that requires participation at all levels of the organization, supports the philosophy of community oriented policing.

Quality and productivity are even more critical in a time of declining resources. If quality and productivity don't improve then support from the community will diminish. In addition, if

an agency's effort is expended in the wrong direction, because the agency doesn't know what the community wants or expects, then there is little community support. This can compound the problems in fiscally conservative times. Agencies will be asked to do more with what they have, and at times they will even be asked to do more with less.

It is important that law enforcement agencies identify their clients/customers, a key ingredient of TQM, and provide some form of measurement as to how the agency is responding to the community's concerns. This is necessary before any additional community support can be expected. The end product is the best measurement of success or failure for any organization. Since law enforcement is not profit-oriented, there is no traditional "bottom line" by which to measure results. Currently agencies measure their success on whether or not they stay within their budget and not by how well the money is spent. Total quality management places the measurement of success on the quality and effectiveness of service to the community and how well the money is spent.

The change in the culture of an organization is not easy. A change is what is needed and that must come from the top. There needs to be a commitment to the clients/customers from the Chief of Police. Change will take time and the leadership needs to demonstrate a commitment to the change and not just pay it lip service. The change will not occur until the organization believes "people are important".

To assist in the implementation of the philosophy of total quality management into an organization, the following plan is recommended.

Overall coordination and planning responsibility for implementation of this strategy would rest with an Executive Committee appointed by the Chief of Police. The Executive Committee should be chaired by a command officer and be composed of command staff representing all functions within the department and other key stakeholders.

The process will require formation of at least four subcommittees with the following strategic goals:

1. A committee to determine the vision and direction of the department.

Strategic Goal:

Develop a long range vision of the organization and establish the standards for implementation of the philosophy of total quality management.

This committee would be charged with establishing the strategies for implementation of TQM. It should be made up of a cross-section of the department and should establish the standard by which the department will be judged. The chief and command staff should provide input into this committee, however it is important that there are open lines of communication with rank and file and avenues for their input. Stakeholders should be identified and selected for inclusion on this committee. It is important to gain support from key stakeholders within the department. The

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committee will need to do a self assessment of the organization in its present condition and then determine the desirable future. The vision will look at long range change in the culture and philosophy of the organization.

Estimated time required: 4 - 6 months

2. Committee to look at areas of potential consolidation.

Strategic Goal:

Examine the services provided by the police department and make recommendations regarding areas of potential consolidation.

This committee should be comprised of employees from throughout the organization. It should be a cross-section that touches all ranks, including non-sworn. It will also be important to include members of the community and business community. Services should be evaluated with an eye toward responsiveness to the community's needs, cost-effectiveness, and efficiency. However, the police department is a service agency and all decisions need to be weighed against the impact on the community. It is also important that the committee examine the impact of any consolidation recommendations on Community Oriented Policing.

Estimated Time Required: 12-18 months

3. Internal Training Committee

Strategic Goal:

Establish a training program to educate employees within the department and in other city departments to the philosophy of total quality management.

This committee would require membership from a cross-section of the department. Ideally, the committee should consist of stake-holders or individuals having some influence in the department. It would be their responsibility to establish strategies to sell the vision and strategies to members of the department and the city.

Estimated Time Required: 6-12 months

4. External Training Committee

Strategic Goal:

Establish a program to educate the community on the philoso-phy of total quality management and the implementation plan of the police department.

This committee should be comprised of a mix between department personnel and members of the community. A member of the local media should also be invited to sit on this committee. It will be this committee's responsibility to establish strategies to educate and inform the public regarding the philosophy and policies of the department. The initial presentations would be made to business and community groups.

Estimated Time Required: 12-18 months

This project would be scheduled primarily by subcommittee chairpersons who would establish action plans and estimated progress dates. A command member of the Executive Committee would be assigned responsibility for operations. This command member would be responsible for monitoring subcommittee progress, facilitating any necessary coordination with other committees,

avoiding duplication of effort, and reporting progress to the
Executive Committee. The Executive Committee would be responsi-
ble for evaluating progress and assessing success of the imple-
mentation plan.

It is obvious that consolidation of police services will
have an impact on community oriented policing. Whether this
impact is positive or negative depends on preplanning and which
functions are chosen for consolidation. It is important to look
at quality and productivity when addressing these issues. When
the concerns of the community are given top priority and quality
of service is the goal, then consolidation and community oriented
policing can be blended together in a positive manner.

Agencies that do not look into the future and develop
strategies now, risk chaos when the future becomes reality. It
is today's managers' responsibility to plan for the future. It
is important that appropriate strategies be developed to achieve
both cost effectiveness and greater community involvement. Total
quality management is a valuable tool in achieving this goal.

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Chief Thomas Wickum of the San Bernardino County Sheriff's

Department found:

> "The high cost concerns of city administrators not only
> included the traditional expenses of a police depart-
> ment, such as salaries, benefits, equipment, and facil-
> ities, but also recruitment, training, required medical
> expenses, compliance with minority issues, and the
> exceedingly high cost of liability insurance. The
> liability concerns of the city rest with their inabili-
> ty to maintain 'affordable' liability coverage.[19]

Some of the proponents for consolidation argue that the

following benefits will be derived from consolidation:[20]

1. More effective delivery of police services.

2. More efficient police services by elimination of dupli-
   cation of services by several small departments.

3. Development of specialized units with unique expertise.

4. Better trained personnel.

5. Increased opportunities for officers, resulting in
   lower turn over rate.

6. Increased opportunity for innovation with resulting
   improved quality of police services.

Opponents of consolidation list some of the following

concerns:

1. Loss of local control.

2. Inability to control costs.

3. Local concerns are not the primary concern of those in
   charge.

4. Loss of local identity.

As can be seen by the opponents' list, loss of local control

is a major concern of citizens and community leaders. Morrison

reported, "The political environment of each locale usually has

more impact upon the feasibility of consolidation than any other

single factor."[21]

J. J. Norton stated, "Local communities are reluctant to share control over what they consider to be their police; they fear reorganization (regionalization/consolidation) will be detrimental to service delivery."[22]

As police services are consolidated, larger departments are often created. This in turn can fuel the debate regarding service delivery from small versus large agencies. Many people view larger departments as "task oriented utilizing special units and divisions of labor characteristic of 'professional' departments. The small departments are seen as being patrol or service oriented and having little job specialization."[23] Morrison put it this way, "A larger police agency can benefit the community by increasing the quality of the service provided, possibly with a reduction in total personnel numbers. Also, equipment and specialized units can be centralized within the community."[24]

The continual decline in public funding that many cities and counties are experiencing has forced them to at least look at the feasibility of consolidation of police services. This trend has forced four cities in West Contra Costa County, Richmond, San Pablo, Kensington and El Cerrito, to make plans for consolidation of some police services. In mid 1993 these agencies did consolidate their police dispatching. The agencies feel this consolidation is working well. They have in place an overview committee, comprised of a member from each agency, that deals with policy decisions and problems involving the dispatch center. The agencies are looking at future consolidation of their record management systems.

The Chiefs of Police of five Central Contra Costa cities,

Clayton, Concord, Martinez, Pleasant Hill, and Walnut Creek,

facing the same trend, formed a Central County consolidation

committee to look into the possibility of consolidating some

police activities. Morrison indicated that, "Many chiefs are not

yet aware that they are in peril. Some do not believe the issue

will ever visit their department. Consciously taking this stance

would be woefully naive at best."[25]

The chiefs foresee a continual trend in reduced revenues for

California cities and they want to be prepared to deal with the

situation. They see the Central County consolidation committee

as supplying them with needed information to prepare their

departments for the future in law enforcement. They also feel

that if they prepare now they will be able to effect change,

rather than having change forced upon them. By consolidating

some services, they feel they will be able to maintain their

autonomy and resist regionalization of police services. Morrison

reported, "With all the attention on redirecting police work from

reactive to proactive through problem oriented policing and

community policing, even some progressive chiefs may overlook the

threat of consolidation. Actual agency performance may have no

bearing at all on what happends to the department when money is

the issue."[26] The chiefs feel they must make law enforcement

more efficient and receptive to their communities' needs while

continuing to maintain their individual departments.

As the philosophy of community oriented policing continues

to spread across law enforcement, managers need to look at the

possible consequences of consolidation of police services and its

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effect on community oriented policing. Both of these issues will
be critical to the survival of police agencies. The steps taken
today will ensure a viable and healthy organization as law
enforcement managers begin the 21st century.

After formulating the issue question, this researcher met
with the Central County Consolidation Committee. As this Commit-
tee was given the task of examining the feasibility of consoli-
dating police services for their respective agencies, it was felt
that they would be in a good position to help in identifying sub-
issues. Each of the agencies represented has also begun some
form of community oriented policing.

At a meeting with this committee, input was solicited in the
forming of a relevance tree. A relevance tree places the issue
at the base of a "tree". The "branches" depict the sub-issues
and the spreading of relationships that all spring forth from the
base issue.
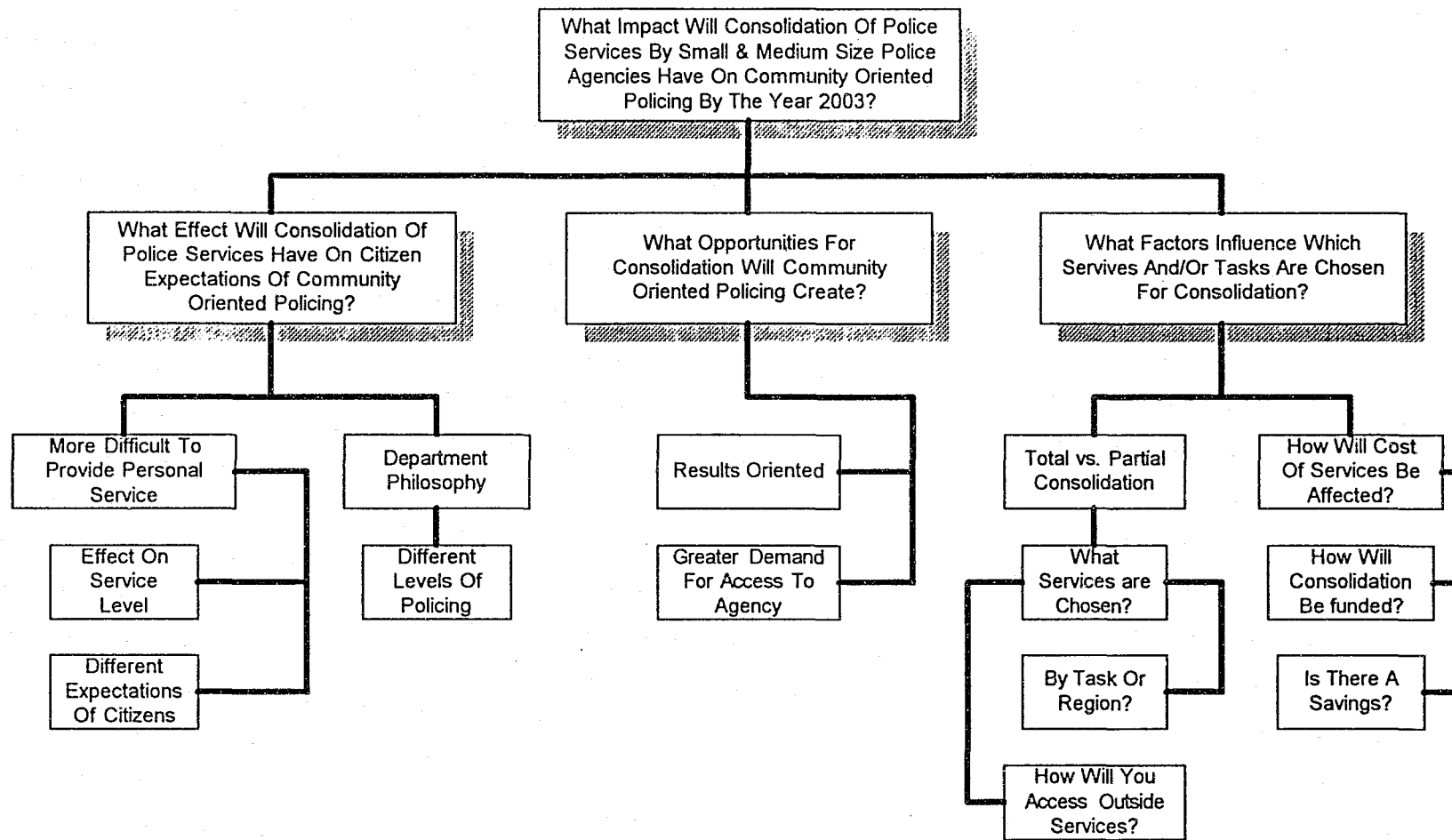
RELEVENCE TREE: ISSUE & SUB-ISSUES

23 June, 1994

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Three sub-issues were developed through this process:

■ **What effect will consolidation of police services have on citizen expectations of community oriented policing?**

■ **What factors influence which services and/or tasks are chosen for consolidation?**

■ **What opportunities for consolidation will community oriented policing create?**

The intent of this study is to examine the potential impact consolidation of police services may have on community oriented policing. The trends imply that both of these concepts are important to the law enforcement community and will have an impact on policing in the future. It is important that appropriate strategies be developed to achieve both cost effectiveness and greater community involvement. It is the purpose of the study to identify significant issues and develop alternative solutions so that agencies and their community members can make a smooth transition to a more responsive and community based police agency.

"If the police are to realize a greater return on the investment made in improving their operations, and if they are to mature as a profession, they must concern themselves more directly with the end product of their efforts. The police seem to have reached a plateau at which the highest objective to which they aspire is administrative competence. And, with some scattered exceptions, they seem reluctant to move beyond this plateau -- toward creating a more systematic concern for the end product of their efforts. But, strong pressures generated by several new developments may now force them to do so."[27]

Agencies that do not look into the future and develop strategies now, risk chaos when the future becomes reality. It is today's manager's responsibility to plan for the future. It is the purpose of this study to examine the potential impact

consolidation of police services may have on community oriented

policing in the future. There is strong evidence that consolida-

tion of service issues and a change in policing philosophy to

community oriented policing are issues in the future for police

managers.

CHAPTER II.

FUTURES STUDY

FUTURES STUDY

An effective long-term strategic plan requires a futures study to forecast likely future scenarios. The scenarios serve as a basis for policy identification and analysis. Functional policies will lead to sound strategic planning.

Community oriented policing is designed to develop a closer working relationship between the police department and the community. Consolidation of police services is an effort to centralize police services or functions to cut costs and reduce duplication of effort. This is a major issue and can have a tremendous impact on community oriented policing.

The issue and sub-issues that surfaced from the literature search and interviews described in the Introduction are:

ISSUE:

What impact will consolidation of police services by small and medium size police agencies have on community oriented policing by the year 2003?

SUB-ISSUES:

1. What effect will consolidation of police services have on citizen expectations of community oriented policing?

2. What factors influence which services and/or tasks are chosen for consolidation?

3. **What opportunities for consolidation will community oriented policing create?**

METHODOLOGY

Nominal Group Selection

The Nominal Group Technique (NGT) was used to identify trends and events as they relate to the issue and sub-issues. There were nine panel members and each was chosen because of his or her knowledge of current trends and events occurring in the local area. The panel consisted of six police officers and three civilians. (For a brief biography of each panel member, refer to Appendix A.)

Each of the panel members was personally contacted by this researcher and asked to participate in the NGT. This initial contact was followed up with a confirmation letter setting the date of the meeting and explaining the process. This letter also identified the issue to be examined.

A week before the NGT's scheduled date, a second letter was sent to each participant as a reminder of the upcoming meeting. This letter was more specific in identifying the issue. The participants were told to focus on trends and events as they relate to the issue and sub-issues.

On the day of the NGT, a secretary was utilized to record the exchange of information. The meeting began with an explanation of the process. Each participant was given a piece of paper with the issue and sub-issues listed on it. The issue and sub-issues were also recorded on a flip chart and placed at the front

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of the room. The terms community oriented policing, consolidation, trend, and event were defined and the definitions were also placed at the front of the room. The definitions were as follows:

COMMUNITY ORIENTED POLICING: A partnership developed between the police department, the community, and other governmental agencies to improve the quality of life. It involves a closer working relationship between these entities with a goal of long term problem solving.

CONSOLIDATION: Centralization of police services or functions to cut costs and reduce duplication of effort.

TREND: An overall direction or pattern of related events that occur over time and can be forecasted.

EVENT: A one-time occurrence that can have an impact on an issue.

Group members were encouraged to think about the issue in future terms and to think creatively. They were instructed to present all ideas and no clarification would be made until all of the ideas were recorded. No further explanation of the issue was given to avoid limiting the input of the participants.

At this point, the group was given the task of identifying trends as they relate to the issue and sub-issues. This researcher identified five trends as a method of clarification and to stimulate thought. These trends were:

- Community Oriented Policing is replacing traditional policing as the preferred style of policing.

- Improvements in computer hardware and software are
  making face-to-face exchange of information obsolete.

- Change in the level of violent crimes.

- Change in the level of municipal resources.

- The number of police officers per 1,000 population.

The group was then given time to individually generate ideas
on future trends. A round-robin recording of ideas followed,
with each idea recorded on a flip chart. The group developed 61
trends. (See Appendix B.) After all of the ideas were recorded,
they were reviewed by the group to provide any necessary clarifi-
cation.

Following clarification, a vote was taken to identify the
top ten trends as selected by the group. The selected trends
were:

1. **Community oriented policing replacing traditional
   policing as the preferred style of policing.**

   > The style of policing in our area is changing from
   > the more traditional method of responding to calls
   > for service to a more proactive approach. This
   > new approach is predicated on a closer relation-
   > ship with the community where problems are ad-
   > dressed early on.

2. **Enhanced information technology.**

   > Technology continues to improve at a rapid pace.
   > As the technology improves and the costs go down,
   > police agencies will be able to take advantage of
   > it to improve their service to the community.

3. **Change in the level of municipal resources.**

   Municipal resources are continually changing.
   With the uncertainty, it becomes very difficult to
   plan for the future.

4. **Change in the level of cultural diversity.**

   As the ethnic make-up of the community changes, so
   do the demands on the law enforcement agency. A
   responsive department needs to plan for these
   changes.

5. **Total quality management to meet customers' needs.**

   Communities are demanding more input and interac-
   tion with the government and the police depart-
   ment. Total quality management is in response to
   this and encourages government agencies to plan
   and work with the community.

6. **Consolidation/regionalization of organizations.**

   The merging of duplicate functions from separate
   agencies into one function. This could range from
   a limited consolidation of services, such as SWAT,
   Communications, Records, etc, to a total consoli-
   dation of agencies.

7. **Change in the level of violent crimes.**

   ·The level of violent crimes is changing. As the
   levels change, the impact on police agencies and
   communities change. An increase in violent crimes
   demands more resources.

8. **Change in the average population per square mile.**

    The population density is changing. A change in
    the number of people living closely together can
    have an impact on police agencies and the number
    of violent crimes.

9. **Empowerment of community Ogroups.**

    Police agencies and governments are having more
    interaction with residents in the community. As
    this interaction continues, community groups ob-
    tain more power in controlling the levels of ser-
    vice they desire. Public opinion on safety,
    crime, taxes, and government has become very im-
    portant and can determine whether an issue lives
    or dies.

10. **Change in the level of state services.**

    As the availability of money changes, so does the
    level of state services. When the state faces
    economic uncertainty they transfer obligations to
    the cities and counties.

These ten trends were evaluated by the group, using the
trend evaluation form. The information was then compiled and a
median was obtained. Table #1 is a summary of those findings.
The ten trends were placed on individual graphs plotting the
trend line from 1988 to 2003. Each trend graph contained five
forecasts: The median forecast; the maximum forecast; the upper
quartile forecast; the minimum forecast; and the lower quartile
forecast.

Four of the ten trends were objective trends. These are based on objective indicators with historical data collected from various sources. The remaining six trends were subjective trends with the historical data collected from input supplied by the group. There is no "factual" data on which to base these trends. The historical data on the objective trends (#3, #4, #7, & #8) is shown on the graphs by an additional line. The following pages contain the ten trend graphs and analysis of each trend.

TABLE #1

TREND EVALUATION SUMMARY

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	Five Years Ago	Today	5 Years From Now	10 Years From Now
1. Community oriented policing replacing traditional policing as the preferred style of policing	80	100	150	200
2. Enhanced information technology	75	100	150	200
3. Change in the level of municipal resources	110	100	85	80
4. Change in the level of cultural diversity	50	100	150	200
5. Total quality management to meet customers' needs	75	100	150	170
6. Consolidation/regionalization of organizations	75	100	150	150
7. Change in the level of violent crime	90	100	140	150
8. Change in the average population per square mile	75	100	125	150
9. Empowerment of community groups	50	100	150	150
10. Change in the level of state services	150	100	50	50

N = 9

TREND 1 — POLICING STYLE
Community Oriented Replacing Traditional
(Today=100)
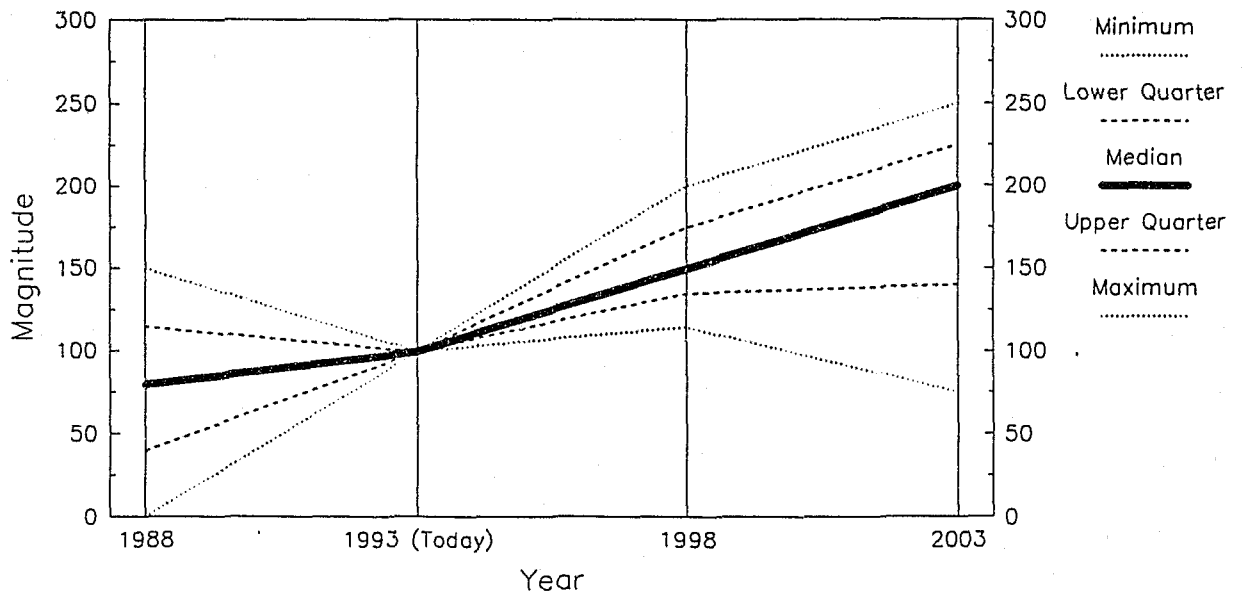
Grid Lines At
5 Yr Intervals

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Trend Statement #1

Community Oriented Policing is replacing traditional polic-
ing as the preferred style of policing.

Analysis:

Community Oriented Policing was defined as a cooperative
effort between the community and the police with an emphasis on
problem solving. Traditional policing was defined as reactive.
Police officers respond to calls for service and service levels
are measured by response times.

It was the consensus of the group that five years ago there
were fewer agencies involved in community oriented policing.
Today there are a greater number involved and the group feels
that this trend will continue in an upward climb. Some members
of the group felt local police agencies have been involved in
community oriented policing for many years.

This is a subjective trend; however, the Office of Criminal
Justice Planning conducted a survey of all police agencies in the
state during 1992. The survey explored the types of community
policing programs used by the various police agencies. The
results of the survey show approximately 19% of the agencies use
some form of community policing, however, the survey was incom-
plete and inadequate to form any concrete opinions.

TREND 2 — ENHANCED INFORMATION TECHNOLOGY
Face To Face Obsolete As Hard/Soft Ware Improves
(Today=100)
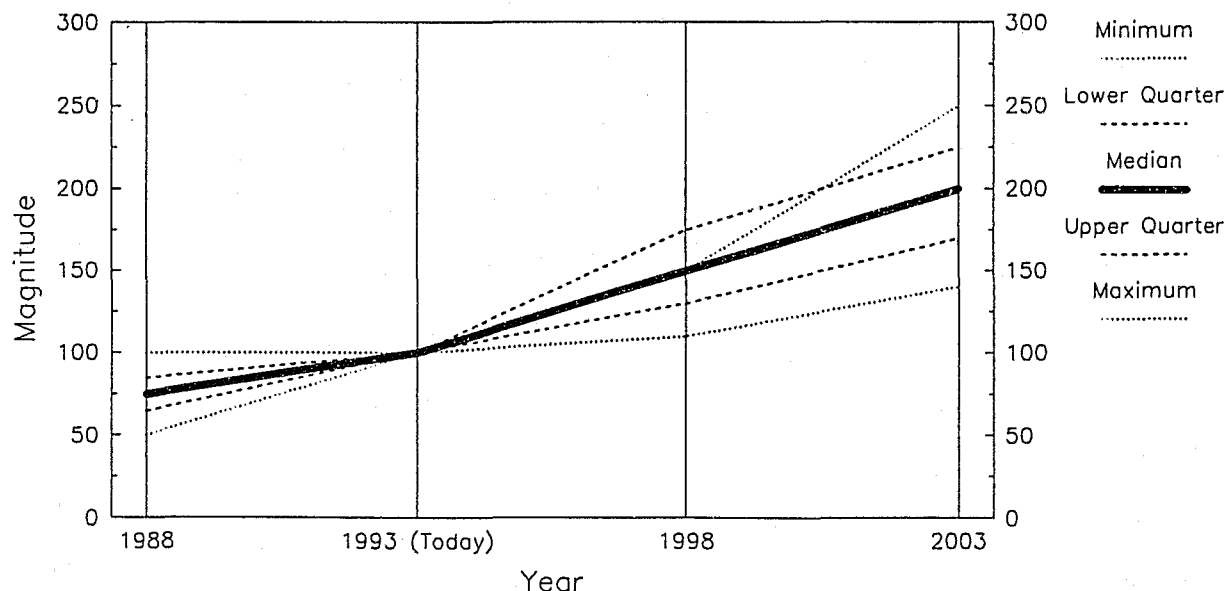
Grid Lines At
5 Yr Intervals

File:ERT2.CHT

Trend Statement #2

Enhanced Information Technology. As information technology
improves, the need for face to face exchange of information
becomes obsolete.

Analysis:

It was the consensus of the group that information technolo-
gy continues to improve. As technology improves, there is less
and less need for face to face contact between people wishing to
exchange information.

With less need for personal contact, police agencies can
consolidate services and process information more efficiently.
Technology allows agencies to streamline operations and be more
responsive to community needs. Improved technology allows for
effective consolidation of services.

TREND 3 — RESOURCES
Change In Level Of Municipal Resources
(Today=100)
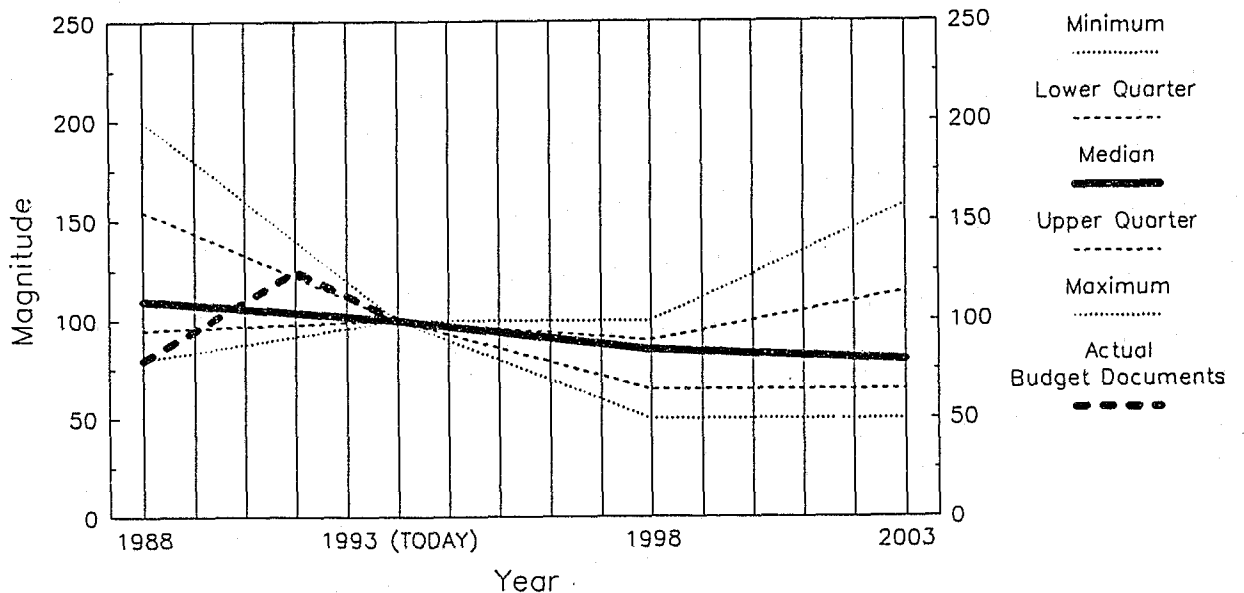
Grid Lines At
1 Yr Intervals

File:ERT3.CHT

Trend Statement #3

Change In The Level Of Municipal Resources. As resources decrease, agencies must become more efficient and responsive to the community.

Analysis:

It was the consensus of the group that municipal resources have steadily declined for the past 5 years. The group also feels that resources will continue in a steady decline for the next 10 years.

The decline in resources is a driving force in the consolidation movement. As resources diminish, agencies have to look for ways to become more effective and efficient.

Objective data collected from budget documents for the past five years for the City of Concord supports the consensus of the group of declining resources. However, the historical data differs somewhat from the group's thinking as it shows a steady increase of resources until two years ago. The decline started at that time and has continued.

TREND 4 — DIVERSITY
Change In Level Of Cultural Diversity
(Today=100)
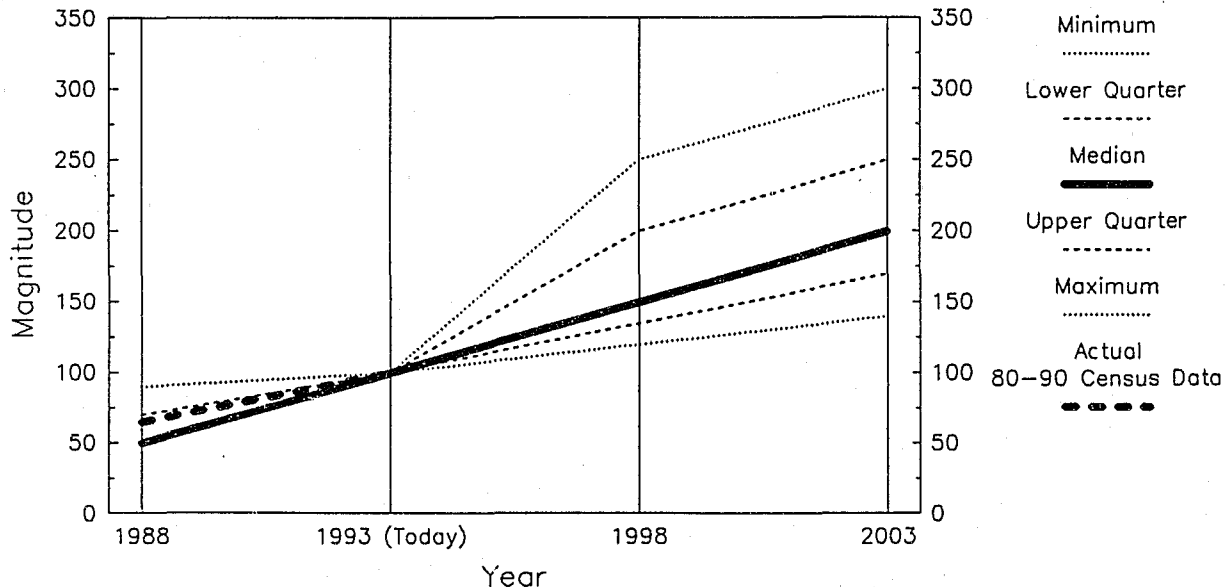
Grid Lines At
5 Yr Intervals

File:ERT4.CHT

Trend Statement #4

Increased Cultural Diversity. The increase of cultural
diversity in a community will increase the need for community
oriented policing.
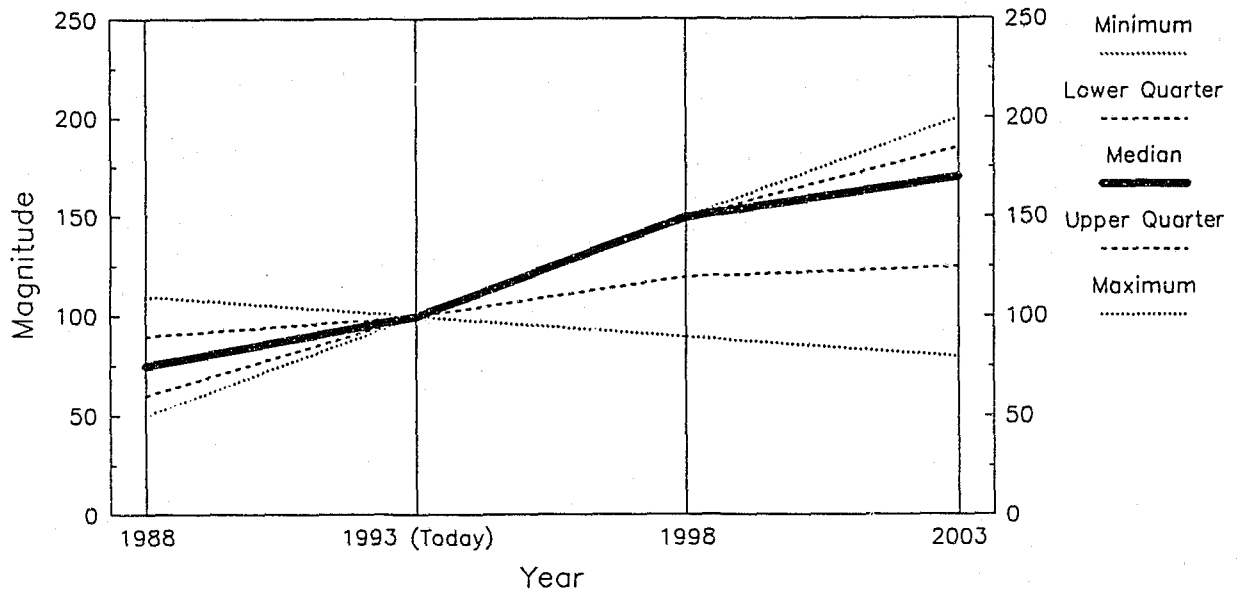
Analysis:

It was the consensus of the group that cultural diversity in
our communities will continue to increase. Immigration continues
to bring large numbers of ethnically diverse people into our
communities. This increase will place a larger demand on the law
enforcement agency. Police departments will have to have more
interaction with the community because of the increased cultural
diversity. Diverse groups bring their own unique cultures and
beliefs into the community. This trend will help drive the move
toward community oriented policing.

Objective data obtained from the 1980 and 1990 census
indicates that over the past 5 years there has been a 60% in-
crease in the minority community. This objective data corresponds
with the upper quartile projection of the group. If this trend
continues, it will be slightly lower than the consensus reached
by the group.

31

TREND 5 — MANAGEMENT STYLE
Total Quality Management To Meet Customer Needs
(Today=100)

Grid Lines At
5 Yr Intervals

File:ERT5.CHT

Trend Statement #5

Management Style. The change in management style to a total quality management style to meet the customers' needs. The focus is on treating the citizens as customers.

Analysis:

It was the consensus of the group that customer needs are becoming more important in every organization. Management styles are changing to reflect this change in philosophy.

Community oriented policing is a philosophy that embraces the concerns and needs of the community. Police organizations are changing their management styles to address the communities' needs. The interaction between the community and the department increases the understanding and cooperation among both groups. Without this change in management style, community oriented policing would not be possible.

TREND 6 – ORGANIZATIONAL CHANGE
Consolidation & Regionalization
(Today=100)
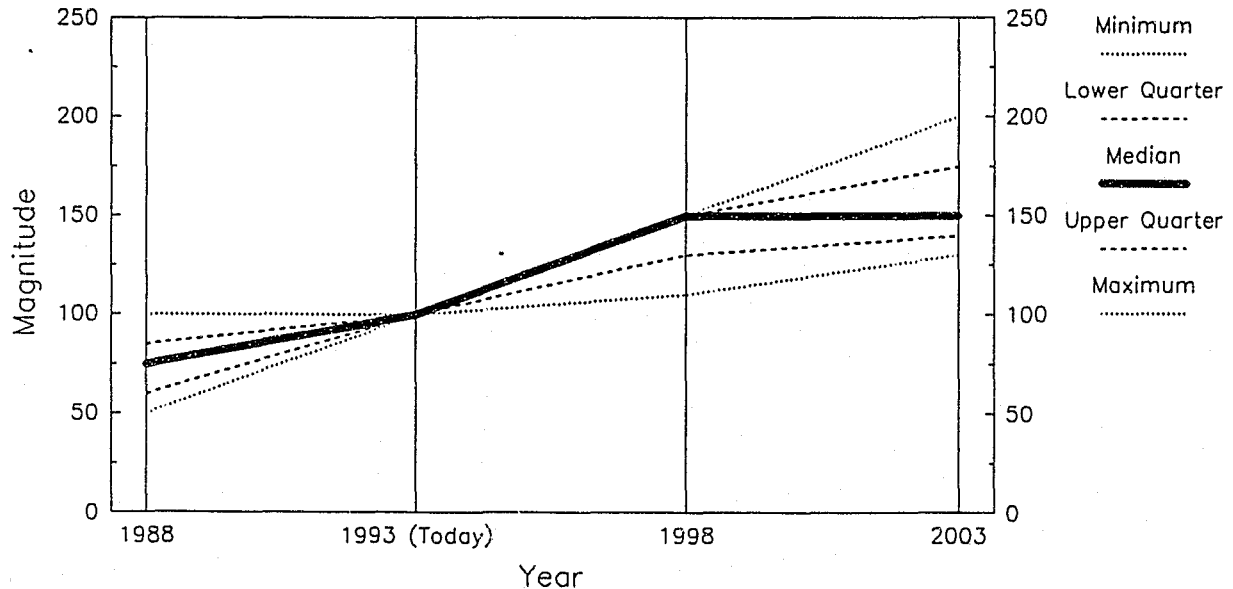
Grid Lines At
5 Yr Intervals

File:ERT6.CHT

Trend Statement #6

Consolidation/regionalization of organizations. Organizations are consolidating service or regionalizing functions within their geographical area.

Analysis:

It was the consensus of the group that this trend is on a steady upper slope that will peak in approximately 5 years and then begin a slight downward slope. The moving force behind this trend is the decreasing resources available to government. When resources improve, the group feels fewer agencies will entertain the concept of consolidation or regionalization.

A secondary driving force toward consolidation or regionalization is the increased technology. As information technology improves, consolidation of functions becomes more appealing.

TREND 7 – CRIME TYPE CHANGE
Increase In Level Of Violent Crimes
(Today=100)
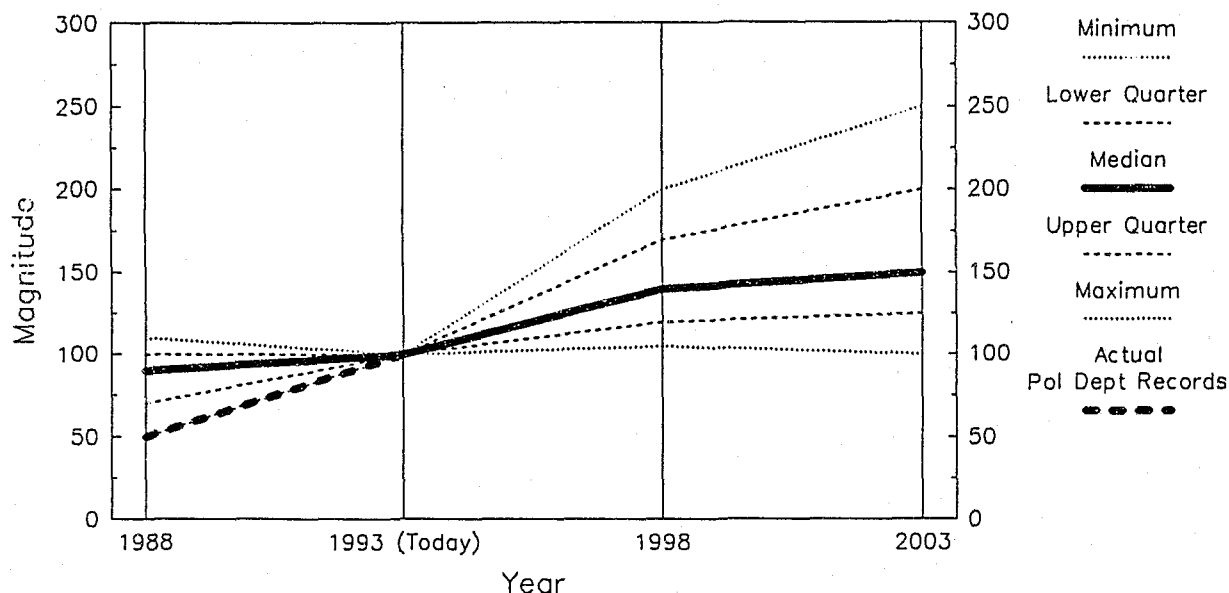
Grid Lines At
5 Yr Intervals

File:ERT7.CHT

Trend Statement #7

Increased number of violent crimes. The number of violent crimes in the community continues to increase.

Analysis:

It was the consensus of the group that violent crimes gradually increased over the past 5 years. The group sees these crimes increasing more dramatically in the next 5 years and then they foresee a gradual leveling off.

Violent crimes have a greater drain on the resources of a community than do non-violent crimes. Violent crimes are very time intensive for a police agency. These types of crimes also illicite more public outrage and demand for results. Violent crimes are also very expensive to investigate and prosecute.

Objective data obtained from the records of a local medium size police department show an increase in violent crimes of 50% over the past 5 years. This objective data corresponds with the maximum projection of the group. If this trend carries forward, it would place in the upper quartile of the group's projection.

TREND 8 — LIFE STYLE CHANGE
Change In The Average Population Per Square Mile
(Today=100)
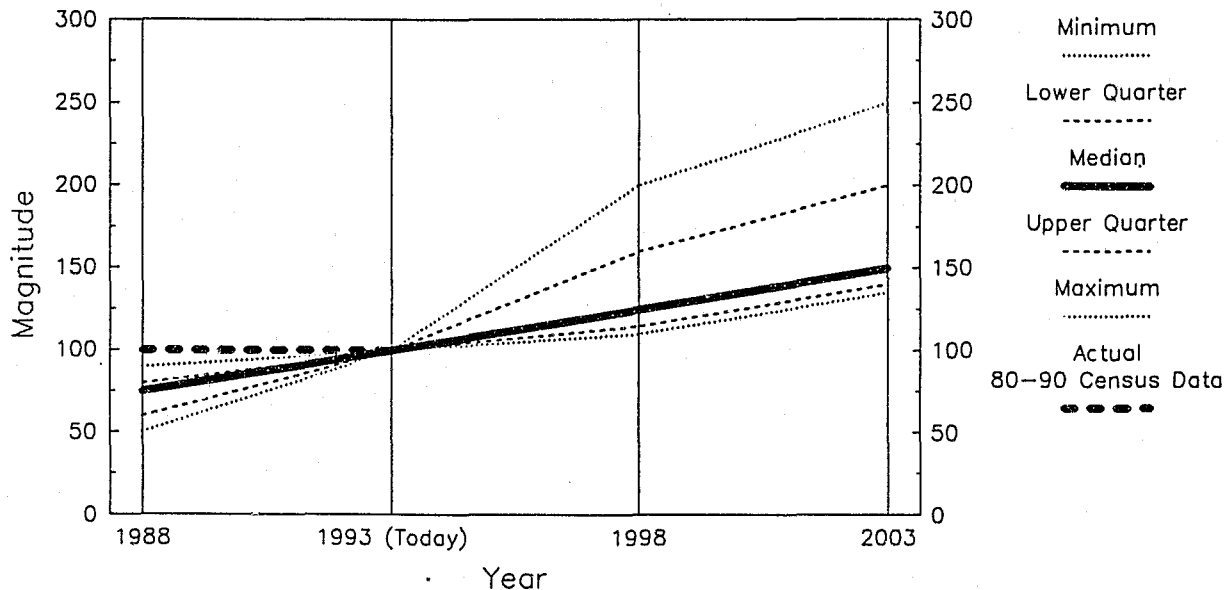
Grid Lines At
5 Yr Intervals

File:ERT8.CHT

Trend Statement #8

Higher Density Living. As the population of our communities increase, the number of households decrease. The people per household are increasing.
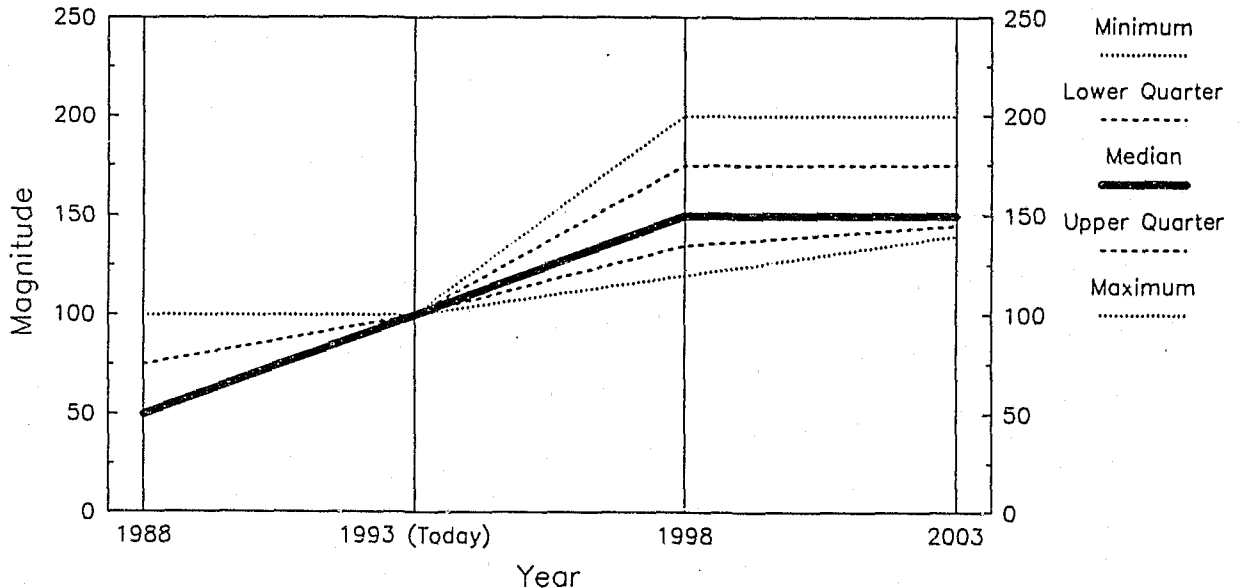
Analysis:

It was the consensus of the group that the size of households are growing. The group feels the major cause of this trend is immigration. The local communities have seen a large influx of people from Mexico, Southeast Asia, and Central America. These immigrants generally congregate in high density homes. It is also quite common for several families or groups of people to live in the same household unit.

Objective data obtained from the 1980 and 1990 census indicates that over the past 5 years there has been little change in the number of people per household. This is in contrast to the consensus of the group which forecast an increase. It is a known fact that census information generally is inaccurate with regard to immigrants. A large majority of the immigrants moving into this community enter the country illegally and probably are not accurately counted in the census data. Over the past several years, areas which encompass large apartment complexes have seen a dramatic change in the ethnic make-up of the residents living there. A majority of the residents are of a Hispanic background and are undocumented aliens.

35

TREND 9 – COMMUNITY CHANGE
Empowerment Of Community Groups
(Today=100)

Grid Lines At
5 Yr Intervals

File:ERT9.CHT

Trend Statement #9

Empowerment of community groups. Giving input to community groups to help set direction and influence the level of police service.

Analysis:

It was the consensus of the group that over the past 5 years community groups have been given more and more power in determining the direction of law enforcement. The group sees this trend continuing until it peaks in 5 years and then starts a gradual decline.

Empowering of community groups goes hand in hand with community oriented policing. Part of the philosophy of community oriented policing is to get community groups involved in setting direction and solving problems.

36

TREND 10 – STATE SERVICES CHANGE
Change In Level Of State Services
(Today=100)
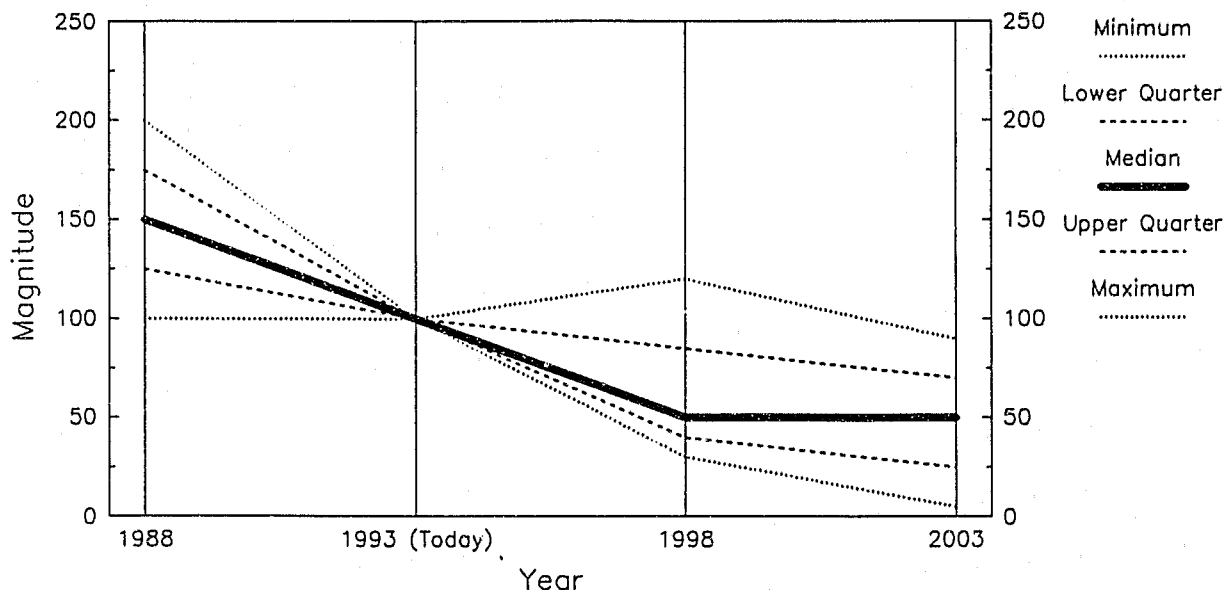
Grid Lines At
5 Yr Intervals

File:ERT10.CHT

Trend Statement #10

Change in level of State services. The State cuts back the
services provided to local agencies.

Analysis:

It was the consensus of the group that over the past 5 years
State services have sharply declined. The group sees this trend
continuing for another 5 years before it levels off.

This trend is economically driven. As State revenues
declined, State services were curtailed. This compounded the
problems of local agencies. As local revenues declined, they
were asked to expand services to replace those cut by the State.

The next focus of the NGT group was on events. The same procedure that was used to forecast trends was duplicated to record events. Five events were identified to provoke thought.

- Establishment of an all encompassing State police force.

- A new police facility.

- Video telephone

- Decrease in level of revenues by 20%

- California is divided into three states

The group was given time to individually generate ideas on future events. A round-robin recording of ideas followed, with each idea recorded on a flip chart. This group identified 49 events. (See Appendix C.)

Following the generation of ideas and any needed clarification, a vote was taken to identify the top ten events. Several votes were needed to reach a consensus on the top ten events. The events were evaluated, based on their likelihood of occurrence and their impact on law enforcement and the issue area. The selected events were:

1. A new police facility

    A new police building is built. The building is designed and built to be more effective in encouraging cooperation and interaction between the police and the community.

2. Change in level of revenues.

    Revenues for the city decline by 20%. This causes a reassessment of services provided to the community.

3. Police tax

> A police tax is approved by the voters. This tax
> is designed to augment the police budget and pay
> for additional services.

4. Local government restructuring

> Faced with a continual decline in resources, the
> city governmental structure is reorganized. This
> causes consolidation of some services and elimina-
> tion of others.

5. Local councils agree to consolidate police services

> The councils for the central county cities agree
> to consolidate selected redundant services provid-
> ed by each agency, i.e. Records, Dispatch, SWAT,
> etc. This is not a consolidation of the entire
> agencies into one, but of selected services in
> each agency.

6. Collapse of county government

> The county government can no longer afford to
> operate because of cut backs in state funding.
> The county becomes insolvent and has to close its
> doors.

7. Decriminalization of victimless crimes

> Victimless crimes loose their criminal sanctions.
> If there is not an identified victim, then there
> is not a crime, i.e. prostitution, pornography,
> etc.

8. Consolidation of central county services

   This is a consolidation of central county services provided by the cities, with the exception of the police. These would include the normal government services provided by each central county city, i.e. parks, utilities, building permits and inspections, etc.

9. Economy improves to 1985 levels

   The economy improves to a level where revenues were adequate to provide funds for the desired level of service.

10. Sheriff's Office drops patrol

   The sheriffs department, faced with declining revenues, drops patrol services in the unincorporated areas of the county. This hole has to be filled by other means.

After the top ten events were identified, each member of the group was asked to complete an event evaluation form. The following information was collected on each event:

1. years until probability first exceeds 0

2. probability five years from now

3. probability ten years from now

4. positive impact on the issue area; and

5. negative impact on the issue area.

The data was then transferred to flip charts so that the group could evaluate the results. Some of the probabilities and impacts were adjusted after the group discussed them. The

results appear credible and all of the data falls within acceptable ranges.

The following event evaluation form is a summary of the group's consensus on the ten identified events. (Table #2) After identifying the events, the group determined the probability of the event occurring five years from now and ten years from now and the positive and negative impact on the issue if the event occurred. This was accomplished by individual scoring on each event. The information was then compiled and a median was obtained. Table #2 is a summary of those findings.

The following graphs plot each event from initial probability through the next ten years. The information from the event evaluation summary is used for the base data. From this information five forecasts are determined for each event: The median forecast; the maximum forecast; the upper quartile forecast; the minimum forecast; and the lower quartile forecast. Each event is then plotted on a separate graph.

TABLE #2

EVENT EVALUATION SUMMARY

EVENT STATEMENT	Years Until Probability First Exceeds Zero	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
1. A NEW POLICE FACILITY	3	95	100	+8	−2
2. CHANGE IN LEVEL OF REVENUES	1	60	70	+2	−8
3. POLICE TAX	1	75	80	+7	−2
4. LOCAL GOVERNMENT RESTRUCTURING	2	40	65	+6	−3
5. LOCAL COUNCILS AGREE TO CONSOLIDATE POLICE SERVICES	2	60	70	+7	−3
6. COLLAPSE OF COUNTY GOVERNMENT	2	40	55	+6	−3
7. DECRIMINALIZATION OF VICTIMLESS CRIMES	2	50	70	+2	−6
8. CONSOLIDATION OF CENTRAL COUNTY AGENCIES	3	20	50	+7	−3
9. ECONOMY IMPROVES TO 1985 LEVELS	3	60	80	+8	−2
10. SHERIFF'S OFFICE DROPS PATROL	2	50	65	+4	−3

N=9

EVENT 1
New Police Facility
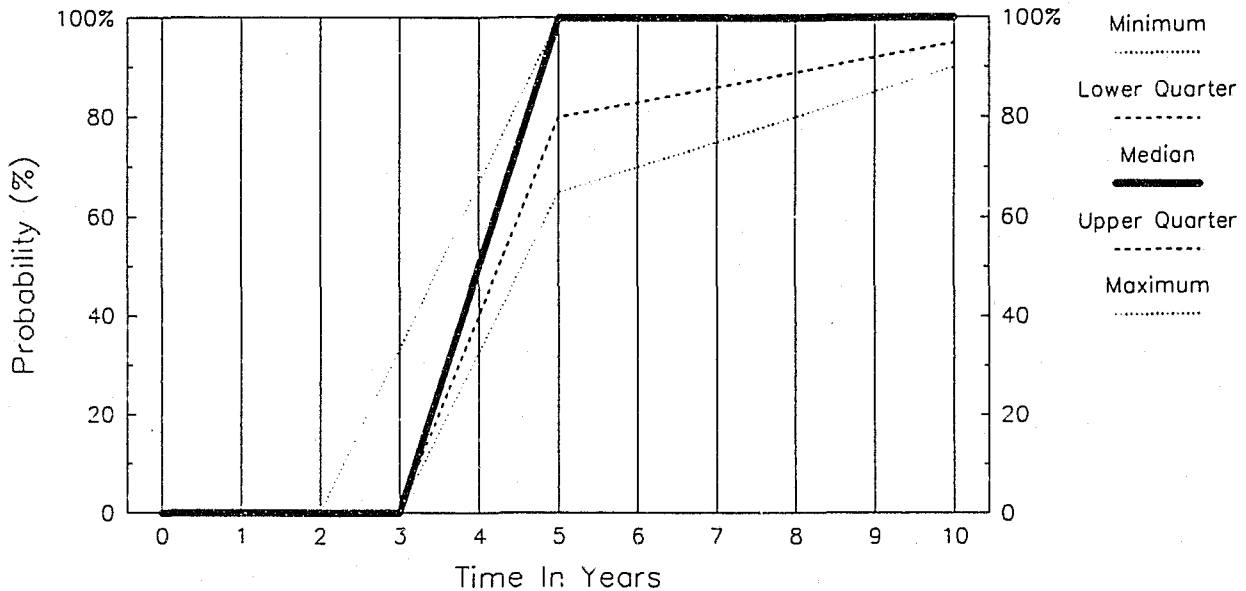
File:ERE1.CHT

Event #1: A New Police Facility

Analysis:

The group members felt that within five years a police facility
stood a 95% chance of being built. Despite the economic uncer-
tainties, the community appears to be backing this project.
Continued revenue decreases could have a significant impact on
this event.

EVENT 2
Change In Level Of Revenues
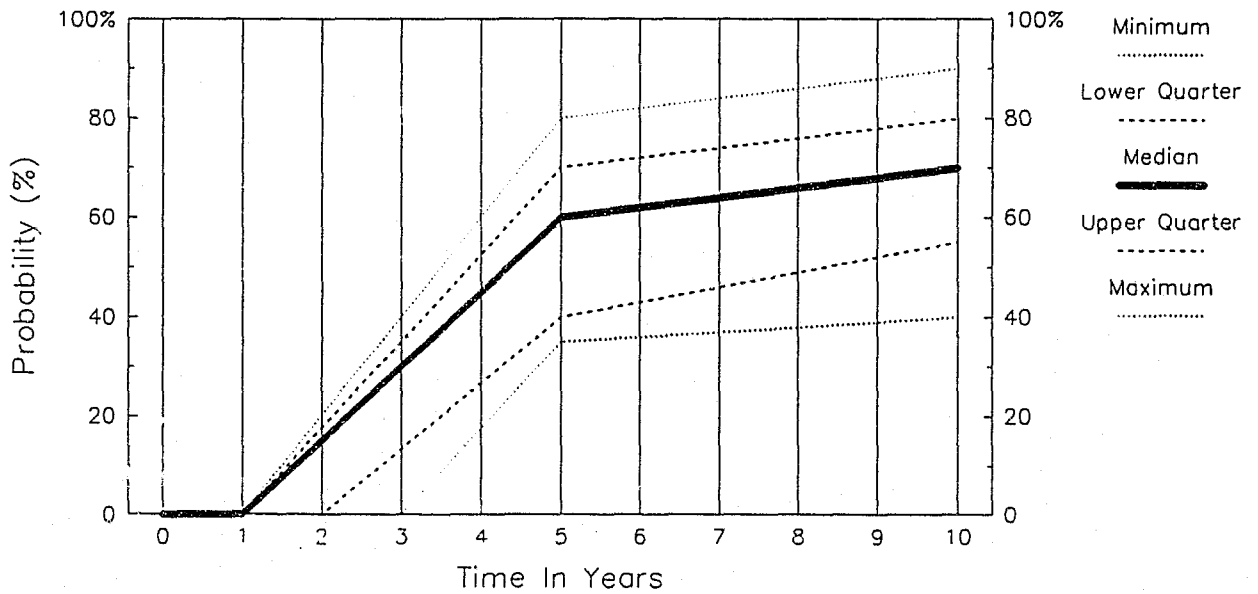
File:ERE2.CHT

Event #2: **Change In Level Of Revenues**

Analysis:

The group members felt there was a moderate possibility of a significant revenue loss to local government. Changes in traditional revenue sources, and creativity in municipal finance, will help offset this event.

EVENT 3
Police Tax
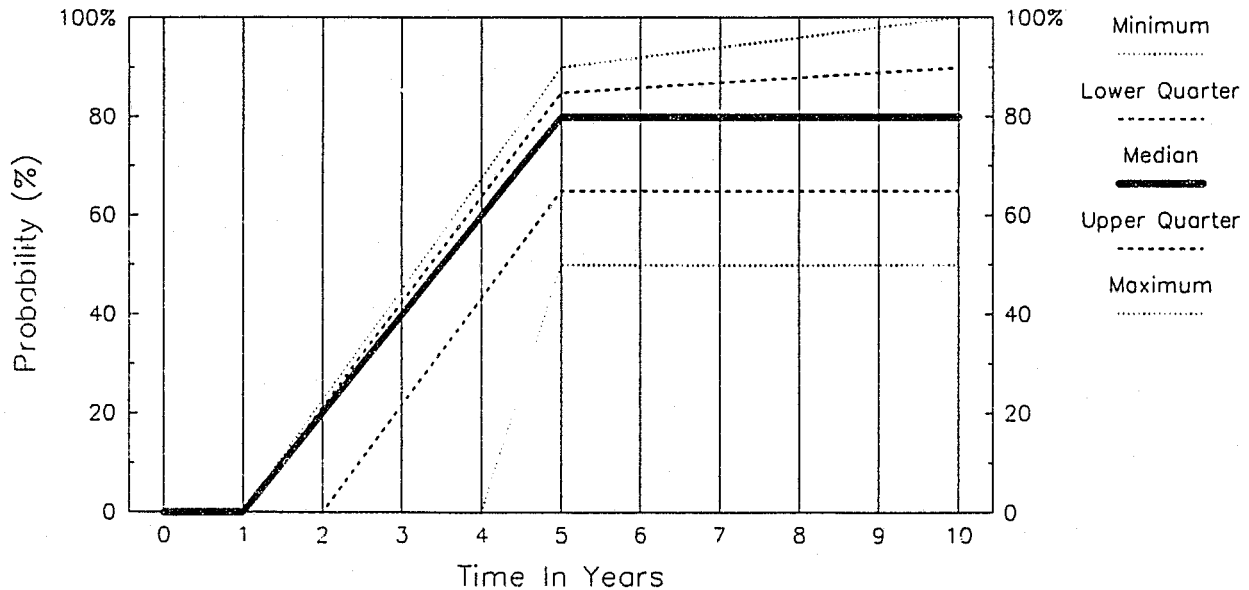
File:ERE3.CHT
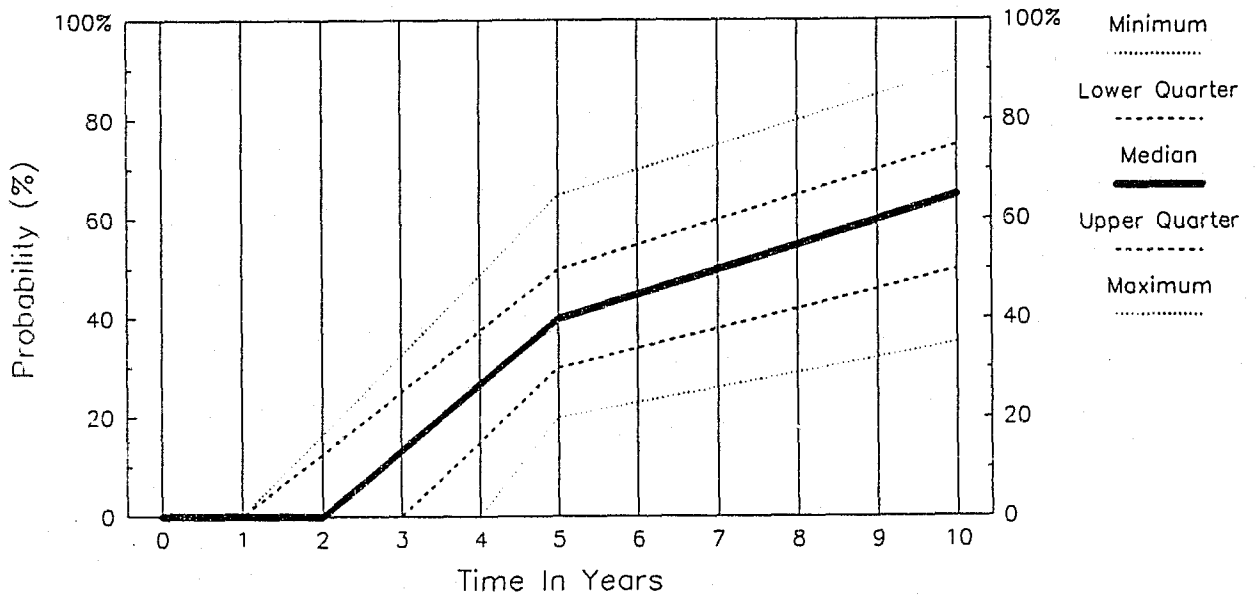
Event #3:   Police Tax

Analysis:

The group members felt there was a high probability of the
implementation of a police tax within the next ten years.   This
tax would be used to offset the loss of revenue experienced by
most agencies.   It also allows the community to prioritize the
level of service they wish to receive.

45

EVENT 4
Local Government Restructuring

Probability (%) vs Time In Years

File:ERE4.CHT

Legend: Minimum, Lower Quarter, Median, Upper Quarter, Maximum

Event #4: Local Government Restructuring

Analysis:

The group members felt there was a moderate possibility of local government restructuring occurring within the next ten years. This restructuring will take place because of lost revenue and the improvement in technology. The restructuring will make local government more efficient and responsive to the community's needs.

EVENT 5
Local Councils Consolidate Police Services
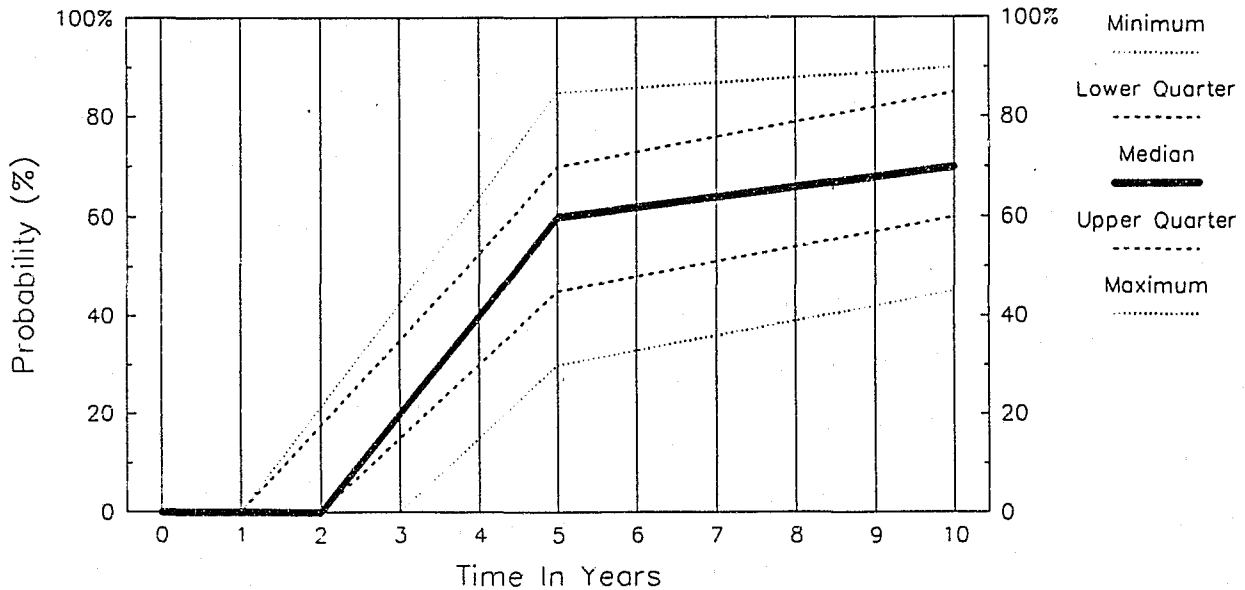
File:ERE5.CHT

Event #5: Local Councils Consolidate Police Services

Analysis:

The group members felt there was a moderate possibility of local police agencies consolidating. The consolidation of police agencies makes it more difficult to provide community oriented policing. However, a consolidation would combine services and resources allowing for a more innovative and technologically advanced agency.

EVENT 6
Collapse Of County Government
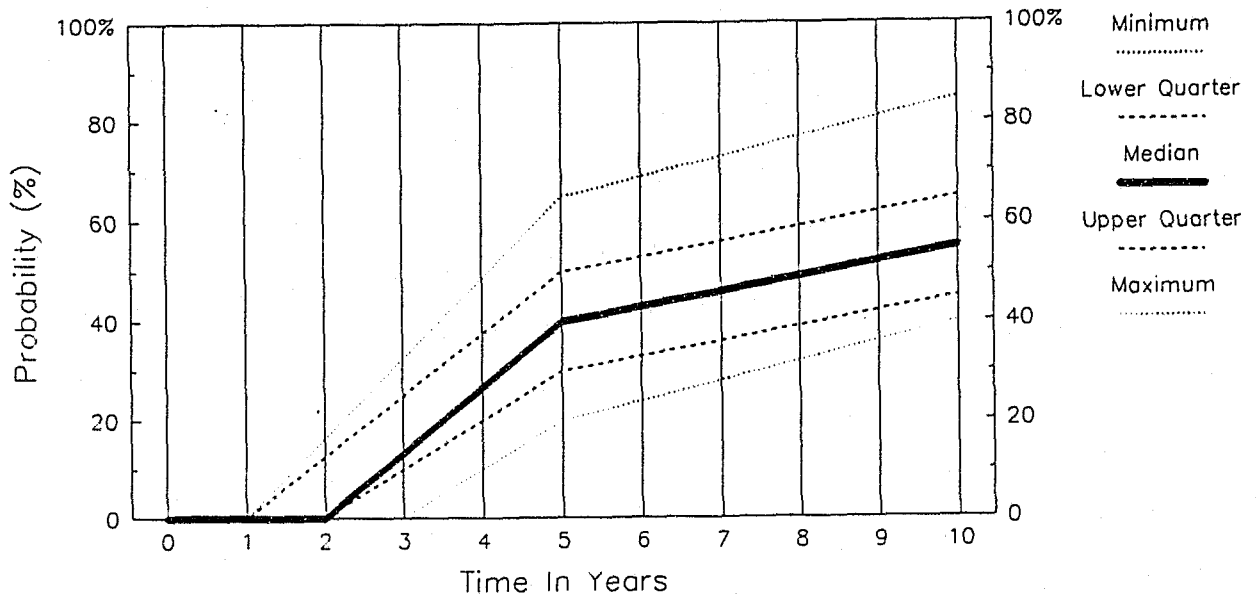
File:ERE6.CHT

Event #6: Collapse of County Government

Analysis:

The group members felt there was a low to moderate possibility
that county government would collapse within the next ten years.
The collapse of county government would place a tremendous strain
on local municipalities. Necessary county services such as
jails, courts, health care, and social programs would have to be
picked up by local municipalities or by the state. With decreas-
ing revenue, the funding for these services would be inadequate.
An elimination of these services or a decrease in the level of
service could cause significant law enforcement problems.

EVENT 7
Decriminalization Of Victimless crime
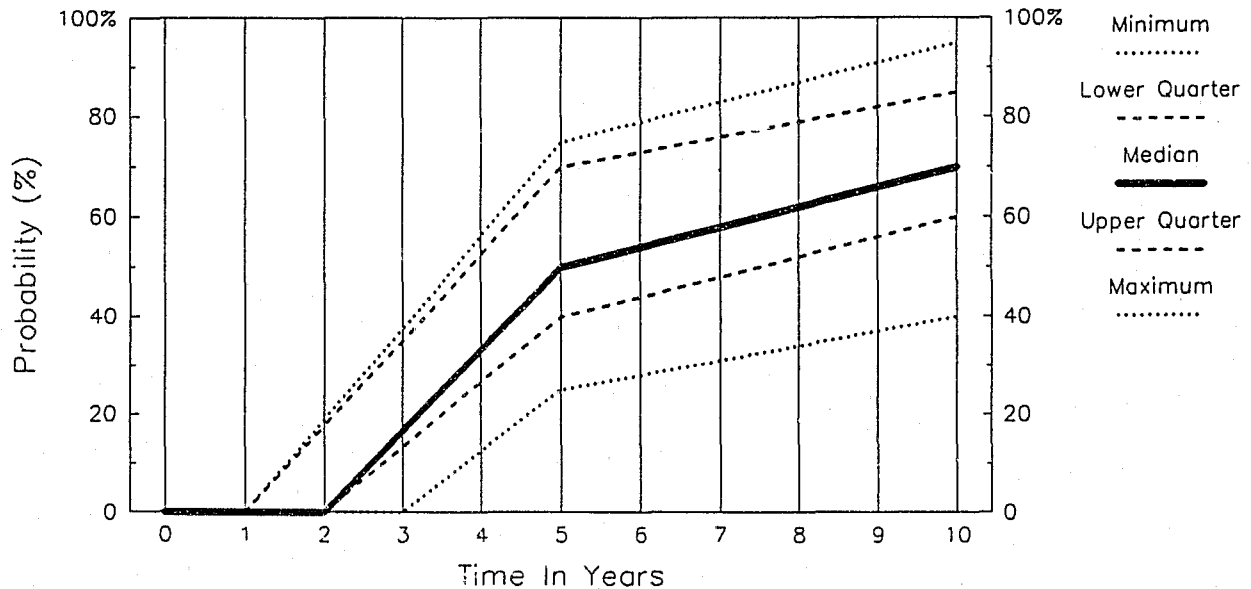
File:ERE7.CHT

Event #7:   Decriminalization of Victimless Crimes

Analysis:

The group members felt there was a moderate probability of the
decriminalization of victimless crimes within the next ten years.
If this type of law passes, the role of law enforcement may
change dramatically from what it is today. This type of legisla-
tion would reduce the number of crimes the police are called on
to investigate, thereby significantly lightening the burden on
local police services. In many agencies, this is becoming a
reality. Through differential policing, many agencies are
prioritizing calls for service and are refusing to respond to
lower priority calls.

EVENT 8
Consolidation Of Central County Services
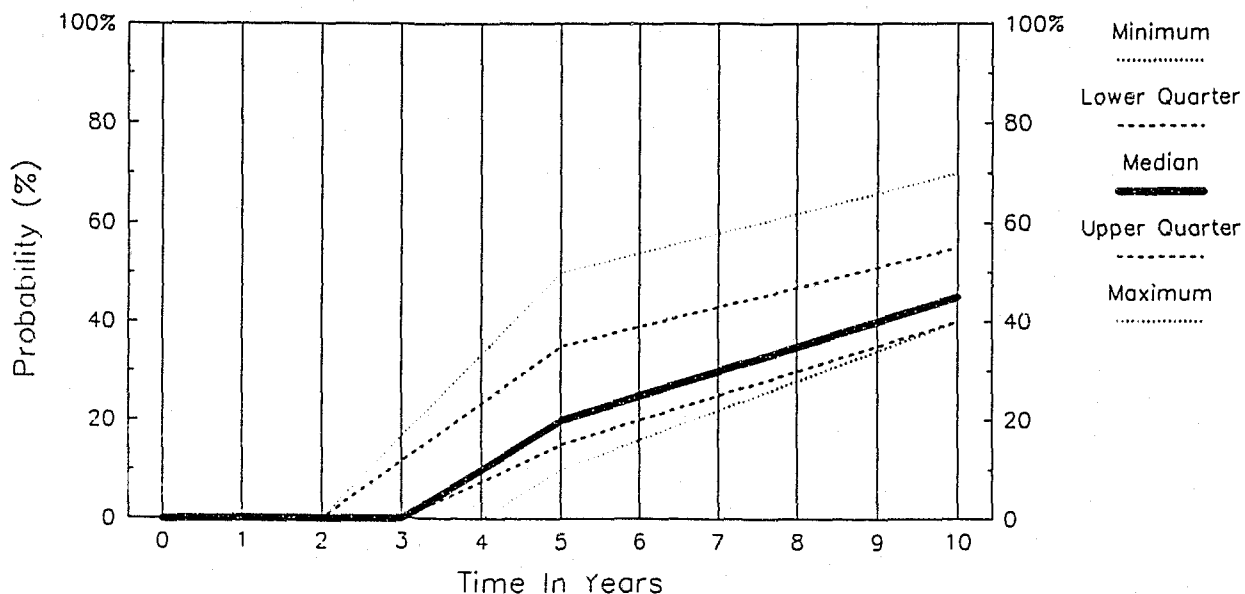
File:ERE8.CHT

Event #8: Consolidation of Central County Agencies

Analysis:

The group members felt there was a low to moderate possibility
that the five central county cities would consolidate into one
entity. The economic situation would need to be very severe for
cities to give up their autonomy and consolidate all services.
This could be beneficial financially as all the resources would
be combined. Duplication of services could be eliminated. From
a community oriented policing perspective, the consolidation of
entire cities would make it difficult to provide specialized
service.

EVENT 9
Economy Improves to 1985 Levels
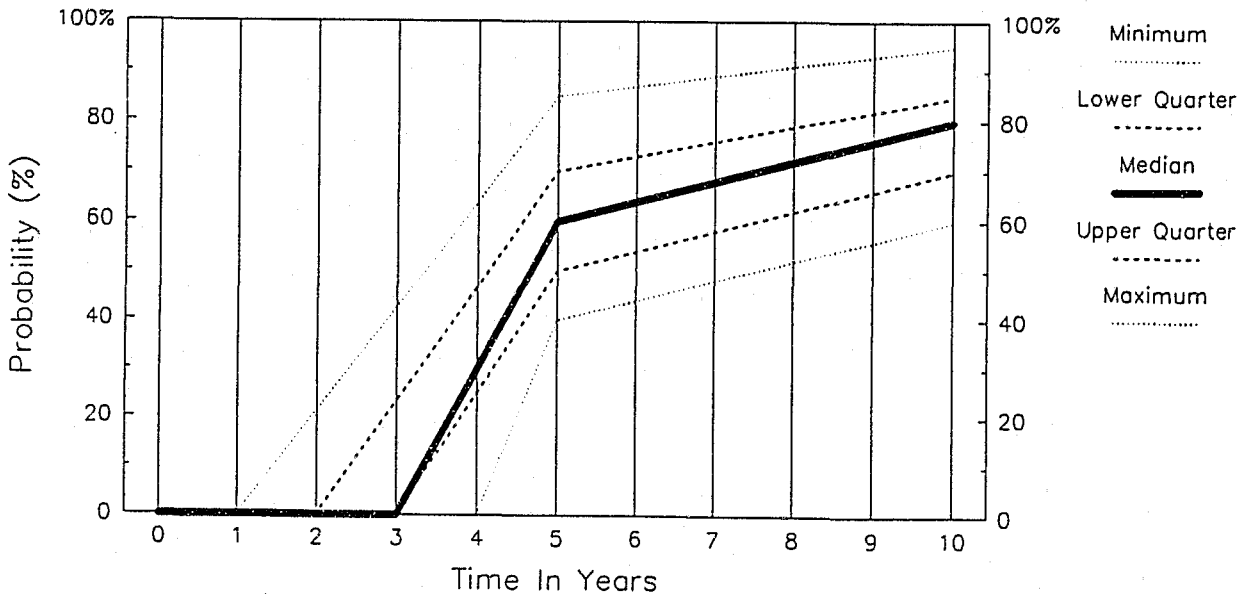
File:ERE9.CHT

Event #9: Economy Improves to 1985 Levels

Analysis:

The group members felt there was a high probability that the
economy will significantly improve within the next ten years.
When this happens, local municipalities will already have re-
structured and adapted to less revenue. The increased revenue
will be used to enhance services and provide new services as
directed by the community.

EVENT 10
Sheriff's Office Drops Patrol

Probability (%) vs Time In Years

Legend: Minimum, Lower Quarter, Median, Upper Quarter, Maximum
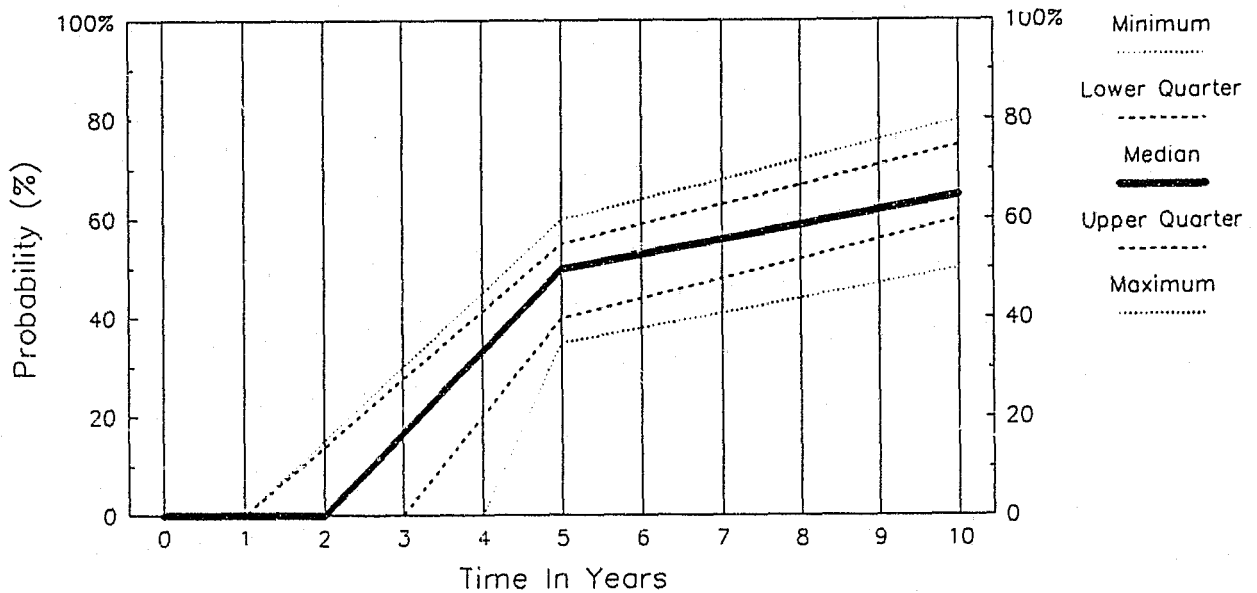
File:ERE10.CHT

Event #10:   Sheriff's Office Drops Patrol

Analysis:

The group members felt there was a moderate possibility that the
sheriff's department will discontinue patrol services in the
unincorporated areas of the county.   Local municipalities or the
Highway Patrol would probably be called upon to provide service
to the unincorporated areas.   The additional requests for service
would have a negative impact on the service level offered within
the municipalities.

CROSS IMPACT ANALYSIS

A cross-impact analysis chart was used to assess the interrelationships among the top ten events. The chart is a method to determine the impact of the events on each other.

Each event is listed vertically as well as horizontally. The initial probability for each event is listed on the vertical axis. For each event listed on the vertical axis, a change in probability is estimated assuming that the events listed on the horizontal axis have occurred. A final probability for each event is calculated, assuming the impact caused by the other nine events.

The initial probability for all ten events was determined by the NGT group. Each member of the group completed an event evaluation form listing the probability of the event occurring. After a group discussion, a consensus probability was agreed upon.

From this information, the impact of one event upon another was discussed and the estimate of change, assuming the change occurred, was placed into the matrix. The data was entered into the cross-impact software and the final probability was calculated.

Of the ten events examined in the cross-impact analysis, five of the event probabilities increased and five of the event probabilities decreased. An example of the increased and decreased probabilities are further examined.

Event #2, "Reduced Revenue by 20%," has an initial probabil-

ity of 70%. Several of the other events have a minor impact on the probability of event #2 occurring; however, a few have a significant impact. If event #3, "A Police Tax," occurred, there would be a reduction by 50% that event #2 would occur. A police tax would generate sufficient revenue earmarked exclusively for police.

If event #6, "Collapse of County Government," occurred, there would be an increase by 50% that event #2 would occur. This is based on the premise that a collapse of county government would place an even greater strain on municipal agencies' resources. More responsibility with fewer resources.

If event #8, "Consolidation of Central County Cities," occurred, there would be a reduction by 30% that event #2 would occur. A consolidation of central county cities would cut down on duplication of services. Government would be more efficient and the available monies would be sufficient to fund the necessary services.

If event #9, "Economy Improves to 1985 Levels," occurred, there would be a reduction by 40% that event #2 would occur. An improved economy would generate increased sales and business tax revenues. When the impact of all the events are calculated against event #2, the probability for event #2 occurring drops from 70% to 43%.

Event #10, "Sheriff's Office Drops Patrol," has an initial probability of 65%. Several events have a significant impact on this event. If event #2, "Reduced Revenue By 20%," occurred, there would be an increase by 40% that event #10 would occur.

The Sheriff's department maintains patrol services in unincorporated areas of the county. This service is secondary to its main function of maintaining the jail and courts. As funding is reduced, agencies will pull back and only fund essential services. If event #3, "Police Tax," occurred, there would be a decrease by 60% that event #10 would occur. A police tax would allow police agencies to maintain their current levels of service.

If event #5, "Consolidation of Local Police Services," occurred, there would be an increase by 40% that event #10 would occur. A consolidation of police services would provide an example of cooperation among police agencies. It would also improve efficiency and reduce duplication of services. This would increase pressure on the sheriff's department to eliminate services that could be dealt with in a more efficient manner.

If event #6, "Collapse of County Government," occurred, there would be an increase by 50% that event #10 would occur. The collapse of county government would put funding for the entire sheriff's department in jeopardy. If funding was maintained, only vital and mandated services would be provided.

If event #9, "Economy Improves to 1985 Level," occurred, there would be a decrease by 30% that event #10 would occur. An improved economy would generate additional tax revenues which would allow the county to maintain existing services. When the impact of all the events are calculated against event #10, the probability for event #10 occurring increases from 65% to 78%.

The initial probabilities on all events exceeded 50%. The final probabilities on all but two of the events exceeds 60%. These two events, #6 Collapse of County Government and #2, Revenues Reduced By 20%, have a probability of 20% and 43%. The following cross-impact matrix depicts each of the events and their effect upon one another.

10 X 10 CROSS IMPACT MATRIX

10 = Number of Events

Initial Prob-->	E 1 99	E 2 70	E 3 80	E 4 65	E 5 70	E 6 55	E 7 70	E 8 50	E 9 80	E 10 65	Final Probabilities
E1 99	X	-30	70	-20	-10	-30	0	-20	0	0	E1 88
E2 70	10	X	-50	15	-15	50	15	-30	-40	20	E2 43
E3 80	-15	-20	X	20	20	5	-5	10	-10	5	E3 78
E4 65	-10	20	-10	X	20	20	0	20	-30	5	E4 75
E5 70	-30	20	-25	40	X	25	0	30	-20	5	E5 76
E6 55	0	50	-20	-10	-10	X	0	-30	-40	10	E6 20
E7 70	0	30	-25	10	-10	30	X	-10	-30	10	E7 65
E8 50	-30	40	-50	40	50	50	-5	X	-50	10	E8 60
E9 80	-5	-40	60	15	15	-50	0	20	X	-5	E9 95
E10 65	0	40	-60	15	40	50	-5	-10	-30	X	E10 78

Event #1   A New Police Facility

Event #2   Revenues Reduced By 20%

Event #3   A Police Tax

Event #4   Local Government Restructuring

Event #5   Local Councils Consolidate Police Services

Event #6   Collapse of County Government

Event #7   Decriminalization of Victimless Crimes

Event #8   Consolidation of Central County Services

Event #9   Economy Improves to 1985 Levels

Event #10   Sheriff's Office Drops Patrol

The ten selected events are significant with regard to the issue question. As the NGT panel looked into the future, they saw a different police agency from the one we have today. The final probability on all but two of the events was over 60% as calculated through the cross-impact matrix. This is significant and requires the responsible manager to plan for this "probable" future. It is important to remember that these events can and will change, however, there are strong indicators that a number of them will occur.

When the events are looked at collectively, one can see uncertain economic conditions and a merging of governmental functions throughout the cities and counties. The citizens are looking for a more responsive and efficient government. Today's managers need to address these concerns and direct the agency into the future. One can see a change in policy styles to that of community oriented policing. At the same time, the citizens are demanding a more efficient government. Often times this translates into some form of consolidation of services. In order to be effective, today's managers need to manage these transitions and develop strategies so that the agency is not left behind as it moves into the 21st century.

FUTURE SCENARIOS

Scenario writing is a method used for describing in some detail ranges of events and trends that could lead to a possible future. The information gained from the cross-impact analysis was utilized as a basis to develop three scenarios.

The ten candidate events and their final probabilities were entered into the Sigma software. Four additional events were also entered to help enrich the scenarios and to ensure an adequate number of events occurring during each scenario. These four additional events were chosen because of the interest they generated during the group discussion. These events were:

11. **Privatization Of Local Government:** The group members felt that within five years there was a 15% chance of occurrence and within ten years a 40% chance of occurrence. A dissatisfaction with government services and a distrust of the government employee would be the catalyst for this event to occur.

12. **State Police Force:** The group members rated this event as having a 10% chance of occurrence within five years and a 20% chance of occurrence within ten years. The group saw this event as the establishment of a statewide police force to replace the current municipal, county and state police agencies. This is an interesting concept with a low probability due mainly to the loss of local control and the strong distrust of state bureaucracies.

13. **California Divided Into Three States:** The group members enjoyed discussing this event but saw very little probabili-

ty of it occurring. Within five years there is only a 5%
probability and within ten years a 10% probability of occur-
rence. For this event to occur a great number of political
obstacles would need to be overcome. Within the next ten
years there does not appear to be enough impetus to make
this event happen.

14. **Tax Revolt:** This event nearly made the list of top ten
events. The group members felt that there is a 15% possi-
bility of occurrence within five years and a 45% possibility
of occurrence within ten years. Citizens are tired of
paying taxes and watching their money go into what they
perceive as a black hole. A closer working relationship
between the community and public entities will help to
alleviate the citizens' concerns.

The software program examined the events and their probabil-
ity and then determined which events occurred and on what date
they occurred. Each time the starting number was changed, a new
scenario was produced. From this information, thirty-five
scenarios were generated. The scenarios generally fell into
three ranges: Nominal (most frequent), normative (most desir-
able), and hypothetical.

Based on this criteria, three different sets of events
generated by Sigma were chosen to write a scenario in each of the
listed ranges. The Sigma scenario generated criteria that was
used for each scenario and is included in Appendices E, F and G.

SCENARIO #1 - NOMINAL

In this scenario, the Sigma program generated nine events that would occur and five that would not. The nine events that would occur ranged from the year 1995 through the year 2002. These nine are: E-1 new police facility; E-8 consolidation of central county services; E-11 privatization of local government; E-7 decriminalization of victimless crimes; E-5 local councils consolidate police services; E-6 collapse of county government; E-2 change in the level of revenues; E-4 local government restructuring; and E-10 sheriff drops patrol. The five events that would not occur are: E-3 police tax; E-9 economy improves to 1985 levels; E-12 state police force; E-13 California divided into three states; and E-14 tax revolt.

Concord 2004 - the police will again be taking the issue of a police tax to the voters in next Tuesday's election. It looks as if the voters will finally pass the tax (E-3). This will be the fourth time the issue of a police tax has come before the voters in the past ten years. Each time the voters had rejected the tax. During the past decade there was a great distrust of government and public agencies. With the development and nurturing of community oriented government, the trust seems to have been rebuilt.

Since the great recession that began in 1991, local and state agencies in California have been trying to get voter approval for a police tax. As revenues shrank, local government agencies attempted to increase revenues by taxing citizens for services (T-3). Funds were shifted from one department's budget to another in an effort to maintain the existing service levels.

This was only a temporary solution and the real issues were never dealt with.

In the mid 1990's, the City of Concord used this method to fund police services. Other departments within the city had their budgets slashed to provide funds for the police department. These decisions were not well thought out and caused internal problems and resentment between city departments.

For a brief time, in the mid 1990's, it appeared as if the economy would improve and governmental agencies would be spared, but this hope was very short-lived (E-9). Local politicians were hoping that the economy would bail them out once again and they would not have to make any difficult decisions. Cities were eventually forced to deal with the issue of limited resources.

The decade of the 90's and early into the 21st century was a difficult adjustment period for local government agencies. Government had to learn a new way of doing business. They were slowly turning to a new management style entitled Total Quality Management (T-5). Citizens no longer accepted "business as usual," and they were demanding a new level of accountability. Citizens became more concerned with efficiency and getting the most bang for their buck. Total Quality Management addressed these concerns and encouraged a cooperative effort between government and the community. The City of Concord began speaking of community oriented government. This is an off-shoot of community oriented policing and refers to cooperative problem solving.

The only anomaly to the cutback in government services was the completion of the new Concord police facility in March, 1995

(E-1). This police facility was sorely needed and was widely

accepted by the community. The police facility went hand in hand

with the new police philosophy of community oriented policing

that began during this same time period (T-1). This philosophy

relied on developing a partnership between the police and the

community to deal with community problems. Community groups were

empowered to assist the police in setting priorities and finding

solutions to community problems (T-9). The results of this

change in philosophy were quite dramatic. The police were now

working in conjunction with the citizens in setting priorities

and in dealing with community problems.

In the early 90's, the state and many cities were faced by a

growing demand for services caused by increased immigration. The

City of Concord was no exception to this phenomenon. Immigration

brought a very diverse group of people to the city and created a

cultural diversity that had not been seen before (T-4). This

posed many problems for the police department. Officers had

difficulty dealing with ethnic groups that were not traditional

in their thinking and behavior. Language also proved a barrier

in many instances. The majority of the police department was

made up of white males who only spoke English. Many of the

immigrants did not speak English and had difficulty communicating

with the officers. To address this problem the department began

actively recruiting bilingual officers and paying employees who

were bilingual.

Most of these new immigrants gravitated to areas of high

density living (T-8). As a greater proportion of the population

lived in close proximity, there were more calls for service.

With the difficult economic times and more people confined to small areas, the level of violence rose until the philosophy of community oriented policing was implemented (T-7). The community then saw the trend in violent crime reverse and continue downward before it leveled off in 1998.

The success of community oriented policing contributed to the widespread acceptance of the new police facility during some very difficult financial times. However, this success did not translate into improvements or enhancements in other areas. Information technology was increasing rapidly; however, the police department was unable to take advantage of this new technology due to limited economic resources (T-2).

Most police agencies in the area were changing their radio frequencies to 800 megahurtz. These are improved frequencies that allow police agencies much more flexibility in communications. However, it is very expensive to change to this technology. The Concord Police Department was unable to afford this change and therefore was restricted in their ability to cosolidate communications operations with neighboring agencies.

The improved technology would have assisted tremendously in the eventual consolidating/regionalizing that was taking place in the local government agencies. This consolidation/regionalization of services was done in an effort to deal with the economic uncertainties of the times (T-6). It was discovered that this improved technology made this transition much smoother and contributed to better communication and efficiency.

In April and May, 1995, local government was not as successful as the police in maintaining their autonomy. The community,

for several years, had been growing dissatisfied with the way government was structured and operating. With revenues decreasing each year and more of the budget dollars going to the police, local agencies were forced into consolidation of services and privatization of some services (E-8). This was a tremendous change in the way services were delivered to the community. With consolidation, redundancy of services decreased and efficiency increased.

This transition was difficult and often times painful for the employees and the citizens. However, when talking to people now, they could not envision government operating any other way. Looking back, they can see the waste and inefficiency created by separate entities. Privatization of certain services has also served the communities well (E-11). The competition caused by private entities doing the work formerly monopolized by government has kept the costs down and the service level up.

In August, 1995, a major piece of legislation was passed, the decriminalization of victimless crimes (E-7). This legislation had a significant impact on the police. It reduced the number of crimes the police were called on to investigate, thereby significantly lightening their load. Before this law was passed, Concord police had already begun prioritizing calls for service and were not responding to victimless crimes. Initially this law did cause some difficulties for the police by limiting some of their discretionary power in dealing with neighborhood problems. However, other methods were developed that have proven much more effective.

In July, 1997, the continuing decline of revenue to local agencies also forced the consolidation of the local police departments (E-5). Police services continued to be a high priority in the community, but without additional resources the autonomy of individual police departments could not be maintained. The economy was still stagnant and unemployment was at an all-time high. The community no longer supported separate police agencies if it would cost more money. A special police tax was put on the ballot but it failed. Shortly thereafter, the local police agencies were consolidated in the same manner as other government services were two years before. At this same time, several state legislatures proposed a state-wide police force and elimination of local departments; however, it was overwhelmingly defeated at the polls.

In January, 1998, the county government structure collapsed (E-6). At this point, county government was merely a skeleton of what it had been only five years previously. Most of the state mandates had already been lifted and local cities had picked up the necessary services for their citizens (T-10). The collapse was actually a blessing because it weeded out the unneeded services and redistributed the revenue to the essential services. This is what shaped the streamlined and efficient county government that we see today.

The following July, local government was again raided by the state. Revenues had been declining or remaining stagnant for quite some time. Then the sate, in another effort to balance their budget, raided the cities' funding sources by taking 20% of

local sales tax (E-2). Sales tax represented 60% of the revenue for the City of Concord. This diversion of funds caused great upheaval within local governments. Some cities and counties were unable to adapt and were forced into bankruptcy. Locally the government agencies had to restructure once again (E-4). This occurred in 2002 when local agencies rethought their service delivery. During the end of this year, the county sheriff's department was forced to drop its uniform patrol in the unincorporated areas (E-10). This problem was dealt with by local policing agencies patrolling areas within their sphere of influence and the Highway Patrol looking after the remaining areas.

In looking back, it is seen that some very difficult decisions had to be made. These decisions were very painful at the time; however, the government service today is much more efficient and responsive to the communities' needs.

SCENARIO #2 - NORMATIVE

In this scenario, the Sigma program generated seven events that would occur and seven events that would not. The seven events that would occur covered the period of time from June, 1995 through July, 2002. These seven events are: E-7 decriminalization of victimless crimes; E-9 economy improves to 1985 levels; E-1 new police facility; E-3 police tax; E-8 consolidation of central county services; E-5 local councils consolidate police service; and E-4 local government restructuring. The seven events that did not occur are: E-2 change in the level of revenues; E-6 collapse of county government; E-10 sheriff drops

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patrol; E-11 privatization of local government; E-12 state police force; E-13 California divided into three states; and E-14 tax revolt.

Concord 2004 - in the past several years, local government has adapted and become more responsive to the communities' needs. It was only ten years ago that it looked as if the City of Concord was facing extinction. In the early 1990's, revenue sources were drying up or being diverted by the state (T-3). In addition, the state was offering fewer and fewer services (T-10). In most instances, local government was asked to pick up these additional services. These placed an additional burden on the local government agencies.

Many counties and cities throughout the state were on the brink of financial disaster. Several smaller counties went bank-rupt and some of the smaller cities disincorporated. Locally, Contra Costa County was on the verge of collapse until the cities in the county agreed to help fund critical services (E-6). This, coupled with the reorganization of the county government, helped it remain solvent. At the same time, the sheriff's department was talking about dropping patrol services to unincorporated areas of the county (E-10). This too was avoided because of the cities' infusion of money into the county. The financial situa-tion for government agencies throughout the state had become so critical that there was even talk about creating a statewide police force and disbanding the local police departments.

Some of these drastic changes never occurred. Local politi-cians were forced to face the issues. Agencies were streamlined and new priorities set. The difficult times forced public

agencies to look at the community from a different perspective. Government/community involvement took hold and the concept of total quality management to meet customers' needs became inbred in government employees (T-5). This philosophy worked well with the concept of community oriented government which the city had implemented several years earlier.

In June, 1995, the legislature passed a law decriminalizing victimless crimes (E-7). This law allowed the Concord Police Department to re-prioritize its service levels and apply more re- sources to critical areas. One of the most critical areas was the increase in violent crimes. Within the city of Concord, violent crimes had been increasing at a rate of 50% per year for the past five years. With this piece of legislation, the police department was able to assign more resources to combat this problem. At the same time, this law removed a barrier between the police and the community, which allowed for greater success in community oriented policing. Citizens did not see crimes without victims warranting a police response. When enforcement action was taken in these types of crimes, there was often resentment and sometimes hostility toward the police.

Community oriented policing was a new style of policing that was rapidly replacing traditional policing as the preferred method of policing (T-1). The Concord Police Department began moving toward the philosophy of community oriented policing in 1993, when they brought in a new police chief. The new chief began reshaping the values of the department, placing an emphasis on a police/community partnership. For the police to have an impact on crime, they must form a partnership with the community

and attack the problems that cause crime. The empowerment of community groups assisted in this process (T-9). Community groups worked with the police to set priorities and develop solutions to problems.

During this same time period, the state was receiving a tremendous number of new immigrants. A large number of immigrants from Asia, Latin America, and Mexico were settling in the Concord area (T-4). This placed a tremendous strain on local government, including the police department, to provide services. These immigrants brought with them different lifestyles and beliefs.

Officers had difficulty dealing with ethnic groups that were not traditional in their thinking and behavior. To address this issue, the Concord Police Department instituted a mandatory cultural awareness training program for all police personnel. Local community members from different ethnic and cultural backgrounds were brought in to talk and interact with employees. The program was very successful and created a better understanding between the department and these groups.

Due to limited affordable housing, many of the immigrants settled in high density housing. Many families shared the same apartments. This higher density living caused additional problems for the police (T-8). With large numbers of people compacted into small areas, a dwindling economy, and a cutback in government services, violent crime began to rise (T-7). Through community oriented policing and the re-prioritizing of resources, the police were able to have a significant impact on violent crime.

During the same year, California finally emerged from a very damaging recession. The recession had lasted four years and had placed a tremendous black cloud over the entire state. Businesses were fleeing the state while immigrants poured in. The state was unable to respond quickly enough and the economy suffered. A return to the economic prosperity of the mid 1980's helped bolster the state's economy and return the luster to our most populace state (E-9).

It was during this economic rebound that the new Concord Police facility was completed (E-1). This structure provided not only a morale booster for beleaguered city workers, but also a source of community pride. The design of the building provided a much improved working atmosphere for employees, as well as ample and inviting space for citizen/employee interaction.

The building became a symbol of the government/community partnership that was developing at the time. During the design phase of the project, community input was solicited and incorporated into the building.

The atmosphere in the building helped foster the belief that problems are best solved by working together in a partnership. There was not a sense of isolationism that the old police building seemed to portray. The lobby of the new building was open and inviting to the public. This was in contrast to the old building lobby where the citizens' first contact with a police employee was talking on an intercom system as they looked through bulletproof glass.

It was a result of the development of this police/community partnership that a police tax was passed in March, 1996 (E-3).

The trust that developed between the police and the community was
the key. This tax was a real boost to the department and allowed
the police department more latitude in dealing with community
issues. This tax could not have come at a better time as it
prevented a projected reduction in revenue of 20% (E-2). This
partnership between the police and the community grew throughout
the 90's. As the success of this alliance multiplied, other city
departments recognized the benefits of such partnerships.

During the early 90's, more organizations throughout the
state began consolidating or regionalizing services as a means of
dealing with the economic uncertainties (T-6). The Concord
Police Department developed a committee with several neighboring
agencies to look at the issue of consolidation. Information was
gathered, but not acted upon, because the financial situation had
not become severe enough.

Most governmental agencies were seeing their revenues
reduced and were forced to find alternative ways of delivering
their services. This consolidation effort was made easier and
more effective with the enhanced information technology (T-2).
As technology continued to improve, there was less need for face
to face interaction.

Many of the local agencies resisted the trend of consolida-
tion/regionalization. They, like many others throughout the
state, were afraid to surrender their autonomy. However, the
central county agencies were forced into consolidation of city
services, with the exception of police, in September, 1999 (E-8).
This involved the combining of park maintenance functions, the
building permit and inspection process, vehicle fleet mainte-

nance, and other common services provided by the cities. At this time, the cities felt they could no longer operate in a vacuum, only concerned about areas within their boundaries. It was no longer financially feasible for each city to provide redundant services. Finally, the cost of redundancy was greater than the community was willing to support.

When the local cities consolidated, they purposely excluded the police departments. This was done because the city leaders were afraid that consolidation of police services would hurt the efforts of community oriented policing. However, within a year after consolidating city services, it was discovered that a larger consolidated organization could be very effective when dealing with the community. A second committee was then organized to look into the possibility of consolidating police services without damaging the police/community partnerships. This idea came to fruition in January, 2002, when the local councils consolidated police services of the central county cities (E-5).

At first there were many opponents; however, over the past several years, the consolidated department adapted to the change and remained responsive to the communities' needs. The consolidated department is more efficient and has more resources to address community concerns and problems. To ensure the continued success of community oriented policing, substations were established in each community.

In July, 2002, the local government had to go through some restructuring (E-4). This was in response to some community concerns about the lack of responsiveness to community needs. To

deal with the problem, the cities moved some of the functions

that have daily interaction with citizens, i.e., building inspec-

tors, plan checkers, community development, parks, and recre-

ation, into the police substations. This allowed for better

interaction and communication and has worked very well.

Today there is a much more efficient and responsive local

government. At times the process was very difficult and painful,

but in the long run very worthwhile.

SCENARIO #3 - HYPOTHETICAL

In this scenario, the Sigma program generated twelve events

that would occur and two events that would not. The twelve

events that would occur covered the period of time from January,

1994, through January, 2003. These twelve events are: E-13

California divided into three states; E-1 new police facility; E-

14 tax revolt; E-10 sheriff drops patrol; E-4 local government

restructuring; E-11 privatization of local government; E-2 change

in the level of revenues; E-8 consolidation of central county

services; E-6 collapse of county government; E-3 police tax; E-5

local councils consolidate police services; and E-9 economy

improves to 1985 levels. The two events that did not occur are:

E-7 decriminalization of victimless crimes; and E-12 state police

force.

Concord 2004 - A look back in time to 1994 will help people

understand the chaos in government today. It was only ten years

ago that the three states, Northern, Southern and Central Cali-

fornia were still part of one state. The decade of the 90's was

truly a fascinating one with respect to changes that took place in the way government provided services.

A few years into the decade of the 90's, the state and the country entered into a recession. In an effort to balance the state budget, the legislature cut back revenues sent to the local counties and cities. Another method the state used to balance the budget was a cutback in services offered by the state (T-10). The state no longer provided services or funding in areas where it had in the past. This forced counties and municipalities to fund former state programs that they found essential. This added expense occurred at the same time local revenues were declining (T-3).

During this time, California was also experiencing a tremendous influx of immigrants. There was unrest and civil disorder throughout much of the world and millions of people fled to the United States. Many of these displaced people settled in California. The cultural diversity of the state increased dramatically (T-4). As these immigrants continued flowing into the state, the housing market was unable to adapt. Most of the newcomers were unable to find affordable housing and they were forced into sharing homes with others. In addition, birthrates were higher in these new family units. This higher density living caused new problems for the police (T-8). As more and more people were packed together, violent crimes increased (T-7). The standard of living also decreased, which exacerbated the problem.

The City of Concord was not exempt from these problems. The loss of revenues, and the expense of funding state mandated programs, forced the city to drastically cut its work force. City parks, facilities, and streets were not being maintained as funding was being diverted to public safety. At the same time, violent crime was increasing at a rate of nearly 60% per year. The police were frustrated and demanding more funding.

The state was also reeling from these problems and did not respond as the people thought it should. The people became impatient with the politicians and started showing their displeasure. In early 1996, the voters divided California into the three states that we have today, Northern, Central, and Southern California (E-13). This voter revolt shocked the politicians. The people had grown tired of large metropolitan areas such as Los Angeles dictating laws and policies for the entire state. However, instead of developing more efficient and responsive state governments, the people just duplicated what they had dismantled. Now there were three unresponsive smaller bureaucracies instead of one large one.

It was also in the early 90's that the style of policing changed. People were demanding more input in how they were governed. The private sector had already introduced a concept of total quality management. The public sector then began adopting this concept in its dealings with the community (T-5). In 1994, the City of Concord began talking in the terms of community oriented government. This was an off-shoot of community oriented

policing and refers to cooperative problem solving between the community and the city. It is hard to believe it was ever done any other way.

Police departments are historically slow to change policing methods. They were pretty arrogant during those times and dictated how crime problems would be addressed. Usually it was with more money and officers in an effort to suppress the crime. Slowly people and the police began to realize that to deal effectively with crime they had to attack the cause. This required a partnership between the police and the community, which became known as community oriented policing (T-1). A critical part of this partnership was the empowerment of community groups (T-9). It became apparent that the people dictated the tolerance of crime in a community. The community/police partnership developing solutions to problems proved to be very effective in dealing with crime. The Concord Police Department began changing to this philosophy of policing in 1993 and have become a role model throughout the nation.

It was this partnership that the police built with the community that made a new police facility possible. The voters had just divided the state and were very dissatisfied with all forms of government. However, in May, 1996, the new Concord Police facility was opened (E-1). It was the interaction between the community and the police department that created this unique situation. Without the close interaction between the police and the community, this never would have occurred.

Several months later, in September, 1996, the ire of the California voters came to a head in the form of a tax revolt (E-

14). The citizens had had enough of bad government and its repeated demand for money. Citizens had lost all faith and saw their money going down a black hole. Even with the unique relationship between the Concord Police Department and the community, the City of Concord was unable to avoid the larger statewide tax revolt.

Prior to this event, agencies and local governments had begun a trend toward increased consolidation/regionalization (T-6). However, the tax revolt accelerated the process and made consolidation of services a common occurrence. The major problem caused by this was the lack of planning by most agencies. Governments and agencies were forced into consolidation because of a lack of resources and there was very little preplanning. This caused chaos and a disjointed service delivery to the community.

Local governments dealt with this issue in different ways. Shortly after the tax revolt, the Contra Costa County Sheriff's Department dropped patrol to all unincorporated areas of the county (E-10). This was done with very little preplanning and appeared to be in retaliation for the tax revolt. Local cities, which had a better financial base, were able to resist making snap decisions. Concord and its neighboring cities formed a committee to look at improved ways of service delivery.

In April, 1998, the City of Concord restructured its work force and its method of service delivery (E-4). City departments were consolidated under single department heads according to functions. This was done to make the operation more efficient and responsive to the community. It was also done to maintain

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autonomy and resist consolidation with other cities and agencies. As part of this restructuring, several services traditionally provided by the city were turned over to the private sector (E-11). These services included such things as vehicle maintenance, building maintenance, and park maintenance.

This same year, revenues for the city decreased by 20% (E-2). This caused a tremendous strain on the city. People were still dissatisfied with government in general. The major culprit still appeared to be the state (Central California) which had not adjusted to the split. As the state adjusted to its problems, they continued to divert funds away from the local governments. People were unhappy about this; however, they still refused to increase taxes at the local level.

Throughout the 90's until today, it is fascinating to see how rapidly information technology is changing and improving (T-2). This improved technology allowed agencies to become more efficient and responsive to the community. With the steady decline in revenues and the improving information technology, the central county agencies finally consolidated services in June, 2000 (E-8). They resisted consolidation for many years, but it finally came about. However, the individuals responsible for making it work resisted it. This caused confusion and disjointed service to the community.

In May, 2001, the county government collapsed (E-6). This had been anticipated for several years and many were surprised it took that long. County government is still disjointed and waiting for leadership. There is a strong push being made at the state level to do away with county government completely. The

feeling is that the states and cities could easily and more efficiently provide the same services. However, the problem will probably not be solved until the state becomes more responsive and efficient.

As violent crime continued to rise, the people recognized that something would have to be done. Most of the local government dollars were going to police services; however, violent crime continued to rise. The police were claiming they were under funded as they were still operating with funding levels set early in the 1990's. One of the solutions recommended at the time involved decriminalizing victimless crimes (E-7). It was felt that this would allow the police more time to deal with violent crimes. This proposal was defeated at the polls by the voters. Shortly thereafter, in May, 2002, a police tax was passed (E-3). That sounded like good news; however, the tax wa only sufficient enough to maintain the current policing levels. There was no additional monies to raise the service levels. All during the 90's, immigration continued and made the community extremely culturally diverse. In addition, the compaction of people into living quarters continued. As these problems continued, the police were unable to keep up.

Finally, in December, 2002, the city councils of the central county cities consolidated police services (E-5). This was done in frustration and as a matter of necessity. Because the politicians did not enter into this consolidation voluntarily, they have not supported it. Without their support, the consolidation effort has been hampered by problem after problem. Minor prob-

lems are exasberated and there is little cooperation among the managers.

Last year the economy improved to mid 1980's level (E-9). This was good news for the government because it increased their revenues. However, the local politicians immediately began talking about the need to reestablish separate governments and police departments. They do not appear to have learned their lesson about the responsibility of government to serve the people, not itself.

SUMMARY

The nominal group panel was very helpful in identifying trends and events with regard to the issue. Some of the candidate trends are positive (community oriented policing, enhanced information technology, cultural diversity, total quality management, and empowerment of community groups) and need to be nurtured.

Other candidate trends are negative (decreasing municipal resources, increased number of violent crimes, and a decline in state services) and need to be addressed. The remaining candidate trends could be negative or positive (consolidation/-regionalization of organizations and higher density living). No matter which way the trend is headed, the issue needs to be dealt with in a constructive manner. It is the impact police managers can have on these trends that will determine their effectiveness on shaping the future.

The events identified by the panel will have an impact on the future of policing. There is no way to predict which events

will occur; however, the events that were identified are all very realistic. It is important that police managers examine the events with a greater probability of occurrence and determine what type of influence they can have on them or prepare for the effect they could have on the agency.

The scenarios were very helpful in tying the events and trends together. They brought more meaning to the events and trends and assisted this researcher in examining the possible future. It became quite clear that individuals cannot control the future but they can have an impact on it. With the rapidly changing world that everyone lives in, managers need to be constantly looking at trends and possible future events so that they can best deal with and shape the future.

From the data collected in this portion of the report, it becomes obvious that the Chief of Police and his managers need to develop an aggressive management program to shape the values of the department. A vision needs to be developed and put into action. Service to the community needs to be emphasized and reinforced. Focus needs to be on the citizen and positive interaction between the community and the line police officer.

A reshaping of the values of the organization will require a system to reward desired actions and a relearning process for undesirable actions. The reshaping of values will take time and involve new training procedures and a recruitment of new officers that best reflects the change in values. This process is impossible if there is not support from the top of the organization.

CHAPTER III.

STRATEGIC MANAGEMENT PLAN

STRATEGIC MANAGEMENT PLAN

The Concord Police Department will be a very different place
after the desirable future of the normative scenario is attained.
The concept of total quality management will be deeply ingrained
in all of the employees. The people of the community will be
seen as customers and everything will be done with their benefit
in mind. There will be greater community participation with the
citizens determining the level of crime in the city. The level
of crime is determined by what the community is willing to
tolerate.

When victimless crime was decriminalized, the police were
able to reprioritize the delivery of police services. The
enforcement of victimless crime was seen as a waste of police
resources by the community. With this obstacle removed the
police were able to utilize these resources to deal with the
violent crime in the community. This has resulted in a much
safer city and has raised the quality of life.

Community oriented policing is a way of life in the communi-
ty. The communities problems and concerns are dealt with at the
street level. The police are seen as one piece of the puzzle to
problem solving. This partnership building with the community
has established the police department as a priority in the
community. Special police taxes have been passed and overall
police funding sources are seen as very stable. In addition, the
police department is in a new facility that emphasizes the po-

lice/community partnership. The building is used on a regular basis for community meetings and is viewed by the community as very "user friendly".

The consolidation of functions within the department, the city and other neighboring communities, has resulted in a stream-lining and reduction of redundant services. The police depart-ment is now much more efficient and as a result has more resourc-es to apply to crime problems within the city. Because of the strategic planning, the consolidation has not negatively impacted community oriented policing. Patrol substations were established in strategic locations throughout the city. These substations also contain other city services that are used frequently by the citizens of the community.

Today, the police department as well as other city depart-ments, are a much more efficient and responsive local government. At times, the process was very difficult and painful, but in the long run very worthwhile.

MISSION STATEMENTS

The mission of an organization is important because it provides purpose and direction for the organization. It also provides a level whereby the degree of success of the organiza-tion can be measured. A "macro" statement conveys the basic mission of the organization, while the "micro" statement conveys the mission of the organization in relation to the issue being addressed.

"MACRO" MISSION:

The mission of the Concord Police Department is to provide the finest police service possible. We perform our sworn duties and responsibilities to protect the citizens and property within the City of Concord by using the highest ethical standards and constitutional guidelines.

We create fully functional teamwork through mutual trust and respect, along with technical capacity to face any challenge or opportunity in our city. In this regard, we offer continuous training and professional development to fully utilize the skills and talents of all personnel. We instill high levels of organizational competence through collaboration, commitment and creativity in all departmental processes. We encourage good work through recognition, and improve performance in ways that respect individual dignity.

Our systems and processes are continually improved to higher levels of efficiency and effectiveness, while maintaining our accountability to our city government for our role in public safety. The quality of our efforts will continue to fully justify city resources allocated to the Concord Police Department's operations.

We proactively work to reduce the public's exposure to crime and criminals; identify and eradicate circumstances that nurture criminal activity; and any other conditions that have a detrimental effect upon public safety. By understanding community needs and the changing nature of our city's culture, we strive to establish a viable partnership with the community to increase security for its citizens.

"MICRO" MISSION:

The Concord Police Department is dedicated to providing the
most effective and efficient service possible. In an effort to
meet this goal, we are committed to looking at all options
including consolidation/regionalization of services with neigh-
boring agencies without reducing community oriented policing.

ENVIRONMENTAL ANALYSIS

The achievement of the mission will require a planning
process that develops strategies based on careful analysis of the
environment and organizational capabilities. It is important to
analyze the environment in terms of opportunities that will
support the accomplishment of the mission and threats that will
block this effort. Organizational capability will depend upon
its present strengths and weaknesses. This type of analysis is
termed "WOTS-UP" for weaknesses, opportunities, threats, and
strengths. The analysis was completed through a discussion with
members from all ranks of the Concord Police Department.

OPPORTUNITIES

The fiscal uncertainties that cities and counties are facing
today and into the foreseeable future are forcing a reexamination
of how they are doing business. This should be seen as an
opportunity to create a more efficient organization. Out of
necessity, organizations are forced to cut back programs and
initiate a new set of priorities. This type of atmosphere makes
creative thinking and problem solving more acceptable.

The newspaper continually reports about the downsizing of corporate America and the merger of companies. It has only been recently that this phenomenon has begun impacting the public sector. Some local politicians are speaking in favor of consolidation of services. The public sees consolidation of some services as an answer to some of the fiscal uncertainty. In Contra Costa County the local fire departments recently consolidated into one organization because the voters did not support a tax needed to keep the agencies separate.

The Central Contra Costa County cities are very similar in appearance and policing philosophies. The communities have a similar ethnic and socioeconomic makeup. In addition, they face the same type of crime problems. Recently, the five Chiefs of Police from the central county police departments organized a committee to examine the feasibility of consolidation of services amongst the five agencies. This has afforded the opportunity for members of the agencies to meet and discuss the advantages and disadvantages of consolidating some services. This has also demonstrated the willingness of the Chiefs of Police to explore these ideas.

A dramatic increase in the violent crime rate has forced the police department to examine the way things are being done. In the past ten years violent crime has increased 66%. In addition, the community is demanding more input into the establishment of priorities within the city. Local forums and town hall meetings have become regular events in establishing city priorities. Community input affords an opportunity to reevaluate the effectiveness of our delivery of service. There is strong support in

the community and among local politicians for community oriented policing. A new Chief of Police, appointed during the past year, was hired in part because of his experience with community oriented policing. This philosophy is seen as an opportunity to bring the police and the community together in a concerted effort to raise the quality of life.

There is a high community acceptance of the level of service provided by the Concord Police Department. A recent survey showed an acceptable rating of over 80%. This high level of acceptance allows for more flexibility and innovation in the providing of police service.

THREATS

There are several threats that could block the Concord Police Department from being successful in pursuit of the mission. Two of the major threats are diminishing resources and loss of local control. These threats are not unique to these issues but they can have a dramatic impact on the success or failure of them.

Whenever consolidation of services is mentioned someone raises the concern that there will be a loss of local control. If the consolidation process is well thought out and lines of authority established, there should not be any appreciable loss of local control. Managers and elected officials have to look past the control issue and concern themselves with the end product, which is the level of service provided the community.

Diminishing resources can be an opportunity to force agencies to look into the possibility of consolidation of services and the method of delivery of services to the community. Howev-

er, diminishing resources can also be a threat to the implementation of community oriented policing. Without proper financial backing the agency may be limited in the options available for implementation of the program. If an agency is not willing to dramatically alter its police response, a philosophy of community oriented policing may require a substantial increase in funding. This additional funding would be needed for adding additional personnel because community oriented policing is more labor intensive than traditional policing.

Several other threats that are not as dominant as the above, but could have a significant impact on the issue are: labor negotiations, increased demands for service and possible loss of jobs.

Labor negotiations can undermine the efforts of community oriented policing. The philosophy of community oriented policing demands that officers become better acquainted with their area of responsibility and work with members of the community to solve the problems in that area. It also places an emphasis on the patrol officer with all other functions in the department supportive in nature.

Increased demands for service can drain the resources of an agency. When other public entities cut back service, i.e. health and welfare, people needing their services often times call the police because they are available 24 hours a day, seven days a week. People also tend to call the police when times are difficult and they don't know where to turn for assistance.

Outside political influence can cause a major disruption in the operation of an organization. Within the City of Concord,

several city council members constantly meddle in the internal operations of the police department. This causes confusion and a distrust among employees.

ORGANIZATIONAL ANALYSIS

STRENGTHS

All of the Central Contra Costa County police agencies have experienced command staff. In addition, personnel in each department have a high level of experience and education. The Chiefs of Police of each of the agencies work well together and all belong to a county Chiefs of Police organization. This organization meets monthly and develops policies and guidelines for interagency interaction. The county protocols that have been developed are well organized and functional.

Over the past twenty years the agencies in Contra Costa county have participated in a number of successful cooperative efforts. These include a Central County Narcotics Task Force targeting drug abuse. Another cooperative effort involved a "sting" operation targeting stolen property. Both programs were very successful and demonstrated that a cooperative venture by multiple agencies can be productive and still meets the needs of the agencies.

A new police building is in the final planning stages and should be completed within the next five years. If the building is designed properly, it should enhance the department's ability to more effectively consolidate services with other agencies and be more responsive to the community. The design of the building

and its functionality will be a visual statement to the community about the police department's attitude toward policing. The construction of this new building will also afford an ideal time to update the department's radio and communication equipment. Currently the department's radio and communication equipment is not compatible with other agencies. As this equipment is re-placed this obstacle can be removed.

The Concord Police Department recently hired a new Chief of Police from outside the agency. This has created a better exchange of ideas and a higher tolerance for change. A new Chief of Police is not locked into the old ways of doing things and a change of leadership is a good opportunity to examine the way things are done. Currently the city has budgeted money for an upgrade of the police computer system. A new Chief of Police provides a fresh perspective. The department is now looking at different methods of using this money in the purchase of a computer system to accomplish its goal. With proper planning it may be possible to achieve its goal and still maintain the flexibility to consolidate computer services in the future.

WEAKNESSES

One of the greatest dangers to any new idea is the resis-tance to change. The prevailing attitude is "if it's not broken, don't fix it." Many officers feel that the way they have been delivering police service has worked well and there is no need to change now. This type of mentality is very dangerous and does not allow for any type of innovation or change in the community that is served.

As the new Chief of Police can be viewed as a strength, he can also be seen as a weakness. This is due mainly to the fact that he is an unknown commodity. None of the employees have any first hand experience in dealing with him. This is coupled with the fact that over the past several years a lot of distrust has built up in the agency between the management and the rank and file. The new chief has to come in and reestablish this trust and at the same time reveal himself to the employees.

Part of the distrust developed because of interference in the operation of the department by elected officials. This has proved very detrimental to the department and makes buy-in to change very difficult. The managers of the city and the department need to stop this interference and reestablish their leadership. Elected officials need to be aware that they should help establish policy for the city but not be involved in everyday operations.

The current equipment that the police department is using is outdated and needs replacing. Most of the radio equipment is no longer manufactured and is not compatible with neighboring jurisdictions. This would make it very difficult and expensive to consolidate services that require compatible radio equipment.

In the Concord Police Department officers change areas of responsibility every three months and there is a financial reward for officers working in assignments outside patrol. The Chief of Police is trying to change these policies because he feels they undermine the efforts toward community oriented policing.

Most police agencies are experiencing an increase in calls
for service, while at the same time seeing a cutback in available
resources and personnel. To effectively change to a philosophy
of problem solving in a community, management has to be willing
to address this concern. This may require a reprioritization of
police response and alternative methods of reporting of inci-
dents.

The concept of community oriented policing requires a change
in philosophy and culture in most police organizations. The idea
of change can be very frightening to many people. To make this
change there has to be commitment from the top of the organiza-
tion and there must be communication so that people understand
what is happening.

Many people see the consolidation of services as a means of
eliminating jobs. Occasionally this may occur and management
needs to be sensitive to this concern. Consolidation needs to be
sold as a more effective method of delivering our service to the
community. Every effort should be made to retrain and reassign
people who would be displaced by consolidation.

STAKEHOLDER ANALYSIS

Stakeholders are defined as "individuals or groups who impact
what you can do, are impacted by what you do, or care about what
you do." Included in this group can be "snaildarters," who are
defined as "unanticipated stakeholders who can radically impact
your strategy." The stakeholders were identified during a
meeting with representatives from different areas of the Concord

Police Department. The following were identified as significant stakeholders with regard to this issue.

STAKEHOLDERS

1. Chiefs of Police

2. Police Officers Association

3. Business Community

4. City Council

5. Neighboring Police Departments

6. Police Officers

7. Residents

8. Non-Sworn Employees

9. Other City Departments

10. City Managers

11. Sheriff (Snaildarter)

Each of the stakeholders have assumptions regarding the issue. The following are some of the assumptions related to each stakeholder.

ASSUMPTIONS OF STAKEHOLDERS

1. Chief of Police

    A. Community oriented policing is a superior method of policing.

    B. There is no data to indicate that consolidation will be more efficient and effective.

    C. Police service should be provided to the community in the most efficient and cost effective method possible.

    D. Currently there is little support within the city to consolidate police services.

2. Police Officers' Association

A.   The calls for service are too great to allow time for
      "problem solving".

B.   The Police Officers' Association will oppose if consol-
      idation results in lost positions.

C.   The Police Officers' Association will oppose if bene-
      fits are adversely affected.

3. Business Community

A.   The police department should be operated in the most
      cost effective and efficent manner possible.

B.   If officers spend a large amount of their time trying
      to solve neighborhood problems they won't be available
      to respond to the merchants calls for assistance.

C.   More officers, and thereby more money, will be needed
      to provide community oriented policing.

4. City Council

A.   Consolidation will cause a loss of local control.

B.   The City will lose its identity.

C.   The citizens want to maintain the city's identity and
      local control.

5. Neighboring Police Departments

A.   Local control will be lost.

B.   It will cost more to consolidate services that are
      already operating satisfactorily.

C.   Consolidation will have an adverse impact on the inter-
      action with the community.

6. Police Officers

A.   Consolidation will make it more difficult and cumber-
      some for the patrol officer to do his job.

B. Community oriented policing is social work, not police work.

C. There isn't time to spend at each call problem solving because of inadequate staffing.

7. Residents

A. Consolidation will make it more difficult for residents to obtain prompt and adequate police services.

B. Taxes won't go down but the level of service will.

C. There won't be someone local who can be held accountable for the level of service.

8. Non-Sworn Employees

A. Employees will oppose if consolidation results in lost positions.

B. Non-sworn employees do not feel a part of community oriented policing.

C. Everything is done for the benefit of the sworn officers.

9. Other City Departments

A. Consolidation of police services will force consolidation on other city departments.

B. Community oriented policing will require more work for other city departments.

C. All the resources are being directed toward the police department.

10. City Manager

A. There will be a loss of local control.

B. The city will lose its identity.

C.   The increase in efficiency caused by consolidation will

      not offset the cost and inconvenience caused by the

      implementation.

11.   Sheriff (Snaildarter)

A.   Consolidation of police departments in the county will

      undermine the sheriff's authority.

B.   Consolidation will create a powerful political force.

ASSUMPTION MAP

The assumptions attributable to each stakeholder were

analyzed relevant to their impact on the mission. Each stake-

holder assumption was placed on an assumption map. See Figure

#1, Assumption Map. Placement was determined by the relationship

between the degree of certainty that the assumption was true and

the level of importance relevant to the mission. The map is

designed to be a visual tool to assist in determining the rela-

tionships between stakeholders.

Assumptions falling above the horizontal line have a higher

degree of certainty of occurrence. There is less certainty of

occurrence for those falling below the line. In the same fash-

ion, those items falling to the right of the vertical line are of

greater importance than those falling to the left of the line.

Therefore, assumptions falling in the upper right quadrant need

to be dealt with. Those in the upper left quadrant are not as

significant, even though the certainty level is high, the impact

on the issue is minimal.

ASSUMPTION MAP
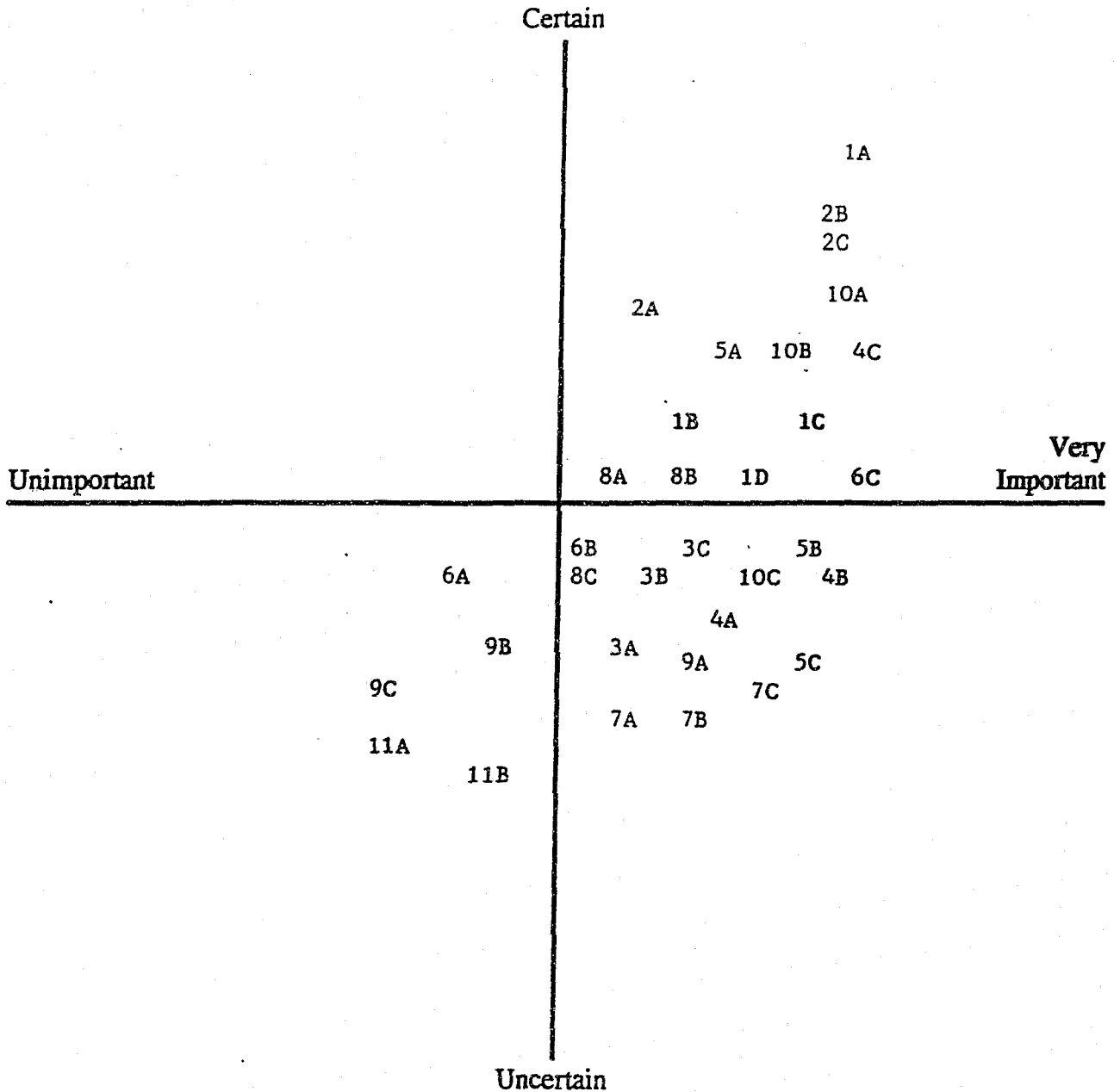
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                              Certain
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                                 |      5A  10B   4C
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                                 |   1B        1C
                                                          Very
Unimportant                      | 8A   8B   1D      6C   Important
_____|_____
                                 | 6B      3C      5B
                      6A         | 8C   3B     10C   4B
                                 |        4A
                                 |
                9B               | 3A                5C
        9C                       |    9A       7C
                                 | 7A   7B
           11A                   |
                  11B            |
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                             Uncertain
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1.	Chief of Police	6.	Police Officers
2.	Police Officers Association	7.	Residents
3.	Business Community	8.	Non-Sworn Employees
4.	Elected Officials	9.	Other City Departments
5.	Neighboring Police Depts.	10.	City Managers
		11.	Sheriff

DEVELOPING ALTERNATIVE STRATEGIES

A modified policy delphi process was used to generate a list of alternative strategies to achieve the stated mission. A group of police managers developed a list of alternative strategies. (Appendix #D) The group considered all suggested strategies and following an oral discussion and voting process, reduced the number of alternatives to three. The strategies were rated based upon the following criteria: 1) cost; 2) increased efficiency; 3) feasibility; 4) long-term benefit; 5) employee support; and 6) community support (Appendix #C). The two highest ranked alternatives and the alternative with a diversity of support were then analyzed further. These strategies were analyzed in detail and advantages and disadvantages were developed through oral polling and brainstorming. The following is a synopsis of the groups analysis of the three strategies.

ALTERNATIVE STRATEGY #1 - TOTAL QUALITY MANAGEMENT

Goal/QPC describes total quality management as a structured system for meeting and exceeding customer needs and expectations by creating organization-wide participation in the planning and implementation of break-through and continuous improvement processes. It focuses on people as customers of the service offered. The measure of success is the degree of satisfaction among customers. Striving for constant and continual improvement is the heart and soul of total quality management. This strategy requires cooperation and involvement of all people within the organization. Improved quality and productivity is needed. If

quality and productivity do not improve then support from the community will diminish.

Many law enforcement agencies have lost touch with their community and are often more concerned with meeting their own needs. A shift to consideration of the customer perspective creates opportunities for rethinking what law enforcement really does and how it does it. This forces the agency to look at alternatives such as consolidation and community oriented policing to better meet the communities needs.

ADVANTAGES:

- It makes managers accountable.
- There is increased communication both internally and externally.
- The image of the organization is enhanced.
- It causes the agency to become proactive rather than reactive.
- Successes of the organization are recognized.
- There is a self audit of the organization.
- The organization is flattened with fewer levels of management.
- The organization becomes results oriented.
- The evaluation of the organization is based on outcome.
- The focus of the organization is on the outcome.
- Information is shared more freely.
- This strategy values both the community and the employees of the organization.
- There is a decentralization of authority.
- The disciplinary process is more effective.

100

DISADVANTAGES:

- This strategy is difficult to implement.

- Mid-managers are reluctant to let go of some of their responsibilities.

- People are held accountable for their actions.

- It requires change.

- There is a perception of loss of control, especially by mid-managers.

- This strategy could be seen as another management fad.

STAKEHOLDER'S PERCEPTIONS:

A major concern of the stakeholders is that this is just another management fad that will pass. If one can get past this doubt and look at the concept most of the stakeholders will have positive thoughts about it. They will see that this strategy is more efficient and responsive to the community. It also forces individuals and organizations to be more accountable for their actions. Success or failure is measured by results as determined by the end product. This causes a better sharing of information because employees are concerned about results and not their little environment. As this strategy is carried out, decision making shifts from vertical to horizontal. Employees are encouraged to make decisions and become involved in the process. This increases employee satisfaction and buy-in. The only group that this style of management may have an adverse affect on is mid-managers. There may be a concern that they experience a loss of power or control in the organization.

ALTERNATIVE STRATEGY #2 - REGIONAL TASK FORCE

This strategy would involve creating a regional task force to look at consolidation of police services and the implementation of community oriented policing. It would involve members from all of the central county agencies wishing to participate. This task force would only be an informational gathering body. After researching the issues they would report back to their respective agencies.

ADVANTAGES:

- It would provide consistent information.
- There would be a broad perspective.
- There would be input from many.
- Decision makers would be able to select the best from a variety of programs.
- There would be a sharing of costs.
- An opportunity to debate options.
- The creation of synergism.
- Agencies would be able to reevaluate current operations.
- A familiarization with the operation of other agencies.
- The opportunity to learn and share information.

DISADVANTAGES:

- It would raise expectations.
- Creates a fear of change.
- It would be inconvenient.
- A lack of power to make decisions.
- A lack of follow-up.
- No identified leader to help change happen.

STAKEHOLDER'S PERCEPTIONS:

A major concern of the stakeholders is that this is a fact finding task force without the ability to make anything happen. It raises expectations of innovation and change and yet does not provide for any avenue for implementation. It could also be seen as a political ploy to satisfy those individuals who are demanding more accountability and better efficiency in the police department. It appears as if these concerns are being addressed yet there is no mechanism to ensure an adequate evaluation of the findings or an implementation plan if warranted.

The community will see this task force as a positive move. It will be seen as an effort to improve the police service and utilize the resources more efficiently. It will also afford the community a greater opportunity for input into the structure and organization of the department. If consolidation of police services does occur there is a greater likelihood of consistency of service throughout the area. The public education process would be used to afford greater community buy in.

The Chief of Police will see this task force as both a positive and a negative. On the positive side he can point to the forming of the task force as an innovative move. He will also be seen as someone who isn't afraid to improve and change with the times. On the negative side he will fear the loss of control of his department. Consolidation would also require more mediation and greater communication between the affected agencies.

The City Council would face a similar dichotomy as that of the Chief of Police. It is seen as responsive to the community,

yet there is a fear of loss of control of services to the citizens. Consolidation could inhibit the council's ability to direct services to their community. There is also a possibility of a reduction in input to policy issues.

The Police Officers' Association and other labor groups would see this task force as threatening. They would fear the redistribution and possible loss of jobs. There would also be a high potential for the loss of promotional and lateral opportunities. As services are consolidated or decisions forced to the lower levels of the organization, fewer supervisory or managerial positions are needed. On the other hand, the move toward community oriented policing places a higher priority on the line officer. More resources are applied to the operational level of the organization.

ALTERNATIVE STRATEGY #3 - CONSOLIDATE ALL SPECIALTIES

This strategy would involve consolidating all specialty functions. For instance, the only jail in the county would be operated by the county sheriff's department, and all traffic in the county would be handled by the Highway Patrol. Other specialty functions within the department could be handled in a task force approach. All investigators in the county would work together, as well as centralized records and dispatch centers. This consolidation of specialties would then allow for each agency to maintain their individual patrol divisions and apply their greatest resources in this area. The majority of the community oriented policing effort is directed to patrol. Through this alternative, more officers would be available to the

patrol division for direct involvement in community oriented
policing. In addition, each agency would maintain its autonomy
with respect to the patrol function. This would allow for
individually tailored programs in neighborhoods. This strategy
had the greatest diversity of support among the group.

ADVANTAGES:

- More officers assigned to patrol for use in community
  oriented policing.
- Frees manpower for other uses.
- Reduces training costs.
- Reduces overtime costs.
- Increases discretionary manpower.
- Allows for staffing flexibility.
- Better interagency flexibility.
- Increase in the successful prosecution of criminals.
- Higher quality work.
- Better expertise with the work of specialists.
- Improved morale.
- Reduction in police response time to calls for service.
- Better coordination in investigations involving multiple
  cases and/or suspects.
- More time for investigators to conduct investigations.
- More time for patrol officers to deal with problems in
  their areas.
- Better use of the budget.
- Flattening of the organization.

DISADVANTAGES:

- A loss of local control.

- A loss of expertise in the department.

- The development of an elitist attitude.

- A decrease in communication between specialists and others.

- Less direct interaction with the community for specialists.

- Power struggles between individuals and departments.

- The resistance to change.

- Fewer management positions.

STAKEHOLDER'S PERCEPTIONS:

All of the stakeholders will see this strategy as a tremendous change in the delivery of law enforcement. To some it will be a positive move, to others it will not. The Chief of Police will struggle with the loss of direct control over large portions of his department. However, there will be more resources assigned to the patrol function. This will allow for more flexibility and creativity in how to address crime problems. This will also reduce response times to calls for service and allow the department to be more responsive to the community in relation to the uniform officer. There most likely will not be a reduction in costs of police service, but the same dollars will support more visible police services.

Elected officials will struggle with this strategy. They will feel a loss of local control in the largest department within the city. When issues arise in areas of specialties, there is a strong potential for friction among politicians representing different communities. There will also be an

adjustment period as each community adapts to a new service level with regard to the areas of specialties.

The community will see more officers patrolling in their neighborhoods. They will also see a better response by the patrol force to their calls for service. However, when they need to obtain a police report or deal with a police matter in a non-emergency situation, they will probably be inconvenienced. They may have to travel to neighboring cities to conduct their business. They may also sense the creation of a large bureaucracy that is not responsive to their needs. Accountability could also be an issue. Who will take responsibility when things are not working properly?

The Police Officers' Association and other labor groups will see this strategy as an attack on their job security. Consolidation will mean a loss of jobs. There will also be fewer management and supervisory positions. It will also be more difficult for employees to change job assignments. On the positive side the patrol officer will feel more important to the organization. More resources will be directed their way.

PREFERRED STRATEGY

After discussing the alternative strategies, the group chose Total Quality Management (TQM) as the preferred strategy. TQM's focus on problem solving, along with its management philosophy that requires participation at all levels of the organization, supports the philosophy of community oriented policing. The focus is on treating the citizens as customers and providing the best service possible. To do this you need the community's input

and cooperation in setting priorities and solving problems. Your concern is with results and the perception of the community. This is the basis behind community oriented policing. However, total quality management goes further. Success or failure is judged by results. Everyone in the organization is pulling in the same direction; raising the quality of life in the community. Employees are recognized for their contributions and held accountable for their actions.

Many law enforcement agencies have lost touch with their community and are often more concerned with meeting their own needs. However, citizens are becoming more vocal about the type and quality of service they receive, and police agencies are being forced to reassess their relationships with the community. Many law enforcement agencies are now looking for ways to improve this relationship and work closer with the people they serve. At the same time agencies must redefine how they provide services to meet the expectations of citizens. TQM is an excellent tool agencies can use to accomplish this goal.

TQM is a strategic tool for establishing a new cooperative effort between the intentions and operations of the police and the expectations and requirements of the community. It is a new way of doing police work.

For TQM to work, the values, roles, rewards and the way of doing business in a police agency, must be systematically and strategically transformed. TQM represents a philosophy and a common set of beliefs and values designed to improve the success of a police department in satisfying the needs and expectations of the community.

There are four critical points that need to be addressed when applying TQM to a law enforcement environment.

- Client identification and feedback
- Tracking of performance
- Constant and continuous improvement in the delivery of service to the community.
- Employee participation in all processes

The interaction between the community and the department increases the understanding and cooperation among both groups. There is a sharing of information and it allows the department to measure the success or failure of its service delivery. Community oriented policing demands this cooperative effort between the police and the community. This interaction determines policing priorities in the community. If programs are not working or not moving the department toward the mission, there is opportunity to change the programs.

A shift to consideration of the customer perspective creates opportunities for rethinking what law enforcement really does and how it does it.

Currently most law enforcement statistics are based on quantitative rather than qualitative measurements. It is difficult to define quality when using these statistics. Because satisfaction depends on the customer's personal experience, only the customer is qualified to judge whether an agency is delivering quality service.

If a police agency is to adopt the philosophy of TQM, there are three essential sources of support that are necessary during

sources are equally important and must be strong. Technology represents a complete set of tools, techniques, skills, knowledge, and methods that make it possible for service of the highest quality to be delivered to the community.

Leaders in the organization have to be committed to the fundamentals of TQM, quality and excellence of service. Unless leaders are committed toward service quality, any attempt to eliminate "enforcement" attitudes and replace them with "service" commitments will fail. Change in the organization will be slow and difficult and is best accomplished in relatively small increments.

The design of the organizational infrastructure - the network of people, facilities, systems, and information - that supports excellent service is imperative. Attempts to change the quality of service, without addressing the underlying structures that generate them, will be futile.

Once an agency has committed itself to a philosophy of TQM, it must identify the strategic processes that are critical for improved customer satisfaction. Another key element is a continuous training and retraining program. The training needs to provide knowledge, skills, and the tools necessary for employees of the organization to improve quality and productivity.

To ensure that the agency is achieving its goal of enhanced quality and productivity, there must be an evaluation component. Surveys, both internal and external, can be a valuable source of information. In addition, a citizen's advisory committee would be helpful.

This committee should be made up from a cross-section of the community, as well as from a cross-section of the employee groups. The inclusion of both citizens and employees helps to create interaction between the groups. The advisory committee will give the department a clearer focus on what the community's needs are.

With the shrinking budgets law enforcement must improve its quality and productivity. As quality and productivity improve, the support of the community will increase. If today's law enforcement agency does not have the support of the community they will not only be asked to do more with what they have, but soon they will find themselves trying to do more with less.

With the focus on quality and productivity, the affects of consolidation on community oriented policing will be minimal. With community interaction and input, priorities can be set. Areas of potential consolidation can be identified and worked out with minimal negative impact on community oriented policing. The bottom line is the communities perception of service. Consolidation and community oriented policing are compatible when the bottom line is taken into account.

IMPLEMENTATION PLAN

Now that a preferred strategy has been identified, it is possible to develop a strategic plan to bring about the desired changes. An effective implementation plan divides the over-all strategy into smaller tactical strategic goals until the project reaches a level at which task groups can begin working on assign-

ments that are specific, measurable, achievable realistic, and subject to a reasonable time schedule.

Overall coordination and planning responsibility for this process would rest with an Executive Committee appointed by the Chief of Police. The Executive Committee would be chaired by a command officer and be composed of command staff representing all functions within the Department and other key stakeholders.

The process will require formation of at least four sub-committees with the following strategic goals:

1. A committee to determine the vision and direction of the department.

Strategic Goal:

Develop a long range vision of the organization and establish the standards for implementation of the philosophy of total quality management.

This committee would be charged with establishing the strategies for implementation of TQM. It will be made up of a cross-section of the department and will establish the standard by which the department will be judged. The chief and command staff will provide input into this committee, however it is important that there are open lines of communication with rank and file and avenues for their input. Stakeholders should be identified and selected for inclusion on this committee. It will be important to gain support from key stakeholders within the department. The committee will need to do a self assessment of the organization in its present condition and then determine the desirable

future. The vision will look at long range change in the culture
and philosophy of the organization.

Estimated time required: 4-6 months

2. Committee to look at areas of potential consolidation.

Strategic Goal:

Examine the services provided by the police department
and make recommendations regarding areas of potential con-
solidation.

This committee should be comprised of employees from throughout
the organization. It should be a cross-section that touches all
ranks, including non-sworn. It will also be important to include
members of the community and business community. Services should
be evaluated with an eye toward responsiveness to the community's
needs, cost-effectiveness, and efficiency. However, the police
department is a service agency and all decisions need to be
weighed against the impact on the community. It is also impor-
tant that the committee examine the impact of any consolidation
recommendations on Community Oriented Policing.

Estimated Time Required: 12-18 months

3. Internal training committee.

Strategic Goal:

Establish a training program to educate employees within the
department and in other city departments to the philosophy
of total quality management.

This committee would require membership from a cross-section of
the department. Ideally, the committee should consist of stake-

holders or individuals having some influence in the department.
It would be their responsibility to establish strategies to sell
the vision and strategies to members of the department and the
city.

Estimated Time Required: 6-12 months

4.   External training committee.

Strategic Goal:

Establish a program to educate the community on the philoso-
phy of total quality management and the implementation plan
of the police department.

This committee should be comprised of a mix between department
personnel and members of the community. A member of the local
media should also be invited to sit on this committee. It will
be this committee's responsibility to establish strategies to
educate and inform the public regarding the philosophy and
policies of the department. The initial presentations would be
made to business and community groups.

Estimated Time Required: 12-18 months

This project would be scheduled primarily by subcommittee
chairpersons who would establish action plans and estimated
progress dates. A command member of the Executive Committee
would be assigned responsibility for operations. This command
member would be responsible for monitoring subcommittee progress,
facilitating any necessary coordination with other committees,
avoiding duplication of effort, and reporting progress to the
Executive Committee. The Executive Committee would be responsi-

ble for evaluating progress and assessing success of the implementation plan.

COST-BENEFIT ANALYSIS:

Successful implementation of the strategic plan depends on the relationship between costs and benefits. An implementation plan that becomes too costly, when compared to expected benefits, is bound to fail. Costs and benefits are both direct and indirect as well as being tangible (measurable) and intangible (not measurable). An effective analysis of the costs and benefits relevant to the strategic plan must include at least recognition of the following:

COSTS:

- Start up costs to convert to consolidated services.
- Initial productivity loss as employees adapt to the new system.
- Training costs to educate employees and city staff.
- Training costs to educate the public.
- Staff time to serve on the various committees.
- Increased overtime costs for employees serving on the various committees.
- Initial loss of public confidence due to confusion and inconvenience as services are consolidated.
- Inconvenience and possible travel time of officers (i.e. centralized records).
- Perceived loss of local control.
- Increased cost of some services.

BENEFITS:

- Dollar savings are realized in the reduction of duplication of services.
- Services are more convenient for citizens.
- The department is more efficient and cost effective.
- The dollar savings in other areas means that more resources can be applied to direct services to the community.
- Enhanced acceptance by the community.
- Information is shared more freely.
- The department is more responsive to the community.
- More value is placed on the citizens and service to the community.
- Citizens have more direct contact with the officer on the beat.
- A pooling of resources allows greater flexibility in purchasing state of the art equipment.
- Less bureaucracy.
- Cost savings due to fewer management personnel.

The above lists of direct and indirect costs and benefits, represent only a small sample of comparisons that must be made to effectively monitor the implementation plan to maintain a proper balance. The greatest benefit of the strategy is the perception it creates in the community. By emphasizing service in the community, citizens feel involved and in control of their community. Success is measured by the degree of satisfaction among the citizens of the community. This satisfaction can be measured

by semi-annual surveys distributed to the community. When
service to the community is the focus, then all of the other
peripheral issues will fall into place.

CHAPTER IV.

TRANSITION MANAGEMENT PLAN

TRANSITION MANAGEMENT PLAN

Community oriented policing is designed to develop a closer working relationship between the police department and the community. Consolidation of police services is an effort to centralize police services or functions to cut costs and reduce duplication of effort. This is a major issue and can have a tremendous impact on community oriented policing.

The critical trends in law enforcement deal with the change in policing styles and decreasing resources. These areas will have a major impact over the next ten years. As violent crimes rise and community dissatisfaction grows, police agencies will be forced to respond to the communities concern. The community will demand more involvement in the policing effort. At the same time, decreasing resources will force agencies to consolidate functions and become more efficient.

Consolidation and community oriented policing are both quality of service issues. When an agency is concerned about the community they serve, they will explore all options to enhance that service level. Consolidation allows neighboring agencies to combine similar functions that are supportive to the patrol force, i.e., dispatch, records, property and evidence, etc. This reduces a duplication of support services and allows each agency to provide more resources to the patrol function. The patrol function is the key to community oriented policing, where daily interaction with the public takes place.

Total quality management affords the department the opportunity to continually evaluate its performance. Treating the

citizens of the community as customers forces the department to be as effective and efficient as possible.

Getting the police department from its present situation to the desired state, commitment to the philosophy of total quality management, will require an effective transition management plan. In managing this change process, it will be necessary to (1) determine the major tasks and activities for the transition period, and (2) determine structures and management mechanisms necessary to accomplish those tasks.

CRITICAL MASS

The best and most detailed implementation plan will not ensure that the desired changes will occur unless vital organizational and individual commitment exists.

During the strategic planning process key stakeholders were identified by a panel of police department employees. Stakeholders are individuals or groups that can have an impact on the issue area. From this group of stakeholders, the panel identified the "critical mass". The "critical mass" are those individuals and/or groups that could directly affect whether the desired change is successful or fails.

The following "critical mass" is the minimum number of individuals whose active commitment is necessary to provide the energy and drive for the plan to be successful.

1. Chief of Police

2. City Manager

3. Police Officer Association President

4. City Council

5. President o⁻ the Chamber of Commerce

6. President of the Human Relations Commission

7. Administrative Lieutenant

COMMITMENT CHARTING

Commitment charting is an effective technique for developing an action strategy for achieving the necessary commitment from target individuals in the critical mass. The technique helps to determine the minimum level of commitment needed from each individual in order to make the plan effective.

Table #3 lists all members of the critical mass on the vertical axis. Across the top is listed the degrees of commitment ranging from "will block the change" to "will make it happen". For each member of the group, the "O" indicates the minimum commitment necessary for change to occur. The "X" in the box indicates their present degree of commitment. The arrow between the two indicates the work that needs to be done to get the necessary commitment.

TABLE #3

COMMITMENT PLANNING CHART

Type of Commitment

Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police			x———	———o
City Manager		x———	———o	
P.O.A. President	x———	———	———o	
City Council		x———	———o	
President Chamber of Commerce			xo	
President Human Relations Comm.		x———	———o	
Administrative Lt.			x———	———o

NARRATIVE ASSESSMENT

Chief of Police

The Chief of Police is very open to the concept of consolidation of police services. He feels it is important to be receptive to the community and to spend tax dollars wisely. At the same time the Chief is totally committed to community oriented policing. The concern is that any consolidation of police services not infringe on the department's ability to offer community oriented policing.

The Chief of Police has demonstrated his willingness to help change happen by committing the agency to a regional task force looking at consolidation issues for the Central County agencies. He is also actively involved in changing the agency's policing philosophy to that of community oriented policing. In order to

be successful in this change, it is important that the Chief help make the change happen. He needs to be totally committed and supportive so that he can help sell others on the change.

The Chief is already committed to making community oriented policing happen and he is willing to look at options presented by consolidating certain police services. The Chief will move to make the "change happen" category if the consolidation of services is studied carefully and is fiscally sound and does not impede community oriented policing. The philosophy of total quality management appears to address this concern. Its focus is on quality and productivity and is an excellent tool to redefine how services are provided to the community.

City Manager

The City Manager's commitment level is currently at the "let change happen" level. He is open to any ideas that are fiscally sound and will not decrease the level of service to the community. He will accept the basis of total quality management, however he is more resistant to the idea of consolidation of police services. It is important to raise his level of commitment to "help change happen" because his support is critical. He provides the linkage between the police department, other city departments, and the city council. Community oriented policing relies on other city departments to deal with problems. Support from the City Manager would help ensure participation in the program by other city departments. He needs to actively work for implementation of the change, and show his support when queried by members of the council or others in the community. If the proper ground work is laid and there is consensus for the change

within the department and the community, then the City Manager should feel comfortable with helping the change happen.

Police Officers Association President

The police association has the ability to ensure or impede the successful implementation of the change. The key individual in the police association is its president. The benefits of total quality management, customer focus, and continuous improvement in the agency, need to be stressed.

At the present time, the association is seen as a block to the change. Consolidation of service is seen as a change and loss of control as well as a possible loss of positions. Community oriented policing is a change in delivery of police services that requires more of the officer's time. For the change to be successful, the commitment level of the president of the association needs to be raised to the "help change happen" level. This is important because the president's assistance will be necessary to gain the support of the police officers.

Police officer buy-in is especially important in the area of community oriented policing. The police officer makes or breaks this program. In order to solicit the help of the association president it is important that he be brought into the process as early as possible. In the area of consolidation of services it is important to emphasis that it is being done to make the agency more efficient and responsive to community concerns. It is also important that the consolidation process does not result in job lay-offs. Whenever possible, workers should be retrained and relocated in other jobs.

The selling point of community oriented policing is that it is more rewarding for the officers. The community involvement helps build positive relationships with officers. In addition, it develops community support and affirmation. To address the concern of the impact on officer's time, it is important to look at different methods designed to free officers from the more mundane and less important tasks.

City Council

The city council has ultimate control over the budget and, therefore, can control the policies and directions of the police department. It is important that the city council play a part in this change process. Currently, the council's commitment is in the "let change happen" area. As long as the police department acts responsibly and doesn't raise the ire of the community, they would probably stay at this level.

The council is very much in support of the philosophy of total quality management. However, any significant change in the delivery of police services would require their support. The council has considerable influence in the community and by moving the council to the "help change happen" level, the department could tap into this influence.

It is also important to keep the council informed about the issue and make them feel as if they are an integral part of the transition process. By keeping the mayor and council informed and selling them on the advantages of consolidation, efficiency and cost effectiveness, and showing them the increased community support generated through community oriented policing, the

department will be able to increase the commitment level of the mayor and council.

Chamber of Commerce President

The president of the Chamber of Commerce is needed to ensure the acceptance and support of the business community. The president has already made several public statements supporting the concept of consolidation of some public services. He sees this as an efficiency and cost savings move. He has also spoken publicly in favor of community oriented policing as he sees the community involvement beneficial to the business community.

It is important to maintain the business community support, however there is no need to raise the commitment level past the "help change happen" level. A change in philosophy by the police department to total quality management would be sufficient to generate their support.

Human Relations Commission President

The Human Relations Commission represents many diverse groups in the community. It is important to gain the support of this group so that they do not become a blocking force to the desired change. Currently, the commission is generally satisfied with the police department and its delivery of service. By involving the commission in the transition process, the department would be able to raise their commitment level from "let change happen" to "help change happen" and ensure their support.

The change in philosophy to total quality management would allow community involvement in setting police priorities, developing community oriented policing, and determining the feasibility with regard to consolidation of services. This will demon-

strate the police department's commitment to serving the community better and more efficiently. This commitment by the police department will translate into more support from the commission.

Administrative Division Lieutenant

This individual will be charged with implementing the change. He will be the project manager and will be responsible to ensure that all members of the critical mass are kept informed regarding the issue. His current commitment level is at "help change happen" and needs to be raised to "make change happen". This movement will occur as he receives direction and feedback from the Chief of Police. It is critical that this person "make change happen" so that others can see that he is committed to the change and he can help sell it to others. This individual also develops information and serves as the professional staff person in the process.

TRANSITION MANAGEMENT STRUCTURE

The management of the transition from the current situation to the implementation of the chosen strategy will require the establishment of a management structure. The most effective management structure for the implementation and transitional phases of this change would be the project manager model.

The project manager in this case study would be the Administrative Division Lieutenant. He is in a position in the organization where he has direct access to the Chief of Police. He also has good organizational and planning skills which are necessary to facilitate the change. His status as a Lieutenant·

affords him sufficient rank within the organization to make decisions for the Chief of Police when the need arises.

The project manager would be responsible to work with the Chief of Police and management staff to reshape the values of the organization around the philosophy of total quality management. From this information, a vision statement will be developed. He would also be responsible for scheduling meetings, gathering information, and continually evaluating the program to ensure that the goals and objectives are being met. Other duties would include the coordination and implementation of the transition plan.

To assist the project manager in gathering information and analyzing the data, the formation of three separate subcommittees will be required. Membership on the subcommittees will represent diagonal slices through the organization. This membership scheme allows for input from different levels and functions within the department. It is important to provide an avenue of input from all areas of the organization. This interaction will also help build trust and allow all members of the organization to help set the direction for the department.

1. **Developmental Strategies For Total Quality Management Subcommittee**

   Membership will include the project manager as the chair, and other police department employees from a diagonal slice of the organization.

   The strategic goal is to develop strategies for the implementation of the philosophy of total quality management into the police department.

Tactical goals with include:

(1) Identifying the clients of the police depart-
ment and developing feedback mechanisms for
these clients to communicate with the police
department.

(2) Developing mechanisms for the tracking of
employee performance as it relates to quality
and productivity.

(3) Developing policies and procedures to ensure
constant and continuous improvement in the
delivery of service.

(4) Developing policies and procedures to solicit
employee participation in all processes.

(5) Maintain communication with the police
department's community oriented policing
transition committee, to ensure that any
policies or procedures do not negatively
impact the department's efforts toward commu-
nity oriented policing.

Estimated time required: 6 to 12 months

2. **Consolidation Planning Subcommittee**

Membership will include the project manager as the chair,
and include the Investigative Division Captain, the Records
Supervisor, the Dispatch Supervisor, a senior Patrol Ser-
geant, a Watch Commander, an Investigative Division Ser-
geant, two Patrol Officers, two Investigators, and a Police
Officer Association board member.

The strategic goal is to examine the various functions of the police department and look at the feasibility of consolidation of services with neighboring jurisdictions. Tactical goals will include:

(1) An evaluation of the various functions and departments within the police department.

(2) Recommendations of functions within the police department where consolidation of services is practical without negatively impacting on community oriented policing.

(3) Development of an implementation plan for any functions recommended for consolidation.

Estimated Time Required: 6 to 12 months

3. **Training Subcommittee**

Membership will include the police Field Training Coordinator Lieutenant as chair and include the Police Training Sergeant, and other police department employees from a diagonal slice of the organization.

The strategic goal will be to establish a training and retraining program for implementation of Total Quality Management.

Tactical goals will include:

(1) Development of a training program to provide knowledge, skills, and tools necessary to improve quality and productivity in the police department.

(2) Develop performance tracking mechanisms to

document improvement in both productivity and

quality.

Estimated time required: 3 to 6 months

The Chiefs of Police for the five central Contra Costa

police agencies have established a committee to look at consoli-

dation issues. The purpose of this committee is to look at

consolidation of service issues from each agency's perspective.

It is this committee that looks at the feasibility of consoli-

dation. After examining the various functions performed by each

agency, this committee will make recommendations as to which

areas they feel consolidation is possible. The project manager

would be the department representative to this multi-agency

committee. He would provide consistency and a direct transfer of

information from one committee to another.

The project manager must be the focal point for the change.

He will be looked at for information and keeping the process on

target. It will be important that he supply feedback on the

status of the process on a regular basis to the Chief of Police

and other management staff.

TECHNIQUES TO SUPPORT IMPLEMENTATION

The strategic changes proposed and the inevitable state of

transition will result in substantial organization disruption.

Significant employee anxiety typically results from a sense of

minimal involvement, poor organizational communication, lack of

trust, loss of direction, and distracting power issues. Whenever possible this disruption should be minimized.

The successful management of this difficult transition state will require the application of the following techniques and technologies:

READINESS ASSESSMENT:

The likelihood that the strategy will be successful depends on the organization's degree of readiness for change. The readiness for change depends on the relationship between (1) the organization's level of dissatisfaction with the status quo; (2) the existence of clear, agreed-upon goals; and (3) the perception that there are viable first steps that can be taken to achieve the goals.

Currently, the organization's motivation for consolidation is relatively low. The main driving force for consolidation of services is economics and citizen dissatisfaction. In today's environment these factors have not risen to the necessary level to force the issue. However, as has been demonstrated many times in the past, these issues can change very quickly and dramatical-ly. As prudent managers, there is a need to prepare today for this possibility occurring in the future. The organization needs to manage the change, and not let the change manage it.

In the area of community oriented policing, the organization is in a high state of readiness. The organization has identified the need and has implemented strategies to move in this direc-tion. While changing the culture of the organization to that of community oriented policing, the organization needs to plan

wisely so that any consolidation efforts will not have a negative impact on community oriented policing.

The strategy of total quality management will satisfy these goals. Total quality management's focus on problem solving, along with its management philosophy that requires participation at all levels of the organization, supports the philosophy of community oriented policing. With the focus on quality and productivity, the affects of consolidation on community oriented policing will be minimal.

An integral part of the transition plan is the assessment of the organization's readiness and capability for major change. The assessment is shown in the following chart. Each individual or group who is critical to the change effort is listed. Each is ranked "low", "medium", or "high" as to their "readiness" and "capability" for change.

TABLE #3

READINESS/CAPABILITY CHART

Individual/Group	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Chief of Police		X		X		
Police Management		X			X	
Police Officers			X		X	
City Manager		X		X		
City Council		X			X	
Business Community	X				X	
Residents		X			X	
Non-Sworn Employees			X		X	

RESPONSIBILITY CHARTING

Since implementation of this change will require cooperation of individuals both within and outside the police department, the technique of responsibility charting will be useful to reach agreement on various levels of responsibilities for assigned tasks. Responsibility charting is particularly helpful when multiple departments and/or subcommittees are involved in a project. It is critical that each individual's role is classified and directed toward the attainment of a specific goal or objective. The responsibility charting process will establish the single person actually responsible for each task and minimize the number of participants who have the approval authority for individual acts or decisions.

The chart will be useful in establishing the necessary steps in accomplishing the goal or objective. The project manager and the committees would create a list of the actions, decisions, or activities that are included in the transition plan. The relevant tasks are then listed on the horizontal axis of the chart. The participants then chart the required actions of each individual in reference to the particular action or decision, using the following classifications:

R: has responsibility for a particular action

A: must approve (right to veto)

S: must support (must provide resources for the action

I: must be informed

The primary value of the responsibility charting technique is to provide a systematic means of reducing delays and barriers in a well structured action plan. Difficulties with the timely

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achievement of scheduled goals and objectives can usually be
traced to misunderstandings of specific task responsibilities. A
responsibility chart clarifies roles by involving all team
members in establishing individual levels of responsibility
relevant to specific tasks.

TABLE #4

RESPONSIBILITY CHART

Actors

Tasks	Executive Committee Chair	Project Director	Police Chief	City Mgr.	Mayor	POA Pres.	Com- munity Rep.	Chamber Of Commerce	Human Relations Comm.
Internal need is identified to look at consolidation.	S	R	S	A	A	I	S	S	S
Community oriented policing is chosen as the style of policing.	S	R	A	A	A	S	I	I	I
Long range plan is developed	S	R	S	A	S	S	I	I	I
Need is discussed with other local agencies.	S	S	A	I	I	I	I	I	I
Central County Task Force is formed to look at consolidation issues.	R	S	A	A	I	I	I	I	I
Gain Support of employee groups.	R	S	A	A	A	S	I	I	I
Gain City Manager support.	S	S	A	-	S	S	S	S	S
Gain City Council support.	S	S	A	R	S	S	S	S	S
Gain community support.	S	S	A	A	A	S	R	S	S
Develop implementation/training program.	S	R	A	I	I	S	I	I	I
Evaluation phase.	S	R	A	I	I	I	I	I	I

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

Reduction and Management of Negative Energy:

Frustration and anxiety are to be expected during this transition process. Anytime a major change takes place a great deal of anxiety is created. The Chief and management staff, need to be aware of this and deal with it in a positive manner. Conflicts must be identified and managed effectively. The Chief and management staff need to have a clearly defined vision and be committed to it.

Maintain Effectiveness of Communication and Information Systems:

In order to be effective participants in this process, all members of the organization will need to be informed and involved. Minutes should be kept of Executive and committee meetings and made available to department staff members. Department members that perceive themselves as uninvolved in issues that affect them will feel threatened and frustrated. Change is very threatening, and in this case there is a substantial possibility of significant change. The greatest deterrent to the anxiety created by change is communication.

Management Needs to be Perceived as Competent:

Members of the Executive Committee and subcommittee chairs must recognize that members of the organization will watch them to determine what the managers feel is important. The managers must exhibit confidence in the change strategy and maintain strong positions of trust and respect. Members of the organization must feel that the managers are competent and pursuing

strategies that are consistent with the department's mission.
All areas selected for consolidation must be well thought out and
presented in a logical and thorough manner.

Problem Finding (Anticipating Potential Problems):

If significant resistance is encountered to the change
strategy, problem finding can be an effective means of dealing
with the resistance. Problem finding can be used effectively to
clarify all aspects of the problem. It may be used to create an
environment where members with strong opinions can clarify
issues. The technique can then be used very effectively to find
acceptable solutions.

Program Evaluation:

Program evaluation and measurement of performance is a key
to the success of the implementation plan. It is important that
the evaluation process and measures be objective and consistent.
The use of accepted evaluation techniques and measurements will
objectively ascertain the degree to which the programs are
achieving their intended goals and objectives.

CHAPTER V.

CONCLUSION

CONCLUSION

The philosophy of community oriented policing is becoming more prevalent in law enforcement with each passing day. At the same time the trend of fewer financial resources is affecting all levels of government services. The consolidation issue is now being considered by more agencies because of the rapidly dwindling resources.

The purpose of this study was to examine the potential impact consolidation of police services may have on community oriented policing. The study also addressed the sub-issues that included; the effect of consolidation on citizen expectations of community oriented policing; which services and/or tasks are chosen for consolidation; and what opportunities for consolidation are created by community oriented policing.

The futures study examined trends and events that were relevant to the issue. The forecast of current trends indicate that both concepts, consolidation and community oriented policing will be with us in the future. It is important that appropriate strategies be developed to achieve both cost effectiveness and greater community involvement.

An analysis of the environmental situation as it pertains to this issue revealed a number of opportunities as well as some significant threats. Diminishing resources are forcing agencies to reexamine how they are doing business. This opens the door for more creative thinking and problem solving. In the end, the agency has an opportunity to be more efficient and responsive to

the community. There is also the opportunity to work more closely with the community in solving problems and setting priorities.

The same impetus that can be the basis for opportunity, diminishing resources, can also be a threat to the organization. Without the proper funding, programs can be severely impacted and the available options limited. In addition, the fear of loss of local control can be a very stifling force. There needs to be a careful analysis of each local situation to preclude possible adverse reaction.

It is obvious that consolidation of police services will have an impact on community oriented policing. Whether this impact is positive or negative depends upon preplanning and which functions are chosen for consolidation. It is important to look at quality and productivity when addressing these issues. When the concerns of the community are given top priority and quality of service is the goal, then consolidation and community oriented policing can be blended together in a positive manner.

Through the philosophy of total quality management, consolidation of police services can be accomplished without negatively impacting community oriented policing. Consolidation of some support services, i.e. S.W.A.T., records, dispatch, evidence processing and storage, investigations, etc, can be dealt with in a positive manner without adversely impacting community oriented policing. Preplanning is the key and issues need to be dealt with and solutions agreed upon prior to implementation.

Total consolidation of police agencies can also work without adversely impacting community oriented policing if the communi-

ties are similar in composition and policing philosophies.
Without this compatibility, there will be disagreements and
inequities in delivery of service.

Twin Cities has been consolidated for fourteen years and
they still have difficulties in the delivery of police services
to the two cities because of differing political policies between
the cities.

The effect of consolidation on citizen expectations of
community oriented policing should be seen in a positive light.
The philosophy of community oriented policing is improved service
to the community through a working partnership. The same philos-
ophy should be used when dealing with consolidation issues. The
interaction between community members and the police department
will create an understanding and appreciation of each other's
role. The community will see a commitment by the police depart-
ment to efficiency and quality of service.

Consolidation of support functions, i.e. records, dispatch,
etc, would free resources for application to line functions, i.e.
patrol. Citizens would see this as a commitment to community
oriented policing as patrol officers have the greatest interac-
tion with the community. More officers on the patrol force
translates into more officers available to respond to citizen's
calls for service.

Prior to implementing any consolidation strategies, there
needs to be communication and understanding with the community.
Without proper understanding, consolidation could have a negative
impact on the community. If support services, i.e. records,
property and evidence, etc, are consolidated, there could be an

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inconvenience factor for citizens having to travel longer distances to receive these services.

In choosing which services and/or tasks are chosen for consolidation, each agency needs to carefully analyze their situation. With proper planning all services could be candidates for consolidation. Some may be more difficult to consolidate than others but that should not preclude them from the list. It is important that the community be brought into the process and participate in the selection of which functions to consolidate.

The concept of community oriented policing actually creates opportunities for consolidation. Community oriented policing demands a cooperative effort between the police and community with regard to problem solving. This cooperative effort determines priorities and where resources should be spent. The emphasis is placed on patrol level contacts with the community. With this emphasis, agencies in common geographical areas could consolidate patrol functions. District stations could be formed placing communities with common needs and concerns together, without worrying about the fragmented city boundaries. This could also reduce the number of command staff and the subsequent savings could be used for additional resources in patrol.

Another opportunity could be the consolidation of investigative units. Community oriented policing requires more patrol officers to be put on the street to interact with the community and solve problems. As the basis for community problems are dealt with, there should be fewer major problems. Investigative units of neighboring jurisdictions could be consolidated to deal

with only the major cases. All other cases would be dealt with at the patrol level.

The limited size of this study leaves several issues available for future research. The consolidation of investigative staff of several agencies and how this could be implemented while maintaining the integrity of community oriented policing would be an interesting topic. The consolidation of most of the support operations of police agencies could be accomplished without adverse impact on community oriented policing. The consolidation of patrol forces would be a greater challenge.

The data suggests that financial considerations are a major driver in any organization. The privatization and/or development of para-professionals and the impact on community oriented policing would also be an interesting topic for future study.

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APPENDIX

APPENDIX A

NGT PANEL

1. The Chief of Police of the Pleasant Hill Police Department. This agency is a medium size department that is contiguous with the Concord Police Department. This person was chosen for the panel because of his progressive and innovative skills in managing a police organization. He is a proponent of community oriented policing and was instrumental in forming a local committee to examine the feasibility of consolidating police services.

2. Deputy City Manager for the City of Concord. This individual was selected because of her position in the City Manager's office. This researcher felt it was important to receive input from someone in city management outside of law enforcement.

3. A City Council person on the Concord City Council. This individual was selected because he is an elected official and brings a different perspective to the group. He is also a local business owner who must deal daily with issues of efficiency and cost effectiveness.

4. The Vice President of the Chamber of Commerce for the city of Concord. This person was selected because of his business background and membership in the local Chamber of Commerce. This individual has also been an outspoken proponent of consolidation of government services.

5. A retired Police Captain of the Concord Police Department. This individual is a graduate of the Command College. He was selected because of his insight and ability to forecast future trends and events.

6. A Police Sergeant assigned to Research and Development for the Concord Police Department. This individual was selected because of his background in research and development. This individual is very analytical and has been conducting research in the area of trends as they relate to his agency.

7. A Patrol Sergeant for the Concord Police Department. This individual was chosen to obtain the perspective of a patrol supervisor. This individual is also a member of the community oriented policing committee for his department.

8. A Police Sergeant assigned to Community Awareness and Resources for the Concord Police Department. This individual was selected because of her involvement with the local community. She is also a member of the community oriented policing committee in her agency.

9. A Police Officer for the Concord Police Department. This individual was selected to obtain the perspective of a police officer. This individual is also actively involved in community activities and serves on the community oriented policing committee in his agency.

APPENDIX B

TRENDS IDENTIFIED AT NGT MEETING
JUNE 8, 1993

1. Community Oriented Policing is replacing traditional policing as the preferred style of policing.

2. Improvements in computer hardware and software are making face to face exchange of information obsolete.

3. Violent crime index in Concord has doubled in the last ten years.

4. The number of sworn officers per 1,000 population.

5. The number of non-sworn per 1,000 population.

6. Decriminalization of drugs.

7. Shift toward drug treatment.

8. Change in level of municipal resources.

9. Change in level of cultural diversity will increase need for Community Oriented Policing.

10. Total quality management to meet customer needs.

11. Change in level of youth crime.

12. Tax users versus tax providers.

13. Change in level of citizens holding government accountable.

14. Change in level of fund raising for public entities.

15. Changing community values.

16. Change in level of gang related activities.

17. Older gang members - organized crime model.

18. Change in level of response time.

19. More congestion.

20. Change in level of workers' demand for job satisfaction.

21. Workers' involvement in decision making.

22. Consolidation/recognition of organization.

23. Inability of prison system to hold prisoners.

24. Defense technology diverted to police work.

25. Change in level of citizens tolerance for crime.

26. Different methods of providing traditional police services.

27. Shift focus toward management rights.

28. Change in level of demand on police for non-criminal services.

29. Enhanced information technology.

30. Change in the average population per square mile.

31. Communities become more urbanized.

32. Urbanized communities have higher violent crime rate.

33. Criminal investigation becomes more costly.

34. Change in level of conflicts over individual rights.

35. Change in level of volunteers.

36. Change in level of civilianization.

37. Empowerment of community groups.

38. Change in level of resources for education and training for police.

39. Change in level of demand for more professionalism.

40. State curtails services.

41. County curtails services.

42. People cocooning (homebody).

43. Change in level of demand for Youth Education Services.

44. Restructuring of taxation.

45. Change in level of drug use.

46. Change in level of government mandates.

47. Move of public agencies toward private styles of management.

48. City boundaries become vague.

49. Continued stress in the work place.

50. Change in level of upward mobility in the work place.

51. Diverse work force.

52. Change in level of unemployment.

53. Aging of society.

54. Continued demand for local control.

55. Change in the number of warehouse stores.

56. Change in level of popularity of law enforcement.

57. Change in level of applicant pool.

58. Communities with common concerns will continue to organize.

59. Prioritizing types of service.

60. Lack of trust in government.

61. Change in level of privatization.

APPENDIX C

EVENTS IDENTIFIED AT NGT MEETING
JUNE 8, 1993

1. Establishment of a State Police force.

2. A new police facility.

3. Video telephone.

4. Reduced revenue by 20%.

5. California is divided into three states.

6. Consolidated communications.

7. Privatization of local government.

8. An 8.5 earthquake.

9. Police tax.

10. Change in immigrant policy.

11. Major riot in East Bay.

12. Local government restructuring.

13. Abandonment of Naval Weapons Station.

14. Collapse of public school system.

15. Drug decriminalization.

16. Low income housing requirement increases.

17. Major war.

18. Exodus of business from state.

19. Local councils agree to consolidate police services.

20. Tax users reach 50%.

21. Collapse of County government.

22. Narcotics supplied to users.

23. Decriminalization of victimless crimes.

24. Cure for AIDS.

25. Drought

26. Consolidation of Central County agencies.

27. Non-violent misdemeanors no longer prosecuted.

28. Tele Transacting.

29. "Me" generation making policy decisions.

30. State declares bankruptcy.

31. National major civil disorder.

32. Military coup.

33. Stock market collapse.

34. Economy improves.

35. Economy worsens.

36. Minority becomes the majority.

37. Redevelopment of major residential areas.

38. Tax revolt.

39. Legalization of gambling.

40. Linking of global economics.

41. Revolution in U.S.S.R.

42. California passes no growth initiative.

43. Federal subsidies for police services.

44. Third political party.

45. Sheriff's Office drops patrol.

46. Major breakthrough in information systems.

47. Privatization of criminal prosecution.

48. School voucher system.

49. Robotics.

APPENDIX D

ALTERNATIVE STRATEGIES

Participants In A Modified Policy Delphi:

Keith Whitaker, Sergeant, Administrative Division
       Concord, California Police Department

Joseph Kreins, Officer, Administrative Division
       Concord, California Police Department

Robert Evans, Captain, Retired
       Concord, California Police Department

1.   Resource Guide

2.   Decentralize Authority

3.   Develop a Long Range Plan on Delivery Services

4.   Differential Police Response (Reevaluate Services)

5.   Mission Driven Budget

6.   Increased Training

7.   Volunteers/Civilians

8.   Changing Culture of Organization Through Recruitment

9.   Implementation of Reward/Incentives Program

10. Develop Long Range Plan on Staffing

11. Total Quality Management

12. Identify Customer Concerns and Interests

13. Consolidate All Specialties - Place Major Resources In
     Uniform

14. Integrate Services Throughout The City

15. Form a Regional Task Force to Look AT Community Oriented
     Policing and Consolidation

16. Assign Specific Functions to Agencies

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 7440110 < and the mark.sig data --

in a   10   year SCENARIO that begins in   1994 ,

THIS IS WHAT HAPPENS !!


```
1.·1. Mar. 1995   E-1.NEW POLICE FACILITY
     T = 587    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
2. 2. Apr. 1995   E-8.CONSOLIDATION OF CENTRAL CO. SERVICES
     T = 593    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
3. 3. May  1995   E-11.PRIVATIZATION OF LOCAL GOV'T
     T = 599    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
4. 4. Aug. 1995   E-7.DECRIMINALIZATION OF VICTIMLESS CRIMES
     T = 605    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
5. 5. Jul. 1997   E-5.LOCAL CONCILS CONSO. POLICE SERVICE
     T = 611    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
6. 6. Jan. 1998   E-6.COLLAPSE OF COUNTY GOV'T
     T = 617    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
7. 7. Jul. 1999   E-2.REDUCED REVENUE BY 20%
     T = 623    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
8. 8. Apr. 2002   E-4.LOCAL GOV'T RESTRUCTERING
     T = 629    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
9. 9. Dec. 2002   E-10.SHERIFF DROPS PATROL
     T = 635    P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
```


The   EVENTS   which   do   NOT   Happen   are:

1. E-3.POLICE TAX

2. E-9.ECONOMY IMPROVES TO 1985 LEVELS

3. E-12.STATE POLICE FORCE

4. E-13.CALIF. DIVIDED INTO 3 STATES

5. E-14.TAX REVOLT

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 7440105 < and the mark.sig data --

in a   10   year SCENARIO that begins in   1994 ,

THIS IS WHAT HAPPENS !!

1. ·1. Jun. 1995 E-7.DECRIMINALIZATION OF VICTIMLESS CRIMES
   T = 124   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
2. 2. Jun. 1995 E-9.ECONOMY IMPROVES TO 1985 LEVELS
   T = 130   P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
3. 3. Sep. 1995 E-1.NEW POLICE FACILITY
   T = 131   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
4. 4. Mar. 1996 E-3.POLICE TAX
   T = 132   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
5. 5. Sep. 1999 E-8.CONSOLIDATION OF CENTRAL CO. SERVICES
   T = 138   P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
6. 6. Jan. 2002 E-5.LOCAL CONCILS CONSO. POLICE SERVICE
 · T = 144   P= 95 +I = 8 & -I = 2 Cnfd= 0 Cnsn= 0
7. 7. Jul. 2002 E-4.LOCAL GOV'T RESTRUCTERING
   T = 145   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0

The   EVENTS   which   do   NOT   Happen   are:

1. E-2.REDUCED REVENUE BY 20%

2. E-6.COLLAPSE OF COUNTY GOV'T

3. E-10.SHERIFF DROPS PATROL

4. E-11.PRIVATIZATION OF LOCAL GOV'T

5. E-12.STATE POLICE FORCE

6. E-13.CALIF. DIVIDED INTO 3 STATES

7. E-14.TAX REVOLT

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 7440103 < and the MARK.SIG data --

in a   10   year SCENARIO that begins in   1994 ,

THIS IS WHAT HAPPENS !!


```
 1.  1. Jan. 1994  E-13.CALIF. DIVIDED INTO 3 STATES
      T = 192   P= 25 +I = 4 & -I = 6 Cnfd= 0 Cnsn= 0
 2.  2. Jan. 1995  E-1.NEW POLICE FACILITY
      T = 190   P= 25 +I = 4 & -I = 6 Cnfd= 0 Cnsn= 0
 3.  3. Mar. 1996  E-14.TAX REVOLT
      T = 186   P= 60 +I = 3 & -I = 7 Cnfd= 0 Cnsn= 0
 4.  4. Dec. 1996  E-10.SHERIFF DROPS PATROL
      T = 187   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
 5.  5. Apr. 1998  E-4.LOCAL GOV'T RESTRUCTERING
      T = 188   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
 6.  6. Apr. 1998  E-11.PRIVATIZATION OF LOCAL GOV'T
      T = 187   P= 45 +I = 4 & -I = 5 Cnfd= 0 Cnsn= 0
 7.  7. Jul. 1998  E-2.REDUCED REVENUE BY 20%
      T = 185   P= 25 +I = 4 & -I = 6 Cnfd= 0 Cnsn= 0
 8.  8. Jun. 2000  E-8.CONSOLIDATION OF CENTRAL CO. SERVICES
      T = 186   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
 9.  9. May  2001  E-6.COLLAPSE OF COUNTY GOV'T
      T = 185   P= 45 +I = 4 & -I = 5 Cnfd= 0 Cnsn= 0
10. 10. May  2002  E-3.POLICE TAX
      T = 181   P= 60 +I = 3 & -I = 7 Cnfd= 0 Cnsn= 0
11. 11. Dec. 2002  E-5.LOCAL CONCILS CONSO. POLICE SERVICE
      T = 182   P= 78 +I = 4 & -I = 3 Cnfd= 0 Cnsn= 0
12. 12. Jan. 2003  E-9.ECONOMY IMPROVES TO 1985 LEVELS
      T = 181   P= 45 +I = 4 & -I = 5 Cnfd= 0 Cnsn= 0
```


The EVENTS which do NOT Happen are:

1. E-7.DECRIMINALIZATION OF VICTIMLESS CRIMES

2. E-12.STATE POLICE FORCE

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