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"HOW WILL MUNICIPAL POLICE AGENCIES BE IMPACTED BY PRIVATE, COMMUNITY-BASED FUNDING EFFORTS BY THE YEAR 2000?"

A study that discusses the concept of private
funding for law enforcement and assesses the impact of
such funding on municipal police agencies by the year 2000.

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EXECUTIVE SUMMARY

Due to the so-called taxpayer revolt, General Fund revenues are often not adequate to provide any more than the basics of police services. A number of alternative funding sources and schemes have been explored over the years to provide more money for police services. One of the less common approaches to this problem is private funding.

Chief Larry R. Dean's study discusses the concept of private funding as exemplified by the Morgan Hill Community Law Enforcement Foundation (CLEF), and assesses the future impact on law enforcement of such funding efforts.

After introducing the concept of CLEF and providing a background, purpose, and scope of the project, this study discusses the future impact of such funding efforts. By use of nominal group techniques, trends and events that may bear on the issue are selected and their effects on each other are assessed by the use of cross-impact analysis. A survey of California police managers explores concerns raised by the issue of private funding. The remainder of the study is based on one of the three scenarios that is developed by forecasting the future of the selected events and trends.

The next section of the report discusses a strategic plan that can be used to implement the private funding concept within a municipal police agency. All stakeholders are identified and their positions relative to the issue are analyzed. Policy alternatives and the various strategies for implementation are explored. Policies are developed to overcome the concerns raised by the police managers as identified in the survey.

The transition management process is explored in section three, with a transition plan being developed that explains the necessary steps to move from the present (no foundation) to the desired future state (development and implementation of a foundation).

The final section of the study summarizes the conclusions of the research and discusses the conflict between two elements of the research data. The futures research methodology used in Section II conflicts with the results of a survey of police practitioners. The future scenario developed as part of the research suggest that there will be a proliferation of private funding efforts in California between now and the year 2000. On the other hand, the opinions expressed in the survey suggest little to moderate impact of such efforts will be on the horizon. The conclusion drawn is that, with policies developed to overcome the concerns of the practitioners, the positive impact of private funding can be a real boon to California municipal police agencies.

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SECTION I

PROJECT BACKGROUND

In 1978, the taxpayers of California spoke. With the passage of Proposition 13, they said they were unwilling to continue with the trend of increasing taxes. They spoke again, saying the same thing, with the passage of Proposition 4, and again with the implementation of the Gann spending limit in 1980. The result to local government was that tax revenues would not be proportional to the increasing costs of supplying expected services.

Government officials, therefore, began looking for alternative revenue sources. Over the years that have followed the beginning of the so-called taxpayer revolt, there have been experiments with utility user taxes, override taxes, special assessments, police impact fees, and cost recovery programs, to mention a few.

One of the less common approaches is private funding, which is the subject of this paper. There are several models that could be used to explore private funding but, in order to stay within the realm of law enforcement, the writer has chosen a unique example that exists in the City of Morgan Hill.

Morgan Hill is a city of approximately 25,000 located in southern Santa Clara County, just ten miles from the third largest city in the state, San Jose. It is a rapidly growing area, predicted to reach a population of 43,000 by the year 2005.[1] The city is considered affluent and mobile; the majority of its citizenry commute daily northward into the Silicon Valley. It is somewhat unique in that there are currently 165 members on 15

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[1]The Kiplinger California Letter, (Washington, D.C.) 1988. p.41.

various board and commissions. This is typical of the level of involvement that the citizens have with their government. Public safety enjoys a great deal of support, reflected in 62 percent of the City budget being appropriated to the police and fire departments.

In 1986, the Morgan Hill Community Law Enforcement Foundation (CLEF) was formed as a non-profit, community-based organization whose purposes are "to provide community program funding and equipment gratis for law enforcement and crime prevention needs of the community of Morgan Hill."[2] The Foundation currently consists of approximately two hundred citizens with a 21 member board of directors. The board is composed of a president, vice-president, secretary, treasurer, and a professional representative. This professional representative is designated as the chief of police who "shall act as liaison officer between the Foundation and the Police Department" and shall also "be an ex-officio member of all committees" and "a non-voting member of any committee in which he serves."[3] The chief of police, therefore, is very influential on the way the Foundation allocates its funds. Under Internal Revenue Service definitions, CLEF is a "community foundation" as opposed to a "private foundation" or a "corporate giving program."[4]

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[2]Bylaws, Community Law Enforcement Foundation of Morgan Hill, Inc.

[3](IBID)

[4]Guide to California Foundations, (San Francisco) 7th Edition.

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Since the inception of CLEF, more than two hundred thousand dollars has been raised, the majority of which is granted to the Morgan Hill Police Department to be used in crime prevention and educational efforts. They also fund other law enforcement and drug abuse activities within the community. Several grants have been provided to purchase equipment for the Police Department, such as computer links to the county-wide narcotics task force, a vehicle and equipment for high-risk rescue missions, funding for the D.A.R.E. program, tuition for explorers, cadets, reserves, and/or regular officers to continue their education, funding for the Crime Stoppers program, and many other such programs and equipment.

PROJECT PURPOSE

The purpose of this project is two-fold. First, the writer has seen the tremendous positive impact that CLEF has had on the delivery of police services to the citizens of Morgan Hill and desires to share this experience with the law enforcement community at large. A literature scan has shown that very little has been written on this concept, and in discussing the matter with a wide range of police managers and executives, it is apparent that the concept is not widely known. The writer is convinced that if the concept were more widespread, local support for law enforcement would be enhanced. Secondly, it is important to explore future impacts on law enforcement by private, community-based funding efforts. A number of concerns were raised by those questioning various aspects of the CLEF concept, and it is important that these

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concerns be thoroughly explored. A survey of police executives and managers specified those concerns and will be discussed in this project.

PROJECT SCOPE

In keeping with the stated purposes, the scope of this project will be to analyze the impacts on municipal police agencies of community-based, private funding efforts. The term "efforts" is used because the extent of funds raised is only relatively important. What is more important is the impact of the effort, the results of the support and commitment that it takes to <u>attempt</u> the fund raising. An attempt will be made to assess several sub-issues: the financial considerations, the potential political ramifications, and the ethical concerns.

No attempt will be made to analyze the impact of private fund raising on law enforcement agencies that are headed by an elected official such as a sheriff's department. Traditionally, the election of a county sheriff includes the element of private fund raising to help finance the campaign. The project will be further limited by excluding law enforcement agencies at the state and federal level.

FINANCIAL CONSIDERATIONS

The project will seek answers to several questions relative to funding: "Will private fund raising seriously impact the budgetary process?" There has been a concern that city managers, knowing that a police chief could fund certain programs through the "foundation," may seek to reduce or eliminate funds from the budget that they might otherwise approve. "Will citizens support private fund rasing efforts in addition to paying taxes?" This may impact the political considerations as well as the financial.

POLITICAL IMPACTS

This paper will assess how the efforts of a foundation could play a part in local politics. "Will the support for law enforcement become a campaign issue?" Consideration must be given to the perception of "political power" of the police chief since he is a key decision maker and advisor to the foundation. The political power, aspirations, and agendas of the members of the foundation could play a role in determining the perception of political power. Perceived political power could equate to jealousy on the part of elected (or even appointed) officials and negatively affect the chief and the department. It could also tip the scales in the other direction should the chief need political support for an issue or project.

ETHICAL CONCERNS

Some would question the ethics of private funding for law enforcement activities. "Could private funding mean loss of control?" The issue of whether the chief or the foundation is making departmental policy must be explored. There is also the perception of favors or special treatment of foundation members. This perception can be external to the agency or come from the ranks. "How do I treat a foundation member if I stop him for a traffic violation?" This issue is also a major concern for the chief. He must balance his support to and appreciation for the foundation with a firm determination that he will not be controlled.

SECTION II:

DEFINING THE FUTURE

The general issue of private funding will be analyzed by the use of futures research methodologies. The final result of these methodologies will be the selection of three future scenarios that are written based on the information that is gleaned from the use of nominal group techniques, the perusal of existing literature, and the use of attitudinal surveys completed by law enforcement executives and managers.

The general topic of "How will municipal police agencies be impacted by private, community-based funding efforts by the year 2000?" has been broken down into three sub-issues:

1. **Financial:** What could be the extent of impact on police budgets? How could city budgets be affected?

2. **Ethical:** What are the ethical issues involved with private funding of a police agency? Does private funding equate to private control?

3. **Political:** What are the political ramifications of private funding? Could the financial support of a police agency become an issue during local elections?

TREND SELECTION

The selection of trends that would impact the issue of private
funding was accomplished by the use of a nominal group. The group
brainstormed a list of 45 trends (Appendix II) and used the trend
screening process to select five trends that would have the most
impact on the issue. The process consisted of a discussion for
clarification of each candidate trend, the combining of any
duplicates, and a "secret ballot" vote for the top five.

The five trends selected as having the most impact on the
issue of private funding are as follows:

1. **The Level of City Funding:** The amount of money a local
    government would have available to fund law enforcement
    activities was seen by the group as having a high impact
    on private funding.

2. **Community Support for Law Enforcement:** The most vital of
    the trends is a community's willingness to support its
    police agency. Many issues impact this trend but the
    "bottom line" seen by the group is whether or not the
    citizens have confidence enough in their department to
    <u>want</u> to make private donations.

3. **Competition   for   Non-Profit   Funds:**   The   level   of
    competition for voluntary contributions was seen as
    important by the group to the extent that there is only
    so much money people are willing to donate and if other

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fund raising efforts are more successful, contributions to policing activities will suffer.

4. **The General State of the Economy:** The faith and confidence people have in the money system was seen by the group as a trend that could raise or lower the amount of money people would donate.

5. **The Crime Rate in the Community:** Seen as a factor in the level of community support, the crime rate could convince people that their department was worthy of private financial support.

TREND FORECASTING

The "trend evaluation" form was used by the nominal group to forecast the level of each trend (Trend Evaluation, Chart 1). This form uses a baseline of 100 as the level of the trend today, and then the group forecasts what the trend will be in five years and then in ten years. The high, median, and low estimates of the trends, as forecast by the group, are depicted in figures one through five.

CHART 1

T R E N D   E V A L U A T I O N

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today -- 100)			
	5 Years Ago	Today	"Will be" 10 years from now	"Should be" in 10 years
1. Level of City Funding	77%	100	116%	127%
2. Community Support	61%	100	107%	110%
3. Competition for Non-Profit Funds	77%	100	132%	176%
4. Economy	84%	100	104%	118%
5. Community Crime Rate	89%	100	102%	108%

FIGURE 1

Level of City Funding
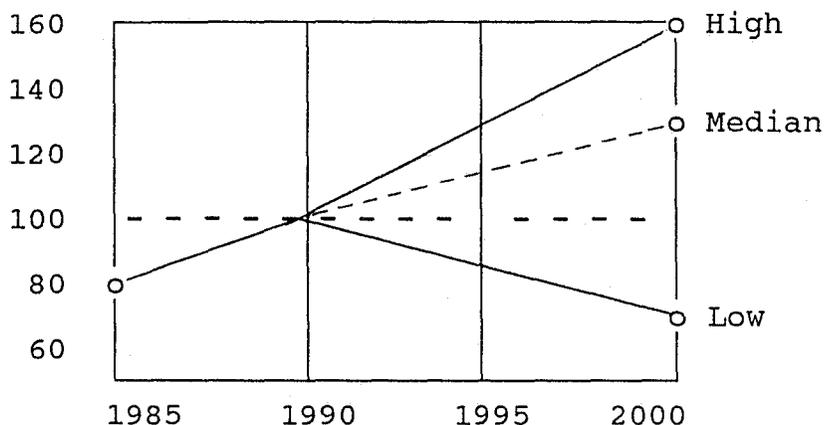
Trend #1:   The Level of City Funding:

The amount of monies that cities will have available to fund law enforcement activities will increase over the next ten years. Since the level of demand for police services will most likely continue to increase, the ratio of available funds to needs is undetermined.

The group's analysis of available funds in 1985 was based on their belief that the tax-revolt measures (Proposition 13, et al) diminished revenues as compared to today and that innovative revenue generating methods have eased the problem somewhat.

It was felt that the trend, if continued without inter-ventions, would put available funding levels as high as 160 percent

of today's levels.   The lowest estimate placed funding at 70 percent of today's level.

The impact of this trend on the issue of private funding may be determined by the level of demand for police services.   The group was concerned that demand levels will increase proportionately higher than will funds available to cities.

FIGURE 2

Community Support for Law Enforcement
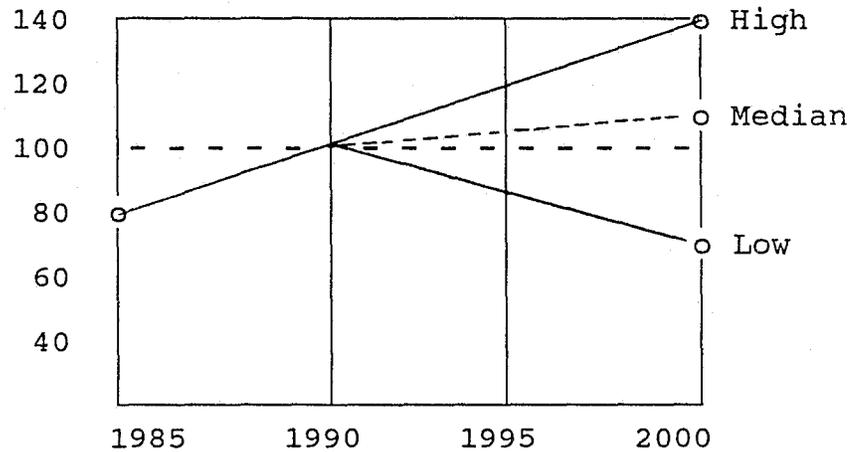
Trend #2:   Community Support for Law Enforcement:

The level of community support for law enforcement is forecast by the nominal group to increase only slightly over the next ten years.

Community support for law enforcement has seen a dramatic increase since 1985, largely due to the increased national focus on the drug problem. The high estimates were based on the assumption that the drug problem will be impacted and thereby equate to an even higher level of community support. The low estimates presumed that the problem will not be impacted as much as the public will demand.

The group felt that this trend will have the most impact on the issue of private funding. Regardless of the level of the other

trends, the community's willingness to make voluntary contributions that will assist law enforcement is going to be directly proportional to its confidence in the local department.

FIGURE 3

COMPETITION FOR NON-PROFIT FUNDS
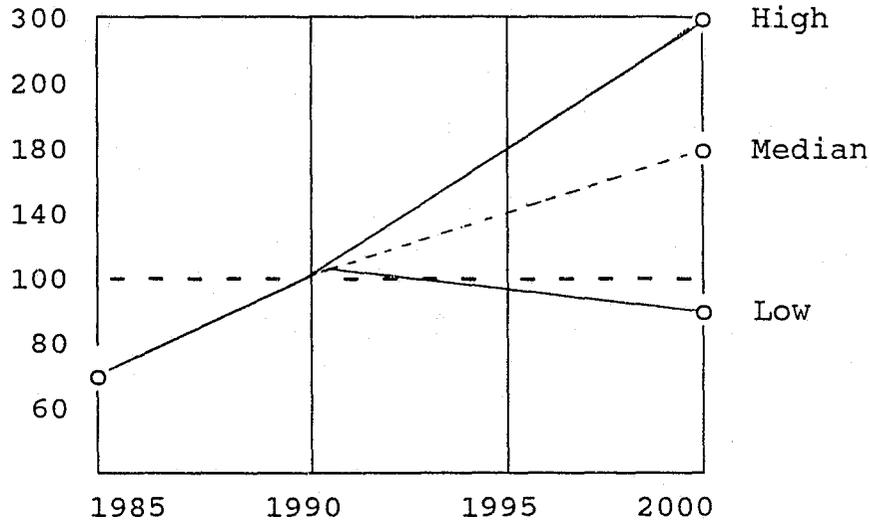
Trend #3: Competition for Non-Profit Funds:

Competition in local communities to convince citizens to make voluntary contributions that will assist law enforcement is going to grow over the next 10 years, some estimates suggesting a dramatic increase.

Competition will come from many sources, both in the local community as well as from state and national fund raising efforts. It was suggested by some members of the group that the level of success demonstrated by law enforcement's fund raising efforts will directly impact the level of this trend. If others see that people are willing to make charitable contributions to policing efforts,

more effort will be made in areas such as parks, recreation, cultural affairs, libraries, etc.

FIGURE 4

ECONOMY
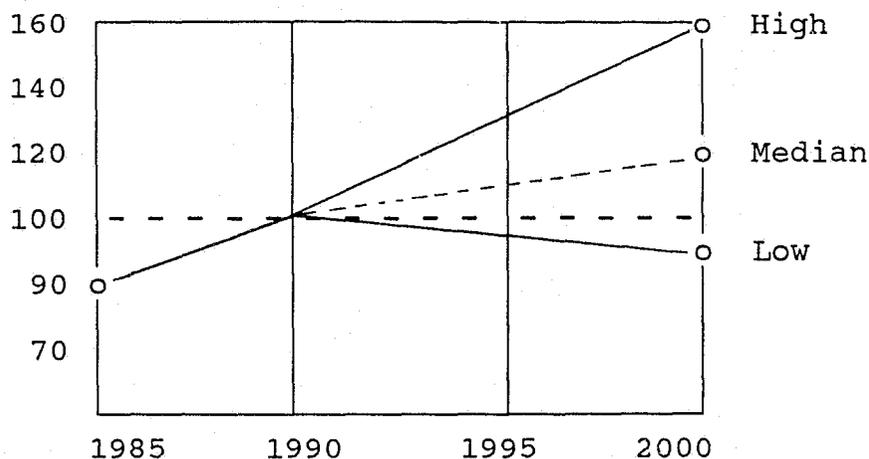
Trend #4:   The Economy

The group expressed confidence in the economy over the next ten years but did not foresee dramatic growth. The median forecast placed the health of the economy at only slightly higher than today's level and the low estimate was only a few points below today's position. The high estimate was discussed by the group and found to have little support.

The state of the economy is vital to the issue of private funding. A healthy economy will provide the confidence as well as the money for individuals to make voluntary contributions.

The economic well-being of a community is also a key factor in the trend of "City Funding Levels" as discussed in Figure 1.

FIGURE 5

CRIME RATE
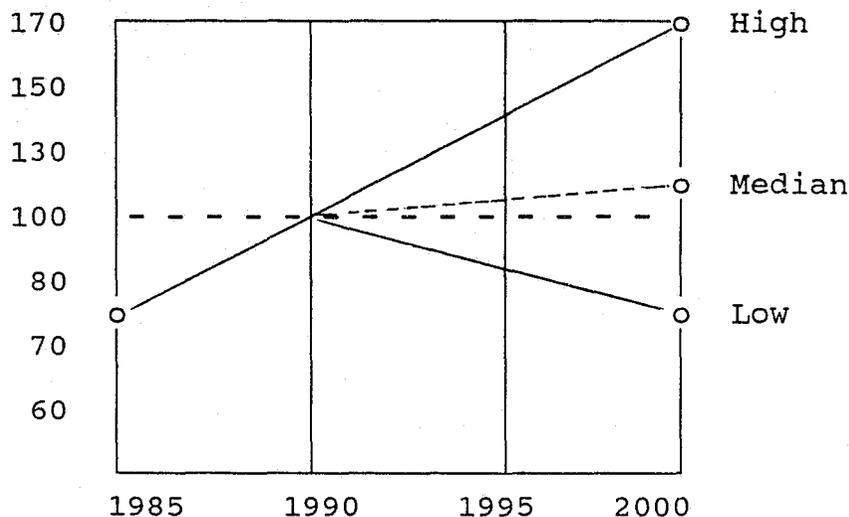
Trend #5:   Crime Rate

By the year 2000, crime rates will reach a level of about eight percent higher than it is today. The highest estimates were based primarily on the group's projections of how successful the government's so called "war on drugs" will be.

Some felt that a failure to dramatically impact this problem may be seen as an inability by the government to impact any type of crime, which will reduce confidence in law enforcement agencies, decrease citizens willingness to make private contributions, and even decrease the amount of money local governments appropriate to law enforcement efforts.

Event Analysis

The group brainstormed a list of 40 candidate events (see Appendix III) that would have an impact on the issue. After discussions and voting, five events were selected as being most likely to occur and, if they did occur, would have the most dramatic impact on the issue of private funding. A discussion of each selected event follows.

1. **Mandated Growth Limits are Reached.** The group discussed the very likely event that limits on growth, imposed by voter-approved mandates, would actually be reached, perhaps much sooner than expected.

2. **Election of a "No Growth" City Council.** This event was selected by the group as being likely to happen if environmental and "quality of life" concerns continued to be negatively impacted by the increase in population. The impacts of this event on the issue could be dramatic since a "no growth" policy would seriously decrease the level of city funding.

3. **National Recession.** The group consensus was that a recession is likely in the next ten years and that the confidence in the economy will impact voluntary contributions. It could also result in less money available for private donations.

4.   **Major Industry Locates Locally.** This event was seen as not only likely in the given time frame but also one that would have an effect on the trend of how much money is available to local government to fund police activity.

5.   **Deductions Disallowed for Non-Profit Contributions.** Seen as having dramatic effect on private contributions, the likelihood of this event occurring was less than high.

Event Evaluation

By the use of the event evaluation process (Chart 2), the group further analyzed the selected events. The group was asked to determine the year that the probability of occurrence would first exceed zero, and then forecast the probability of the event occurring within five years (1995) and within ten years (2000). Also analyzed by this process was the positive or negative impact of each event on the issue of private funding as well as the impact on law enforcement in general.

CHART 2

E V E N T   E V A L U A T I O N

STATEMENT EVENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that proba-bility first exceeds zero	By 1995 (0-100)	By 2000 (0-100)	Positive (0-10)	Negative (0-10)
1. Mandated growth limits reached	1993	86%	57%	+3	-4
2. "No Growth" City Council elected	1995	71%	63%	+2	-6
3. National Recession	1992	69%	57%	0	-8
4. Major industry locates locally	1993	64%	82%	+8	-1
5. Deductions allowed for non-profit contributions	1992	77%	54%	+5	-3

Cross-Impact Analysis

Another element of nominal group techniques is the estimate of the interrelationships between the trends and the events, as well as that of each event to each other event. This process is known as cross-impact analysis (Chart 3). As the chart depicts, the group is asked to analyze the impact of the occurrence of one event upon the probability of occurrence of each other event, and then to suggest the impact of each event on each trend. A narrative description of Chart 3 will be helpful.

Event 1:   **"Mandated Growth Limits are Reached"** - The greatest impact of reaching the population limits established by local statutes would be on whether or not a major industry would locate locally (Event 4). With an 82 percent probability that a major industry would locate locally by the year 2000 if growth limits are reached, the group forecast that the probability of Event 4 occurring would decrease by 100 percent. In other words, if growth limits are reach, there is virtually no chance of a major industry settling locally. On the other hand, this occurrence would increase the probability by 90 percent that a "no-growth" city council would get elected.

Event 2:   **"Election of a 'No Growth' City Council"** - The group forecast that if a "no-growth" city council were elected, and they said that there was a 63 percent chance of this

happening by the year 2000, it would rule out the possibility of a major industry coming in.

Event 3: **"National Recession"** - A recession in the national economy would affect the probability of occurrence of every other selected event. It would decrease by 50 percent the likelihood of mandated growth limits being reached, decrease by 40 percent the probability of a "no-growth" council being elected, decrease by 80 percent the likelihood that a major industry would come to town, and increase by 70 percent the chance that the IRS would disallow deductions for non-profit contributions.

Event 4: **"Major Industry Locates Locally"** - The occurrence of this event would affect the probability of occurrence of only two other forecasted events. It would increase by 50 percent the likelihood that mandated growth limits would be reached, and it would decrease by 70 percent the probability of a "no-growth" council being elected.

Event 5: **"Deductions Disallowed for Non-Profit Contributions"** - The occurrence of this event would not impact the probability of occurrence of any other event.

CHART 3

CROSS-IMPACT ANALYSIS

	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	✕	No Effect	Decrease 50%	Increase 50%	No Effect	No Effect	No Effect	No Effect	Increase 100%	Increase 50%
E2	Increase 90%	✕	Decrease 40%	Decrease 70%	No Effect	Increase 50%	Increase 100%	Increase 50%	Increase 100%	Increase 40%
E3	No Effect	No Effect	✕	No Effect	No Effect	No Effect	No Effect	No Effect	Increase 100%	Increase 60%
E4	Decrease 100%	Decrease 100%	Decrease 80%	✕	No Effect	Increase 100%	Increase 60%	No Effect	Increase 100%	Increase 100
E5	No Effect	No Effect	Increase 70%	No Effect	✕	No Effect	No Effect	No Effect	Increase 100%	No Effect

EVENTS
1. Mandated growth limits are reached
2. Election of a "no growth" City Council
3. National recession
4. Major industry locates locally
5. Deductions disallowed for non-profit contributions

TRENDS
1. Level of City funding
2. Community support for law enforcement
3. Competition for non-profit funds
4. Economy
5. Crime rate

SURVEY RESULTS

A sample of California police managers was surveyed in order to assess concerns raised by the issue of private funding. The survey asked respondents to: 1) indicate their concerns about private funding; 2) provide their opinion regarding the future impacts on law enforcement (both locally and statewide); 3) identify common community elements necessary for a successful experiment with private funding; and 4) to discuss their experiences with private funding.

The results of the survey showed an overwhelming concern by police manager about the actual or perceived special treatment of members of a foundation or those that contribute to it. They were concerned that not only the public, but also the police officers of the agency, would feel that foundation members or a contributor would expect to be treated differently from other citizens.

The respondents were concerned that the chief of police could lose control of the direction and policy making of the agency. Their concern was that the foundation, or those that contributed to it, would want too much input into matters of policy.

A similar concern expressed was that the foundation would control the funds and, therefore, dictate how the funds would be spent.

Another concern was that the city manager or the city council would see the funds of the foundation as a supplement to the police budget and reduce appropriations accordingly. The respondents equated privately donated funds with those acquired by the asset

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forfeiture procedures. The experience of the respondents has been that city managers and city councils would attempt to use the private funds to supplement the police budget.

The final issue raised by the survey was that of political implications. The respondents expressed concern that the foundation could be used as a political action committee, or could at least be perceived as such, and have a negative effect. Political strength of the police chief could be a concern to the city manager or elected city officials.

The survey was designed to assess impacts of private funding both locally and statewide over the next ten years. A large majority of the respondents (87 percent) felt that private funding would have little to moderate impact locally. The other 13 percent saw private funding as having a great deal of impact on their local operations. The impact on California law enforcement was viewed by 73 percent of the respondents as being little to moderate.

Another component of the survey was to identify common elements of a community that would have an impact on the success or failure of any private funding efforts. A strong 62 percent of the respondents said that the support the local police agency had in the community (from the people, the manager, the council) was the overriding determinate of success or failure.

The other major consideration identified by the survey was the affluence of the community. The respondents said that an affluent community would support private funding for police activities and a poorer community would not.

The respondents to the survey identified the involvement or active nature of the citizens as an element of success or failure of private funding. A citizenry that was well informed, involved in government matters, and willing to take part in various community activities would be more apt to support private funding than would a citizenry not so involved.

The final component of the survey asked respondents to discuss other experiences with private funding. None of the respondents had the experience of a foundation such as CLEF, but many were familiar with a number of such efforts. They identified various service clubs that wanted to fund a special project or purchase a particular piece of equipment. They spoke of private citizens who had made contributions for a particular need. They identified corporations that would fund crime prevention efforts. Many police officer associations have foundations or other such efforts that assist officers in time of need and also provide monies for special projects or equipment.

Scenarios

A scenario can be defined as a "future history." It is written in order to guide the development of policies by providing alternatives from which decision makers may select. Kahn and Weiner suggest the six advantages of scenarios as: calling attention to a wide range of possibilities to consider in the future; forcing the analyst to deal with details that he might otherwise avoid; illuminating the interaction of psychological, social, economic, cultural, political, and military facts; to illustrating principles, issues, or questions that might be ignored if the focus was only on examples; considering alternative possible outcomes of certain events; and using them as artificial case histories.[4]

There are three basic modes of scenario writing. The exploratory, or "most likely," suggests that nothing will be done to interfere with the future. The normative, or "can be" scenario is also described as one that is "desired and attainable." This suggests that if policy makers implement directives and policies that can alter the future state, then the future will be what is wanted. The third mode of scenario is the hypothetical or the "what if." This one is written to suggest that by manipulation of certain facts, various outcomes can be achieved.

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[4]H. Kahn & A. Weiner, The Year 2000 (1967), p.263.

SCENARIO 1 - EXPLORATORY

("Most Likely")

Things haven't changed all that much in the last ten years. Back in 1990 many predicted that we would all be working at home and using computers to communicate with our workplaces. Sure, some people have chosen to do that, but the majority of today's workers still leave home for work each day. A lot of people were sure that advances in technology would so impact our lives that robots would do everything for us, and we would all turn into vegetables. That hasn't happened yet, either. The predictions of World War III have also not come to pass. Back in the early 1990s, when the cold war was put on ice, nations began to come together for economic survival instead of fighting each other over political philosophies. We still haven't done much to improve the environment, smog has worsened in the major cities and continues to creep into the rural areas. But we did manage to mend the holes in the ozone levels by international policy making and cooperation. It's amazing how survival issues seem to be the rallying points for nations that, as few as ten years ago, had literal walls and figurative "curtains" between them.

On the local scene, the southern portion of the Bay Area has seen some interesting yet subtle changes. Back in 1995 the limits that the voters placed on population growth were reached, five years earlier than was desired. That resulted in "no-growth" councils being elected in nearly every city in Santa Clara County.

With cities not being able to count on growth to fund service

demands (revenues increased a mere 16 percent in the last ten years!), many are experiencing problems in providing basic services such as law enforcement. Without adequate funds, local police departments have suffered from a lack of community support. Ten years ago people were willing to make private contributions to assist police departments. Not so much today! Even though the IRS still allows deductions for charitable contributions, the overwhelming competition for those "non-profit" dollars has taken that money out of the coffers of private, community-based police foundations. People are willing to donate their money for good causes, but law enforcement seems to have suffered.

Commercial economic growth has also been stymied. Back in 1990 a think-tank group forecast an 82 percent chance that a major industry would bring its headquarters to the local area. It still hasn't happened. Some new companies have sprung up and some have been successful, but a lot of new enterprises have folded. While the national recession that many saw on the horizon hasn't manifested itself as yet, the whole economy seems to be just "ho-hum."

One bright spot has been the local crime rates. The national "war on drugs" has been somewhat successful. The military has been used extensively for interdiction, and the federal government has been rounding up drug dealers disguised as third world leaders ever since that trend began back in 1990 with the arrest and conviction of the Panamanian president. This success has helped local police agencies keep a lid on the resulting rates of crime, and the result

has been a modest eight percent increase in crime over the past ten

years.

SCENARIO 2 - EXPLORATORY

("Desired and Attainable")

Isn't it great that somebody actually listened! Back in January 1990, a small group gathered in southern Santa Clara County for the expressed purpose of "predicting the future." Actually, the group used forecasting methodology, made plans, and then implemented policies that have made a real difference here in the year 2000!

The major impact of this group's planning and policy development was the easing of voter mandated growth limits. The subsequent election of "planned-growth" city councils in nearly every city in Santa Clara County has allowed the various jurisdictions to grow in a systematic, well organized fashion. This growth has kept the vitality of the communities alive and the economy strong. This strong economy has made it possible for city governments to continue providing a high level of service to the community. With demands for service at an all-time high, it is nice indeed to have the funding available to provide what the citizens want.

The strong local economy was the reason cited by United Information Systems, Inc. (a company created by the merger of IBM, Unisis, NCR, Sun, and Hewlett Packard) for relocating their world headquarters to the south county area.

Just like in the early 1990s, local support for law enforcement is strong, and the citizens continue to make non-profit contributions to local law enforcement foundations. There doesn't

seem to be as much competition for the "non-profit" dollar as was predicted. And even if the competition for this money was strong, law enforcement enjoys such support that citizens would make contributions for this cause and leave out other, less attractive causes from their efforts.

A clear demonstration of the financial support for law enforcement is seen in the proliferation of community-based funding efforts that seem to have started in every local community. Starting back in the late 1980s with the Morgan Hill Community Law Enforcement Foundation (CLEF), organizations of this type have come into being throughout the state. And what a boon this has been to the delivery of police services! The local elected officials see the implementation of police foundations as a clear mandate to them to continue a high level of funding from tax dollars. Staffing levels have risen dramatically in local police departments. Back in the late 1980s the generally accepted ratio of sworn officers to population was 1.8 in the state. Today, the average ratio in California is 2.5 officers per 1000 citizens! An increase of 67 percent!

This increase in police staffing levels has had the impact of reducing crimes levels. The three levels of crime forecast back in 1990 were a high of 70 percent increase, a median of 8 percent increase, with a low forecast of a 20 percent drop. And, contrary to public opinion back in 1990, the crime rate has actually dropped by 19 percent!

The proliferation of private funding efforts has occurred despite the concerns expressed in a 1990 survey of police executives and managers. This survey said that private funding efforts would have little to moderate impact on law enforcement in the year 2000, and it also gave reasons why police executives felt that way then.

Policy was developed that helped overcome fears that police budgets would be cut by city managers and councils to offset private funding. These policies also reduced concerns that foundation members would either expect special treatment or that there would be a perception of special treatment. Also overcome by policy considerations was the fear that police chiefs would lose control of not only the direction of the private funding, but actual control of department policy.

SCENARIO 3 - "HYPOTHETICAL"

("What If?")

The sun is shining, the birds are singing and a car just passed with a bumper sticker that read: "People are Wonderful, Business is Booming, and Life is Grand!"

That seems to be the feeling of a lot of people here in the year 2000. Things do seem to be better today than many of the predictions of the past ten years would have suggested. Several reasons can be cited for these feelings of general well-being. With the increased educational and rehabilitation efforts, coupled with the use of the military and the cooperation of third world governments, the demand for illicit drugs has been virtually eliminated, and shipments have been successfully confiscated. This has had a dramatic effect on the overall crime rate, and people feel pretty good about their law enforcement agencies.

The economy is very strong today because the national debt was eliminated in the mid-nineties. This was accomplished by way of the so-called "peace dividend." With the end of the cold war, defense spending was greatly reduced and the money diverted to debt reduction. Inflation has remained almost non-existent since the Reagan administration, the negative effects to the economy caused by crime have been greatly reduced, and the billions of dollars that used to be diverted to South American drug cartels have been pumped back into the national economy.

Locally, the availability and competition for non-profit funds has been such that many local police foundations are booming.

Private citizens willingly contribute to such efforts, which has greatly enhanced the ability of local police agencies to provide services.

This effect is due in large part to the support that citizens have for law enforcement. With the end of the drug menace back in 1995, people have much more faith and confidence in the ability of their local police.

The private funding has had an impact on the level of government monies that are available to pay for police services. Increases in innovative programs have been seen due to the availability of money in local government coffers. Cities are more willing to fund new programs since failure of a new program no longer spells the doom that it once did.

SECTION III

STRATEGIC PLANNING

The next two sections of this project will be written in the form of a "how to" manual. For any jurisdiction desiring to implement a private funding effort in their community, there must be a plan for getting from where they are to where they want to be. The environment for private funding must be analyzed, from both the perspective of the local law enforcement agency, and the community in which they operate. And once the plan is formulated, the transition from where the agency is (no private funding), to the desired future (a private foundation), must be managed.

That will be the emphasis of the next two sections: strategic planning and transition management. The various techniques utilized in planning and transition activities will be explained and demonstrated, even though they are given as examples of what needs to be accomplished and not as examples of what has been done. Both of these sections will be based on Scenario #2 which has been identified as "desired and attainable."

A number of strategic planning methodologies will be described and recommended as they apply to the issue. Initially the environment of the community and the agency will be analyzed by way of a process known as WOTS-UP. Policy considerations will be handled by using a modified policy delphi to select appropriate guidelines, and strategies for implementation of the strategic plan and to overcome the concerns expressed in the survey of police executives and managers. Stakeholder analysis will identify all of the local "players" that may be affected by the issue or have an influence on the implementation. A process known as Strategic

Assumption Surfacing Techniques (SAST) will graphically show the relationship of each stakeholder to the issue. The development of a mission statement for the agency will help in identifying the broad purposes of the organization so as to assist in the development of implementation strategies. The mission statement is useful in addressing the concerns expressed in the survey.

WOTS-UP

Weaknesses, **O**pportunities, **T**hreats, **S**trengths, are identified as each relates to the issue and to the identified trends and events. This tool of strategic planning seeks to assess both the external environment (the community) as well as the limitations and possibilities of the organization.

Weaknesses: The agency and the community must identify and describe weaknesses as they relate to the issue and to the identified trends and events. According to the survey, some weaknesses may include the perception of special treatment being given to foundation members, the potential loss of department policy making by the chief, budgets being cut by managers or councils to offset private funds, and the loss of control by the chief over how private funds are spent.

Opportunities: Implementation of private foundations provide many opportunities for a law enforcement agency. Increased funding is an obvious benefit, providing a source to fund programs, equipment, and training that may be outside of normal budgetary considerations. A more subtle benefit may be the demonstration of

community support for the agency. Existence of an organized group designed solely to support law enforcement is a powerful message to policy makers that the community expects law enforcement efforts to be supported by the local government.

Threats: An environmental assessment of the existing threats must be undertaken. What are the existing problems that must be overcome before private funding efforts could be implemented? Just as the existence of a foundation could demonstrate community support, it could also pose a threat to the chief. If the group was politically powerful, the manager or council might be concerned that the chief has a "political action committee" that he could use to accomplish some goal. Other threats include the perception of preferential treatment of donors and foundation members, the fear of loss of control of the department, and the concern over who will actually determine how the privately donated monies are to be spent.

Strengths: Every police agency and every community has inherent strengths that should be looked at and described. Strengths, like opportunities, would include the community support element and the demonstration of that support by the formation and continued existence of a private foundation. The capabilities of departmental personnel as well as any special talents of community members should be analyzed.

STAKEHOLDER ANALYSIS

Another necessary step in the planning process is to identify all of the stakeholders. Stakeholders are described as individuals or groups that impact what you do, are impacted by what you do, or who care about what you do, relative to the issue at hand.

A recommended method for identifying all of the stakeholders is a group brainstorming process. A vertical slice of the organization or community could be used as the group, or a select committee made up of people both internal and external to the organization could be used for this purpose.

The brainstorming efforts of the group should produce a large list of stakeholders. A common list might include, but not be limited to:

police officers	citizens
elected officials	other police agencies
chamber of commerce	service clubs
city manager	appointed boards
business community	school district
police unions	media
elderly community	police chief
churches	judges
other city departments	non-sworn employees
courts	police vendors
other private foundations	other dept. heads
local bar association	minority groups
influential individuals	other support groups

political action groups   environmental groups

taxpayer associations   crime victims

The list of candidate stakeholders should then be discussed and those most important to the issue of private funding should be identified and discussed in greater detail. The list should be shortened to 10 to 15 "most important" stakeholders. This discussion must include the relationship of the stakeholder to the issue, what the stakeholder expectations are, attitudes of the stakeholder towards the issue as well as towards the agency and/or community. This sample list of stakeholders is just that--a sample. The agency must utilize the suggested process within its own environment and develop its own list.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

After selecting and describing the "most important" stakeholders, a technique known as strategic assumption surfacing (SAST) can be utilized to examine each stakeholder in relationship to the issue of private funding. The basic concept of SAST is that the organization (police agency) does not operate in a vacuum and that the entire community is impacted and can be impacted by the issue.

The technique calls for making assumptions about the stakeholders' relative importance to the issue or to the organization, and then making a determination about the degree of certainty in the correctness of the assumption. A graphic depiction of this technique is known as an assumption map. The map

literally places each stakeholder on the map, based on its importance and on the certainty of the assumption (See sample Assumption map).

ASSUMPTION MAP

<u>Most Certain</u>

(5)

(8)

<u>Least</u>
<u>Important</u> ←————————(3)————————→ <u>Most</u>
                                              <u>Important</u>

(10)   (1)
                                  (2)

                              (4)

                (7)   (6)
                              (9)

<u>Least Certain</u>

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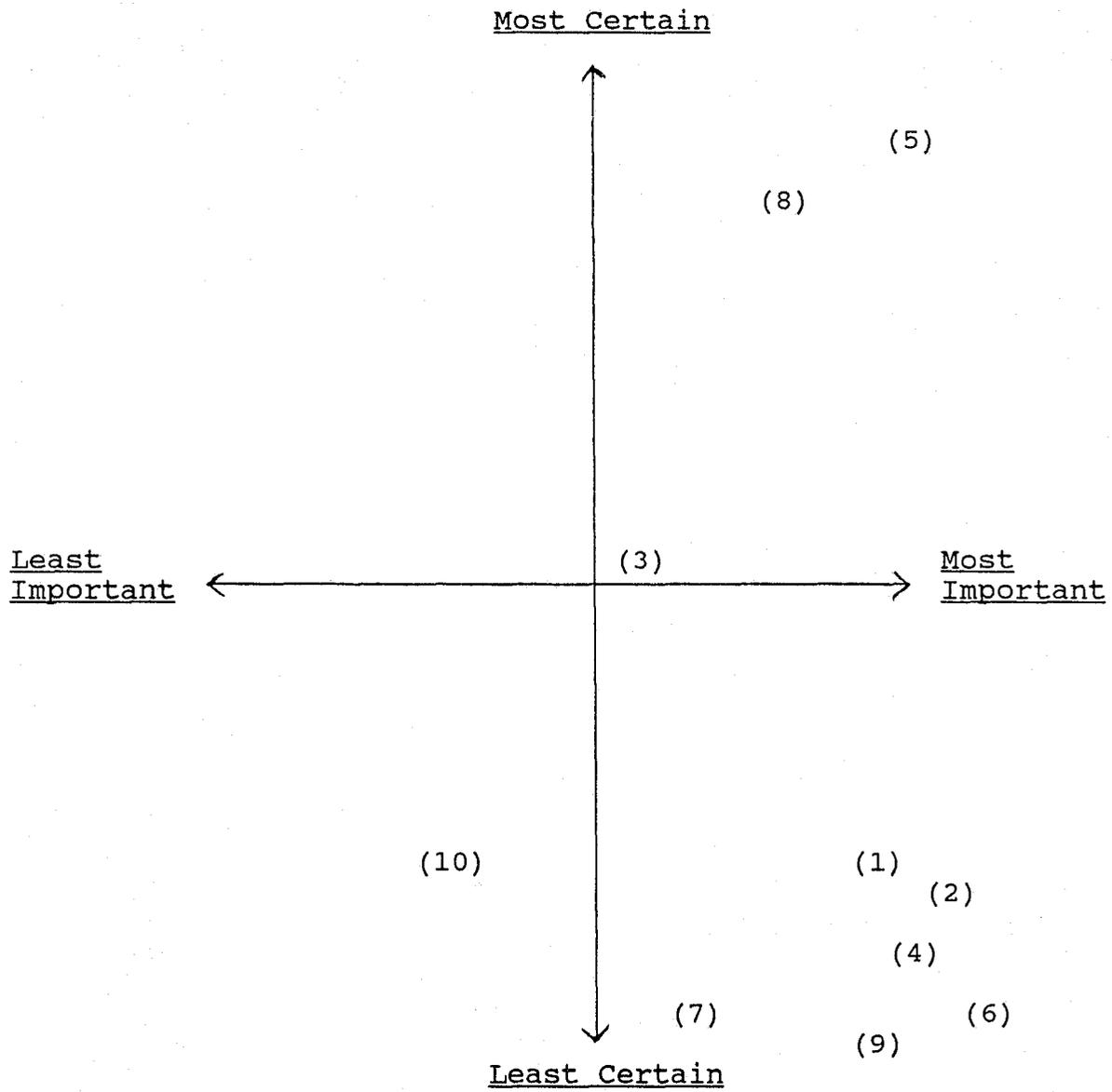
"Most Important" Stakeholders

For purposes of providing an example, the list of "most important" stakeholders is included to show the use of the assumption map. Each jurisdiction would develop its own list of the "most important" stakeholders. For further reference, note that the chief of police is considered to be both "most important" and "most uncertain."

1. citizens	7. chamber of commerce
2. elected officials	8. service clubs
3. police union	9. other department heads
4. influential individuals	10. media
5. city manager	11. school district
6. chief of police	

By using the SAST and assumption mapping we can see (as an example only) that the police chief is regarded as both the "most important" and the "least certain." This is due to the concerns expressed by the police executives and managers in the survey. On the other end of the spectrum, we see that the city manager is regarded as the "most certain," with the media being considered "least important." Again, these are examples only.

Placing stakeholders graphically on the assumption map gives some indication of how much consideration must be given to that particular stakeholder in the strategic process. The more important a stakeholder is, and the more certain that we are of his/her position relative to the issue, the less effort it will take to ensure cooperation.

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MISSION STATEMENTS

The development of a departmental mission statement is important in the strategic planning process in that it provides a direction for the department as well as identifying its purposes. This gives a framework for determining the level of success of the organization. The mission statement is also important in light of the concerns expressed by the practitioners in the survey. A clear statement of organizational values and objectives should go far in overcoming these concerns.

A group process is suggested for developing the mission statement. The same group that was used in the identification of stakeholders can be used for this purpose. Both a "macro" and a "micro" mission statement should be developed. The "macro" will spell out the overall purpose of the organization, and the "micro" statement will be formulated as it relates to the issue of private funding. A sample of both is included· to provide the reader with a model of what each should contain. Again, each agency will develop a mission statement based on the concerns and expectations of the community in which they operate.

"Macro"

The Anytown Police Department is dedicated to providing exemplary professional service and protection to our community, ensuring the public right to a crime-free environment with a commitment to innovation and the optimum development of our people.

"Micro"

The Anytown Police Department seeks to ensure
the most cost effective delivery of police
services to the public. Private contributions
are accepted by way of the "Foundation" to
ensure this goal. Acceptance of private funds
will not obligate the Department in any way to
the individual donor or to the Foundation.

MODIFIED POLICY DELPHI

A vital component of the strategic planning process is the
development of policies relative to the issue. These policies must
be developed with the goal to overcome the conflicts between the
NGT results and the survey of police managers. This can be
accomplished by a group process known as modified policy delphi.
It is recommended that this group consist of department members
that were part of the NGT group so as to maintain continuity with
the identified trends and events. Command level police officials
need to be included, as policy discussion will be the main focus of
the work of the group.

The purpose of the group is to generate, analyze, and then
select alternative strategic policy alternatives that are intended
to overcome concerns about implementation of a foundation expressed
in the survey. The technique to best accomplish the group's task
is to brainstorm all candidate policies, discuss them all for
clarification, and combine any duplicates. Further discussion

about the merits and problems of each candidate policy should then lead to a selection of policies that will serve as the strategic plan.

A sample of alternative policies addressing the issue of private funding are provided here. Each agency would develop policies relative to its own needs and those of the community.

Policy #1: Public Relations/Education/Input

Since citizens are stakeholders, it is important that they be kept informed, and educated if necessary, about private funding of police services. The communications need to be clear so as to avoid misconceptions. A speaker's bureau from the agency could be established to address service clubs and other community organizations. This element of the plan may also include organizing a group of police employees and citizens that will be utilized, not only for public relations purposes, but also as a steering committee.

Careful consideration must be given to assure the citizens that individual private donations will not equate to preferential treatment of the donor by the police. Emphasis must be placed on communicating to the public that private contributors will not determine police policy, nor will they determine how the funds will be spent.

Policy #2: Mission Statement

Along with keeping the public informed and educated, it will be necessary for mission statements relative to the issue to be in place. This, as noted above, allows the purposes of the

department to be clearly communicated to the public, to employees, and other stakeholders. It also allows for a clear statement to overcome those concerns expressed by police managers in the survey, such as fear of special treatment, loss of control of the department, loss of control of funding, etc.

Policy #3: Funding Targets

A policy would be included that addresses development of criteria for items or programs to be funded by the foundation. The survey mentioned above indicated that a majority of managers would prefer to have guidelines in place regarding what the foundation would and would not fund. This issue is critical to department budgetary planning. It would also overcome the concern that chiefs could lose control over how the private funds were spent.

These three example policies would be included as key components in the strategic plan. Each agency's plan to implement private funding would be customized to meet the needs of the agency and the community.

SECTION IV

TRANSITION MANAGEMENT

The last section of this study has as its goal the development of a plan to assist in the transition from the current situation to the desired future. The assumption has been made that no private funding efforts exist in the community and that the police agency has determined that the desired future state includes the creation of a private foundation aimed at providing funds to assist the agency in particular, and local law enforcement efforts generally.

Transition management techniques are designed to ensure that a smooth transition from the current to the desired future occurs. The techniques described below include: 1) a determination of the most important stakeholders, also known as "critical mass" identification; 2) an analysis of each member of the "critical mass" to determine the commitment level that one has to the issue (which includes "commitment planning"); and 3) by using "responsibility charting," each member of the "critical mass" is assigned a responsibility relative to a specific task or activity.

CRITICAL MASS

As part of the task of the modified policy delphi group, the most important stakeholders must be identified. The "importance" is determined by how each could affect the implementation of the plan. Those stakeholders who have the most influence are identified as the "critical mass." It is this group that we will deal with throughout the remainder of the section.

Another step in critical mass identification is to identify the one stakeholder who has the influence to hinder the

implementation of the strategic plan but is not easily recognized. Commonly referred to as a "snaildarter," this stakeholder will have sufficient authority and influence to greatly slow down implementation or even to stop it completely.

Of the "most important" stakeholders selected previously, it should be determined if a "snaildarter" exists among them. The results of the survey of police managers suggests that the police chief might very well be this "snaildarter." If the chief of the organization cannot be convinced that objections can be overcome, the plan for implementation will never get off of the ground. The survey indicates both a belief that the whole issue of private funding will not have an impact on law enforcement, and a number of concerns why individual police agencies would be better off without private funding. With these feelings, the chief of police may very well be the one to scrap the project.

Again, for the sake of example, five of the "most important" stakeholders are identified as the "critical mass." These are, not in order of importance: 1) the citizens; 2) elected officials; 3) city manager; 4) police chief; and 5) media. The critical mass is then described in some detail relative to its influence over the issue.

Citizens: The taxpayers of any community are always the biggest stakeholder, and the most influential. If they are not willing to support the concept of private funding, the plan will fail. They need to be informed of the plan and educated about the concept. They will also need to be motivated to make contributions

to the foundation. Emphasis must be directed at the citizens to overcome the concerns expressed by the chiefs in the survey.

The key element in obtaining citizen support will be the reputation of the local police agency. It is likely that an agency that is suffering from poor public relations will have a tremendous amount of work to do in order to gain enough public trust to make the concept of private funding viable.

Elected Officials: Being the policy makers in the community, the city councils are vital to the success of the concept. If they do not understand the purposes and parameters of the funding effort, they may believe that the formation of a police foundation is a political move on the part of the chief of police. They will need to be involved in or at least informed of all aspects of the program. They need to understand, as does the chief of police, that donations will not equate to preferential treatment nor will donors have a say in the policy of the department.

City Manager: A definite member of the "critical mass," the city manager has direct control of the police agency through the police chief. The manager must be aware, just like the council, of all aspects of the concept. It will also be important that the chief of police and the manager have a clear understanding of how the private funding will impact the budget process.

Chief of Police: The chief will have the most influence over the implementation of private funding within the jurisdiction. Most likely, the attempt to implement private funding will not even get started if the chief of police does not approve.   The city

manager will no doubt seek the input of the chief regardless of who suggests the idea. The results of the survey show that the chief will at first be skeptical of the issue of private funding and each concern will need to be addressed by policy.

COMMITMENT PLANNING

Designed to determine where each member of the critical mass stands relative to the issue of private funding, commitment planning uses, naturally, a "commitment planning chart." This device places each member of the critical mass in one of four categories:

"Block it"--This means that the individual or group is currently in a position to block implementation.

"Let it Happen"--This category identifies those who will neither help nor hinder, but take a hands-off approach.

"Help it Happen"--Those members of the critical mass who can "help it happen" will assist in the implementation.

"Make it Happen"--This member has the influence and the attitude that could lead the way to implementation.

The commitment planning chart is further designed to show where on the chart each _should_ be in order to make implementation successful.

CHART 4

COMMITMENT PLANNING CHART

	BLOCK IT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CITIZENS			OX	
OFFICIALS	O ————————————→ X			
CITY MANAGER	O ————————————→ X			
POLICE CHIEF	O ————————————————————————→ X			
MEDIA		O ———→ X		

The examples used in this case show the following:

   "**Citizens**" are in a position to help the implementation

of the concept by supporting it with elected officials,

and this is the position that they should be in.

"**Elected Officials**" are seen as initially blocking the

plan because of initial political concerns and thus need

to be moved to where they can "help it happen." This is

the same situation the "**City Manager**" is in. The "**Police**

Chief" is in the position to block implementation because

of those issues developed in the survey, and he needs to

be moved to, at least, "let it happen," and, if possible,

to "make it happen." The "**media**" is seen as "letting it

happen" when they need to "help it happen."

   Elected officials can most likely be convinced to assist in

this issue by pointing out to them the value of the community

support that will be demonstrated by the existence of the foundation. Citizens will be communicating to their elected officials a priority for funding levels. This will assist the elected officials in establishing policy.

The city manager can help make the foundation a reality when he is convinced of the benefit to the budget. The chief should be able to articulate foundation funding targets to convince the manager that private monies could offset general fund revenues to some specific extent.

The degree to which the chief of police can be moved from "block it" to "make it happen" will be based on arguments that convince him he won't lose control of his department, that he will have direction over use of the private funds, and that private donors and/or foundation members will receive no special treatment from his officers.

The media can assist by way of positive press coverage which should come about by keeping the media informed of all aspects of the issue.

RESPONSIBILITY CHARTING

A vital part of transition management is identifying who is going to do what. The key players in this process are assigned certain responsibilities in relation to the tasks that need to be accomplished. This may seem to be an obvious element, but if one task is overlooked, or if one key player doesn't see his/her task clearly, the transition process can be chaotic, and the end result may not be exactly what has been envisioned.

In order to graphically display a correlation of tasks, a "Responsibility Chart" is suggested. The development of such a device should be in the hands of the earlier described modified policy delphi group. The group should determine: 1) who are the key actors; and 2) what is their involvement. Each actor is either (R), "responsible" to ensure the completion of the task, (A) must give "approval," (S) "support" must be forthcoming although approval is not essential, or (I), must be kept "informed."

Project Director. The Project Director must be selected for the ability to negotiate, communicate and establish appropriate priorities since he will have the overall responsibility for this project. In our example, this person is responsible for getting the approval from the city manager and the city council for the implementation of the foundation. If the chief of police is selected for this duty, it must be in a situation in which he has the time aside from the normal responsibility of managing the agency during the transition.

Project Manager. This person acts within the guidelines or policies established by the project director and ensures that all such

policies are carried out.

Citizen's Representative. Selected from the community, this would be the spokesperson for the citizens and would have the responsibility for obtaining their support and keeping them informed.

CHART 5

Responsibility Chart

TASK	ACTORS				
	Pro Dir	Chief	City Mg	Pro Mgr	Cit Rep
C/M APPROVAL	R	I	A	S	S
COUNCIL SUPPT	R	I	I	I	S
CIT SUPPORT	I	I	I	A	R
DEV BYLAWS	R	A	I	I	I
PRESS RELAT	R	A	I	I	S

ISSUE:

Establishment of a Private
Foundation

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

The examples used in this sample "Responsibility Chart" clearly show who is to do what, who must be kept informed, who must

support an action, and who must approve. For example, the project director is responsible to get city manager approval, get city council support, develop the bylaws for the foundation and for press relations. The responsibility for getting citizen support falls to the citizen representative.

The example "tasks" shown on this chart would vary with the individual community. The sample "actors" would also vary depending on the identification of the stakeholders and the "critical mass."

PROJECT SUMMARY

AND

CONCLUSIONS

This study has attempted to answer the question: **"How will municipal police agencies be impacted by private, community-based funding efforts by the year 2000?"**

We established in the beginning that resources to provide traditional police services to a community have been limited by the so-called taxpayer revolt, and that non-traditional approaches for funding have been and will continue to be attempted, as they should be.

One of those non-traditional approaches is private, community-based funding. The model used to demonstrate this approach throughout this project is the Morgan Hill Community Law Enforcement Foundation, which is described in the Project Background. (Specific information about CLEF is included in the appendix.)

This final element of the project is designed to summarize the study, to interpret the data that has been collected, and to suggest an answer to the question.

SUMMARY

Section II--Defining the Future

Using futures research methodologies and an attitudinal survey sent to police chiefs and managers, this section of the study analyzed the general issue of private funding and its future impact on law enforcement generally, and on local municipal police agencies in particular.

The results of the survey are considered by the author to be the most essential element in answering the question of the future impacts on law enforcement by private funding efforts. With police chiefs and managers being the key determinants of whether or not private funding efforts would ever be attempted within a particular jurisdiction, it is this group that can really answer the question. And the survey indicates that there will be little to moderate impact by the year 2000.

As described earlier, the results show 87 percent of those responding to the survey believe that the future will not bring a great deal of change precipitated by local funding efforts.

Section II also described the development and analysis of future trends and events impacting the issue of private funding; and, from this analysis, three scenarios describing possible futures were written. The scenario that was selected was the normative or the "desired and attainable" one. The scenario suggested that the concerns expressed in the survey could be overcome.

At this point, the selected scenario and the results of the survey show a conflict. The scenario suggests that organizations such as the Morgan Hill Community Law Enforcement Foundation will spring up in most communities and result in, and from, a high level of community support for law enforcement. The results of the survey show only 13 percent of the respondents believe this will happen on a local basis, and only 27 percent saw a major impact statewide.

The author suggests that this conflict is the real essence of this study! While it appears from the results of the research methodologies that private funding will greatly impact law enforcement, the practitioners disagree. And they disagree for very predictable reasons: fear of actual or perceived special treatment of foundation members or contributors; fear of loss of control over the direction of the department; fear of loss of control over spending of the privately donated funds; and a fear that their budgets would be cut by city managers and/or city councils as the result of the availability of alternative funding sources.

The survey results are also in conflict with the experience of Morgan Hill. Prior to the inception of the Morgan Hill Community Law Enforcement Foundation, support for the Department was less than desirable. Admittedly, the Department suffered from internal problems that resulted in a poor reputation. Correction of these problems added to a change in the level of community support even prior to CLEF's development. But the development, implementation,

and ongoing efforts of CLEF are major contributors to the high level of community support enjoyed by the Morgan Hill Police Department.

One could argue the chicken versus egg theory and suggest that CLEF developed as a result of a high level of community support. However, the facts show that during the transition stage, while support for the agency was still low, the Foundation was developed, and has since enhanced the support.

Section III--Strategic Planning

This element of the study, written as a "how to" manual, discusses the strategic planning process and suggests example application for the various techniques for any jurisdiction desiring to explore private funding as an alternative resource.

This section suggests use of a WOTS-UP Analysis to determine the weaknesses, opportunities, threats, and strengths of both the organization and the community. It describes the use of a modified policy delphi to develop alternative policies as guidelines for the strategic plan. It describes how stakeholder analysis is used to identify all of the players, internal as well as external, to the organization. Further, this section suggests the need for developing a departmental mission statement as a guideline for policy alternatives.

Section IV--Transition Management

Also written in a practical, how-to format, Section IV explained various transition management techniques designed to take

an organization from the present (no private funding) to the desired future (implementation of a private foundation).

This section explained how and why the "critical mass" must be identified, how and why each important stakeholder's commitment to the plan must be analyzed, and how and why assigning certain responsibilities to each of the key stakeholders is important to the transition.

CONCLUSIONS

The conclusions to be drawn from this project are mixed. The results of the futures research methodologies suggest a proliferation of private foundations within the next ten years, while the results of the survey of practitioners disagree, and suggest little to moderate impact by private funding. To what do we owe this difference?

The author would suggest that the idea of private funding of police activities may be threatening to police executives and managers. The results of the survey so indicate. Traditionally, police executives have attempted to distance themselves from any situation that may lead to special treatment of any special group or individual. The fear of such a perception by the public at large, the city councils, city managers, or police officers, may have caused the results of the survey to be negative when the research suggested a more positive response.

It is the author's suggestion that if police executives and managers can be convinced that their concerns can be mitigated, California law enforcement will be enhanced by private foundations such as exist in Morgan Hill.

Appendix I

Events

1. Mandated Growth Limits Reached
2. Election of "No-Growth" City Council
3. Election of "Pro-Growth" City Council
4. Drought
5. Major Natural Disaster
6. Major Hazardous Material Spill
7. War in South America
8. National Recession
9. Oil Embargo
10. District City Council Elections Mandated
11. Local Gang War
12. Loss of Major Industry
13. Stock Market Crash
14. Major Industry Locates Locally
15. Municipal Financial Disaster
16. Kidnap of Major Political Figure
17. Proposition 13 Repealed
18. Dramatic Decrease in Interest Rates
19. Major Local Annexation
20. Local Bank Failure
21. Local Police Foundation Disbands
22. Local Police Foundation Receives Windfall
23. Major Asset Seizure
24. Redevelopment Agency Cap Increased
25. Local Police Foundation Involved in Scandal
26. National Recognition of Local Police Agency
27. Regionalization of Police Services
28. Local Commissions Abolished
29. Police/Fire Departments Combined
30. Deductions Disallowed for Non-Profit Contributions
31. World Ends
32. Scandal in Local Police Department
33. CalTrain Services Extended to Local Area
34. Local Police Build New Facility
35. Scandal in Local School District
36. City Purchases Local School Site
37. Formation of Combined Youth Services Bureau
38. Civil Litigation Cripples City
39. Police Strike
40. Binding Arbitration Mandated

Appendix II

TRENDS

1. Minority Population
2. Percentage of City Budget Allocated to Police
3. Drug Usage
4. City Funding Levels
5. Taxpayer Attitudes
6. Demographics
7. Aging Population
8. Community Support Levels
9. Legislative Mandates
10. Demand for Police Services
11. Efforts to Control Growth
12. Level of Federal Funding
13. Technological Advances
14. Sewer Contamination
15. Competition for Non-Profit Funds
16. Economic Stability
17. Funding Sources
18. Environmental Requirements
19. Federal Regulations Pertaining to Growth
20. Local Police Reputation
21. Real Estate Values
22. Local Economic Growth
23. Homelessness
24. Funding for Social Programs
25. Level of Citizen Involvement
26. Volunteerism
27. Revitalization of Downtown
28. Traffic Congestion
29. Crime Rate
30. Citizen's Sense of Security
31. School Enrollment
32. Government's Sensitivity to Employees
33. Government Operations Focused on "Bottom line"
34. Mobility of Population
35. Changing Community Profile
36. Need to Maintain/Rebuild Infrastructure
37. Telecommuting of Employees
38. Energy Sources
39. Level of Police Impact Fees
40. Personal Net Worth
41. Size of Local Service Area
42. Information Explosion
43. Stress Levels of Citizens
44. Need for Child Care
45. Cultural and Recreational Needs

Appendix III

NOMINAL GROUP

1. Stockbroker, San Jose, CA.

2. Director of Public Safety, Gilroy CA.

3. Mayor, Businesswomen, Morgan Hill, CA.

4. Operations Commander, Morgan Hill Police Department

5. High School Principal, Morgan Hill, CA.

6. Services Commander, Morgan Hill Police Department

7. Information Manager, Police Officer, Morgan Hill Police
    Department