139179

A PLAN FOR DOWNSIZING A

MID-SIZED LAW ENFORCEMENT AGENCY

by

LEE G. VIOLETT

COMMAND COLLEGE CLASS XIV

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

June, 1992

14-0288

139179

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).

A PLAN FOR DOWNSIZING A MID-SIZED LAW ENFORCEMENT AGENCY

by

LEE G. VIOLETT
COMMAND COLLEGE CLASS XIV
PEACE OFFICER STANDARDS AND TRAINING (POST)
1992

EXECUTIVE SUMMARY

INTRODUCTION

A great deal of literature exists which indicates that law enforcement is and will continue to experience a major transition in its purpose and mission through this decade. At the same time, resources required to complete the mission will be hampered by dwindling revenues with no foreseeable relief in the near future. The purpose of this study is to explore one strategy to aid law enforcement in dealing with this environment in a responsible manner. Responsible to both the community and the organization. It examines the status of downsizing mid-sized law enforcement agencies as a viable option.

SECTION ONE--A FUTURES STUDY

The main issue under study is: what downsizing process will be used by mid-sized California law enforcement agencies to manage change by the year 2000? The related sub-issue questions are: (1) what fiscal changes will occur causing downsizing; (2) what downsizing will result from the implementation and application of new technologies; and (3) what impact will the consolidation of law enforcement services have on downsizing? Several significant issue-related trends were forecast as follows: (1) level of available revenue will decrease; (2) diverse service demands by the community will increase; and (3) consolidation efforts on a small scale will continue to increase and gain acceptance. Events with a probability of occurrence which would have a significant impact on the issue are (1) mandated consolidation of services; (2) user fees being declared illegal; and (3) voters approve a tax increase. Based on forecasted trends and possible events, three scenarios were developed. The normative scenario describes a desirable future from which we can develop a problem solving agenda.

SECTION TWO--A STRATEGY FOR THE FUTURE

Based on the normative scenario, a strategic plan was developed for the Santa Lucia Police Department, a fictitious California city. Organizational strengths, weaknesses, threats and opportunities were identified. Stakeholders such as the Chief of Police, City Council, Police Officer's Association, community, and other special interest groups were evaluated as to their impact (positive or negative) to the policies under consideration. Policies supporting a critical revue and justification of services rendered, a regional research and development committee for evaluating viable technologies, and consolidation efforts by neighboring jurisdictions are implemented.

SECTION THREE--TRANSITION MANAGEMENT

The commitment level of the critical mass stakeholders are identified and strategies to gain their necessary level of support are implemented. Managing the transition to employ the policies cited and commencement of the downsizing process are crucial to maintaining organizational stability. Implementation technologies include responsibility charting, educating, team building, instilling a vision, and sharing of information.

SECTION FOUR--CONCLUSIONS

The study concludes that downsizing is a viable alternative for mid-sized law enforcement agencies facing fiscal constraints to continue their mission in a responsible manner. Forecasted trends and possible events indicate revenue problems will continue to impact government for some time. Crime trends, ethnic diversity, a graying population, and the changing role of law enforcement towards a more social service orientation will have an impact. The application of new technologies will help mitigate costly human resources. Risks and costs associated with research and development of such technologies can be defrayed by using committees comprised of contiguous agencies with similar goals. Politically, major consolidation efforts are difficult to bring about because of the local control issue. However, consolidation of partial services such as regional training, recruitment efforts, and communications, are more readily acceptable. This may open the door for future large scale consolidation efforts.

INTRODUCTION

The background of this study examines why the downsizing process will be necessary to insure the viability of some mid-sized law enforcement agencies.

SECTION ONE: A FUTURES STUDY

What downsizing techniques can be used to bring about the most desired future?

SECTION TWO: A STRATEGIC PLAN

A model strategic plan is developed addressing the issue. This section describes a means in which administrators can guide a police department through a downsizing process.

SECTION THREE: TRANSITION MANAGEMENT

A plan is developed to manage the implementation of the selected strategy. This includes identifying the critical mass; commitment planning; selecting a management structure; and discussion of implementation technologies.

SECTION FOUR: CONCLUSIONS

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

ACKNOWLEDGEMENTS

During the Command College Program and process of completing the many projects, I found the support of my family to be invaluable, and I would like to take this opportunity to thank them:

Stavroulla, my wife: Much of my spare time was consumed by this effort which meant a sacrifice of our quality time together. You took on the extra burden of running the family without me during those stressful periods and somehow found the added energy to be supportive of my endeavor. You are an incredible person and I love you.

Detra and Lee, my children: My absences deprived us of some opportunities to spend time together which can never be made up. I missed some of the sporting activities and events you participated in and my hope is that you truly understand how painful it was for me. I now have the time to try and make it up to you.

Also, I'd like to thank Chief Don Phipps for the invaluable learning experience given me in allowing for the opportunity to participate in the Command College Program. The insights, knowledge, friends and professional ties I made with my classmates is an investment in San Mateo's future.

CONTENTS

ILLUSTRATIONS

TABLES

INTRODUCTION

Law enforcement is a demanding profession and not trendy in nature. This has served the profession well since stability in the organization without becoming stagnant is the result, and administrators all enjoy predictable and comfortable times. Unfortunately, this style of managing will not meet the need to be flexible in the turbulent 90's.

WHAT'S IN STORE FOR THE FUTURE?:

For most law enforcement entities, the decade of the 80's offered generous economic times and continued to foster a sense of organizational stability. Many police agencies continued to be reactive in dealing with external changes that affect their organizations. Increased demands have been placed on organizations in the form of mandated training, mandated functions, changing needs of our communities, and as the 80's came to a close, fiscal constraints.[1] In just this past year alone, municipal law enforcement experienced significant negative financial impacts that were totally unexpected. For example, P.O.S.T. received significant Penalty Fund percentage reductions with the implementation of AB 544 and AB 1294 resulting in an immediate suspension of salary reimbursement for police training.[2] Another major factor impacting local law enforcement was SB 2557 resulting in counties charging cities a booking fee. The trend has been for the state and counties to balance their budgets on the back of cities. Worsening government finances forced one county into pending bankruptcy.[3]

The cost of providing law enforcement services are rising dramatically. Generally they make up 30 to 55 percent of a city's budget. A survey completed by Deputy Chief Thomas

2

Wickum, San Bernardino County Sheriff's Department, indicated city administrators have serious concerns about the increasing high cost of law enforcement services. The high cost concerns of city administrators not only included the traditional expenses such as salaries, benefits, equipment and facilities, but also recruitment, training, required medical expenses, compliance with minority issues, and the exceedingly high cost of liability insurance.[4]

These trends and events have caused many entities to respond reactively, necessitating personnel layoffs and service reductions to their communities. The prospect of economic hard times continuing through the end of this decade will clearly exacerbate organizational stability.[5] Some experts suggest that government may not realize an economic high until the turn of the century.[6]

There are some alternative solutions, some of which are short-term and drastic in nature. They include, but are not limited to: layoffs, hiring freezes, across-the-board cuts, and forestalling capital improvements. Other alternatives include curtailing services, charging service fees and doing more with less.

A study conducted by Towers Perrin/Cresap (Management Consultants) described three of the most commonly used traditional management responses to a turbulent fiscal environment. They were identified as hiring freezes, across-the-board cuts, and the reduction/delay of spending on capital items and maintenance. Of the 129 managers who responded to the survey, those who were satisfied with any one of the three approaches

ranged from 16 to 28 percent. They noted hiring freezes and across-the-board cuts affect units indiscriminately regardless of current efficiency, need, and tend to foster a feeling among employees that assignment of priorities are unimportant. As to the issue of deferred capital spending/maintenance, when the time comes to make the purchase, costs will be higher. Additionally, the deterioration of infrastructures occurs when repairs are postponed.[7] It should be noted that depending on the stability of the fiscal environment, it may be appropriate for a city to employ the use of one or more of the drastic alternatives mentioned above.

PURPOSE OF THE STUDY:

The purpose of this study is to explore a downsizing approach for those agencies anticipating serious budgetary constraints. It is designed for mid-sized (50-200 sworn and non-sworn employees) municipal law enforcement agencies. For purposes of this study, downsizing is the reduction of human resources within a police organization. It is a planned change in the fundamental way law enforcement does business. The plan would focus on a carefully thought out process to evaluate services provided, to eventually do less with less, and problem solve for the long term.

As the law enforcement function becomes more costly and complex, the success of a downsizing effort will require better employees. The fewer you have, the better they have to be.[8]

4

THE ISSUE AND SCOPE OF THE STUDY:

By answering the following issue question, organizations can begin responsible change in an unstable environment: **What downsizing process will be used by mid-sized law enforcement agencies to manage change by the year 2000?**

While researching the issue question, three related sub-issues were identified as having a direct impact on the subject matter. The three sub-issues are:

1) What fiscal changes will occur causing downsizing?

2) What downsizing will result from the implementation of new technologies?

3) What impact will the consolidation of law enforcement services have on downsizing?

STUDY FORMAT:

The present study will examine what downsizing technique will be necessary for the viability of mid-sized law enforcement agencies. An assumption, based on the literature search and results of the forecast panel is made that the problems mentioned in this introduction will continue over the next eight years.

A futures study was conducted using an environmental scanning process to identify relevant trends and events. Several trends and events were identified and forecasted to determine their impact. From this, three scenarios were developed as alternative possible futures for

a fictitious model agency known as the Santa Lucia Police Department. In the end, a strategic and transition management plan is presented which describes one possible alternative to help bring about a more desirable future.

This study is limited to a planned downsizing strategy for entities facing fiscal constraints. It is the opinion of this writer that law enforcement is experiencing a transition in this decade towards a more customer service orientation. At the same time, resources will continue to be scarce. These changes will create many exciting challenges for future leaders. Downsizing should be viewed only as one of the many tools necessary to accomplish the law enforcement mission.

SECTION ONE: A FUTURES STUDY

WHAT DOWNSIZING PROCESS WILL BE USED BY MID-SIZED LAW ENFORCEMENT AGENCIES TO MANAGE CHANGE BY THE YEAR 2000?

The objective of a futures study is to analyze the issue and sub-issues utilizing futures research methodologies. Data collected was developed into three future scenarios based primarily on forecast data collected from a literature search, personal knowledge gleaned from command college, and trends and events developed from a nominal group technique. The scenarios will be a way of looking at alternative snapshots of the future. The ideal picture or alternative will be an invaluable aid upon which to construct a problem solving agenda bringing about the most desired future. For the purpose of this study, the future is defined as the next eight years.

WHAT DOWNSIZING PROCESS WILL BE USED BY MID-SIZED LAW ENFORCEMENT AGENCIES TO MANAGE CHANGE BY THE YEAR 2000?

Structuring the issue for study: Literature scanning using the STEEP model was used to gather relevant information. Social, technological, environmental, economic, and political issues directly associated to the issue question aided in the development of the sub-issues. A modified futures wheel (Appendix "A") was used in selecting the following key sub-issues for analysis:

* What fiscal changes will come into play forcing a mid-sized police department to downsize?

* What downsizing will result from changes in service with the implementation of new technologies?

* What impact will the consolidation of law enforcement services have on downsizing?

Literature Search:

A review of current literature indicates that many changes are taking place. Law enforcement will clearly be impacted by this transitory period. The relevance of this change phenomenon and its nexus to the topic of downsizing is obvious. This accelerated period of change over the next 10 years is arriving when resources are shrinking (as described in the introduction) and vast new challenges are occurring. Consider the following:

Demographic and Social Changes: California has experienced tremendous population growth in the past decade. Today, there are about 28 million residents. By the year 2000, this figure is expected to swell to 35 million.[9] Not only is the state experiencing significant growth, its ethnic diversity is increasing. The white population will be approximately 50% by the year 2005. An increase in Hispanic and Asian populations will have the greatest influx.[10] By the year 2005, eighty different languages will be commonplace.[11] Not only is California ethnically diverse, its population is aging. The age distribution of the U.S. labor force between 25 and 54 will be 75% of the total population within 10 years.[12] In addition to these trends, Paul Shay describes a new type of employee dubbed the "Gold Collar Workers." He indicates this inner-directed individual brings different values to the work place. He or she wants to make a difference, to have a say, needing self-respect and a sense of self-accomplishment.[13]

Changing values, technology, and social norms will raise issues never considered. Environmental crime, high technology theft, computer crime, needs of the elderly, and social

unrest will all bring their unique demands to the law enforcement profession.[14] Law enforcement will be expected to respond using numerous different resources to maintain an acceptable quality of life for the affected communities. This is already being addressed by some departments in the form of Community Oriented Policing.[15] These changes will require an even greater diversity of service from law enforcement and it will be demanded by the communities they impact.

Technological Advances: Some futurists see technological advances not as a panacea for addressing societal problems, but as a tool to be used in combination with appropriate actions to help solve the problems of tomorrow. At the same time, it is expected that many technological advances will pay for themselves or cost less than the technologies they replace, in spite of economic constraints.[16]

Downsizing: What's better, a tall organization with many layers of management, or a flat organization? Neither one may be appropriate for all circumstances, but lean, flexible organizations are considered better able to keep up with trends, develop new ideas, and make the decisions most beneficial for today's environment.[17] Given the current economic state, and the assumptions that it will continue, downsizing impacted organizations is an appropriate response. Rather than reacting haphazardly by eliminating services, cutting programs without careful consideration, or laying off personnel before evaluating alternatives, using a principle guided downsizing process will insure that any reductions or cutbacks are done responsibly, both to the community and the organization itself.

Personnel Issues: Organizational stress occurs during reorganization, particularly if the organization is downsizing. This is a time of evaluating what is most important and central to the department. Supplying lots of information, talking openly about the process, and encouraging input or structuring activities that force people to get involved can be beneficial.[18]

Downsizing is not a cure all. It is traumatic and unsettling in the soundest of organizations. Downsizing should not beget more downsizing. Yes, many entities need to slim down, but eliminating workers is not the only answer. Eliminate work. The key to a successful downsize is to end up doing less with less, not more with less. The latter eventually leads to overburdened and disgruntled employees.[19] Doing less, when applied to a service oriented entity like law enforcement, requires input and understanding of all affected parties, both internal and external to it's environment.

Forecasting Trends and Events:

Many trends and single events have occurred, each of which has a unique impact or influence on the issue of downsizing. For example, in 1978 Proposition 13 (an event) put the public sector on notice that taxpayers were not satisfied with the status quo. This tax cutting initiative ushered in an era of altered relationships between public and private sector. Because Prop 13 limited the general revenue base for cities, new revenue raising approaches became necessary.[20] If such events can be forecasted with some degree of accuracy, we can better prepare for subsequent challenges.

What current trends and future events are most pertinent to the issue under study? A nominal group of seven individuals (Appendix "B") convened to answer this question and to provide forecasts for selected trends and events. A letter of invitation to the panelists can be found in Appendix "C". The specific future forecasting process used is described in Appendix "D".

Trends: Five trends selected from a candidate list of 23 (Appendix "E") were identified by the forecasting group. The selected trends reflect the group's opinion of their importance and interrelationship to the issue at hand. Additionally, the group provided a range of forecasts for each trend, (Appendix "F") which has been distilled down to the interpretations which follow:

> **Trend 1:** <u>Level of available revenue</u>. Local government funding derives primarily from a city's general fund. The panel forecast that due to economic conditions, increases in revenue would slow for the next five years continuing at about the same level of 110 to 120 through the year 2002. Factoring in inflation, these revenues will result in decreased resources. The "should be" trend line reflects an increase from 100 "Today" to 125 and 140 five and ten years from now. The group commented Proposition 13 would have had a greater immediate impact on government budgets following implementation; however, the economic boom of the 1980's mitigated the dwindling revenue base. The indication is that this trend will hold fast with some relief near the end of this decade.

12

Trend 2: <u>Service demands by community</u>. This is defined as the level of service delivery desired by a community. The types and level of service have changed over the years and demands for certain services have risen, some of them legislated; i.e, specialized attention to domestic violence and missing person cases. The panel forecast that service demands would rise from 100 "today" to 125 within the next five years and remain the same through the end of this decade. The panel noted that this is interesting since their is a growing public demand for service at no extra cost. The "should be" forecast indicated that service levels should remain the same over the next ten years. To accomplish this without increasing costs would require eliminating some current services at the expense of new ones.

Trend 3: <u>Consolidation of law enforcement services</u>. The forecast panel has seen a slight increase in consolidation efforts by agencies, particularly the sharing of resources such as communication centers or specialized units like S.W.A.T. The plus five year forecast of 125 to a plus ten year of 165 indicates that consolidation is gaining in popularity/acceptance. The "should be" trend line during the same period went from 140 to 190 indicating the potential benefits of consolidating.

Trend 4: <u>Computer technology allows for staff reduction</u>. This trend forecasts the relationship to computer technology and subsequent staff reductions due to increased efficiency. The forecast panel has seen an increase in computer technology in the work environment over the past five years. In the next five years a slight leveling off

in this trend is expected with a dramatic upswing near the end of this decade. It was suggested that the slight leveling off in the first five years was due to hesitancy in experimenting with new technologies given current economic conditions. Both "will be" and "should be" plus five year forecasts were identical with a steep increase to 300 and 400 respectively by the plus ten year period. This tends to stress the significance of this trend and it's relationship to the issue.

Trend 5: <u>Private contracting for law enforcement services</u>. The panel forecast an increase from 100 "today" to 150 by the plus five year increment in the use of private vendors to absorb some traditional police-type services. For example, some agencies employ the use of private companies to conduct background investigations on police applicants. Through the end of this decade, a leveling off of this resource would occur. The panel suggested public resentment and dissatisfaction would preclude an expanded use of private companies. The "should be" trend line rose from 150 in five years to 300 by the year 2002. This indicates that there are perhaps other areas that law enforcement should exploit when considering the use of private vendors.

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

TABLE 1

TREND EVALUATION

TREND STATEMENT (ABBREVIATED)	LEVEL OF THE TREND (TODAY = 100)			
	5 YRS AGO	TODAY	5 YRS FROM NOW	10 YRS FROM NOW
LEVEL OF AVAILABLE REVENUE	80	100	110 125	120 140
SERVICE DEMANDS BY COMMUNITY	0	100	125 90	125 100
CONSOLIDATION OF L.E. SERVICES	25	100	125 140	165 190
COMPUTER TECH/STAFF REDUCTION	40	100	125 125	300 400
PRIVATE CONTRACTING FOR L.E. SERVICES	25	100	150 150	150 300

WILL BE
SHOULD BE

Using 100 as the current level of the trend, the panelists were asked to estimate the level of the trend 5 years ago, and both the nominal and normative value for 5 and 10 years in the future.

EVENTS: An initial list of 23 events were developed by the same panel (Appendix "G"). This list was distilled down to five events selected for forecasting. Appendix "H" depicts the median and range of forecast data.

Event 1: <u>Mandated service consolidation</u>. Consolidation of services will be court mandated or invoked by public vote resulting in mass consolidation and the merger of many smaller departments. This event would have far reaching implications, causing law enforcement to completely (or on a major scale) merge resources to accomplish it's mission. Unlike traditional forms of small scale sharing of resources, this event concerns itself with a formal endorsement or court mandate forcing cities to meet certain criteria to consolidate services. The panel forecast indicates this would probably not occur within the next five years with a moderate possibility of occurrence (75%) by the year 2002. The effect of the event would be a positive (8) one with moderately low negative consequences.

Event 2: <u>Privately owned police departments</u>. Private agencies would form and receive P.O.S.T. recognition and certification as viable agencies. With P.O.S.T. giving certification to private policing agencies, traditional law enforcement entities will find themselves aggressively competing for the market. Although the panel didn't feel this would occur on a grand scale, the feeling is smaller departments will be competing against the private sector police departments for some limited services in this decade. The probability of occurrence five years from now was minimal at 10% with a 75% chance in ten years. The impact on the issue was negative (7).

Event 3: <u>Police unions support individual officer contracts for their services</u>. This event would cause a rethinking of current day recruiting methods. Negotiating

16

individual salary and benefit packages would cause a virtual revamping of recruitment procedures. Compensation would be based on level of competence and more importantly, pay for special qualifications and skills. This would allow departments to seek out and actively compete in hiring the right person to perform specialized tasks. The forecast indicates a lack of confidence in the acceptance of individual officer contracts to occur within five years. The panel suggested a 70% probability of occurrence by the ten-year forecast. This suggests that newly emerging types of crime and modes of enforcement will require specialized people to address the problem. The positive impact (7) on the issue would be moderately high with a low probability of having negative (3) drawbacks.

Event 4: Special user fees are declared illegal. The California State Supreme Court declares user fees illegal. An event such as this would have a significant impact on an emerging alternative form of generating revenue for service providers. The panel felt that charging citizens for a police function unduly burdens those in lower socioeconomic classes which tend to need the most police services.

The forecast indicates the panel's pessimistic estimate as to the probability of occurrence. It appears that it is unlikely to happen within five years and then levels off at a negligible 20% until the ten-year mark. There was a very strong feeling that this event would have a profound negative (9) impact on the issue with almost no positive (1) benefits.

Event 5: <u>Voters approve tax increase.</u> This event would demonstrate the community's concern over diminished services due to budgetary constraints and the need for additional revenue to provide desired services. The panel suggested voters would likely approve a tax hike two years from today with a 50% chance of occurrence by the plus five year period. It's probability would increase to 70% by the year 2002. The impact would be a strong positive one (10).

TABLE 2

EVENT EVALUATION

EVENT STATEMENT	YEARS UNTIL PROB-ABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE IF THE EVENT OCCURRED	
		5 YEARS FROM NOW	10 YEARS FROM NOW	POS (0-10)	NEG (0-10)
Mandated Service Consolidation	3	50	75	8	3
Privately Owned Police Dept.	4	10	50	4	7
Individual Officer Contracts	4	45	70	7	3
User Fees Declared Illegal	3	20	20	1	9
Voters Approve Tax Increase	2	50	70	10	0

Table 2 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 is likely to occur, estimates the probability (scale 0-100) of that event occurring by year 5 and year 10, and estimates its impact either positive or negative.

CROSS-IMPACT ANALYSIS

Three of the nominal group panelists participated in the analysis of the selected trends and events. They were asked to use the "will be" forecast to estimate the impact (percentage change plus or minus) of events on events and events on trends. The trends or events impacted are "reactors" and their identification aids in the development of the future scenarios. Based on the number of hits on the "reactor" trends or events, the three most impacted "actor events" were considered as a focus for policy consideration. Table 3 illustrates the results of the cross impact analysis.

TABLE 3

CROSS IMPACT ANALYSIS OF TRENDS AND EVENTS

IMPACTING EVENT	IMPACTED EVENT					IMPACTED TREND					ACTOR HITS
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
EI		20	40	5	80	50	50	100	10	-25	9
E2	20		60	0	10	50	0	0	50	0	5
E3	0	20		0	0	0	10	0	0	-75	3
E4	30	0	5		10	-50	-50	40	80	60	8
E5	40	0	0	20		100	90	100	40	-25	7
REACTOR HITS	3	2	3	2	3	4	4	3	4	4	

Legend:

T-1   Level of available revenue
T-2   Service demands by community
T-3   Consolidation of services
T-4   Computer tech/staff reduction
T-5   Private contracting

E-1   Mandated consolidation
E-2   Private P.D.'s
E-3   Officer contracts
E-4   User fees illegal
E-5   Voters approve tax

SUMMARY OF CROSS IMPACT RESULTS:

Three strong **actor** events were determined to be E1, consolidation of police services, E4, user fees declared illegal, and E5, voters approve tax increase having impact totals of 9, 8, and 7 respectively. Each of these events would have a significant impact on the issue question, particularly E1, consolidation of services and E5, voters approve tax increase. Although E4, user fees declared illegal, had a strong impact, it has a limited probability of occurring (20%).

Four strong **reactor** trends were observed: T1, level of available revenue, T2, service

demands by community, T4, computer technology resulting in staff reduction, and T5, private contracting for police services. Each of these trends were noted as being significant.

FUTURE SCENARIOS

Scenario writing is a method of describing a series of potential trends and events that could lead to an envisioned future. Scenarios can include economic variables, technological advances, political incidents, and social trends which might impact the issue under study. Within the context of the selected scenario, planning can begin to help mitigate an undesired future or amplify the positive aspects of a desired one. Having identified trends and possible future events relevant to the issue question, several futures begin to emerge in the nominal, normative, and exploratory mode.

The nominal (most likely) scenario represents a future where trends and events occur as expected. The future is surprise free with the police agency continuing to provide traditional services employing established practices. It is a likely scenario because there would be no intervening circumstances that would change the outcome.

The normative (can be) scenario describes a future where the police department has developed a strategic plan to respond to the changing environment. Police administrators can implement policies and procedures enabling the organization to change direction and alter the outcome of forces currently in motion.

The hypothetical (what if) mode is about a future describing negative impacts of forecasted trends and events. The soft data used in the formulation of the three scenarios was gathered from selected trends, events, relevant literature, and professional experience.

Nominal Mode:

"The state budget deficit exceeds 10 billion dollars (November 2000)."

"Voters overwhelmingly registered a resounding "no go" at the polls today (November 1996) on controversial S.B. 5150 which would have increased taxes to support emergency services."

"A new report today indicates that the Santa Lucia Police Department is cutting personnel and service levels due to budgetary constraints (May 1994)."

During the past decade and twenty years since the passage of Proposition 13, cities have not returned to their pre-Prop 13 funding levels. With decreases in federal aid, growing populations, rising expenditures, and greater limits on local revenue generating authority, the sagging revenues add to the fiscal deterioration of our local governments and further limitations on the services they provide. Citizens have also demanded that the police department provide a wider range of service to meet diverse community needs. Consolidation efforts have been unsuccessful due to political resistance associated with the

local control issue.

The Santa Lucia Police Department has responded to the dilemma by across-the-board cuts in the number of personnel and are providing a trimmed status quo service. This comes at a time when change is badly needed to meet demands imposed on the criminal justice system by our aging population, diverse ethnic composition, high tech crime, the homeless, and other social problems facing our communities. Response times to calls have increased and SLPD is more selective in the types of cases it will investigate. A promising automated information system project failed costing tax payers thousands of dollars. Public confidence remains low.

Normative Mode:

"For the first time in decades (November 1995), citizens overwhelmingly vote to raise taxes that will aid in improving emergency services."

"The Commission on Peace Officer Standards and Training announced today (February 1997), that its consolidation of services plan is a success."

"For the first time since the beginning of the computer era, local governments are experiencing the real benefits of computer technology in terms of cost effectiveness."

In the early part of this decade recessionary times created a turbulent fiscal environment for local government. Just five short years ago (1995), it became clear that California residents developed a renewed sense of trust in the way local government spent their tax dollars. Public administrators have demonstrated a sensitivity to community issues. Although funding levels have not returned to their previous levels, new tax dollars being diverted to emergency services is enabling departments to implement long overdue programs.

A downsizing effort implemented by SLPD proved to be a responsible methodology for dealing with dwindling resources received accolades from the community and much needed support. The timing could not have been better. Over the next several years, mid-sized police agencies consolidated selected resources and quickly found the mission of law enforcement could be delivered more efficiently with increased effectiveness. Shared costs of a regional R & D committee have enabled new technologies to flourish allowing for reductions of some staff positions with increased effectiveness. Two promising non-traditional approaches have proven cost effective: (1) Farming out some work to private industry; and (2) hiring the right officer for specific needs via negotiating an individual contract. This has enabled Santa Lucia to relieve itself from labor intensive background investigations, parking enforcement, and they can now address a rash of high tech white collar crimes.

Hypothetical Mode:

"Privately owned police companies receive P.O.S.T. certification (June 1995)."

"California State Supreme Court declares user fees illegal (1996)."

"Ad Hoc committee is formed by community leaders to evaluate the lack of police response to legitimate community needs."

The 1990's has proven to be a time of turmoil for local government. A dwindling revenue base and the five-year recession has had a devastating effect on Santa Lucia. Service demands by the community continued to increase but a lack of resources left the issues unattended. As could be expected, the crime rate increased and community support diminished. With such a dismal track record, much needed public support was lost and any hope of new taxes uncertain.

To exacerbate the fiscal problems facing local governments, the Supreme Court has reversed a significant trend of charging for emergency services (December 25, 1994). The court argued: "The cost cannot be borne by those who most need the service given the fact they are probably in a socioeconomic class that renders them incapable of paying." The court alluded to the collection of tax dollars and a subsequent user fee for police services as "double dipping."

In 1995, private police companies received P.O.S.T. certification permitting them to aggressively compete against the public sector for the provision of many police services. Coupled with local fire departments providing some non-hazardous routine police services,

public law enforcement agencies have cut personnel by 35% in addition to the elimination of all traditional duties except the response and investigation of violent crimes. Consequently, the Santa Lucia has only been able to meet basic service needs and addresses most community problems in a reactive manner. The short-term solution of implementing a hiring freeze and deferring capital improvements has returned to haunt the City of Santa Lucia. Today, in 2002, the city's infrastructure has nearly collapsed and the cost of repairs nearly tripling since 1992.

SECTION TWO: A STRATEGIC PLAN

A PLAN FOR DOWNSIZING A

LAW ENFORCEMENT AGENCY

Objective: The scenarios developed in the preceding section indicate that law enforcement is facing a challenging future. The normative scenario was selected as the most desired and attainable. This scenario can be achieved if the department develops a strategic plan to implement an appropriate downsizing plan enabling the organization to accomplish it's mission. The strategic plan examines the department's current environment and prepares for a future in which the organization is expected to function.

Situation: The plan takes a look at the current situation of the selected department, analyzes its strengths and weaknesses, and prepares for a future environment in which the agency will operate as philosophically stated in its mission statement.

This plan is developed within a fictitious setting in a contract city known as Santa Lucia, a bedroom community with a population of 125,000. The city operates under a council-manager form of government. The ethnic setting is diverse and comprised of all major ethnic groups.

The Santa Lucia Police Department (SLPD) is staffed by 180 sworn and non-sworn employees. SLPD has enjoyed the comfort of a stable and adequate budget during the decade of the 80's. SLPD is beginning to experience the adverse impact of the current recession. The economic prospect for the entire city is a grim one, and forecasted to continue through most of this decade.

Mission Statement of Santa Lucia Police Department: The ability to provide prompt, efficient, and effective services to a diverse community in a rapidly changing environment is essential to the law enforcement mission. An organization's inability to respond proactively in a turbulent environment fails to be responsible in providing safe and secure neighborhoods in today's society. A police agency that views itself as merely an enforcer of laws, codes, and ordinances cannot meet future needs. The appropriate deployment of human resources, services provided to its community, and infusion of new technologies, needs to be done intelligently with a strategic plan.

Five themes have been established in this mission statement which reflect the internal values of the Santa Lucia Police Department.

* Service to the community is our purpose
* We will establish greater flexibility in the organization
* Look at the long term
* Seek constant improvement
* We will employ the use of new technologies

The micro-mission enabling the Santa Lucia Police Department to fulfill its mission statement is: The department is committed to providing efficient police services to the community, utilizing innovation to insure the best use of all resources while maintaining a flexible management posture in a rapidly changing world.

Situational Analysis: Three members of the SLPD command staff (former NGT panelists)

convened and conducted two situational assessments internal and external to its environment which could have an impact on the agency's ability to achieve the goals in the mission statement. A WOTS-Up (Weaknesses, Opportunities, Threats & Strengths) analysis described in Appendix "I" provided the following:

OPPORTUNITIES:

* Budgetary constraints resulting in reduced staffing levels can be an opportunity. It can force managers to find alternative cost effective methods of providing service.

* New technologies exist and are being developed at an increasingly rapid pace which afford police organizations the ability to become more efficient and effective.

* Drug asset seizure and other means of civil process for recovering revenue from criminals are emerging.

* A growing intolerance of crime and an emphasis on victims' rights resulting in badly needed public support.

* Nearly all politicians express support for the macro law enforcement mission.

* Consolidation of services can make jurisdictions more efficient, reducing operating costs. Although this is not currently popular, the fiscal squeeze can force this into a reality/opportunity.

THREATS:

* The recession is causing constraints on many governmental agencies forcing personnel layoffs and service reductions.

*   Court mandated functions are creating a burden on existing resources.

*   Legislated training continues to strain police organizations.

*   Traditional tax base continues to be inadequate in supporting governmental agencies. The inability of government to tax itself out of this trend will force change. This can also be viewed as an opportunity.

*   Increased gang violence, the homeless problem, environmental and computer crime will tax traditional police organizations.

*   The high cost of dealing with future ecological and social issues will compete for public funding.

*   Although community support exists for SLPD, it is unlikely they will vote to raise taxes in the near future.

STRENGTHS:

*   The department has a positive image in the community with support from the city manager and council.

*   Response times to emergency calls-for-service are acceptable to the community and better than average when compared to similar entities.

*   The police officer of today tends to be highly educated and receptive to change and ideas, particularly the application of new technologies including mobile computer terminals and other high tech crime fighting tools.

*   Supervision/management are apt to be receptive to change (Table 8).

*   Police organizations tend to adapt well when confronted with uncertain times forcing

change. With proper direction they can be resourceful. Flexibility in the organization, (as described in the mission statement), will facilitate this goal.

* The department's philosophy promotes innovation and change. To look at the long term and to seek constant improvement.

WEAKNESSES:

* Fiscal constraints are forcing a reduction in resources which will impact service levels when there is a growing demand for police intervention.

* Reduction in personnel may inhibit the department's ability to adapt to a changing environment.

* The benefits of new technologies are not being realized to their fullest extent. Consequently, police personnel are a bit skeptical of moving forward in the research phase.

* There is no strategic plan in place which will help guide SLPD in bringing about a desired future.

* Some veteran officers are set in their ways and will be resistant to the new realities. They may be skeptical of city government and negatively impact morale.

INTERNAL CAPABILITY ANALYSIS:

An organizational capability analysis was conducted to further analyze organizational strengths, weaknesses and reception to change. The results of this analysis can be found in Appendix "J" (Tables 7 & 8).

Strategic needs: The organization's capability of successfully implementing a downsizing effort is relatively good. On the positive side, personnel skill levels, training, city manager support, and past instruments used to measure complaints, enforcement index, etc., are better than average for the department. On the negative side, attitudes, budgetary constraints, management flexibility, and some community support is lacking.

STAKEHOLDER ANALYSIS:

No strategic plan can be successful without first identifying stakeholders who can impact the plan in either a positive or negative manner. The following list of stakeholders and their assumptions were identified by three managers of the Santa Lucia Police Department (NGT panelists). These assumptions on position, conviction, and their perceived importance to the issue question are displayed on the Strategic Assumption Map. This process is further explained and illustrated in Appendix "K."

1. **City Council**

    A.   Supports the police department mission.

    B.   Wants to provide police department with all resources necessary to achieve the law enforcement mission.

    C.   Will hesitate to make unpopular but necessary decisions concerning service reductions.

2. **Police Officers' Association**

    A.   Will resist personnel layoffs.

    B.   Desire organizational stability and clear direction.

C.   Adequate staffing levels are important considerations for workload distribution and officer safety concerns.

3.   **Community**

A.   Want efficient and effective police services.

B.   Will not tolerate an increase in criminal activity because of poorly planned reorganization, personnel cutbacks, or curtailment of services.

4.   **Courts**

A.   Although increased demands are being placed on police personnel, the courts will not accept service reductions which might cause a deterioration of case preparation.

B.   The courts and district attorney's office are facing similar fiscal constraints forcing personnel cutbacks and service reductions which could further impact SLPD.

5.   **Media**

A.   The news media closely scrutinizes police activity, particularly the negative aspects.

B.   Any perception by the media that irresponsible decisions have been made concerning personnel layoffs or service reductions will be sensationalized.

6.   **Minority Groups**

A.   Tend to distrust the police and subsequent changes in service.

B.   Ethnic groups are creating new demands for police services.

7.   **Taxpayer (Local, State & Federal)**

A.   There is a heightened awareness and concern of how revenue is being utilized by local, state, and federal entities.

B.   They are demanding that governmental agencies become leaner and more efficient without service reductions.

8. **Chief of Police**

A.   Will implement policy supporting strategic plan.

B.   Chief will be required to meet with various stakeholders on a regular basis to insure support.

C.   The police department will continue to be highly responsive to service needs of the community.

9. **Neighboring Police Jurisdictions**

A.   Reductions in personnel may require refinement of existing mutual aid policies. If a neighboring entity is not involved in a similar reorganization, they will resist any agreement to absorb additional responsibility.

B.   Police entities tend to resist consolidation of services.

10. **Community Action Groups (Snaildarter)**

A.   Will tend to be more vocal and demand an increase in police services in the face of necessary reductions.

B.   Will form an ad hoc committee and make downsizing a controversial issue. The perception will be that law enforcement is failing to be responsive to community needs. The police department claims it has inadequate resources.

DEVELOPING ALTERNATIVE POLICIES:

Using a Modified Policy Delphi, three members of the Santa Lucia Police Department (former NGT panelists) were brought together to develop and evaluate policies with a bearing on the results of information gathered from the WOTS-Up and stakeholder analysis. Using the modified delphi process depicted in Appendix "L", four alternative policies were developed to implement the most effective plan consistent with the department's macro and micro mission statement. Policies were scored by the panel for their desirability and feasibility. There were 36 points possible. The following is a description of the selected policies listing the positive and negative aspects of each.

Strategic Policy Number One

Review service delivery (36):

The policy would focus on conducting an internal assessment of services currently provided, formulate new ways to provide services, and eliminate those we have done simply out of tradition.

Advantages

*   Doing less with less would be accepted by the police organization facing personnel reductions.

*   Would use minimum resources to accomplish the department's mission.

*   Would aid the city in becoming financially independent.

*   Addresses immediate needs and sets the tone for long term planning.

Disadvantages

* Community would tend to reject notion of any service reductions to which they have become accustomed.

* Presents a substantial risk of losing tenured employees who leave for greener pastures during the downsizing process.

Strategic Policy Number Two

Build a problem solving environment (32):

Fostering an environment that encourages a problem solving attitude requires risk taking by members of the organization. Educational intervention and changing reward systems to facilitate problem solving will occur.

Advantages

* Provides for the long term.

* Develops a sense of self-worth for employees; that they are making a contribution to the organization.

* Fosters a forum for risk taking.

Disadvantages

* Autocratic managers will philosophically oppose.

* It is difficult to measure the benefits in the short term.

Research & Development of New Technology (32):

This policy would direct some resources towards the research and development of new technologies in a regional committee setting which may aid SLPD in becoming more efficient and cost effective. Automated systems could augment costly human resources with a greater degree of accuracy and effectiveness.

Advantages

*   Integrating new/existing technologies will aid in becoming more efficient and effective.

*   If automation is fully realized, it can save dollars in terms of personnel costs with increased efficiency.

Disadvantages

*   Experimentation of new technology can be costly.

*   Initial expenditure for acquisition of equipment and training is expensive.

*   New equipment may be substandard within a relatively short time.

Strategic Policy Number Four

Service Consolidation (32):

Service consolidation can occur on a micro or macro scale. From the sharing of some services such as recruitment efforts to the complete merger of two or more police departments.

Advantages

* Shared resources can be cost effective.

* Enhanced service delivery to the community.

Disadvantages

* Depending on the size and nature of the consolidation effort, political resistance can be expected.

* Internal resistance from merged entities will occur.

PREFERRED STRATEGY:

The Santa Lucia Police Department must respond to the unique needs of its community and remain flexible enough to address other special problems. Faced with long term fiscal problems, the aforementioned policies can help bring about the desired future described in the normative (desirable and attainable) scenario.

The Modified Policy Delphi panel has recommended policies that meet the long term needs

of the majority of key stakeholders while enabling the police department to achieve its mission. Policies one through four are directed towards the goals in the mission statement and will facilitate an effective downsizing process. The recommended strategy (downsizing) is not a panacea for today's problems. It is a long term, continual process of evaluating the work we do and services we provide.

Downsizing SLPD is a planned change in the fundamental way it does business. The idea is to grow better, to do less with less, and completely redefine it's mission. It would require the organization to be flexible and adapt to an uncertain future by pulling together key stakeholders from within and outside the organization. With this definition of downsizing in mind, SLPD can proceed with the implementation of the following policies offered by the panel to fulfill the elements described in its mission statement:

1.   **Review Service Delivery:** SLPD must first review its current function as a provider of many services to the community.   Gaining input from all members of the organization and the community will result in a prioritization of these services allowing the organization to intelligently analyze what it does and either eliminate those services which are done simply out of tradition, or provide it in a more cost effective manner. It may require passing some services to the private sector.

2.   **Build a Problem Solving Environment:** An agency's ability to respond appropriately to its environment needs the knowledge and wisdom of it's human resources. This can be accomplished by providing a cultural climate which fosters innovation and risk-

taking. Recruiting personnel who fit organizational needs, relevant training, and career development are essential.

3. **Research & Development of New Technology:** To remain viable and innovative, SLPD needs to evaluate current and emerging technologies which enable SLPD to be more efficient and effective. A regional R & D effort with a number of agencies would be beneficial, mitigating the risks associated with equipment acquisition and experimentation.

4. **Consolidation of Services:** The consolidation of many services is possible on a small scale without alarming consequences. Training, communications, and recruitment efforts are but a few which can be explored and implemented with minimal resistance. This could open the door to larger future consolidation efforts.

IMPLEMENTATION PLAN

The following overlapping phases will act as a guide to implementing the downsizing process. A detailed Transition Management Plan is described in the next section. Prior to implementation, it is necessary to identify resources, an action plan, and determine time tables. It is paramount that the chief support all phases of the strategy, leaving the specific action steps up to the project committee. Flexibility in the time line is necessary for dealing with unanticipated obstacles.

Phase 1 - Preliminary Steps (Zero to six months):

*   The Chief will introduce the downsizing concept into the organization with the support of the command staff.

*   An objective independent study (described in the transition plan) demonstrating the need for change is critical to insure support.

*   Identify internal and external resources available to assist in the project.

*   Appointment of the project manager will be made by the Chief of Police. Jointly they will select the committee from a diagonal slice of SLPD.

*   The mission statement developed by the command staff reflecting input from the rank and file will be disseminated and endorsed by city council.

*   The committee will determine if relevant education and training needs exist.

Phase 2 - Implementing Policy (six months to two years):

*   Special community meetings will be conducted by the project committee gathering public input and support. Organization and community input will occur allowing SLPD to evaluate its current purpose and community needs.

*   The project committee will conduct an internal and external assessment to help define basic service levels, eliminate current services where feasible, explore alternative delivery methods, conduct policy discussion, and make recommendations to the Chief consistent with the department's mission.

*   Establishment of time lines for program objectives will be done by the operations division captain.

Phase 3 - Preparation for Change (six months to one year):

* The operations division captain and Chief of Police will maintain contact with key stakeholders to insure needed support.

* The Chief of Police will gain support and commitment with contiguous agencies regarding relevant policies; i.e., consolidation efforts and the R & D of new technologies.

* Quarterly reports will allow the Chief to periodically evaluate committee progress towards the overall mission.

Phase 4 - Implementation (a continual process):

* Based on committee recommendations, the chief will institute phased implementation of all policies between 12 and 24 months. This will include; (1) the elimination of some services; (2) a reduction in staff ideally accomplished through attrition or vacancy factor; (3) the commencement of a regional R & D project examining new technologies; and (3) the consolidation of services where appropriate.

* A combination of community feedback and department input can reflect the success of the previous phases.

* The need for continuous review and modification to steer the organization in a turbulent environment is an indefinite process. The new cultural climate will foster an entrepreneurial spirit instilling a flexible change attitude within the organization.

SECTION THREE: TRANSITION MANAGEMENT

Actual implementation of the downsizing strategy will effect change. However, it will not get us immediately to the desired state. Getting from here to there will place the Santa Lucia Police Department in a state of transition. The purpose of this section is to present a multi-pronged transition management plan insuring success at achieving the mission.

Downsizing cannot be done haphazardly. Powerful interests found both internally and externally to the organization have stakes in this process. Careful planning and consideration of these interests will bring about optimal commitment and minimize the negative consequences of the transition.

CRITICAL MASS & COMMITMENT PLANNING

Successful implementation of the downsizing plan will require various levels of support and involvement from those impacted by the change. These stakeholders make up the critical mass. The critical mass is the minimum number of individuals whose commitment is necessary to make the plan a success. They can provide the influence, support, and energy necessary to make the desired change take place. The "critical mass" individuals necessary to support this transition are:

1. Chief of Police

2. City Manager

3. City Councilman X

4. President of the Police Officers' Association

5. Operations Division Captain

6. Citizens

Readiness and Capabilities of the Critical Mass

Individuals or groups have a certain degree of motivation or "readiness" towards participation in achieving the strategic plan. The power to make things happen, or authority to allow the plan to occur represents the individual or groups "capability." Table 4 depicts the readiness and capability of the critical mass.

TABLE 4

READINESS/CAPABILITY CHART

Critical Mass	Readiness			Capability		
	High	Med	Low	High	Med	Low
Police Chief	X			X		
City Manager		X			X	
Council Person		X			X	
POA Pres			X	X		
Ops Div Captain	X			X		
Citizens of S.L.		X			X	

COMMITMENT CHARTING

The following table depicts the current level of commitment of each individual identified as the critical mass for the preferred downsizing strategy. The "X" symbolizes their current commitment level. The "O" indicates the level of commitment required to insure successful implementation of the plan.

TABLE 5

COMMITMENT CHART

COMMITMENT CHART					
KEY PLAYER	**NO COMMITMENT**	**BLOCK**	**LET IT HAPPEN**	**HELP IT HAPPEN**	**MAKE IT HAPPEN**
POLICE CHIEF				X---------->0	
CITY MANAGER			X---------->0		
COUNCILMAN X		X-------->0			
PRESIDENT-POA		X------------------------->0			
OPS. DIV. CAPT.			X------------------------------->0		
CITIZENS OF S.L.		X---------0			
X = CURRENT COMMITMENT			0 = COMMITMENT NEEDED		

LEVELS OF COMMITMENT BY CRITICAL MASS

Having identified the critical mass and determined their level of readiness and capability, a managing strategy was developed to secure the minimum level of commitment from individuals who comprise the critical mass. Following is a brief description of each player, their relative importance to the plan, and the strategy used to secure their support.

Chief of Police: The Police Chief is a veteran who has seen relatively little change in the organizational structure of his department. Economic times in this diverse community have

been good over the past decade which has resulted in a stable, traditional approach to service delivery. The chief's current level of commitment is "help it happen" and needs to be upgraded to a "make change happen" position. The chief's concerns flow from the appropriate need for staffing/budgetary reductions. A typical approach of slashing dollars to balance the budget will work, but tends to be a short term solution to a long term concern. This can be overcome by appealing to his dedication to far reaching issues, focusing on the long term, and making responsible changes to meet future needs. He also has the clout to mobilize resources and the respect of existing operating leadership.

City Manager: The City Manager has a keen sense of the current budget crisis facing his city. His mission is to balance the budget. He currently resides in a "let it happen" position. He will determine the amount of cuts necessary to insure a balanced budget and allows the department heads to define what reductions will occur. It is necessary to insure his level of support moves to a "help it happen" status since the chief intends to recommend service reductions to the community which will ultimately put the city manager between a rock and a hard place with the community and city council. By assuring the city manager the police department will become smaller, more efficient, and make creative responsible changes, his support can be maintained. He needs to be constantly updated on the progress of the strategic plan.

City Councilman X: A long term and singularly the most powerful person on the council, Mr. X supports many traditional services and is currently wavering between "block change"

and "let change happen" mode. Holding true to form, he will resist any cuts in service. His commitment needs to be moved solidly to a "let change happen" position. This can be accomplished by allowing a constant information exchange between the department and council, with community input into the recommended changes (a form of educational intervention). Through forced collaboration, Mr. X can be viewed as a victim of the crisis who needs to support the bigger objective of creating responsible change as outlined in the downsizing plan.

President of the Police Officers' Association: It can be fully expected that the police association will cogently resist any personnel reductions. On its surface, the perception will be fewer promotional opportunities, doing more with less, and increased officer safety concerns due to fewer officers. The association will reside in a "block change" position. In order to insure a successful transition, it is necessary to get the association to a "help it happen" position. This can be accomplished by demonstrating clearly with irrefutable evidence that the budget crisis is real, that changes are necessary. Gaining support from the P.O.A. president is critical and probably the most difficult task. Role modeling by management, educational intervention, team building, and conflict management will be necessary commitment strategies to insure support from the president.

Operations Division Captain: The captain of the patrol division has the largest number of sworn and non-sworn personnel under his administrative wing. Blessed with distinct operational and leadership skills, he enjoys the following and respect of those he works with.

Although he is overtly no more involved in the management of this transition than any other key staff member, his positive support is critical to moving the organization in the proper direction. He resides in a "let it happen" mode and needs to move to a position of "make it happen." By designating him the transition manager, his commitment level will move up to the required "make it happen" position. Since he already believes in the downsizing process, his commitment is insured by the new assignment.

Citizens of Santa Lucia: Because of the trends and events which have begun to unfold impacting the City of Santa Lucia, the community is aware of the fiscal challenges facing their civic leaders. While they were initially ruled out as critical mass players, their significance and key to success was not realized until further analysis. The community resides in a "block change" position since they remain skeptical about government efficiency and effectiveness. By garnering their support and moving them to a "let change happen" status, the plan can move forward. Support can be obtained by involving the community in determining what services should eliminated. The citizen's expectation of their department can be very different than what the department perceives it to be.

DESCRIPTION OF MANAGEMENT STRUCTURE

The process of selecting the appropriate management structure is manifold. It requires defining our current or pre-change state. We need to examine the critical mass, organizational change history, complexities of the transition plan, and determine level of readiness and capability in order to get us to a desired future or post-change state. Other considerations need to be evaluated including: getting commitment, team building,

understanding today's organizational structure, organizational culture, and current services provided by the department.

To facilitate the transition from our current state to the desired future state, the organization needs to align itself with the most conducive transition process. The management structure will require a project director who the chief will designate as the operations captain. The operations captain has the clout of the chief's office by nature of the assignment. His leadership style, interpersonal skills, and "feel" for steering the organization make him the ideal candidate. Although the chief will play a key role in supporting the process, he will not have the time commitment necessary to monitor the daily needs of the change process. He will report directly to the chief on a weekly basis.

A project committee comprised of a diagonal slice of the organization (chaired by the operations division captain), will be responsible for defining services which we will no longer provide and how to do less with less. The project director, reporting committee activities, can also act as liaison with the critical mass. The diagonal slice mode gives us representatives from various levels of the organization including selected mid-level managers, supervisors, and key line personnel to include a representative of the POA. Continued input obtained by designated committee members from various levels of the organization will give a mix of the department's culture and functions.

If organizational skepticism is widespread, the City Manager should initiate an independent

study to demonstrate that a crisis does exist. Since the fiscal condition and diverse community needs impact the city's ability to deliver efficient and effective service, an ad-hoc committee comprised of selected staff, community members, politicians, and special interest groups can conduct their own analysis of the current environment. This analysis can aid in diminishing resistance and encourage greater buy in from all affected parties.

IMPLEMENTATION TECHNOLOGIES

Resistance is normal and can be expected in any change effort. To ensure support, the change manager needs to identify and consider a variety of problems. Those personnel who are the organization have different perspectives with dissimilar priorities and concerns. Anxiety, uncertainty, and confusion are all obstacles to change. Through the application of relevant intervention technologies/methods, the journey between the current state and desired future state can occur by eliminating or mitigating some of the inherent obstacles. The following technologies have been identified as the most appropriate since they address the anticipated needs of the effected personnel and/or organization.

Responsibility Charting: This technique outlines those tasks which need to be accomplished to insure successful transition. It assigns responsibility to specific individuals in addition to defining supporting roles to assist in accomplishing the plan. The responsibility (RASI) chart can be found in appendix "M."

Team Building Workshops & Work Group Meetings: The chief, assisted by the project manager, can introduce the concept to all managers and supervisors during a Team Building Workshop. The chief can share his vision (our vision) and personal commitment with key personnel which will serve as a base for all strategies used for implementing the change. The plan will clearly identify a specific time line to aid in identifying progress by using milestones as the organization moves towards the desired state. Since the plan has an element of urgency, a confrontation meeting will be used during the TBW to identify problems, obstacles, set agendas, and complete responsibility charting. Employee meetings will be conducted with all remaining personnel in small groups to insure open two-way communication. These methods will mitigate anxiety, enhance trust, define our purpose, and gather support for the mission. Those who have a part in the plan will tend to support it.

Role Modeling: Sometimes commitment can only be achieved if it is perceived as required. It is imperative that the leadership of SLPD practice what it preaches. It is easy to blame others for the fiscal crunch, i.e., city manager, council, or taxpayers. If the need is real, downsizing cannot take place unless organizational leaders incorporate change activity in their personal behavior, thus, demonstrating this plan has priority and is relevant to an effective operation.

Changing Rewards: During this transition and following the achievement of the desired state, priorities and missions will change. The organization will be leaner and more efficient. The support of all staff and supervisory personnel is needed to aid in developing innovative

ways of providing traditional services and encourage an entrepreneurial attitude. Current reward systems do not encourage risk taking and inherently discourage it. Simple reward systems which provide job enrichment for new ideas, even those ideas which fail, will instill an entrepreneurial spirit. It also provides a means not to reward those who block change. Rewards include meaningful performance appraisal, public recognition, complimentary letters, access to training, and flexibility in work schedules to address problems they identify.

Community Meetings: Fireside chats with various community groups are necessary to insure their input is considered since downsizing will surely mean a change in service delivery. The department's perception as to what the community wants may be quite different. Bi-monthly public meetings will be hosted by the Chief of Police or operations division captain at local community centers throughout the city.

Managing the Neutral Zone: There is no clear division between the beginning and ending phases of the strategic plan. This time of uncertainty, self-doubt, and maybe even a questioning of the "vision" might surface. Goal setting and organizational confrontation sessions will be scheduled to help get the organization through this nebulous period.

Milestone Recognition: Quarterly reports describing accomplishments should continue on a regular basis. This will provide direction through the transition period, and serve as a measure of both individual effort and the organization's success. Community surveys can

aid in determining their perception as to the impact of some service reductions and implementation of others which cannot be measured statistically. The changing rewards systems can also mark progress.

SECTION FOUR: CONCLUSIONS

The purpose of this paper has been to create a plan that will enable mid-sized law enforcement agencies to effectively downsize their operations when faced with external concerns primarily dealing with fiscal constraints. The conclusion consists of three parts. First, the issue and sub-issue questions will be answered. Second, recommendations will be made for action to better prepare law enforcement to address the issue, and finally, some recommendations for future study are suggested.

The Issue: What Downsizing Process Will Be Used By Mid-Sized Law Enforcement Agencies By The Year 2000?

This study focuses on the issue of a model agency (Santa Lucia P.D.) growing smaller. Research indicates that demands placed on law enforcement have continued to increase when many agencies' ability to respond are hindered due to scarce resources. Given the current state of the economy, limitations on government's taxing ability, coupled with increased demands for service, the prospect of difficult decisions and challenges is a certainty. The response to this state of affairs is very simple and straightforward: Can law enforcement continue to deliver the same or higher expected levels of service and cut costs? The answer is no, unless an alternative approach to the law enforcement mission is instituted. Depending on the agency, personnel costs constitute 80-95 percent of a department's budget. When budget cuts occur, personnel are the first to go.

The downsizing plan described in the strategic planning section of this paper describes

cutting back human resources in a responsible manner; responsible to the organization and the community it services. The challenge of today's management is to evaluate current serves with community input, and eliminate those done strictly out of tradition. Some limited services can be passed on to the private sector. In others, alternative forms of service delivery need to be considered either in terms of automated systems or consolidation. Law enforcement managers and city administrators need to be honest with the public in stating when the level of service is in jeopardy, since quality service delivery is commensurate with fiscal constraints.

As discussed in the future forecasting section, downsizing should not beget more downsizing. Downsizing should be viewed as one plan instituting several strategies necessary to help guide us through the turbulent decade to follow.

Sub-Issue 1: What Fiscal Changes Will Come Into Play Forcing Downsizing?

A recent publication indicates billions of dollars are spent each year on economic forecaster's predictions of growth, inflation, interest rates, and other variables are for the most part wrong. Although the article addresses the dismal record of inaccurate forecasting on a federal level, there is a crucial underlying message applicable to local governments. The article concludes that less time should be spent on micromanaging, and more time should be spent on developing policies keeping us on a steady course.[21]

Given current economic conditions, along with anticipated social and political trends, this sub-issue is not difficult to forecast. The public will not tolerate police departments adding more officers simply because of increasing populations or new demands. Communities will resist increased costs, even if it means addressing contemporaneous community concerns. Law enforcement will be expected to function within a tight fiscal framework.

Sub-Issue 2: What Downsizing Will Result From Changes In Service With The Implementation Of New Technologies?

Computer technology will play a key role in the police organization's ability to maximize resources in the future. As technology continues to evolve, police departments will discover opportunities to apply them to their organizations. As time goes by, the cost of some automated information systems will decrease rendering them affordable.

The greatest obstacle is the risk associated with the acquisition of some systems. With the current pace of technology, it may be outdated by the time implementation occurs. Worse yet, it may not meet your specific needs. Cost and risk can be mitigated using a regional research and development team comprised of agencies with similar needs. Sharing knowledge, research personnel, and tax dollars is a responsible utilization of all resources.

Sub-Issue 3: What Impact Will The Consolidation Of Law Enforcement Services Have On Downsizing?

The study concludes that service consolidation, i.e., training, communications, and recruitment efforts are but a few appropriate, small scale, viable consolidation strategies. Many departments unknowingly participate in service consolidation in the form of mutual aid policies for sharing resources in times of crisis. However, permanent consolidation on a larger scale is a more difficult concept to implement. Not in terms of openness or lack of readiness, but rather political resistance. One major consolidation study in Pennsylvania indicated that these political arguments boil down to an all or nothing debate between opposing views that bigger is better and small is beautiful. The local control issue is of paramount importance. Citizens want their own "community" police department.[22] Over time, successful small scale service consolidation can be the key to a broader use of this viable alternative.

RECOMMENDATIONS:

This study has addressed the issue of downsizing. It is recommended that other agencies, big and small, carefully examine and evaluate their mission. From this analysis, with community input, agencies can define what business they're really in. Providing mandatory services and other essential duties is a must. There exists, in most agencies, services that are provided simply out of tradition, which are no longer necessary or can be provided in alternative ways. Employing the use of new technologies, and consolidating acceptable services equates to responsible management of law enforcement resources.

During recessionary times, there is a sense that law enforcement (government) must simply weather the storm for a few years until the return of better economic times. For this reason, it appears law enforcement plans for the short term.

The economic environment will improve, but not to the previous levels enjoyed in the pre-Prop 13 era. Even though the suggestions offered in this study are not difficult to implement, and are certainly not scientific revelations or breakthrough in contemporary management strategies, there tends to be resistance to any change. Fiscal constraints will force change. The external environment is causing a fundamental shift in the mission of law enforcement impacting resources. Rather than a knee jerk response addressing the short term, law enforcement administrators can seize this as an opportunity and help shape the future of the profession.

RECOMMENDATIONS FOR FUTURE STUDY:

During the research and study presented in this paper, several issues emerged that are worthy of greater attention. Some topics suggested for future study are:

*   What alternative methods/rewards for career development or enhancement will be needed in future policing agencies?

*   What management style will be most effective in meeting the challenges of future law enforcement managers?

*   What alternative funding sources can be used to augment police department budgets

in the next decade?

* What impact will community policing programs have on suburban police departments by the year 2000?

* What will be the method(s) for measuring a successful police department in the next decade?

APPENDIXES

Modified Futures Wheel

Word Processors

CAD/MCT's

Auto. Info. System

Tech. Advances

Teletraining

Volunteers

Service Reduction

What Issues Will Impact Downsizing

Increased User Fees

Consolid. Of Services

Fiscal Changes

Alternative Revenue Sources

Joint Powers

Personnel Costs

Tax Increase

Police Fire Combine

Soliciation Of Funds

Increased Service Demand

Privatization
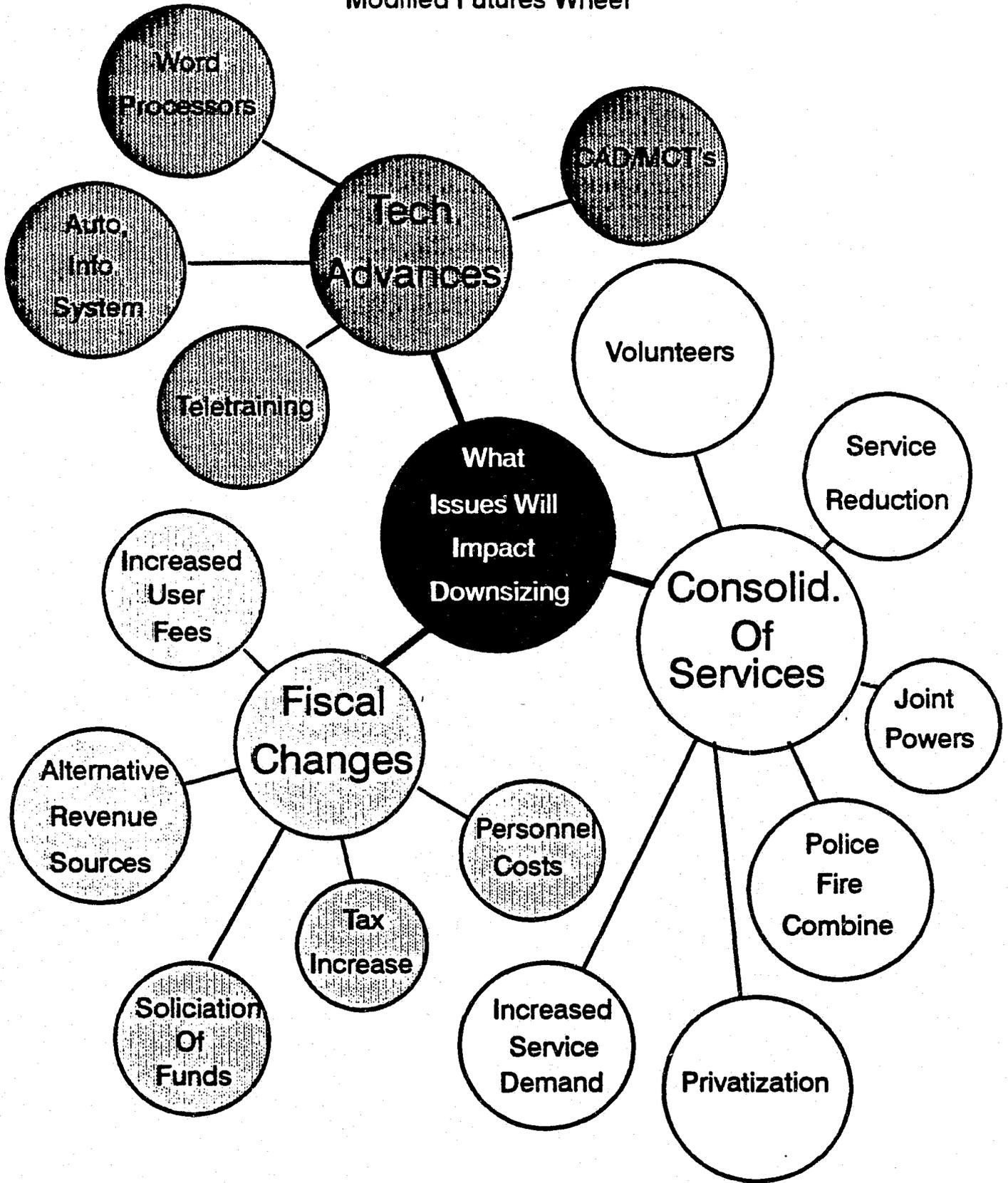
APPENDIX "B"

FUTURE FORECASTING PANEL

The seven member panel was selected to help aid in identifying possible trends and events that could impact on the issue. Each panelist suggested trends and events developed in a round-robin and brainstorming technique. The cross section of individuals were selected based on their experience and interest on the issue.

All panel members are from the greater San Francisco Bay Area.

<u>Budget Analyst</u>: Familiar with current and future economic conditions possibly affecting a mid-sized city.

<u>Police Captain</u>: Familiar with political and social issues affecting mid-sized police agencies.

<u>Police Captain assigned to Administrative Services</u>: Familiar with social, demographic, political, and crime related trends.

<u>Administrative aid to the Chief</u>: Familiar with future, economic, and political trends.

<u>Sheriff's Lieutenant</u>: Selected for expertise in human resource management.

<u>Police Sergeant assigned to Recruitment and Training</u>: Familiar with recruitment and training aspects of law enforcement and has unique insight into new technologies.

<u>Police Sergeant previously assigned to Planning and Research</u>: Intimate familiarity with research and development techniques used in mid-sized police agencies.

APPENDIX "C"

LETTER OF INVITATION TO PANELISTS

Dear Panelists,

First, I would like to thank you for accepting the invitation to attend the mini-workshop I have scheduled. We will convene in the chief's conference room at the San Mateo Police Department.

In order to expedite the desired outcome, it is important for you to understand the issue we will be discussing, the definition of some key words, and what I am trying to accomplish with the panel.

*   As per our telephone discussion, we will be interacting as a panel in an exercise called nominal group technique. Individual members will develop lists of trends and events related to a predetermined issue. The panel will develop a consensus on a number of the most important trends and future events potentially impacting the issue.

*   The issue is as follows: What downsizing process will be used by mid-sized law enforcement agencies to manage change by the year 2000?

*   An event is a single occurrence. Events should be clearly stated and specific so that a future historian can look back and state whether the event did or did not occur. Prop 13 is an example of an event.

*   A trend consists of interrelated events that have occurred or are predicted to occur over time. A decrease in consumer buying/spending is a trend. Trends should be clearly defined.

*   The group will conclude with the forecasting of the top trends and events.

The intent is to stimulate discussion and ideas about the chosen topic. Although no advanced preparation is required, I'd like for you think about the issue and generate a list of trends and events prior to your arrival.

If you are forced to cancel, please let me know A.S.A.P. so I can attempt to find a replacement. Thanks again.

APPENDIX "D"

FUTURE FORECASTING PROCESS

A seven member panel convened to aid in the identification of trends and possible future events impacting the issue under study. See appendixes "E" and "G" for the lists of trends and events identified by the panel. A nominal group technique for forecasting was utilized.

Trend distillation: Each of the trends were defined and discussed to ensure the panel's understanding. Each member took a vote resulting in a list of trends ranked in order of importance. They were discussed as to their importance of the forecast. The list was distilled down to the following:

Trend #1: Level of available revenue.

Trend #2: Service demands by community.

Trend #3: Consolidation of services.

Trend #4: Computer technology/staff reductions.

Trend #5: Private contracting for L.E. services.

Event distillation: With the identified trends in mind, the panel selected the following events that have a high probability of occurrence impacting the issue question:

Event #1: Mandated service consolidation.

Event #2: Privately owned police departments.

Event #3: Individual officer contracts.

Event #4: User fees declared illegal.

Event #5: Voters approve tax increase.

Trend forecasting: Following the panel's identification of the listed trend, each panel member was asked to forecast each trend for the next ten years. The current level of each trend was assumed to be 100. The panelists were asked to estimate the proportional value of each trend 5 years ago, and 5 and 10 years as it would be (nominal forecast) in the future. They were also asked to estimate a value for the normative mode (should be) by 5 and 10 years from today. This data is illustrated in the graphs found in appendix "F". The data includes the panel low, median, high, and should be forecasts.

Event forecasting: The panel was asked to forecast the five events based on a probability scale. It was explained that zero (0) means this event will probably not happen by the established time limit. A one hundred (100) means it probably will happen. A fifty (50) means the event has an equal chance to happen or not happen. The panel was also told to estimate the impact, positive and negative on the issue. This data can be found in appendix "H" listing the low, median, and high forecast of the panel.

Cross impact analysis: Three of the panel members were brought together for the purpose of conducting the cross impact analysis of the final five trends and events. The consultants were asked to use the "will be" forecast to estimate the impact of events on events and events on trends. They recorded the percentage change positive or negative. See Table 3 for review of cross impact data.

APPENDIX "E"

PANEL LIST OF TRENDS

1. Utilization of user fees.
2. Taxes to support public services.
3. Mandated police training impacting budgets.
4. Adequacy of traditional tax base.
5. Labor costs for public safety personnel.
6. Consolidation of law enforcement services (joint power agreements).
7. Restriction on Senate Bill 90 monies.
8. Technological advances allow for staff reductions.
9. City lobbying groups represent public entities
10. Electronic means used for police training.
11. Competition among department heads from same jurisdiction.
12. Ratio of sworn and non-sworn personnel.
13. Acceptable applicant pool.
14. Testing and screening applicants by private companies.
15. Private contracting for police related services.
16. Police solicitation for private funding to aid in the law enforcement mission.
17. Transportation problems.
18. Demographics: Minority migration and aging population.
19. Public control and scrutiny over governmental action.
20. Service demands by community.
21. Consolidation of police and/or fire services over next ten years.
22. New upper management or government with new philosophies about service delivery.
23. Level of available revenue.

ILLUSTRATION 2 - EVENT FORECASTS

MANDATED SERVICE CONSOLIDATION

Event 1

Median ···· ▪ Low ■ High

PRIVATELY OWNED P.D.

Event 2

Median ···· ▪ Low ■ High

INDIVIDUAL OFFICER CONTRACTS

Event 3

Median ···· ▪ Low ■ High
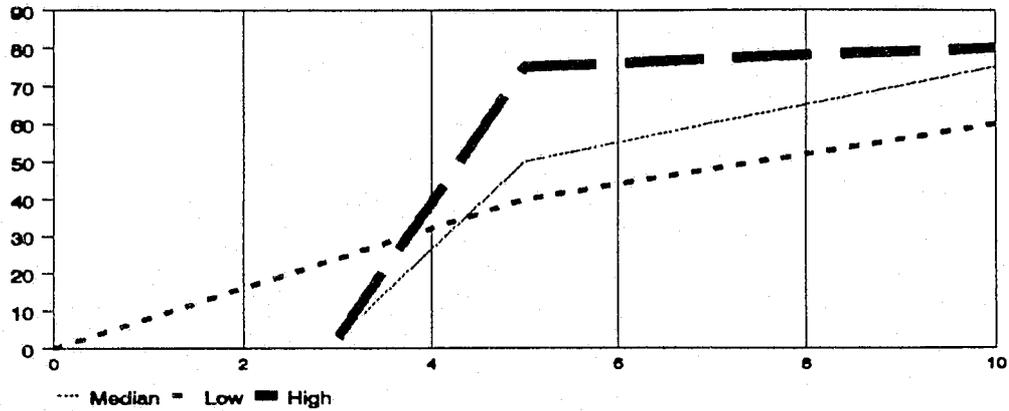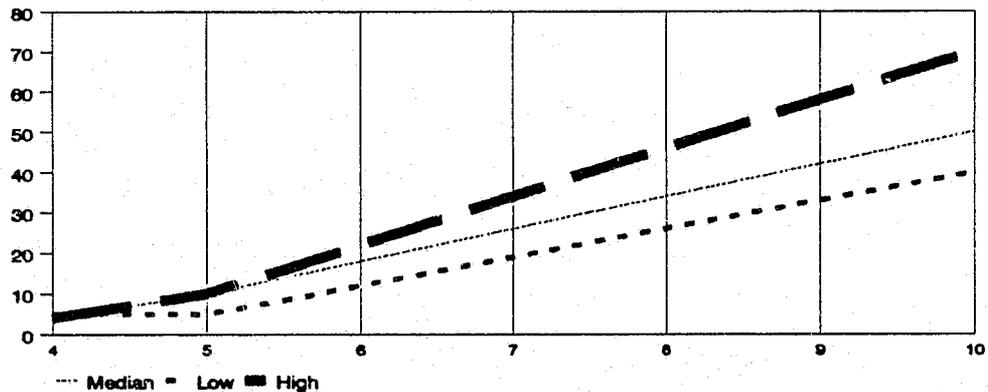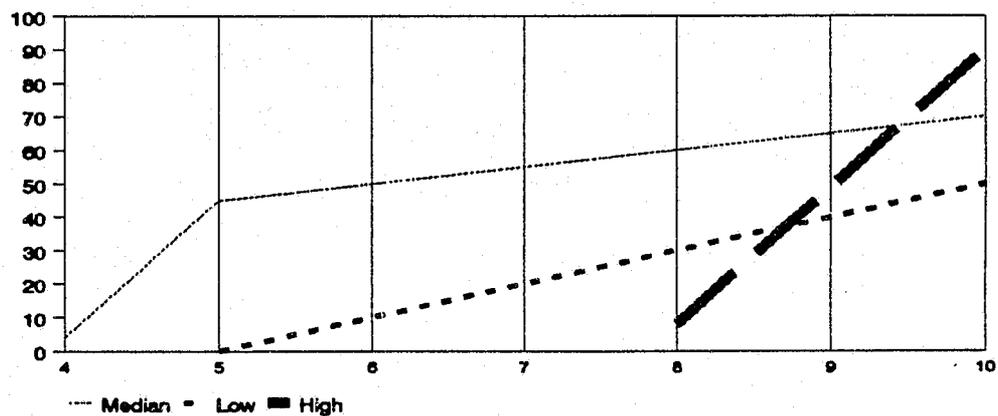
APPENDIX "F"

COMPUTER TECH/STAFF REDUCTION

Trend 4

— Median ▪ Low ▬ High ▬ Should Be
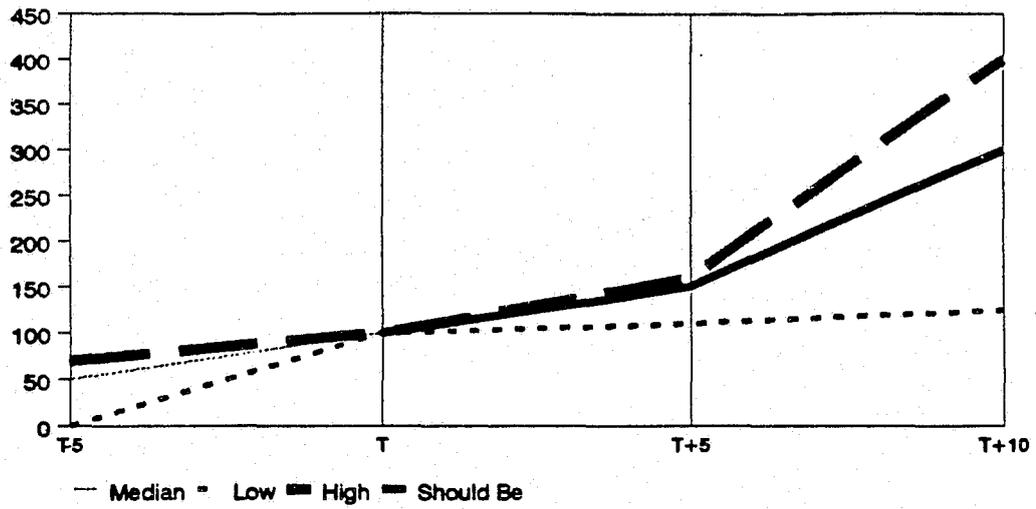
PRIVATE CONTRACTING/LAW ENFORCEMENT

Trend 5

— Median ▪ ' Low ▬ High ▬ Should Be

71
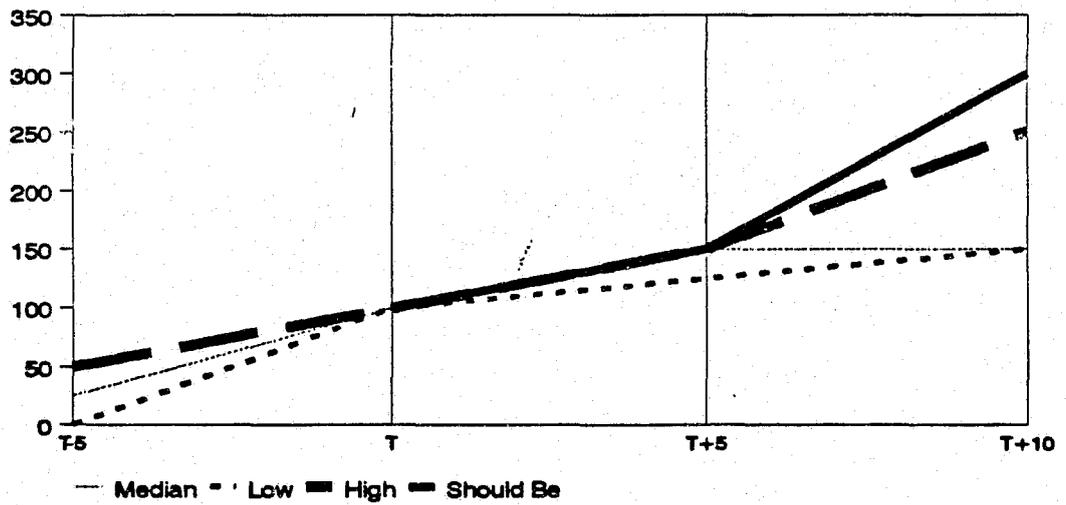
APPENDIX "G"

PANEL LIST OF EVENTS

1. Citizen's review board will be implemented for all law enforcement agencies.
2. Special user fees declared illegal.
3. Government to subsidize employee housing by 1995.
4. State redirects training reimbursement monies to regional training facilities.
5. Legislation forces consolidation by year 2000.
6. PacBell exchanges telephones for FAX machines.
7. New laws requiring special enforcement strategies for dealing with majority elderly population.
8. California State Supreme Court mandates law enforcement to establish and train investigators for high tech crime.
9. Records staff reduced due to technological advances with direct link to district attorney's office.
10. Hiring practices change with new legislation requiring a less stringent screening process.
11. Private business is given local incentives for funding law enforcement services.
12. New IRS law allows substantial tax break for private parties/businesses giving donations to law enforcement or other public services.
13. Senate Bill passes in 1996 resulting in further reductions of state aid to local government.
14. Police will become specialists with the elimination of many non-hazardous services.
15. State budget deficit exceeds 10 billion dollars.
16. Fire departments required to assume non-hazardous law enforcement duties.
17. A state police agency is formed assuming all law enforcement services and responsibilities.
18. Increased use of elderly volunteers will be actively pursued due to local incentive programs for their assistance.
19. State law passes in 1998 allowing privately owned police departments to compete for municipal policing services.
20. Police and fire departments combine services.
21. Officers negotiate individual contracts for their services.
22. P.O.S.T. regulations dropped in 1998 facilitating the emergence of privately owned police departments.
23. Voters approve tax increase.
24. Immigration laws lifted.

ILLUSTRATION 2 - EVENT FORECASTS

CONSOLIDATION OF SERVICES

Event 1
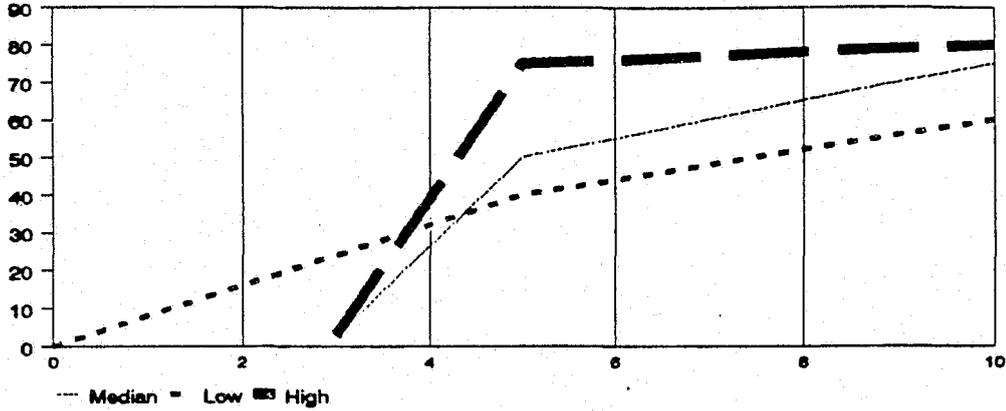
--- Median ▪ Low ▩ High

PRIVATELY OWNED P.D.

Event 2

--- Median ▪ Low ▩ High

INDIVIDUAL OFFICER CONTRACTS

Event 3

--- Median ▪ Low ▩ High

73
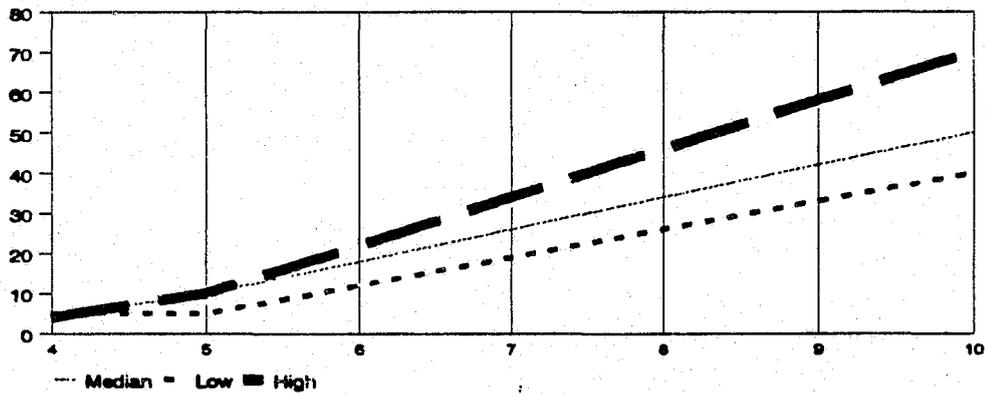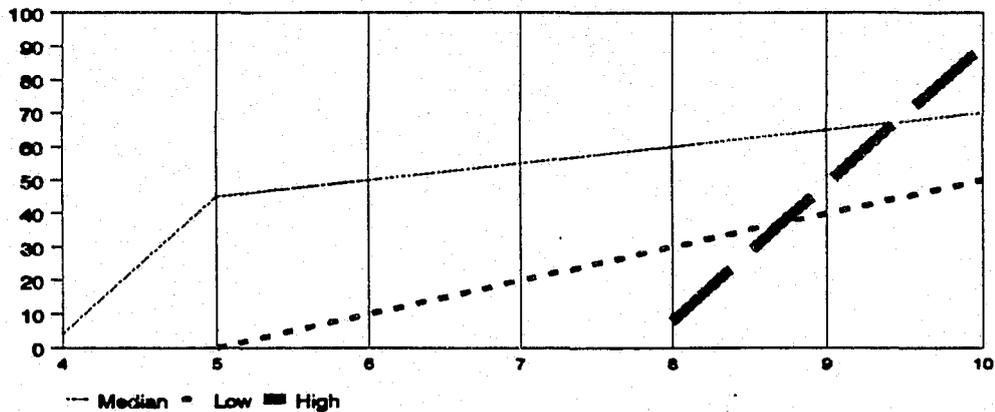
USER FEES DECLARED ILLEGAL

Event 4

-- Median - Low ▬ High
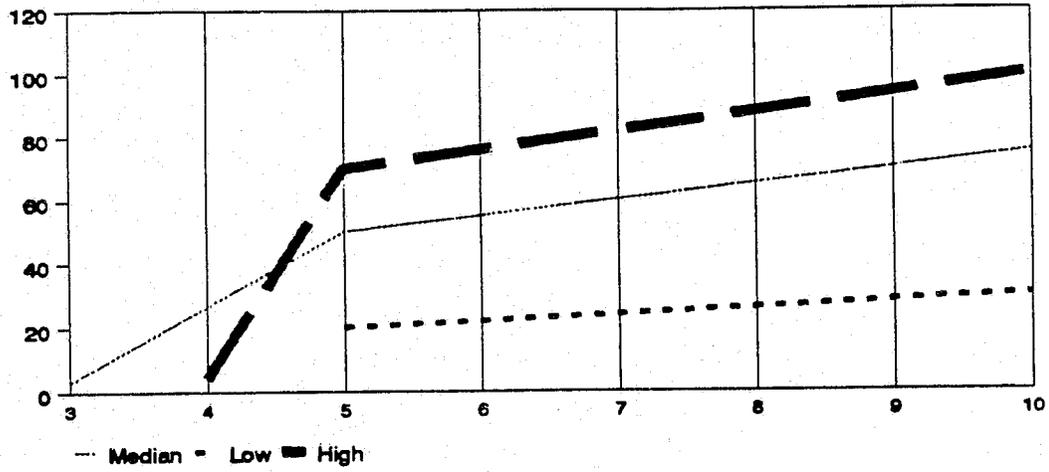
VOTERS APPROVE TAX INCREASE

Event 5

--- Median - Low ▬ High

74
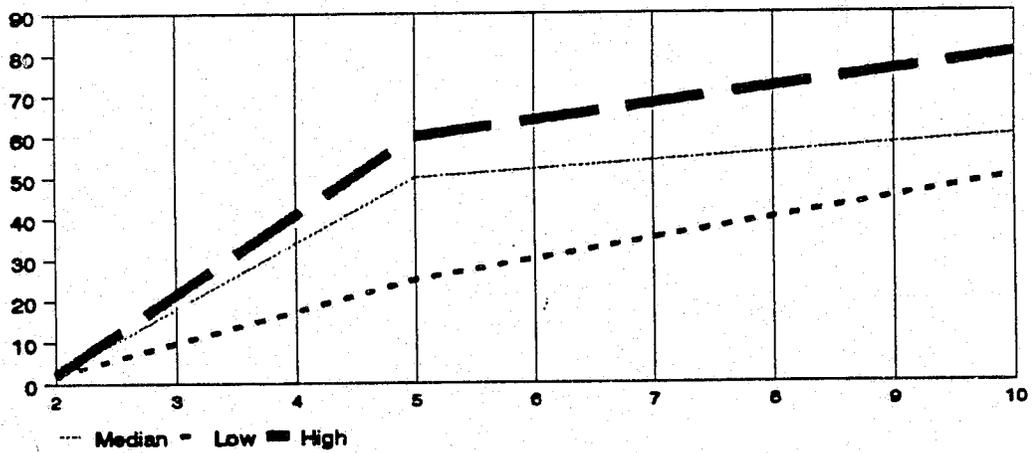
APPENDIX "I"

TABLE 6

WOTS-UP ANALYSIS

EXTERNAL THREATS	EXTERNAL OPPORTUNITIES
Uncertain economic environment.	Advancing technology.
Legislated service mandates.	Community intolerance for crime.
Increased training requirements.	Expressed political support.
Increased community needs.	Some consolidation efforts have been successful.
Crime rate increasing.	
No new taxes expected.	Increased support for cost recovery. Example: DUI
INTERNAL WEAKNESSES	**INTERNAL STRENGTHS**
Cutback in personnel.	Highly educated officers.
New technology is not being realized to fullest extent.	P.D.'s tend to be resourceful when facing uncertainty.
No strategic plan in place.	Adaptive to new technology.
Limited budget resources.	Positive community image.
Some resistance to change.	Support from city manager & council.
Morale is poor.	Response times are above average.
Some veteran officers are resistant.	

Source: This data was derived from a consensus evaluation by three police department managers (former NGT panelists). The content was selected from information contained in the futures forecasting section of this report and the results of the organizational capability analysis in appendix "J."

75

APPENDIX "J"

Three police department managers (former NGT panelists) attended a consensus meeting to determine organizational strategic needs and reception to change. The following tables provided input for the WOTS-UP analysis.

TABLE 7

ORGANIZATIONAL CAPABILITY ANALYSIS

Part 1:   Strategic Needs

Rating Guide:
I   Superior.
II Better than average.
III Average. Acceptable.
IV Problems here. Must improve.
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	

TABLE 8

RECEPTION TO CHANGE ANALYSIS

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 Competence:					
Supervision		X			
Middle Management		X			
Line Personnel			X		

APPENDIX "K"

STAKEHOLDER ASSUMPTION MAP

```
                              CERTAIN
                                 |
     7B        9B       10A      | 7A              1A    8A
                                 |                 2A
                                 | 1C              1B
                                 |
                                 | 2C
                        4B    3A |                 6A
                                 |           6B    5A
                                 |                 8C
LEAST    ————————————————————————————————————————————— MOST
IMPORTANT       .                |           IMPORTANT
                                 |              2B
            4B                   |                 8B
        9A                       |
        4A                       |
                    10B          | 3B              5B
                                 |
                                 |
                             UNCERTAIN
```
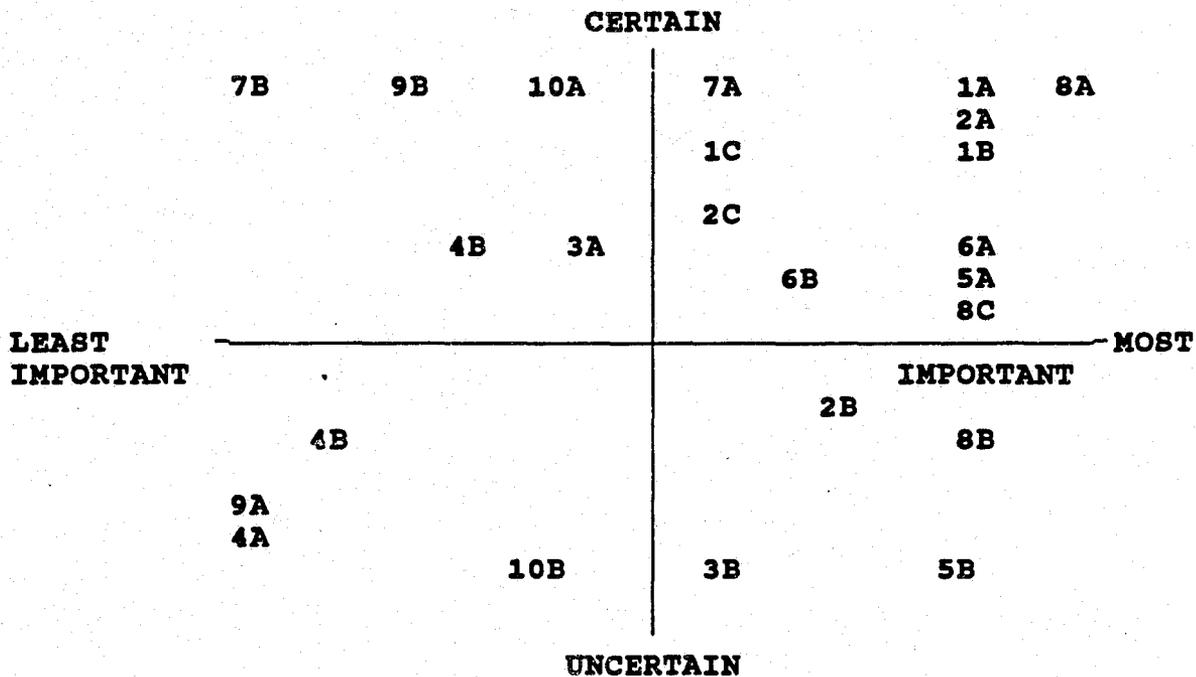
The assumptions about stakeholder positions were plotted on this chart from a consensus of police department managers (three former NGT panelists). The listed numbers were plotted according to their importance of the assumption and the degree of certainty that said assumption would hold true. This chart allows for a visual analysis of stakeholder's interests which need to be considered in the strategic plan.

Particular attention must be given to Community Action Groups (10B). While their assumptions may be unimportant, they are uncertain. They may become extremely vocal garnering political support from their constituents hampering the progress of the strategic plan.

LEGEND:

1. **City Council**

   A.   Supports the police department mission.
   B.   Wants to provide police department with all resources necessary to achieve the law enforcement mission.

C. Will hesitate to make unpopular but necessary decisions concerning service reductions.

2. **Police Officers' Association**

A. Will vigorously resist unplanned personnel layoffs.
B. Desire organizational stability and clear direction.
C. Adequate staffing levels are important considerations for workload distribution and officer safety concerns.

3. **Community**

A. Want efficient and effective police services.
B. Will not tolerate an increase in criminal activity because of poorly planned reorganization and/or personnel cutbacks.

4. **Courts**

A. Although increased demands are being placed on police personnel, the courts will not accept service reductions which might cause a deterioration of case preparation.
B. The courts are facing similar fiscal constraints forcing personnel cutbacks and service reductions. Consequently, they will expect law enforcement to assimilate some of their previous functions.

5. **Media**

A. The news media closely scrutinizes police activity, particularly the negative aspects.
B. Any perception by the media that irresponsible decisions have been made will be sensationalized.

6. **Minority Ethnic Groups**

A. They tend to distrust the police and subsequent changes in service.
B. Minority groups are creating new demands for police services.

7. **Taxpayer (Local, State & Federal)**

A. Taxpayers have a heightened awareness and concern of how their money is being utilized by local, state, and federal entities.
B. They are demanding that governmental agencies become leaner and more efficient without service reductions.

8. **Chief of Police**

    A.   Will implement and follow through with strategic plan.

    B.   Chief will be required to meet with various stakeholders on a regular basis to insure support for downsizing.

    C.   The police department will continue to be highly responsive to service needs of the community.

9. **Neighboring Police Jurisdictions**

    A.   Reductions in personnel may require refinement of existing mutual aid policies. If a neighboring entity is not involved in downsizing, they will resist any agreement to absorb additional responsibility.

    B.   Police entities tend to resist consolidation of services.

10. **Community Action Groups**

    A.   Will tend to be more vocal and demand an increase in police services in the face of necessary reductions.

    B.   Will form ad hoc committee and attempt to make downsizing a controversial issue in that law enforcement is not going to be responsive to the community. The police department claims they have inadequate resources.

APPENDIX "L"

MODIFIED POLICY DELPHI PROCESS

The modified delphi process (MDP) was used in the development of alternative policies for implementation in the strategic plan. The MDP panel consisted of three police department supervisors and managers (former NGT panelists).

The panel was provided with the normative scenario and a policy rating form. The panel was asked to suggest policies which would bring about a successful downsizing process. The panel was then asked to rate each policy using the following format:

POLICY RATING FORM

Feasibility:	DF	PF	PI	DI	TOTAL___
	(3)	(2)	(1)	(0)	

Desirability:	VD	D	U	VU		TOTAL____
	(3)	(2)	(1)	(0)		SCORE___

Four of nine candidate policies were suggested by the panel for phased implementation. The rating format was done on the below listed policies suggested by the panel. Their numeric rating is in parenthesis. The total possible score is 36.

1.   Review Service Delivery (36)
2.   Increase the use and application of new technologies (32)
3.   Build a problem solving environment (32)
4.   Consolidation of services with contiguous agencies (32)

Definition of rating criteria:

```
                          FEASIBILITY
Definitely Feasible    (DF)  no hindrance to implementation
                             no political roadblocks
                             acceptable to public
                             acceptable to stakeholders
                             no budgetary constraints
Possibly Feasible      (PF)  indication this can be implemented
                             budgetary constraints
                             further political considerations
Possible Infeasible    (PI)  hindrance to implementation
                             lack of resources
                             public/political resistance
Definitely Infeasible (DI)   all indication are negative
                             will not work properly

                          DESIRABILITY
Very Desirable         (VD)  no negative impact
                             very positive effects
Desirable              (D)   minor negative effects
                             positive effect
                             benefits realized
Undesirable            (U)   will have negative effect
                             hinder policy
Very Undesirable       (VD)  extremely harmful
                             major negative effect
```

APPENDIX "M"

Table 9

RESPONSIBILITY (RASI) CHART

DECISION /TASK	CHIEF	PROJ DIR	POA PRES	CITY MGR	MGMT TEAM
GAIN COUNCIL SUPPORT	I		I	R	S
MISSION STATEMENT	R	I	S	S	S
COMMITTEE COORDINATOR	A	R	I	I	I
REPORTS TO CHIEF		R	I	I	A
INFORMING STAKEHOLDERS	A	R	S	S	S
FORMULATE POLICY	R	I	I	A	S
MONITOR PLAN	A	R	I	I	I

Legend:

R = **Responsibility** for action (but not necessarily authority)
A = **Approval** (must approve, has power to veto the action)
S = **Support** (provides resources, does not have to agree)
I = **Inform** (must be informed before action, cannot veto)

Blank = Irrelevant to task

APPENDIX "N"

ENDNOTES

1. League of California Cities. <u>Financing Cities An Analysis of the Years Since Proposition 13</u>, California: April 1990, pp.1-2

2. <u>Immediate suspension of salary reimbursement, P.O.S.T. Memo</u>, November 1, 1991. Norman Boehm

3. <u>Going Bust in Butte County</u>, Golden State Report, November, 1989.

4. Wickum, T. G. 1986. <u>Year 2000, California City Police Departments, A Dying Tradition?</u> Sacramento, CA: Commission on Peace Officer Standards and Training.

5. State of California, Commission For Economic Development. <u>Assessment of Reduced Revenue on California Local Law Enforcement.</u> California 1986.

6. Craig, Paul C. <u>The Kondratieff Cycle and War</u>, The Futurist, April 1985, pp. 25-27

7. Towers Perrin/Cresap. <u>Tools For Cost & Quality Management In Local Government</u>, A Survey by Cresap, a Towers Perrin Company, Washington Consulting Office, Rosslyn, VA. 1991.

8. Henke, Ronald. <u>Cost Cutting: How To Do It Right, Fortune Magazine:</u> April 9, 1990, p. 40

9. <u>Current Population Reports</u>, Series 25 No.1017, U.S. Bureau of Census, U.S. Government Printing Office, 1988.

10. The Kipling Editors, California Population, <u>California Forecasts</u>, Kipling Editors, 1989, pp. 1-5

11. Rivera, Tomas, P.O.S.T. Command College notes (June 1990), P.O.S.T.

12. Renfro, William, P.O.S.T. Command College notes (June 1990), P.O.S.T.

13. Paul Shay, P.O.S.T. Command College notes (June 1990), P.O.S.T.

14. Peter F. Drucker, <u>The New Realities</u>, Harper & Row, New York, 1989

15. David C. Couper, "The Customer is Always Right", <u>The Police Chief</u>, May 1991.

16. <u>Outlook '90: Business and Economy</u>, The Futurist, November-December 1989, p. 53

17. Phil Nienstedt and Richard Wintermantel, "Downsizing: How Less Can Be More" <u>Personnel Special Report</u>, American Management Association, August 1985, p. 1

18. Barbara Benedict Bunker and Howard O. Williams, Jr., "Managing Organizational Decline," <u>Personnel Special Reports</u>, American Management Association, June 1986, p. 15

19. Ronald Henke. <u>Cost Cutting: How To Do It Right</u>, Fortune Magazine, April 9, 1990, p. 40

20. Anne C. Cowden, "A Public Sector Lexicon: California Style," <u>State and Local Government Revue</u>, Fall 1989, p. 116

21. "The Perils of Economic Forecasting," <u>San Francisco Chronicle</u>, February 4, 1992, p.1.

22. Peter Nannarone, <u>Law Enforcement Plan To Analyze The Feasibility Of Consolidating Contiguous Municipal Police Agencies</u>, P.O.S.T., Sacramento, CA. 1990, p.88.

BIBLIOGRAPHY

Barker, Joel, The Business of Paradigms-Discovering the Future Series, Charthouse Learning Corporation, Burnsville, MN.

Blanchard, Kenneth, The Power of Ethical Management, Ballantine, NY, 1987.

Beckard, Richard & Reubin Harris, Organizational Transitions, Addison Wesley, New York, 1987.

Drucker, Peter, Managing in Turbulent Time, Harper & Row, New York, 1980.

Drucker, Peter, The New Realities, Harper & Row, New York, 1989.

Fisher, Roger & Ury, William, Getting To Yes, Penguin Books, New York, 1981.

Gabler, Ted and David Osborn, Reinventing Government, Addision Wesley, Reading, MA, 1992.

Toffler, Alvin, The Third Wave, Bantam Books, New York, 1980.