

**THE DEVELOPMENT  
OF A LAW ENFORCEMENT PLAN  
FOR CALIFORNIA CITIES  
COMMITTED TO  
QUALITY SERVICE THROUGH  
COMMUNITY ORIENTED POLICING**



**BY  
SAM ALLEVATO  
COMMAND COLLEGE CLASS VIII  
PEACE OFFICERS STANDARDS and TRAINING  
(P.O.S.T.)**

**SACRAMENTO, CALIFORNIA  
1989**

124728

**U.S. Department of Justice  
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in **microfilm only** has been granted by  
CA Comm. on Peace Officer  
Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Copyright 1989  
California Commission on Peace  
Officer Standards and Training

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

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

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

THE DEVELOPMENT OF A LAW ENFORCEMENT PLAN  
FOR CALIFORNIA CITIES COMMITTED TO QUALITY  
SERVICE THROUGH COMMUNITY ORIENTED POLICING

by

SAM ALLEVATO  
COMMAND COLLEGE CLASS VIII  
PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1989

## CHAPTER ONE - A FUTURES STUDY

What will be the standards by which police effectiveness will be evaluated in mid-sized California departments by the year 2000?

## CHAPTER TWO - STRATEGIC MANAGEMENT

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

## CHAPTER THREE - TRANSITION MANAGEMENT

A description of a management structure for a planned transition from limited community input to one of active community-oriented policing.

## Supplementary Executive Summary

### PART ONE - A FUTURES STUDY

Background: Law enforcement agencies, being service-oriented, have had numerous problems over the years evaluating the effectiveness of their operations. Many plans, formulas, performance measures, etc., have been presented to gauge their success and to justify new programs. The validity of any one particular system is always subject to debate, but one theme in modern management practice seems to apply to all public service organizations. That theme is the critical importance of sensitivity to the needs and desires of its constituency, the public, a constantly changing entity.

Impact upon Law Enforcement agencies by year 2000? The question was studied by twelve people who formed a nominal group technique panel that were accessed via two rounds of mailed questionnaires. Their selections were variations in positions and backgrounds, as well as knowledge of major social and political issues facing this area. Five key trends were selected as having the greatest possible impact upon the subject of the study (1) cultural diversity in California, (2) number of qualified police candidates, (3) impact/influence of special interest groups, (4) awareness/involvement of the public on a broad array of social issues, and (5) sophistication of police managers. Five probable events considered to be the most critical were (1) a major ethnic/race conflict, (2) a major hazardous materials disaster, (3) a strike by public safety personnel, (4) an economic depression, and (5) a decision regarding law enforcement's involvement in the AIDS epidemic. Following the creation of several scenarios, the most preferred became the target of various policy considerations, which, if implemented, should have a major influence on bringing about the desired outcome.

Policies: After gathering survey data on the issues and the related key trends and events, the author found several policies to be of major importance. These were:

1. Establishment of departmental performance measures based upon providing quality police service and not just numerical tallys of arrest counts, clearance rate, uniform crime reports, etc.
2. Establishment of closer liaison with the public in general so as to continually reassess the police mission in a particular community.
3. Monitoring of special interest groups and negotiation for a common ground on legitimate service requests.
4. Continuance of actively seeking qualified women and minority applicants.

## PART TWO - STRATEGIC MANAGEMENT

Strategic Plan: The City of Irvine was analyzed to determine the external and internal resources of its law enforcement and general government structures. A stakeholder analysis was related to future commitment planning.

Implementation Plan: The processes involved in developing a commitment plan based upon a critical mass analysis are discussed in general terms. The types of planning systems to consider using when implementing a strategic plan are included.

## PART THREE - TRANSITION MANAGEMENT

Transition Plan: The transition plan identifies the key negotiation components involved of the major stakeholders. Negotiation strategies and tactics to be used by the transition manager utilizing a task force approach are delineated. The transitional management structure of a project manager assures a continuity to the program and a single accountable resource for the actual area managers who would interact more directly with the community. This interaction of the department with the community can make it more "client-centered" and responsive to the needs of the community.

### ACKNOWLEDGEMENTS

I gratefully acknowledge the following individuals for their valuable assistance in the research of this document:

1. Leo E. Peart, Chief of Police, Irvine Police Department
2. Charles M. Bozza, Commander, Irvine Police Department
3. Michelle Davis, Management Analyst II, City of Irvine
4. Dave Freedland, Sergeant, Irvine Police Department
5. James Gardiner, Chief of Police, San Luis Obispo Police Department
6. Mary Lou King, Senior Management Analyst, City of Irvine
7. Robert Lennert, Lieutenant, Irvine Police Department, Irvine Police Officers Association Past President
8. Mary Reinika, Assistant Dean, Department of Applied Arts and Sciences, Rancho Santiago College, Santa Ana
9. Frances Winslow, Emergency Services Coordinator, City of Irvine and resident, Instructor - National University
10. David Snowden, Chief of Police, Costa Mesa Police Department
11. Mike LeBlanc, Senior Vice-President, The Irvine Company
12. Jeanne Keevil, Editor, Irvine World News
13. Honorable Suzanne Shaw, Harbor Municipal Court
14. Jerry Roodhuyzen, City of Irvine
15. Larry Agran, Mayor, City of Irvine
16. Cameron Cosgrove, Councilman, City of Irvine
17. John Dombrink, Professor, University of California, Irvine
18. Arnold Binder, Professor, University of California, Irvine
19. Henry Pontell, Professor, University of California, Irvine
20. Austin Smith, Administrator, Golden West College



## TABLE OF CONTENTS

Illustrations. . . . .	I
Tables . . . . .	II
Introduction . . . . .	1
Chapter One Title Page . . . . .	3
Chapter One - A Futures Study. . . . .	4
Background. . . . .	4
History. . . . .	4
Evaluation of Police Departments Today . . . . .	7
Future Concerns. . . . .	10
Nominal Group Process . . . . .	17
Futures Wheels Exercise. . . . .	18
Trends and Events. . . . .	21
Analysis of Cross-Impact Evaluation. . . . .	29
Research. . . . .	30
Irvine Police Service Survey . . . . .	30
Citizen Crime Concerns . . . . .	30
Police Performance Measures. . . . .	36
Analysis . . . . .	39
Summary. . . . .	40
Future Scenarios. . . . .	43
Scenario Number One. . . . .	43
Scenario Number Two. . . . .	46
Scenario Number Three. . . . .	49
Policy Considerations. . . . .	51
Chapter Two Title Page . . . . .	54
Chapter Two - The Strategic Plan . . . . .	55
Environmental Analysis. . . . .	57
Situation . . . . .	61
Environment. . . . .	61
Organizational Capability and Resources. . . . .	65
Stakeholders Analysis. . . . .	67
Mission Statement . . . . .	71
Macro-Level Mission Statement. . . . .	71
Micro-Level Mission Statement. . . . .	72
Execution . . . . .	73
Alternative Strategies . . . . .	73
Analysis and Recommendation. . . . .	74
Administration and Logistics. . . . .	80
Planning System. . . . .	81
Chapter Three Title Page . . . . .	85
Chapter Three - Transition Management. . . . .	86
Key Negotiation Components. . . . .	86
Identification of Stakeholders Negotiation Points . . . . .	87
City Council . . . . .	88
Chief of Police. . . . .	89
Finance Commission . . . . .	89
Negotiation Strategies and Tactics. . . . .	91
City Council . . . . .	92
Chief of Police. . . . .	94
Finance Commission . . . . .	96
The Critical Mass . . . . .	99

Commitment Planning Chart. . . . .	.100
Narrative Assessment . . . . .	.101
Transitional Management Structure . . . . .	.103
Responsibility Charting. . . . .	.106
Conclusions and Recommendations. . . . .	.107
Appendixes . . . . .	.110
Endnotes . . . . .	.122
Bibliography . . . . .	.123

## ILLUSTRATIONS

### LIST OF FIGURES

	<u>PAGE</u>
1. Futures Wheel of Expert Panel. . . . .	18
2. Cultural Diversity in California . . . . .	22
3. Level of Decreasing Quantities of Qualified Candidates . . . . .	23
4. Impact Power/Influence of Special Interest Groups. . .	24
5. Awareness of Public on Social/Political Issues . . . .	25
6. Sophistication/Education of Command Officers . . . .	26
7. Crime/Public Safety Concerns in Irvine . . . . .	31
8. Crime/Public Safety Concerns in Neighborhoods. . . .	32
9. Citizen Suggestions on Crime Problems. . . . .	33
10. Stakeholders Plotted by Assumptions. . . . .	79
11. Predictability and Turbulence of Observations. . . .	84
12. Commitment Planning Chart. . . . .	100
13. Responsibility Charting. . . . .	106

## LIST OF TABLES

<u>TABLE</u>	<u>PAGE</u>
1. Trend Evaluation Table . . . . .	21
2. Probabilities and Net Impact of Events . . . . .	28
3. Cross Impact Evaluation Table. . . . .	29
4. Results of Citizens Surveyed . . . . .	37
5. Results of Citizen's Survey with Scores Grouped. . . . .	38

## INTRODUCTION

The purpose of this study is to provide an examination of future issues which will affect the manner in which police departments are evaluated by and interact with, their communities. It is not meant to be a complete, exhaustive report on evaluation systems, but rather an exploration into areas some administrators may find helpful in dealing with the ever-changing communities they serve.

Chapter One deals with the future, and identifies trends and events affecting law enforcement in general and the issue of evaluation of police service by the public in particular. An example of a citizen survey is provided, which could be modified to conform to the particular needs of a community. Futures scenarios are also presented in this chapter as possible events that may occur, depending upon policy actions taken today.

Chapter Two presents specific data on the City of Irvine in the form of environmental analysis. Mission statements are given in order that the reader can understand the direction of policies in the form of action statements. Execution, administration, and logistics of a strategic plan are presented as examples only for this community, but may apply where comparisons exist.

Chapter Three brings together the various negotiating points, strategies, and tactics of the various stakeholders affected by the strategic plan and identifies the critical mass ultimately responsible for its outcome.

The central theme of the work is that all public service agencies must become more client-centered, outer-directed, politically astute, or whatever term used to describe listening to the public's needs and concerns. The community-oriented policing agencies stand a good chance of surviving the emerging future trends and events by adapting their structures, realigning their resources, and constantly examining their direction. The extent that community input is sought or brought to bear upon a police agency can mean the difference between success and failure, reactive vs. proactive law enforcement.

## CHAPTER ONE - A FUTURES STUDY

What will be the standards by which police effectiveness  
will be evaluated in mid-sized California departments by  
the year 2000?

## CHAPTER ONE - A FUTURES STUDY

### BACKGROUND HISTORY

Police departments have historically had difficulty in establishing a concise, uniform method of gauging their effectiveness. While the police "mission" is generally accepted by the public as necessary, police managers have wrestled with the concept of quantifying exactly what the police functions actually are and how good a job a particular police agency is doing. There is a lack of a clear common unit of success in policing - as-profit serves in private enterprise to indicate whether programs are working efficiently and are really reaching desired goals. While the term "law enforcement" seems straightforward enough, the police have found themselves performing an ever-increasing myriad of other duties. Police must settle family disputes, regulate traffic, return lost property, and so forth and, while most of these duties are rooted in a law or ordinance, the connection to pure law enforcement can become hazy. The concept of "police service" in a broader perspective of community policing has slowly evolved as a "quiet revolution." <sup>1</sup>

Police performance has been evaluated in some fashion as long as police work has been performed. In a loose sense, it was Robert Peel's negative evaluation of the then-current watch-and-ward system that brought about the London Metropolitan Police of 1829, the forerunner of today's modern police department. But



performance measurement, as currently conceived, is more than mere casual assessment. It implies a formal and methodical effort to gather quantitative data about operations and administration; indeed, it was not until the 1930's that sophisticated techniques were devised to measure the performance of police departments. <sup>3</sup>

One of the most extensive efforts to quantify judgments about police was made in 1935 by Arthur Bellman, a disciple of August Vollmer. Bellman devised an extensive review schedule to be completed by experienced police analysts. <sup>4</sup> Experts recorded their professional judgments on 685 specific issues concerning patrol duties, beat construction, traffic enforcement, and so forth.

Despite its advance over previous practices, Bellman's scale suffered from a number of defects. Its additive nature, for one, resulted in mixing significant and petty issues indiscriminately. <sup>5</sup> Another major defect of the Bellman system was its concentration solely on departmental policies, practices, and equipment without some consideration of the impact on the community. External measures of program effectiveness upon the public were completely absent, thus ignoring any measurement of client (public) satisfaction.

In response to this particular defect in the Bellman system, S.D. Parrat proposed an alternative instrument for determining the "effectiveness of police functioning." <sup>6</sup> Parrat reasoned that

since the ultimate objective of policing in a democracy is to carry out the will of the people, the public should be surveyed as to their attitude on the effectiveness of the police. Areas of consideration included a wide range of issues, such as personnel practices, influence of politics, press relations, crime prevention, etc.

This approach centered entirely on the "perceptions" of the public toward the police. However, since most citizens are not directly involved with the police, their perceptions are usually filtered through the eyes of others. Also, citizens usually lack the technical ability to objectively compare performance standards. Thus, it was realized that measuring police performance solely on the basis of public satisfaction presented major problems. <sup>7</sup>

A next step in the measurement of police performance took the form of the planning-programming-budgeting system (PPBS) so popular with municipal governments in the 1960's. This budget process tied the allocation of resources to the production of specific outcomes. Attention again returned internally to the quantification of police performance, and administrators began to articulate objectives in order to determine which outcomes should be sought. Management by objectives (MBO) became a spin-off from the (PPBS) process, and both have added substantially to the development of performance measurement methods.

The Urban Institute (UI) and the International City Management

Association (ICMA), sponsored by the National Commission on Productivity, produced an extensive catalog of new effectiveness measures for all major governmental functions.<sup>8</sup> This produced another system within the field of police crime control; these included indicators for the quality of performance, responsiveness, maintaining the feeling of security, fairness, honesty, courtesy, overall citizen satisfaction, and effectiveness in handling minor crime calls.

The analysis done by U.I./I.C.M.A. was extensive; however, it did not address areas of conflict resolution and general services, areas which present the greatest challenge to measurement. Ultimate outcomes or results were sometimes ignored.

These systems and others have become very comprehensive and have added greatly to the police manager's ability to measure a department's effectiveness and productivity while achieving its basic organizational goals.

#### EVALUATION OF POLICE DEPARTMENTS TODAY

As mentioned previously, comprehensive methods of measurements do exist today, i.e. PPPM, U.I./I.C.M.A., etc., that can assist the police manager in evaluating effectiveness and efficiency of his or her department. But why then is there the continued interest and confusion over what needs to be measured? How do we measure it and who will do the measuring?

Many police departments today rely on the Federal Bureau of

Investigation's Uniform Crime Report (UCR) as the primary gauge of their performances. This report measures the crime rate of reported major (Part I) crimes for each community as, as such, lends itself to comparison among cities wherein the danger lies. In addition, UCR contains other factors which have major influence on crime: The size of the community and its population, and how crowded the area is; how the population is composed, particularly in terms of age range, and so forth. As can be seen, most socio-economic factors are beyond the scope and authority of police to control, yet these factors play a major part in affecting the crime rate. Since police are severely limited in controlling these factors, assessing police performance solely on crime rates clearly distorts the picture.

Crime rates are determined primarily by citizens reporting the occurrence of crime to the police. However, for a variety of reasons, citizens frequently choose not to report a crime. They may have had a bad experience with the system, feel the police can't do anything anyway, or have a fear of reprisal. Conversely, a very responsible police agency will, by its nature, encourage citizens to report nearly all crimes because the citizens have confidence in the department. This may cause the quality department to have a higher recorded crime rate.

Some departments today turn solely to arrest statistics as a means of accurately gauging their effectiveness. While this is a very important component of the overall mission of the police

department, it is primarily a means to achieving the goal of controlling crime. Other aspects of controlling crime involve crime prevention efforts, deterrence activities, and gathering information about crime. Since arrest statistics do not include even those other aspects of crime control-much less the other maintenance and service aspects of police work-their usefulness as a measure of police agency quality is limited.<sup>9</sup>

Clearance rates are sometimes used as a means of measurement by individual department's. Based upon the particular criteria utilized by it, one department's clearance rate may differ greatly from another, while its actual performance may be very similar.

Likewise, the availability time of officers for routine patrol and response times have been recently touted as effective measures of police performance when actually they are frequently used to merely increase or decrease the number of officers in the field. Using the overall response time as a measure ignores the variable nature of police calls for service and the differences in appropriate kinds of police response.<sup>10</sup>

Increasingly, police departments are becoming sensitive to the need of turning the communities to form alliances on how best to achieve their mission. The old business of simply responding to calls for service and rating their effectiveness on that basis alone has slowly been changing. Beat officers have known intuitively what researchers Glenn Pierce in Boston and Lawrence

Sherman have confirmed through research: "Fewer than 10 percent of the addresses calling for police service generates over 60 percent of the total calls for service during a given year".<sup>11</sup> Rather than solely emphasizing crimes and clearance rates or the time it takes to respond to a citizen's call for service, citizens including elected officials, commissions, consumer groups, special interest groups, etc., are examining the police department's ability to solve problems and their ability to join forces with other community resources to efficiently deal with the ever-increasing and changing demands placed upon the police.

#### FUTURE CONCERNS

What is causing this change in focus of police departments from looking inward operationally to turning outward to the community for input, not only on operations, but also on policy considerations and other, heretofore, guarded policies of the department?

George L. Kelling lists three main driving forces of change in his publication "Police and Communities: The Quiet Revolution." The three are citizen disenchantment with police services, research conducted during the 1970's, and frustration with the traditional role of the police officer.

1. Disenchantment with police services - Minority citizens in inner cities continue to be frustrated by police who whisk in and out of their neighborhoods with little sensitivity to community norms and values. Working-and middle-class

communities of all races are demanding increased collaboration with police in the determination of police priorities in their neighborhoods. Community crime control has become a mainstay of their sense of neighborhood security and a means of lobbying for different police services. And many merchants and affluent citizens have felt so vulnerable that they have turned to private security services for service and protection.

2. Research - The early 1970's research about police effectiveness was another stimulus to change. Research about preventive patrol, rapid response to calls for service, and investigative work - the three mainstays of police tactics - was uniformly discouraging as to the effectiveness of police operations.

Research demonstrated that preventive patrol in automobiles had little effect on crime, citizen levels of fear, or citizen satisfaction with police. Rapid response to calls for service likewise had little impact on arrests, citizen satisfaction with police, or levels of citizen fear. Also, research into criminal investigation effectiveness suggested that detective units were so poorly administered that they had little chance of being effective.

3. Role of the patrol officer - Finally, patrol officers have been frustrated with their traditional role. Despite

pieties that patrol has been the backbone of policing, every police executive has known that patrol has frequently been what officers do until they become detectives or are promoted.

At worst, patrol has been the dumping ground for officers who are incompetent, suffering from alcoholism or other problems, or simply burned out. High status for police practitioners went to detectives. Getting "busted to patrol" has been a constant threat to police managers or detectives who fail to perform by some standard of judgment. (It is doubtful that failing patrol officers ever get threatened with being busted to the detective unit.)

Never mind that patrol officers have the most important mission in the police department: They handle the public's most pressing problems and must make complex decisions almost instantaneously. Moreover, they often do this with insufficient supervision or training. Police administrators treat patrol officers as if they did little to advance the organization's mission. The salaries of patrol officers also reflect their lower status. No wonder many officers have grown cynical and have turned to unions for leadership rather than to police executives. "Stupid management made unions," says Robert Kliesmet, the President of the International Union of Police



# Associations AFL-CIO.

Given the above, there doesn't seem to be much basis for optimism. However, several factors have seemed to give police administrators new hope. Kelling suggests four major factors:

1. Citizen response - The overwhelming public response to community and problem-solving policing has been positive, regardless of where it has been instituted. Citizens like the cop on the beat and enjoy working with him or her to solve problems. Crisley Wood, Executive Director of the Neighborhood Justice Network in Boston-an agency that has established a network of neighborhood crime control organizations puts it this way: "The cop on the beat, who meets regularly with citizen groups is the single most important service that the Boston Police Department can provide."
2. New research on effectiveness - Research conducted during the early and mid-1970's frustrated police executives. It generally showed what didn't work, as illustrated above. Research conducted during the late 1970's and early 1980's was different. By beginning to demonstrate that new tactics did work, it fueled the move to rejuvenate policing such as the idea that foot patrol, bike patrol, and horse patrol can reduce citizen fear of crime and improve relations between police and citizens.  
-The productivity of detectives can be enhanced if patrol officers carefully interview residents about criminal

events, according to John Eck of the Police Executive Research Forum (PERF).

-Citizen fear can be substantially reduced by police tactics that emphasize increasing the quantity and improving the quality of citizen-police interaction, according to Tony Pate of the Police Foundation.

-Police anti-fear tactics can also reduce household burglaries, according to Mary Ann Wycoff's research for the Police Foundation.

-Problem-oriented policing can be used to reduce thefts from cars and problems associated with prostitution and residential burglaries, according to William Spellman and John Eck of PERF.

3. Experience with innovation - The desire to improve policing is not new with this generation of reformers. The 1960's and 1970's had their share of reformers as well. Robert Eichelberger of Dayton experimented with team policing (tactics akin in many ways to problem-solving) and public policy making; Frank Dyson of Dallas with team policing and generalist/specialist patrol officers; Carl Gooden with team policing in Cincinnati; and there were many other innovators. But innovators of this earlier era were handicapped by a lack of documented successes and failures of implementation. For example, those who experimented with team policing were not aware that elements of team policing were simply incompatible

with preventive patrol and rapid response to calls for service. As a result, implementation of team policing followed a discouraging pattern. It would be implemented, officers and citizens would like it, it would have an initial impact on crime, and then business-as-usual would overwhelm it - the program would simply vanish.

Moreover, the lessons about innovation and excellence that Peters and Waterman brought together in Search of Excellence were not available to police administrators. The current generation of reformers has an edge: They have availed themselves of the opportunity to learn from the documented successes and failures of the past.

4. New breed of police leadership - The new breed of police leadership is unique in the history of American policing. Unlike past chiefs, who were primarily local and inbred, chiefs of this generation are becoming more urbane and cosmopolitan.

Illustrations of this trend are:

Chief Lee Brown of Houston received a Ph.D. in criminology from the University of California at Berkeley; Chief Joseph McNamara of San Jose, California, has a Ph.D. from Harvard University, and is a published novelist; Hubert Williams, formerly Director of the Newark Police Department and now President of the Police Foundation, is a lawyer and has studied criminology in the Law School at

Harvard University; Benjamin Ward, Commissioner of the New York City Police Department, is an attorney and was Commissioner of Corrections in New York State.

The point is, members of this generation of police leadership are becoming better educated and are of more diverse backgrounds. All of those noted above, as well as many others, have sponsored research and experimentation to improve policing.

## THE NOMINAL GROUP PROCESS

### FUTURES WHEEL EXERCISE USING BRAINSTORMING TECHNIQUE

Nine expert panel members were selected to develop a futures wheel around the broad topic of increasing service demands by the public (Figure 1). This technique was used to narrow down the focus of the research to a manageable size and to identify emerging trends and critical future events. The area of evaluation of the effectiveness of police services was selected as the topic to be studied. As can be seen from the futures wheel, many sub-topics and issues are related to this area. These nine individuals came from the areas of law enforcement, management consultation, education, and emergency services. Five of the members were males and four were females. Two women were management analysts for medium-sized cities and had backgrounds in budgeting and line operations. One woman was an assistant dean for a local community college in the applied arts and sciences. The remaining woman was an emergency services coordinator for a medium-sized city and an instructor at a local university. All five men had police backgrounds; two were captains, two were lieutenants, and one was a sergeant. All have extensive backgrounds in areas of training, research, and public administration.

These individuals were brought together in order to develop a list of emerging trends and events that would impact the area of evaluation of police services. The group identified 41 emerging

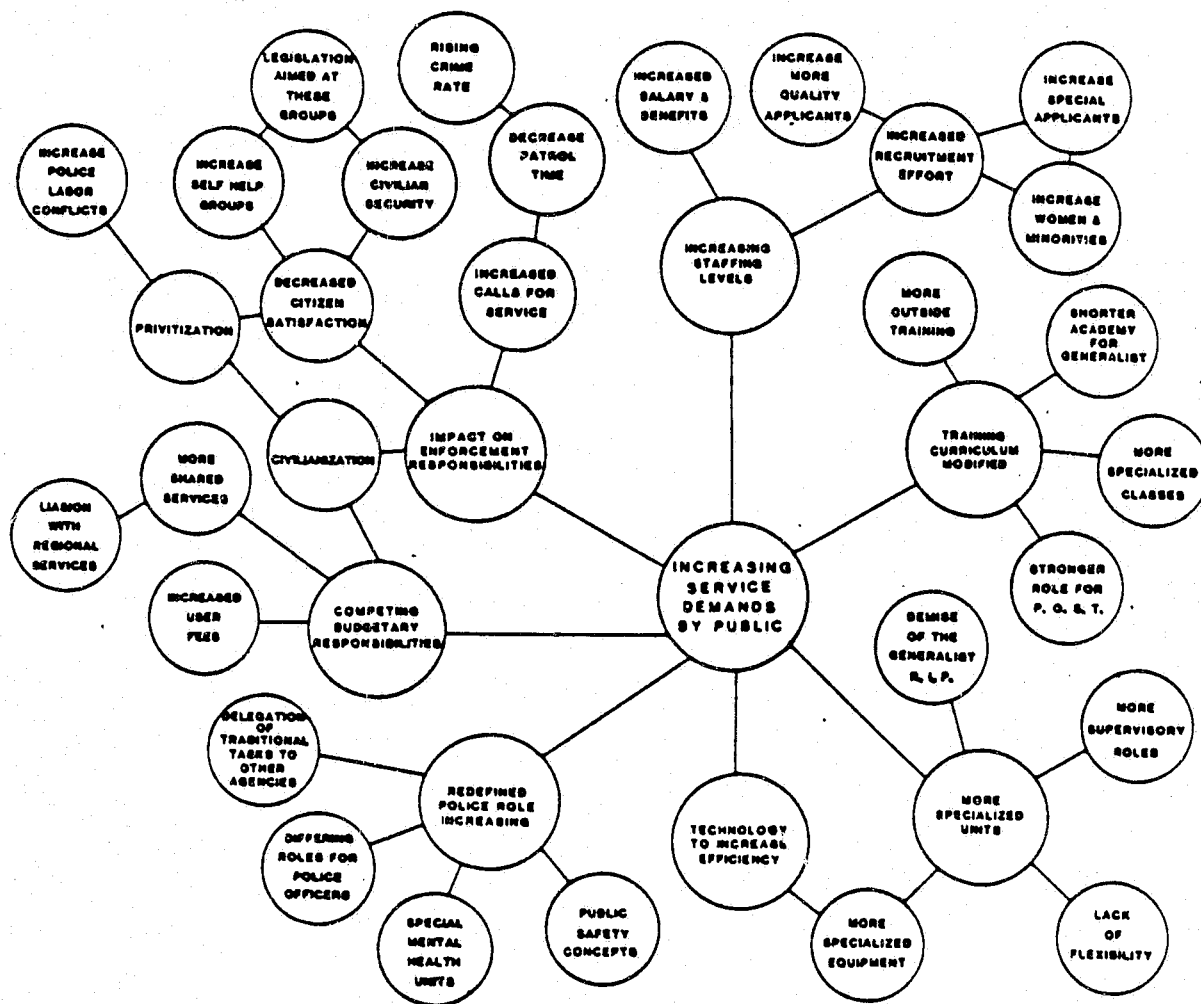


FIGURE 1

FUTURES WHEEL EXERCISE - EXPERT PANEL INPUT

trends and 20 critical events. (They are shown in Appendix B and Appendix C)

This list was distilled down to ten of each and was submitted to another expert panel for trend evaluation, critical event probability assessment, and cross-impact. This expert panel was 11 in number and included nine men and two women. One of the women was a newspaper editor and the other was a municipal court judge. Two of the men were university professors in the program in social ecology and another was a dean at a local community college. One of the men was a vice-president of a major corporation in Orange County. He also had responsibility for community liaison between his company and the local cities. One of the men was a mayor of a medium-sized city and an attorney, while another was a councilman with an extensive background in finance. Two of the men were respected police chiefs of medium-sized departments, while the last person was a local senior citizen, active in community affairs and crime prevention efforts.

Using the modified conventional delphi technique, two sets of questionnaires were sent out sequentially to an expert panel. In the first round, they were presented with the list of identified trends and events and asked to distill this list down to the five most critical in each category for the evaluation of police services. In the subsequent mailing, the group was asked to estimate levels for the selected five trends and the

to estimate levels for the selected five trends and the probabilities of the five critical events. Additionally, they were asked to complete a cross-impact evaluation of the effect of the events on each other and also on of the level of each of the trends.

The five trends that the group believed could have the most significant impact on the future of police evaluation are:

1. Cultural diversity in California.
2. Shortage of qualified candidates for police openings.
3. The impact/power of special-interest groups on public policy.
4. Awareness and involvement of the public on a broad array of social and political issues.
5. Sophistication/education of police command-level officers.

The group was asked to estimate the level of the impact of each trend, estimating was this level "will be" in ten years and what it "should be" in ten years. A median level of the projected impact was determined for each trend. Additionally, the group was asked the level of the trend in five years, with a median point also established (Table 1).



TABLE 1

## TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
T 1 Cultural diversity in California	60 <sup>*1</sup> 80 <sup>*2</sup> 100 <sup>*3</sup>	100	110 140 200	80 150 200
T 2 Quantities of qualified candidates for police openings	75 90 100	100	120 150 185	50 80 150
T 3 Impact/power of special interest groups on public policy	70 90 100	100	125 140 200	50 80 100
T 4 Awareness and involvement of the public on a broad array of social and political issues	60 85 100	100	100 115 150	100 160 300
T 5 Sophistication/education of police command-level officers	75 85 100	100	120 130 150	125 155 200

LEVELS OF TRENDS

- \*1 - Low Estimate
- \*2 - Median Estimate
- \*3 - High Estimate

(Same legend for each block)

Figure 2 graphically portrays the expected trend of increasing cultural diversity in California. The group predicted an 85 percent increase in the level of this trend within ten years.

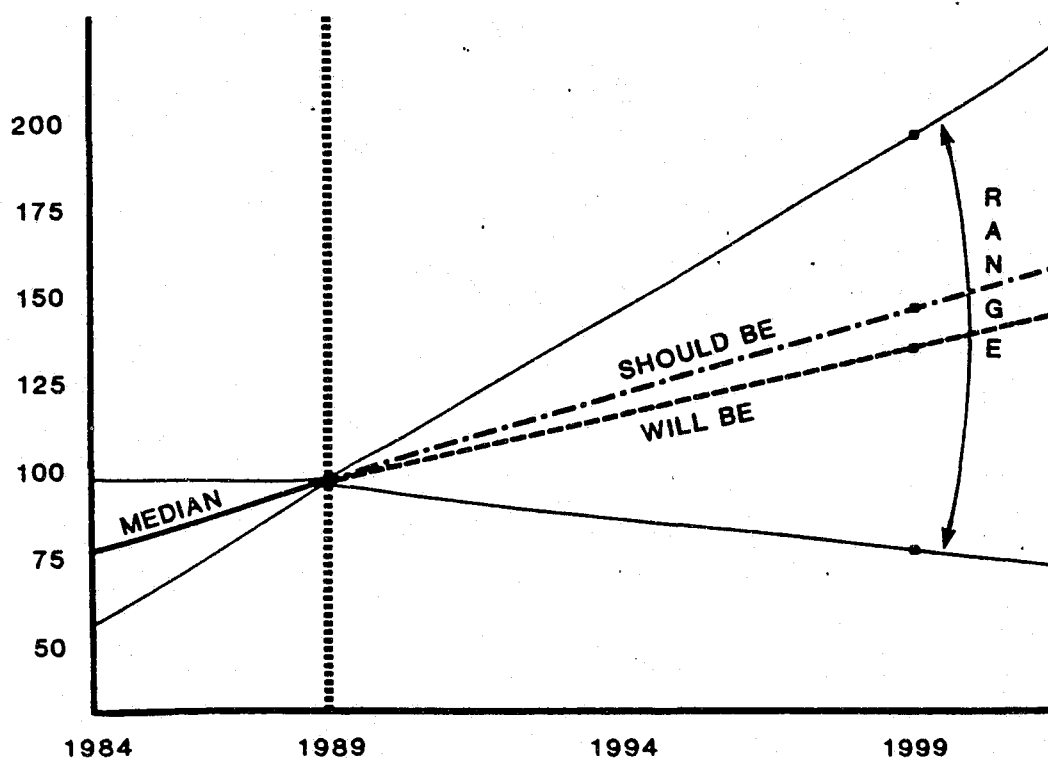


FIGURE 2

Cultural diversity in California

Figure 3 shows the expected trend of decreasing quantities of qualified candidates for police openings. The group predicted an increased nominal estimate of 90 percent within the next ten years.

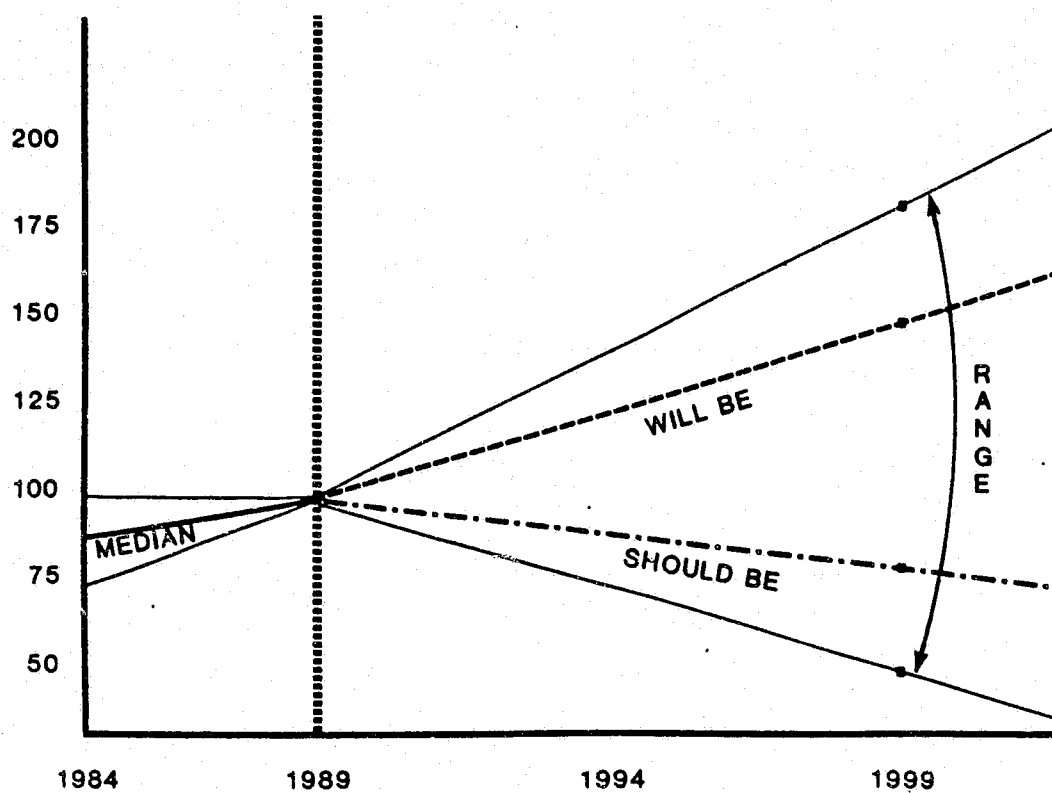


FIGURE 3

Shortage of qualified candidates for police openings

Figure 4 shows the expected trend of increasing impact/power of special interest groups on affecting public policy. The group predicted a nominal increase of 80% over the current level by the year 1999.

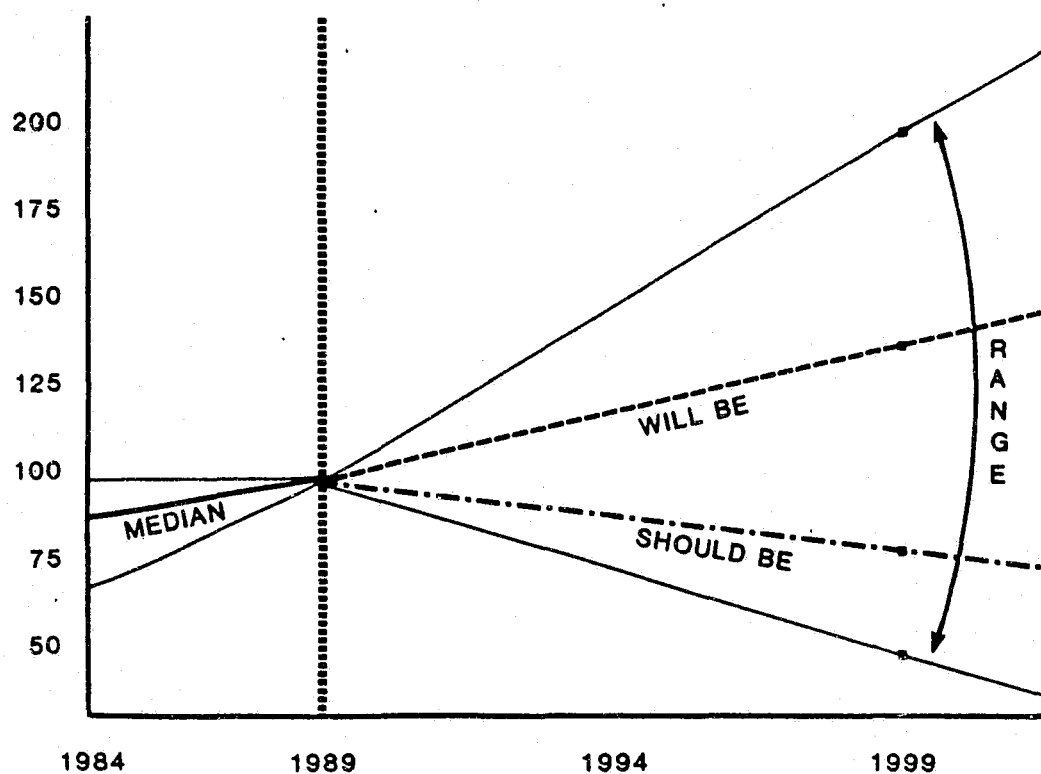


FIGURE 4

Impact power/influence of special interest groups

Figure 5 shows the expected trend of the increasing awareness and involvement of the public on a broad array of social and political issues. The group predicted a nominal change of 100 percent over the current level by the year 1999.

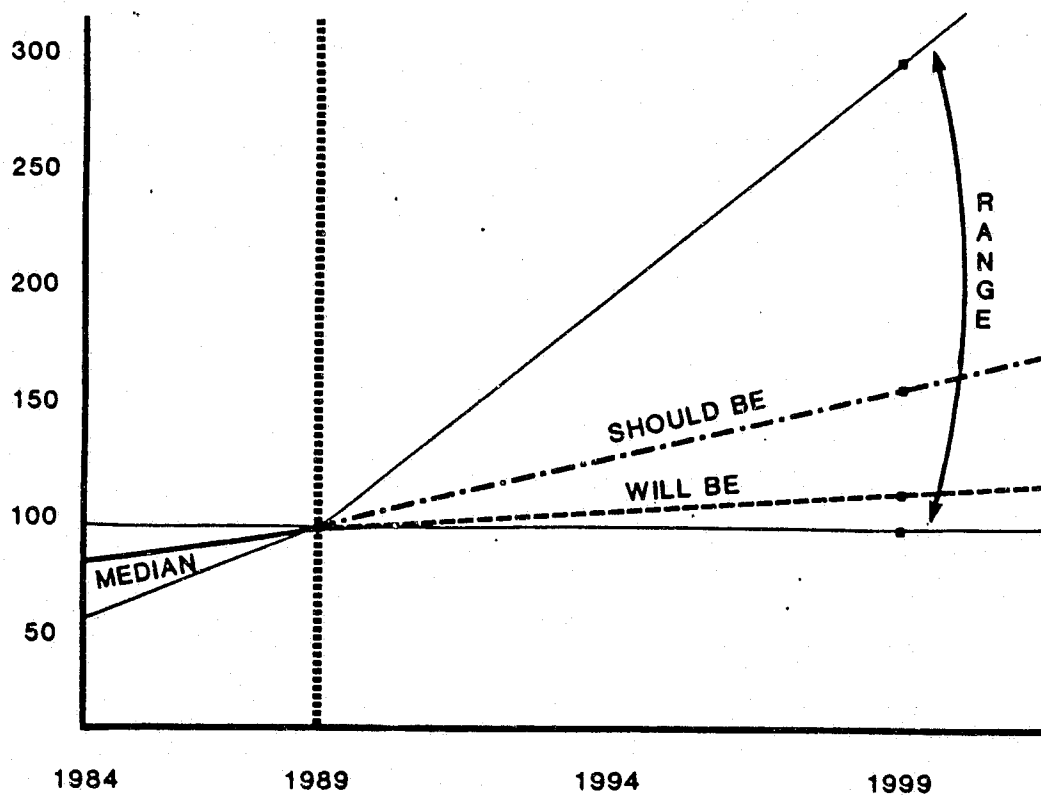


FIGURE 5

Awareness of public in social and political issues

Figure 6 shows the trend of increasing sophistication/education of police command-level officers. The group predicted a 75 percent increase nominally over the current level within the next 10 years.

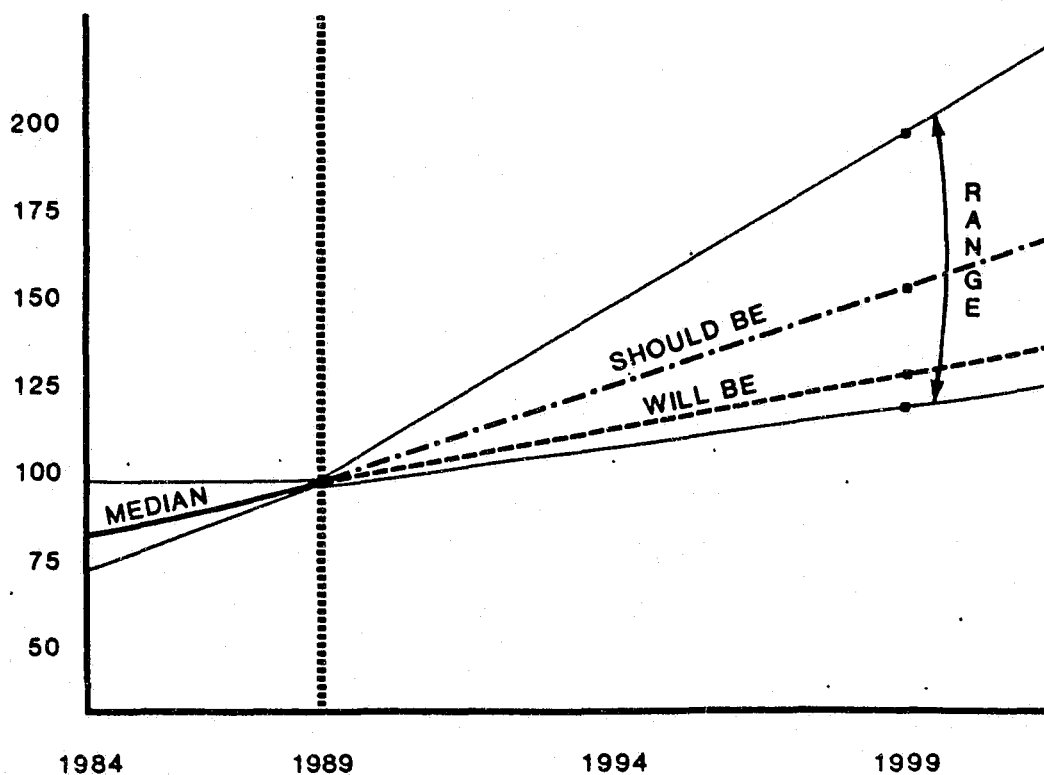


FIGURE 6

Sophistication/education of command-level officers

The five most critical events identified by the group were:

1. Major race/ethnic conflict in California.
2. Major hazardous materials disaster killing large number of citizens in California.
3. Public safety employees authorized to strike by court decision.
4. Economic depression hits California.
5. Legal decision regarding AIDS (quarantine, reporting, etc.) requires use of police for enforcement.

The group assigned numerical figures to each event indicating the probability of its taking place by the years 1994 and 1999. Table 2 shows the median assigned probabilities that the events will occur and the median numbers for the net impact of the event as it applies to law enforcement.

TABLE 2  
Probabilities and net impact of events

Event Statement	Median Probability %		Net Impact on issue area -10 to +10	Net impact on Law Enforcement -10 to +10
	by 1994 0-100	by 1999 0-100		
Major race/ethnic conflict in California	40	60	+5	-3
Major hazardous materials disaster kills large number of citizens	50	60	+4	+8
Public safety employees authorized to strike by court decision	30	50	-3	-3
Economic depression hits California	45	65	-8	-2
Legal decision regarding AIDS	90	90	+7	+8



The group was also asked to complete the cross-impact evaluation of events on events and events on trends (Table 3). The estimates of the group were compiled and the median values were assigned to the cross - impacted areas. This was the nominal group's best judgment as to the impact of each event on each other and the effect of each event on the level of each trend. The relationships among these events and trends are subject to debate, obviously, but it does give the reader the ability to discern various probabilities and trends that have a likelihood of occurring.

TABLE - 3

## CROSS-IMPACT EVALUATION FORM

Suppose that this event with this probability actually occurred . . . . . How would the probability of the events shown below be affected?

			EVENTS					TRENDS				
			E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
E-1	70%		X	NO EFFECT	INCREASES TO 65%	INCREASES TO 75%	NO EFFECT	+10%	+20%	+30%	+30%	+20%
E-2	90%		INCREASES TO 75%	X	INCREASES TO 65%	INCREASES TO 65%	NO EFFECT	NO EFFECT	NO EFFECT	+20%	+40%	+10%
E-3	60%		INCREASES TO 80%	INCREASES TO 100%	X	INCREASES TO 65%	INCREASES TO 35%	NO EFFECT	+10%	+10%	+30%	+5%
E-4	60%		INCREASES TO 90%	INCREASES TO 100%	INCREASES TO 70%	X	INCREASES TO 35%	-20%	-20%	+20%	+20%	-10%
E-5	30%		INCREASES TO 80%	NO EFFECT	INCREASES TO 75%	NO EFFECT	X	NO EFFECT	+20%	+25%	+20%	+15%

<b>EVENTS</b>	<b>% CHANCE OF OCCURRENCE</b>	<b>TRENDS</b>
E-1 RACE/ETHNIC CONFLICT	70%	T-1 INCREASING CULTURAL DIVERSITY
E-2 MAJOR HAZARDOUS MATERIALS DISASTER	90%	T-2 DECREASING QUALIFIED CANDIDATES
E-3 STRIKE BY PUBLIC EMPLOYEES AUTHORIZED	60%	T-3 INCREASING POWER OF SPECIAL INTEREST GROUPS
E-4 ECONOMIC DEPRESSION IN CALIFORNIA	60%	T-4 INCREASING AWARENESS OF PUBLIC ON POLITICAL SOCIAL ISSUES
E-5 LEGAL DECISION REGARDING A.I.D.S. AND LAW ENFORCEMENT	30%	T-5 INCREASING SOPHISTICATION/EDUCATION OF POLICE COMMAND LEVEL PERSONNEL

(ALL VALUES ARE LISTED AS MEDIAN ESTIMATES)

### RESEARCH

An integral component of the evaluation of police services revolves around the assessment of the public's attitude and how they rate the police department's performance. A survey questionnaire was mailed out randomly to eight hundred (800) residents (Appendix C) living in the City of Irvine. Of this amount, 183 questionnaires were returned.

The purpose of the survey was basically two-fold. First, an assessment by the public of major crime problems and concerns was sought. Secondly, the rating of the most important factors for assessing police effectiveness was also asked for. So often administrators can become locked into improving the internal workings of a department without consideration as to the wants and desires of their clientele, the public. This assessment served the purpose of gaining the input from the public as part of a broader study of the effectiveness of a medium-sized department serving a middle-class suburban clientele.

### CITIZEN CRIME CONCERNS AND PRIORITIES

The first part of the questionnaire was divided into six open-ended questions and are covered individually as follows:

1. What do you feel is the most serious crime/ public safety problem(s) in Irvine? The citizens responses were as follows:

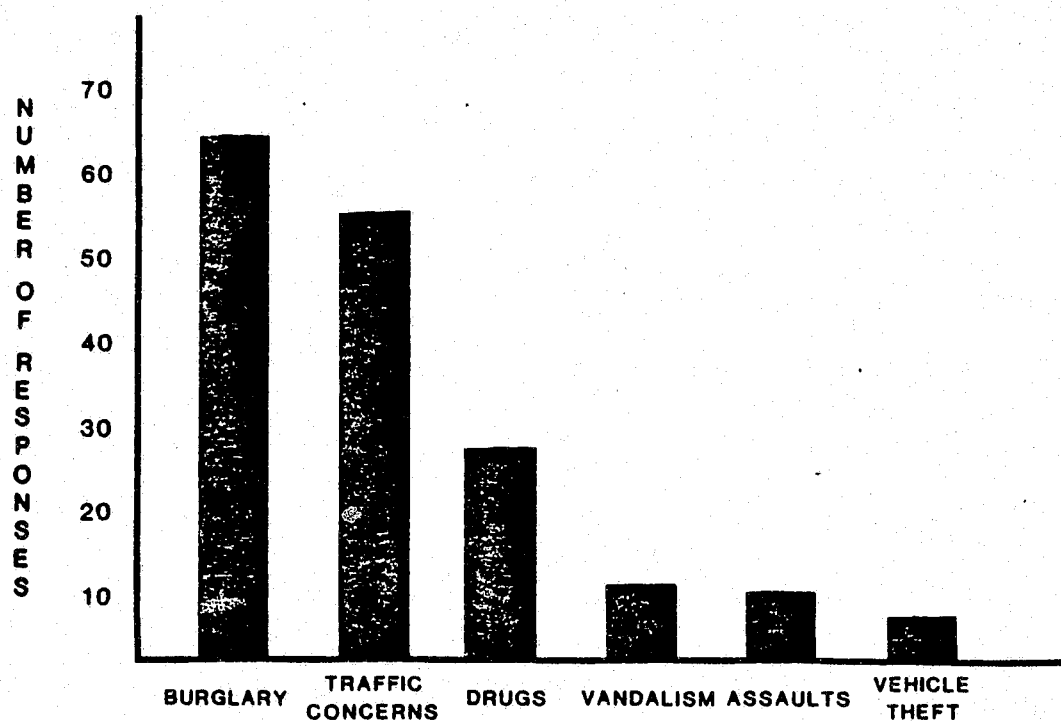


FIGURE 7

Crime/Public Safety Concerns in Irvine

2. What are the crime/public safety concerns in your neighborhood? The citizen responses were as follows:

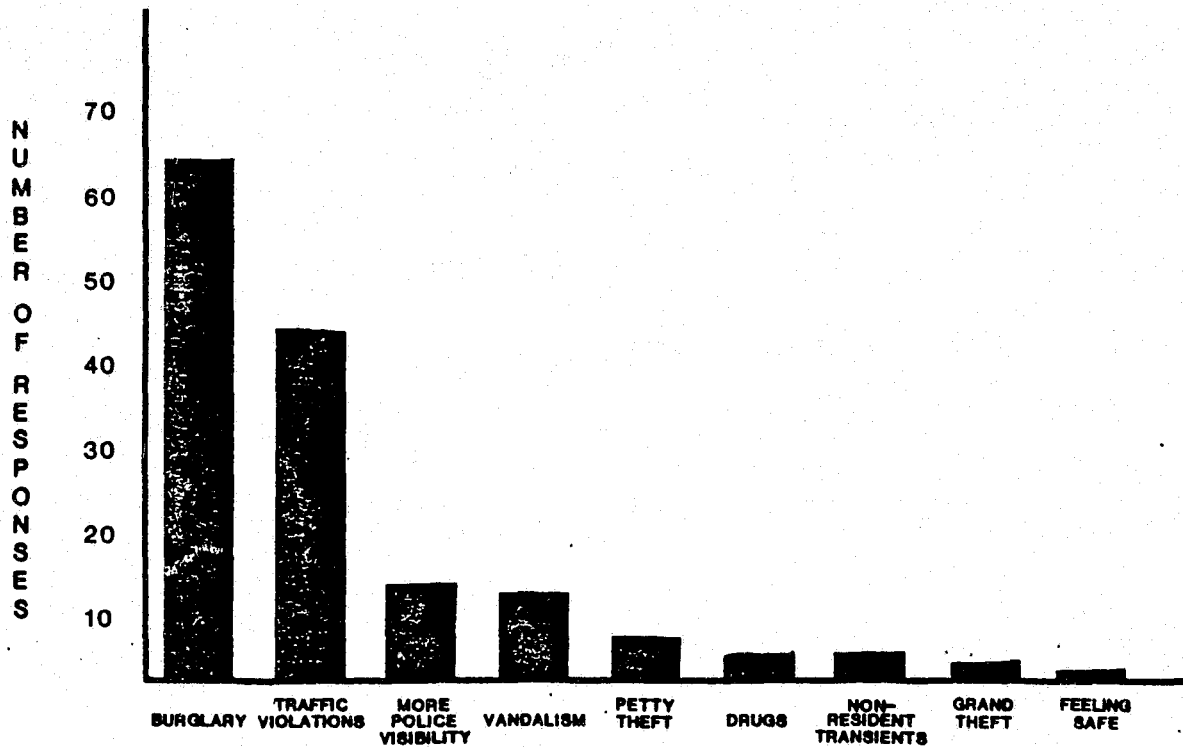


FIGURE 8

Crime/Public Safety Concerns in Neighborhood

The types of burglary that were mentioned were those related to the home in this survey was completed by residents. Many of the residents, however, are presumed to work and shop in Irvine.

The types of traffic violations that were mentioned were of two types. Petty traffic violations were seen as being enforced too strictly. This was seen as bothersome and irritating to the motoring public. However, those violations involving excessive

speeds in the residential areas were seen as a major concern. The primary reason for the latter point is the concern for their children's safety.

The "felt safe" section appears to be misleading. A large number of survey answers expressed the opinion that residents generally felt safe in their neighborhoods, but they desired to see more police visibility in the neighborhoods.

3. What are your suggestions on how the police can best address these problems? The citizens responding gave the following suggestions:

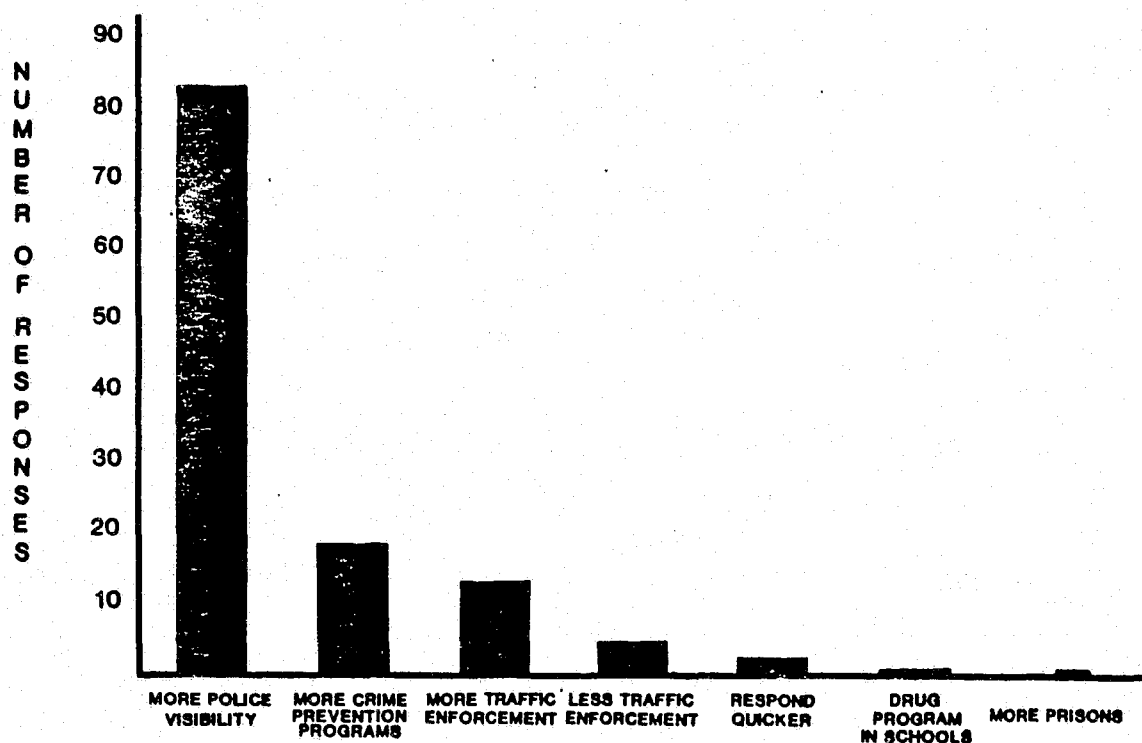


FIGURE 9

Citizens' Suggestions on Crime Problems

Again, the surveys indicated that the public is desirous of seeing more police officers in their neighborhoods, patrolling primarily for burglars and speeders. There was a small percentage that wanted less traffic enforcement and more patrolling.

Crime prevention programs were also mentioned quite frequently with the Neighborhood Watch program being the most often cited. Public education on crime trends and how to protect their homes was also included in these responses. Surprisingly, stricter drug enforcement was not often mentioned.

4. Have you called the police department in the last three years? What were the circumstances?

Yes 80

No 103

Types of incidents that prompted persons to call the police during the last three years were the following:

Accident	5
Alarm	2
Attempted Burglary	3
Attempted Car Theft	1
Auto Theft	2
Barking Dog	1
Burglary	20
Drug-Related	1
Fire	2
Illegally Parked Car	2
Juvenile Problems	4
Neighbors	13
Nuisance	4
Rape	1
Returning Lost Property	1
Runaway	1
Suspect Intruder	9
Suspicious Persons	12

Theft	3
Traffic Problems	1
Vandalism	7
911 Call	1

NOTE: The tally marks in the Yes column do not match the survey total (183) because some participants gave more than one answer. All alcohol-related answers were put in the drug category.

5. Which of these areas should be a priority to uniformed patrol officers?:      1=Least Important      2=Most Important

	<u>Least Important</u>	<u>Most Important</u>	<u>Totals</u>
<u>Traffic Enforcement</u>	71 (47%)	79 (53%)	150
<u>Patrolling Public Facilities</u> i.e. Parks, Trails, Shopping Centers	39 (26%)	114 (74%)	152
<u>Community Relations</u> i.e. Meetings, Foot Patrol, Community Education	95 (65%)	50 (35%)	145
<u>Preventive Patrol</u>	23 (14%)	143 (86%)	166

TOTAL SURVEYS: 183

Citizens surveyed indicated that preventive patrol and patrolling public areas should be of utmost priority to uniformed officers. They were almost evenly split on the issue of traffic enforcement (47% least important and 53 % most important). Community meetings, foot patrol, and community education registered 35% of the citizens feeling that this was most important, while 65% felt it was less important for uniform officers.

6. What geographical area do you live in? This question was asked primarily to verify that responses were received from throughout the city. Data received verified this fact.

### POLICE PERFORMANCE MEASURES

The second portion of the survey dealt with assessing the public's rating of traditional and non-traditional measures of police performance (Table 4). Some of the traditional measures were crime statistics as compared to other cities and emergency response time. Some of the more non-traditional measures dealt with the importance of the chief's philosophy on influencing the officer's actions affecting the department's approach to the media.

The respondent was asked to rate 15 characteristics on a scale of 1 to 5, with "1" being least important and "5" being most important. Each of these measures was meant to reflect a characteristic that could be used by the public or the police administration to do a partial assessment of the police department's performance. These were not meant to be an exhaustive list nor the only means of measuring performance, but rather an inventory of areas important to the public. The results are summarized in Table 4.



TABLE 4

37

## Individual Tally of each characteristics

CHARACTERISTICS(RATING)

	LEAST IMPORTANT (1)	IMPORTANT (2)	IMPORTANT (3)	IMPORTANT (4)	MOST IMPORTANT (5)	NO. ANSWER	TOTAL
1. Selection of the best qualified individuals as police officers.	0	1	16	31	133	2	183
2. The type and amount of training received by officers.	0	1	22	42	114	4	183
3. The importance of the Chief of Police philosophy on influencing the actions of his officers, i.e. aggressive vs. humanistic officers.	0	9	56	60	50	8	183
4. The extend the department is enforcement-oriented, i.e. make arrests, write tickets, etc.	9	16	63	50	35	10	183
5. Training and supervision of officers in their restraint of the use of force and their respect for individual citizen rights.	3	14	45	55	59	7	183
6. A fair and impartial system for investigating citizen complaints of police misconduct.	8	10	68	50	38	9	183
7. The use of outside community resources to fight crime, i.e. neighborhood watch, D.A.R.E. programs, etc.	4	11	54	51	56	7	183
8. The police departments approach to the media.	33	39	58	15	28	10	183
9. How "safe" I feel in my home/business.	7	4	26	46	100	0	183
10. The time it takes an officer to arrive at the scene of an emergency, i.e. robbery, injury traffic accident, etc.	5	2	24	28	117	7	183
11. The time it takes an officer to arrive at the scene of a non-emergency, i.e. crime report for insurance purposes only.	38	36	56	30	23	0	183
12. The officer's demeanor and interpersonal skills in dealing with me as a crime victim, traffic violator or other involved citizen.	6	6	46	56	69	0	183
13. The responsiveness of the police department in attempting to solve a traffic or crime problem in my neighborhood.	1	7	29	64	73	9	183
14. The officer's physical appearance, i.e. condition of uniform, posture, physical fitness, etc.	15	15	74	44	32	3	183
15. Crime statistics and crime rate as compared to other cities of similar size and population.	26	28	48	36	36	9	183

In order to establish a clearer range of responses, the data was clustered with responses in the 1 to 3 range being considered least important, while responses in the 3 - 5 range were considered most important. Due to the fact that a "3" response was counted twice, the survey total exceeded the 183 responses.

TABLE 5

CHARACTERISTICS(RATING)

	LEAST IMPORTANT (1)	IMPORTANT (3)	MOST IMPORTANT (5)
1. Selection of the best qualified individuals as police officers.	17	182	
2. The type and amount of training received by officers.	23	182	
3. The importance of the Chief of Police philosophy on influencing the actions of his officers, i.e. aggressive vs. humanistic officers.	65	174	
4. The extent the department is enforcement-oriented, i.e. make arrest, write tickets, etc.	88	149	
5. Training and supervision of officers in their restraint of the use of force and their respect for individual citizen rights.	62	166	
6. A fair and impartial system for investigating citizen complaints of police misconduct.	86	165	
7. The use of outside community resources to fight crime, i.e. neighborhood watch, D.A.R.E. programs, etc.	69	168	
8. The police departments approach to the media.	130	111	
9. How "safe" I feel in my home/business.	37	172	
10. The time it takes an officer to arrive at the scene of an emergency, i.e. robbery, injury traffic accident, etc.	31	176	
11. The time it takes an officer to arrive at the scene of a non-emergency, i.e. crime report for insurance purposes only.	130	109	
12. The officer's demeanor and interpersonal skills in dealing with me as a crime victim, traffic violator or other involved citizen.	58	171	
13. The responsiveness of the police department in attempting to solve a traffic or crime problem in my neighborhood.	37	166	
14. The officer's physical appearance, i.e. condition of uniform, posture, physical fitness, etc.	104	153	
15. Crime statistics and crime rate as compared to other cities of similar size and population.	102	129	

NOTE: This table is a combination of 1-3 on the rating scale and 3-5 on the rating scale. Totals will not reflect the survey total of 183 because 3 on the rating scale was counted twice.

ANALYSIS

From these tables, it can be seen that the following areas are viewed by the public as being in the important-to-most-important range of responses, which fell primarily in the important to most important:

1. Selection of most-qualified candidates.
2. Type and amount of training.
9. How "safe" I feel in my home/business.
10. Response time to emergency calls.
13. Responsiveness of police department to solve neighborhood problems.

These four areas were solidly in the upper range, while a number of other characteristics were viewed as important, but did not receive as many (five) "most important" responses. These characteristics were:

3. Importance of the chief's philosophy on influencing officer's actions.
4. The extent that the department is enforcement-oriented.
5. Training and supervision of officer's use of force and respect for individual rights.
6. Fair and impartial citizen complaint process.
7. Use of outside community resources for crime prevention.
12. Officer's demeanor and interpersonal skills.
14. Officer's physical appearance.

One characteristic that was very close to being evenly split was area #15, "crime statistics as compared to other cities." Thirty-one (31%) percent of the respondents rated it "1" or "2,"

while forty-one (41%) percent gave it a "4" or "5" on the scale. This fact lends credence to the aforementioned studies which indicated that citizens did not pay that much attention to crime statistics per se and that an administrator basing his department's performance on the F.B.I.'s UCR or clearance rates may be getting a very narrow view of the total picture on performance.

Lastly, two areas that clearly fell in the least important range were:

8. The police department's approach to the media.

11. Non-emergency response time.

Surprisingly, not much importance was placed on the police department's approach to the media. This may have been due to a certain ambiguity in the dimension or may have been the public's reaction to the media. The non-emergency response time results are not startling; these data may indeed serve to validate what most police administrators have intuitively felt, that is, citizens don't mind a time delay on a non-emergency call and understand the priority given to emergency calls.

#### SUMMARY

The value of obtaining input from the population served can yield valuable insight into their needs and perceptions. While administrators have historically been concerned with the efficiency side of performance in fine-tuning available resources to achieve goals, the effectiveness side of this equation

dictates that citizen input also be considered. In this fashion, the service population is constantly monitored to assure that the resources are being deployed in the areas judged best by professional training and experience, giving due regard to citizen input.

Traditional measures of crime statistics and routine response times did not rate the importance to the public that may have been anticipated. Other areas, however, were rated as very critical and are more inner-directed. The selection, hiring, and training of the most qualified individuals for the position of police officer was given great importance. This fact raises serious issues of resource allocation for programs (i.e. training) that show results over the long run and do not lend themselves easily to statistical comparisons or analysis.

Other important characteristics as rated by the public were more outer-directed. How "safe" citizens feel in their homes, and responsiveness to emergency calls and routine problems are areas that require sensitivity and monitoring by the police on a long-term, on-going basis. Again, two of these areas do not lend themselves easily to statistical analysis, while the third, emergency response time, can be captured once it is decided what constitutes the "emergency" vs. the "non-emergency" call.

The wide range of characteristics in the middle area ranges from the chief's philosophy, officer's use of force to use of community resources. Since these areas were rated as important,

they deserves the attention of the police administrators of the present and the future. The evaluation of these characteristics can only be totally achieved by monitoring community feedback. Some statistical tracking can be established for some areas; i.e., the number of citizen complaints, but by and large, others require close monitoring of the service population by the chief in order for him or her to read the success or failure of his/her leadership and administrative skills. To totally remain inner-directed can lead to serious errors as to purpose, while total attention to outer-directed measures can expose the department to control by vocal special interest groups, thus reducing the importance of sound police practices.

### FUTURE SCENARIOS

From the assessment and observations of the expert panel, scanning of available literature, personal interviews, and surveys, several different scenarios can be constructed. Three scenarios follow (exploratory, normative, and hypothetical modes) which project these observations into the year of 1999, as this was the time frame studied by the nominal group panel.

#### SCENARIO NUMBER ONE - THE "PUBLIC SERVANT" SCENARIO

Police departments have come to be viewed as the ultimate public safety providers. Since this is the most readily accessible governmental agency, open seven days a week, 24 hours a day, the public and political leaders have continued to shift additional non-traditional responsibilities to the police departments. Measuring the effectiveness of programs, budgets, and overall operations continues to be a challenge for police administrators. "What measures do we pick?" "Who will be evaluating our performance?" "Do they want enforcement or service?" These questions continue to be wrestled with by departments throughout California.

Because of severe limitations on spending by governments implemented during the mid-1990's, precipitated by the economic disaster of that time, local governments have turned to the police to assume duties heretofore performed by other departments, without providing the police with additional resources. What started as D.A.R.E programs in the 1980's to

combat drugs have evolved into officers teaching ethics and self-esteem classes to students in high school.

Additionally, due to severe budget limitations, police union militancy continued to expand to the point, initially of achieving binding arbitration and finally, of gaining the right to strike of public safety personnel. The county sheriff's office is generally called into the affected jurisdiction under strike until an agreement is achieved. This practice has caused strained relations with the county sheriff's offices statewide. The increasingly diverse ethnic makeup of the population has caused police departments to expand translation services in order to service the new immigrants. Community-oriented mediation centers were established as a direct result of the major racial riot that occurred two years prior in an effort to bring police and minorities together to address their service demands and to talk over their differences. Efforts at minority recruitment continue to lag behind the actual representation of minorities in most communities. In fact, low pay and poor working conditions have done nothing to stop the decrease in qualified police candidates of any ethnic makeup.

Special interest groups such as the powerful seniors' lobby and environmental groups have been successful in pressuring local city councils to provide city services that used to be within the purview of the federal and state governments. The seniors, primarily made up of the middle-class baby boomers of the 80's,



have demanded more protection from "those people." The police have set up meetings within the numerous senior groups in order to alleviate these fears and instruct on crime prevention.

"Quality of life" issues involving the environment have risen to the highest priority with the general public after a major hazardous materials spill killed 2,000 people on a grid-locked freeway in Los Angeles during the evening rush-hour. Placing greater emphasis on traffic facilitation and less on traffic enforcement has created task forces of police, engineers, and environmentalists on how to deal with traffic congestion. Officers are expected to take aggressive action on all observations, not only of hazardous materials being mishandled, but also unlawful smog-alerts and water pollution. Police departments provide food distribution, vouchers, and referrals for the homeless masses of "have nots" disenfranchised by an automated society of information workers. The few remaining unskilled jobs are taken by the steady stream of immigrant labor.

An education gap between top-level police managers and in-coming police recruits continues its widening spiral first recognized ten year earlier. Many of the top police managers who benefited from educational programs during the 1970's are now facing retirement. Finding it exceedingly difficult to deal with new recruits mostly with only high school diplomas, police managers are concerned about the sophistication and professionalism of the police leaders of the year 2010 and on.

SCENARIO NUMBER TWO - "Public Safety Professional"

Due to the growing strength of special-interest groups and the initiative process, the citizens' demands for service competed heavily with the traditional police responsibilities during the mid-to late-1980's. Departments found themselves having to do more with less, a direct offshoot of tax reform initiatives aimed at controlling governmental spending and balancing the budget. Despite these limitations, the public was taking for granted that enforcement duties would be performed in a superior fashion. Now, they were demanding that government take care of the whole arena of public welfare and "quality of life."

Police management, employee groups, and public administrators took the proactive approach that meeting with the various "publics" in their communities in the spirit of cooperation and partnership would facilitate the solution to this dilemma. Law enforcement as a profession accepted the fact that facilitation of the public welfare did include more than just reacting to criminal activity after the fact.

In order to interact with this sophisticated, culturally diverse population, police departments actively recruited female and minority applicants that were not chosen on minimum standards, but rather on high standards of education, maturity, and life experience. Training academies modified their curriculum to include more specialized classes to deal with problems of the homeless and the elderly, race relations, high-tech crime, AIDS

referral for vaccines and treatment, and environmental law and problem solving techniques. A shorter academy for the generalist has created the need for more outside training classes, some provided by private vendors under the close scrutiny of a powerful Commission on Peace Officer Standards and Training (POST).

The role of the police officer in society has matured from the "Dirty Harry," "Starsky and Hutch" models of the 1970's. Officers are viewed as highly professional, well-educated, and responsive to public concerns. New partnerships have formed between the police and community service clubs to address the questions of the needy and the homeless. The police developed new resources to refer cases, but are not actually involved in the distribution of these services.

The enforcement of laws dealing with violent criminals is delegated to small, specialized tactical units that utilize state-of-the art laser technology, crime analysis, and non-lethal weaponry and tactics. The use of deadly force is accepted by the public as a last resort, and public confidence in the police, when it is used, is high. Police service is viewed as a desirable profession and is compensated accordingly. Efforts to recruit minority members into the force have been successful because of this rise in status of the profession as viewed by the public in general and minorities in particular. This was also directly proportional to the sophistication and professionalism

of police departments, acknowledged by minority leaders after the serious, but short-lived, civil disturbance of 1995.

Now that the AIDS epidemic has peaked and is in decline, police involvement has dwindled to include just providing referral services to the numerous medical programs funded during the mid-1990's.

Top-level police management, highly trained and educated through the federal and state programs of the 1970's and 1980's, has lobbied successfully with police unions and city councils to emphasize continuing education of new officers. High ethical, professional, and educational standards were recognized as essential for dealing with the sophisticated and diverse society of the 21st century.

The evaluation of police performance is monitored by sophisticated computer models that measure the quality of all service delivery systems from arrests to the reporting and cost recoveries of hazardous materials incidents. Police managers are expected to constantly monitor citizen input received through community associations and community centers manned by police department personnel in direct contact with the local citizens. Police have joined with the community in forming a partnership to improve the overall quality of life in the community by utilizing available resources of many private and public agencies.

SCENARIO NUMBER THREE - "South Africa," California Style

By the year 1999, California has become the first state wherein the white race has become the minority in all metropolitan areas. "White flight" and a declining birth rate among whites have been major contributing factors. An additional contributing factor has, of course, been immigration, both legal and illegal. A major ethnic conflict that occurred in the summer of 1992 escalated suspicion and hatred on both sides until, at present, the police are viewed as the military arm to maintain white racial dominance.

Due to the decaying economy of the state brought on by a sudden, yet anticipated depression, many local governments have had to disband their police departments completely, leading to impersonal regionalized police forces that can deliver only the bare service level of response to emergency calls. All other service and minor crime calls go unanswered, or citizens handle the situation by "their own means." Youth gangs and resultant vigilante groups have taken control of the streets to such a degree that most towns look deserted after dark.

The low pay and low morale of the regional police departments reached alarming proportions in the early 1990's, paving the way for a law authorizing a strike by public safety employees. The legislature felt that this would placate the police; instead, it has resulted in a spiraling distrust on both sides between management and labor.

In another move to placate the police, substantial salary increases were tried just as a law was passed requiring police to administer quarantine and "sexual contact" ordinances aimed at stopping the AIDS epidemic. Because of the rest of society's inability to deal with the epidemic, the police, as usual, were expected to enforce newly legislated laws against homosexual conduct and "unsafe" sex in the last-ditch effort to stop the spread of the deadly disease. The police have refused to handle those cases, and the threat of recurrent strikes is constantly present. The presence of this distasteful duty has further hindered the recruitment of qualified police applicants.

The more affluent within society have turned to hiring their own private police forces that are better trained and equipped than the public forces. Candidates having the most qualifications opt for private security jobs for these reasons. The great strides made in professionalism during the latter part of the 1980's have been severely retarded even with POST operating on a severely reduced budget. Their duties include only simple registration of basic certificates and background screening, but training funds disappeared long ago.

Citizens are demanding more accountability from the police in ensuring the protection of air and water quality and the transportation of hazardous materials. Severe water rationing and the restrictiveness of air-quality measures have heightened public awareness to an almost fanatical level wherein the public

is demanding prison sentences for violators of water and air laws equivalent to those given murderers and rapists. Police effectiveness is judged to be at an all-time low by public opinion, city councils, and police commissions. The measurement and evaluation of police performance were abandoned years ago, as the police are barely able to keep up with the onslaught of service demands and the deteriorating conditions of inner cities.

Police and city managers now occupy their time as "caretakers" of huge inefficient armies that generate citizen complaints and lawsuits at astronomical rates. In 1999, they sit back in their chairs paralyzed with inertia, waiting to collect pensions and wondering how it all broke down.

#### POLICY CONSIDERATIONS:

The scenarios presented offer differing views of the possible futures of the service concept of police departments. Policy decisions made now and in the near future will dictate and influence the course of the desired future. Considering the input of the panel, applicable criteria, and the scenario most desired (public safety professionals), the following policy interventions were developed:

1. Establish performance measures based upon rewarding not only traditional police duties such as clearance rates and arrest numbers, but also excellence in providing service and facilitating problem-solving by officers. This policy will serve to inculcate the proper balance of enforcement of law

and delivery of service within the line officers' understanding.

2. Establish closer liaison with the public in general so as to continually reassess the police mission in the particular community.

This policy will guarantee that the police are serving the interest of the community as a whole and are not reacting to vocal self-serving interest groups.

3. Pay special attention to special-interest groups so as to anticipate and plan for legitimate service requests.

Since special interest groups form to address some issue, police management should be mindful of these issues and be able to predict the impact on their operation.

4. Continue to actively seek qualified women and minority applicants, stressing obtaining the best qualified and not just filling quotas.

This policy serves to promote trust within and outside the organization, as quality personnel are selected to deal with the forecasted complex issues.

5. Keep continually aware of state-of-the-art technological equipment so as to make operations more efficient and effective. This policy will allow for more to be done with less resources and manpower dollars.

6. Establish guidelines for educating the juvenile population so as not to be involved in training programs police are not qualified to teach. This policy will serve to fix



accountability to the proper party, be it parent, school, or church.

7. Have police chiefs actively serve on advisory boards for academy program to insure that the proper balance of enforcement-related and service-related skills is reached. This policy will serve to keep recruits' expectations on the role of police in perspective.
8. Actively lobby with professional organizations, such as the California League of Cities, P.O.R.A.C., California Peace Officers' Association, etc., in order to define the role of police in dealing with the AIDS epidemic. This policy will allow police departments to guide their destiny instead of being shaped by them.

## CHAPTER TWO - STRATEGIC MANAGEMENT

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

## CHAPTER TWO - STRATEGIC MANAGEMENT

The continual monitoring of internal operations and external feedback from the community served will raise the probability of success for the police administrator of the future. A police department may be able to perform on a technical basis in a superior fashion, but the interaction with the community may be all wrong. Not that the "community" should dictate police operations, as special-interest groups may be the only voices heard from a community and their goals may not be in concert with the overall good of the entire community. More and more, the public's perceptions of the quality of service to them must be of concern to managers of service industries and the professions. Because of the ambiguity that surrounds technical excellence (and the difficulty the client has in appraising it), the personal relationship between the client and the provider takes on great significance in all of the professions. <sup>12</sup>

The need to be "client-centered" is a constant theme of modern management writings. <sup>13</sup> It should be evident that as a service agency, police departments have an almost urgent need to hear this. Many professionals, including police officials, tend to become fascinated by the intellectual challenge of their craft rather than being responsive to their clients. Citizens are mocked for their lack of professional knowledge, disliked because of their incessant demands, and then resented because they control the purse strings through their elected representatives, and hence, the autonomy of the professional. This is especially

true with police departments that have developed a "siege" mentality or "us-against-them" attitude. To the extent that police departments can monitor the service demands of their public and remain responsive to these demands, they will, in the final analysis, remain effective service organizations that are held in high esteem by the people they serve.

What follows is a strategic plan for assessing community service demands as influenced by the trends and events identified by the expert panels. This plan will be developed for the Irvine Police Department, which is a medium-sized department serving a middle-to upper-income population and located within the cutting edge of the Pacific Rim economies. As such, the application to other law enforcement agencies is possible for agencies of similar composition. The identified trends are occurring throughout California and will have impact on all agencies. Again, the application of this strategic plan is dependent upon the similarity to the trend levels and trend-based events for a given community.

In this process of strategic planning, there will be an analysis of the organization's capability and resources necessary to successfully manage its operation. A stakeholder analysis is key, as this serves to identify the primary players in any successful program and ensures that their assumptions and positions on strategies are adequately addressed.

ENVIRONMENTAL ANALYSIS:

This analysis was completed based upon individual interviews with command staff, individual research and insight:

I. Increasing cultural diversity in California:

- Impacts -
1. Increased difficulties in assessing service population due to communication problems.
  2. Increased level of suspicion by immigrants.
  3. Police department compositions lagging behind proportions of minorities.

II. Decreasing quantities of qualified candidates for police openings:

- Impacts -
1. Fewer officers must do more work
    - a. Threat to police morale.
    - b. Opportunity to improve operations i.e. "working smarter, not harder."
    - c. Opportunity for retired personnel, senior citizens, young adults to work in civilian positions, as volunteers, and in cadet programs.
  2. Departments may lower standards
    - a. Threat to profession.
    - b. Opportunity to examine job relevancy of some standards.
  3. Older officers may work longer prior to retirement
    - a. Threat to safety, health, etc.

- b. Increased productivity.

III. The increasing impact/power of special interest groups on public policy.

Impacts - 1. Politicize police operations.

- 2. Officers forced to assume more non-traditional duties.

- a. Drain on resources for traditional services.

- b. Opportunity for increased operations for police department.

- c. Threat to morale.

- d. Opportunity to enhance police professionalism.

- 3. Chiefs must examine and refine political skills.

- a. Threat to independence.

- b. Opportunity for education of special-interest groups to gain support for department.

IV. Increasing awareness and involvement of the public in a broad array of social and political issues.

Impacts - 1. Increased scrutiny of police operations

- a. Threat to accepted police practices.

- b. Threat to autonomy.

- c. Opportunity for education and community support for programs.

2. Demand for police commissions and review boards, etc.
  - a. Interference by non-professionals.
  - b. Opportunity for suggestion on improvement from private sector.
3. Increased opportunity for feedback from community.
  - a. Opportunity to improve public image, service level.
  - b. Opportunity for better pay, resources for department personnel.
4. Officers placed in the middle of social issues; i.e., abortion clinics, nuclear power, sexual freedom.
  - a. Threat of increased injuries.
  - b. Opportunity for increased sensitivity toward differing viewpoints.

V. Increasing sophistication/education of police command-level officers.

- Impacts -
1. Greater ability to deal with a diverse service population.
    - a. Opportunity for improving professional image.
    - b. Threat in not being able to meet high expectations of public.
  2. Widening gap between top-level administration

and incoming recruits with lower educational achievements.

- a. Threat to overall effectiveness of program delivery from line personnel.
  - b. Morale problems for both groups.
  - c. Threat to retention.
3. Increased ability for police manager to secure bigger piece of city budget.
- a. Opportunity for new programs.
  - b. Opportunity for implementing better budget programs.
4. Increased ability of police managers to develop meaningful performance standards and measures.
- a. Opportunity for increased productivity.
  - b. Threat of employee union backlash.

VI. Increasing trend in modern management to be more "client-centered" in service and professional organizations:

1. Police departments must consider community input on performance.
- a. Opportunity for building support.
  - b. Threat of privatization of services due to non-efficient agencies.
  - c. Threat of consolidation or elimination of smaller departments.
  - d. Opportunities to regionalize some



services.

2. Self-examination (on-going) of police operations based upon available resources.
  - a. Opportunity to improve efficiency.
  - b. Opportunity to improve effectiveness.
3. Examination of training academies on what is being taught and what isn't.
  - a. Opportunity for increasing interpersonal skills of recruits.
  - b. Opportunity for victim's rights and sensitivity toward crime victims.
  - c. Opportunity for better human relations skills at line levels.
  - d. Continued need to stress basic law enforcement duties balanced with improvement in service delivery skills.

#### SITUATION

- A. The environment of the City of Irvine is one characterized by rapid and continual change. In recent years since its incorporation in 1971, the city has become home to over 100,000 citizens (700% increase) and major corporate manufacturing and industrial firms. Because of this huge influx of people and businesses, Irvine has become a "bellwether" area for the country pinpointing the way toward new trends in the social, technological, economic, environmental and political

arenas. Since its incorporation, the City of Irvine has been heavily influenced by the University of California, Irvine, because of the number of faculty living in the community and the students attending classes there. This influence has been partially "liberal" in a sense; however, political awareness has been the primary characteristic of the city.

Social causes and issues have become increasingly important to the citizens of Irvine. From the homeless to the "latch-key" kids of working mothers, the city government has attempted to deal with aiding these oftentimes forgotten segments of society. In doing this, the city has said that it will provide service that is not traditionally provided by government at the local level. The net effect of this position is to make less funds available for the operating budgets of city departments, police included. A new day-care center for working families was built in conjunction with the new civic center. Without day care shelters, more juvenile problems are expected, while construction of a homeless shelter may increase calls for service in the area.

Formed recently by the city council, the human rights committee has been studying city policies relating rights of minorities, including Hispanic, Asian, and Blacks, as well as certain religious and ethnic groups.

Additionally, gay and lesbian discrimination is being researched to see if it exists in city procedures as well as equal opportunities for women. Relations between these various groups and the police department have been fairly neutral, in that these special types of complaints have been essentially non-existent, so there is the possibility of improving support within these groups for the police department. The proximity of city government to the leading edge of technological innovation is being enhanced by the creation of "high-tech" and "bio-tech" corporate parks. These parks are attracting corporations that give Irvine the image of a high-tech city, which helps to "sell" technological advances to the politicians. Additionally, many of the people who make up the council, commissions, and citizen groups, use high-tech equipment at their jobs and expect the city departments to do the same in order to operate more efficiently and effectively. The only threat to this progress is the limitation of budget funds.

The economic condition of the city is strong. A steady influx of business, both commercial and industrial, has brought new tax dollars. A recent emphasis on retail business development was precipitated by the realization that retail tax dollars comprise the largest portion of city revenue sources, lessening the

dependence on severely restricted property tax sources. Of course, this rapid growth translates into more service demands being placed on all city departments. Environmental issues are being championed by the controlled-growth majority on the council. Of primary concern is the issue of traffic congestion. Irvine stands at the gateway of three proposed major transportation corridors and can greatly influence the nature and scope of these projects. Additionally, 2 major interstates traverse through Irvine. The impact of the police department on traffic violators and congestion is constantly monitored. Additionally, toxic and radioactive waste transportation issues have impacted operations by requiring the police department to be responsive in preparing emergency plans and transportation routes. A recent city-sponsored trash-recycling program has resulted in an anti-scavenging ordinance expected to be enforced by the police. Decisions affecting open space, zoning, wildlife refuges, and housing density are considered priorities by this council. The extent that these things are endangered will dictate the rate and scope of continued development.

A newly elected 4-1 majority of controlled-growth advocates with a definite social agenda has run head-on into the major landowner, the Irvine Company. While

the Irvine Company wishes to develop to maximize profit, the council, by heavy mandate of the voting public, now seeks to restrict this growth until the quality-of-life issues are addressed. This council recognizes the voting power of the growing senior population and courts their favor by providing a second seniors' center for their enjoyment. This same council recently appointed citizen members to a public safety commission, which ostensibly was to study emergency-preparedness issues but have broadened their scope to examine police department operational areas. This was not done out of distrust for police practices but rather to assess the department's ability to meet service demands. Because of our service orientation, the department enjoys widespread support from its citizens, who are very concerned about maintaining a safe and orderly environment.

B. Organization Capability and Resources (Obtained From Survey-  
See Appendix D and E.)

1. Strengths

Because Irvine is a new and growing city, much of the strength of its police department lies in its young, progressive-thinking people, who do not have outdated bureaucratic barriers to break down. Specific strengths of the department obtained from surveying department personnel are as follows:

a. Personnel

(1) Peace-officer skills

- (a) Seek familiar change and willing to change
- (b) Good technical knowledge
- (c) Good human-relations skills
- (d) Low complaint rate

(2) Management and supervisory skills

- (a) Seek familiar change and willing to change
- (b) Are very responsive to new ideas
- (c) Have relatively young management group (37-45 years old)
- (d) Have high educational backgrounds
- (e) Have good supervisory skills

(3) Benefits

- (a) Excellent pay and benefits
- (b) Low turnover/high morale
- (c) Growth potential high

b. Community Support

- (1) Very responsive to community
- (2) Positive attitude toward public
- (3) Professional image in community
- (4) Strong council support
  - (a) Good equipment and supplies
  - (b) Money for programs provided

- (5) Strong city manager support and confidence

## 2. Weaknesses

### a. Technology

- (1) No systematic basis for expansion of the computer system
- (2) Lack of budget funds prevents total new system

### b. Personnel

- (1) Technical training not coordinated
- (2) Inexperience with hard-core criminals of affluent areas
- (3) Other city staff is young and inexperienced in budget and financial matters
- (4) Management staff reluctant to implement structural change
- (5) Limited ability for specialization
- (6) Civilians occupying positions appropriate for older, sworn officers

### c. Community Relations

- (1) Reactive toward special-interest groups
- (2) Lacking in accountability to community liaison
- (3) No coordinated effort to reach out to groups

## C. Stakeholder Analysis

- 1. Listed below are the stakeholders concerned about the issue of police-performance review by the public:

- a. Police association
  - b. Public safety commission
  - c. City council
  - d. Seniors coalition
  - e. Irvine Company
  - f. Environmentalists (slow growth advocates)
  - g. Homeowners' associations
  - h. Minority rights groups
  - i. City manager's office
  - j. Irvine Temporary Housing (assists homeless in finding temporary housing)
  - k. AIDS victims group
  - l. Finance commission (city commission that oversees departments' budget preparations and recommends adjustments to city council)
2. Assumptions Assigned to Each Stakeholder
- a. Police Association
    - (1) Generally will be protective of members' rights and opposed to expansion of non-traditional roles.
    - (2) Generally will be supportive of community and departmental growth.
    - (3) May advocate labor action in wake of what is perceived as "bad public policy."
  - b. Public Safety Commission
    - (1) Will seek to expand its authority to review



policies.

- (2) Will be amenable to requiring police to perform more non-traditional activities.

c. City Council

- (1) Will be receptive to public demand for more police involvement.
- (2) Will direct police resources in direction of non-traditional roles.

d. Seniors' Coalition

- (1) Generally will be supportive of law and order issues.
- (2) Will demand more police presence in their areas.
- (3) Will vote for council candidates who cater to their concerns.

e. Irvine Company

- (1) Will support council candidates who favor growth.
- (2) Possesses strong public media capabilities.
- (3) Will be supportive of additional freeways and roads.
- (4) Will not be supportive of mass transit.

f. Environmentalist (Slow-Growth Advocates)

- (1) Will push for police involvement in enforcing environmental laws; i.e., clean air, water, toxic waste, etc. .

- (2) Will oppose additional freeways, roads, and development.

g. Homeowners' Association

- (1) Will continue to request police enforcement on C.C.R.'s enforcement.
- (2) Will demand closer involvement of street officers in "neighborhood watch" type programs.

h. Minority Rights' Groups

- (1) Will closely monitor police response when dealing with the minorities.
- (2) Will try to expand hiring of minorities.

i. City Manager's Office

- (1) Will allow police resources to be used in non-traditional roles.
- (2) Will require police to be more responsive to public demands.

j. Irvine Temporary Housing

- (1) Will push for additional assistance by city to find housing for homeless.
- (2) Will encourage through its operation additional homeless to settle in Irvine which, in turn, will increase calls for service.

k. AIDS Victims' Group

- (1) Will oppose enforcement by police of any

AIDS-related quarantines.

- (2) Will expect action by police to calls of discrimination of gays/lesbians or AIDS victims.

1. Finance Commission (Snaildarter)

- (1) May oppose new programs as not being cost-effective due to lack of objective measures.
- (2) Its members will seek redirection of police department resources based upon their orientation, vis-a-vis their council appointments.

#### MISSION STATEMENTS

##### A. Macro-Level Mission Statement

The mission of the Irvine Police Department is:

1. To provide law enforcement and related service to all citizens in a timely, courteous, and professional manner.
2. To provide a safe environment for all residents and business owners through preventive patrol efforts.
3. To provide a safe driving environment for all motorists through the enforcement of the vehicle code and the detection and documentation of all reportable traffic collisions for the purpose of identifying accident-causing violations, thus reducing accidents and traffic congestion.
4. To provide follow-up investigation of all reported

crimes, with the objectives of identifying the offender and recovering stolen property.

5. To encourage liaison with governmental bodies and community groups in order to provide solutions to problems requiring a multi-faceted approach.

All of these services are provided within the working context of the Law Enforcement Code of Ethics, the United States and California Constitutions, and the spirit of the law.

#### B. Micro-Level Mission Statement

The mission of the Irvine Police Department for providing service to all citizens in a non-traditional "client centered" service manner will be:

- a. To provide a cordial attitude in receiving any request for service.
- b. To assess the nature of the request on order to determine the proper agency to handle it.
- c. To refer the citizen to the proper agency if it is outside the jurisdiction of the police department.
- d. To provide assistance if the request falls within the responsibility of the police department.
- e. To work with various groups to educate them regarding the police role in relationship to their own primary responsibility.
- f. To assist the city council and commissions in

developing public policy relative to police response to service-type requests.

### EXECUTION

#### A. Alternative Strategies

A modified policy delphi was conducted, utilizing 10 respondents within the police department command structure. A summation of the suggested strategies is as follows:

Strategy I      Divide the entire city into three distinct areas and establish an "area policing" structure for the police department. Affix responsibility for inter-group liaison to the "area manager" (lieutenant) who would advise the chief's office.

Strategy II      Establish an administrative adjunct to the chief's office (lieutenant's rank) to represent the police department on the various special-interest groups and advisory boards.

Strategy III     Establish a cadre of civilian personnel to handle non-traditional calls-for-service, thus freeing up sworn officers to handle enforcement calls.

Strategy IV      Establish a community services division within the crime prevention bureau to work closely with the community groups.

Feasibility and desirability ratings were completed on the 4 strategies (Appendix F).

B. Analysis and Recommendation

Strategy I - "Area Policing" Concept (Highest Score)

Pros

1. Accountability is affixed geographically.
2. Staff person of lieutenant's rank would be used for liaison work.
3. Good saleability to the city council.
4. Interest groups would have a person to identify and communicate with.

Cons

1. Three "mini" police departments could form within department.
2. Commanders would be partially out of information loop.
3. Field sergeants would need to fill in as watch commanders.
4. Additional training for officers on new structure.

ProsCons

5. Low cost as the existing three watch commanders could transferred into position.
6. Could be implemented immediately with existing personnel.
7. Would actively involve police managers in community problems.
8. Rank of lieutenant is respected by public as having clout to make decisions.
9. Has been successful in past (limited).

Strategy II - Administrative Adjunct Lieutenant (2nd Highest Score)

Pros

1. One person with definite accountability and responsibility.
2. Sufficient rank to deal with public.
3. Good promotional and career opportunity.
4. Would not involve watch commanders in non-traditional duties.
5. Could deal with wide range of people.
6. Report directly to chief.

Cons

1. May be overload for one individual.
2. Need to create new position (\$).
3. Extremely political position.
4. Watch commander may lose touch with groups in the city.
5. Intermediate rank (commander) may feel need to control individual.

Strategy III-Cadre of Civilians to Deal with Non-Traditional Calls Only (Most Polarized)

Pros

1. Inexpensive to fund (salary and benefits).

Cons

1. PD would not be involved in staying aware of policies of the special interest groups (reactive only).



Pros

2. Could hire experts in certain areas.
3. Would be viewed as cost effective by budget commissions and city council.
4. New and innovative approach.
5. Would relieve police officers of service calls to do "real" police work.
6. Could use retire police officers (experience).
7. Would become expert in their respective areas.
8. Could use senior citizen volunteers who know city concerns.

Cons

2. Would insulate police managers from problems in their area.
3. Difficult to recruit trained civilians with this background.
4. No training or POST funding for same.
5. Police involvement would continue to increase in non-traditional areas.
6. Would lack critical enforcement powers.
7. Non-versatile.
8. Community might expect police officer instead of civilian.

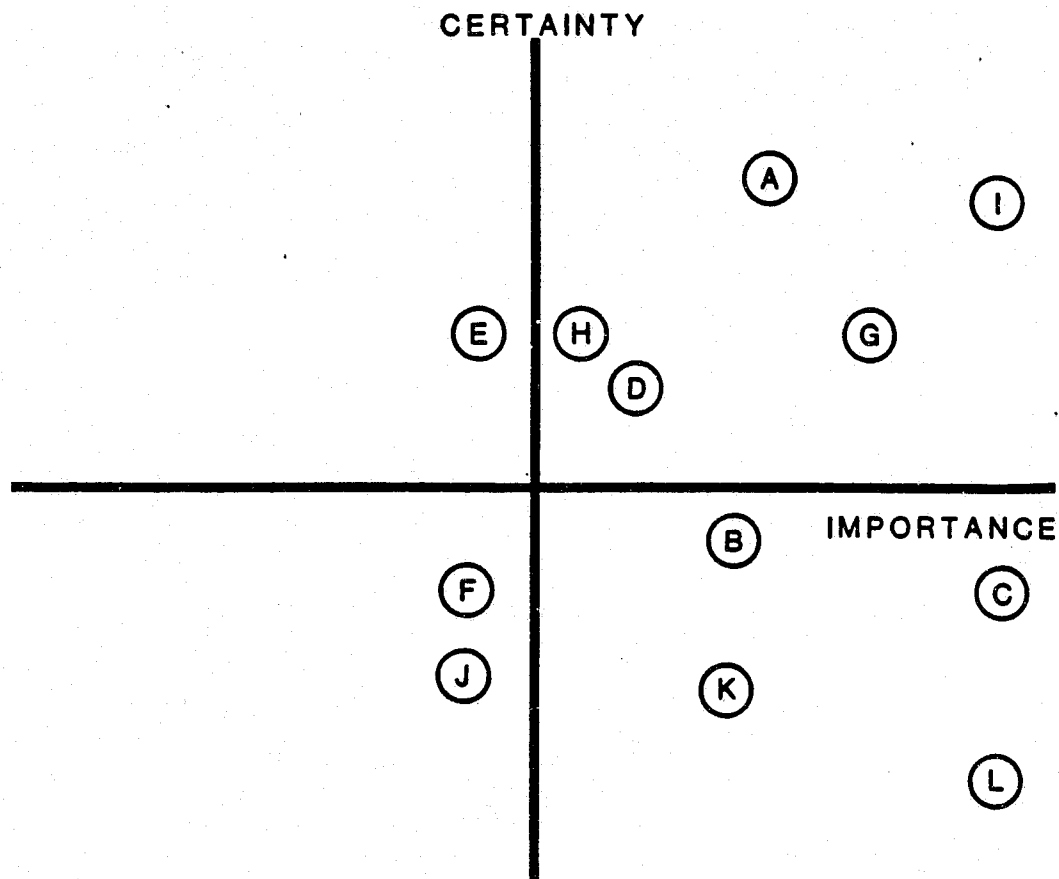
## Stakeholders' position on strategies

Stakeholders	<u>Strategies</u>		
	I	II	III
	Area Policing	Adjunct Lieutenant	Civilian Reps
1. Police Association	For	For	Against
2. Police Commission	For	Split	For
3. City Council	For	Split	Split
4. Seniors Coalition	For	Neutral	For
5. Irvine Company	For	For	Neutral
6. Environmentalists	For	For	For
7. Homeowners' Assoc.	For	For	For
8. Minority Rights Grps.	For	For	Against
9. City Manager's Officer	For	Split	Split
10. Irvine Temp. Housing	Neutral	For	Neutral
11. AIDS Victims Grp.	For	For	Against
12. Finance Commission	Against	Against	For

Figure 10 depicts the stakeholder's positions plotted by assumptions. These assumptions are based upon the opinion of the writer based upon experience with the various groups.

## Suggested Recommendation

Based upon the above analysis, I feel that Strategy I (area policing concept) would be the most cost-effective, efficient, and well-received of the strategies. It would ensure area representation to all groups in the city by way of a single person they could communicate with. The area managers would be selected from the lieutenant's ranks which contains highly educated, astute individuals who would have a good grasp of the city's interests in controversial issues and who would not commit the city to obligations it could not physically or legally perform.



**FIGURE 10**  
**STAKEHOLDERS PLOTTED BY ASSUMPTIONS**

A. POLICE ASSOCIATION  
 B. PUBLIC SAFETY COMMISSION  
 C. CITY COUNCIL  
 D. SENIOR'S COALITION  
 E. IRVINE COMPANY  
 F. ENVIRONMENTALISTS

G. HOMEOWNER'S ASSOCIATION  
 H. MINORITY RIGHTS GROUPS  
 I. CITY MANAGER'S OFFICE  
 J. IRVINE TEMPORARY HOUSING  
 K. A.I.D.S. VICTIMS GROUP  
 L. FINANCE COMMISSION (SNAILDARTER)

This area representative would have the responsibility of meeting with these various interest groups in order to discuss policy decisions and strategy before action is taken, and could influence the direction of a group to favor the police department. This would also provide an early warning system for problems which could be surfacing.

#### ADMINISTRATION AND LOGISTICS

Restructuring of the police department in this fashion would require the approval of the city manager and city council. The increased benefit to the public and the department would have to be illustrated to these policy makers before the change could be made.

Once the change was made, training of personnel in the new structure and their responsibilities would immediately need implementation to convey the idea of "area" responsibility instead of "shift" responsibility. Area managers would need some updating on the city's position on a wide range of issues; i.e., growth, homeless, minority rights, and so forth in order to minimize misunderstandings and conflict.

A media campaign or other effort would need to occur in order for the various community groups to know who their liaison person is and whom they should contact for assistance.

Once these steps were taken, the selected area managers

would need to proactively establish communication with the groups in their area and maintain this communication so that their concerns, and the city's interests would be monitored and balanced.

### Planning System

The current environment of the Irvine Police Department is one of high turbulence with medium to high predictability. This is based upon the following observations:

1. The city continues to grow rapidly placing more and more diverse demands on the city services (high turbulence, average predictability).
2. Recent shortfall in anticipated city revenues has caused cutbacks in service levels (high turbulence, high predictability).
- 3.. Low turnover in personnel (low turbulence, high predictability).
4. Social issue groups; i.e., homeless, minority rights, etc., have become more vocal (medium turbulence, medium predictability).
5. Funding of department operations is scrutinized more and more by outside finance commission and newly formed police commission (high predictability, medium turbulence).
6. Police association has not become involved in nature of calls for service as none have presented unknown danger to members, yet, i.e., AIDS (high predictability, low

turbulence).

7. Enormous opportunity to generate public support of police department by communication and proactive response to problem solving (high predictability, medium turbulence).
8. The idea of non-traditional demand for service is not new; however, the nature of the calls continually change (high predictability, high turbulence).

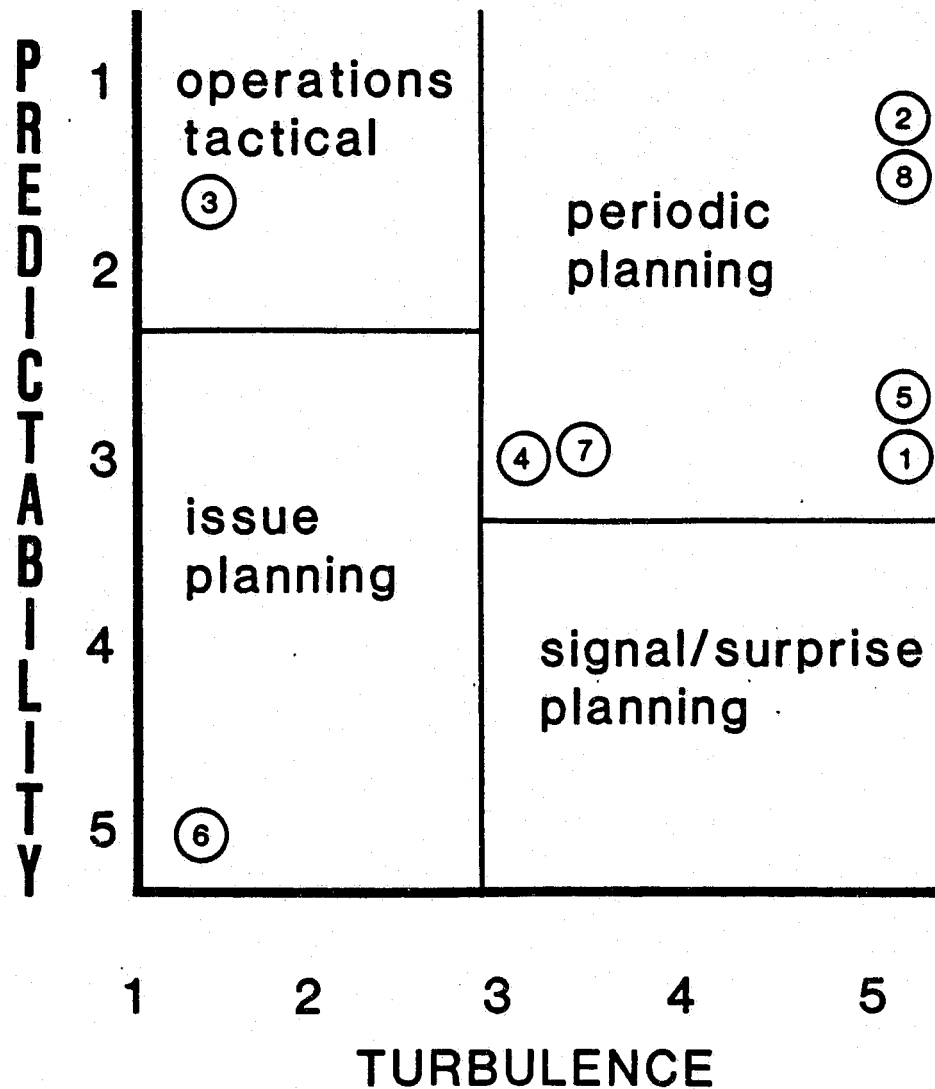
Upon graphing these observations of the environment vis-a-vis issue, a periodic planning system appears to be the most useful in implementation and administration of the desired strategy decision (Figure 11). Most observations were highly turbulent with high predictability. The critical link is the latter, in that implementing a strategy as suggested (area policing concept) will allow for early detection, monitoring policy maneuvering, and agreement on issues that the police department will have to address in the future.

In conclusion, the implementation of an "area concept policing plan" would affix responsibility to a specific position for the monitoring and delivery of service in response to demands for non-traditional services. Due to the size of the city and the number of interest groups, the city would be divided into areas with one person in each area (area manager) who these groups can relate to and communicate with. This should serve to instill a feeling that there is equal representation with these groups on matters important to the police department and city government.

Instead of reacting to the steady onslaught of new service requests, this plan would allow police managers to anticipate problems before they become crisis, and participate in the policy formation of these groups, in order to protect the interest of the City and deliver quality service whenever possible.

FIGURE 11

## PREDICTABILITY AND TURBULENCE



### LEGEND

- |  |   |
|--|---|
| 1. INCREASE IN CALLS FOR SERVICE         | 5. DEPARTMENT BUDGET SCRUTINIZED MORE CLOSELY |
| 2. SHORTFALL IN CITY REVENUES            | 6. INVOLVEMENT OF POLICE ASSOCIATION          |
| 3. LOW TURNOVER IN PERSONNEL             | 7. PROBLEM SOLVING ABILITY OF THE DEPARTMENT  |
| 4. SOCIAL ISSUE GROUPS BECOME MORE VOCAL | 8. CHANGING NATURE OF CALLS FOR SERVICE       |



### CHAPTER THREE - TRANSITION MANAGEMENT

A description of a management structure for a planned transition from limited community input to one of active community-oriented policing.

### TRANSITION MANAGEMENT

In an effort to meet the challenge of providing quality police services in a dynamically growing community, an area policing model was proposed as the strategy of choice. This model would enhance area representation to all groups in the city by way of a single person the citizens in each area could directly communicate with. This area representative of lieutenant's rank would have the responsibility of meeting with these various interest groups in order to discuss policy decisions and strategy before action is taken. This person could influence the direction of a group to favor the police department's position on an issue. This system would also provide an early warning system for problems which could be surfacing.

### KEY NEGOTIATION COMPONENTS

Key components of the negotiation strategy which are firm and not subject to change are:

1. The area head must be of lieutenant's rank.
2. Additional supervision in the field must be provided for in the way of additional promotions or changed job responsibilities.
3. The area representatives must have sufficient autonomy to make decisions and commitments for the department without constantly having to "check in" with superiors.
4. Flexible scheduling must be provided to the area representative so that night meetings and daytime

commitments do not conflict.

5. Sufficient manpower based upon allocation studies must be provided to each area.
6. The area head must have the authority to say "no" to unreasonable demands.

Key components of the strategic plan subject to negotiation and/or change would be as follows:

1. Additional supervision in the field could be provided by either appointing new sergeants or authorizing more supervisory authority for the senior officer rank.
2. Area representation based upon geographic boundaries is preferred; however, representation by group assigned to specific individuals could be explored.
3. Scheduling of meetings to accommodate diverse needs of groups could be discussed.
4. Plan could allow for patrol implementation now on a trial basis, with full implementation upon critical analysis of the benefits of the plan.
5. The authority to make absolute final decisions would rest with chief's office, of course. However, city council direction could be subject to change; thus, the chief's office must be willing to renegotiate decisions.

#### IDENTIFICATION OF STAKEHOLDERS' NEGOTIATION POINTS

Stakeholders identified as being in favor of the selected strategic plan include the city council and the chief of police. The opposed stakeholder is identified as the citizen finance

B. Chief of Police

1. Non-Negotiable Points

- a. His overall policy direction must be strictly adhered to.
- b. All of the citizens' concerns must be listened to, accompanied by a timely response.
- c. Will expect regular direct communication on currently emerging issues.
- d. Will expect a strong public relations stance vis-a-vis department image.

2. Negotiable Points

- a. Will be open to new and innovative approaches and programs.
- b. Will allow limited autonomy for area representatives.
- c. Will allow some flexible scheduling.
- d. Will agree to provide only limited direction regarding tactical operations.

C. Citizens' Finance Commission

1. Non-Negotiable Points

- a. Policy direction of city council must be adhered to.
- b. Any new program must be results oriented with measurable objectives identified and accounted for.
- c. Sufficient funding must be available now.

- d. The right will be reserved to review progress of the new program and make recommendations regarding future funding.

2. Negotiable Points

- a. Will not set tactical response policy.
- b. Will consider new goals and objectives if they are measurable.
- c. Will not attempt to set its own policy direction.

Because of the philosophical stance of the city government in Irvine, the utmost priority of all three groups will be responsiveness to citizen concerns. This has been the cornerstone for municipal services since the incorporation of the city in 1971. The manner in which the law is enforced is as important as the laws which are enforced. Enforcement is not the only goal for public safety. Service in the way of counseling, referral, traffic facilitation, crime prevention, and a myriad of other services are expected from the police department.

Another important priority of all three stakeholders is the solicitation of citizen involvement in a truly democratic fashion. The existence of numerous citizen commissions which advise the city council attests to the importance attached to this input. Therefore, a partnership must exist between the public and the various city departments.

The current majority of the council has a definite social agenda which it has emphasized and gained public support for. This

social agenda includes aid for the homeless; limited growth and preservation of open spaces; protection of the rights of minority groups, which include illegal aliens, racial minorities, women, gays, and lesbians; day care for children of working women; anti-nuclear and anti-pollution positions; hazardous waste containment and control; and limiting the construction of new freeway development.

The majority on the city council has demonstrated its ability to gain widespread voter approval and appears to be in control of city government for the foreseeable future. Any department in the city which hopes to be successful must take into account the above mentioned philosophical directives and social agendas.

#### NEGOTIATION STRATEGIES AND TACTICS

"Negotiation" was defined as "the art of arriving at an objective through the process of compromise and accommodation." Gerard I. Nierenberg defined the negotiation process as occurring "whenever people exchange ideas with the intention of changing relationships, whenever they confer for agreement...". The objective of Section III is to find that common ground of the three major stakeholders involved or having an influence upon the proposed strategic plan outlined in the introduction. Following is an assessment of each stakeholder's needs and the identification of motives and desires that must be addressed during the negotiation process. The nature of these needs, motives, and desires will dictate the strategy and tactics most

likely to result in a successful negotiation.

A. City Council Negotiation

The uppermost need of the city council is to assure that its constituents' feel that their concerns and problems are taken care of and that the police department is responsive to them. This is a survival need as each council person wants to be reelected or wants public support for his or her programs. This is both interpersonal and inter-organizational when the individual council members interact as a body with other groups in the city.

The police department (negotiator) also has needs for survival, in that the cooperation and support of the public is needed to effectively police a community. Therefore, working for the city council needs and the negotiator's (police department) needs would be the preferred application of the needs theory of negotiating.

The area representative plan would provide the public with one person, whom they could identify with the police department. Instead of a large, impersonal bureaucracy, there would be my area lieutenant, Lt. Jones, for example, that an individual or group could go to for assistance. Additionally, accountability would thus be affixed to this representative so that feedback on the issue would be assured to the citizen. This point would be stressed strongly to the council, as well as to the other

stakeholders.

Accountability would flow in the other direction through this representative in regards to the policy direction of the council. The council would be shown that it would have not only the chief of police to assure that council policy was adhered to, but also an area representative whose responsibility it would be to assure that policy was being followed at the street level.

From the political and financial standpoint, the strategy would involve demonstrating that, because this concept would make the police department more responsive to the public's needs, it is truly moving the department into becoming a customer service organization. This can be shown to be a cost-effective, proactive method of providing community service instead of continually reacting to crimes already committed. Working with community groups, the area representative would stress crime prevention programs that help keep citizens from becoming victims in the first place, instead of spending funds trying to catch criminals after the act. Financially, helping the citizens protect themselves could translate into fewer officers being needed per thousand population, leading to smaller budgetary figures, which politically could be sold as efficient and effective use of city funds.

Because of training, experience, and respect for rank by the



public the rank of lieutenant would be needed as administrators to fill the representatives' positions. This would assure the negotiator of winning this key component. With this rank would also come the finesse needed to deal with a wide range of groups with the consummate authority to make important decisions and to commit the department to action, when appropriate.

Individual tactics would include participation and association of outside groups that have had successful dealings with individual lieutenants in the past to support this concept. Their testimony on behalf of the group would go far with the council.

Additionally, other departments have used this concept, as did Irvine at one time, and this could be stressed as a random sample of previous successes of the plan.

With the authority imparted upon these representatives, a certain amount of responsibility and trust would necessarily follow. The ability to set policy in limited areas, flexible scheduling for meetings, and special enforcement actions without prior approval or notice would be bracketed into the final stages of the negotiation with the council.

B. Chief of Police

The chief of police is seen as a potentially important advocate of this plan. His needs are for survival, esteem,

and self-actualization both at the interpersonal and inter-organizational levels. In order to assure his professional and financial survival, he knows that council policy must be adhered to. Additionally, he also knows the service orientation of city government and the philosophy of customer service and satisfaction. By our adopting this plan, it can be shown that he would have a fixed number, probably three area representatives, who would be responsible to "sell" his interpretation of council policy and his own special programs and philosophy.

Since the chief is proactive and futures-oriented, he would be sold on the fact that these representatives would be able to identify emerging trends and issues before they became crises brought before the council by an angry group. These issues would be brought to him with recommendations by the area representatives so that a strategy could be worked out on how to solve the problem for the citizen or group. This would aid in budgetary planning if this identified need involved additional equipment, training, or resources for the future.

Since the chief does not have time enough in the day to meet with all the community groups, area representatives would take up this slack in presenting the department to the public. Currently, the department does not have members meeting on a regular basis with service clubs and advisory

boards, and the creation of these three positions would fill the chief's need for an active public relations program (survival and self-actualization needs).

Frequently, one sincere individual presenting a well-prepared statement can outweigh a litany of groups presenting diverse, unfocused opinions. Representative successes of this program would be delineated for the chief's office to show him that the concept can work effectively in this city also.

C. City Finance Commission

A needs assessment of this citizen's commission (appointed by city council members) reveals that they have to be convinced that the funds are readily available for implementation, that results can be measured, and that they have scrutinized a program to the most minute detail. It acts as an advisory body primarily; its very existence depends upon expert presentation to the council of support or opposition to the projected budgetary increase of a new program. Since the area representatives would come from the existing lieutenants who now serve as shift commanders, additional supervisory positions would need to be created to fill the vacancies. These positions could be filled by individuals with sergeant's rank. For this commission to approve this outlay of funds for additional personnel, sufficient justification must be shown to satisfy its need

to appear "cost-conscious" and "financially prudent" (esteem needs) at the interpersonal and the inter-organizational levels.

Since creation of three new supervisors would be of substantial cost (approximately \$240,000 year), the tactic of choice would be to suggest upgrades of existing officer personnel so that only the difference between sergeant's and officer's pay would be the net amount of increased funds (approximately \$30,000). Since the concept of the area representatives is highly crime-prevention-oriented, the loss of three officer positions would be mitigated by prevention efforts and not enforcement efforts. If it was seen that crime rates increased dramatically because of the loss of these three positions, the finance commission could phase back the three officer positions over a gradual period of time. This would assure that the program would be started today and future resources, with the continual growth of the city, would pay for additional officer positions.

An additional need of this commission is the requirement that city council policy and priorities are adhered to. Since each council member appoints one member to this commission, there is, of course a correspondence of perspectives. Commission members, therefore, are committed to public service over simple enforcement and are also

committed to a definite social agenda of assisting the homeless, assuring minority rights, and controlling environmental quality. The same tactic of setting accountability and responsibility for these policies and directives with a fixed number of identifiable ranking members of the police department would be used on the commission members also. If these policies and directives were not being implemented or followed, the commission would know where to point the finger in order to assure compliance or improvement in an area. This is easier and more efficient than trying to hold just the chief responsible for the bureaucracy of the department.

In order to satisfy the need of this group to have measurable results (need to know and understand), community surveys regarding the quality of police service could be provided to them to aid in gauging the program's success. Since there are no statistics for the crimes you prevent, a strong crime prevention orientation does not always result in dramatic reductions in crime rates. Since this community expects service over strict enforcement (the overwhelming proportion of an officer's activities being involved in service), a survey of the community in the form of random samples could paint a very positive picture of this program. A measurement of citizen satisfaction could be created which would provide objective feedback on the efforts of the individual area representatives. Of course, reductions in

overall crime rates would eventually be factored into the goals and objectives of the department's operating budget.

This "common ground" agreeable to all parties must take into account responsiveness to citizen concerns, citizen involvement in problem solving, public relations images, and the commitment of all parties to this negotiation process. The concept of the area representatives or area policing is not new; however, the emerging emphasis on customer satisfaction in the private sector and then its adoption into the public sector is new. This program is designed to address the public's concerns, affix accountability for results, and act as a continual monitor on the pulse of the community. Presenting the program to the various stakeholders in this light is sure to create a "win-win" situation for all.

#### THE CRITICAL MASS

The "critical mass" is the organization, group, or individuals who have an interest in or are affected by the future trends, and whose influence could make or break the plan. The success of this project will ultimately hinge on the degree of commitment or resistance each member of the critical mass exerts on the decision.

The "critical mass" in this project consists of the following:

1. Chief of Police
2. Field Services Commander



NARRATIVE ASSESSMENTChief of Police

The chief of police has always been supportive of the concept of community-oriented policing. The Irvine Police Department was implemented in 1975 with an area manager concept which, unfortunately, had to be disbanded several years later due to budgetary cuts. His commitment to this plan would require that he help the change happen by guiding it through the various commissions and obtaining the final approval from the city manager's office. Since this change would be viewed as an improvement in community relations, the only other major selling point would be establishing its cost effectiveness.

Field Services Commander

Since the area managers would be reporting directly to this individual, it would be his ultimate responsibility to monitor and develop the program. Coupled with this responsibility should be a strong commitment to see change happen. His first step would be to establish a task force to study model programs and establish duties, responsibilities, and performance measures. As such, he would assume the role of active facilitator and would be the ultimate authority in making the change happen. The area managers would be his staff and would actually interact with the community; however, the final responsibility of running this division rests with this individual.



Assistant City Manager

Since this individual exerts functional supervision over the police chief and police department, his commitment and support would be integral in building consensus for the change with the city manager, mayor, and two listed commissions. His commitment would need to be moved from letting change happen to helping change happen.

City Manager

The city manager's commitment level is fairly stationary as he must give his approval but need not actively work for its implementation. If the management team below has performed its duties properly and built consensus for the program, the city manager should be comfortable with the change when it is properly presented. His support of the program when queried by the mayor and others is essential.

Chairman-Public Safety Commission

This commission functions to advise the city council on issues of public safety, but cannot directly give orders to the police department. A presentation to this commission would be minimally required so as to demonstrate the benefits of the program. Once its understanding of the program is complete, their approval in recommendation form to the council would help to assure success.

Chairman-Finance Commission

This commission serves to advise the city council on matters of a fiscal nature. Since this program would entail an increase in

expenditure, its level of commitment would be initially non-existent and could actually take the form of active blockage to the change. Therefore, the field services commander would need to have justifications, performance measures, standards, and cost analysis firmly worked out for presentation to the commission. Such measurements as citizen surveys, response times, reduction projections, and prevention efforts are difficult to equate in dollars and cents. How these measures can be shown to increase the service level to the community will be the selling point to move this commission to letting this change happen. Its favorable recommendation to the council would be very influential.

#### Mayor

The mayor's office is vitally concerned about service to the community as a whole. This project in concept should be acceptable to him in that any program which serves to monitor the concerns of his constituents can only be viewed as positive affirmation of representative government. His commitment to letting change happen on this project would be a minimum requirement. His active support would be an added benefit.

#### TRANSITIONAL 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 original task force manager, the field services commander.

This individual has been intimately involved with the project at each step in the process and possesses the knowledge and expertise of the major issues and concerns of top administration and the rank and file. This person possesses also the management abilities and personal skills to use influence effectively and keep conflict to a minimum.

While he does have a large stake in the success of this project, that same personal involvement will ensure that someone has the physical energy and stamina to see the change through to fruition.

Dealing with the issues on the operational level, this person has an appreciation for the "dissatisfaction with the status quo," with a clear vision of what the future state will be and what can be achieved. These goals are in concert with top management's policy direction of assuring the quality police activity that can be measured and given as feedback to the officers in an effort to manage and optimize productivity.

Responsibility for the transitional state is thus affixed to this one manager. This final responsibility to "fix" this dissatisfaction rests with the field services division commander, so he is obviously personally involved and committed to seeing the transition flow smoothly.

A pivotal work group in the transitional state will be the lieutenants since they (three in number) will be administering

the day-to-day operations in the field, conducting inspections for compliance, and managing the sergeants. The transitional project manager can exert the necessary influence to help them understand the new program, and because he is assigned to field services and not some staff position outside this operational group, he will be able to closely monitor the implementation and transition of the change. Due to his position in the hierarchy, he has the clout to influence the transition and the hands-on knowledge of its progress and will be able to make adjustments or modifications when needed and in a timely fashion.

The transitional manager must be the focal point for the change. He would be looked at for information, support, and resources by the transitional units and thus would be easily identified as the "project manager" or "expert" in this area for the department. While this presents some danger of tunnel vision and project over-protectiveness, this person should possess the interpersonal skills to keep these conflicts at a minimum.

The establishment of a responsibility charting matrix would be an excellent tool in ensuring that 1) all key sub-parts were included, and 2) the individual responsible for each sub-part was held accountable for its completion. This creates a structure or road map for the implementation manager to follow to keep the change moving forward and not breaking down due to non-compliance or organizational inertia (Figure 13).

## RESPONSIBILITY CHART

R = Responsibility (not necessarily authority)  
 A = Approval (right to veto)  
 S = Support (put resources toward)  
 I = Inform (to be consulted)  
 - = Irrelevant to this item

## Actors

Decision	CHIEF OF POLICE	FIELD SERVICES COMMANDER	LIEUTENANTS	ASSISTANT CITY MANAGER	PUBLIC SAFETY COMMISSION	HOMEOWNER'S ASSOCIATIONS	BUSINESS COMMUNITY	CRIME ANALYSIS UNIT	CRIME PREVENTION UNIT	RECORDS AND LOGISTICAL SUPPORT						
CREATE IMPLEMENTATION TEAM	A	R	S	I	I	-	-	I	I	I						
REVISION OF DRAFT PROPOSAL	A	R	S	-	-	-	-	I	I	S						
TRAINING OF MANAGERS	A	R	S	-	-	-	-	S	S	S						
COUNSELING OF SERGEANTS	I	A	R	-	-	-	-	S	S	S						
MEETING WITH CITIZEN REPS.	I	A	R	I	I	I	I	S	S	S						
ANALYSIS OF CITIZEN INPUT AND CRIME ANALYSIS	-	A	R	-	-	I	I	S	S	S						
MONITORING OF PROGRAM	I	R	S	I	I	I	I	S	S	S						

FIGURE 13

Since this new procedure system and form will completely replace the old, a certain amount of structure is built into the change that forces compliance. It becomes imperative that the chief of police reissue a policy statement regarding the quality, quantity, and content of police performance expected of his officers. This should also contain a statement of the future vision as he sees it so that officers have a clear understanding of the ultimate objective of the police department.

### CONCLUSIONS AND RECOMMENDATIONS

No longer can the chief be content with only "fine-tuning" the internal operation of his or her department. While this is extremely important for purposes of efficiency, being externally or client-oriented is also taking on a greater role for law enforcement agencies as it has in private sector service industries. The overall effectiveness of the organization is becoming dependent upon reading this external environment and adapting to it.

The standards for evaluation of police service in the future are therefore two-fold. First, the traditional measures of crime statistics, clearance rates, arrest records, etc., will remain part and parcel for the evaluation of the internal side of the operation. While the study showed in the survey that the public was only moderately interested in these measures, it is apparent that since they can be easily quantified, reliance on them as justification for additional personnel and equipment will remain a viable strategy for the future administrator.

The second dimension, the external evaluation, is increasingly becoming more important. Where once the public felt the police should go out and make arrests only, they have now expected the police to be more responsive to individual problems in their neighborhoods and to proactively solve these, utilizing other available resources and strategies aside from the powers of arrest. The evaluation of this service dimension is more

difficult to quantify as these issues deal with quality service. The traditional structure of the modern police department must make allowances for the input of the community. While the term "public relations" can take on a negative connotation if merely used to present a facade, it can be a powerful tool for an administrator in directing his department and ensuring his professional survival. Whether the futures-oriented administrator selects one of the three recommended strategies or develops another configuration, one element remains key: being client-centered. As the trend toward more citizen involvement in social issues and reviewing bodies continues to grow, the astute administrator must continually monitor these various "publics," assess their various concerns, select the most appropriate based upon the ever-changing realm of responsibility and adapt the internal operation to solve the legitimate concerns.

Several areas for recommended further study that could not be addressed in this presentation are as follows:

1. Development of performance evaluation systems for line officers that better assess the quality of their service delivery, thereby rewarding by positive feedback officers' actions that contribute to the department's overall mission.
2. The measurement of the power and influence of special-interest groups in shaping departmental policy.
3. Readjustment to basic academy curriculums to better prepare recruits to be more responsive to crime

problems. More emphasis on utilizing community resources and responsive problem-solving tactics, while maintaining excellence in teaching technical skills is paramount.

4. Tie performance measures to budgets so that identified legitimate concerns of the public can be addressed and departments can be fairly assessed on their performance of these newly emerging tasks.

Police departments of tomorrow will certainly employ new technology to combat the ever-changing trends in criminal conduct. The cars will be different, the communications systems will change, and the organizational structure will be experimented with. The one constant variable, however, is the needs of the public, and the ability of a department in meeting these needs, whether crime-related or not, will decide the success of that department in particular and the reputation and future of the police profession as a whole.



## APPENDIX A

LIST OF EMERGING TRENDS

1. Cultural/Ethnic shifts increases to California
2. Increase in private enterprise interest in law enforcement
3. Union activism of public safety sector employees
4. Greater participation in referral and placement of homeless
5. Increasing number of women in work force
6. Aging of population
7. People able to work longer
8. Computer utilization age
9. Changes in transportation needs will increase
10. Latch-key children come of age
11. Liberalized work ethic
12. Public safety services via cable networks
13. Reduction in public funding sources
14. More stringent application of criminal law
15. Citizens paying for increased service
16. Increased white collar crime
17. Alternative jail systems
18. Liability trends
19. Increased need for day care
20. Increased use of centralized banking
21. Inability to reverse drug use
22. "Echo" boom
23. More residential concentrations
24. More mediation and problem solving by police departments
25. Increased educational level of police officers
26. Administration of food distribution and aid to public, homeless and needy
27. Return to 60's social issues, i.e., environment, race, peace, etc.
28. Fewer unskilled jobs
29. New alternative revenue sources
30. Pay parity - comparable worth increases
31. Introduction of profit motive into police department
32. Police rating of consumer security equipment
33. Increased need for affordable housing for workers
34. More single parent families
35. Special interest politics - less negotiating
36. Greater reliance on legal opinions and attorneys
37. Growing disparity between haves and have-nots
38. Increasing pressure on quality of life issues, i.e., traffic, air quality, open space, hazardous materials, military overflights
39. Textbook management (management by theory)
40. Increased technology
41. More local autonomy of city governments

## APPENDIX B

CRITICAL EVENTS

1. Economic depression hits California
2. Legal decision regarding A.I.D.S. requiring law enforcement to administer quarantine, transportation and transmission of A.I.D.S. by victims of disease
3. Race/ethnic conflict in California
4. First application of capital punishment
5. Social security law passed for public employees contribution
6. Voice activated computer in police car
7. Civil War in Mexico
8. Nuclear disaster at nuclear power station
9. Increased taxation law on business causing recession
10. Terrorist incident in California
11. Minimum selection and training standards established for non-sworn employees
12. Mandatory child care legislation established
13. Another amnesty law increases Latino population and representation
14. Laser technology breakthrough
15. Public safety employees authorized to strike
16. Election of conservative Republican president
17. Nationalized identification card
18. Citizen revolt against technology
19. Supreme Court decision rolling back "Miranda" and exclusionary rule
20. Election of liberal Democratic president



# IRVINE POLICE SERVICE SURVEY

PLEASE COMPLETE BOTH SIDES OF THIS SURVEY FORM AND RETURN IT IN THE ENVELOPE PROVIDED BY FEBRUARY 20, 1989.

1. WHAT DO YOU FEEL IS THE MOST SERIOUS CRIME/PUBLIC SAFETY PROBLEMS IN IRVINE?

---

2. PLEASE TELL US ABOUT CRIME/PUBLIC SAFETY CONCERNS IN YOUR NEIGHBORHOOD.

---

3. DO YOU HAVE ANY SUGGESTIONS ABOUT HOW THE POLICE CAN BEST ADDRESS THESE PROBLEMS?

---

4. HAVE YOU HAD TO USE OR CALL UPON THE POLICE DEPARTMENT IN THE LAST THREE (3) YEARS?

YES \_\_\_\_\_ NO \_\_\_\_\_

IF SO, FOR WHAT? \_\_\_\_\_

---

5. WHICH OF THESE AREAS SHOULD BE A PRIORITY TO UNIFORMED PATROL OFFICERS:

1 - LEAST IMPORTANT      2 - MOST IMPORTANT

\_\_\_\_\_ TRAFFIC ENFORCEMENT

\_\_\_\_\_ PATROL OF PUBLIC FACILITIES (PARKS, TRAILS, SHOPPING AREAS, SCHOOLS)

\_\_\_\_\_ COMMUNITY RELATIONS (MEETINGS, FOOT PATROLS, COMMUNITY EDUCATION)

\_\_\_\_\_ PREVENTATIVE PATROL (PATROL CAR PRESENCE)

\_\_\_\_\_ OTHER (PLEASE SPECIFY \_\_\_\_\_)

6. WHAT GEOGRAPHICAL AREA DO YOU LIVE IN? i.e. VILLAGE OR TRACT. \_\_\_\_\_

APPENDIX C

(OVER PLEASE)

THE FOLLOWING IS A LIST OF CHARACTERISTICS THAT CAN BE USED TO MEASURE THE QUALITY OF A POLICE DEPARTMENT. PLEASE RATE YOUR OPINION OF EACH ON A SCALE OF 1 TO 5 WITH 1 BEING LEAST IMPORTANT AND 5 BEING MOST IMPORTANT; THEN, PLEASE LIST WHAT CHARACTERISTICS YOU WOULD USE TO MEASURE THE PERFORMANCE OF YOUR POLICE DEPARTMENT.

CHARACTERISTICS	(RATING)					
	LEAST	IMPORTANT			MOST	
	IMPORTANT	(1)	(2)	(3)	(4)	(5)
- SELECTION OF THE BEST QUALIFIED INDIVIDUALS AS POLICE OFFICERS.						
- THE TYPE AND AMOUNT OF TRAINING RECEIVED BY OFFICERS.						
- THE IMPORTANCE OF THE CHIEF OF POLICE PHILOSOPHY ON INFLUENCING THE ACTIONS OF HIS OFFICERS, I.e. AGGRESSIVE VS. HUMANISTIC OFFICERS.						
- THE EXTENT THE DEPARTMENT IS ENFORCEMENT-ORIENTED, I.e. MAKE ARRESTS, WRITE TICKETS, ETC.						
- TRAINING AND SUPERVISION OF OFFICERS IN THEIR RESTRAINT OF THE USE OF FORCE AND THEIR RESPECT FOR INDIVIDUAL CITIZEN RIGHTS.						
- A FAIR AND IMPARTIAL SYSTEM FOR INVESTIGATING CITIZEN COMPLAINTS OF POLICE MISCONDUCT.						
- THE USE OF OUTSIDE COMMUNITY RESOURCES TO FIGHT CRIME, I.e. NEIGHBORHOOD WATCH, D.A.R.E. PROGRAMS, ETC.						
- THE POLICE DEPARTMENTS APPROACH TO THE MEDIA.						
- HOW "SAFE" I FEEL IN MY HOME/BUSINESS.						
- THE TIME IT TAKES AN OFFICER TO ARRIVE AT THE SCENE OF AN EMERGENCY, I.e. ROBBERY, INJURY TRAFFIC ACCIDENT, ETC.						
- THE TIME IT TAKES AN OFFICER TO ARRIVE AT THE SCENE OF A NON-EMERGENCY, I.e. CRIME REPORT FOR INSURANCE PURPOSES ONLY.						
- THE OFFICER'S DEMEANOR AND INTERPERSONAL SKILLS IN DEALING WITH ME AS A CRIME VICTIM, TRAFFIC VIOLATOR OR OTHER INVOLVED CITIZEN.						
- THE RESPONSIVENESS OF THE POLICE DEPARTMENT IN ATTEMPTING TO SOLVE A TRAFFIC OR CRIME PROBLEM IN MY NEIGHBORHOOD.						
- THE OFFICER'S PHYSICAL APPEARANCE, I.e. CONDITION OF UNIFORM, POSTURE, PHYSICAL FITNESS, ETC.						
- CRIME STATISTICS AND CRIME RATE AS COMPARED TO OTHER CITIES OF SIMILAR SIZE AND POPULATION.						
- PLEASE ADD ADDITIONAL MEASURES OF YOUR OWN:						

## APPENDIX D

CAPABILITY ANALYSIS: RATING 1

## Instructions

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

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

Category	I	II	III	IV	V
Manpower		3	4	2	
Technology		11	4	3	
Equipment	1	4	4		
Facility			4	3	2
Money	3	2	3	1	
Calls for service		4	4	1	
Supplies		3	6		
Management skills	1	4	3	1	
P.O. skills		5	4		
Supervisory skills		8	1		
Training		2	5	2	
Attitudes		3	4	1	1
Image	2	7			
Council support		3	5	1	
C.M. support		6	3		
Growth potential	6	3			
Specialties (specialization)		1	4	4	
Management flexibility		2	5	2	
Sworn/non-sworn ratio		2	7		
Pay scale	8	1			
Benefits	5	4			
Turnover	5	4			

Category	I	II	III	IV	V
Community support		6	3		
Complaints received	1	5	2	1	
Enforcement index		2	6	1	
Traffic index	1	4	4		
Sick leave rates	1	3	5		
Morale		5	3		1

## APPENDIX E

STRATEGIC NEED AREA: FIELD SERVICESCAPABILITY ANALYSIS: RATING 2

## Instructions

Evaluate each item for your AGENCY as to what type of activity it encourages:

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks related Change
- V Flexible - Seeks Novel Change

## Category

TOP MANAGERS:	I	II	III	IV	V
Mentality Personality	1	3	2	2	1
Skills/Talent			5	3	1
Knowledge/Education			3	3	3
ORGANIZATION CLIMATE:					
Culture/Norms		3	3	2	1
Rewards/Incentives	2	4	2	1	
Power Structure	4	1	1	2	1
ORGANIZATION COMPETENCE:					
Structure	2		5	1	1
Resources	1	4		3	1
Middle Management			4	4	1
Line Personnel		1	5	3	

## APPENDIX F

RATING SHEET FOR POLICY DELPHI

Alternative 1: Area Policing Concept					1st Vote	2nd Vote
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 41	45
Desirability	VD (3)	D (2)	U (1)	VU (0)		
Alternative 2: Administrative Adjunct Lieutenant					39	36
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=	
Desirability	VD (3)	D (2)	U (1)	VU (0)		
Alternative 3: Civilian Specialists					30	23
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=	
Desirability	VD (3)	D (2)	U (1)	VU (0)		
Alternative 4: Community Services Division					28	
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=	
Desirability	VD (3)	D (2)	U (1)	VU (0)		
Alternative 5:						
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=	
Desirability	VD (3)	D (2)	U (1)	VU (0)		
Alternative 6:						
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=	
Desirability	VD (3)	D (2)	U (1)	VU (0)		



**Feasibility:****Definitely Feasible**

No hindrance to implementation  
No R&D required  
No political road blocks  
Acceptable to the public

**Possibly Feasible**

Indication this is implementable  
Some R&D still required  
Further consideration to be given to  
political to political or public reaction

**Possibly Infeasible**

Some indication unworkable  
Significant unanswered questions

**Definitely Infeasible**

All indications are negative  
Unworkable.  
Cannot be implemented

**Desirability:****Very Desirable**

Will have positive effect and little  
or no negative effect  
Extremely beneficial  
Justifiable on its own merits

**Desirable**

Will have positive effect, negative effects  
minor  
Beneficial  
Justifiable as a by-product or in conjunction  
with other items

**Undesirable**

Will have a negative effect  
Harmful  
May be justified only as a by-product of  
a very desirable item

**Very Undesirable**

Will have a major negative effect  
Extremely harmful

## APPENDIX G

LIST OF ESTABLISHED CRITERIA

1. Do the events and trends "fit" within the time frame of the year 1999?
2. Are the events readily identifiable as discrete, one-time occurrences?
3. Do the events and trends have a direct impact on the issue?  
Is there only a remote chance of an event occurring?
4. Do the issues relate or impact reasonably with the law enforcement field?
5. Are the financial resources available to support an emerging trend?
6. Eliminate major natural disaster, i.e., earthquake.

These criteria were presented in order to focus the panel's selection.

## APPENDIX H

### METHODOLOGY

The following methodologies were used to compile the information for this report.

#### LITERATURE SCANNING

A computer scan of the National Criminal Justice Reference Service was utilized as an initial step in acquiring information about public evaluation of police services. Additionally, numerous books, articles and publications were also surveyed for information on this topic.

#### NOMINAL GROUP TECHNIQUE

The Nominal Group Technique (NGT) involves a group meeting of persons who are asked to use their collective professional experience, imagination and insight to "brain storm" future trends and events that may have an impact on the issue. A meeting of police professionals and professionals outside of the law enforcement community generated the lists of candidate trends and events.

#### MODIFIED CONVENTIONAL DELPHI

This technique was used to obtain an expert panel's opinion on the future levels for a selected group of trends and events. This group was composed of law enforcement professionals, professors, research analysts, businessmen, a senior citizen representative, an academy director and members of city councils

and the judiciary. Two sets of questionnaires were sent out by mail with the data being analyzed by the author of this report. A cross - impact analysis was also completed by this group.

#### POLICY DELPHI

A policy delphi was used in the creation of a policy to implement the desired scenario. This process involved submitting a packet of information which contained an updated review of the project. The group was asked to vote for the most desirable policy to affect the trends and the future outcome of the issue being studied.

#### PERSONAL INTERVIEWS

A number of personal interviews were conducted of law enforcement executives, educators, business people and other interested citizens in a effort to gain a broader perspective on the issue.

#### SURVEY QUESTIONNAIRE

An in-depth questionnaire was randomly mailed out to 800 residents of the City of Irvine. It captured information from this group relative to their perceptions of the crime problems and public safety concerns most important to them. Additionally, it sought their opinion on the relative importance of various evaluation measures of police performance.

ENDNOTES

1. George L. Kelling, "Police and Communities: The Quiet Revolution," Perspectives on Policing, National Institute of Justice, U.S. Department of Justice and The Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University, June, 1988.
2. Michael W. O'Neill, Jerome A. Needle and Raymond T. Galvin, "Appraising the Performance of Police Agencies: The PPPM System," Journal of Police Science and Administration, 1980, 254.
3. IBID.
4. A. Bellman, "A Police Service Rating Scale," Journal of Criminal Law, Criminology, and Police Science, 26 (1935), 79.
5. S.D. Parrat, "A Critique of the Bellman Police Service Rating Scale," Journal of Criminal Law, Criminology, and Police Science, 28 (1937), 895-905.
6. S.D. Parrat, "A Scale to Measure the Effectiveness of Police Functioning," Journal of Criminal Law, Criminology and Police Science, 29 (1938), 739-756.
7. M.W. O'Neill, J.A. Needle and R.T. Galvin, "Appraising the Performance of Police Agencies: The PPPM System," Journal of Police Science and Administration, 1980, 255.
8. Urban Institute and International City Management Association, Measuring the Effectiveness of Basic Municipal Services (Washington, D.C.: U.I. and ICMA, 1974).
9. D.C. Couper, "How to Rate Your Local Police", Police Executive Research Forum, 1983, 7.
10. IBID.
11. G. Kelling, "Police and Communities: The Quiet Revolution," National Institute of Justice, 1988, 3.
12. P. Maister, "Quality Work Doesn't Mean Quality Service," Management, 1987, 41.
13. Peters and Waterman, In Search of Excellence, Harper & Row, 1983, 10.

# BIBLIOGRAPHY

Bennis, W. and Nanus, B. Leaders: The Strategies for Taking Charge (New York: Harper and Row, 1985).

Couper, David C., How to Rate Your Local Police (Washington, D.C., Police Executive Research Forum, 1983).

Figgie Report on Fear of Crime: American Afraid, Part I: The General Public (Research and Forecasts, Inc. Willoughby, Ohio, 1980).

Gallop Poll Public Opinion, Vol. 5: 1977 (New York: Random House, 1977).

Garolfalo, James, "Public Opinions About Crime: The Attitudes of Victims and Non-Victims in Selected Cities" (U.S. Government Printing Office, 1977).

Grimes, John A., et. al., Reading on Productivity in Policing (The Police Foundation, 1975).

Hartman, Francis X., et. al., Community Policing: Would You Know It If You Saw It? (Michigan State University, 1988).

International City Management Association, Productivity Improvement Opportunities in Police Operations, (Washington, D.C., I.C.M.A., 1984).

Kansas City, Missouri Police Department, "Response Time Analysis Study" (Washington, D.C.: National Institute of Law Enforcement and Criminal Justice).

O'Neill, Michael W. et. al., Appraising the Performance of Police Agencies: The PPM System, (Washington, D.C., Journal of Police Science and Administration, 1980).

Pate, Anthony, et. al., Police Response Time: Its Determinants and Effects (Washington, D.C.: Police Foundation, 1987).

Rogers, David J., Waging Business Warfare (New York, N.Y. Charles Scribner's Sons, 1987).

Skogan, Wesley G. and Michael G. Maxfield, Coping With Crime: Individual and Neighborhood Reactions, Vol. 124, Sage Publications, 1981.

Soberanes, Thomas and Robert Perry, Beat Designing With a Community Perspective (Sacramento, California, Journal of California Law Enforcement, C.P.O.A., 1988).

Trojanowicz, Robert, An Evaluation of the Neighborhood Foot Patrol Program of Flint, Michigan (Michigan State University, 1982).

Wilson, O.W., Distribution of Police Patrol Forces (Chicago: Public Administration Service, 1941).

World Future Society, The Futurist, January-February Edition, : "Changing Values", 1989.

Zamble, Edward and Phyllis Annesley, Some Determinants of Public Attitudes Toward The Police (Washington, D.C., Journal of Police Science and Administration, International Association of Chiefs of Police, 1987).