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RESTRUCTURING SMALL POLICE AGENCIES:
A TRANSITION TOWARD CUSTOMER SERVICE

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ACQUISITIONS

by

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PEACE OFFICER STANDARDS AND TRAINING (POST)

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

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

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

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

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EXECUTIVE SUMMARY

There exists a great body of literature suggesting that the role of law enforcement is in the process of evolving to a community oriented mission. This evolution will mean that police organizations must employ creative methods to adopt a "customer service" approach to policing. Likewise, police officers will need to continually exercise expanded discretion to be more than just crime fighters. They will need to be problem solvers as well. Each agency will have to evaluate their community and their department to develop strategies to support this mission.

The purpose of this study is to explore one such strategy. It examines the issue: What will be the future of alternative organizational structures for small law enforcement agencies in rapidly growing communities by the year 2001? Unlike larger agencies in more established cities, traditional organizational structures may not serve to support the problem solving posture required of small departments in this changing environment.

Section One: A Look to the Future.

Researching relevant literature, and interviews with public and private sector executives statewide revealed demographic, social, and work force transitions in the next ten years. Small, semi-rural communities will continue to experience rapid growth. Police departments in these areas will be expected to continue to provide a wide range of customer services with limited personnel. Police organizations will need to empower their members with more discretion to solve problems and become more flexible to address ever changing community needs. Trends and possible events effecting a department's ability to enhance a customer service approach in the future were identified and forecast. These trends include 1) levels of available revenue, 2) changes in demographics, 3) changes in the rate of crime, 4) community perception of crime, 5) the level of community support, and 6) public demand for police services. Based on these forecasts, nominal, normative and hypothetical future scenarios were developed.

Section Two: A Strategy for the Future.

A strategic plan was developed to employ an alternative organizational structure to achieve

the normative scenario. A Mission Statement emphasizing customer service resulted in the development of policies necessary to implement that mission. Several alternative organizational structures were evaluated against these policies. Of these, a cluster design structure was selected. This design not only gives the department the ability to provide a wide variety of services with limited staff, it also creates an organization sufficiently flexible to rapidly respond to emerging community problems.

Section Three: Managing the Transition.

Paramilitary structures currently seem to be a standard in law enforcement. Managing the transition to employ an alternative structure, requires a carefully planned evolution because current hierarchy models are so well ingrained within the police profession. Methods are proposed to facilitate the phased implementation of the strategic plan, which embraces 1) a generalists approach to special functions, 2) collaborative efforts within, and between divisions, and 3) expanded use of civilians, volunteers and community organizations.

Section Four: Conclusions.

The study concludes that alternative organizational structures may be an indispensable tool to support the future mission of small police agencies in rapidly growing communities. The increasing demands placed on a customer service mission will only be fulfilled by organizations that are characterized by flexibility. These more easily enable an organization to focus on a particular problem, and then select an appropriate method, from all its resources, to solve the problem. These structures can also increase efficiency in an era of limited resources through increased collaborative efforts between various functions. The changing nature of the work force, and the values they hold, seems better suited to operate in a work environment that is less regimented, and better able to achieve results. This study goes on to recommend, that various unorthodox structures may also serve other agencies as well, depending on the expectations of the department by the communities they serve.

INTRODUCTION

The background of this study examines why alternative organizational structures may be better suited to support the evolving role of small law enforcement agencies in rapidly growing communities.

SECTION ONE: A LOOK TO THE FUTURE

What will be the future of alternative organizational structures for small law enforcement agencies in rapidly growing communities by the year 2001?

SECTION TWO: A STRATEGY FOR THE FUTURE

Alternative organizational structures are examined to develop a strategic plan which will support the police mission and purpose in the future.

SECTION THREE: MANAGING THE TRANSITION

A plan is presented to manage the transition to an alternative organizational structure.

SECTION FOUR: CONCLUSIONS

The issue question is answered and recommendations for the future are made.

PREFACE

There seems to be a perception, from outside the law enforcement community, that police organizations are slow to change. From a cursory view, they seem to be steeped in tradition and perform a well defined, stable purpose. To the lay person, police officers, their patrol cars, and their role in the society appear much the same as they did years ago.

However, from a perspective from within the profession, it is obvious that this is not the case. During the last ten years a great deal of innovation has begun to take hold. Law enforcement continues to prepare for the future on many fronts.

Certainly, California Law Enforcement is providing a vision of the future for its managers through the P.O.S.T. Center for Leadership Development. On a more practical level, the proliferation of innovative, automated resources are beginning to provide an indispensable technology, supporting every facet of police operations. There is also a great body of literature that suggests the very role of law enforcement is in the process of change. This evolution will mean that police organizations must use creative efforts to enhance community oriented service, Likewise, police officers will need to continually exercise expanded discretion to be more than just crime fighters. They will have to be community problem solvers as well.

The purpose of this study is to examine one such support technology relevant to the future of small police organizations. Alternative organizational structures may have to be employed as agencies adapt to their new role. Their traditional structures may not serve to support the problem solving posture required in a changing environment. William Geller, editor of Local Government Police Management, (ICMA, 1991) recognizes this need in his preface:

> "Asking some or all of a police department's officers to engage in creative community problem solving within the paramilitary, bureaucratic, risk-adverse work environment that has come to characterize much of policing over the past several decades is like asking someone to tap dance in snow shoes. It looks funny and isn't very effective."

The support I received for this study should also not be overlooked. During the course of my study and research, the Command College staff and faculty, Chief Larry R. Dean of the Morgan Hill Police Department, Dr. James Hernandez, and many others have each, in their own way, given me the benefit of their expertise, wisdom, and endless patience. They all deserve a great deal of credit.

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INTRODUCTION

The background of this study examines why alternative organizational structures may be better suited to support the evolving role of small law enforcement agencies in rapidly growing communities.

Almost without exception, the classic bureaucratic hierarchy defines the structure of police agencies, large or small. Ideally, this paramilitary design promotes the achievement of organizational goals by dividing labor into autonomous groups. This aids in accomplishing specialized tasks by adhering to a consistent system of rules and procedures. It organizes functions in a strict chain of command, with superiors exercising command and control over subordinates[1].

This single type of organizational structure has proven efficient and served law enforcement well over the years. Historically, the goals and purpose of policing have been specifically focused to enforce the law and reduce crime. Law enforcement has typically employed people with military experience because they were well suited for a strict command and control environment, inherent in the paramilitary approach to policing.

Despite this structure's wide spread use to date, this study will examine whether alternative organizational structures may be better suited to accomplish the changing goals and purposes of law enforcement in the future. This is particularly important when considering that agencies are finding they must provide services to match a wide variety of community needs.

THE ORGANIZATIONAL STRUCTURE OF TODAY'S POLICE AGENCIES.

Police organizations of today divide tasks using a number of methods. Most organizations are divided by functions, such as operations, support, and specialized functions such as traffic and investigations. The larger the department, the more complex the hierarchy becomes. In many cases, tasks or major divisions are also divided into programs, containing a number of specialized units. For instance an investigations section may contain a unit for persons crimes, property crimes and juvenile crimes. Larger departments may specialize even further. Finally, some departments divide their organizations geographically as well, using substations or store front operations to provide service to various areas of their jurisdiction.

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[1]Max Weber, Essays in Sociology. trans. H.H. Gerth and C.W. Mills, Oxford Press, New York, 1946.

While most police departments probably employ a hybrid of these organizational methods, and may not rigidly adhere to their established structure, they are nonetheless usually tied together in a well defined hierarchy. The major differences between large and small police organizational structures are the number of divisions, subdivisions and special units that are employed.

Some of the ideals of a bureaucratic hierarchy, which originally promoted efficiency, have also been drawbacks. This structure is sometimes characterized by excessive red tape, inflexibility, out of touch with community needs, dominance of authority and position protection. This system has remained in tact primarily because established organizations tend not to change their structures until they are forced to by inefficiency.

THE CHANGING ROLE OF LAW ENFORCEMENT.

Over the last 15 to 20 years, the role of law enforcement has been evolving and expanding at a rapid pace. Police agencies have had to assume functions that no other agency is capable of fulfilling. This has created a need to find different approaches to deliver service. Specific problems have been addressed with team policing, efforts to enlist community assistance, numerous crime prevention strategies, community oriented policing and even some experiments in nontraditional titles and uniforms. These are all examples of how changing roles have affected police organizations. Some strategies have obviously demonstrated themselves to be more successful than others. The degree of success has depended on the resources available, the nature of the communities in which they were used, and the nature of the organizational culture in which they were employed.

In general, law enforcement is now customizing its focus and purpose much like private sector companies adjust to meet the needs of their customers. This reorientation toward a "customer service" philosophy will naturally change how each organization executes daily operations. There is a danger for organizations if their professed structure does not promote or facilitate their daily operations. This can cause internal confusion and inefficiency for its members. For example, some crime prevention units are located within

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organization structures which isolates them from "real police work." In such cases, a crime prevention unit may have been aligned to conform to an existing structure rather than situated where the unit can be most effective. The result of such a situation was revealed long ago. Unless structure follows strategy, inefficiency results[2].

There are a number of alternative organizational strategies available to police agencies. It is essential that not all organizations assume that there is just one structure to be employed. This is not to say that a bureaucratic organization is inefficient or inappropriate. All too often police managers tinker with organizational structure and personnel systems without being able to relate their decisions to the purposes of the organization[3]. However, it is apparent that the mission and service delivery strategies of a large metropolitan police department will differ greatly from established suburban areas or rapidly growing semi-rural communities. Because of these differences, alternative organizational structures should be examined for possible integration into various police agencies.

THE RAPIDLY GROWING COMMUNITY: A NICHE MARKET.

In California, a niche market for law enforcement has been developing and will likely extend well into the future. Research indicates population shifts over the next ten years, with growth taking place away from established metropolitan areas. Many small semi-rural communities are currently experiencing rapid growth, that is growth far in excess of the 5% to 8% rate of statewide population increase. Residents and businesses alike are migrating away from major cities and are leading to rapidly growing "micropolitan" communities[4]. These cities are undergoing a confusing metamorphosis, from a rural area where police services are expected to be extremely personalized, to a more urban setting where more demands on law enforcement appear to reduce their ability to serve in the same manner.

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[2]Alfred D. Chandler, Strategy and Structure. MIT Press, Cambridge, MA, 1962.

[3]William A. Geller (ed.), Local Government Police Management. International City Management Association, 1991, pp. 22-53.

[4]Scott A. Thomas, "Micropolitan America," American Demographics. May 1989, pp. 20-24.

Rapid growth coupled with economic conditions tend to stress available resources. It is seldom that small police departments, consisting of 25 to 50 officers, are able to expand at the same pace as the communities they serve. Yet they are still be required to provide service and meet the expectations of this rapidly growing population.

The purpose of these departments, and the strategies they employ, will be defined by a growing population that insists on a high quality of life. The customers in this market will require that the municipal police department not only possess all of the sophistication of large departments in major cities, they will also have use limited staff to provide a wide range of customer service that goes beyond traditional police functions.

This means that small police departments must take on an organizational structure that is both extremely flexible and oriented toward their customers. Lacking the economies of scale inherent in large departments, the organizational structure itself must possess the ability to constantly remold its resources, as well as rapidly shift its attention to address differing needs in a changing environment.

THE ISSUE AND SCOPE OF THE STUDY.

For small police agencies, reducing services, regionalization, contracting for services, and privatization are all possibilities for dealing with growth. In some cases, the community may find it necessary, or to their advantage, to dissolve a municipal police department all together in favor of contracting with the sheriff's department or an adjacent city. However, current indications are that in ten years, many small police departments will survive and remain in tact for a variety of political and economic reasons. That survival may largely depend on how departments form and develop structures today, that meet a growing community's needs.

Given the purpose and strategies of these departments, the issue of this study will examine the question: **What will be the future of alternative organizational structures for small law enforcement agencies in rapidly growing communities by the year 2001?**

Discussions with a number of law enforcement experts during the course of this research identified three sub-issues which further define the issue question:

- What changes in service factors will effect the structure of the small police organization?

- What resources will be available which will impact the size and structure of the small police organization?

- What impact will the agency, utilizing an alternative structure, have on its members and labor organizations?

The first sub-issue will identify the changing services and community expectations which will cause the focus of the police mission to change and develop. The second sub-issue will consider what financial, human, and organizational resources, available to a police agency, will impact how it may be structured to accomplish its mission. Finally, the third sub-issue will examine how the structure will satisfy internal needs required to fulfill that mission.

THE STUDY FORMAT.

This study will consist of four sections:

Section One: A Look to the Future, will use an environmental scan to identify relevant trends and events impacting the growth, development, and focus of a small police organization's structure. Several trends and events that are likely to occur will be forecast to further determine their impact on the issue. Three scenarios of possible futures will be developed based on the forecast data.

Section Two: A Strategy for the Future, will present a strategic plan for restructuring a police department within the context of the issue. In this case, the Pleasant Valley Police Department will be portrayed as a typical agency in a small growing city. It will be used as a basis of study to analyze the internal capabilities of the organization and external environment of the community it serves. A mission statement will also define the department's purpose. From this, policies will be developed to implement an organizational

structure defined by that purpose.

Section Three: Managing the Transition, identifies individuals critical to the success of the plan. It further describes management structures that will be required to complete the transition. Certain tools and technologies which should be employed during the transition to the future state will also be identified.

Finally, **Section Four: Conclusions,** will summarize the results of this study and answer the issue question. Recommendations for law enforcement will be proposed. Other future issues arising out of this study will also be suggested for further research.

SECTION ONE:
A LOOK TO THE FUTURE

What will be the future of alternative organizational structures for small law enforcement agencies in rapidly growing communities by the year 2001?

Before the issue of organizational structure for small police departments, consisting of 25 to 50 officers, can be addressed, it is necessary to consider the environment in which the organization will find itself ten years into the future. With a look to the future, the purpose and strategies of the organization can be defined. This, in turn, will facilitate the development of an appropriate structure to support the organization.

A view of this future can be developed by scanning the environment to identify current trends and possible future events that will effect the role of police organizations in communities that are growing in excess of the 5% to 8% state average. Forecasting what impacts these trends and events will have on small police organizations can then lead to developing various scenarios. These possible futures will provide a basis to address the issue question.

SCANNING THE ENVIRONMENT.

Three methods are used to gather information pertinent to the issue question. Researching relevant contemporary literature provides a broad based insight into trends that are related to the structure of any organization. Personal interviews with those who have expertise and close experience with these trends, further exposes how they impact actual organizations. Conducting a brainstorming session, using a cross section of members from a sample community, further identifies trends and possible events from a perspective which is likely to be encountered by a small police agency.

Literature Review:

Current literature suggests that the next ten years will be a time of many transitions in society. Several of these are especially pertinent to small police agencies with respect to the issue question.

Demographic Transitions: California has seen tremendous growth in the last ten years. Table 5 in Appendix A, demonstrates population trends that show a slowing of growth to about 35.7 million by the year 2000. A significant component of that growth results from

migration, both into and within the state. Traditionally, America's, and California's populations have grown and thrived around the great metropolitan hubs. Population growth, coupled with inflation, created a series of problems in the 1970's and 1980's. Californians were forced to move further away from the central cities to maintain affordable housing and a desired standard of living. This, however, also caused a different trend. Instead of people moving into the cities, the cities are now moving out to the people. Because of advances in technology and communications, corporations are moving away from the major urban areas to places where land is more economical and the labor market is more affordable. In a recent interview with Associated Press, Truman Hartshorn, a Georgia State University geographer stated, "We are now in the midst of the most rapid transformation of the city in its history. For the past 2000 years, the city had just one center. Now it has many." Because of this population shift to outlying areas, a unique burden will fall on smaller law enforcement agencies to serve a population growing at a greater pace and complexity.

Migration will also play a large role in changing the ethnic composition of the state. Although California has always been somewhat of a melting pot, this trend will continue to become even more prominent. From 22.6% of the current population, Hispanics will increase to 28.4% by 2005. Asians, during the same period, will increase from 9.3% to 12.7% There will be a proportional decline in white population from a current 60.5% to 50.9% by 2005. The Black population will remain almost stable.[5] Cultural diversity will be seen from the corner grocery store to the State Legislature. The primary challenge to law enforcement will be to find ways to meet their needs with special concern for their racial, ethnic, cultural and religious diversity.[6]

Following a nationwide trend, the state will be the home of an older population. The effects of an aging population will be seen in the changing face of the labor force, the type of and

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[5]The Kiplinger Editors, "California's Population," California Forecasts, Kiplinger Editors, 1989, pp. 1-5.

[6]Robert C. Trojanowicz and David L. Carter, "The Changing Face of America" FBI Law Enforcement Bulletin, January 1990, pp. 6-11.

manner in which households are maintained, and the expectations for quality of life that are demanded. This will require an even greater diversity of service that law enforcement will be expected to provide.

Social Transitions: Changing values, technology and social norms are raising issues that will bring a new clientele and diverse set of problems to small police agencies. These will include dealing with environmental crime, high technology crime, and abuse of the elderly to name but a few. The rebirth of social activism will also bring attention to specific crime and social problems. Special interest groups will dominate the rest of the century. They are rarely a force for positive action, but they succeed in blocking whatever action they do not approve[7]. These groups will continue to influence how the shrinking resources of a small department are allocated.

In addition to actual crime, the perception of crime and the failure of government resources to address the causes of crime are gaining importance as political issues. Currently, the police are the only public service agency that is accessible around the clock. They will be expected to use a variety of resources to improve the quality of life by working with the community[8]. Police departments must develop a strategy to expand their role from being just crime fighters, to meet new obligations as problem solvers.

Other issues will remain unchanged from the present. A host of social, economic and political problems remain from the 1980's. These problems did not fade away on New Year's Day 1990. They have remained, adding to the expected social turmoil[9]. These issues include drug abuse, gang violence, and a general increase of violent crime. They also demonstrate the need for police organizations to provide a wider variety of services.

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[7]Peter F. Drucker, The New Realities, Harper & Row, New York, 1989 pp. 170-175.

[8]Alan M. Webber, "Crime and Management: An Interview with New York City Police Commissioner Lee P. Brown" Harvard Business Review, May-June, 1991, pp. 111-126.

[9]Edward J. Tully, "The 1990's: New Days, Old Problems" The Police Chief, January 1990, p.35.

<u>Work force Transitions:</u>   In the years between approximately 1994 and 2000, law enforcement will lose most of its military roots.   It will no longer be influenced by the veterans of World War II and Korea, and all but a handful of Vietnam Veterans will be gone or preparing for retirement.[10] Those who once served without questioning authority will be replaced by those who demand to participate in managing the work they do. Officers will require greater freedom to exercise discretion, to solve problems encountered in their daily activities. They will also demand a greater participation in formulating policies and procedures as well. This will help facilitate their ability to utilize resources and accomplish a department's mission. Perhaps this situation is best illustrated by a colleague who recently observed that law enforcement has taken great pains to recruit, hire, train and expect officers to evaluate problems and find the best solution.   Then they are placed in an organization that, by its structural philosophies, still requires adherence to concise rules and strict chain of command.   Between now and the turn of the century, law enforcement administrators will continue to be reminded that the organizational and managerial methods of the past, even though enlightened for their time, may no longer work[11]. Consequently, the search for alternative structures for the organization is both necessary and timely.

A number of emerging alternative organizational structures are now being accepted and employed to increase an organization's effectiveness. These include 1) hierarchy designs which employ quality circle groups, 2) matrix designs, 3) cluster designs. A basic comparison of these structure designs and their attributes are outlined in Appendix B.

Quality Circle designs utilize small work groups within a classic hierarchy. This design uses a parallel structure approach to solving problems. With this approach, managers and line personnel within a functional division of the organization, form a team to evaluate and solve problems. Quality circles, however, do not generally alter the basic bureaucratic structure

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[10]Randall Yankee, "The 1990's, A Season of Change for Law Enforcement," <u>The Journal of California Law Enforcement</u>, Volume 25 No. 1, 1991, pp. 17-21.

[11]William L. Tafoya, "The Future of Policing," <u>FBI Law Enforcement Bulletin</u>. January 1990, pp. 13-17.

itself, which usually remains an improved and more effective hierarchy.

The Matrix Design is best described as a product oriented structure superimposed on top of a functional structure.[12] In law enforcement applications, the product is a problem to be addressed. Staffing expertise and resources from throughout the functional structure of the organization, regardless of the division or unit in which they are located, are combined in a single product structure, or task force, to address the problem. This design can exist for both long or short term problems.

The Cluster design promotes an extremely flat, flexible design where decision making shifts to the lowest level, jobs are broadly defined, and managerial control is separated from direct reporting.[13] This design relies heavily on collaboration between functional units. Resources throughout the organization are intended for cross utilization to attain desired goals.

Semi-structured Interviews.

The researcher interviewed six executives to gain a vision of the future of organizational structures relating to the issue question. Each were selected for their unique insights and expertise with this issue. Five were within the law enforcement community and one was from the private sector, the president of a successful, rapidly growing company of a similar size profiled in this study. Each were presented identical questions as a basis for further discussion. A list of the experts and discussion responses can be found in Appendix C.

Without exception, all members indicated that customer service or community orientation was currently the most important focus of police agencies. This would only intensify in the future. Police agencies must find new ways to provide a wider range of services, not all

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[12]Andrew D. Szilagyi and Marc Wallace, <u>Organizational Behavior and Performance</u>, Scott Foresman Co., Glenview Il., 1990, pp. 731-737.

[13]D. Quinn Mills, <u>Rebirth of the Organization</u>, John Wiley & Sons, New York, 1991, pp. 171-178.

relating to crime fighting. Three of the five projected that police agencies will have to recognize that they are really social service dispensers. They will be providers, facilitators or brokers for services to be provided by other agencies. This will include tailoring services to groups and specific neighborhoods as well as the community as a whole. Different neighborhoods require different services. Traditional enforcement of crime problems will still need to be pursued in some neighborhoods. In other areas, police agencies will need to identify and work in concert with other government and private agencies to resolve a perception of crime. This might be exemplified by a joint effort to rehabilitate homes, upgrade lighting and visibility in public areas, and provide added police presence in an aging neighborhood. To accomplish this, police organizations will need to maximize productivity while maintaining a service oriented culture among its members. Some suggestions included reducing overhead, employing the proper use of civilians and volunteers, and developing close relationships with organizations outside the department.

Responses from the law enforcement executives described their organization as having a conventional structure. However, four of these indicated that the organization actually operated differently than what the structure would indicate. In cases where situations require a creative response, different components of the organization would often cooperate to address that issue. This is, in essence, an unofficial matrix design approach, although it may not have been formally identified as such. It was noted that bureaucracies often lack the flexibility needed to react rapidly to different situations. They can also tend to become complacent as departments grow. This makes it difficult to foster a climate where inevitable change is the norm and expected.

Two of those interviewed believe that how an organization is formally structured is of minor importance if department goals are being addressed. They added, however, that organizational structures should reasonably reflect how members are expected to function to avoid confusion and achieve the department's mission. Nevertheless, they did not foresee that organizational structures would change significantly in the future for a number of reasons. Hierarchy designs provide excellent management control. They also provide a

sense of security for members, because each has a well defined place in the organization. Because this design is a standard of the profession, officers tend to feel comfortable in it.

In contrast, the private sector executive relies on a very fluid "ad hoc" structure for his organization. He indicated that this was the only way to ensure that he could manipulate all of his resources in a way to address ever changing client needs. He cautioned that this structure worked well, primarily because employees accepted a culture of rapid reorientation of focus and assignment.

Three of the six interviewed envision little resistance by department members to an alternative organizational structure. This assumes that it is perceived as rational with respect to four basic factors. These include: 1) the relationship to organizational goals, 2) beneficial to individual career development, 3) job satisfaction, 4) salary and benefits. The degree of positive support would depend on how well the visible structure realistically reflects how the organization actually functions. This could help to ensure that the security members find in a hierarchy is not degraded. It is also important that the structure is not perceived to differ too greatly from the remainder of the profession. Finally, all of those interviewed observed that employee organizations are primarily interested in supporting pay and benefits for its members. This factor should be considered when proposing an alternate structure in order to minimize resistance to change.

In summary, the interviews revealed that police organizations are already seeking greater flexibility within current organizational structures in order to meet the expanding police role. Whatever alternative organizational structures may be employed, greater flexibility and efficiency will be needed to better support police goals. However, because the hierarchy design is so deeply entrenched in law enforcement, a change to alternative structures would have to be an evolutionary one, accomplished in a scheduled gradual manner.

Brainstorming Exercise.

Using a brainstorming technique, a seven member panel, listed in Appendix D, identified

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38 trends and 28 possible future events that could impact rapidly growing, small cities. These are listed in Appendixes E and F. The panel members were comprised of a cross section of individuals from both the public and private sector and were selected from within a community profiled in this study.

FUTURES FORECASTING.

The researcher utilized the same panel mentioned above to conduct a forecasting exercise. The panel forecasted trends and possible future events which bear upon the issue question. The changing functions and operations dictated by these trends and events may necessitate modification of an organization's structure as well. This process is described in detail in Appendix G.

Trend Forecasting.

Of the 38 identified trends, the panel retained six that it considered most important. Each of these are described and the panel's median forecasts are listed below.

Trend 1 (T1) - Levels of available revenue: Funding for the police department is derived primarily from the City General Fund. This trend describes the amount of revenue able to be generated for the General Fund for all city functions. The panel forecast that increases in revenue would slow for the next five years due to economic conditions. When inflation is considered, however, these revenues will actually result in decreased resources. As the economy becomes less turbulent, and growth of the community progresses, the panel felt that sufficient funds will be allocated to meet law enforcement needs.

Trend 2 (T2) - Impact of changing demographics: This trend describes how changing service demands will impact police agencies. Departments will be serving a rapidly growing population that will be wealthier, older, and more culturally diverse. The panel observed that many cities are taking steps to control growth in a more manageable fashion. This is necessary to satisfy service demands caused by demographic changes in the last five years. Likewise, police agencies are already adjusting service levels and preparing officers to deal

with a changing population. Because of this, the panel forecasted that these impacts will increase only slightly over the next five years. As the community evolves from a semi-rural setting to a more established urban area, the demographic changes will have a greater impact.

Trend 3 (T3) - Change in the crime rate: This trend indicates the change in the rate of actual crimes reported to the police department. It is a traditional indicator of police service. According to the panel forecast, there would be a steady increase in the crime rate and the diversity of crime would increase, simply because of the rapid commercial and residential growth of the city.

Trend 4 (T4) - Perception of crime by the community: Unlike the actual crime rate, this trend indicates how much crime the community perceives to exist. Despite the projected increase in the actual crime rate, the panel forecast that the perception of crime will remain stable over the next ten years. This is partially due to more proactive police efforts, and partially because the perception of increased criminal activity seems to be centered in large urban areas.

Trend 5 (T5) - Community support for the police department: This trend shows how much political and financial backing the community is willing to support, based on their perception of the benefits provided by the police department. The panel projected a modest increase in support over the next five years and then expects it to level. It should be noted that this forecast was completed before the Rodney King event in Los Angeles occurred which has expanded public scrutiny on law enforcement in general. However, the panel noted that community support for the police department tends to vary depending on the local image of the department and how effective their efforts are perceived. The panel's forecast should remain valid unless events occur which negatively impact the local department's image.

Trend 6 (T6) - Public demand for cost effective service: This trend is defined as citizen's demand for greater levels of service with little or no increase in taxes. This attitude reflects

a general sentiment that government takes too great of a proportion of personal income and little is seen in personal benefit. The panel indicated that the public's demand for extra service at no extra cost will increase over the next five years. The effects of tax increases are promoting a selfish attitude among the public. Somehow, methods other than personal or property taxes should be utilized to finance public services.

The following table presents the median trend forecast of the panel. Appendix H depicts the median and range of the nominal forecast data, as well as the median of the normative forecast data for each trend.

Table 1
TREND EVALUATION

TREND STATEMENT		LEVEL OF TREND (TODAY = 100)			
		5 YEARS AGO	TODAY	5 YRS AHEAD	10 YRS AHEAD
Level of Available Revenue	T1	90	100	105 / 130	120 / 140
Impact of Demographics	T2	80	100	105 / 130	120 / 130
Change in Crime Rate	T3	100	100	110 / 90	120 / 80
Community Perception of Crime	T4	95	100	100 / 105	100 / 100
Level of Community Support for the Police Dept.	T5	70	100	110 / 125	110 / 150
Public Demand for Services at No Increase in Cost	T6	80	100	110 / 90	110 / 95

What will be / What should be

Using 100 as the current level of the trend, the seven panelists were asked to estimate a proportional value of the trend 5 years ago, and both the nominal and normative value for 5 and 10 years in the future. This table depicts the median panel values for each trend. The nominal value indicates a forecast of the trend given current conditions. The normative forecast depicts the panel's opinion of what the trend should be and assumes that some intervention could take place to effect the nominal forecast of the trend.

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Event Forecasting.

With the identified trends in mind, the panel selected five events that have a high probability of occurring and have a significant impact on the issue question. These possible events are:

Event 1 (E1) - Growth control initiative ruled illegal: Currently, many cities control growth by limiting the type and number of residential dwellings approved for construction. A statewide court decision, beyond the control of a municipality, could have significant impact on the forecast trends. Should this event occur, the city's population, size and demographics could change at an unplanned rate in a short period of time. The panel forecast that such an event would significantly impact the trends to increase in magnitude.

Event 2 (E2) - Sewer plant built: The construction of a sewer plant was selected by the panel as symbolic of an event that would open the door for immediate rapid growth. Sewer capacity is one major element of the infrastructure that limits building expansion. Additional sewer capacity would allow for further growth not only in the city but in the surrounding area as well. The panel indicated that should this event occur the forecast trends would increase in magnitude.

Event 3 (E3) - Major crime occurs: A crime of statewide interest occurs. Depending on the nature of this crime, the community is awakened to the fact that the city has become far less of the rural town than it was thought to be. The panel observed that the occurrence of such an event would focus greater local attention on both the real and perceived increase in crime. This, in turn would place greater emphasis on the amount and nature of service demanded by the community.

Event 4 (E4) - Voters approve tax increase: The panel forecast the probability of a voter approved tax increase. Despite their reluctance to tax increases over the short term, the panel felt that by two years into the future the community would come to grips with the fact that an increase is necessary to finance their desired level of services. This would positively effect the trends regarding the resources that will be available to the police agency.

Event 5 (E5) - Revenue shortfall discovered: This event is the discovery that actual city revenues have fallen substantially short of projections. This, in effect, throws the city's budget out of balance. This event is seen as extremely likely to occur in the short term due to the current recession. Because of this, there was a discussion to eliminate it from consideration as a forecast event. However, it was retained by the panel because the full effects of this event may take as long as a year or two to realize, and the event's impact on the issue question was so great for the entire ten year forecast.

Table 2 below outlines the median event forecast of the panel. Appendix I contains a graphic illustration of the forecast including the median and range of the forecast data.

Table 2
EVENT EVALUATION

EVENT STATEMENT	YEARS UNTIL PROB- ABILITY FIRST EXCEEDS ZERO	PROBABILITY OF OCCURRENCE		IMPACT IF THE EVENT OCCURS	
		5 YEARS FROM NOW	10 YEARS FROM NOW	POS.	NEG.
Growth control measure ruled illegal.	4	30	75	8	3
Sewer plant built.	5	50	95	10	2
Major crime occurs.	1	70	80	4	1
Voters approve tax increase.	2	50	50	8	0
Revenue shortfall discovered.	1	100	-----	-0-	10

The above data shows the median forecast of the seven member panel with respect to the probability of each event occurring by ten years. The forecast estimates the number of years by which the event has any likelihood of occurring, estimates of the probability (on a scale of 0 to 100) of that event occurring by 5 years and 10 years from now, and the estimated impact (on a scale of 0 to 10) on the issue question.

Cross Impact Analysis.

The next phase of the forecasting exercise consisted of a cross impact analysis. Due to time constraints of many of the panel members, the full panel was unable to participate in this portion of the exercise. In lieu of the full panel, Police Department command staff conducted the cross impact analysis based on discussions that had taken place with the full panel.

Table 3 shows what impact each event would have on each of the other trends and events that were forecast. This impact is measured in a plus or minus percentage change over the original forecast. This represents the maximum impact on each trend or event should one of the events occur.

Table 3
CROSS IMPACT ANALYSIS OF TRENDS AND EVENTS

IMPACTING EVENT	IMPACTED EVENT					IMPACTED TREND						ACTOR HITS
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	T-6	
E-1	▦	+80	+10	-50	0	+10	+10	+10	+30	0	+50	8
E-2	0	▦	0	-10	0	+10	0	+10	+10	0	+20	5
E-3	0	0	▦	+20	0	0	0	+20	+60	-10	+60	5
E-4	0	0	0	▦	-80	+80	0	-10	0	+10	+80	5
E-5	0	-30	+10	+50	▦	-80	0	+20	+50	-20	-30	8
REACTOR HITS	0	2	2	4	1	4	1	5	4	3	5	

NOTE: Estimates are the consensus of Police Department Command Staff showing a plus or minus impact on each trend and event.

LEGEND:

E-1. Growth Measure Illegal
E-2. Sewer Plant Built
E-3. Major Crime Occurs
E-4. Tax Increase Approved
E-5. Revenue Shortfall Occurs

T-1. Level of Available Revenue
T-2. Impact of Demographics
T-3. Change in Crime Rate
T-4. Perception of Crime
T-5. Community Support for P.D.
T-6. Public Demand for Services

The cross impact analysis revealed that there are two actor events which would have the

greatest impact on the other trends and events. They are:

1. E-1, The controlled growth initiative is ruled illegal.
2. E-5, A revenue shortfall is discovered.

Should the actor events occur, the forecasts of other trends and events will react, or change, from what was originally forecasted. Those that are likely to change most are:

1. T-3, Change in the crime rate. The crime rate is likely to increase at a greater rate and diversity as populations grow at uncontrolled rates.
2. T-6, Public demand for services at no additional cost. This impact of this trend will increase as citizens are asked to pay higher taxes to finance public services.

The analysis also indicates that there are three secondary reactor trends and events. Should the actor events occur, these will be significantly impacted over the longer term, after the actor and primary reactor trends and events have full taken full effect. These are:

1. T-4, The perception of crime in the community. As the number of crimes increase, and the crime rate itself increases, the perception of crime will increase as well. This perception may increase at a rate greater than the actual crime rate.
2. E-4, Voters approve tax increase. This is more likely to occur as the increase in crime and the perception of crime reaches a point where it becomes a serious concern to the community.
3. T-1, The level of available revenue. Revenues are likely to increase above the forecast level if growth, especially commercial growth, occurs at a faster pace than expected.

FUTURE SCENARIOS.

Trends and possible future events, relevant to the issue question, have now been developed through the environmental scanning and futures forecasting processes. Several possible futures begin to emerge in which the small police department in growing communities may have to operate. Based on this research, three future scenarios were developed.

The nominal scenario describes a future where trends and events occur as expected. The police department continues to employ established practices and organization to deliver traditional services. The normative scenario represents a future where the police department has developed a strategic plan to respond to the changing environment. In this scenario, the police department adjusts the organization to deliver services described by its expanding role. Finally, the hypothetical scenario represents a future defined by the negative impacts of all forecasted trends and events.

More than likely, with the turn of the century many police departments will document their history. One of those chapters will document what had transpired in the decade of the nineties. Police departments profiled in this study will probably identify with one of the following scenarios appearing in that chapter.

The Nominal Scenario: The 1990's - Coping with City Growth.
Looking back at the past decade, the first few years of the 1990's were a time of turmoil and scrambling for funding for municipal services. The combination of the Gulf Crisis, the effects of the recession, and voter rejection of tax increases, caused decreased revenues in the city coffers. By 1993, the impact on smaller cities in less urban areas resulted in hiring freezes or reductions in the size of police agencies. Of necessity, the level of services provided by these police departments took on the character found in many urban areas. Calls for service increased with community growth. Consequently, response times to calls grew longer and police departments became more selective of the incidents they would respond to or investigate.

Citizens also demanded that the police department provide service to a wider range of community needs. Segments of the community turned to the police because they were unable to find needed service through other government and private agencies. While the rate of crime, and the perception of crime increased through 1996, the police found it difficult to address numerous social and community problems not related to the traditional law enforcement mission.

In late 1993, the economy began to recover. The rapid pace of growth seen in the late 1980's once again returned to semi-rural California. Even cities which had established growth control measures found that they were insufficient to avoid greater urbanization. Today, 10 years later, the population goals set by growth control measures have long since been surpassed. Commercial and industrial growth, as well as the impacts of changing demographics, has likewise placed added stress on police services.

In response to growing demands, the police department adopted many traditional measures, found in more urban areas, including the reduction of non-essential services. However, they also relied heavily on continued staff increases to serve the community's needs. Special services, tailored to segments of the community, were only developed using traditional approaches, as justified by workload or significant outcries by citizens. By 2001, the level of police services, and accordingly the level of community support for the police department, has not significantly increased since 1991.

The Normative Scenario: The 1990's - A New Approach To Meet Community Needs.
The recession of the early 1990's created a difficult situation for the police department. Demands for service were increasing with no increase in resources. Without the citizen's willingness to raise taxes, revenue shortfalls resulted. Police managers were faced with the frustrating prospect of not being able to provide the increasingly different types of service desired by the community.

However, police managers did not remain idle during this unstable period. They recognized that traditional service delivery would not prove adequate in a changing environment, and assessed future community needs and expectations. In 1992, the organization was restructured with sufficient flexibility to provide basic enforcement, as well as focus some efforts on delivering a more diverse range of services. As new issues emerged, some attention could be directed toward them in a timely manner through conventional and creative use of department resources and cooperative relationships with other public and private agencies. This began to establish the department's ability to meet community

demands for cost effective levels of service.

As the crime rate and perception of crime in the community increased by 1993, the citizens recognized that the department was making an effort to address those issues. They realized what level of service they were willing to pay for and approved a tax increase. This placed an even greater responsibility on police managers. Any increases in police staffing had to demonstrate maximum value toward accomplishing the department's mission while satisfying increased demands by residents and businesses.

As the community attracted new business and residential development through 1995, increasing demographic changes both within the city and in surrounding areas brought about changing service requirements for the department. With this growth, however, the city's financial condition began to recover. This allowed the department to expand its use of innovative programs to provide customized service to various segments of the community. Now, in the year 2001, the department has increased community support by being much more responsive to community expectations for desired levels of service. Likewise, this new approach renewed the dedication of officers, who were able to see positive results of their efforts.

The Hypothetical Scenario: The 1990's - A Time of Turmoil.
The effects of the recession and revenue shortfalls that occurred by 1991 had a devastating effect on city services. The police department was no exception. Unwilling to pay additional taxes, the community received only essential police services. Given its traditional approach to policing, the department was unable to deliver the expected level of service without significant additional cost. It's support in the community dropped as the crime rate, and the community's perception of crime, increased.

By 1995, the new sewer plant had been built which gave the area an even greater capacity for growth. Pressure from developers caused a legal challenge to the city's growth control ordinance which declared most of its provisions illegal. This allowed for growth in the area

to explode. By 1998, the demographic changes resulting from rapid growth, presented the need to provide numerous new services. While residential and commercial growth produced increased revenue, the revenue never seemed to increase at a rate faster than the actual cost of providing service.

Despite efforts to economize, the police department in 2001 seemed to be constantly stretching its resources. As such, it was barely able to keep up with basic service demands. The only alternative was reduce services to levels seen in the most urban areas. Rather than addressing the changing needs of the community in a proactive fashion, the department was relegated to react to some emerging problems only as they related to more traditional law enforcement goals.

SECTION TWO
A STRATEGY FOR THE FUTURE

Alternative organizational structures are examined to develop a strategic plan which will support the police mission and purpose in the future.

The scenarios that have been forecast in the previous section indicate that small municipal police agencies will face a challenging future. Of the three scenarios, the normative scenario is the most desirable and attainable. This scenario can be achieved if the police department develops a strategic plan to implement an appropriate organizational structure to support its customer service mission. This structure must be capable of sustaining a wide variety of service needs. At the same time, it must be sufficiently flexible to react quickly and efficiently to evolving expectations by the community. This strategic plan examines the current situation and prepares for a future environment in which the department is expected to operate. The plan also outlines the department's focus as reflected in its mission, and how the structure of that agency will be reshaped to achieve that mission.

THE SITUATION.

The City of Pleasant Valley is a representation of an actual, semi-rural community geographically separated from a major metropolitan area. Its 25,000 population is part of one of the most rapid growing communities in the county. Despite its growth, the city reflects an atmosphere which has so far escaped the congestion, high crime rates, and impersonal character of larger cities. Much of the political energy within the community revolves around preserving its semi-rural setting of ample green space and providing urban levels of service on a semi-rural economy.

The Pleasant Valley Police Department is typical of many small police agencies. Based on an actual department, it has 49 employees, 34 of which are sworn officers. It is structured in a conventional bureaucratic hierarchy. The Operations Division consists of Patrol, Investigations, and Traffic Sections. The Support Division consists of Records, Communications, Property, and Information Management. Crime Prevention and other administrative tasks are assigned under the Chief of Police.

SITUATIONAL ANALYSIS.

The Pleasant Valley Police Department will be expected to provide a full range of services with little increase in staffing and resources over the short term. A situational analysis,

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consisting a "WOTS-UP" situational analysis and a stakeholder analysis was conducted to assist in long range planning. The results of this analysis will lead to the development of an organizational strategy for effective service delivery through 2001.

WOTS-UP Analysis.

A panel of six managers and supervisors within the Pleasant Valley Police Department conducted an analysis of the threats and opportunities of the environment, as well as the strengths and weaknesses of its organization. This established an understanding of the organization's current situation and defined a base from which to build a strategic plan. The Organizational Capability and "WOTS-UP" analysis processes, described in Appendix J, provided the following results.

Threats: For the next several years, general economic conditions will limit resources dramatically. Pleasant Valley will face budget limitations that will be difficult to absorb. In times of rapid growth, the police department will face increased service demands with stable or decreased staffing. Little sympathy will come from the taxpayers. Most are still skeptical of government in general. They are not convinced that all of the "fat" has been removed from operations. Taxpayers have developed what seems to be a selfish attitude of not wanting any more tax dollars taken from their pockets, no matter what the reason.

The crime rate will naturally rise with the infusion of more people, larger commercial and industrial development, and the changing environment. Demands to address special issues, such as the homeless, gangs, and environmental concerns, will surface in Pleasant Valley for the first time. Pleasant Valley could also face a change away from the personalized style of police services they once enjoyed. The demands of growth could restrict service levels to mere essentials rather than giving attention to minor incidents. This has been a key ingredient in smaller communities which has long since disappeared in larger cities.

Opportunities: Restricted staffing and resources can be an opportunity instead of a threat. The community's demand for cost effective services will require that managers look closely

at different service delivery methods. Politically, they will be forced to find new ways of expanding their services to the satisfaction of the community. Innovative procedures and greater utilization of technology will reap benefits in excess of their cost.

Not only will there be an increase in the incidence of crime, it is likely that there will also be an increase in the perception of crime. This perception may result from the emergence of issues which effect specific portions of the community. Such issues include safety in the schools, increased traffic congestion or vandalism caused by gangs. It may also result from the apparent degrading of police services in general, as seen by longer response times to calls for service. However, this perception will draw attention to areas where more concentration of police services are needed. It will also help better define the level and type of service the community demands and is willing to pay for.

By developing an organization that responds to changing community needs, the department can capitalize on apparent threats. Increased confidence in the department's ability to face short term problems will be translated into greater community support. This in turn, will ideally promote a willingness by voters to support a higher level of service.

Strengths: The department currently employs a number of sworn and civilian personnel similar to other cities its size. Significant attention is given to all calls for service. This reflects the environment desired in a small community. It also indicates that the transition to a customer service mission will not require a great adjustment. In general, officers are well compensated and equipped. The close relationship between the department members and the community, and the pride in the accomplishments of their department, has resulted in an extremely low attrition rate.

The department philosophy encourages innovation and the use of technology. Change is welcomed by management if it contributes to the ability to meet the needs of the community. This philosophy includes the use of automation to the line level and the occasional use of unorthodox methods for special enforcement. Some examples of the latter

consist of fielding a mounted unit or bicycle patrol, as needs arise.

The department enjoys a positive image in the community with the support of City Management and the City Council. Additionally, dedication to service delivery has spawned the support of the Community Law Enforcement Foundation, a private organization comprised of citizen volunteers. This foundation contributes to the department's mission by financing academy scholarships for individuals and other resources not generally available to the department in the city budget.

Weaknesses: The city is currently experiencing a budget crisis caused in part by the unstable economy. Consequently, the department is facing reductions in resources. Some vacant positions have already been eliminated. This may not only inhibit the department's ability to provide an increasing demand for service, it may also place a strain on its ability to provide the current level of services. Obviously, this will negatively impact the department's growth potential, at least over the next several years.

Most police services are still provided by sworn personnel. The use of civilians to provide non-enforcement services has not yet had the opportunity to develop to its fullest. Currently, civilians perform traditional, basic functions, usually in records or communications.

The supervisory staff of sergeants and patrol corporals consist of significant number of veterans. Some tend to resist procedures brought about by several years of change and innovation. The department on the whole, however, is extremely open to progressive programs. This faction of supervisors can cause counterproductive turmoil by emphasizing traditional service delivery while the organization tries to develop. They also play key roles in the Police Officer's Association which is skeptical of police and city efforts to cope with future realities. As a result of all of this turmoil, morale within the department is currently low.

Stakeholder Analysis.

In addition to analyzing forces that play upon the organization itself, the various agendas of the department's stakeholders must be considered. Stakeholders are those, both inside and outside the police department, that have a key interest in how the department develops over the next ten years. To succeed, the strategic plan must take into account stakeholder's assumptions. This is done in order to satisfy their needs and gain their support for its implementation. The following stakeholders for this issue, and their assumptions, were identified by consensus of police department managers.

1. <u>City Manager</u> -

   a. The police department needs to function in the most economical and cost beneficial method possible.

   b. The police department is the largest and one of the most visible measures of the city's ability to provide responsible city services.

2. <u>Chief of Police</u> -

   a. The police department must be accountable to the service needs of the community in a coordinated, professional manner.

   b. The police organization must be able enhance the skills of its members through career development opportunities.

3. <u>Other City Department Heads</u> -

   a. The police department has most of the city staffing and resources which diminishes the ability of others to develop their departments.

   b. The police department's responsibilities are assumed to be confined to only enforcing laws.

4. <u>City Council</u> -

   a. A professional police department with a positive image is a reflection of their professional abilities.

   b. Public safety is one of the most essential and expensive city services.

5. <u>Citizens (Taxpayers)</u> -

    a.   The police department must be responsive to their needs and supply service to meet their expectations.

    b.   The police department must supply more services at less cost. Having to paying additional taxes to maintain services is simply not desirable.

6. <u>Community Special Interest Groups</u> -

    a.   The police department does not pay enough attention to problems in schools, drug abuse, problems facing the elderly etc.

    b.   The police department claims they don't have the necessary resources, although they surely do.

7. <u>Police Supervisors</u> -

    a.   Some supervisors believe that the nature of the organization must be traditional to work properly.

    b.   Some supervisors believe the organization must aggressively promote career development to be effective.

8. <u>Police Line Personnel</u> -

    a.   The police organization should allow for career development and lateral movement into specialties.

    b.   The police organization should allow them to do their jobs unhindered by bureaucracy or lack of resources.

9. <u>Police Officer's Association</u> -

    a.   The police department should be developed to enhance employee opportunities without sacrificing employee benefits.

    b.   The police organization is sometimes manipulated to assert management rights.

10. <u>Media</u> -

    a.   The police organization is generally secretive and takes great pains to keep information from the public.

    b.   The police organization tends to be a bureaucratic department with self serving interests not always related to public demands.

Identifying where these assumptions lie provides clues to the methods that must be used to satisfy their needs. To do this, police department managers plotted these assumptions on a grid with respect to their relative importance to the issue, and the certainty to which they may hold true. This process is further described and illustrated in Appendix K.

MISSION AND MICRO MISSION STATEMENTS.

The Mission of the Pleasant Valley Police Department is: **To provide professional law enforcement to Pleasant Valley, ensuring its right to a safe environment through the use of innovation, and training for the utmost development of its personnel.**

Since the organization must adopt a structure best suited to accomplish this mission, a micro-mission statement to fulfill this strategic plan would read: **The Pleasant Valley Police Department is committed to an organizational structure that promotes professional law enforcement for the community, utilizes innovation for the best use of all its resources and continually adapts its services to address the issues and problems facing its citizens.**

DEVELOPING ALTERNATIVE STRATEGIES.

An organizational structure should be selected based on policies which promote a customer service oriented mission. Six police department managers and supervisors participated in a modified policy delphi process, outlined in Appendix L, to explore possible strategies with a bearing on the organizational structure of the Pleasant Valley Police Department. These strategies had to meet several criteria in order to be considered. They are:

1. Effective in the "short term," given the current economic downturn and budget constraints.
2. Effective use of limited growth of staff and resources for the next ten years.
3. Impact on the health and culture of the police organization.
4. Ability to provide service levels defined by the Mission.
5. Long term acceptance of the organization by the community.

Having considered policies to implement a customer oriented organization, strategies for

employing various alternative structures can be evaluated to achieve the department's mission. Each of the alternative strategies are described. Both the positive and negative aspects of each alternative are also listed.

Strategic Policy A: Traditional Organization.

The Mission could be accomplished by maintaining a traditional organization. Sworn officers would be augmented with civilians to deliver basic service levels. Full time specialty units would be created only as specific needs arise, and can be justified and funded. Service levels will be adjusted to conform to priorities established by the community, only to the extent that resources are available to the organization.

Positive aspects of this strategy include:

1. In the short term, costs are controlled and expansion is only accomplished as it can be afforded and justified.

2. Resources are concentrated on a defined level of required police services with the cost effective integration of non-sworn personnel.

3. Special needs of the community, which are identified, provide justification for the addition for personnel to clearly defined special units.

4. Innovative use of technology and policies can be employed to make service delivery more efficient.

Negative aspects of this strategy include:

1. Reductions in the levels of service are inevitable unless police funding grows at a pace similar to service needs.

2. Service tailored to segments of the city would be difficult to implement. Initiating special programs would be time consuming and tied to the city budget cycle.

3. Some special needs of the community may not exist in sufficient volume to justify a special unit. Other needs are transient or short term in nature.

4. In the long term, the department will always seem to lag behind the needs and expectations of the community. As a result, community support for the department

could degenerate over time.

5.   Career development of department members may not be seen to be an important consideration since opportunities for special assignments will be sparse.

Strategic Policy B: Privatize or "Pay as You Go" Organization.

This Mission could be accomplished while maintaining a traditional organization, but with one exception. Basic service levels would be addressed using current department resources. Special levels of service would either be directly paid for by the segment of the community that requires them, and can afford them, or they would be referred to other public or private organizations. In essence, this strategy embraces a philosophy of balancing the budget. This is accomplished by addressing both sides of the budget equation. Either revenue is increased to provide services, or expenditures are reduced by referring services to other organizations or agencies.

Positive aspects of this strategy include:

1.   The department could concentrate its resources on defined basic service levels for the whole community. As special needs are identified, for example law enforcement services in the schools, the department would establish a school resource program only if the School District was willing to finance all, or part of that effort.

2.   If the department is aware of another agency that provides a similar service, for instance drug awareness, segments of the community desiring this service could be referred to that agency through the department.

3.   This strategy would also be able to clearly determine what levels of service are desired, by seeing what services the community is willing to support, either directly or through referral.

Negative aspects of this strategy include:

1.   The department's organization would be forced to develop in a fashion based on outside pressures and financing. Once programs are established at considerable cost, they would be subject to cancellation if outside financing collapsed. Shifting of

priorities and resources based on financing could lead to an unstable organization. This could dilute the customer service approach and result in low morale.

2.   The nature of the organization would change from service oriented to one of "service for a price." Segments of the community such as the poor or minorities, that require special services, would go unserved if they could not pay for them.

3.   In the long term, the department would be characterized in a rather mercenary light, which would decrease its community support.

Strategic Policy C: Coordinated Customer Service Organization.

The Mission could be accomplished utilizing a matrix organizational approach. Patrol, Investigations and Traffic units would continue to deliver basic services. A new unit within the department would be developed to identify and address customer service needs. Such a "Customer Services Unit" would consist of personnel that would apply a generalist's theory to delivering services that are otherwise provided by several special units in larger departments. Functions such as crime prevention, school resources, gang awareness, and special event planning could all be performed by this unit of cross trained staff of sworn, civilian and volunteers. This unit could also coordinate staff from each unit of the department to address specific problem solving efforts in various areas of the city. This would have the effect of creating and dissolving multi-faceted, problem solving task forces as needed. Cross trained staff distinguishes this unit from merely organizing several specialist officers into one place in the organization.

Positive aspects of this strategy include:

1.   Limited staffing and resources are required. Many issues can be adequately addressed on a part time or short term basis by fewer personnel.

2.   Multiple resources would be available from a single unit. This limits the number and cost of specialty units required to address a variety of service demands.

3.   Career development opportunities for department members would be maintained or enhanced while maintaining officer comfort in a relatively structured organization.

4.   In the long term, both the community and the Department would have a visible sign

of department service oriented efforts.

5.   Coordinating efforts throughout the department provides the organization with more flexibility to respond to emerging problems quickly.

Negative aspects of this strategy include:

1.   Competing service needs would have to be controlled to limit conflict within the department. There can be a danger in trying to accomplish too much with too few personnel.

2.   Providing a generalist's approach to specialized service requirements may not be easily understood, or accepted, by the more traditional-minded department members.

3.   In the short term, while the unit is forming, a lot of training would be required of few personnel to initiate the program properly.

4.   There is a danger that the customer service unit could be viewed as a pool to replace personnel shortages elsewhere in the organization. This would defeat the purpose of such a unit and demean the importance of its personnel.

PREFERRED STRATEGIC PLAN.

The Pleasant Valley Police Department must respond to increasing demands for essential services as well as provide special services commonly found in larger cities. In addition, the department's value is also measured by it's ability to address diverse community problems and other customer service issues. Consequently, the organizational structure must equally support both of these aspects of police service.

The matrix design, described in Strategy C, provides added flexibility to a traditional structure. However, if the trends described in this research develop as projected, a more fluid type of organization will better accommodate the changing nature of law enforcement. A cluster design structure would be preferred to suit this purpose. This structure capitalizes on all the positive aspects of the matrix structure. At the same time, it further develops collaboration within the organization rather than merely coordinating separate units to address issues. The cluster design closely resembles adhocracies found in high tech

companies that constantly have to adjust their focus to meet customer needs. This is far different than traditional structures in law enforcement. As a result, the matrix design can be utilized as an interim structure until the following policies are fully implemented.

1. **Build a Problem Solving Culture:** The organizational structure must become a visible support of the culture and mission on an organizational level. A climate of providing "customer service" by solving community problems must be fostered as the responsibility of every member of the organization. This culture will relieve much of the necessity for a strict command and control environment and will empower its members to exercise more discretion to arrive at solutions to community problems.

2. **Adopt a Generalist's Approach Department-wide:** By necessity, many small police departments operate patrol and support functions as "generalist's" in practice and "service oriented" in philosophy. Just these functions solve problems using a generalist's technique, special services can also be delivered in the same generalist's fashion. Given the current size of Pleasant Valley P.D., non-patrol services, including Investigations and Traffic, and a Customer Services Unit, as described above, can be consolidated into one Special Operations cluster under a single supervisor/manager. This approach would consolidate unique assets of the department to facilitate collaboration. In this way, they could accomplish routine tasks individually, or pool resources into a "rapid deployment force" to address special problems from many angles at once.

3. **Utilize Civilians and Volunteers where Appropriate:** Customer service through problem solving is a time consuming process. In order to provide sworn officers this capability, civilians and volunteers need to play an essential role throughout the organization. Civilians can supply a valuable resource in all functions where sworn officers are not required. Volunteers can be utilized for long term duties or short term efforts to address areas in which they are interested. This also serves to enhance community participation in law enforcement.

4.   **Implement Collaborative Problem Solving:** Initiating a cluster design structure provides a framework to address problems rapidly. Each cluster accepts accountability for line level problem and service analysis. Solutions can be planned and executed at the same level without excessive bureaucratic involvement. This can occur within each cluster, or members of several clusters can collaborate as a unit to address problems where that resource is needed. For example, if a patrol officer becomes aware of vandalism caused by gangs in a particular neighborhood, personnel from several clusters can work together to direct investigation, increase enforcement, and provide community education and cooperation to address the issue.

IMPLEMENTATION PLAN.

Implementing an organizational structure which supports a customer service mission is not a simple task. This is especially true if it departs significantly from a traditional form. A cluster design organizational structure must evolve as a natural progression. It must be seen as a means toward accomplishing the department's mission.

To be successful, a department must also satisfy two needs that would differ from what is easily supplied in the current bureaucratic structure. First, because officers will exercise more individual discretion, police executives must be able to assure themselves and the community that officer's actions would be guided by proper public values. Second, career paths would have to be developed throughout the organization (other than up through the rank structure). This would aid in maintaining commitment and motivation over the career of the department[14].

The following overlapping phases act as a guide to implement this organizational structure. A more detailed transition management plan will be outlined in the next section.

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[14]Mark H. Moore and Darrel W. Stephens, <u>Beyond Command and Control: The Strategic Management of Police Departments.</u> Police Executive Research Forum, Washington D.C., 1991, p. 73.

Phase 1 - Preliminary Steps (one month to one year):

1.   The concept of customer service and problem solving must be introduced into the department. Training needs to be emphasized to guide organizational principles of conduct and be reflected in procedures as well as the department's overall mission.

2.   Objective, basic service levels, which contain elements of the customer service approach, should be adopted for each unit in the department. These should be accepted by department management and staff, and endorsed by the City Council.

Phase 2 - Implementing a Transition Structure (six months to two years):

1.   The Customer Services Unit should be developed and implemented. An analysis of current staff and resources should also be conducted to generate an interim reorganization. A single division, using a matrix design philosophy, would consist of Investigations, Traffic, and the Customer Service Unit. This structure would initiate a generalist's theory for all non-patrol operations. It would also provide a starting point for cooperative problem solving experiences within the entire department.

2.   A policy and procedure committee should be formed within the department. This committee would assist in drafting, customer service related procedures for staff review and executive approval. Participation on this committee would foster individual accountability for customer service and facilitate commitment to this philosophy.

3.   The entire organization should be examined to determine what functions can be performed by civilians. This would also reveal how volunteers would be used to promote the customer service philosophy. Such analyses could be performed most efficiently during annual budget preparation, and as vacancies occur.

Phase 3 - Establishing a Cluster Design (18 months to four years):

1.   Explore and implement methods to develop career enhancement through customer

service assignments and involvement in solving community problems.

2. Evaluate the progress toward the development of a solid customer service culture. A combination of community feedback and input from within the department with respect to the customer service mission will clearly reflect the success of the previous phases. This will provide the basis to determine a proper time to formally implement a cluster design structure.

SECTION THREE
MANAGING THE TRANSITION

A plan is presented to manage the transition to an alternative organizational structure.

Making the transition from a hierarchy design to a cluster design is a fundamental change in the structure of the organization. The magnitude of this change is best illustrated in Appendix M, by comparing the organizational charts of both structure systems. There is a rudimentary difference between the clearly defined command and control model of a hierarchy, and an organization described by overlapping, generalists clusters.

To make the transition successful, it is first essential that adequate commitment to the change exists. Once this is secured, a management structure must be put into place to guide the transition. This is accomplished by using certain necessary tools and technologies to support the transition.

COMMITMENT PLANNING.

Reorganizations can not be done at the whim of the chief executive[15]. Powerful interests, inside and outside the organization, have stakes in the current structure of the organization. Careful planning, and consideration of these interests, will hopefully ensure commitment and minimize negative effects of the transition.

"Critical Mass" Individuals.

To provide a force for this change in the Pleasant Valley Police Department, certain key or "critical mass" individuals must be identified. The critical mass are those minimum number of individuals, who are able to influence others to either support the strategy, or convince them not to block it. While much of the change caused by this strategy will be highly visible during its initial stages, established commitment will be required to make the entire transition successful. The "critical mass" individuals required to support this transition are:

- The Chief of Police.
- The City Manager.
- Special Operations Supervisor
- The Police Officer's Association President.

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[15]Mark H. Moore and Darrel W. Stephens, *ibid.* pp. 68-104.

Commitment Charting.

The following table depicts the current level of commitment that each of these "critical mass" individuals display for the preferred strategy. This is symbolized with an "X". It also indicates what level of commitment will be required to successfully implement the change strategy symbolized with an "O". An analysis of the role of each "critical mass" individual will follow.

Table 4
COMMITMENT CHART

Critical Mass Individuals	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police				X↔O
City Manager			O◄————X	
Special Operations Supervisor		X————►O		
P.O.A. President	X————►O			

Strategies for Gaining Commitment.

Chief of Police - The Chief of Police is aware of the challenges facing police departments in smaller cities that will persist for some years to come. He is currently in the "make it happen" category. It is essential that he remain there as a role model. He is a key in providing leadership and engineering change in the department. With assistance, he must also aim at developing an organization which instills confidence, direction, and career satisfaction. This will neutralize those who would prefer to block change.

City Manager - Because of trends and events that have begun to unfold, the City Manager is forced to be in a position to "make change happen." This assures the City Council and the community, especially special interest groups, that the organization of the police department will develop in a manner which provides services at a cost the city can afford.

However, because commitments are citywide, the Manager must move to a position to "help change happen" with respect to organizational development in the police department. The Manager can facilitate necessary change through macro-management and supporting recommendations by the Chief of Police. In this position, the Manager can ensure the City Council and the community that positive impacts of change will occur, without subverting the authority and leadership position of the Chief of Police.

Special Operations Supervisor - In a small police organization, supervisors play a critical role in effecting change. In Pleasant Valley, police supervisors are currently widely divided in philosophy. Some aggressively embrace needed change while others possess strong traditional attitudes which balk at any change that would upset the status quo. As a group, they would currently "let change happen." To insure commitment to the transition of the organization, the proper supervisor must be chosen to head the Special Operations Division, which contains the Customer Services Unit. This selection will place a critical mass individual in the "help change happen" category. Those not favoring a change will use other outlets, such as the P.O.A., as a vehicle to block change. Strategies to increase their commitment are discussed below.

Police Officer's Association President - The P.O.A. Board has maintained an adversarial relationship with the Department for some time. Headed by a more traditional element, the current commitment of the P.O.A. is to "block change." The transition may be viewed as a hinderance to their abilities to seek employee opportunities and benefits. It is necessary to move the P.O.A. president's commitment level to the "let it change" category. To accomplish this, police managers must either increase dissatisfaction with the current organizational structure by demonstrating its limitations, or increase the desirability of the future structure by changing rewards and satisfying employee needs within the preferred strategy. Opportunities for job variety that are common in a traditional, rapid growth organization must be replaced by job enrichment functions in this strategy, as the organization develops.

TRANSITION MANAGEMENT STRUCTURE.

This strategic plan changes the way the organization develops. A pre-change state of structured growth with numerous specialty assignments will evolve to post-change state geared toward customer orientation and a generalist's theory. The strategic plan will transform the culture and operations throughout the Department. This climate is further reinforced by clearly defining how services are measured and delivered. To ensure an effective transition, two change management structures are most appropriate.

The overall transition of the organization is best served with the Chief as the clear architect of change. He would be assisted by a "Kitchen Cabinet" selection of advisors consisting of a captain, selected supervisors, and key line personnel. The captain can act as an official change agent, carrying out much of the change from an administrative perspective. Along with this, the Chief must also rely on other department members to act as informal leaders and catalysts for change at all levels. Certainly, supportive supervisors and line personnel are indispensable in aiding the transition process. Their function involves providing peer example, feedback, and feedback which may not come through other supervisors who are less supportive. This management structure can also serve as a model, reflecting the implementation the cluster design philosophy to accomplish a specific purpose.

A secondary transition management structure is also necessary. This will assist in developing the Special Operations Division and the newly formed Customer Services Unit. The supervisor in charge of this division will act as a project manager. The objective for this supervisor will be to develop the customer service role and to manage the integration of the generalists theory into that division's operations.

TOOLS AND TECHNOLOGIES FOR CHANGE.

Tools and technologies are methods used to manage the transition process. For Pleasant Valley, the strategic plan contains elements which are currently familiar to smaller police departments. They are, however, executed in a different fashion than what would be expected in the pre-change state. The stress and uncertainty, inherent in a transition to an

unorthodox structure, can be better managed by using the following techniques.

Confrontation/Goal Setting Meetings are an important first step, especially among the command staff and supervisors. When facing complex change, the department's objectives need to be discussed, understood, and supported. A number of other issues will also have to be resolved. Organizational priorities and even the mission statement may need to be modified to emphasize the customer service element. An evaluation must be made of the resources, abilities, and methods the department has at hand to redirect the structure. Finally, this method can be used to assist in reorienting separate units to approach and solve problems together. The added flexibility to employ the whole organization in problem solving is one of the primary advantages of a cluster design structure. This is in contrast to the function centered, command and control nature of a hierarchy. Clusters are mission centered and employees take greater responsibility for work and its quality[16].

Communication of Vision provides everyone a single sense of direction. Conducting meetings with all department members, in conjunction with "management by wandering around,"[17] will explain how the new structure will facilitate a customer service approach, and why it is more desirable than the current structure to accomplish this mission. This must be a continuing process which provides excellent opportunities for employee feedback to refine the vision, and the means to achieve it. It is necessary for everyone to understand that effectiveness is not necessarily measured by statistics alone. Instead, one must look at something that is much harder to define - namely, the public value produced by the organization[18].

Role Modelling is essential for the preferred strategy. The department will rely heavily on the strength and example of those involved in managing the transition. They must show that

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[16]D. Quinn Mills, *ibid.* pp. 171-178.

[17]Tom Peters, Thriving on Chaos, Harper & Row, New York, 1987, pp. 511-522.

[18]Mark H. Moore and Darrel W. Stephens, *ibid.* pp. 68-104.

such a strategy is practical, achievable and worthy of commitment. Their commitment will be shown not only in what they profess, but by what they practice and how they encourage others to practice.

Likewise, during the course of the transition, opportunities should be seized to solve community problems and provide customer service using combined resources from throughout the department. This will provide example and experience to department members which demonstrate the more fluid nature of a cluster design structure

Conflict Management will undoubtedly come into play. Movement away from the current structure removes some employee security inherent in a hierarchy that the Department will no longer be able to afford. The conflict caused by this loss can be managed by negotiation between the Chief, the P.O.A., and the City, to provide alternate benefits to replace them. These will include different career opportunities for both sworn and civilian members. Changes will also be needed in policies to encourage decision making or risk taking, making the strategy more desirable and less threatening. The formation of a procedure committee within the department will provide an opportunity for all members to contribute to the management of change.

Responsibility charting is a technique which outlines those tasks which need to be accomplished to ensure a successful transition. It also assigns responsibility to specific individuals to see that each task is completed, as well as supporting roles to those within the organization to assist in executing the strategic plan. Appendix N contains an example of such a chart listing each step in the preferred strategic plan.

Milestone Recognition is important to the strategic plan. Quarterly reports of accomplishments should continue on a regular, on-going basis. This will focus the direction of the transition and provide a measure of everyone's effort aimed at the strategy's success. This can be accomplished through the use of the department's automated systems and other information sources. The judicious of community surveys to measure their perceptions of

police service can also mark progress toward achieving customer service oriented policing which are more difficult to statistically measure.

Milestones in the transition to a reorganized department can also be recognized by creating new positions and new job descriptions for those appointed to them. The integration of civilians and volunteers into the organization will also emphasize the new strategy. This strategy will further develop with the increased cooperation with other outside organizations.

Certainly, the evolution of the organizational structure itself will mark a milestone by the way different units are increasingly encouraged to interact. Changes in the physical layout of the facility and new procedures to facilitate a customer service orientation are also visible manifestations of the transition to the post-change state. Changing rewards systems and evaluation dimensions also provide a way to mark progress toward change. These are discussed next.

Changing Reward Systems that provide job enrichment reinforce positive performance and commitment. It also provides a means not to reward the performance of those who would block the change. Reward systems need to be developed which provide status to those who were once recognized as specialists, and now function in a more generalists capacity. These could include new titles, access to training, and flexible scheduling to name a few. Likewise, those in patrol who promote problem solving approaches require recognition. Personnel receiving complimentary letters from the community should acknowledged within the department in context with the customer service approach to policing. Adding flexibility in their assignments, in order to carry out solutions to problems they have identified, will provide incentive and commitment. Also, periodic public recognition and annual evaluations should mark positive efforts they have made, to identify problems and interact with others in the organization, to provide customer service.

Educational Intervention is included in some of the technologies mentioned above. Information relating to the transition state enlightens those within the department, as well

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as those outside the organization, who have a vested interest in the department's success. These include the City Manager, the City Council, and the community at large. As the transition progresses, successful products of the strategic plan can neutralize those individuals who would inhibit change. This will also reinforce the cluster design structure as an effective means to continue planned departmental growth over the years.

SECTION FOUR
CONCLUSIONS

The issue question is answered and recommendations for the future are made.

Strategic managers judge the value of changes not in terms of whether they approach some technical ideal, but instead whether the changes will help to advance the overall strategy of the organization[19]. Alternative organizational structures should be considered if they achieve this purpose. With this in mind, the issue question can be answered.

THE ISSUE AND SUB-ISSUES.

What will be the future of alternative organizational structures for small law enforcement agencies in rapidly growing communities by the year 2001?

Research points to the inevitable fact that the mission of policing will radically change in the future. It will evolve from a well defined purpose of crime control, to a broader scope of solving community problems of all kinds. The increasing demands placed on a customer service mission will only be fulfilled by organizations that are characterized by flexibility. As such, alternative organizational structures may not be an option, they will be a necessity.

While larger police agencies have the ability to shift resources within existing structures, small agencies do not have this advantage. They seldom have the ability to create numerous special units to address a multitude of specific problems. Instead, they must look to other ways of supporting their mission. One solution lies in the organizational structure itself.

Alternative organizational structures abandon the system of rigid command and control found in classic hierarchies. They remove components of police operations from confining units, specialized to achieve one purpose. Alternative structures enable a police department to focus on a particular problem, and then select an appropriate method, from all of its resources, to solve it. Alternative structures also move the responsibility to formulate solutions to the line level. This is where problems are best identified and resolved. In addition, the culture formed from within such a structure, facilitates seeking the cooperation of other public and private organizations to assist in the problem solving process. Finally, alternative organizational structures are well suited to accommodate an environment

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[19]Mark H. Moore and Darrel W. Stephens, *ibid.* pp. 68-104.

described by the sub-issues of this study.

Sub-issue 1: What changes in service factors will effect the structure of the small police organization?

All of the sources researched in this study confirmed that police agencies will face far different demands within the next ten years. It will no longer suffice to deliver an "off the shelf" service to the entire community. They will no longer be expected to just respond to calls for service, take police reports, and write citations.

For communities profiled in this study, demands for reducing the perception of crime and maintaining community order will increase with growth. Migration to these cities, coupled with changes in demographics and societal values, will require a department to provide a customized response to each neighborhood or problem that surfaces. To accomplish its purpose effectively, using a classic structure, would easily overwhelm a small department's capabilities.

Sub-issue 2: What resources will be available which will impact the size and structure of the small police organization?

Given current economic conditions, along with anticipated social and political trends, this is not terribly difficult to forecast. Small police agencies will expand at a much slower rate than the communities they serve. Police departments will no longer be able to justify added staff, based simply on a ratio of officers to population. Even programs that specifically address a current community concern may not be implemented if it costs more than the community is willing to pay.

Here again, police agencies will need to find creative approaches to achieve their mission. This is possible through the increased use of civilians, volunteers, and alternative structures. These will contribute sufficient flexibility to allow the organization to rapidly respond to emerging issues. Small departments will also have to rely on other organizations, and the cooperation of the community members themselves, to work in concert toward a problem

solving goal.

Sub-issue 3: What impact will the agency, utilizing an alternative structure, have on its members and labor organizations?

On the surface, it would seem that employing an unorthodox structure would create havoc in such a traditionally paramilitary organization. However, after reviewing relevant literature and interviewing innovative police leaders, this may not actually be the case. In fact, using an alternative organizational structure, that closely reflects and supports the actual mission of the police agency, may be welcomed. After all, the structure of an organization is only a tool. To the extent that it facilitates the organization's efficiency, it will be seen in a positive light by its members.

The changing nature of the work force, and the values they hold, are better suited to operate in a work environment that is less regimented, and better able to achieve desired results. The research indicates that alternative structures will not adversely impact an organization's members, assuming that it promotes the basic elements of functionality, security, and job enrichment. What is critical, however, is that the transition to an alternative structure be made in a gradual, calculated fashion. It must be realized that the work force of the future is only now emerging in the profession. Those entering law enforcement today will have values compatable with alternative organizational structures in the future.

RECOMMENDATIONS.

This study has addressed the issue of alternative organizational structures for police agencies. It has been focused on the future application of these structures for small agencies in growing communities.

After studying the environment of the profiled police organization, it was suggested that it combine its special function resources into a single division to employ a generalists, customer service approach. A cluster design structure would be most suitable to implement for this purpose. This is the most fluid and least rigid of the alternatives surveyed. This is not to

say, however, that it is the best possible structure for all similar agencies.

It is recommended that other police agencies examine their environment and project their future purpose. Through this process, they should venture to select a structure which is most appropriate to support their mission. In some cases, this may mean implementing a matrix design or some other variation.

Furthermore, the focus of this study should not limit the examination of alternative organizational structures to small agencies. Many of the issues researched here also apply to law enforcement agencies of all sizes. Although organizational structures of larger agencies may take a different form, a move toward community oriented, problem solving policing will require the use of something other than a paramilitary police structure. Certainly, as small agencies grow in size, they may have to examine this issue for themselves.

RECOMMENDATIONS FOR FUTURE STUDIES:

During the course of this study, other issues emerged that deserve greater attention. The effectiveness of law enforcement in the future depends on developing organizations with a culture that exacts more discretion of its members and more flexibility in its approach. Some issues that still need study are:

- How will police agencies cultivate principle centered performance in all of its members to better achieve a customer service philosophy?
- How can law enforcement ensure ethical performance of its members, outside of a command and control environment?
- What alternative methods can police agencies develop to provide meaningful rewards and career enhancement for its members?
- What will be the future of alternative structures in medium and large police agencies.

APPENDIXES

APPENDIX A

Table 5

POPULATION CHANGE PROJECTIONS FOR CALIFORNIA
BY COMPONENT OF CHANGE[20]

Population Increase for Specified Periods (Numbers in Thousands)	Births	Deaths	Migration Internal /	Immigration
1980 - 1986: 3,313 +14%	2,739	1,204	1,778	
1986 - 1990: 2,144 + 7.9%	1,811	843	318	839
1990 - 1995: 2,338 + 8%	2,234	1,136	208	966
1995 - 2000: 2,036 + 6.5%	2,210	1,230	100	881
2000 - 2005: 1,947 + 5.8%	2,279	1,327	58	886
2005 - 2010: 1,901 + 5.4%	2,408	1,453	17	860

This table illustrates that population increases within the state will tend to level off into the next century. This will occur because the number of deaths is expected to increase with respect to the number of births. However, migration within the State as well as immigration to the State will remain high, offsetting the rate of deaths.

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[20]Current Population Reports, Series 25 No. 1017, U.S. Bureau of Census, U.S. Government Printing Office, 1988.

APPENDIX B

Table 6

COMPARISON OF ORGANIZATIONAL STRUCTURE DESIGNS[21]

	HIERARCHY	MATRIX	CLUSTER
ORIGINS	Military	High-tech industry	Professional service
Why?	Limited communications technology available; need close span of control	Coordinate many complex resources in a single project setting	Manage networks to speed data flow and respond to rapid market change
ATTRIBUTES			
Management Levels	Many	Several	Few
Span of Control	Limited	Partial	Very wide
Reporting Relationships	To supevisor	Split	Non direct
Communications	Guarded; need to know, vertical and horizontal	Limited; focus on conflict resolution	Open, direct, network of fax and computers
Management Focus	Coordination	Cooperation	Collaboration
Goal Setting	Key management activity	Less significant based on vision	Goals self-established
Decision Making	Issues passed up to boss with information and persp ctive	Issues resolved as functional and project bosses meet	Issues delegated to level closest to customer; team based
LEADERSHIP	Boss/bosses anoint "top down"	Project managers, functional managers "negotiate"	Leadership rotates to task competent
RESPONSIBILITY	Supervisors hold accountability	Project managers hold accountability	Cluster members accept accountability
RESOURCE ALLOCATION	Done by managers	Done by managers and project leaders	Done by negotiation between clusters

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[21]D. Quinn Mills, *ibid.* pp. 173-174.

APPENDIX C

EXPERTS INTERVIEWED

A number of experts were interviewed to determine their vision of the future of organizational structures relating to the issue question. Each of the experts were selected for their unique insights and experience with issue question. They included:

Police Captain of a Small Northern California City

Police Chief of a Rapidly Growing Northern California City

Police Chief of a Northern California City

Police Chief of a Southern California City

Executive Officer of a Rapidly Growing Southern California County

President of a Rapidly Growing Automated Systems Firm.

INTERVIEW SUMMARY

The following questions were posed of each expert. Their responses are summarized below. The number of identical responses are noted where they occurred.

Q.   What major changes do you foresee in the types or focus of services you will be providing in the future?

- Increasing the ability to meet community expectations. (2)
- Neighborhood focus to providing service. (2)
- Providing more types of services and becoming more of a facilitator.
- Solving problems will be a greater emphasis than enforcement.
- Acknowledge that Law Enforcement is a social service agency.
- Provide leadership by example through service delivery.
- Improve the quality of life rather than crime suppression.
- Quality rather than cost will be the yardstick to measure services.
- Increasing citizen involvement in and access to police services.

Q. What part does "customer service" or "community orientation" play in your organization? What changes do you see in this focus in the future?

- Customer service is currently an important part of their mission. (6)
- Greater emphasis must be placed on customer service in the future. The organizations must find other ways of providing that service. (6)
- Police agencies must become a broker for services and interact more with other service agencies. (2)
- Police Agencies must find ways of providing peace of mind for the community.
- Decision making must be pushed down to the lowest levels to solve problems as they occur.
- The organization must provide officers the capability of working with several related problems at once.
- The organization must develop a way to find time for officers to provide service.
- Reemphasize that the community itself needs to solve crime problems.

Q. What are the challenges you will face in providing existing levels of service to your community?

- Funding for additional positions. (2)
- Increasing productivity while staffing for optimum capability. (2)
- Maintaining service oriented culture with increased workload and decreased resources. (2)
- Dealing with the drug abuse issue.
- Finding a way to stop doing things that don't make sense with respect to the agency's mission.
- More self-funded services will be required.
- Organizations must reduce overhead.
- Making the proper use of civilians, taking care to use them for their experience and functionality, not their impact on economics of the organization.
- Developing the proper and efficient use of volunteers.

Q. What is the key characteristic of your organization? What do you think will be the advantages or limitations to this structure in the future? How do you see this structure evolving in the future?

- With the exception of the private sector expert, who described his organization as having an ad hoc structure, all of the other organizations where characterized as conventionally structured.
- Although structured as a bureaucratic hierarchy, all of the organizations did

not actually function in strict adherence to that structure.

- Advantages to a conventional structure included the following:
  - Better span of control of the organization.
  - Clearly defined job descriptions.
  - A sense of permanence for the employee.
  - This structure meets the standards for the profession.
- Disadvantages of a conventional structure included the following:
  - Lack of flexibility to react to different situations.
  - Multitude of job descriptions for each individual function.
  - Bureaucracies tend to become complacent and less creative.
- The future evolution of these structure will include:
  - The requirement to be more flexible.
  - The need to provide more customer services.
  - The need to be more attentive to the community.
  - Develop a climate where change is the norm and expected.
  - Change must be evolutionary and scheduled.

Q. If you were to employ an alternative organizational structure, what advantages and/or disadvantages would you expect to encounter in:

A. Your Department members?

- Advantages to an alternate structure would be realized if:
  - It had a favorable impact on career development.
  - The structure made sense to their service requirements.
  - The structure reflected and supported their functions.
  - The structure provided empowerment to make decisions and accomplish organizational goals greater job satisfaction.
  - If built a better climate for change.
- Disadvantages to an alternate structure would be realized if:
  - There was a negative impact on status or pay.
  - It provided a less secure environment than a hierarchy.
  - A lack of management control developed a sense of chaos.
  - It was a great departure from other organizational structures.

B. Employee organizations?

- Employee organizations are normally very conservative and resistant to change unless there is an advantage to their member's pay and/or status.
- Organizational structure is a management prerogative which should not be abrogated to employee organizations.
- If an alternate structure served to benefit the organization and its members, employee organizations would have only a minor impact on such a change.

APPENDIX D
PANEL USED FOR FUTURE FORECASTING EXERCISES

The panel members mentioned below were selected to identify trends and possible future events that would have an impact on the issue. Each panelist took turns suggesting trends and possible future events in a round robin, brainstorming technique. The panel consisted of a cross section of individuals, from both the private and public sector. Each were chosen because of their unique insights into the issue question.

Chief of Police,
familiar with future trends impacting law enforcement.

Police Sergeant, Patrol Watch Commander,
familiar with social, demographic and crime related trends.

Police Officer assigned to Information Management,
familiar with trends relating to crime rates and technological advances.

City Community Development Director,
Familiar with demographic and other development related trends.

City Council Member and Local Business Owner,
familiar with economic and policital trends.

An Attorney and former City Council Member,
familiar with political, social and legal trends.

Former City High School Principal and Management Consultant,
familiar with educational, social and political trends.

APPENDIX E

IDENTIFIED TRENDS

1. The level of services expected to be provided by the City which are now provided by State and Federal Government.
2. The change in the perception of crime in the community.
3. The level of trust between the citizens and the Government.
4. The change in the global economy and its effects on the local area.
5. The change in the economic structure of the surrounding area.
6. The change in school population both in numbers and in demographics.
7. The impact of shift in the demographics of the local population.
8. The quality of the local infrastructure (utilities, roads, facilities, etc.)
9. Change in environmental considerations.
10. Changes in the volume and types of laws the police are expected to enforce.
11. Change in policing policies.
12. Level of community support for the police.
13. Needs of the elderly.
14. Levels of revenue available to the city.
15. Exploitation of user fees for government services.
16. Change in the amount of traffic.
17. Level of homelessness.
18. Development of technology.
19. Degree of urbanization.
20. Pressure to regionalize local services.
21. The change in the number of available jobs.
22. The change in the number of local businesses.
23. The shift in the density of housing.
24. Public Demand for cost effective services.
25. Level of the food supply.
26. The degree of controversy in the abortion issue.
27. Changing values of the work force.
28. Educational levels of the work force.
29. Level of affordable housing.
30. Changes in the structure of the family.
31. Level of the drug problem.
32. Degree of court congestion, "Litigation gridlock."
33. Change in the geographical area of the city.
34. Degree of emergency preparedness.
35. Sewage capacity.
36. Length of the draught.
37. Change in the crime rate.
38. The degree of selfishness in public attitudes.

APPENDIX F

IDENTIFIED POSSIBLE EVENTS

1. A major subdivision (1600 new homes) is annexed to the city.
2. Size of the police department reduced by 10%.
3. Major revenue shortfall to the city discovered.
4. The city's Redevelopment Agency increases its spending level.
5. Auto mall built in the city.
6. Construction of a County Jail near city limits.
7. New sewer plant built.
8. Area hospitals reach capacity.
9. Increased deployment of the County Sheriff's Department in the area.
10. New courthouse opens near city limits.
11. Water theme park opens in city.
12. Gang war occurs in community park.
13. Major crime of statewide interest occurs in the city.
14. Sewer capacity becomes available for neighboring areas.
15. Cal-Train commuter service opens a station in the city.
16. Blue Chip company opens in the city.
17. Pro-growth council majority elected.
18. Anti-growth council majority elected.
19. Regional shopping mall opens in the city.
20. Large rural area approved for development.
21. Major chemical spill occurs.
22. Community Law Enforcement Foundation folds.
23. Major race riot occurs.
24. Growth control initiative is ruled unlawful and is eliminated.
25. Major political scandal occurs.
26. Legislation is implemented causing cities to pay for numerous county services.
27. Voters approve tax increases.
28. City Council increased in size from 5 to 7 members and districting in the city occurs.

APPENDIX G

FUTURE FORECASTING PROCESS

Prior to beginning a future forecasting exercise, a seven member panel convened to identify trends and possible future events, which were external to a police organization and related to the issue question of this study. Refer to appendixes D, E, and F which list the panel members and the trends and events they identified. The panel then utilized the nominal group technique for forecasting in the following manner:

Trend and event distillation:

Once identified, each of the trends and events were reviewed, discussed, and refined briefly to ensure that each were defined and understood. Each panel member then took a vote to place the most important candidate trends and events in rank order. The rank ordered list of candidate trends and events were discussed as to their importance to be forecast. The panel then selected the following trends for forecasting:

T1 - Levels of available revenue for police services.

T2 - Impact of demographics on police services.

T3 - Change in the crime rate.

T4 - Perception of crime by the community.

T5 - Community support for the police department.

T6 - Public demand for cost effective service.

With the identified trends in mind, the panel selected five events that have a high probability of occurring and have a significant impact on the issue question:

E1 - Growth control initiatives ruled illegal.

E2 - A sewer plant is built.

E3 - A major crime of statewide interest occurs.

E4 - Voters approve a tax increase.

E5 - A revenue shortfall occurs.

Trend Forecasting.

Having identified and defined the six trends above, each panel member was asked to forecast these trends for the next ten years on a supplied rating form. The current level of the trend was assumed to have a value of 100. The panelists were asked to estimate a proportional value of the trend 5 years ago, and a value for the nominal mode (what is likely to occur) by 5 and 10 years in the future. They were also asked to estimate a value for the normative mode (what should be) by 5 and 10 years in the future. The data was plotted by the researcher in Appendix H showing the maximum, minimum, median nominal and median normative forecast values of the seven panel members.
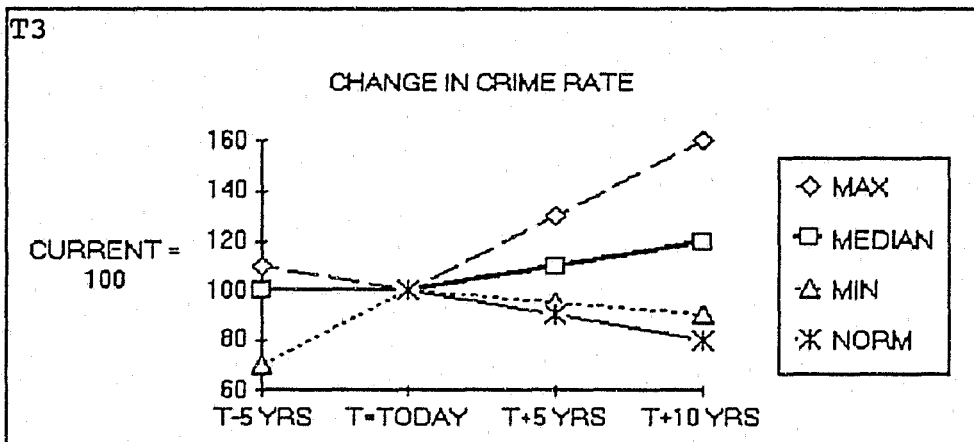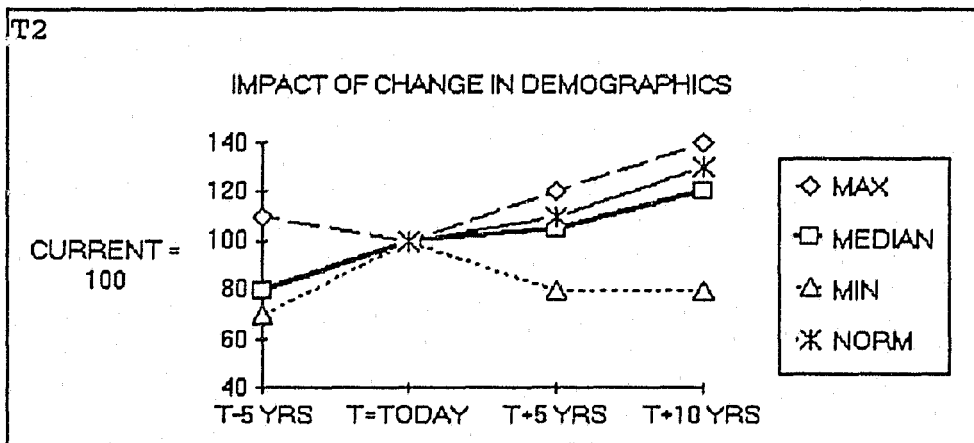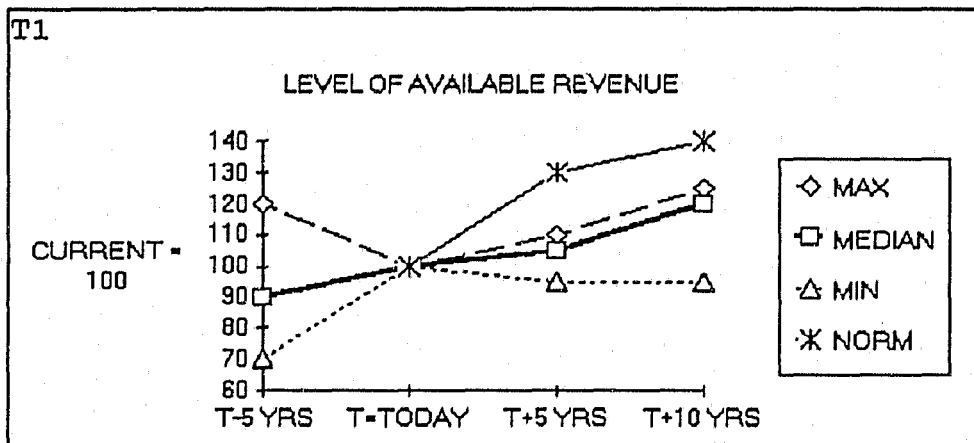
Event Forecasting.

The five events were selected by the panel for forecasting. These, in turn, were analyzed by each member. Using the same process as above, the panel was asked to estimate the number of years by which the event has any likelihood of occurring. Then the panel estimated the probability (on a scale of 0 to 100) of that event occurring by 5 years and 10 years from now. Finally, the panel was asked to estimate the impact (on a scale of 0 to 10) on the issue question. The data was plotted by the researcher in Appendix I showing the maximum, minimum, and median forecast values of the seven panel members.

Cross impact analysis.

This process involved estimating what impact each event would have on the forecast of each of the other trends and events. Should the event occur, the forecast of the remaining trends and events could be altered. This may cause other trends and events to have a greater or lesser impact on the issue. The degree of this impact is measured in a plus or minus percentage change over the original forecast. This represents the maximum impact each trend or event would have on the issue question.

APPENDIX H

Illustration 1

TREND FORECASTS

T1

LEVEL OF AVAILABLE REVENUE

CURRENT = 100

◇ MAX
◻ MEDIAN
△ MIN
✳ NORM

T2

IMPACT OF CHANGE IN DEMOGRAPHICS

CURRENT = 100

◇ MAX
◻ MEDIAN
△ MIN
✳ NORM

T3

CHANGE IN CRIME RATE

CURRENT = 100

◇ MAX
◻ MEDIAN
△ MIN
✳ NORM

T3

COMMUNITY PERCEPTION OF CRIME

T5

LEVEL OF COMMUNITY SUPPORT

T6

PUBLIC DEMAND FOR SERVICES
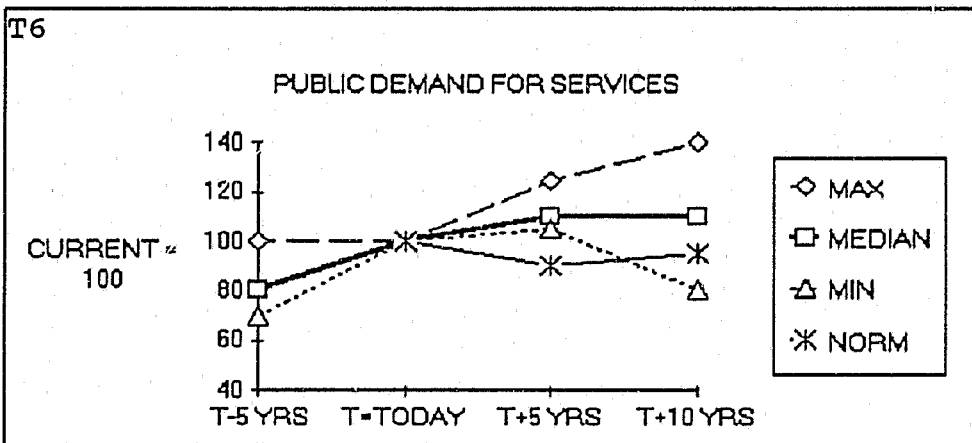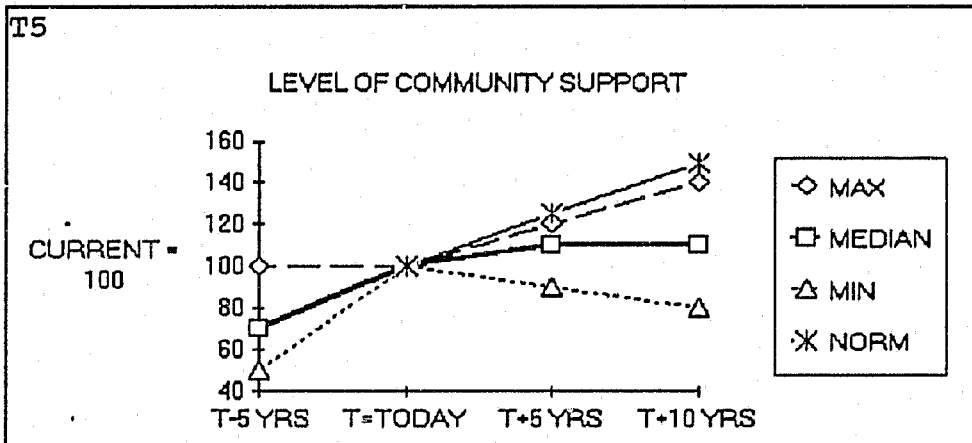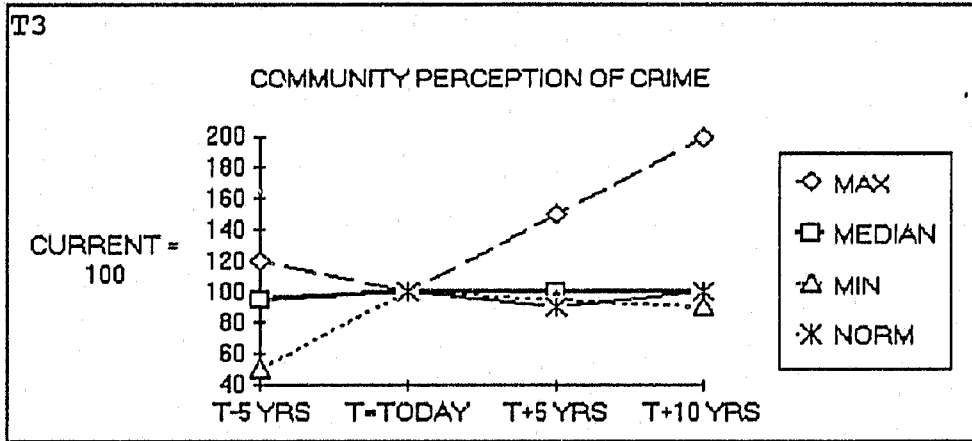
APPENDIX I

Illustration 2

EVENT FORECASTS

E1

GROWTH MEASURES RULED ILLEGAL

E2

SEWER PLANT BUILT

E3

MAJOR CRIME OCCURS
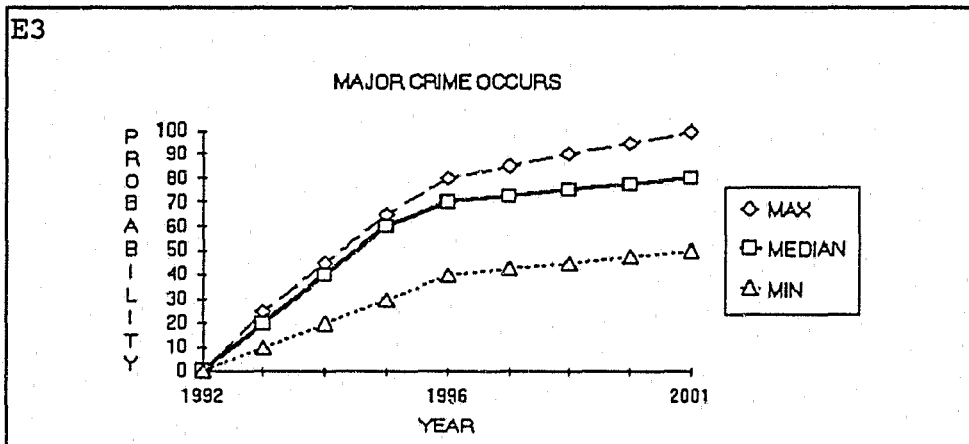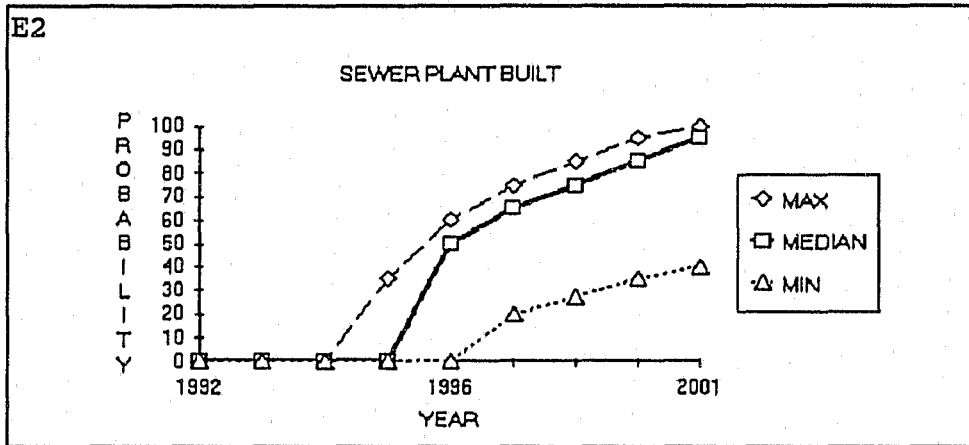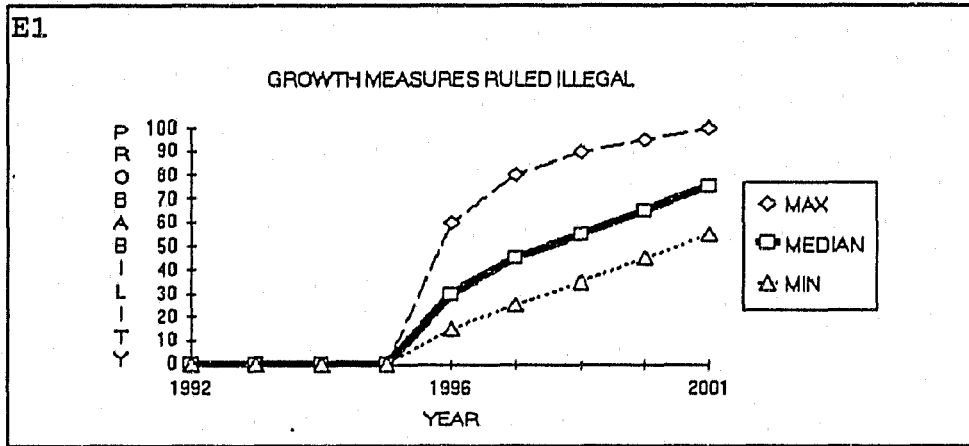
EVENT FORECASTS (Continued)

E4

E5
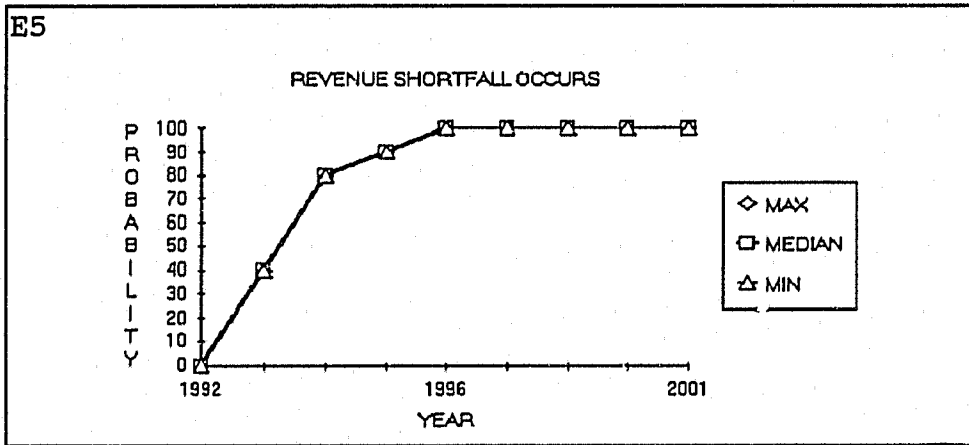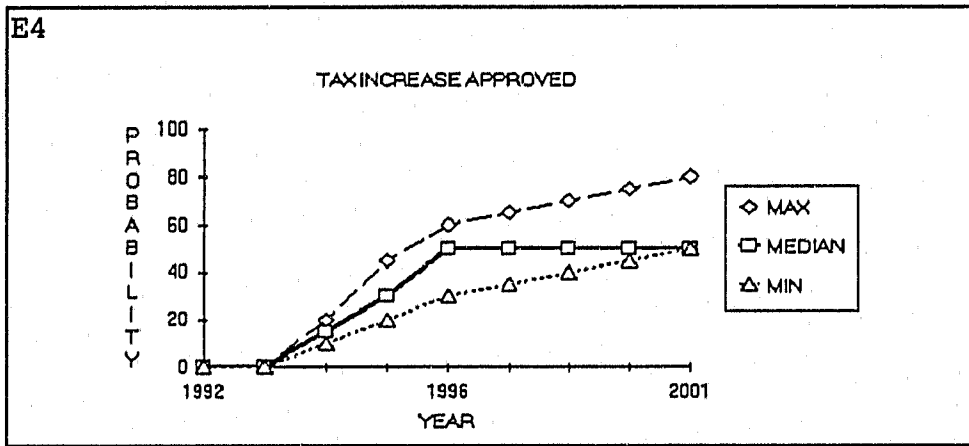
APPENDIX J

WOTS-UP ANALYSIS

This analysis seeks to determine environmental and organizational conditions which exist to help or hinder change. A list of external threats and opportunities, as well as internal organizational weaknesses and strengths was developed. This represents a consensus evaluation by two department managers. This was derived after considering information contained both in the futures forecasting section of this report, and the results of an organizational capability analysis which follows.

Table 7

EXTERNAL THREATS	EXTERNAL OPPORTUNITIES
Uncertain economic conditions. Limited financial resources. Increasing service demands. Increase in crime rates Rapid growth in community. Negative political special interest groups active.	Desire for personal service levels expressed by citizens. Increase in perception of crime. Community support for police. Advancing technology. Degrading response times.
INTERNAL WEAKNESSES	**INTERNAL STRENGTHS**
Limited growth potential due to budget constraints. Limited budget resources. Insufficient civilian staff. Some supervisors resistant to change. POA's adversarial relationship with City and Department. Mistrust of police managers	Department has support of Council & City Manager. Desire of members to provide service to community. Department accepts innovation Some private funding. Low attrition rate. Police managers open to change.

Six managers and supervisors within the Pleasant Valley Police Department completed a survey to determine organizational strategic needs and reception to change. The following consensus result listed below provided input to the WOTS-UP analysis.

Table 8

ORGANIZATIONAL CAPABILITY ANALYSIS

Part 1:   **Strategic Needs**

Rating Guide:
I   -Superior. Better than anyone else.
II   -Better than average. No problems.
III   -Average. Acceptable.
IV   -Problems here. Must be improved.
V   -Real cause for concern.

Category:	I	II	III	IV	V
Staffing				X	
Technology		X			
Equipment			X		
Facility			X		
Money					X
Calls for Service			X		
Supplies			X		
Management Skills			X		
Officer Skills			X		
Supervisor Skills			X		
Training				X	
Attitudes				X	
Image			X		
Council Support		X			
City Manager Support			X		
Specialties			X		
Management Flexibility		X			
Sworn/Civilian Ratio			X		
Pay Scale			X		
Benefits			X		
Turnover	X				
Community Support		X			
Complaints Received			X		
Enforcement Index		X			
Traffic Index			X		
Sick Leave Rates		X			
Morale				X	

Part 2: Reception to Change

Rating Guide:

I	-Rejects change.
II	-Adapts to minor change.
III	-Seeks familiar change.
IV	-Seeks related change.
V	-Seeks novel change.

Category	I	II	III	IV	V
Top Managers:					
Mentality/Personality				X	
Skills/Talents			X		
Knowledge/Education				X	
Organizational Climate:					
Culture/Norms		X			
Rewards/Incentives		X			
Power Structure	X				
Organizational Climate:					
Structure		X			
Resources		X			
Middle Management		X			
Line Personnel			X		

APPENDIX K

Illustration 3

STAKEHOLDER ASSUMPTION SURFACING MAP

```
                          CERTAIN
                             |
     10a                          1a  1b
          7a             8a       2a  2b
                9a  | 3a  7b          4a
                         4b
      8b
                                     5b
         10b
                3b  |9b           6a       VERY

 UNIMPORTANT                       5a    IMPORTANT


              6b
                             |


                             |


              UNCERTAIN
```
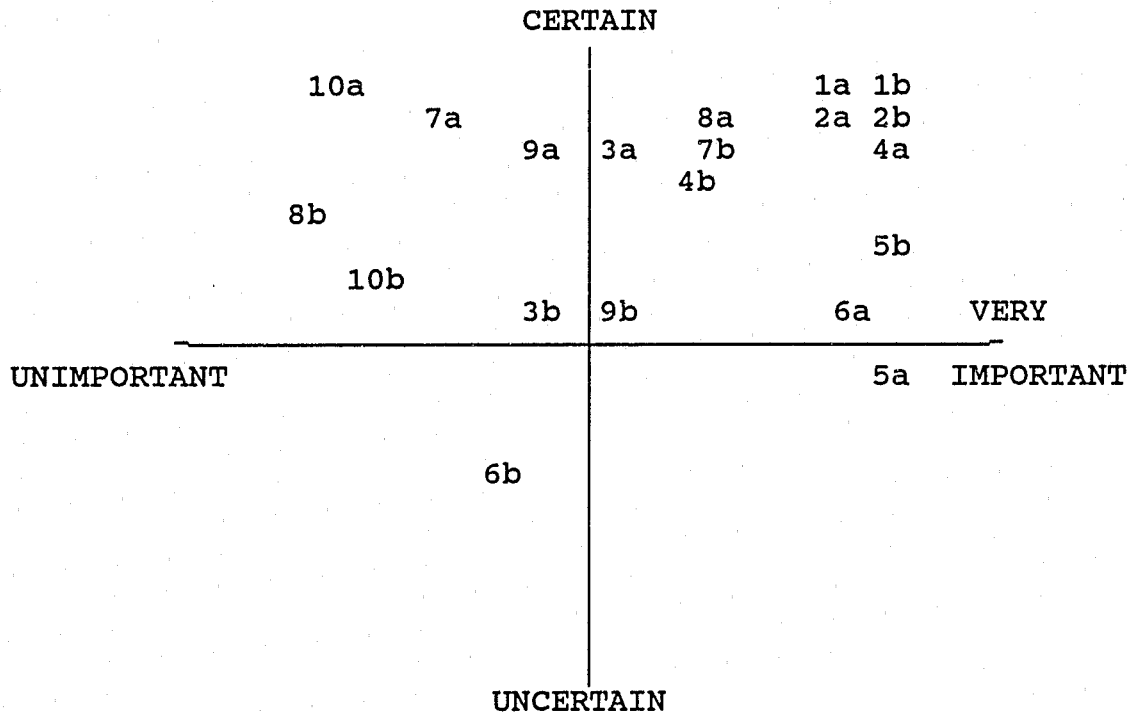
The assumptions about stakeholder's positions were plotted on the above chart by a consensus meeting of department managers. The numbers of each of the assumptions listed below were placed based on the importance of the assumption, and the certainty that the assumption may hold true. Mapping of assumptions provides a visual guide to insuring that stakeholder's interests are considered in developing a strategic plan.

1. City Manager -
a.   The police department needs to function in the most economical and cost beneficial method possible.
b.   The police department is the largest and one of the most visible measures of the city's ability to provide responsible city services.

2. Chief of Police -
a.   The police department must be accountable to the service needs of the community in a coordinated professional manner.
b.   The police organization must be able to enhance the skills of its members through career development opportunities.

3. Other City Department Heads -
a. The police department has most of the city staffing and resources which diminishes the ability of others to develop their departments.
b. The police department's responsibilities are assumed to be confined to only with enforcing laws.

4. City Council -
a. A professional police department with a positive image is a reflection of their professional abilities.
b. Public safety is one of the most essential and expensive city services.

5. Citizens (Taxpayers) -
a. The police department must be responsive to their needs and supply service to meet their expectations.
b. The police department must supply more services at less cost. Having to paying additional taxes to maintain services is simply not desirable.

6. Community Special Interest Groups -
a. The police department does not pay enough attention to problems in schools, drug abuse, problems facing the elderly etc.
b. The police department claims they don't have the necessary resources although they surely do.

7. Police Supervisors -
a. Some supervisors believe that the nature of the organization must be traditional to work properly.
b. Some supervisors believe the organization must aggressively promote career development to be effective.

8. Police Line Personnel -
a. The police organization should allow for career development and lateral movement into specialties.
b. The police organization should allow them to do their jobs unhindered by bureaucracy or lack of resources.

9. Police Officers Association -
a. The police department should be developed to enhance employee opportunities without sacrificing employee benefits.
b. The police organization is sometimes manipulated to assert management rights.

10. Media -
a. The police organization is generally secretive and takes great pains to keep information from the public.
b. The police organization tends to be a bureaucratic department with self serving interests not always related to public demands.

Particular attention must be given to the assumptions regarding Community Special Interest Groups. While on the surface these assumptions may be unimportant, they are also very uncertain. Such groups often become extremely vocal to support their agenda. This presents a danger that legitimate strategies may be overwhelmed by political force at the hands of such groups.

APPENDIX L

MODIFIED POLICY DELPHI PROCESS

A modified policy delphi process was used to generate alternate policies that could be implemented to develop a strategic plan. A panel was convened consisting of two managers and seven supervisors of the Pleasant Valley Police Department.

Each panel member was presented with the normative scenario and a policy rating form. Developing an appropriate organizational structure is totally dependent upon a plan to execute the customer service mission of the department. The panel was asked to suggest proposed policies which would facilitate the customer service mission of the department. These policies should also relate to the selection of an appropriate organizational structure to implement them. The panel was then asked to rate each policy using the following format for each alternative.

Policy Rating Form

POLICY	FEASIBILITY				DESIRABILITY				
	DF	PF	PI	DI	VD	D	U	VU	TOTAL
Score Value =	(3)	(2)	(1)	(0)	(3)	(2)	(1)	(0)	SCORE
Alternatives 1 through 12	---	---	---	---	---	---	---	--- -----	

The definitions of the rating criteria are as follows:

FEASIBILITY:

Definitely Feasible(DF) - No hinderance to implementation, within budget constraints, acceptable to the public and stakeholders, no political roadblocks.

Possibly Feasible(PF) - Probably could be implemented considering department capabilities, budget constraints, and acceptance by the public and stakeholders.

Possibly Infeasible(PI) - Some indication against implementation due to budget constraints, lack of resources, or resistance by public or stakeholders.

Definitely Infeasible(DI) - All indications are that policy can not be implemented or will not work properly

DESIRABILITY:

Very Desirable(VD) -	Very positive effects will be realized with little negative effect.
Desirable(D) -	Will have positive effects. Benefits outweigh minor negative effects.
Undesirable(U) -	Will have negative effects that will hinder policy but action might be justified, all things considered.
Very Undesirable(VU) -	Will have a major negative effect that will impede the strategic plan.

The following alternative policies, and their respective scores, were selected to increase the department's capability to provide customer service. At the same time, they have a bearing on the selection of appropriate alternative organizational structures to aid their implementation. The total possible score is 48.

1.   Department expansion should include the use of civilians to perform various functions throughout the department to increase the availability of sworn personnel. (44)

2.   Increase efforts to foster a problem solving oriented attitude among department members. (44)

3.   Increase the use of and cooperation with other city departments and other outside agencies as a means to provide service. (43)

4.   Procedures should be implemented which increase every member's responsibility and accountability to provide quality customer service. (42)

5.   Increase the use and application of advanced technology for better efficiency. (39)

6.   Increase the application of user fees for non-mandated services to increase budget revenue. (33)

7.   Encourage the use of private security sources to provide service to some neighborhoods and/or special events. (23)

Alternative organizational structure strategies were each applied and evaluated against the above policies to determine their ability to facilitate a customer service oriented mission.
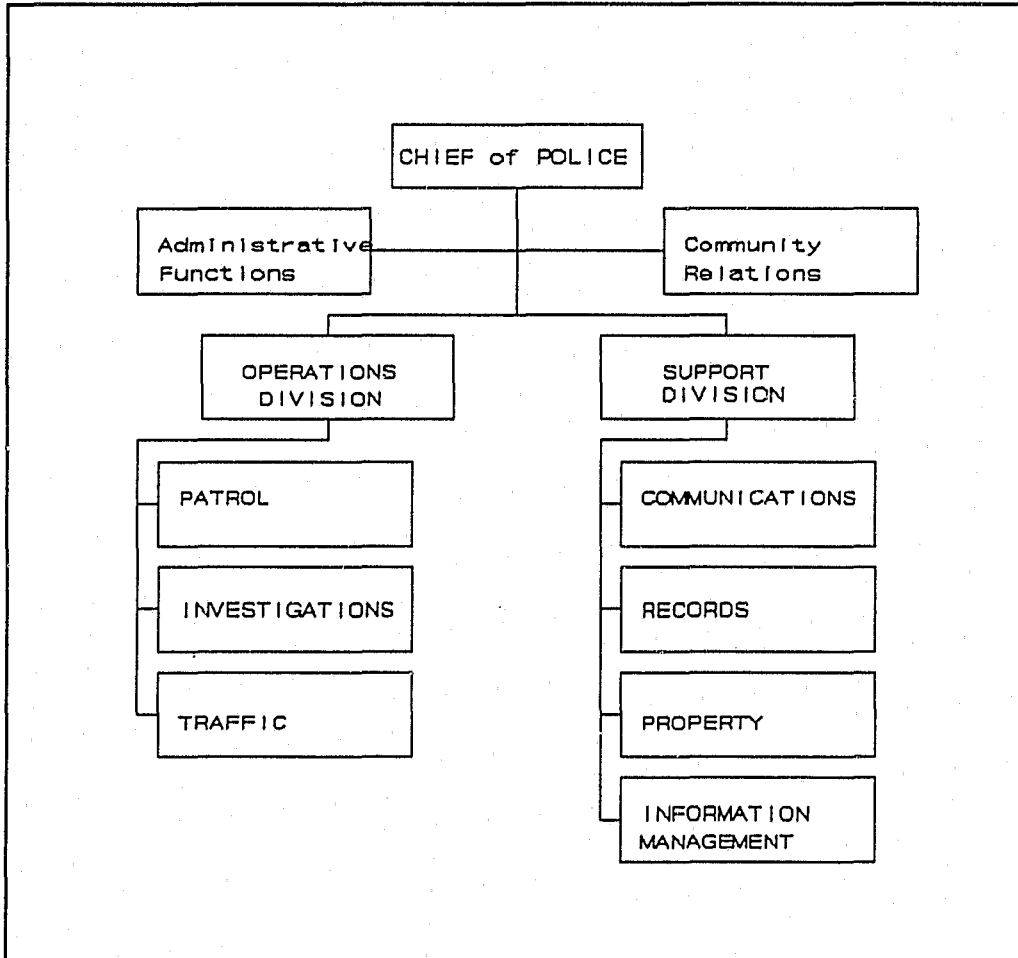
APPENDIX M

Illustration 4

MODEL ORGANIZATION CHARTS

Bureaucratic Hierarchy:

```
                         CHIEF of POLICE

    Administrative                         Community
    Functions                             Relations

          OPERATIONS                    SUPPORT
          DIVISION                      DIVISION

      PATROL                        COMMUNICATIONS

      INVESTIGATIONS                RECORDS

      TRAFFIC                       PROPERTY

                                    INFORMATION
                                    MANAGEMENT
```

A Bureaucratic Hierarchy emphasizes specific places in the organization where functions are performed and controlled. Strict lines of communication and responsibility are also defined through a chain of command. Although the organization can be expanded or flattend vertically, this model maintains a command and control environment.

> In small police departments, this philosophy is not always adhered to. There are usually informal lines of communication and policy implementation which cross organizational lines. In essence, this can create an informal matrix type structure in practice. The hierarchy then tends to serve a purely control function.

79
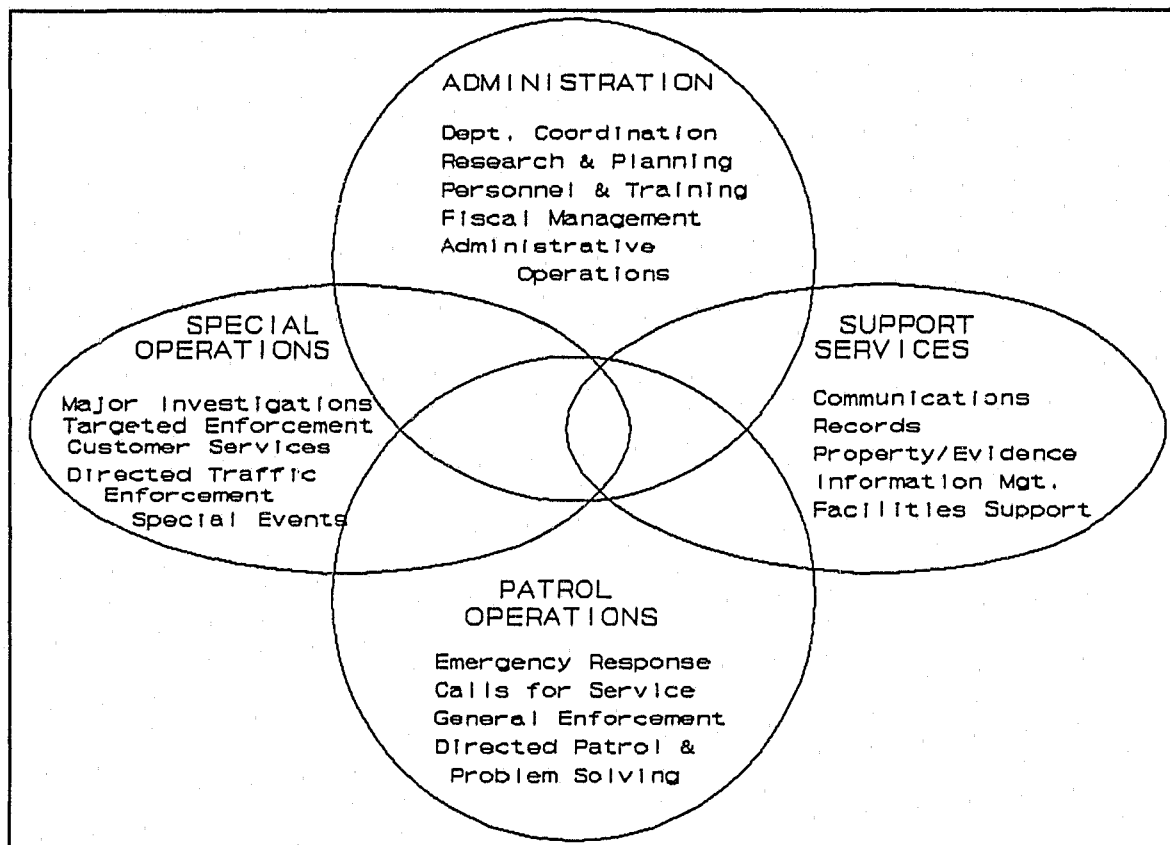
Cluster:

A Cluster organization does not have formal lines of command and control in the traditional sense. Functions are broadly defined within circles. Areas where circles overlap indicates crossover points where communications occur, as well as where various functions within the department can collaborate to address an issue related to the overall mission of the organization.

For example, should a community problem be identified which needs to be addressed by patrol and investigative measures, supervisors from each cluster would develop a collaborative plan to address it. Those in the administrative cluster may only need to be informed of the efforts to provide assistance or to ensure that the effort complies with the mission and objectives of the organization.

Likewise, staffing and resources within each cluster are able to be utilized in a combined fashion to address issues within the single cluster.

Table 9

RESPONSIBILITY CHART

Actions to be Accomplished	Responsible Person(s)	Chief	Mgt. Team*	Spec Ops Supervis	Policy Comm.	City Mgr.	POA Pres.
Foster a climate where customer service is a priority and every member promotes that philosophy		R	S	S	I	A	I
Reevaluate department Mission Statement		A	R		I	S	S
Establish basic service criteria		A	R	S	I	S	I
Reorganize all special functions into one Special Operations Unit		A	S	R		I	I
Utilize a Policy & Procedure committee to draft procedures with customer service elements		A	S		R	I	I
Identify and propose places in the organization where future use of civilians is appropriate		A	R		I	S	I
Determine appropriate timing to restructure into Clusters		R	S	S		A	I

* The Management Team consists of the Chief, captain, and all supervisors.

Legend: R - Responsibility for Task (but not necessarily authority.)
           A - Approval (must approve the action. Has veto power.)
           S - Support (has to provide resources, must may not agree to the action.)
           I - Inform (must be informed of the action, but can not veto it.)
           Blank - Irrelevant to particular task.

The Responsibility Chart outlines actions that must be taken to implement the strategy, and identifies varying levels of responsibility to carry out those actions.

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