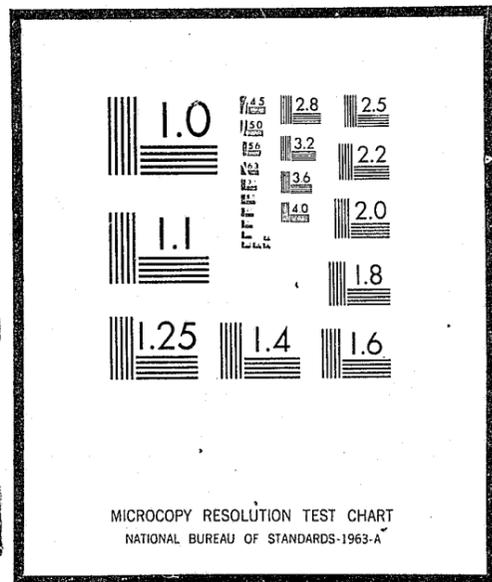


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

2/3/77
Date filmed

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA) POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Formulation of a Police Master Plan

REPORT NUMBER: 76-128-078

FOR: Mountain View, California, Police Department

Population	59,000 (1973)
Police Strength (Sworn)	67
(Civilian)	20
Total	<u>87</u>
Square Mile Area	10.9

CONTRACTOR: Public Administration Service
1776 Massachusetts Avenue, N.W.
Washington, D. C. 20036

CONSULTANT: Patrick Maher

CONTRACT NUMBER: J-LEAA-002-76

DATE: August 30, 1976

36802

Table of Contents

	<u>Page</u>
I. INTRODUCTION	1
II. UNDERSTANDING THE PROBLEM	2
III. ANALYSIS OF THE PROBLEM	
Planning Procedures in General	3
Individuality of Planning Process	3
Police and Fire Services	4
Continuity of and Responsibility for Planning	5
Management by Objectives	6
Planning Teams	7
Advisory Committee	7
Summary	8
IV. FINDINGS AND CONCLUSIONS	9
V. RECOMMENDATIONS	
Planning Council	10
Citizen Advisory Committee	10
City Manager	10
City Council	11
Critical Planning Areas	11
Management by Objectives	13
Task Forces	13
Training	13
Summary	14

Appendices

I. Critical Planning Areas	17
II. Implementation of a Planning System	21

SECTION I. INTRODUCTION

The Mountain View, California, Police Department requested technical assistance in formulating a five and ten year "Police Master Plan." On-site study indicated that the Police Department was seeking technical assistance in producing a master plan for the Police Department by using a planning methodology similar to one developed, in part, by the Mountain View Fire Department. The Police Department lacked expertise in the area of planning and was unable to obtain such assistance through other sources.

The request for technical assistance was made via the following channels:

Douglas R. Cunningham, Executive Director
Office of Criminal Justice Planning
Sacramento, California

Rick Berman, Police Specialist, Region IX
Law Enforcement Assistance Administration
Burlingame, California 94010

Robert Heck, Police Desk, Office of Regional
Operations, Washington, D. C.

Public Administration Service, Washington, D.C.

The consultant made an on-site visit on July 19 and 20, 1976 and the following individuals were interviewed:

Robert K. Schatz, Chief of Police
City of Mountain View

Michael Laster, Sergeant
Mountain View Police Department

Robert Ragsec, Region J
Office of Criminal Justice Planning

Thomas F. Lonergan, Consultant
Downey, California

SECTION II. UNDERSTANDING OF THE PROBLEM

The City of Mountain View, in conjunction with the City of Los Angeles, has developed a comprehensive planning methodology for use by municipal fire departments. Such a plan, in the area of fire protection, appears to be a new approach. Because it is new, and the planning process appears to be sound, the Mountain View Fire Department has received considerable acclaim.

Further, the City Manager of Mountain View was instrumental in the development of the plan. Because it was so successful, he has attempted to expand the development of a master plan to include the Police Department. With this impetus, as well as internal desires, the Police Department embarked on a course to develop a five to ten year master plan.

The initial desire by the Police Department was to obtain assistance in writing a five year plan. Once the plan was developed, the Department intended to pursue the implementation of the plan. The major problem, as perceived by the Police Department, was applying fire fighting terms and concepts to police services. If the transition could be made, the Department would then have a viable five year plan.

The actual problem is two-fold. First, the application of the Fire Department planning methodology to the delivery of police services is inappropriate. Second, the development of a five, or for that matter, ten, fifteen, or twenty year plan, is not the end of the project. To be useful, a plan must be updated yearly and planning must be continuous.

With the consent of the Chief, the technical assistance request was amended to assist the Police Department in developing a planning process that would:

- Provide an on-going planning mechanism
- Provide a master plan with one to five year planning horizons
- Permit continuing updating of the plan

SECTION III. ANALYSIS OF THE PROBLEM

The attempt to apply the planning methodology created by and for the Mountain View Fire Department to its Police Department has two basic pitfalls. First, and most obvious, police services. Second, police departments must tailor planning methodologies to their specific environments.

Planning Procedures in General

Regardless of the organization or persons involved, all planning, if executed properly, requires certain accomplishments:

- Preparation for planning
- Problem definition and analysis
- Development of goals or objectives
- Development of courses of action
- Selecting courses of action
- Implementation
- Monitoring and evaluating progress

Although the exact terminology may vary, and some steps may be combined while others are separated, virtually every text on the subject of planning essentially follows the above sequential process.

Individuality of Planning Processes

Exactly how the various planning steps are accomplished, however, varies greatly. In fact, no standard publication on planning methodology presumes to prescribe organizational processes for the implementation of planning:

We have consistently emphasized the idea of fitting the organization to its immediate relevant environment and to the characteristics of its individual contributors. This approach is based on the fundamental premise that there is no one best way to organize. Rather, organizations need to be systematically tailored to collective goals and individual human purposes (emphasis in original text).^{1/}

1/ Paul R. Lawrence and Jay W. Lorsch, Developing Organizations: Diagnosis and Action, (Menlo Park, California: Addison-Wesley Publishing Company, 1969) p. 84.

In support of this premise, Beckhard states:

There are a number of cases in my own experience where a particular intervention or change strategy which was effective in one organization or under one set of conditions, has been borrowed and applied to another organization or set of conditions without any diagnosis as to its appropriateness in the second organization. This is a form of cookbook solution and it tends to produce failure rather than success.^{2/}

In asking the question, "Is one (management) style more effective than others?", Reddin, after a comprehensive review of the literature, concluded:

The conclusion that emerges strongly from their research is that no single style is naturally more effective than others. Effectiveness depends on a style's appropriateness to the situation in which it is used.^{3/}

Consequently, each planning strategy must be tailored to the environment in which it will operate.

Indeed, a project funded by the Law Enforcement Assistance Administration in 1970 had as a major goal, the development of a prototypical planning process for use by other law enforcement agencies. After two years of concentrated effort, the project staff realized that the development of a prototypical planning process in law enforcement was virtually impossible. The conclusion, in essence, was that each agency had to develop a planning process tailored to local needs, constraints, and environment. The absolute application of the Fire Department planning process to the Police Department, therefore, is neither practical nor feasible.

Police and Fire Services

There are a number of distinct differences between police and fire services even though they both involve public safety functions and personnel from both services frequently work together on the same incidents. First, there is little disagreement that fire fighters are supposed to fight and prevent fires.

^{2/} Richard Beckhard, Organization Development: Strategies and Models (Menlo Park, California: Addison-Wesley Publishing Company, 1969) p. 96.

^{3/} William J. Reddin, Managerial Effectiveness, (New York, New York: McGraw-Hill Book Company, 1970) p. 35.

On the other hand, there is considerable disagreement on whether the police should even address themselves to many criminal activities (e.g., vice, narcotics, etc.) and in many other cases, how to best handle them.

Second, police activity, unlike fire fighting activity, is concerned with fundamental rights and involves deprivation of a citizen's most fundamental right--his freedom. Because of both the nature of our government and individual guarantees, the operations of police departments and prioritization of goals require citizen input to a greater degree than that of fire services. While fire services can enlist citizen support there is little that the community can decide in how, or even whether, the fire department should accomplish its primary mission--fighting fires. Thus, while the fire department does not operate in a vacuum, neither is it necessary to involve the community in its activities as a matter of law or philosophy.

Continuity of and Responsibility for Planning

The traditional perception of police managers was that once the plan was developed, the planning process would no longer be needed and could be disbanded. Further, planning was often perceived as a staff function.

In reality, planning is a function of all levels of management, not that of a staff unit. More important, management must provide the necessary direction and decision making attendant to planning. Kenney emphasizes both of these aspects of planning:

Planning does not just take place as a function of a planning unit. To be successful all segments of the organization should be involved (emphasis in original)

(There is) a positive leadership role for the chief of police and top management personnel to create the environment in which planning takes place. ^{5/}

No less an authority than Peter Drucker concurs:

Management has to give direction to the institution it manages. It has to think through the institution's mission, has to set its objectives, and has to organize resources for the results the institution has to contribute. ^{6/}

^{4/} John P. Kenney, Police Administration, (Springfield, Illinois: Charles C. Thomas, 1972) p. 78.

^{5/} Ibid., p. 110

^{6/} Peter F. Drucker, Management: Tasks Responsibilities, Practices, (New York, New York: Harper and Row, Publishers, 1974, p. 17)

The role of the staff unit, then, is not planning, but rather to provide data necessary to the decision making of top management.

A plan, once formulated, does not remain an unwavering roadmap to organizational development. This is especially true the longer the period the plan covers. Planning's main purpose is to enable management to think about and make current decisions with regard to the future. Planning, therefore, clearly involves more than producing plans — it involves a continual process of making current decisions based on future impact.

"Planning is also a continuous process because changes in business environment are continuous. This is especially true of strategic planning but applies also to the assurance that plans once made be flexibly administered."^{7/} Koontz and O'Donnell emphasize this point in their Principle of Navigational Change:

The more planning decisions commit for the future, the more important it is that the manager periodically check on events and expectations and redraw plans to maintain a course toward a desired goal. ^{8/}

"Planning must be continuous because commitments once made become liquid over a period of time."^{9/}

Management by Objectives

Management by Objectives (MBO) involves a system whereby managers set objectives for themselves to accomplish, and then are evaluated upon their success in meeting the objectives. MBO, then, is a method of planning that also serves as a method to measure the effectiveness of managers.

The Mountain View Police Department is currently involved in MBO. Each manager develops a number of objectives and then becomes responsible for their implementation. The only problem is that coordination is lacking because each manager develops his objectives independently of the others. While the use of MBO is responsible for a considerable amount of problem solving in the Police Department, even greater success can be realized if

^{7/} George A. Steiner, Top Management Planning, (Toronto, Canada: Collier-McMillan Canada, 1969) p. 7.

^{8/} Harold Koontz and Cyril O'Donnell, Principles of Management, New York, New York: McGraw-Hill Company, 1968), p. 224.

^{9/} Steiner, op. cit., p. 7.

the Department's MBO effort is made a part of its planning process. In fact, MBO is probably the most efficient planning process.

Planning Teams

The Police Department envisions planning teams consisting of a project director and representatives from other city departments. Planning teams would be responsible for data collection and analysis, concept formulation and selection, and plan preparation.

While other City departments should provide input and make available their expertise, they should not necessarily be directly involved in the planning teams. Planning teams consisting of departmental members will not adequately serve the Police department unless each City department has sufficient staff to free members for planning work on a regular basis. For example, a team assigned to develop a public safety concept would consult with the Fire Department, but would have little need to contact the Parks and Recreation Department. The Planning Department, however, would be involved in most planning teams to the extent of providing demographic data and projections necessary for forecasting.

Advisory Committee

The Police department also proposes an advisory committee consisting of the City Manager's Office, City department heads, citizen groups, industry groups, employee organizations, community services, and other unspecified groups or individuals. This committee would have responsibility for reviewing and monitoring planning progress; providing community input and support; and recommending goals, objectives, concepts, and plans.

A committee of this size would probably consist of at least 30 members. With such a diversification of groups and viewpoints represented, it is doubtful that a consensus on any viable plan could be developed. Also, by recommending goals and objectives, it would be performing management's functions—planning and managing.

One aim of this proposal is to ensure community representation in the planning effort and, ultimately, the final plan. This involvement (also embraced in the Fire Department's planning process) is necessary in any police planning:

In its development of procedures to openly formulate, implement, and reevaluate police policy as necessary, each jurisdiction should be conscious of the need to effectively consult a representative cross section of citizens in this process.^{10/}

^{10/} American Bar Association, Standards Relating to The Urban Police Function, (Chicago, Illinois: American Bar Association, Approved Draft, 1973) p. 9

The National Advisory Commission on Criminal Justice Standards and Goals recommended a similar policy that would establish procedures that at least should stipulate the following:

- a. There will be appropriate notice to the public acknowledging that the police agency desires community involvement;
- b. The public will be involved in the development of formal procedures as well as in the policies that result from their establishment; ^{11/}

A better approach to ensuring citizen involvement than that proposed, would be to form a Citizen's Advisory Committee of not more than 15 persons who, collectively, provide a representation of the community. This smaller, more cohesive group would be responsible for reviewing the goals and objectives developed by police managers, and would make recommendations to the City Council. In addition, the planning team could have one or two members of the Citizen's Advisory Committee as a member of the planning team, thereby obtaining community input during the actual planning effort.

The review and monitoring of the planning process and also the recommendation of a final plan is, again, the responsibility of top managers in the Police Department. As such, these functions should rest at that level.

Summary

In summary, any plan developed by the Police Department must be:

- Tailored to the Police Department
- Flexible, continually reviewed, and updated as necessary
- Developed by top management of the Police Department

^{11/} National Advisory Commission on Criminal Justice Standards and Goals, Police, (Washington, D. C.: Government Printing Office, 1973), p. 17.

SECTION IV. FINDINGS AND CONCLUSIONS

The government of Mountain View is no doubt a progressive one, not only embracing contemporary management, but pioneering in new fields. The master planning process for fire services, developed with the assistance and support of Mountain View, is sound. The intent to unilaterally apply it to the Police Department, however, is not sound and will doom the police planning effort to certain failure.

To date, the Police Department has expended considerable effort in trying to adopt the fire service planning process. Because it is not totally adaptable their effort has resulted in frustration and unproductive work.

The top management of the Department, and especially the Chief, is committed to the implementation of a planning process. The major impediment has been a lack of training and experience in planning. On-going assistance in this area is required until necessary skills are developed.

The current state then, is a sincere commitment to planning that is impeded by an effort to use an improper process and a lack of understanding of the intricacies of planning. To date, the actual planning effort has become more important than the result—the actual plan itself.

The major needs, then, are a planning process adaptable to the Police Department; and a plan that, if followed, will result in an on-going planning process.

SECTION V. RECOMMENDATIONS

The Mountain View Police Department should develop a planning process that incorporates the following components.

Planning Council

The Department should have a Planning Council composed of the Chief of Police and the four division commanders (captains). The Chief, of course, is involved because, as the chief executive of the Department, he is ultimately responsible for Departmental operations. The five division commanders, immediately subordinate to the Chief, constitute the major executives and, collectively comprise top management. Therefore, they have responsibility for planning.

The Planning Council should be responsible for developing critical planning areas (discussed below) and, ultimately, for establishing and prioritizing objectives. Subsequently, the Planning Council monitors and modifies plans as the situation dictates.

Citizen Advisory Committee

The Citizen Advisory Committee should be appointed by, and responsible to the City Council. It should provide a good cross representation of the community, but should not be so large as to be unwieldy. The committee should not be composed of more than twenty persons and would best function with less than fifteen members.

The Citizen Advisory Committee has two functions. First, it selects and prioritizes the critical planning areas developed by the Planning Council. Secondly, it reviews and make recommendations to the City Council on the plans approved by the Planning Council.

If desired, Committee members can serve on the various planning task forces that develop and recommend objectives in each of the critical planning areas. If this is done, community input is increased, but sufficient input can be obtained by the review and recommendation process.

City Manager

The City Manager is the chief administrative officer of the City. He has responsibility for coordinating activities and establishing priorities among City departments. Because of these responsibilities, he must have in-put into the planning process.

The City Manager's proper role is a review of the planning product of the Police Department's top management. His review and function is identical to that of the Citizen Advisory Committee and takes place at the same time. He also makes recommendations and prioritizes objectives and critical planning areas for consideration by the City Council, but does so independently of the Committee.

City Council

The City Council, as the legislative authority having ultimate responsibility for government actions, must make the final decisions concerning the plans developed by the other components. The City Council, after receiving recommendations from the Planning Council, Citizen Advisory Committee, and City Manager, establishes and prioritizes critical planning areas and objectives.

Once the City Council selects and prioritizes objectives, it must then make a commitment to any resources necessary for implementation. The City Manager and Planning Council then implement the objectives.

Critical Planning Areas

Critical planning areas, also known as key result areas and strategic planning areas, consist of broad areas of concern which require the commitment of resources. They represent the most critical, most major, paramount areas of concern to an organization. Within these areas, specific objectives are developed to ensure that the areas are dealt with.

For example, a critical planning area may be: Crime Clearance Rate. Within this area, a strategy statement—a general statement of intent spelling out overall aims of the Department in a given critical planning area—is developed. For instance: The Mountain View Police department will improve its crime clearance rate by improving its use of existing resources and through innovative use of investigative methodologies and strategies. With these guides, the following objectives (after ascertaining problem areas or opportunities) could be established:

-By January 1, 1977, increase the clearance rate by 25 percent over the clearance rate for 1976.

-By March 1, 1977, increase the felony filing rate by 10 percent over the 1976 rate.

-Increase the investigative role of patrol officers so that by April 30, 1977, patrol officers are investigating 50 percent of all misdemeanors formally investigated by the Detective Division.

Assuming that these objectives address themselves to problems that have been identified as causing a low clearance rate, they should be successful in improving the clearance rate.^{12/}

In essence, critical planning areas are perceived areas of concern that, once established and prioritized, constitute a roadmap for future direction. In addition, they help tie interrelated objectives together for greater results.

Once established, and definition of problem areas is completed, it may be that a critical planning area cannot be translated into objectives. This could be due to the fact that a particular area cannot be dealt with through any feasible course of action, or because a perceived area of concern turns out not to present a problem as serious as originally thought. A proper course of action, then, may very well be to terminate all present concern with that particular area, or to continue current practices without alteration until the situation warrants action.

When the Planning Council develops its initial list of planning areas, it should be limited to a maximum of fifteen areas. This list, submitted to the Citizen Advisory Committee should then be culled down to five to eight areas. In selecting areas, it is important to remember that each area could have numerous objectives. If 8 areas were selected, for example, and each one had 10 objectives, then the City would have a potential 80 objectives to consider. If too many objectives are developed, the result will most likely be limited success in any objective because of too many demands on available resources.

Further, when selecting critical planning areas, attention should be given to the entire operation. It is common to concentrate on matters of public concern and emotion, such as crime rates, traffic enforcement, and so on. Also important, however, are administrative matters. Career development, employee relations, internal discipline, and so on affect the efficiency and effectiveness of police services. A career development program, for example, can ensure that personnel are qualified and motivated to do a good job.

^{12/} It is important to note that the discussion concerning clearance rate was illustrative only. There was no attempt to determine critical planning areas nor was there any attempt to identify problem areas. There may or may not be a need to deal with the crime clearance rate and the discussion here should not be construed as a recommendation one way or the other.

A list of possible critical planning areas is contained in Appendix I. The Planning Council can use these as a starting point, adding, deleting, or modifying as it deems appropriate.

Management by Objectives

The existing management by objectives program should be integrated into the planning process. The Chief can be held responsible for implementation. He, in turn, can hold subordinates responsible for successful implementation of the objectives.

Task Forces

Once critical planning areas are finally selected and prioritized, they must be developed into objectives. Task forces are best suited for this due to the amount of work involved. In addition, they are easily formed and disbanded once the project is complete.

The Mountain View Police Department would best operate with personnel assigned to task forces on a part-time basis. Police personnel can be drawn, as needed, for short periods during periods of low activity. In addition, one or two members of the Citizen Advisory Committee can be involved with each task force as a means of increasing citizen input during the development of objectives. It is also during this process that other City departments should be consulted for input.

Each critical planning area selected for development should have a task force that is directed by a lieutenant or sergeant. Each task force should report to a steering committee consisting of two captains. The steering committee is consulted during the development of the critical planning areas for police decisions, to provide direction, review progress, and to provide management input.

The steering committee membership should rotate with each task force. Thus, if there are 8 task forces, each captain will serve on 4 steering committees. By rotating the membership, the captains of the services division and detective division will serve on one committee; the captains, the detective division and the uniformed division on another, and so on. This rotation allows for greater divergence of views, exchange of concepts and ideas, and coordination of activities.

Training

Although police managers have a basic grasp of planning concepts and procedures, more training is required. To properly plan requires a firm and thorough understanding of planning processes. Within a year, managers

should be accomplished planners, but this initial effort will be difficult. In addition to performing day-to-day functions, managers must learn both how to plan and plan at the same time. These constraints will make the first year of planning a difficult one if learning must be self-taught. Some material has been sent under separate cover and should prove beneficial, but on-site assistance will be required.

The best, and least expensive method is through process consultation—a method that allows assistance to be ongoing during the planning activities and that allows expertise to be available as needed. Consultants can be obtained through a variety of methods. One of the least expensive would be to contact local corporations and attempt to obtain the assistance of their managers and planning experts on a volunteer basis. Another source would be to hire professors of management from local colleges. If these resources are not available or insufficient, the City could obtain assistance on a contractual basis with any number of consultants or firms. Approximately fifteen working days should be sufficient if they are spread over the planning period and used judiciously by the Department.

Summary

The planning process recommended for the Mountain View Police Department involves management by objectives as a foundation. The process, displayed in Chart I, incorporates the following:

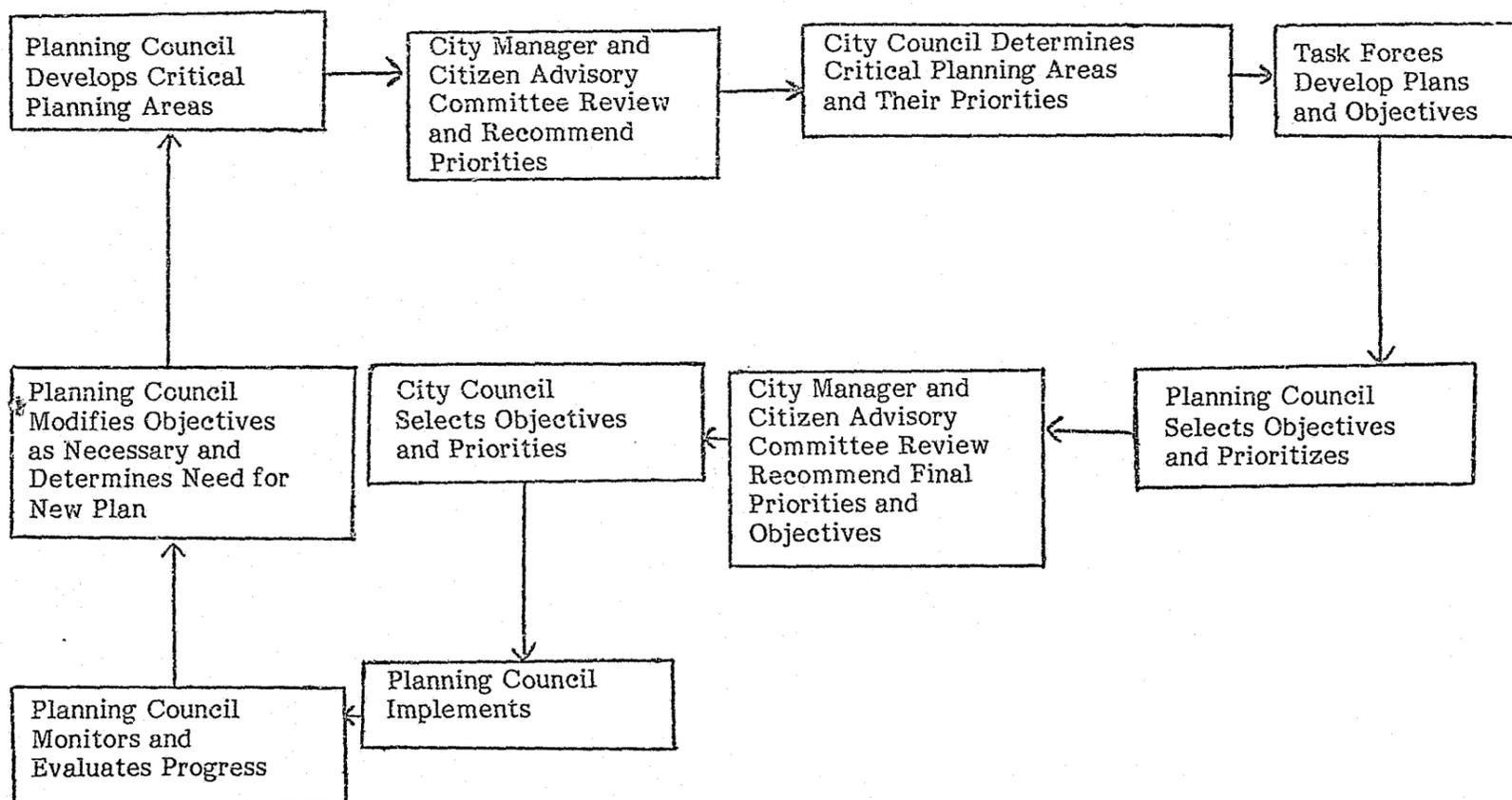
- Planning Council selects up to 15 critical planning areas and submits them to the City Manager and Citizen Advisory Committee for recommendation to City Council
- City Council makes final selection of critical planning areas and returns them to the Planning Council
- Task forces are created and develop problem definitions, objectives, courses of action, and implementation strategies
- Planning Council selects objectives, prioritizes them, and submits them to City Manager and Citizen Advisory Commission
- City Manager and Citizen Advisory Committee review objectives and priorities and make recommendations to City Council
- City Council makes final decisions and commitment for implementation

-Planning Council implements

-Objectives are reviewed annually, or as necessary, updated, modified, terminated, expanded, or new ones are created

Chart I

RECOMMENDED PLANNING PROCESS
Mountain View Police Department



APPENDIX I

Critical Planning Areas

The following enumeration of prototype critical planning areas is meant to serve as a guide to aid the Mountain View Police Department in addressing itself to those areas where planning will be most beneficial in terms of Departmental service to the community. In examining each of the areas below it is well to remember that they are broad areas of general concern to any law enforcement agency; this being the case the city of Mountain View may have specific areas it wishes to work within that are not listed. It is well to point out again that just as each planning mechanism must be unique to the organization and milieu it is to work within, so specific critical planning areas will vary from department to department.

1. Departmental Responsibility - What is and should be the main focus of the Department's business? Are there additional services which the citizens require or expect from the Mountain View Police Department?
 - Should the Mountain View Police Department provide services such as burglary inspections? Bicycle Safety Officers? Teach in local schools?
2. Increasing Organizational Efficiency and Effectiveness
 - How can the Mountain View Police Department reward members at every rank, for their accomplishments? Is it possible to establish more comprehensive performance evaluation system and performance levels to evaluate members at every level?
 - Implementation of a formal management by objectives or results system to evaluate managerial personnel.
 - Provide specialized management training to middle and top management.
3. Increasing Public Confidence and Support in the Mountain View Police Department - What tools and/or programs are available to aid the Mountain View Police Department in maintaining a positive public image? How can the issue of public confidence be made to permeate the entire Department?
 - Public involvement and participation in the planning process.
 - Increased use of reserve police officers.

- Maintenance of programs whereby police officers teach law enforcement related classes in schools, and lecture to civic groups.
 - Police involvement in civic groups.
 - Increased activity in PAL and generation of publicity regarding this project.
 - Adopt a client centered approach toward handling calls, i.e., a followup call by same radio crew handling original call within a few days to advise citizen of status of case and to show police concern.
4. Personnel Development Programs - What are the areas where civilian personnel could replace sworn police items? What programs would be initiated in the Mountain View Police Department to increase job satisfaction and to develop a credible and responsible promotional testing system?
- Implement a career path program to allow experienced officers to gain pay commensurate with skills and to allow sufficient periodic rotation to prevent stagnation. Police agent concept?
 - Develop regular career counseling program for officers seeking specific jobs and/or promotional specified time in the future.
 - Test for promotions using assessment centers.
 - Provide specified criteria for promotion to allow officers to adequately prepare for them. Set definite and reasonable standards to be met, and explain how to meet each one.
5. Employee - Employer Relations - How can the Mountain View Police Department instill within its members the trust and confidence in departmental and city management so that members seek and accept solutions to both individual and job related problems from within the department? What alternatives exist to police unions in the city of Mountain View?
- Create an employee relations officer or unit within the personnel bureau to provide counseling to officers regarding interpretation of departmental manual, orders or work conditions. Civilian personnel should have this service available.

- Study the Mountain View internal grievance procedure, and try to establish hearing boards with an equal number of specified management and individuals selected by the grieved party.
 - Conduct a scientific morale survey (preferably done by personnel within the department).
 - Develop programs which evidence a proactive stance in collective bargaining. Develop within management the view that collective bargaining can be a tool to further management objectives and prerogatives if utilized properly.
6. Management Information System - The key to planning. What are the information needs of top management? What steps must be taken by the Mountain View Police Department to acquire and/or build the necessary technical skills base for an information system?
- Survey top management to determine what information is necessary for their needs.
 - Identify all current sources of needed information not currently being utilized.
 - Establish formal liaison with city, county, and state agencies who have MIS systems and develop interfacing system.
 - Does the Mountain View Police Department wish its own computer capability or do they wish to form cooperative regional computer systems?
7. Criminal Justice System Involvement - How can the Mountain View Police Department best take a leadership role in city and county criminal justice system? Are there obstacles to integrative efforts with other agencies? Can these be overcome? What level of integration and leadership does the city government wish the police department to take?
8. Crime Specific Programs - What types of crimes do the citizens of Mountain View desire increased police activity to control? What crimes are most susceptible to increased police activity?
- Develop Anti-burglary campaign including special training for homeowners and business establishment? Provide inspection service to evaluate "hardness" of premises to penetration.

Deploy specialized burglary teams using innovative and traditional approaches.

- Develop regional robbery and burglary teams with other jurisdictions.
- Develop special programs to train women what to do in case of rape. Train officers to handle rape calls, and wherever feasible deploy female officers.

9. Increase Departmental Financial Accountability and Responsibility.

- Develop mathematical models to determine optimal patrol staffing and resource allocation.
- Develop measures of effectiveness for the detective function.
- Conduct a comprehensive review of overtime policy and accounting to provide more effective control and monitoring system.
- Establish a timetable for equipment acquisition and replacement that is responsive to departmental needs.

Appendix II

Implementation of a Planning System

This appendix contains a plan that, at its conclusion, will provide the Police Department with a 5 year plan and a continuing planning process. This appendix will also serve as ONE model for developing a master plan. It is important to emphasize that there is no right way to develop a plan. Further, the planning process should not become more important than the actual planning. Any method that embraces basic planning steps and that works is acceptable.

This plan is designed to create a master plan for the Police Department by March 1, 1977. This date should enable the plan to be a part of the budget for 1977-78 and still allow ample time for development of a viable plan. The deadlines established, however, must be strictly adhered to if the March 1, 1977 date is desired. If there are any substantial delays, then the completion date will be extended proportionally. Some of the time frames will cause considerable pressure in order to meet them. Yet, this cannot be avoided if the City desires a plan and planning process to be operational and implemented before fiscal year 1978-79.

Problem Definition

In 1974, the City Council requested that the Police Department develop a master plan to determine the needs of the Department in future years.

The managers of the Police Department recognize that good planning is an integral part of good management. Public managers are no less responsible for managerial responsibilities than are managers in private enterprise. While planning may not guarantee results, it is bound to improve one's chances.

By developing and implementing a planning system, the Police Department will meet the following needs:

1. To move away from the historical trend of reactive (crisis) management to a proactive (prevention/planning) philosophy.
2. To adequately serve the numerous community segments with respect to the particular community identity of Mountain View.

3. To determine exactly what the community desire is with respect to crime tolerances and service levels, to better serve the community.
4. To involve the community in the selection and implementation of the delivery of police services.
5. To identify the limitations of available police services and take corrective action.
6. To cope with the constant and accelerated changes occurring in society with relation to law enforcement and police service needs.
7. To have a positive impact on the consistent upward trend of personal and property injuries and losses from crimes committed against the citizens of the community.
8. To provide for a more efficient, effective, and realistic budget preparation process.

Objective

By March 1, 1977, institute a formal planning mechanism in the Police Department, with one to five year planning horizons established.

Courses of Action

- Identify and establish prioritized critical planning areas.
- Identify and establish prioritized objectives.
- Obtain community input.
- Obtain approval for plans and objectives from City Council.
- Implement objectives.
- Monitor, evaluate, and modify courses of action.

Implementation

- By October 1, 1976, the Planning Council will develop not more than 15 critical planning areas and submit them to the City Manager and Citizen Advisory Committee.

- By October 1, 1976, the City Council will appoint a Citizen Advisory Committee representing a cross-section of the community.
- By October 15, 1976, the City Manager and Citizen Advisory Committee will make recommendations to the City Council on final selection and prioritization of the critical planning areas.
- By October 31, 1976, the City Council will make a final decision on critical planning areas to be incorporated into the final plan and their priorities.
- By December 31, 1976, task forces will submit final reports containing problem definitions, objectives, alternative courses of action, implementation strategies, and monitoring methods.
- By January 15, 1977, the Planning Council will select objectives for implementation and submit them to the Citizen Advisory Committee and City Manager.
- By February 7, 1977, the City Manager and Citizen Advisory Committee will make recommendations on objectives and priorities to the City Council.
- By March 1, 1977, the City Council will make final selection of objectives, prioritize them, make a commitment to support them, and allocate necessary funds.
- By July 1, 1977, implementation will begin.

END

7. 10. 1944