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Abstract

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WHAT WILL BE THE ROLE OF LAW ENFORCEMENT IN
THE DELIVERY OF QUALITY-OF-LIFE SERVICES
BY THE YEAR 2002?

by
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What Will the Role of Law Enforcement be in the Deliver of Quality-of-Life Services by the Year 2002?

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Abstract

The study focuses on forces expected to impact delivery of quality-of-life services by the year 2002 and plans by which undesirable aspects may be mitigated. Using Rialto, California, as a sample environment, a futures study, model strategic plan, and a transition management plan are formulated. Five trends which will impact service delivery are considered: crime rate, gang violence, law enforcement funding, intra-family violence, and economic patterns. Events which would impact the trends are: a large annexation, massive increase in unemployment, a riot, population reaching maximum, and a major police staffing cut. Policy recommendations include elimination of redundancy, cooperation amongst service providers, and monitoring systems. The strategic plan presents concepts for organizing the delivery process and for managing the conflicts expected to arise. The transition management plan presents concepts for gaining acceptance and cooperation. Follow up research recommended in demographics. Includes tables, notes, and bibliography.

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COMMAND COLLEGE CLASS XV
CALIFORNIA COMMISSION ON
PEACE OFFICER STANDARDS AND TRAINING (POST)

Sacramento, California
January 1993

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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

WHAT WILL THE ROLE OF THE MUNICIPAL LAW ENFORCEMENT AGENCY BE
IN THE DELIVERY OF QUALITY OF LIFE SERVICES BY THE YEAR 2002?

The City of Rialto is a medium sized (77,000 population) residential community located in San Bernardino County in Southern California. Rialto is a full service city providing to its citizens law enforcement, fire protection, parks, recreation, some social services, water, sewer, and street construction and maintenance. It is located in one of the fastest growing metropolitan areas in the nation.¹ The provision of the full spectrum of public services and the role of law enforcement in this provision will be the focus of this study.

INTRODUCTION

Over the years following World War II, law enforcement embarked on a gradual widening of the scope of the tasks undertaken. As local government came to provide more and more in the way of services to the citizens within their jurisdictions, law enforcement became the provider of choice for many services. Often this was because the safety services - law enforcement and fire protection - were the only representatives of government on duty at all times. Many times the services provided were merely stop gaps to take care of short term emergency situations. For many years the Rialto Police Department served as the emergency aid point for the Salvation Army providing food, gasoline, and lodging vouchers at times when the main Salvation Army station was closed. Today the

Arroyo Grande Police Department serves as the screening and providing agent for a consortium of local charities funneled through the area clergy.² At other times the programs were intended to be long term and designed to have wide ranging impact on an identified group or cause.

While it can be argued that such endeavors as Project D.A.R.E. serve to prevent criminal behavior by modifying behaviors at an early age, or the Explorer Scouting program providing introduction to law enforcement as a career to potential recruits, these are not basic law enforcement functions.

Even further afield are the programs by which police agencies allow transients to sleep in unused cells in inclement weather or supply food and other care to the needy. Yet a case can be made arguing that if the needs are provided for the needy, they will not be inclined to resort to criminal behavior, thus preventing crime.

During the decade of the seventies and into the early eighties, there was sufficient money in local coffers to permit these programs to be carried out without having a negative impact on the ability of the agency to keep the peace, investigate criminal acts, prepare cases, and take part in prosecutions. The recent trends are very much away from this once happy state of being able to provide many services more concerned with quality of life than with preservation of the peace and protection of life and property.

One has only to pick up newspapers or periodicals occasionally to become keenly aware of the changes in the economic well being of California. On March 7, 1991 the Los Angeles Daily Journal reported "Courts Strained by Population Increases, Lack of Resources" ³ On July 28, 1991 in an article titled "States battle the red ink tide", author Debbie Howlett pointed out "The Southeast and Southwest are burdened with funding programs to keep pace with huge population gains, especially Florida and California." The author cites a study by the Center for the Study of the States indicating an expected California deficit of \$14.2 billion for fiscal year 1992.⁴ Despite the impact of population increases on ability to provide full services the people continue to move to California. On August 7, 1991 The Sun reported "Inland housing boom forecast...2-county total expected to nearly double by year 2000".⁵ Less than a year later The Sun reported "Southern California's population is growing twice as fast as earlier projections indicated and threatens to overwhelm the region's transportation, housing, and educational systems, regional planners said."⁶ According to the 1990 Federal Census, California's population grew by 26.1 percent between 1980 and 1990 compared to a national growth of 10.2 percent. As of 1990 approximately one person in nine in the United States lives in California.⁷

Coupled with the enormous increases in population is the increase in the diversity of the population. The April 11, 1991 edition of USA Today reported a study of the degree of

diversity found in the populations of the states. Their system is described in the article thusly: "The USA TODAY Diversity Index is based on the chance that two randomly selected people in a particular area are different from each other racially or ethnically."⁸ In this survey California ranked as the second most diverse state in the nation. In this same survey the Riverside-San Bernardino metropolitan area ranked the twentieth most diverse in the nation. The average diversity reported for the entire nation was forty percent; as a state California's diversity average is fifty-nine percent, and the Riverside-San Bernardino area's average is fifty-four percent.⁹

In the face of all this growth, California finds itself confronted by an economy which is shrinking rather than growing. "California will have more and more service-devouring young people, particularly immigrants, and fewer and fewer taxpayers this decade, resulting in a potential \$20 billion budget gap by 2000, a Wilson administration report says."¹⁰ Among the difficulties this disparity will cause the report cited "... California will not be able to afford existing programs at current levels..."¹¹ The spending on government programs was encouraged and supported by the Federal Government through the decade of the 1970s when up to twenty-five percent of state and local budgets were funded at the national level. By 1990 the level of Federal contribution had dropped to seventeen percent.¹² In this situation the local governments are confronted with two opposing forces they need to deal with:

"The public is increasingly resistant to new or higher taxes, partly because they believe government is not spending the money wisely," and "The pressures to spend are enormous. The range from the public's demand for better schools and harsher punishment of criminal to an increased number of elderly people who need help with nursing home costs."¹³

In the Riverside-San Bernardino metropolitan area the economic changes have caused severe negative impacts. While some two thousand people a day are moving to California, the jobs and industries to support them are leaving the state at an equally appalling rate. In 1991 alone 333,000 jobs left California.¹⁴ Approximately ten percent of the new residents move to San Bernardino County, meaning two hundred people each day. The economic picture in the City of Rialto is no brighter than for any other city in the area. " 'If the economy doesn't change, we're already at (the edge of) a cliff,' warns Rialto Finance Director Joe Aguilar. Police and fire protection are politically sacred - and typically soak up 65 percent of a city's budget. That means virtually all major cuts are whacked out of the remaining 35 percent."¹⁵

Given this bleak economic and social landscape, the means by which many services are delivered must be reviewed. The purpose of the review being the maximization of the delivery of the services with the minimization of related costs. For law enforcement the question must be; what is the appropriate role, if any, of law enforcement in their delivery? This study has

been undertaken in an effort to assess the role of law enforcement and to plan for the achievement of the desired future.

WHAT FUTURE AWAITS US?

Before meaningful planning can be undertaken there must be some effort devoted to determining what the plan will achieve. Among the devices and systems available to forecast the possible future is the Nominal Group Technique (NGT). This system brings together people having some stake in the environment to be considered and asks them to evaluate trends which may provide valuable information on the future. The NGT panel also considers events which, if they should occur, would have some significant impact on the manner in which the future unfolds. After reviewing more than twenty candidate trends, the NGT panel came to a consensus on five trends for further exploration. The selected trends included the local crime rate, the level of gang influence and/or violence, the level of funding for law enforcement, the level of intra-family violence, and the area economic environment. Once the trends were agreed upon the list of events was reviewed. Of the twenty-four events which might take place and which might have an effect on the delivery of service, five were selected: the annexation of a large land area with a significant indigenous population; the local unemployment rate reaching fifteen percent; occurrence of a large scale violent conflict between rival street gangs or a racially based riot; the population in the city reaching the maximum allowable under the existing

General Plan; and budgetary constraints forcing a twenty-five percent reduction in police personnel.

Once the trends and events had been identified, the NGT panel had completed the tasks for which it was convened. The members were asked to remain and assist in an evaluation and forecasting exercise based on the identified trends. The panelists were advised to consider each trend as a continuum, with the present time having a value of 100. From that base point the panelists were asked to provide their perception of where each trend was five years ago and where it would be five and ten years in the future, if nothing was done to alter the progress of the trend (Nominal mode). They were also asked to provide their perceptions of where these trends should be in their desired future (Normative mode). Their responses tend to indicate a belief that life in Rialto has been better in the past and is not expected to get better in the coming decade unless there are changes made which have a mitigating influence on the trends. The median of the panel responses was most widely separated in the "expected" and "desired" views of the crime rate in the future. There was a difference of forty points between the point they expected the crime rate to reach and the level they believed it should reach.

Each of the selected events was perceived to have a negative component, some much more so than others. During the discussion which accompanied the evaluation process, some indication of the thought behind the responses was obtained.

With regard to the small positive and large negative impact the annexation of a large bloc of land with a large population, the panel concurred that the influx of so many new service demands would cause some serious repercussions. They felt that there would be too few resources to provide service to the existing city and the new area. The negative aspects of this event, they believed, was one of the items most conducive to mitigation by early and thorough planning. If the impact on the resource pool could be anticipated and provided for, the impact would be far less negative. The point at which the population reached the maximum for the general plan was perceived as having a mildly positive impact with a slight negative component. The positive aspects cited included ability to plan for a stable environment while the negatives included a loss of momentum or vitality. The panel agreed that all of the other events would have significant negative impacts on the progress of the trends. Upon completion of these evaluations, the panel was thanked for its contributions and disbanded.

An analysis of the impact of the trends on one another and the influence of the events on the trends was conducted by two law enforcement managers, each having more than twenty years of police experience. The basis for this analysis was the fact that no trend or event exists or occurs in a vacuum. Each has influences on others and is in turn influenced by others.

The perceived effect of each event on the trends and on other events was then used as the foundation for construction of scenarios of possible futures. These scenarios depicted the possible future in three modes. In the "Nominal" mode no policy changes are made affecting the manner in which the trends progress. In the "Normative" mode the future, either most desired or most feared, is explored. Finally, in the "Hypothetical" mode the future which may evolve as each event evaluated by the panels reached its thirty percent probability of occurrence was played out. For the purposes of further development, the results of these three explorations were evaluated. A series of possible policy decisions was postulated and then weighed against the realities of the world in which they would be expected to be employed. Once the policies were winnowed, a decision was made to recommend three as having potential to mitigate the undesirable aspects of the future and/or enhance the chances of achieving the desired future. The recommended policies were:

1. Law enforcement activities will be conducted on a "proactive" basis, emphasizing prevention of crime as well as the more traditional "reactive" mode, emphasizing response to breaches of the peace that have already occurred.
2. Resources will be equitably shared among the areas of the city regardless of whether new or old, each will be treated according to need.

3. Even though community involvement programs can be expensive they will be given priority because they are believed to pay for themselves in the long run.

The final analysis indicates a future in which there will be some difficult decisions called for as discretionary resources become more scarce. However, if proper planning and coordination are used there is strong potential to provide for the more humanistic aspects while dealing with the traditional calls for peace keeping and protection.

Planning for Effectiveness

"Strategic planning is the process of selecting an organization's goals; determining the policies and strategic programs necessary to achieve specific objectives en route to the goals; and establishing the methods necessary to assure that the policies and strategic programs are implemented."¹⁶ To achieve the goal of providing the maximum of service at the minimum cost will require careful planning. The simple fact that no public entity exists in a vacuum mandates that if effectiveness is to be maximized the entity must coordinate its efforts with the other entities, both public and private, which operate in the environment. In some situations there are old animosities to be overcome before cooperation can really begin. In others there are long standing positive relationships which may help to enhance progress.

Since the participants in the forecasting exercise presented some rather gloomy views of possible futures the planning effort needs to be directed toward avoiding or mitigating the

negative energy perceived to be at work in the community. Before such an effort can be undertaken by law enforcement or any organization, that organization must have a firm concept of its place and role in the environment. A well developed mission statement that is an active and vital part of the organization's day-to-day operation will go a long way toward defining the goals and objectives being pursued. A portion of these goals should be the recognition of other organizations as potential collaborators. To evaluate the potential of the organization to move toward its goals some sort of analysis of the relationship of the organization to itself (internal strengths and weaknesses) and to its environment (external threats and opportunities) must be conducted. If there are points which need to be addressed prior to embarking on the mission they should be prioritized and resolved. Conversely, those areas identified as strengths can be used as foundations for positive actions and noted opportunities can be the basis for achieving early successes to validate the efforts.

To plan for the efficient and effective delivery of quality of life services an analysis of the groups having a stake in the delivery or receipt of such services must be conducted. In this case the spectrum of stakeholders is quite varied, ranging from senior citizens to street gang members to police personnel to educators. Each of these groups has its own agenda, needs, desires, and preconceptions of its eligibility for or responsibility to deliver service. Once these preliminary steps have been accomplished, the real work can begin.

As a starting point for this study, the rather pessimistic future envisioned in the scenario based on the Normative (most feared) future was selected. This future offered many opportunities for promulgation of possible policy changes in an effort to mitigate the negative and enhance the positive aspects of the possible future. To generate alternative strategies for achieving this goal, a modified Delphi panel was assembled. The panel created a list of eight candidate strategies for achieving the best utilization of law enforcement in the delivery of quality of life service. These candidate strategies were then evaluated and two were found to have the highest overall rating. Interestingly, another candidate strategy - redirect law enforcement to doing "real" police work - had the greatest score spread in the polling. Some panel members feeling it would be the best way for law enforcement to contribute to the goal, and others felt that it was an outmoded philosophy. Once the panel began to debate these alternatives, consideration of that strategy was abandoned by consensus. The remaining candidate strategies were 1. to create a public input acceptance atmosphere and 2. to establish a user/provider committee. After considerable discussion on these two candidates, the panel decided either one could be a subset of the other. Their reasoning was that establishing the committee could be one of the actions to foster public input or that acceptance of public input could be one of the actions/tasks of the joint user/provider committee. The final recommendation was to combine these strategies into a

single statement: Create a joint user/provider committee to foster acceptance of public input.

Planning for Implementation

Once the strategy has been selected the challenge is to devise a plan which will allow it to be put into effect. Because there are many different constituencies impacted by the issue of quality of life, there needs to be an in-depth assessment of the needs of the recipients and the capabilities of the providers. To accomplish this, a joint committee would provide one means to explore all aspects of the question. One concern would be the natural tendency of law enforcement personnel to assume a leadership role. Most law enforcement personnel are used to this role and they tend to focus on the goal and emerge as a leader when placed in situations with non-law enforcement personnel. The concept that all members are working toward a common goal and that the leadership should be shared is essential. All members of the committee need to be candid in their dealings with one another, and a strong spirit of cooperation must be a part of the foundation. The members of this team will need to bring as much information to the table as they can. It will be necessary to have complete information on funding, demographics (both present and projected), and service personnel and resources available. With this information in hand, the committee should be able to evaluate the application of resources and recommend any alterations to the existing format.

As the recommended alterations are implemented, it would be the responsibility of the committee members to evaluate their effectiveness and make suggestions for adjustments or changes. Among the responsibilities of the committee would be the ongoing monitoring of the needs of the community in relation to the services being provided. To prevent any of the service provider agencies from feeling that the team effort has usurped their power or autonomy, each aspect of service should remain the primary responsibility of the organization initially configured to provide such service. The other service providers may take supporting roles in one or more of the others' services in the spirit of assistance without taking over the primacy.

Negotiating the Commitment to Implement

There must be a sense of commonality of purpose engendered among all of the stakeholders in the move toward the goal of optimized provision of services. To achieve this sense of direction will require some carefully conducted negotiations among the varied entities involved. At the outset it will be only natural for the stakeholders to be wary of the motives of the other parties and be prepared to defend the needs of their clients. A rational approach, pointing out the potential advantages of working in harmony offers the best potential for beginning the process. These negotiations must be carefully conducted to avoid placing any person or entity in a position where they feel they have to defend themselves. Patience will be required and even the small successes need to be highlighted

to encourage the spirit of cooperation. Once bonds of trust are established the larger issues will be more easily addressed.

Transition

Once the committee has come to the point where the implementation of their concept is practical they will need to assess the commitment levels of various groups and individuals to determine what paradigm shifts will need to be made before true success will be possible. It will be necessary to identify those groups capable of furthering, or obstructing, the aims of the committee. Once they have been identified the committee will need to identify the present stance of the group, the stance needed for success, the person in the group capable of shifting the group to the desired stance, and the person or persons from the committee able to influence the person to the needed stance. These influential people will comprise the "Critical Mass" group. In this case the group was identified by a team of three managers. The present position of each and the position perceived as necessary for success are reflected in Table 1. (Page 16)

As each influential member of the "Critical Mass" may need to be approached in a different manner, by different people, and to move in a different direction, careful analysis of the approach to each must be done. The chief of police needs to be helped to see his position has so much perceived power he will need to be careful not to be viewed as imposing the change by

Table 1

CRITICAL MASS COMMITMENT CHART

PRIME ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
1. CHIEF of POLICE			0	X
2. POLICE UNION PRESIDENT	X		0	
3. OLDTIMER'S FOUNDATION DIRECTOR	X	0		
4. DEPT. of PUBLIC SOCIAL SERVICES		X	0	
5. CITY COUNCIL MAYOR/ADMINISTRATOR		X	0	
6. COUNTY BOARD of SUPERVISORS	X		0	
7. PRIVATE SOCIAL SERVICE AGENCIES			XO	
8. RESIDENTS via NEIGHBORHOOD WATCH		X	0	
9. AREA CLERGY ASSOC. CHAIRMAN		X	0	
10. SCHOOLS	X	0		

X = PRESENT COMMITMENT LEVEL

0 = NEEDED COMMITMENT LEVEL

his support. The team of police managers who conducted the analysis may prove to be the group of choice to approach the chief and seek his stance of support-without-mandate. The police officers' union is perceived as an impediment to change because of a combination of their natural resistance to change

and their probable perception of this structure as not being real-police-work. The support of the union will be critical to the meaningful participation of the police department in the system. The president of the board of directors of the union will need to be approached in the spirit of mutual benefit to be derived. The approach would need to be made by someone not viewed as being strictly management oriented. The Oldtimers' Foundation will pose some difficulties. They have a strong commitment to providing services to their members and they have become very good at it over the years. They tap as many sources of service as possible. The organization employs a paid full-time director. This director would be the person the change commitment would need to be obtained from. The approach could be made by any members of the committee who would be able to reason with him/her. There would need to be an understanding of the workings of the foundation to enable those negotiating with him/her to address concerns from a position of knowledge. The Department of Public Social Services is perceived as being willing to let the change take place, however, it is believed they would need to be more active in the process for maximization of benefit. Because of the primacy of the Department of Public Social Services in the delivery of many of the services under consideration they will be able to be brought into the system through their inherent ownership of much of it. The Board of Supervisors may view this approach as threatening their policy making power or ability to allocate funds as they see fit. The approach, through the district supervisor, would need to emphasize the

positive impact the changes could have on their images. If they can project an image of fiscal responsibility while providing broader services they will be more reelectable. The private (non-tax funded) service agencies should be quick to accept this concept and no change in their stance should be required. They should be included in the system because they are deeply involved in the provision of these same services. The citizens will be concerned due to the tax-driven nature of these services. The Neighborhood Watch programs will provide a forum in which the ramifications of the system could be explained to them. Once they understand the purpose is to use what already exists more effectively rather than to build new programs their support should follow. The local clergy often find themselves serving as the provision point of many of these services, at least on a short-term or emergency basis. If they are informed of the philosophy behind the program they should move to a supporting position. The chair person of the local clergy association would be the most likely person to approach. The school district(s) tend to view themselves as entities with little need to concern themselves with the details of these services. They will need to be approached in a manner somewhat like that used with the board of supervisors, they will need to be assured that the intent is not to detract from their policy making or budgeting power, instead the objective is a better way to provide the services needed. They are not perceived as being necessary to the implementation of the program, but their opposition could be very damaging.

Transition Management Structure

Transition, or change, can be managed in a variety of ways "...planned change can be divided into three basic types of strategies: empirical-rational, normative-reeducative, and power-coersive..."¹⁷ The manner in which change is managed has a great deal to do with the acceptance of the change. Once the various stakeholders have been identified and brought together the transition can begin. The exploration of the needs in the face of the economic and social pressures should bring about a realization that there must be a concerted effort to make all operations as effective and efficient as possible. The exploration will begin with an empirical-rational slant as the future is analyzed and the realities explored this will lead to a normative-reeducative as the desired future is identified and the means of attaining it are identified. To make this process as broad-based as possible members of all stakeholder groups need to be involved. This panel will provide the resources to spread the information about the program to their respective peers. The credibility provided by these people will enhance the level of acceptance of the new concept.

There are systems, protocols, and technologies already in existence which can be modified or adapted to suit the needs of this program with little difficulty. The experience of the Arroyo Grande Police Department serves as an example of streamlining and focusing of an effort while eliminating, or minimizing the duplication of effort. There are data systems

which can be adapted for efficiency. "Consequently, residents of a city or county with a well integrated public safety network may get more protection for their tax dollars."¹⁸ It would take little effort to modify the law enforcement oriented networking program to meet the needs involved in the implementation of this program.

Implementation

To implement the program an understanding of the responsibilities of the various individuals and groups is required. This will clarify everyone's understanding of their role in the system. To make these responsibilities and relationships clear an analysis matrix of tasks and actors can be constructed to provide clear reference guide to assist everyone involved. Each entity, and the person(s) who speak for them, can be categorized as having one of several levels of involvement in a decision. They may have primary responsibility for the making and/or implementation of the decision, they may have veto power over all or some part of the matter, they may be needed for some form of support for the action to be effective whether this be political, economic, informational, or physical resources, or they may just need to be included in the informational loop to keep them abreast.

Conflict will be an expected offshoot of any effort to distribute finite (and shrinking) resources to a growing pool of potential receivers. This conflict will need to be defused as quickly as possible whenever it arises. Small shared

successes must be emphasized by the leadership to foster an atmosphere in which sharing is the norm. Once this is the case it will be easier to approach the larger tasks from a unified perspective. Coupled with this approach will be a pattern of attainable milestones. As each is reached the success will serve to validate and sustain the organization. As each success is achieved it must be shared with as broad a cross section of the people involved as possible. This will provide a shared vision of the goal becoming reality and enhance the feeling of ownership for all.

CONCLUSIONS:

The days of California's limitless bounty seem to be over for the near future. This being the case, there will be significantly greater demands for the services of the various levels of government. In many cases there is some degree of overlap or duplication in the provision of these services which results in additional expenses. With a systematic exchange of information some of this can be caught and the funds freed can be allocated to other needs. By the very nature of the law enforcement mission the municipal police agency will be in a position to have a positive effect on the provision of these services. The experience in shared data links will provide a foundation point for setting up some sort of screening protocol to enable all providers to coordinate services and guard against redundancy. The role of law enforcement in the actual provision of services will, in most instances, be of an emergency nature only. The furnishing of food, gasoline, or

lodging vouchers to take care of the client's immediate needs until a provider agency can conduct a full needs analysis would be the most common format.

Law enforcement has a proper role in the provision for the needs of those it comes in contact with that goes beyond simple traditional actions such as investigation, arrest, and peace keeping. By virtue of the accessibility of the safety services they represent a locus for service provision which is both logical and convenient. Care will need to be taken to maintain the perspective of the providers of services. There must be a conscientious effort to keep the goal of maximizing the levels of services provided despite the impacts of the budget reductions. Care must also be taken to check the natural tendency of many law enforcement personnel to want to lead or direct the operation. The provision of these services by law enforcement must be done in support of the primary providers.

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USA TODAY, San Bernardino, Ca., (Local Publication Point) February, 1991 - October 1992.

WHAT WILL THE ROLE OF LAW ENFORCEMENT BE IN
THE DELIVERY OF QUALITY OF LIFE SERVICES
BY THE YEAR 2002?

by

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

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

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

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

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Services and the Role of Law Enforcement in
Their Delivery?

Section II - What Does the Future Hold?

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CHAPTER ONE

INTRODUCTION

WHAT WILL THE ROLE OF MUNICIPAL LAW ENFORCEMENT BE IN THE
DELIVERY OF QUALITY OF LIFE SERVICES BY THE YEAR 2002?

California, "The Golden State," may be rapidly becoming something far less appealing than gold. Many areas in Southern California remain among the fastest growing in the nation.¹ People have been moving into the San Bernardino Valley at such a rate that three of the cities have been ranked in the fastest growing twenty-five cities over the decade from 1980 to 1990.² Among the reasons often cited for the movement to California is the life-style. The various levels of government in the state have much to do with this life-style. There is a strong history of concern for the provision of services well above those required to sustain the basics of life. Among these services are those which are directed at the Quality of Life. The provision of recreational opportunities, social interaction for certain groups not likely to enjoy such activities without outside support, other social services such as food, shelter, and counselling above the subsistence level have all been accepted as the norm for Californians.

While this phenomenal growth has been going on, another trend has been taking its toll in another direction. At the very time population is flooding into California in search of a better life, the jobs which form the foundation of that life have been

leaving at an astonishing rate. "Mired in regulations and taxation, business has been crippled by recession, eliminating 333,000 jobs in 1991 alone." ³ The impact of the various tax initiatives has become severe in most areas of public service.

The court system has projected drastic difficulties over the coming thirty years in its document "2020 Vision: A Plan for the Future of California's Courts." In this projection, State Supreme Court Chief Justice Malcolm M. Lucas recounts the experience of the Los Angeles County Courts between fiscal years 1986-1987 and 1989-1990 in which time felony filings rose by 182 per cent.⁴ While the experience of the Los Angeles Court System may not be the rule for all of California's governmental agencies, it certainly, provides some indication of present trends. The demand for service is on the rise while available money is not. "California will have more and more service-devouring young people, particularly immigrants, and fewer and fewer taxpayers this decade, resulting in a potential \$20 billion budget gap by 2000, a Wilson administration report says."⁵ This tendency toward a growing population demanding more services from a government structure with fewer resources poses a major dilemma for all aspects of public service. "The number of households in the San Bernardino-Riverside region will almost double by the year 2000, bringing more congestion while boosting the outlook for retailers and builders."⁶

In the Rialto area the impact has been felt in the form of shrinking budgets and reduced services. The traditional options of cutting back budgets or raising taxes have been considered. Most public agencies have already cut services to one degree or another. San Bernardino County "...is fighting to keep next year's county budget the same as the current one. But that leaves no money to serve the county's 70,000 additional residents, let alone accommodate inflation."⁷ The net result of this is expected to be "...probably a 10 percent reduction in actual service level."⁸ The other option, tax raises, will have the predictable impact of voter dissatisfaction and probable business flight.⁹

As the available fund pool shrinks, the various levels of government will be forced to compete with one another to stay in existence. "The state deficit is so severe that the various levels of government are battling one another."¹⁰ This competition is not by choice. "More than half the USA's (sic) cities and towns are in the red, driving up taxes and fees to pay for fewer services."¹¹ "The organization, instead of being society's obedient servant, sometimes becomes its master. Modern society - far from being a Gemeinschaft town meeting - often seems closer to a battleground where organizational giants clash."¹² In considering the plight of local service providers each struggling to preserve their own piece of the shrinking supply of funding the concern that these organizations begin to do battle must be a concern. Are there alternatives or options that don't fall within the traditional methods used to

approach the allocation of funds? This, and similar concerns, has prompted an exploration of the means by which some of the services, which are often among the first cut, can be delivered. In 1991 California Senate Bill 26 proposed a change in the criminal codes permitting non-violent offenders, who would be sent to jail or prison for one year or less, to be diverted to community correctional programs. There were a series of restrictions included in the eligibility for the program. One provision required intensive supervision of the offenders. Without major increases in the budgets for the supervisory bodies, either probation or parole departments, there would be no possibility of providing such supervision. This proposal reflects much of the dilemma faced by public service providers today, a mandate from the state to assume a portion of the burden without the funding to carry through.

Given the harsh realities of the present, and foreseeable, economic situation there is a pressing need for innovative approaches to provision of called for services. Regardless of, or because of, the economic conditions there will be people coming to the most visible representation of the government, the police, for emergency food, housing, and other services. There will be little understanding from the public if their calls for previously enjoyed services go unanswered. An exploration of the future of the provision of services to the public, above and beyond the basics related to life and safety, in the coming years will be the concern of this study.

CHAPTER TWO

WHAT DOES THE FUTURE HOLD?

An Exercise in Futures Forecasting

FUTURES FORECASTING

In an effort to understand the possible futures which may dictate the means and levels of the quality of life services provided, wholly or in part, by municipal law enforcement, it is necessary to identify these futures and attempt to evaluate the likelihood of occurrence. Several techniques were used in the effort to develop a foundation on which a meaningful study could be based.

ISSUE IDENTIFICATION

The issue being studied is, "What will the role of the medium sized municipal police agency be in the delivery of quality of life services by the year 2002?" For the purposes of this study "quality-of-life" services are defined as any police service, not directly related to the preservation of the peace or the enforcement of criminal statutes, which has an enhancing effect on the life of the beneficiary of such service.

FUTURES WHEEL EXERCISE

To help visualize the issue and to determine the sub-issues which are involved with it, a "Futures Wheel" exercise was undertaken. In this exercise the issue is depicted as the hub of a wheel. Sub-issues are then linked to the hub by spokes represented by lines. The primary sub-issues are linked to the issue by single lines and secondary sub-issues are linked by double lines (exhibit I). The major sub-issues identified in this exercise were:

1. What will be the sources and levels of funding?

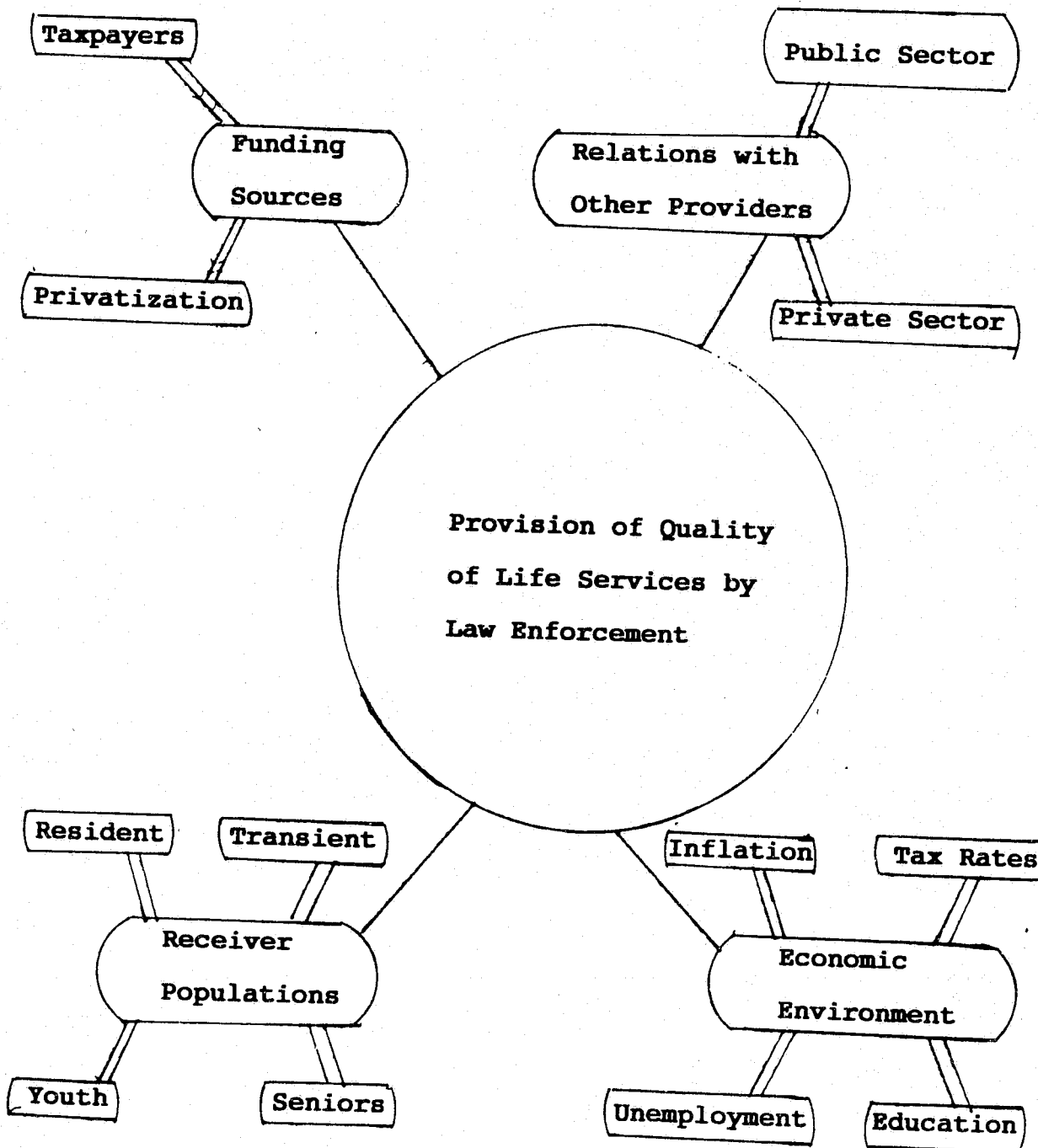
2. What strategies will be effective in municipal law enforcements' efforts to manage the impact of the issue?

3. How will municipal law enforcement be most effective in its interfaces with the public and private service providers and other affected groups?

This issue was selected because it carries implications for law enforcement agencies throughout the State of California. For the purposes of this study, the Rialto Police Department is to be studied. This agency is of medium size (105 sworn personnel, 156 total personnel) and is located in a rapidly growing area with a metropolitan population exceeding one million persons.

Relevant information in the print media was scanned as a portion of the foundation for this study. To put this information into usable form it was categorized by using the "STEEP" model. In this system, information is sorted into groupings labeled: Social, Technological, Economic, Environmental, and Political. To augment the media information, interviews were conducted with peers and persons having a degree of expertise in some or all of these areas. These interviews focused on the impact caused by population shifts, economic conditions, and rivalries, either real or imagined, among the providers of such services. Interestingly, each interviewee who was involved with a provider agency perceived his/her agency as being open to cooperation and sharing but viewed other agencies, especially law enforcement, as being highly territorial and less than open to sharing power or authority.

EXHIBIT I
FUTURES WHEEL



NOMINAL GROUP TECHNIQUE

As a means of identifying trends and events which might have an effect on planning for the future, a panel of seven persons was invited to take part in the NGT process. As the issue would have broad implications for the community, members were selected to reflect as much diversity as possible. The panel consisted of:

Dr. Helen Crossley, Assistant Superintendent of Schools for Curriculum in the Rialto Unified School District

Mr. Charles McGowan, a retired Commander in the United States Navy

Officer Jeffery Stewart, of the Rialto Police Department

Mr. Wayne MacAfee, the Assistant Director of the Department of Recreation, Parks, and Human Services of the City of Rialto

Mrs. Anna Murphy, the Assistant to the City Administrator of the City of Rialto

Rev. Scott Mason, a member of the Rialto Police Chaplain Corps.

Mr. Salvador Arratia, CEO of Waadco Industries

The group was assembled through the responses to letters soliciting participants. (appendix I) Personal contact confirming the meeting date, time, and location followed. The panel met on November 17, 1991 in the main conference room of the Rialto Police Department. The panel was provided with a list of fifteen trends, generated by this researcher, which may be significant in forecasting the future. (appendix II) After a

period of brainstorming, an additional eight trends were added to the list. Once the list had been constructed, an individual value analysis was conducted. The value analysis was keyed around identifying those trends which would be likely to influence the availability of resources to provide quality-of-life services. The panel arrived at a consensus as to the most valuable trends. The strongest agreement among the group members was that knowledge of the demographic trends would be most valuable. A review undertaken at this time made it obvious that this trend was far too complex, even if subdivided. The relationship of law enforcement to the shifts and changes in the demographics would appear to be a worthy candidate for a separate study. The NGT group was reconvened and the candidate trends and events re-evaluated. It was agreed that the demographic trend should be deleted.

The panel selected five candidate trends, four of which were included in the first list, to be recommended for further study:

TREND #1. LOCAL CRIME RATE This trend reflects those crimes identified as "Part I" crimes in the FBI crime report data. While the historical data is available through the FBI any projections must have the various environmental factors built into them to be of use. These factors will include Trends 2, 3, 4, and 5 as well as the many aspects of demographics.

TREND #2. GANG INFLUENCE/VIOLENCE This trend reflects the impact which criminal activities by street gangs have on the

ability of law enforcement to allocate elective resources to provision of quality of life services.

TREND #3. LEVELS OF FUNDING FOR LAW ENFORCEMENT This trend addresses the funding (in 1992 equivalent dollars) being provided to law enforcement from all sources.

TREND #4. INTRA-FAMILY VIOLENCE LEVELS This trend deals with levels of aggressive behavior occurring among family members, which require law enforcement intervention.

TREND #5. ECONOMIC ENVIRONMENT OF THE AREA This trend deals with the levels of income, employment, and business in this area and their implications for the provision of elective services.

EVENTS

Events are described as discernible occurrences for which a point in time at which they took place can be identified, in retrospect. The events must be of such magnitude as to have a long-term effect on the trend(s). The panel was provided a list of fifteen possible events (appendix III) and were asked to suggest additional events which could fit the aims of the study. A list of twenty-four events was compiled. From this list five were selected which had high potential to have impact on the issue, should they occur.

EVENT #1. A large geographic area having a large indigenous population, is annexed as a single bloc.

EVENT #2. Local unemployment rate reaches 15%. This figure was chosen because it was twice the present local rate,

which has a known effect, thus allowing some basis for comparison.

EVENT #3. A high profile conflict between rival street gangs or a racially based riot begins. It results in loss of life and/or significant destruction of property.

EVENT #4. The population of the city reaches the maximum number of persons possible without a major change in the housing structure of the area (i.e. a change in the general plan to permit multi-story high-density housing instead of single family units). The experience of other cities which reached maximum density and either began to degenerate due to lack of vitality (Stanton etc.) or became very exclusive and expensive (Santa Monica etc.) made this a concern.

EVENT #5. Budgetary constraints force a 25% reduction in the personnel allocated to the police department. This figure was selected because the Rialto Police Department was 12% below authorized sworn personnel and 15% below non-sworn strength, as such an extrapolation of effects was possible. The concern was that a reduction in protection would lead to an increase in criminal activity and a decline in the ability of the municipality to allocate resources for people oriented programs.

TREND EVALUATIONS

Once the trends and events were selected, the NGT panel had completed its tasks. The members were asked to take part in an effort to forecast the probability of these trends and events and to determine their consensus perception of what the results

of occurrence might be. The panel members were asked to evaluate the pattern of each of the selected trends using a specific time span. The members were advised that the present value of each trend was assumed to be 100. Using this prior assumption, each panel member was asked to give his/her perception of the value of the trend five years ago and five and ten years hence in relation to today. These estimates were to reflect the nominal progress of the trend if no outside influence were to impact it. The tenets of the normative or "should be" future were then discussed, and a second forecast using this mode was made.

Table 1
TREND EVALUATIONS

TREND STATEMENT		LEVEL OF THE TREND (Panel Medians)			
		5 years Ago	Today	5 years Hence	10 years Hence
#					
1	Local Crime Rate	75	100	120/101	135 / 95
2	Gang Influence/Violence	70	100	115/95	110 / 90
3	Funding for Law Enforcement (1992 \$)	85	100	110/115	115 / 120
4	Intra-family Violence	80	100	120/105	120 / 95
5	Local Economy	95	100	90/110	110/135

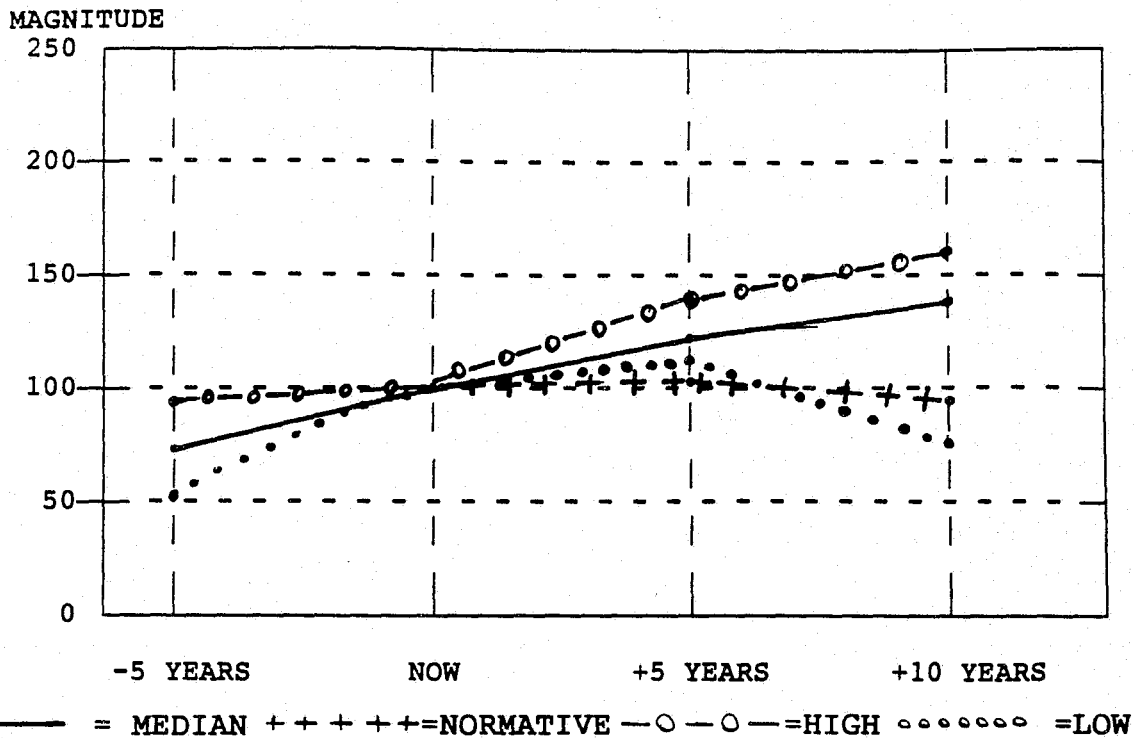
N = 7

5 & 10 Years Hence
"Will be"/"Should be"

TREND ANALYSIS

To more fully understand the opinions presented by the forecast group, the individual trends needed to be charted and an analysis of the implications of the information to be made.

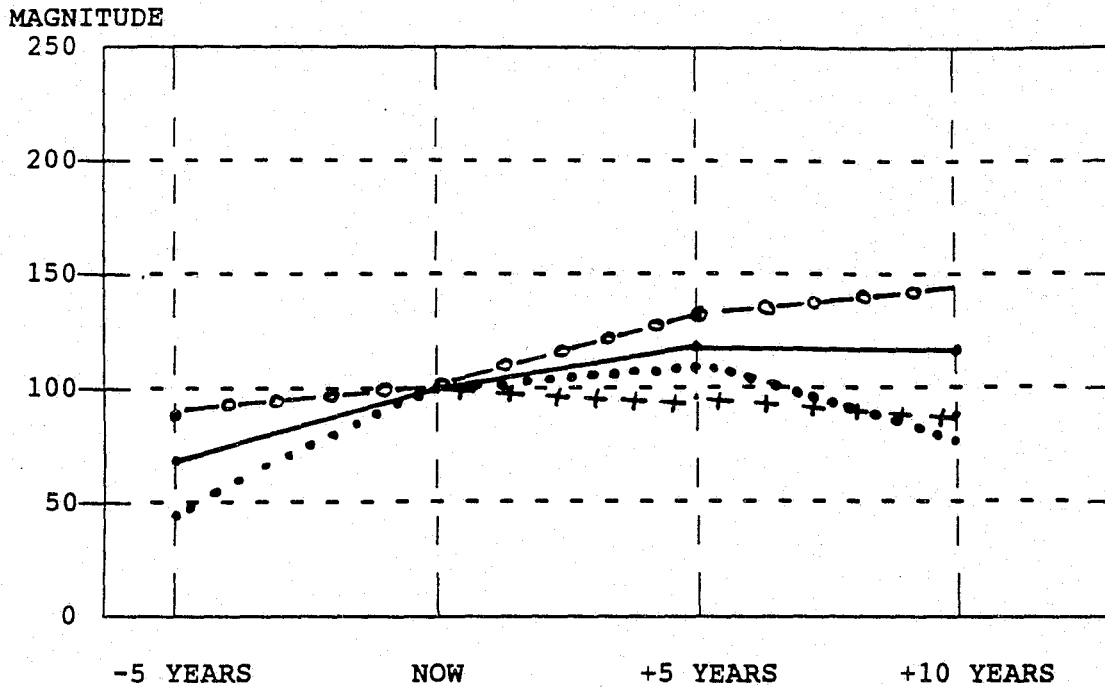
TREND FORECAST
LOCAL CRIME RATE



N = 7

The panel's input indicated a belief that the crime rate was lower five years ago than it is today. The estimates provided by the panel indicated their consensus that there is not a great prospect that the future would see a decline in the crime rate. On the other hand, the median "Normative," or "Should be," forecast indicated a most desired future in which the rate at which crime impacts the City of Rialto will have dropped by some 5% in 10 years. When viewed from the divergence between the median expected future and the median desired future there, was a gap of 40 points. A common thread in their comments was that the panel expects the rate to get worse until the population is stabilized. Headlines seem to bear out their fears, "Rialto posts largest gain in West End crime increase".¹³

TREND ANALYSIS
GANG INFLUENCE/VIOLENCE



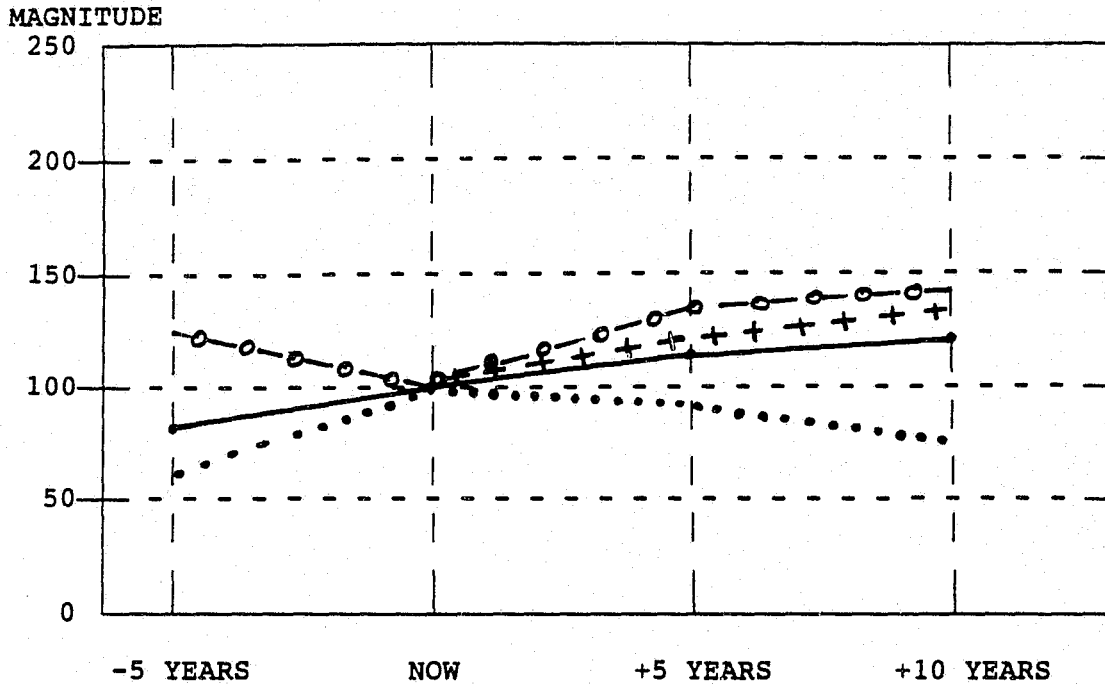
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N = 7

The city has a significant street gang problem. It was an obvious source of concern for the panel members. With the exception of one member, who envisions a continuation of the escalation of the gang problem, the panel expressed an expectation that the problem would plateau during the latter half of the study period. The median response indicated a future in which the levels of street gang violence and influence would not be as foreign to the perception of the residents. They believed the community would become accustomed to the incidence of violence. Discussion indicated the panel believed that there were policies which could be implemented to mitigate the impact of the gangs.

TREND ANALYSIS

LEVEL OF FUNDING FOR LAW ENFORCEMENT



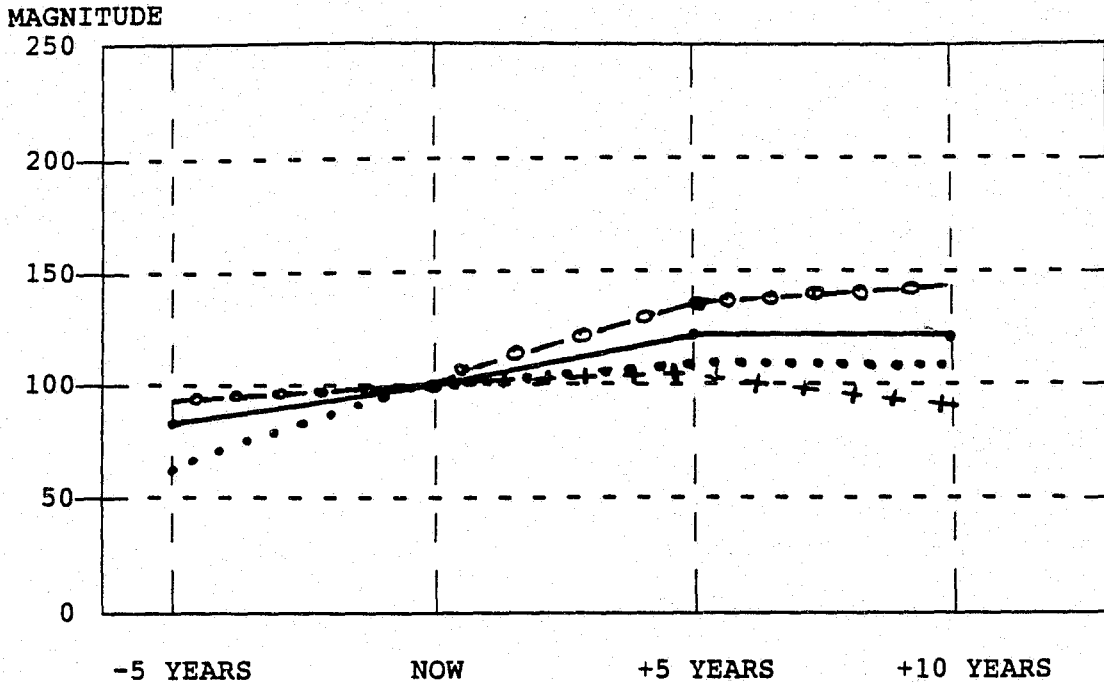
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N = 7

The level of funding available for law enforcement was a source of concern to the panel. Their median perceptions indicated that the rate at which funding has grown has not kept pace with the local criminal trends. From five years ago to the present, the median responder perceived a growth of 13% in funding compared to a 26% growth in crime rate, 30% growth in the rate of gang violence, and a 21% increase in intra-family violence. The median did not show an expectation that this would turn around in the coming decade, the figures indicating: a 16% increase in funding compared to a 35% increase in the crime rate, a 17% increase in gang violence, and a 19% increase in intra-family violence.

TREND FORECAST

LEVEL OF INTRA-FAMILY VIOLENCE

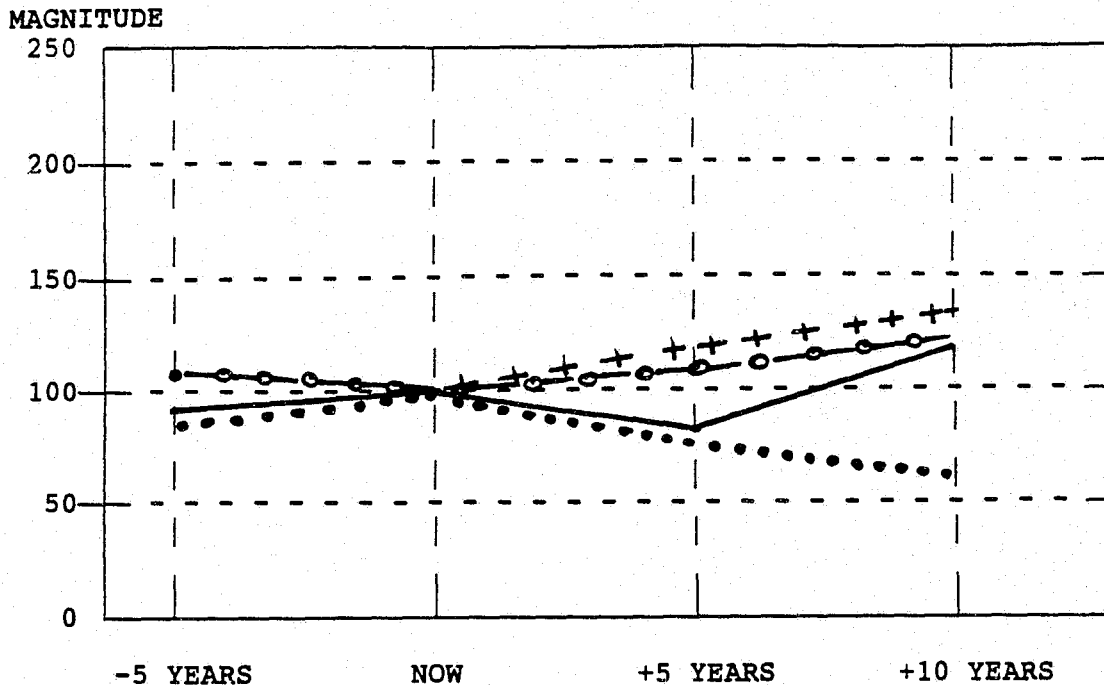


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N = 7

The panel was concerned about the levels of intra-family violence. Their discussion indicated a belief that there was a significant nexus between the economic well-being of the area and the incidence of such violence. Among the other sources which they mentioned as impacting this trend were the increases in population density and congestion and the impact of the change in the life style of the area as it changed from a rural/residential style to a service/technological economy. They did express a belief that the Normative trend as they saw it could be achieved if the appropriate measures to correct the negative influences could be taken.

TREND ANALYSIS
ECONOMIC PATTERNS



———— = MEDIAN + + + + = NORMATIVE — o — o — = HIGH ••••• = LOW

N = 7

The panel members were instructed in the use of comparative buying power as a basis of evaluation instead of using simple dollar figures. There was a median perception that there has been a growth in the actual buying power of the inhabitants of the city over the past five years. However, their discussion and responses indicated a feeling that this is the end of that era and they expect to see the economic well-being of the area decline for the first few years of the coming decade. There was a degree of disagreement as to the trend from there. Some expected the recession to deepen while one expressed a belief in a strong second half of the decade. The median shows a mild improvement with a finish slightly above today's economic standard.

EVENT EVALUATION

The members of the panel were provided with forms to assist them in evaluating the probability of the events taking place in the forecast period and the effect of such events on the trends, should they occur. Among the cautions given the panel was the condition that the probability of an event's taking place could not be less at the "ten years hence" point than it was at the "five years hence" since the five years were a subset of the ten. The panel members were asked to provide their assessment of the impact of each event on each trend; such impact could be positive, negative, or mixed. (See Table 2 Page 20)

EVENT #1. A large geographic area with a significant resident population is annexed as a single bloc.

The results of the panel's appraisal indicated a significant belief that such an annexation was a probability during the decade. Discussion of the member's concerns in this area indicated that they worried about having adequate resources to provide services to the new area without reduction of service to existing areas. Among the concerns expressed was that local politics might cloud the judgement of the decision makers in that they might equate population with power and annex without due caution. The panel's evaluation of the impact of such an annexation was mixed. The members expressed the belief that the preparations for any such event would be the determining factor as to its impact.

EVENT #2. The local unemployment rate reaches 15%.

The panel indicated their belief that this point was not likely to be reached. Their responses indicated that they felt the possibility of this occurring would develop faster in the first five years, but would not continue to accelerate at the same rate unless the economy fell into a full blown depression.

EVENT #3. Armed conflict between street gangs or a racially based riot begins.

The consensus of the panel was that the probability of this occurrence would escalate more rapidly in the first five years than in the latter half of the decade. The panel members were mildly confident that a conflict would not take place, but they were in agreement that if it did occur, it would have strong negative implications.

EVENT #4. The population in the city reaches maximum for the land available in the present master plan configuration.

There was a good level of agreement in the panel that this event would very probably take place. The expectation was that it would occur toward the end of the decade if it occurred.

EVENT #5. The approved staffing level of the police department is reduced by 25% because of budgetary constraints.

The panel expressed their belief that there was a low probability that this would occur. They saw it as a situation the populace would be unlikely to accept because of safety concerns. They also believed that such an occurrence would have a significant negative impact on the issue.

CROSS IMPACT ANALYSIS

A cross impact analysis was conducted by a team consisting of two highly experienced law enforcement managers, Lt. Daniel Wylde and Lt. Richard Skalski of the Rialto Police Department. The impacts were analyzed using the "will be" forecasts to evaluate the impact of each event on the other events and on the identified and previously forecasted trends. The amount of change, either positive (increased likelihood) or negative (decreased likelihood), on each event or trend over the ten years' span was estimated. The number of years for the impact to reach its maximum effect was also estimated. This process permits an evaluation of the potential ramifications of implementing certain policies. (See Table 3 following on Page 21)

TABLE 2
EVENT EVALUATION

#	EVENT	YEARS TO PROBABILITY FIRST EXCEEDING ZERO	PROBABILITY *		IMPACT ON ISSUE	
			5 Yr.s from now	10 Yr.s from now	Positive (0-10)	Negative (0-10)
1	Annexation of a large area with population	1.5	60	80	2	7
2	Local unemployment rate reaches 15%	.5	20	35	0	8
3	Street gang "war" or racial riot	1	40	45	0	8
4	Population reaches maximum for land available	3	35	80	4	2
5	Police force reduced by 25%	2	15	20	0	8

* Median of panel estimates N=7

TABLE 3

CROSS IMPACT ANALYSIS MATRIX

IMPACTING EVENT	IMPACTED EVENTS					IMPACTED TRENDS					Impact Totals
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
1. Annexation of a large area a large population	X	10%/1	25%/2	-5%/6	15%/1	5%/1	15%/2	5%/2	0/0	15%/5	E-1 9
2. Local unemployment rate reaches 15%	-10%/1	X	30%/2	-5%/2	10%/1	20%/4	10%/3	-10%/3	15%/1	-20%/2	E-2 9
3. Street gang "war" or racial riot	-25%/1	15%/1	X	-20%/1	-10%/1	30%/3	70%/1	10%/1	0/0	-30%/1	E-3 8
4. Population reaches maximum for land area	15%/2	-10%/1	15%/6	X	-10%/3	5%/7	15%/8	0/0	0/0	10%/6	E-4 7
5. Police force reduced by 25%	-30%/2	5%/1	20%/2	-15%/5	X	20%/3	40%/2	-10%/6	20%/3	-15%/6	E-5 9

"IMPACTED" TOTALS
 E-1 E-2 E-3 E-4 E-5 T-1 T-2 T-3 T-4 T-5
 4 4 4 4 4 5 5 3 4 5
 % of change/years to maximum impact
 T-1 Local crime rate
 T-2 Gang influence/violence
 T-3 Funding for law enforcement
 T-4 Intra-family violence
 T-5 Area Economy

N = 2 Values are consensus between 2

The contributors believed that the events most likely to have major impact on the other events and trends were the occurrence of a street gang "war" or racial riot and the reduction of the police force. Both of these events were perceived to have significant negative implications especially if they occurred first. The event the NGT panel was most confident would take place was the annexation of a large area with indigenous population. This the two managers believed would increase the likelihood of the gang "war" or riot significantly. Their rationale was that the annexation would lessen the effective strength of the police force and encourage unlawful behavior. They were confident the annexation would have the effect of increasing the chance of a reduction in the police force as the areas most likely to be annexed do not have the tax base to fund the services they would need. They felt four of the trends

would also be impacted by this annexation. Their perception was that crime rate and gang influence would be increased due to the thinning of the police presence, in the same token they expected a small increase in the funding for law enforcement to address the expected calls for service. Although the occurrence of the violent incident was not viewed as being as certain as the annexation the managers viewed the possibility with concern. The extreme negativity they envision such an event to produce would have severe implications for the city and the police agency.

ACTOR/REACTOR ANALYSIS

As the occurrence of one event before another has an impact on whether the subsequent event occurs, and if it does occur, on the environment in which it takes place, the numerical totals in the Cross Impact analysis are weighted against one another. Analysis of these impacts indicates that each of the events is apt to be impacted by several of the other events, should they occur first. In addition all of the trends are apt to be influenced by the occurrence of the events; two trends should be impacted by all five events, two by four, and the fifth by three.

SCENARIOS

Based on the trend and event analysis, possible futures were constructed using three different approaches. Each scenario reflects a possible future based on "nominal", "normative", or

"hypothetical" approaches. The tenets of each approach will be discussed in the introduction to the scenario. The scenarios are written as retrospective news articles from the year 2002. The articles look back on the events and actions which have shaped the environment in which the author writes.

SCENARIO I

The "NOMINAL" approach provides an exploratory look into a future in which no policy decisions having potential impact on the future have been made. The scenario represents an effort to forecast how the future will evolve in these circumstances.

HEADLINES

"Inland Empire Continues Among Fastest Growing Areas"

"Street Gang Violence Continues to Cause Fear"

"City Revises General Plan as Annexations Continue"

"GROWTH OF RIALTO REFLECTS CHANGES IN SOUTHERN CALIFORNIA"

After more than two decades in the center of an area consistently among the fastest growing in the nation, what changes can we see in Rialto? Has this one time citrus and poultry center made major changes as its population and size burgeoned? Twenty-five years ago the population of the City of Rialto was 33,436 occupying 20.7 square miles. The recently published census (U.S. Census 2000) shows 121,872 persons dwelling within the 31.8 square miles of the city. Over the years many of the dire predictions of doom and gloom have been found to be valid to one degree or another.

The city convinced itself that the status quo was still working and that there was little need to tamper with success. Despite the fact that the local crime rate continued to escalate and the levels of intra-family violence rose to unprecedented levels, the city elected not to increase the amount spent on law enforcement or its social programs. The fact that the levels of gang violence and/or influence seemed to taper off over the last five years seemed to validate this approach. In retrospect, it would seem that the small decline in crime attributed to the gangs was more than made up for in the crimes committed by others.

The facts show that while the crime rate rose nearly 50% in the past ten years the city increased the inflation adjusted budget of the police department by only 25%. This left the department unable to continue the expansion of many projects which had potential to defuse criminal behavior at its beginning; such programs as D.A.R.E. and the Law Enforcement Explorer Post could not be expanded because of the lack of resources and personnel to operate them.

The rising crime rate was cited by several businesses as the main reason that they did not locate in the Agua Mansa Industrial Zone despite the favorable attributes of the area. There can be little doubt that the lack of growth in this zone has had a detrimental effect on the economic well being of the city. Many long term commitments to spending programs were

predicated on the revenues from this area. When these revenues were below anticipated levels, the ripples of the shortage spread throughout the community. When the city realized it was contractually obligated to some spending programs which it had begun in the belief that the Agua Mansa area would be a revenue generator, it began to look for areas to cut. Among the entities curtailed were those which provided for community/police interaction and communication. So how much has Rialto changed over the quarter century? It has gotten a great deal larger, both in land area and in population. However, that seems to summarize the situation. The city seems to be just a larger version of its former self.

SCENARIO II

The "NORMATIVE" format of scenario generation provides for a future perceived in the light of the "Most Desired" future or the "Most Feared" future. Because the various panel members providing input to this study held some rather pessimistic views of the future of the City of Rialto, the "Most Feared" approach will be taken. In this case those trends and events perceived as having negative impacts and considered to have a greater than 30% probability of occurring during the study period are assumed to have happened.

HEADLINES

"Property Damage in Millions in Local Riots"

"Citizens Voice Fears as Police Presence Reduced
by Impact of Annexations and Hiring Freeze"
"Council and Planning Commission Ponder Revision of
Master Plan as Rialto Approaches Population Limits"

RETROSPECT

Looking out over the ashes, we find it hard to isolate any single cause for the tragic events of last month. Was it the influence of the gangs? The sluggish local economy? What about the social programs which had to be cut back or eliminated? Did the revenue shortfall in the city budget, which forced the freezing of many positions throughout the city, contribute? Which combination of social, economic, criminal, and governmental actions, or inactions, brought about the explosions of last month?

Now that we have buried the dead and quelled the fires, it is time to examine some of the factors involved, in the hope this will provide guidelines for avoiding repetition. In the pursuit of more population and a larger tax base, the city chose to annex the entire "Agua Mansa" zone as a bloc in June of 1996. This was done, in large measure, to quell the local dissenters in the horse farming area. Projections indicating that the area would only provide 70-80% of the revenue needed to offset the cost of the anticipated calls for services were downplayed. It was believed the revenues would continue to grow as the industrial park area was expanded. This annexation brought the ratio of municipal workers to population served to a modern day low. The authorization to hire more personnel did not bring

those personnel on board as rapidly as the new demands for service began to impact the service infrastructure. The continuing flight of industry from California led to the departure of the businesses recently opened in the industrial park and the postponement of opening of other businesses planned for the area. By April of 1997 the regional unemployment figures had reached their highest since the post World War II era. With the down-spiral of the local economy, the rate of business failures, home foreclosures, and vehicle repossessions reached all-time highs. Much of this translated into serious reductions in revenues received by the city. Faced with the gravity of its revenue loss, the city froze all hiring. Between the new annexation and normal attrition this had the effect of cutting the personnel of the police department by more than 25% of its normal ratio to the population served. The frustrations of the times expressed themselves in a variety of ways.

As more families were impacted by the recession, the levels of intra-family violence rose to unprecedented levels. Parents fought with each other and abused their children in unheard-of numbers. Fleeing the violence of the home, many youth joined street gangs for protection and power. People of all ages and persuasions turned to various forms of criminal activity to meet their own day-to-day needs and those of their families. The law enforcement personnel were, literally, running from call to call without any time to do anything like a complete investigation.

The numbers of young people identifying with street gangs, either as members or associates, increased at a stunning pace. With growth came friction from territorial conflict and dispute over lucrative criminal activities. All of these frustrations, frictions, and angers came to a head in the late afternoon of July 28, 2002. Each participant has his or her own version of what took place that hot afternoon. Some say the officer, knowing he had no help available, simply executed the gang member he had stopped as the youth was fleeing the murder scene. Others say the officer arrived to find the gang member already dead at the hands of the friends of the dying rival gang member. The officer died in the initial spasm of violence and can't provide his testimony. We do know the rioting spread over an area nearly four miles long and as much as two miles wide. We know that during the eleven days of street warfare at least eighty-seven people died, including seventeen police officers and five National Guardsmen. We also know that somewhere in all of this there is an answer to the question: "How do we avoid this in the future?"

(Note: This scenario was written in December 1991 well before the riots of April 1992)

SCENARIO III

The "HYPOTHETICAL" approach to scenario generation provides for a future viewed in the light of one or more things having happened. The analysis of the effects of these occurrences on the manner in which the future unfolds should provide clues as to how to avoid the undesirable and achieve the desirable. The information produced in the process of the Cross Impact

Analysis forms the foundation of the projections provided in the "Hypothetical" scenario.

HYPOTHESIS:

What if each forecasted event actually takes place at the time the median prediction line reaches 30% probability?

CHANGES

With the en-bloc annexation of a large land area having a major existing population, as predicted to be likely to occur first, a significant impact will be felt. The two most commonly envisioned areas are an entirely residential area of approximately two square miles (equal to 9% of present size) with more than 7,000 residents (equal to nearly 10% of present population), or a mixed rural/residential area of some eleven square miles (approximately 50% of present size) with a resident population of 18,000 persons (equal to 25% of present size). The impact of the smaller bloc would be easier to absorb, although still stretching the available resources. The larger bloc would cause incredible difficulties. No matter how many additional personnel were authorized, the simple fact of the necessary time to recruit, hire, and train an addition of 25% to the work force would leave considerable time in which the personnel available would not be able to provide the services called for. The changes would result in a lowering of the police presence, the reduction of the officer/population ratio, the increase of case loads, and significant increases in response times. With these effects the crime rate could be expected to rise quickly and to cause a lowering of the

willingness of families and/or businesses to locate in the city. This might result in a lowering of the tax revenues needed to fund the services demanded and result in a downward spiral of the standard of living in the city. This could lead to a lowering of property values and, thereby, a further reduction in revenues.

This downward spiral in the quality of life in the city might lead to increased feelings of desperation for the citizens unable to leave the area. This desperation might be expressed in an increase in the probability of a racially based riot or gang war. This increase in probability is based on the historical pattern of racial minorities being the least able to afford the change of residence to remove themselves from the hostile and/or depressing environment.

Conversely, the probability of the third predicted event's occurring would be diminished by two factors: the amount of land annexed and the lowering of the standard or quality of life in the city. If the larger of the two annexations were to take place it would increase the land area of the city while decreasing the population density at the same time. This would tend to push forward the earliest date at which the population would reach the maximum for the land available. The lowering of the degree of perceived attractiveness of the city as a place to locate or relocate one's family would slow the growth of the city as well. People would be more inclined to locate where

they perceive the environment to be more conducive to the style and quality of life they desire for their families.

The unemployment figure, predicted to reach a 30% probability of occurrence in 2001, would be inclined to occur earlier if the procession of negative impacts were to play out. Area businesses would have difficulty attracting customers into an area viewed as unsafe or unattractive. When businesses do not have customers they do not need employees and the working force is reduced.

HEADLINES

"Rialto to Annex ALL of Bloomington"

"Rialto Riot now in Second Week"

"Rialto now the Only City in the Area Losing Population"

"RIALTO INSOLVENT - DEFAULTS ON BOND INTEREST PAYMENT"

The City of Rialto, following years of financial reversals, has announced it will default on interest payments on municipal bonds. The interest, some four million dollars, will fall due on October 15, 2001. The City has asked for assistance from the State of California, but no response has been made public.

The problems date back nearly six years, to the annexation of the vast majority of the community of Bloomington in January 1996. In this annexation the City overstretched its resources with the expectation that it would be able to recruit and field the personnel needed to satisfy the demands for service the new area was expected to generate. Unfortunately, the demands were

greater than had been anticipated, and the recruiting process took far longer than planned. The police were especially hard hit with calls for service in the new area. The new area and population raised calls for police service somewhat beyond the projected 25% increase, and officers were stretched to and beyond their limits. The police officers' union made a series of demands in the salary and contract negotiations that began in February 1996. Among these demands were increases in the mandatory numbers of officers on the street per shift and the use of two-officer cars in the Bloomington area. Although an agreement was made and a contract signed, the new shift mandates called for huge amounts of paid overtime to provide the shift staffing until the new officers could be hired and trained.

The cost of the overtime forced the city to cut back on several other areas. Many social services were cut back or stopped altogether. Parks were closed or their open hours reduced. The community center was forced to charge for all programs. Many youth, especially from the disadvantaged families, were denied any access to recreational activities. The community youth diversion program was cancelled as a cost-saving measure. The final economic blow that year came when the Bloomington Waste Water Treatment Facility failed completely. The sewage treatment facility had provided service for some six thousand homes and businesses in the Bloomington/South Rialto area. The city was forced to devote its entire emergency reserve fund plus funds from other accounts to the task of providing adequate waste water treatment.

With the expenditure of virtually all the reserve cash the city had, the police department was forced to curtail the overtime for meeting minimum shift staffing quotas. The police union cried "foul" and began encouraging its members to call in sick if there was insufficient personnel on duty. With fewer and fewer officers on duty the youth gangs began to grow bolder, and the street crime rate rose at an alarming rate. The citizens began to clamor for protection and threatened to take matters into their own hands if the city did not act.

Finally, on a hot muggy night in late August, a motorist at a stop light was approached by a youth wearing "gang" type clothing. The motorist, fearing he was about to be robbed pulled a pistol which he had no permit to carry and shot the youth, killing him. Bystanders, many of them friends or relatives of the dead boy, pulled the motorist from his car, beat him severely, and then threw him back into the car and set it on fire. From that point the mob went wild. Officers and fire equipment responding to the scene were met with rocks, bottles, and gunfire. The "Rialto Riot" lasted nine days and was brought under control only through the intervention of the National Guard. Millions of dollars in property damage was done. Many of the looted and burned businesses elected to relocate elsewhere. This left the blighted area looking like a war zone. The city was too impoverished to undertake the cleanup and efforts to stimulate community volunteer efforts were futile.

The city was unable to generate a meaningful economic recovery. Those businesses that could leave the city did so. People began to shop in neighboring communities, further draining the city's economy by diverting tax dollars. The growth trends projected for the city had been based on conservative extrapolations of the boom days of the '70s and '80s when Rialto often grew 10% or more a year. Shops and stores, with customers staying away in droves, began to lay off workers or to close entirely. This further deepened the bleak economic picture of the city. New businesses would not consider locating in the city. Property values began to drop and finally, in 1999, Rialto became the only city in the area to experience a decline in population.

With its tax base in ruins and people sacrificing their homes, or even abandoning them to leave the city, Rialto finds itself facing bankruptcy. The treasurer's office of the city reports tax revenues have continued to fall below the levels predicted when budgets were approved, and expectations of collecting any significant portion of the unpaid property taxes appear to be unrealistic. So, without the intervention of the state, the city will default on its bond interest payment.

POLICY CONSIDERATIONS

The future envisioned through the NGT process and subsequent analyses contains aspects which may be affected by the generation and implementation of policies directed toward the attainment of a more desirable future. The "Normative" scenario (scenario II) has been used as the basis for alternative policy exploration.

MODIFIED POLICY DELPHI

A Modified Policy Delphi panel consisting of Captain Gene Hernandez, of Orange Police Department; Lieutenant Alan Burkes, of the Fullerton Police Department; and Lieutenant Anthony Kelley, of the Buena Park Police Department met to evaluate possible policies intended to mitigate the negative aspects of the possible future and enhance the positive potentials.

POLICY STATEMENTS

1. Annexation of land with resident population will only be made when full services will be able to be provided to the area within one year of the annexation.

2. Law enforcement activities will be conducted on a "Proactive" basis emphasizing prevention of crime as well as the more traditional "Reactive" mode emphasizing solution of the crime after it has occurred.

3. When new areas are annexed they will be provided an equitable level of service not slighting the new area or existing city areas.

4. Believing the cost of community involvement programs are more than offset by the returns from such programs they will be maintained as a priority by the city.

ANALYSIS CRITERIA

1. Will the policy be politically feasible?

2. Will the policy call for expenditures? If so, will they be fundable?

3. Is there evidence or indication the policy will be effective/meaningful?

APPLICATION OF CRITERIA TO PROPOSED POLICIES

1./1. Not likely to be a politically sound stance. Local governments tend to look on land and population as power.

1./2. The proposed policy calls for restraint so there should be little difficulty with funding.

1./3. The policy should be effective, but it may have a limiting effect on the growth and vitality of the city.

RECOMMENDATION: DELETE FROM CONSIDERATION

2./1. Good political stance, most likely to receive broad support.

2./2. Calls for some diversion of assets from street enforcement efforts to initiate.

2./3. There is a growing body of evidence that these programs pay for themselves in terms of losses prevented.

RECOMMENDATION: KEEP FOR USE

3./1. Sound approach from a political standpoint. It keeps the "old" community in mind while providing for the newer areas.

3./2. May call for some decisions in prioritizing application of some resources.

3./3. Communities which have cared for or rehabilitated older areas are experiencing good results.

RECOMMENDATION: KEEP FOR USE

4./1. Good political stance. Maintains the involvement of the citizens in the direction of the city.

4./2. Can be expensive, but a good case for offsets can be made (at least in theory).

4./3. It will take time and data collection to provide adequate information for meaningful analysis.

RECOMMENDATION: KEEP FOR USE

IMPACT ANALYSIS

To further explore the implications of these policies in relation to the identified trends and events a Cross Impact Matrix was constructed. The policies, trends, and events used were:

POLICIES:

Policy 2. Proactive approach

Policy 3. Equitable distribution of resources between existing areas and new annexations.

Policy 4. Maintenance and support of community involvement programs.

TRENDS:

Trend 1. Local crime rate

Trend 3. Level of gang violence/influence

Trend 4. Levels of intra-family violence.

EVENTS:

Event 1. Annexation of a large area with a large population.

Event 3. Occurrence of a street gang "war" or a riot.

Event 5. Reduction of the police force by twenty-five percent.

Table 4

POLICY/TREND/EVENT CROSS IMPACT ANALYSIS

<u>POLICY</u>	<u>E-1</u>	<u>E-3</u>	<u>E-5</u>	<u>T-1</u>	<u>T-3</u>	<u>T-4</u>
<u>P-2</u>	00	-20%	-5%	-15%	-15%	-10%
<u>P-3</u>	-10%	-5%	00	-10%	-10%	00
<u>P-4</u>	+5%	-15%	-5%	-10%	-15%	-10%

N=3

All values are expressed as percentage of change expected, either an increase (+) or decrease (-).

CONCLUSION

In the examination of a concept as nebulous as "quality-of-life" there is a strong possibility of subjective influences impacting the interpretation of information. The groups involved did a remarkable job of keeping their individual agendas in check while bringing their considerable expertise to bear on the questions at hand. Once the information was sifted and analyzed it became apparent there is a significant belief in the ability of proper long range planning to have an effect on the evolution of the future. Although the panels forecast some dark clouds over the possible future they also saw the potential for creation of a system in which the feared can be avoided or minimized and the desired made achievable.

CHAPTER THREE

HOW CAN WE CHANGE OUR TOMORROW?

A Strategic Plan for Organized Change

STRATEGIC PLANNING

INTRODUCTION

To approach effectively any effort to produce a more desirable future, it is absolutely necessary to have a plan. Without a plan the effort to reach the goal is largely wasted. "This is formal strategic planning. It provides the guiding framework and strong sense of direction the other modes lack."¹ The goal in this study is to assess the role to be played by municipal law enforcement in the delivery of quality of life services. Coupled with this assessment will need to be an exploration of the relationship between the organizations having a stake in the delivery of these services, either directly as providers or indirectly as competitors for shares of the funding pool. If there is an indication that there is a significant role, then a plan for the implementation of a coordinated approach to the delivery of such service will prove vital.

Many factors need to be taken into consideration when an effort to generate an effective strategic plan is undertaken. An exploration of a structured approach to the effective delivery of these services must be undertaken. This structured approach will explore the topic in the context of the Rialto Police Department and the related public and private agencies. Rialto Police Department (RPD) is a medium-sized agency with 105 authorized sworn and 56 non-sworn personnel serving approximately 80,000 people in a 27 square mile area. The population of the city has grown rapidly over the past several

years and is expected to continue to do so. As the city has grown, it has become ethnically diverse. The population has recently been analyzed as 40% Latino, 40% White, 17% Black, and 3% comprised of other racial groups.

The project indicates that there is a good possibility local law enforcement will be able to provide the services desired by the public if steps are taken to avoid or mitigate identified negative trends and to enhance positive influences. The trends of greatest concern are: the local crime rate; the levels of street gang influence; and the levels of intra-family violence. If the law enforcement agency adopts policies aimed at having a positive impact on these trends, the influence on the quality of life will be positive. The events which concerned the study group were trend driven and amenable to mitigation through the implementation of appropriate policies. To provide a framework within which to analyze these factors the normative scenario (Scenario II) from the "Futures Forecasting" section will be used as a base.

Mission-Macro

In an effort to provide the agency with a focus and to make the search for a united direction more meaningful, a mission statement for the department was created. Included in this mission statement are allusions to the organization's dedication to the preservation of the peace, protection of life and property, regard for individual dignity, and contribution to the quality of life in the City of Rialto.

Mission-Micro

To focus this broad-brush document on the quality of life issue, Objective III of the Mission Statement provides:

The Rialto Police Department shall consistently strive to provide to the community those services which enhance the quality of life.

A. The department will establish and maintain open and effective lines of communication with the community. Recognizing that the city is comprised of many unique cultures and that each is deserving of respect and consideration, the police department shall take an affirmative role in serving the needs of each of these constituencies.

B. The department shall identify programs, either already in existence or capable of being created, which will mitigate or prevent the occurrence of actions that hinder the full enjoyment of life by all members of the community. As a portion of this commitment the department shall stay abreast of the changes in the demographics in the community. This will permit the department to identify needs to be served and those programs no longer appropriate.

C. Partnerships and working alliances with other providers of services will be established. These will improve the effectiveness of all efforts as they will minimize duplication.

SITUATIONAL ANALYSIS

GENERAL CAPABILITY INDEX

In an effort to determine the environment in which the planning and change would take place an analysis of the perceptions of the workers relative to the health of the organization was done. A "General Capability Index" questionnaire was prepared and distributed to forty members of the Rialto Police Department. The questionnaires were distributed at random to all ranks and areas of the agency from Captain down, both sworn and nonsworn. Thirtyone were returned by the deadline. The answers were weighted identically above and below the "average" or "acceptable" rating, which received a value of 0. A response of "Superior" was scored +5, a response of "Better than average" received a score of +2, a response of "Not as good as it could be" received a score of -2, and a response of "Crisis" was scored -5. No names or other means of identification of the respondents was employed.

Once the responses were received they were tallied and divided by the number of respondents for a mean score. The mean scores were then entered on a graphic representation of the responses. This representation allows visualization of the impressions the members of the Department have of their organization. The graphic indicates many things not readily predictable, based on observations within the agency. The majority of the response means fall below the "Average" point of 0 which is fairly easy to predict. However, the fact that more than 62% of the

responses fall at or above the "Average" rating was somewhat surprising.

If the rating levels at +2 and -2 are considered as the margins of the band defining the acceptable, but not remarkable, level of satisfaction within the agency then there are relatively few points calling for serious concern. As may be expected, the most depressed point was "Morale" which was mean rated at -2.6. Given the internal and external pressures and strife afflicting the Department at this time this score is to be expected. The next most depressed score was a -2.1 in the area of "Manpower." In light of the present situation, in which the sworn personnel are nearly 15% below strength, the CSOs are at less than 70% of authorized, and the HSOs are at 1/3 strength, it is perfectly reasonable to have such a response.

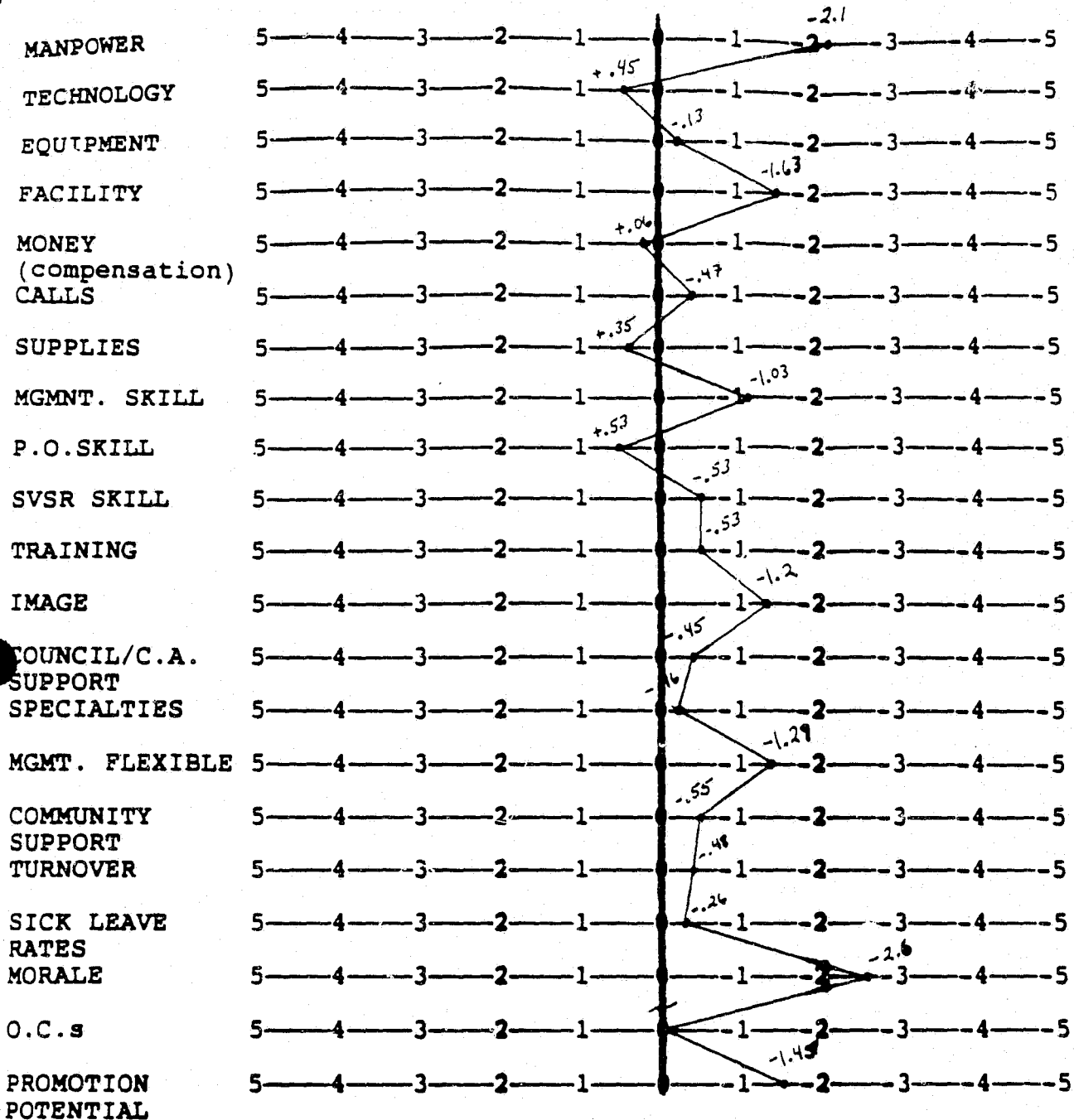
On a more positive note, there are areas, even though small, which rise above the average line and can have a positive influence on future planning. The officers are perceived as being more skilled than the average and to be supported with more supplies and technology than the norm. Given the fact that the police officers of the Rialto Police Department are generally young they can be expected to be with the Department for the majority of the project period. Given the perceived higher level of skill and support this should provide a base on which to build a responsive attitude regarding the provision of service to the community.

There are areas which fall between the "0" point and the -2 threshold of concern which should be addressed before they fall further. The concern with the facility is in process of being attended to. The construction of the new building will answer the concerns in this area. Over the period of the decade the entire management of the Department will be replaced; I expect much of this replacement to come from the officers' ranks, those who are now rated as better skilled than average. This should attend to the concern regarding the skills and flexibility of supervision and management.

In all, the survey does not paint a picture of an organization in desperate straits. It points out areas which are of concern to the members of the Department and to the City as well. The overall picture is of an agency which is perceived to be doing an average or standard job with average resources and support. Nearly two-thirds of the responses to the questionnaire rate the Department as average or better in all of the dimensions measured. The indication would be that there is a strong probability that the Department will be able to make meaningful plans for the delivery of quality of life services during the coming ten years. Further, it is likely that members of the Department will be able to participate in carrying out of these plans and that the community and City Council will be amenable to becoming part of the support structure.

EXHIBIT II

GENERAL CAPABILITY RATING INDEX



A score of 5 is equivalent to "Superior"; Better than anyone in the area.
 A score of 0 is "Average" Acceptable; equal to the competition.
 A score of -5 is "Crisis" Real cause for concern; action must be taken.
 +2 is "Better than Average" and -2 is "Not as good as it could be"
 The questionnaires were given, at random, to 40 members of the Department from Captain to non-sworn, 31 were returned, all were weighted equally.

ENVIRONMENTAL SITUATION

THREATS

Among the potential threats to the continuation of provision of quality of life services by the Rialto Police Department are several which have significant potential to impact the programs. Presently the entire society is being impacted by a weakening economy.¹⁵ If this continues to be the trend for the coming decade, there will be serious implications for the implementation and continuation of programs other than the most basic.

Regardless of the state of the economy, there are other monetary factors which will have to be taken into consideration. The effects of the "taxpayer's revolt" continue to impact funding of government programs. The employees needed to provide the programs may be drawn to better paying positions in the private sector, leaving law enforcement to try to implement programs requiring education, social skills, and technical ability which are not readily procurable. There are other public agencies providing similar services. These agencies will be advancing their contentions that they are better able to provide these services than law enforcement is and should be given the funding to do so. These "turf wars" over funding and mission may lead to a reduction in the services provided rather than an improvement.

There are groups and individuals who have strong feelings about the role of law enforcement in society. Some believe peace officers should not become involved in activities other than "real police work." They perceive the duties of law enforcement to be composed of investigation, documentation, arrest, and prosecution of criminal incidents which have already taken place. The perception that police actions should be reactions to events or acts which disrupt the social fabric is strongly held in many circles. It will require concerted efforts to overcome this attitude. Another perception of the role of law enforcement is that of those who believe the "real agenda" of the police is to oppress the disadvantaged and to maintain the status quo for the ruling power groups. These people are wary of any offer from law enforcement to assist them or to help improve their quality of life.

Scope of Efforts

To produce workable programs that will survive, the temptation to try to be all things to all people at once must be overcome. If a program is to succeed, there will have to be a deliberate process of identifying needs, designing programs, and implementation in an incremental fashion. Once a program begins to show signs of success, there is a threat that it will be allowed to grow and run at its own speed instead of remaining under control. The programs must be kept under constant control and evaluation to ensure they are driven by the needs which prompted their creation in the first place. As with most parts of government, such programs have some tendency to become self

perpetuating and to create mechanisms for self protection. The threat will be that the cure may become a problem if they are not monitored.

While these factors may well be threats to the fruition of a program, the greatest single threat may be that any or all threats may be seen as overwhelming rather than as having the potential of being an opportunity. If threats are viewed as opportunities to use creative approaches to achieve the goals then they cease to be threats.

OPPORTUNITIES

Outreach Programs

With the influx of new residents, the needs and desires for community-specific programs will increase. Whether the programs are targeted at orienting new United States residents to their rights and responsibilities as citizens, while modifying any perceptions of the role of law enforcement they may have from their homeland to reflect the American model, or are aimed at acquainting new residents with the social and community services available to them, it can be anticipated that a good level of community support will be received. We can be sure there will be no lack of areas suitable for programs.

Community Involvement

Another area which will provide a service opportunity will consist of those residents who feel threatened by the growth in the area. This transition from a semi-rural bedroom community to an urban city in the midst of a population area of more than

one million persons has brought many changes to the city. As with any area which undergoes such growth, there have been new and unfamiliar elements brought in. In Rialto the influx of street gangs from the Los Angeles/Compton/Inglewood areas has been viewed with considerable alarm. As the NGT panel pointed out, there is a strong perception that the street gangs have grown very influential in the past few years. The median opinion of the panel was that the influence of the gangs had nearly doubled over the past five years. Other impacts mentioned were the increased traffic congestion, impact on recreational facilities, and increase in crime targeted at senior citizens. Recent statistics tend to bear out this perception. "Rialto posted the largest gain with 6,894 crimes per 100,000 population, an 8.5 percent rise."¹⁶ "A main reason for the high number of crimes in the West Valley is population growth, especially those coming from Los Angeles County..."¹⁷

Planned Local Growth

The city, in conjunction with several other local jurisdictions, has established a joint industrial/commercial enterprise zone. Much of this area is within the boundaries or sphere of influence of the city. As the area begins to fulfill its expected role as a major economic base, the tax benefits should have a very positive impact on the ability of the city and the police department to provide services.

WEAKNESSES

Traditionally, the Rialto Police Department has been kept small

for the population served. This may prove a weak point in providing services above and beyond the basic law enforcement tasks. It is a simple fact that service requires personnel for delivery. In addition, the entire upper staff of the agency is of the same age and tenure. These staff members will all retire within a short span of time. For a considerable period the department was very much a revolving door due to a lower than average wage and benefit package. Once the package was brought up to the point where it was competitive, personnel began to view Rialto as a career choice rather than as an entry point to law enforcement. This pattern has left the agency with a large number of high quality personnel with relatively little time on the department and a small number with five to fifteen years tenure. In the coming decade the department will be faced with a dilemma as to where the supervisors and managers will come from.

STRENGTHS

Community Relations

The more easily identifiable strengths in the environment come quickly to mind. The department has long enjoyed a good level of support for community involvement programs from the people of Rialto. The history of the department is filled with examples of community support for such diverse projects as Project D.A.R.E., the Law Enforcement Explorer program, the Seniors' Volunteer Program, bicycle patrols, the Rialto P.D./U.S. Marine Corps Toys for Tots Car Shows, and a variety of other programs.

Fortunately, the Rialto Police Department has established and maintained good working relationships with providers of many quality of life services, both in the public and the private sectors. These relationships have been founded on mutual support and giving of credit where credit is due. As an example of this, the department presented a series of annual car shows to raise donations for the U.S.M.C. Reserves "Toys for Tots" program. Rather than take all the notoriety and credit for itself the department allied itself with the Rialto Child Welfare Association. This private non-profit group provided the client screening and distribution services. Being the distributor, the Association gained greatly in the eyes of the community.

Operating Procedures

The department has a well founded set of operational procedures which are subject to continual review and revision. This set of General Orders has just undergone a major re-editing process. In this process the end users from all portions of the department provided representatives to the revision committee. These representatives were charged with communicating the work of the committee to their constituents and bringing their concerns to the review process. The end result is a set of operating guidelines which is reflective of the concerns and needs of the personnel governed by these policies while providing for the rules and regulations needed to function as a law enforcement agency. This process has produced a strong

buy-in by the personnel of all ranks and levels and provides a solid foundation for the future.

Agency Size and Relationships

Because the police department is small the personnel are required to think in a creative way about solutions to many problems. This causes the interplay between the police and other agencies in the area, to be much more cooperative. All staff members are well aware that they need to build good will between themselves and the community to be able to continue to do their job effectively. This process of seeking alternative methods and joint cooperation will be a strong point on which to build new and innovative programs.

STAKEHOLDER ANALYSIS

Because of the nature of the issue virtually every person and/or community-of-interest in the city will be a stakeholder. Among those identified, and their perceived views, are (Table 5) :

SENIOR CITIZENS. The seniors in Rialto are seriously concerned about the increase in violent crimes aimed at them. They look to the police for protection and support the police in return. They are highly interested in crime prevention/reduction programs and will provide volunteers to facilitate such programs.

CENTRAL AMERICAN IMMIGRANTS. This is a growing group in the city. Many of them are undocumented. They tend to be fearful of the police, both because of their experiences

with authorities in their homelands and because of their immigration status. They are reluctant to report crimes, even when they are victims.

SOUTH EAST ASIAN IMMIGRANTS. These groups tend to be distrustful of the police, again because of their experiences in their homelands. They are reluctant to accept programs or contacts which are police-related.

CENTRAL CITY BLACK YOUTH. The members of this group tend to view suburban law enforcement as "hicks" who can be manipulated. They have a street culture which permits them to intimidate the resident population. They will be highly resistant to programs intended to impact the criminal street culture.

CENTRAL CITY HISPANIC YOUTH. The members of this community tend to hold very strongly to an ingrained "gang" culture mentality. They view the police as the enemy and resist any efforts by the police which may compromise their life style.

CENTRAL CITY MINORITY FAMILIES. For the most part these families moved to the city hoping to provide a better and safer life for themselves and their children. They are very much concerned by the movement of the street gangs into the area. As a result they demand programs from the police to prevent the proliferation of the gangs. They want to support the police but are unsure how and to what extent to

do so. Too often their motivation is the fact their children are already gang impacted.

SWORN POLICE PERSONNEL. Traditionally resistive to changes in their world the police officers, especially those with longer time in the profession, will view many of the programs and policies as "social working" instead of "real police work." The newer officers will be more receptive if they can be insulated from the peer pressures of senior personnel.

NON-SWORN POLICE PERSONNEL. Non-sworn workers, often with just cause, expect that they will be saddled with the less desirable aspects of any programs. Some will see these programs as an opportunity to try something different in their careers while others will be resistive.

ELECTED MUNICIPAL OFFICIALS. The members of the City Council will be concerned with the costs of programs which may not produce tangible or quantifiable results in the short term. Balancing that will be the concerns of their constituents regarding any negative impacts on their life styles. They will be motivated by the need to address the political realities of these - often conflicting - concerns.

OTHER QUALITY OF LIFE SERVICE PROVIDERS. This may prove to be the "snaildarter" group in this issue. If the police service begins to envelope too much of the turf of these

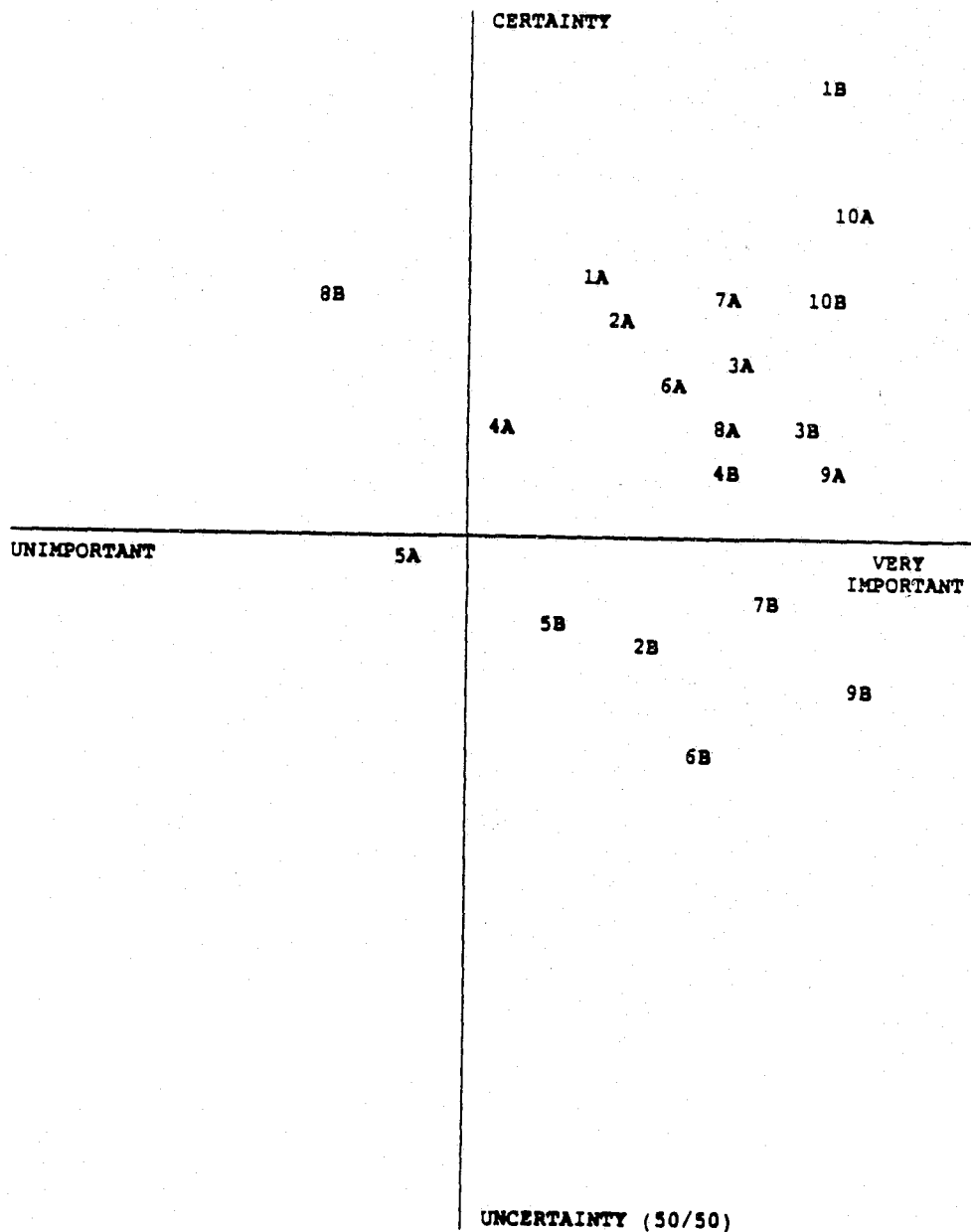
other providers, they may cease to be cooperative and begin to resist or openly oppose the efforts of law enforcement. These groups, especially the public sector groups, tend to view law enforcement as receiving too much of the funding "pie" as it is. If these new programs diminish their ability to fund new or existing programs of their own, they will become territorial.

TABLE 5

STAKEHOLDER	ASSUMPTIONS
1. SENIOR CITIZENS	<ul style="list-style-type: none"> A. They are the target of increased violent criminal activity. B. They believe the police are their best protection, especially if they help the police.
2. CENTRAL AMERICAN IMMIGRANTS	<ul style="list-style-type: none"> A. They fear the police because of negative contacts in their homelands. B. They believe the police are most interested in deporting them than in helping them.
3. SOUTH EAST ASIAN IMMIGRANTS	<ul style="list-style-type: none"> A. They believe the police are a source of threat or danger to them. B. They believe they must depend on each other for quality of life not on the government.
4. CENTRAL CITY BLACK YOUTH	<ul style="list-style-type: none"> A. They believe suburban law enforcement officers are unsophisticated and can be manipulated. B. They believe the streets are their own territory, and any police programs will be directed at taking their control away from them.
5. CENTRAL CITY HISPANIC YOUTH	<ul style="list-style-type: none"> A. They believe the gang structure is their key to survival. B. They believe the police are their enemy.
6. CENTRAL CITY MINORITY FAMILIES	<ul style="list-style-type: none"> A. They believe moving to the suburbs will prevent or cure gang influence on their children. B. They believe (hope) the police can prevent the rise of gangs in the suburbs.
7. SWORN POLICE PERSONNEL	<ul style="list-style-type: none"> A. The senior officers believe "social work" is not "real police work." B. The younger officers believe the senior officers since they have survived so far.
8. NON-SWORN POLICE PERSONNEL	<ul style="list-style-type: none"> A. They believe they will be assigned the less desirable aspects of any new program. B. Some will see the new programs as a chance to do something different.
9. ELECTED CITY OFFICIALS	<ul style="list-style-type: none"> A. New programs may result in costs without immediate tangible results. B. May see the potential for becoming a political asset if the programs can be shown to improve the quality of life of their constituents.
10. OTHER QUALITY-OF-LIFE SERVICE PROVIDERS	<ul style="list-style-type: none"> A. If the police get "too good" at this they may lose some of their "turf." B. The public sector agencies view law enforcement as getting too much of the budget already.

In an effort to assess the validity of the assumptions made about the attitudes and beliefs of the various stakeholders a Stakeholder Assumption Map was generated. This map is based on the degree of certainty involved in the assumptions made about the positions of the various stakeholders. Included in this assessment are the degree of familiarity with each group, results of media scan, and validation from other contacts.

TABLE 6
STAKEHOLDER ASSUMPTION MAP



SELECTED SCENARIO

To allow for meaningful selection of strategies a single scenario from the Futures Forecasting segment of this project has been selected. The "Normative" mode scenario has been selected as it offers significant areas in which strategic planning may have an influence on the future.

ALTERNATIVE STRATEGIES

A Modified Delphi Process panel consisting of Rev. James Chalupnik of the Rialto Bible Fellowship, Mr. Salvador Arratia CEO of Waadco Industries, Mr. Jack Norman past chapter president of the American Association of Retired Persons, and Lieutenant Richard Skalski was assembled to generate potential alternative strategies to facilitate the delivery of quality of life services by law enforcement in the year 2002. They created a list of eight candidate strategies (Table 7). The two strategies with the highest combined scores were #5, "Create a public input acceptance atmosphere" and #8, "Establish a user/provider committee." The strategy with the most spread was #2 "Redirect law enforcement to 'real police work'." The panel then spent time reviewing these three alternatives. The consensus was that the idea of redirecting law enforcement to doing "real police work" was both impractical and unrealistic. As to the other alternatives it was decided that either could be considered a subset of the other, depending on the direction decided upon. Establishing a joint committee could be one of the actions taken to create a public input acceptance atmosphere. At the same time, creation of a public input

acceptance atmosphere could be one of the products of a joint user/provider committee. The panel decided the two were readily combinable, and the final vote was to do so with the title of the strategy changed to "Create a joint user/provider committee to foster acceptance of public input."

Strategy Analysis

A "Pro-Con" analysis was conducted on the candidate strategy. On the "Pro" side the group listed:

1. Provides face-to-face contact in a joint problem solving atmosphere.
2. Opens lines of communication which will be needed for actual efforts to implement the strategy.
3. Members/groups working toward a positive, mutual goal.
4. Provides a vehicle for an ongoing process rather than a one-time single-issue-oriented meeting.
5. Brings alternative life experiences and perceptions to the solution process.
6. Humanizes participants in the eyes of one another.
7. Allows for insight into the viewpoint, motivation, and/or constraints impacting each other.
8. Provides a foundation for broader based understanding.

In looking at the "Con" aspects these were identified:

1. Involves scheduling difficulties with so many diverse individuals involved.
2. Requires getting past individual agendas to true community problem solving.

3. Pre-existing mutual distrusts.

4. Must clarify question of empowerment - will the group be advisory or policy making?

TABLE 7

CANDIDATE STRATEGIES

STRATEGY	DETAILS
1. MODIFY STRUCTURE OF SERVICE PROVIDERS	Combine all service provision under some form of master agency which would include law enforcement, social services, and educational services.
2. REDIRECT LAW ENFORCEMENT TO "REAL POLICE WORK"	Have police agencies turn all quality-of-life service activities over to formally dedicated service providers.
3. CREATE AN OMNIBUS SERVICE AGENCY	Have each of the provider agencies contribute personnel and resources to a joint but independent effort directed at provision of all quality-of-life services.
4. IMPLEMENT AN ATTITUDE MODIFICATION PROGRAM FOR INVOLVED SERVICE COORDINATION PERSONNEL	Have a behavior/attitude modification team create and implement a program by which the attitudes of the personnel coordinating the provision of services can be modified toward stronger cooperation.
5. CREATE A PUBLIC INPUT ACCEPTANCE ATMOSPHERE	Design and implement a structure by which the input of the public regarding the provision of services is sought after and factored into the policy-making process.
6. PROVIDE SERVICES ON AS-NEEDED BASIS ONLY	Move away from provision of quality-of-life services on any sort of routine basis. Instead, evaluate need level and provide immediate service only in severe emergencies.
7. CREATE A SEPARATE BUREAU TO BE RESPONSIBLE FOR SUCH SERVICES	Establish a separate bureau within the local government bureaucracy to research, evaluate, field test, and recommend action on service programs.
8. ESTABLISH A JOINT USER/PROVIDER COMMITTEE	Bring together members of the various user, or potential user, groups with a team from the various provider groups to evaluate the potential for service and to determine whether existing programs are still viable as they are, need to be modified to address changing needs, or should be discontinued all together.

This writer concurs with the panel's decision to combine the two into a single unified strategy. The potential for an approach like this to allow the agency to provide quality of life services of the type most desired by the community is enormous. Coupled with this potential is the conservation of resources allowed by not addressing areas or providing services which the service users don't feel they need. The deciding factor is that quality of life is a subjective matter, and the person living the life is the only judge of what constitutes "quality" in his/her mind. With the input of the service receivers, adequate decisions regarding the policies about such services can be generated. The effectiveness of such an approach should allow for more services to be delivered for the same dollar, since the unnecessary or unwanted services could be deleted.

Initially, the approach would be viewed from the base perspective of the stakeholder. Those who perceive the police as a force for good would view it as positive, while those who have a negative opinion of law enforcement would view the effort with suspicion. The other quality of life providers would, if the presentation of the concept is properly handled, view it as a positive step toward resolving conflict and preserving their role in the community. It is believed the elected officials would see it as one of those mutual gain issues in which support of a program to improve the delivery of quality of life services to the community could be supported by them and have a positive reflection on them in return. It would be the groups who tend to view anything law enforcement does as a threat to their way

of life that would present the greatest challenge. These groups, either because their way of life is founded on criminal activity or because of their experiences with police forces in their histories, would not be as open to participation in the process. If credible members of the immigrant community can be won over, they may take part.

IMPLEMENTATION PLAN

To implement an effort directed at organizing and streamlining the programs to deliver quality of life services to the community, the first and foremost need will be adequate information. To compile and assess this information a team of experts will be needed. Team members will need the support of their own agencies and will need to be assured that no single agency is planning to use this forum to place itself in ascendancy over the others. Because law enforcement personnel tend to assume leadership roles whenever they are placed on such a team, there must be a firm understanding that no representative or agency will take control of the direction of the team. To do this it may be necessary to place law enforcement personnel of lower perceived rank on the team so they will be less inclined to take over. The team will need complete information as to demographic shifts and projections. It will need the cooperation of the various fiscal elements involved to predict the levels of funding expected to be available and the expected costs of provision of the various services. Once the interagency information has been processed it will be necessary to make contact in the communities to be

served to obtain their input as to the levels and types of services most needed/desired by the communities. Once the resources and needs have been identified, it will be necessary to convene a joint committee, with strong advisory powers. This committee should consist of the provider teams and the receiver community representatives. Between them they should be able to arrive at a consensus as to where and to what degree resources should be allocated to each need. Having the representatives of the receiver communities on this advisory committee will allow the flow of information back to the communities so they can explain why the finite resources cannot be applied to only one problem or community. This committee would be able to identify which provider(s) would be the most appropriate for each service.

As the recommended actions are implemented, it would be the responsibility of the advisory committee to evaluate the effect of each action and to make ongoing recommendations as to the appropriateness of the actions. The committee would need to be somewhat fluid to allow for changes in its makeup to reflect changes in the community. Among its most critical tasks would be the identification of changes in priorities in the communities.

RECOMMENDED POSITION

Critical to the success of this strategy are several points: Among the most important is the joint cooperation between the various groups providing aspects of these services. To ensure

this cooperation, the natural tendency of the police officer to be assertive will need to be tempered with an emphasis on a spirit of group or team problem solving. There will also need to be a system by which the evolving needs of the community are recognized and changes in need are reflected in changes in the services provided. The primary task of each agency must be given primacy in the delegation of tasks. The police cannot be asked to reduce essential services to provide "nice to have" services. Likewise, Parks, Recreation, and Human Services cannot be asked to reduce its programs to enhance a service charged to another agency. There must be a system to prevent the development of "pork barrel" programs designed to appease an interest group or to make a person or agency look good.

Of less importance would be the actual mechanics of the program. How the various representatives on the committee are appointed will be less important than that they are true representatives of their communities or agencies. It will be less significant that one means or another is used to assess the effectiveness than that the effectiveness is evaluated and corrections made to keep the program meaningful.

STAKEHOLDER'S POSITIONS

SENIOR CITIZENS will be supportive of the concept from the beginning. It is believed that they will look at the concept for its positive aspects. Their perspective will be colored by their concern for holding down tax funded spending and their need for services. They will take an active and assertive role

in the workings of the advisory committee. They will be very reluctant to give up any of the protective services as they will perceive such losses as lowering their safety level. Because seniors come from all cultural groups, each will have some degree of sympathy for elements of the program which will serve that part of the community with which each is identified.

CENTRAL CITY MINORITY FAMILIES will be hopeful that the program will address some of the concerns which led them to move to the suburbs in the first place. They may be willing to join the committee and to take part in the process. Their single strongest stand will be on street gang impact. They are highly concerned over the threat, either extant or potential, to their children and will be unlikely to back away from support for gang interdiction programs. They will be likely to negotiate on less strongly feared programs for their communities as an alternative to giving up the antigang stance. The caveat here will be the natural tendency to be protective of their children who are already gang impacted. Many are unwilling to admit their children are involved and may resist programs which will lead to the identification and/or prosecution of gang members

SWORN POLICE PERSONNEL will be reluctant to move away from performing the tasks they perceive as their primary job, the provision of law enforcement safety services. They may be able to overcome their inherent tendency to view themselves as the leaders with the answers and to accept other persons as having viewpoints worthy of consideration. They may, also, come to

recognize the ability of the advisory committee to see a larger scope and to make recommendations benefiting larger numbers of people so that they will accept non-police leadership.

NON-SWORN POLICE PERSONNEL will hold strongly to the point that they have the ability to be more than the "go-fer"s of the program. They will make the point that they have organized and supervised programs in the past and are capable of doing so now as well. They will be less intractable on matters of actual delivery of services. They will be more inclined to be flexible in matters which they see as beneficial and in which they can be helpful, even if not in the limelight.

OTHER QUALITY OF LIFE SERVICE PROVIDERS will be strongly opposed to any attempts to downgrade their roles in the provision of service, especially if it may result in loss of revenue, status, or personnel. They will be more willing to accept situations in which they work on a communal basis with other agencies. There may be some resistance to be overcome with regard to service areas which overlap between agencies. They will need assurances that they will not be working themselves out of business. If the committee identifies too many areas of overlap that can be addressed by unification of responsibilities the action may make an agency, or a portion thereof, redundant. This would, of course, be threatening to the people concerned.

NEGOTIATING STRATEGY

Given the number of stakeholders involved in this project, the rational approach offers the greatest probability of success

as a starting point. While the various stakeholders are well versed in the needs and desires of their own constituency, they may be distrustful of the motives of the others. With a basis in compromise in which no one is harmed and progress, however minimal, is made, there will be a better chance of moving to a mutual gain situation. The process will center on the roles and responsibilities of each element. Care will need to be taken to avoid creating a need for any stakeholder to become defensive. Once an atmosphere of mutual trust has been built on a series of successes, of whatever size, then the needed levels of cooperation will follow. Because of the long-standing negative relationships between several of these groups some bonds of trust will be more difficult to build than others. In these cases it may become necessary for other members to act as intermediaries to facilitate progress. Once the bonds of trust are established the search for true alternatives to providing the services desired by the community will begin in earnest.

CHAPTER FOUR

MAKING IT HAPPEN

Managing the Transition to the Future We Desire

TRANSITION MANAGEMENT

Quality-of-life services delivered by the Rialto Police Department range from the essentials of shelter and food to the "nice to have" dimensions such as Explorer Scouting programs and Senior Services. The rationale behind the involvement of law enforcement, and the RPD in particular, ranges from the altruistic (the needs of the people can best be served by an entity having the resources of law enforcement) to the pragmatic (when everybody else is closed, the police are still there). These services reflect a drain on finite available resources. When times are good and there is a degree of surplus in the resource pool, it is relatively easy to allocate personnel and funds to support these programs. However, in the reality of tightening budget times and increasing demand for services a reevaluation of how these programs are structured and supported is mandatory.¹⁸ A complete and meaningful evaluation of the environment in which these services are delivered will reveal that there are many areas in which the services provided by one entity overlap, or completely duplicate, the services provided by another group. In a time of reduced resources such redundancy is inexcusably wasteful. Therefore any analysis of the delivery of services must include the other service providers. The objective of this project is to examine the delivery of these quality of life services in the terms of Rialto Police Department's appropriate role and contribution as well as the actions which must be undertaken to optimize the interaction among all providers of such services.

The objective is to develop a means by which all stakeholders can examine the delivery and reception of these quality-of-life services to ensure that as many as possible who need the service are able to have their needs met. At the same time, the duplication of effort must be identified and reduced as much as possible to allow for greater application of resources to the problems rather than to administration and infrastructure.

COMMITMENT ANALYSIS

In order to develop a commitment strategy an analysis must be made of the level of commitment perceived to be held by the various stakeholders and the levels needed to move forward to the desired end result. Once the positions held and the positions needed for success are identified, the action steps needed for movement may be identified and implemented. From the spectrum of stakeholders it is necessary to identify those whose active commitment to the desired change will be needed. This group will comprise the "Critical Mass". This group will provide the required impetus for the desired change and without its support success will be questionable. The actors in this case have been identified by three law enforcement managers, Captain George Westcott, Lieutenant Richard Skalski, and Lieutenant Daniel Wyde, all of the Rialto Police Department. This group will take the role of the initial-impetus team in seeking change in the stances of the Critical Mass members. It will be their responsibility to identify the strategies useful in achieving the desired change in commitment and to take the needed steps to attain the change. To fully understand the

positions illustrated in the Critical Mass Commitment Chart (Table 8) and to explore the possible interventions available, a brief summary of the actors is provided.

TABLE 8

CRITICAL MASS COMMITMENT CHART

PRIME ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
1. CHIEF of POLICE			0 ————— X	
2. POLICE UNION PRESIDENT	X —————		0	
3. OLDTIMER'S FOUNDATION DIRECTOR	X —————	0		
4. DEPT. of PUBLIC SOCIAL SERVICES		X —————	0	
5. CITY COUNCIL MAYOR/ADMINISTRATOR		X —————	0	
6. COUNTY BOARD of SUPERVISORS	X —————		0	
7. PRIVATE SOCIAL SERVICE AGENCIES			XO	
8. RESIDENTS via NEIGHBORHOOD WATCH		X —————	0	
9. AREA CLERGY ASSOC. CHAIRMAN		X —————	0	
10. SCHOOLS	X —————	0		

X = PRESENT COMMITMENT LEVEL

0 = NEEDED COMMITMENT LEVEL

CHIEF of POLICE. The Chief of Police is new to the position and follows an incumbent who was in the position for fifteen years. The previous chief tended to impose his position rather than seek consensus and buy-in. The new chief has the power to do so as well. Fortunately, he is receptive to suggestion and very conscious of the situation which brought the former chief to the end of his career. He will be able to see that a stance as an imposer of change rather than a helper of change will be counter productive and may lead to resistance for the sake of resistance. His positional shift can be accomplished by the impetus team's providing him with clear insights into their work in this area and by giving him a careful analysis of the pros and cons of use of his power.

POLICE BENEFIT ASSOCIATION. The PBA will view a move to structure the provision of these services as a further move away from doing "real police work" and into "social work". As long as there is no real plan, the PBA is inclined to accept the provision of these services as incidental to doing their "real job" of putting bad guys in jail. The PBA is pivotal to this change. They have received a strong infusion of credibility and power with their recently successful movement to topple the power structure of the RPD. As a result, they may tend to resist anything they perceive as imposing new roles on their members or diminishing their status in the community. They must be actively in favor of the new concept and help to make it effective; simply going along and letting it happen will cause it to wither. The Board of Directors of the PBA must be

included in the planning process from the very beginning. To accomplish this goal the president of the board should be invited to become a member of the impetus team as soon as it shifts from a theoretical mode to an action-planning mode. This early involvement of the president will give him/her an element of ownership and will be important in bringing the union into a supportive role. Of particular importance will be the act of involving them in analysis of the possible savings in both time and money which could be applied to furthering their goals and self image. If they accept the concept that the support of the community and other provider agencies will assist in the realization of their desires they should become active positive participants.

OLDTIMERS' FOUNDATION. This senior citizens' support group was originally made up of retired steel workers from the Kaiser Mills. Since then it has broadened its membership and the services it offers. The group is made up of retired people from every walk of life and they have become masters at maximizing the benefits they derive from the various social service and governmental agencies with which they work. As the Foundation has grown and established relationships with various agencies, they have empaneled a board of directors with a full time director. This director serves as the organizational head of the foundation and would be the most likely person through whom the impetus team should work. The Foundation is able to receive funding for the provision of the same service from more than one source on many occasions. If the provision of services becomes

more systematic and the providers begin to coordinate their work, the Oldtimers' Foundation may lose some of its duplicate funding and may perceive this as a threat to its ability to give the members the added benefits this extra funding provides. To overcome this resistance the Oldtimers will have to be shown that the provision of the services in a systematic way will ensure that their members will not be deprived and that other deserving recipients will benefit. As long as the director does not take a stance in active opposition, the program should be able to achieve the desired results. There is a very real possibility that the knowledge that more people will be served will not satisfy the group. It may be necessary to point out to the director that it would make the group look anti-social if its opposition were to become public, especially if it were to appear that the Oldtimers were being selfish about their "double-dipping" activities.

THE DEPARTMENT of PUBLIC SOCIAL SERVICES. This umbrella group has seemed content to allow changes in which other agencies take over or supplement its tasks. Often this is because there is far more demand for the Department's services than its resources can address. If it were to take an active role in helping the changes take place, it could bring significant resources to the effort. To achieve this movement from passive to active involvement, the director of the agency should be approached by both the impetus team and the Chief of Police with an appeal to his/her desire to provide better levels of the services which his/her agency provides. He/she can be approached on the

premise that his/her knowledge and leadership will be critical to the success of the concept.

THE CITY COUNCIL. The City Council members have not taken an active role in the evolution of the present situation. Their stance has been essentially "if it's not broken don't fix it," and it does not appear to be broken to them. They can best be approached through the existing city structure. The Chief of Police can provide the introduction and validation for the impetus team in their contacts with the City Administrator. Once he/she is made to see the viability of the concept, the information can be passed to the Council with endorsement. They can be motivated to take a more supportive role if they can be helped to see the benefits to the city from elimination of redundancy in the provision of services. If nothing else, they can be shown that such a stance will be politically correct in getting the most for the dollar spent.

THE COUNTY BOARD of SUPERVISORS. Supervisors have been very reluctant to engage in any movement which might reduce their political influence or cause the spending of any more money. They will be inclined to oppose the concept on the basis that the redefinition of the roles may impinge on their policy making power or on their discretion in the allocation of resources. Since they are the source of many of the resources which will be included in the pool, they will have to be brought around to believing in the value of the concept and to helping implement the changes decided upon. Because they are a political body,

they need to be approached in much the same way as any area-based political unit - that there will be something in it for their home districts. The most approachable member will be the local district supervisor. Once he/she is helped to see the benefits, both financial and political, he/she should provide the pathway to convince the other members of the board. The fact that they will be hearing from several groups who will perceive this as impacting on their turf will need to be offset by the showing of potential good by the freeing up of resources. If they can be convinced that they will be able to show their constituents that they are getting more for their tax dollar, they will be more inclined to take the risk and become active in helping bring about the change.

PRIVATE SOCIAL SERVICE AGENCIES. These agencies tend to be quite altruistic and can be expected to continue to be so. They will be quick to evaluate the plan as providing more effective services to the clients. This group can be expected to take an affirmative role in the transition and to help move forward.

RESIDENTS. As much of the activity of the entities involved in this change are tax driven, the tax payers will need to be brought into the group of relevant stakeholders. As we have seen in tax payer activist groups which have brought about major changes in government funding patterns, they are a force to be reckoned with. Currently they are perceived, with a good degree of accuracy, as taking a "let things happen" stance. To ensure the long-term success of the program they should be brought into

the "help things happen" category to give them some ownership in the program. The RPD has a strong Neighborhood Watch program in place. The forums would provide a ready made setting for provision of information to the citizens. The most effective approach will involve informing them as to the benefits available to them from such streamlining. The resources freed up by coordination of service delivery will be available to be applied to other community needs. By letting them have a hand in the prioritization of this redirection of resources, their help will be better assured.

AREA CLERGY. This group is somewhat coordinated in the City of Rialto as there is an active clergy association and an active police chaplains program at RPD to use as a base for approaching the group as a whole. The chairperson of the chaplains' program should provide the impetus team with access to the clergy association. The clergy have tended to take a hands-off stance for the most part, giving advice only when asked for it. If they can be moved into the role of helping change occur, they will provide an invaluable resource in furthering the outreach to the community. The clergy should be reachable if approached with the concept of more good being done for more people.

SCHOOLS. Traditionally, the local schools have regarded themselves as an entity unto themselves with little need for the other governmental bodies. They have resisted other efforts to streamline or change the means by which services are delivered. Their reasoning seems to be that they do not want to open up any

exploration which might diminish their funding or increase their expenses. They will not be critical to the furtherance of the project IF they do not actively oppose it. The approach to them must include some assurance that there will be no effort to impact their resources. If they receive these assurances, it is believed they will move to the desired stance.

TRANSITION MANAGEMENT STRUCTURE

To manage this transition successfully, it must be approached in a careful and methodical manner. Transition, or change, can be managed in a variety of ways "...planned change can be divided into three basic types of strategies: empirical-rational, normative-reeducative, and power-coersive."¹⁹ The manner in which change in this environment is managed will have much to do with the final success or failure of the program. The necessary pre-change planning must be undertaken to ensure that as much of the element of chance as possible is taken out of the process. The transition itself, with all of its uncertainties and anxieties, must be handled carefully to prevent straying from the purpose and to prevent the use of the process for self aggrandizement by any party to the process. Finally, a process for status checks, once the transition has been completed, must be built in to determine whether the desired and anticipated benefits have been realized.

Throughout the entire process there must be a team comprised of members of most, if not all, of the prime actors. In order to maintain ongoing credibility with the recipient groups and the

provider groups, a steering committee comprised of clergy, social service agency representatives, law enforcement, and recipients must be constituted. Once this team is formulated, the law enforcement representatives must be very careful not to force themselves into leadership roles. It must be a prime directive for these members that they are there to support, not to lead or control. This group will have the responsibility for identifying programs for study, resources for allocation, and means by which quality may be checked and controlled.

Once empaneled this team will establish its own sunset, for one of the goals of the program is to eliminate redundancy, not to foster it. The only vestige left once the change has been made should be the means by which the ongoing effectiveness will be monitored. While in place this team must have the authority, from the various bodies represented, to commit them to the changes decided upon by the team. To reach these commitments each and every member of the team must come with the willingness to look honestly and openly at the end goal of the most efficient and effective provision of services to the greatest number of recipients. The members will have to have the persuasive skills needed to sell the end product to their co-workers or peers whom they have represented in order to gain their support for the implementation. Those charged with the on-going quality control will also need the trust of all groups involved and unquestioned integrity to ensure continued confidence in the program.

There are some protocols and technologies already in place from which the team can build the desired system. There are police agencies which serve as conduit points for provision of certain social services through an agreement with other service providers. The Arroyo Grande Police Department works with the local churches to coordinate the provision of certain short term support items. This serves to centralize and coordinate the delivery of the services and reduces redundancy.²⁰ There are computer networking systems now in use which could provide a screening data base for much wider reaching controls. "Consequently, residents of a city or county with a well integrated public safety network may get more protection for their tax dollars."²¹ Using this same technology the quality of life providers could maximize their effectiveness as well.

IMPLEMENTATION METHODOLOGY

Because this change will be more concerned with human elements than with technological systems, there will be a more subjective approach to implementation. Five approaches to dealing with the implementation have been selected for inclusion in this project.

RESPONSIBILITY CHARTING. This technique will prove helpful in identifying the roles of the various stakeholders and actors in the change process. This process will help resolve conflicts and ensure timely completion of phases of the project. It will also eliminate a degree of duplication of effort in that only those needing to take part in an action will be involved in the

process. Table 9 reflects such a chart devised with the help of two members of the NGT panel.

TABLE 9
RESPONSIBILITY CHART

TASK	A C T O R	CHIEF	TEAM (LEADER)	CITY COUNCIL	COUNTY SUPERVISORS	INVOLVED ENTITIES
MISSION STATEMENT		S	R	S	S	A
PLANNING		S	R	S	S	S
IDENTIFY RESOURCES		A	R	A	A	A
INFORM DEPT. OF PROJECT		S	I	I	-	R (POA)
PROVIDE DEPT. TRAINING		R	S	S	-	S
MONITOR MILESTONES		I	R	I	I	I
ESTABLISH ALLOCATIONS		S	R	S	S	S
MEDIA RELATIONS		S	R	S	S	S

R = Responsibility

A = Approval (Veto Power)

S = Support (Including Resources)

I = Inform (To Be Consulted)

CONFLICT MANAGEMENT. Conflict must be expected in a process such as this. The question will be how effectively the energy of the conflict will be turned to positive and constructive

effort. By achieving successful buy-in of the members to the concept that this process will ensure a maximum of service provided in the most cost effective way, we will redirect this energy from turf protection to cooperation. To achieve this a certain amount of time will be required to be spent overcoming preconceptions of each other's agendas. It will help to start with some small items on which all members will be able to agree. These may involve identifying some small task or service which could be better handled in collaboration than by any single entity. With small shared victories will come a sense of unity of purpose. Once this becomes the working mode of the team, it will be far easier to approach the more difficult questions which will come up. It will be necessary for the person or persons whom the team delegates as the leader to maintain a constant eye on the goal of the team to prevent straying too far. The avoidance of competition and the fostering of collaboration will be the responsibility of the team leader.

QUESTIONNAIRE. A well designed questionnaire or survey document will go a long way toward giving a broad spectrum of the population a sense of ownership in the project. The results of the survey can provide a strong indication of where the community believes the needs and resources are and how they should be allocated. This information will be valuable to the transition management team because it will provide a foundation on which to build their plans and an agenda for discussing their decisions with their home groups.

MILESTONES. To provide a reality check for the transition team and for the involved groups, a series of tangible milestones should be identified. When each is reached an appropriate recognition should be made. Especially significant will be the actions of any group which can be credited with giving up some of its personal turf in the interests of the betterment of the whole. As it becomes more acceptable and praiseworthy to do what is best for the greatest number, then these actions will become the norm. The final milestone will be the dismantling of the team because its job will have been completed.

COMMUNICATION OF THE VISION. Once the path is embarked upon, the team must paint the picture of the future for everyone involved. This cannot be done just once. The picture must be painted over and over again. As each milestone is successfully reached and celebrated will make the colors a little brighter and the images a little sharper. As the effectiveness of the effort proves out the picture first painted, it will tend to validate the efforts and to draw more into a commitment to the provision of the most service to the most recipients with the least duplication of effort.

CHAPTER FIVE

PLANNING TODAY TO PROVIDE FOR TOMORROW

CONCLUSIONS

CONCLUSIONS

Although the predictions about the length and depth of the present economic recession vary, there is little disagreement that California will continue to feel the effects for the next several years. There is also little doubt that people will continue to move to California in large numbers. Economic slowdown and coupled with a population burgeoning with those seeking a better life can only mandate an increased demand for services with an accompanying decrease in resources. If services beyond the most basic are to be provided a comprehensive examination of the way these services are allocated and delivered is critical. There are many dedicated professionals involved in various aspects of the delivery of public service. In contacting many of them during the research for this study there is sufficient positive input to believe the convocation of a joint steering committee to minimize redundancy and to optimize the delivery of service is possible.

With the desired degree of commitment to this concept the committee should be able to identify areas to be addressed, formulate a plan to meet the needs of as many as possible, and to obtain the required level of acceptance from the various stakeholders. The role of law enforcement will still be critical to the delivery of many of these quality-of-life oriented services. While law enforcement should not be a primary provider is these services the fact that safety services are available around-the-clock makes them the logical source for the point-of-immediate-need provision of service. Models, such

as Arroyo Grande, could easily be adapted and expanded to address the provision of service as the proxy for a variety of provider agencies. The key to success in this sort of undertaking is an open and honest spirit of cooperation among all of the entities involved.

To prevent abuses of the program a networking system will need to be set up. The computer base will need to include enough identifying information to limit multiple and/or redundant requests for services. It is in these areas where the expertise of law enforcement relative to investigation and identification may prove to be most beneficial. The levels of technology in place today in the law enforcement community is adaptable to suit the needs identified herein without violation of any confidentiality statutes. The advisory role of law enforcement must, again, be stressed. The dedicated service providers must be assured that law enforcement is not looking for new fields of prosecutable suspects in this matter. It must be clearly understood by all parties involved that the goal is to provide the maximum of benefit to those in need. With adequate safeguards and an enhanced level of mutual respect among providers and receivers the continued of provision of these services will be possible, even with some reduction in resources.

APPENDIXES

APPENDIX I



City of Rialto *California*

POLICE DEPARTMENT

Raymond E. Farmer

Chief of Police

Oct. 22, 1991

Dr. Marlin Foxworth
Superintendent of Schools
Rialto Unified School District
182 E. Walnut Ave.
Rialto, Ca. 92376

Dear Dr. Foxworth

I am Lt. Brian Hebbard of the Rialto Police Department. I am a member of the California Peace Officer's Standards and Training Command College. As part of the Command College's study of the future of law enforcement in California I have undertaken a study of the provision of "Quality of Life" services by local police departments over the next ten years. To fully explore the impact of changes in the type of service delivered to the community, I must assemble a panel consisting of knowledgeable representatives of the segments of the community whose lives will be affected by any such changes.

This expert panel will meet once, during the week of Nov. 4-8, 1991, for approximately three to four hours. During this meeting we will review many events and/or trends which may be significant in deciding the directions local law enforcement will take over the coming decade.

The participation of a member of your organization in this project will provide valuable insights and will greatly enhance the usefulness of the result. If you would designate someone to assist me I would greatly appreciate it. I have included a self-addressed envelope for your use in advising me of your representative. If you have any questions please feel free to call me at (714) 421-7212.

Thank you, very much, for your assistance.

Sincerely,

R. Brian Hebbard, Lieutenant
Professional Standards Unit

APPENDIX II

TRENDS WHICH MAY HAVE AN IMPACT ON THE DELIVERY OF SERVICES

WORKING DEFINITION: A "Trend" is any pattern of points or events which tend in a given or discernible direction. A "trend" has no predetermined direction or impact, instead it is allowed to speak for itself. (i.e. "The crime rate" is a trend while "The increase in the crime rate" has a predetermined direction and does not fit our definition.

SAMPLE TRENDS

1. Demographics
2. Demand for police services
3. Population shifts
4. Level and/or ratio of taxation
5. Employee education levels
6. Local crime rates
7. Rate of referrals to/from other service agencies
8. Local unemployment rate
9. Ratio of population to officer
10. Supreme Court (U.S.) decisions
11. Regionalization of governmental services
12. Support for/resistance to law enforcement
13. Vehicular traffic type and volume
14. Gang influence/violence
15. Homelessness

APPENDIX III

EVENTS WHICH MAY HAVE AN IMPACT ON THE DELIVERY OF SERVICES

WORKING DEFINITION: An "Event" is any single point or occurrence which is capable of being isolated and/or discriminated.

1. Prop. 13 declared unconstitutional
2. Population of the city reaches 150,000
3. City contracts with an alternate provider for police services
4. Large scale manufacturing facility with large payroll locates within the city
5. Major earthquake strikes causing major damage in the city
6. Cities are disincorporated as a redundant layer of government
7. Area unemployment reaches 15%
8. Budget crisis forces city to reduce police staffing 25%
9. Certain "recreational" drugs are legalized as a source of tax revenue
10. Rialto Airport becomes an important regional center for air freight shipment
11. Joint powers agreement between area cities for provision of municipal services
12. Loss of multi-million dollar law suit not covered by excess-loss umbrella
13. Annexation of Blcomington as an entity
14. Drug/alcohol rehabilitation center built and opened
15. Gambling facility built and opened

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¹⁵ Michael deCourcy Hinds and Erik Eckholm, "States, cities must pay cost of '80s," THE SUN, 30 December 1990.

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