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ABSTRACT

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POLICE AND COMMUNITY FOUNDATIONS:
NON-GOVERNMENTAL FUNDING OF POLICE SERVICES
IN THE FUTURE

by
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PEACE OFFICER STANDARDS AND TRAINING (POST)
1993

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Police and Community Foundations: Non Governmental Funding of Police Services in the Future.

Abstract

This study consists of two major parts: a journal style article and a supporting technical report. The journal article focuses on one segment of the technical report, the development of a strategy for foundation funding of police services. The technical report has three major sections: a future study of the impact community supported law enforcement foundations will have on financing law enforcement; a strategic plan for the implementation of the recommended strategy using the Fresno Police Department as a model agency; and a transition management plan. Emerging trends and events that will impact the need for additional funding sources were forecast. Policies were developed along with a recommended strategy. The major consideration involved protecting police integrity while trying to increase funding. Graphs and additional data are in appendixes.

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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 possisble 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).

Police and Community Foundations:
Non-Governmental Funding of Police
Services in the Future

Where will the money come from? Law Enforcement as well as most other

government agencies that are supported by tax-based general funds have been exploring

different funding methods. Police alternatives have included such things as: service fees,

asset seizure, special event fees, and special tax districts.[1] The use of community supported

foundations has occurred in several communities and has been considered by others, which

brings us to the main topical question of this article: What impact will community

foundations have on financing of law enforcement by the year 2002? To answer this, three

areas need to be examined: the degree of community interest in forming foundations to

support law enforcement; the degree of interest police executives would have in a foundation

supported by the community; and the types of police programs likely to be supported by

foundation money.

The Need for Funding

General funds of state, county and municipal governments have been decreasing since

1978, when the California voters passed Proposition 13, which limited the amount of

property taxes paid.[2] Proposition 13 was the outcome of a tax payers revolt against

inefficient government, abuse of government spending, and inflationary property taxes.

Governments were forced to trim excess spending and to more efficiently manage services.

Fourteen years later many sections of government, especially police agencies, are reporting

that they are doing the best they can with what they have, but they need more.

Prior to 1978, general government funds relied on the property tax base. Since then,

service growth has depended on the sales tax revenue generated by a growing economy. The

State of California is in a recession that has been projected to last into the twenty-first

century.[3] This will mean reduced sales tax revenue, and therefore, less money in general

funds to pay for police services. This news would be bad enough if law enforcement could

depend on the demand for services remaining stationary; however, the projection for the

demand for police services shows an increase.

The next ten years will consist of increased service demands and reduced general

funds to pay for those services. Police executives need to start planning for those

discrepancies. Such plans necessarily require community support.

Positive Indicators

Communities are getting involved. The concept of community oriented policing is on

the rise and is projected to be the policing method of the 1990's by the National Institute of

Justice. Community policing is based on the concept of shared responsibility for community

safety and security. Police and citizens are partners in establishing and maintaining safe and

peaceful living environments.[4] As the community becomes involved with the police

concerning safety issues they will be able to assess the need for more police or police

programs.

Citizens have shown their willingness to give more money to the government for certain essential services. In 1988, the citizens of San Diego county voted to increase Sales taxes by one-half cent in San Diego County to support local jails and courts. This tax would raise $1.6 billion in the ten years of its existence. The tax increase was overturned by the California Supreme Court when it ruled that local special taxes must be approved by a two-thirds majority vote, not a simple majority, because of limitations placed on tax increases by Proposition 13.[5] This same fate may fall on the community of LaVerne, which supported an annual property tax assessment to maintain police, fire and other municipal services. There was support from 57% of the voters.[6]

In the November, 1992 elections two more communities tried in vain to raise taxes. In Oakland an initiative to increase taxes for libraries lost after receiving 65.8% of the vote. Contra Costa County voters were unable to increase taxes to fund gang and drug task forces even though they had 64.4% of the vote.[7] The effects of Proposition 13 are frustrating many voters who want to help monetarily.

Citizens will donate to causes they feel are worthy and in which they have a common interest.[8] In 1986, individual contributors made up 82.2% of all non-governmental support to non-profit organizations by donating 71.72 **billion** dollars.[9] As Police/Community partnerships grow, in an effort to make communities safer, so will the availability of foundation funds.

Several communities have successful community law enforcement foundations. Law enforcement executives need to analyze these successes to judge whether their efforts can be duplicated in other communities. The success of these community supported law enforcement foundations is encouraging as a future revenue source indicator.

Morgan Hill Community Law Enforcement Foundation (CLEF) is a very successful program, according to Morgan Hill Police Chief Stephen Schwab. He feels that financial support is only one positive factor in having a community foundation. Another factor is the Police/Community partnership that develops when you work toward common goals.[10] The foundation has twenty-one directors on its board with 320 total members. The Foundation was started in 1985, however, it took eighteen months to establish by-laws and obtain non-profit status. The Foundation has raised over $200,000 and has supported programs which include: Canine unit, 4x4 vehicle, mounted unit, D.A.R.E.(Drug Abuse Resistance Education), McGruff, Sober Graduation, Crime Stoppers Reward System and computer hardware and software. It is currently in the process of assuming all crime prevention responsibilities for the police department, including the financial aspects.[11] Without the financial support of CLEF the police department would have eliminated all crime prevention efforts for lack of funding.

United Against Crime is a Community Law Enforcement Foundation established in Santa Barbara County. Its board is comprised of thirty five members with seven heads of law enforcement agencies as associate members. Executive director Tim Mahoney reported that

with the help of over 2500 businesses and people contributing to the Foundation its goal is to make Santa Barbara the safest possible community. The Foundation funds many different programs including D.A.R.E., Crime Stoppers, STAR education program, and the United Against Crime Security News. According to several Santa Barbara police executives United Against Crime has had a positive impact on the department and the community.[12]

The D.A.R.E. America non-profit organization, a drug education program, is a good example of how a program can grow through the use of contributions. Although D.A.R.E. America is now a national organization, the D.A.R.E. program was started by the L.A.P.D. in 1983. In less than ten years, the program now teaches over 5 million students in 3,500 different communities. This organization is proof that if common goals are shared there is a way to find the funds to make it work.[13]

Developing a Strategy

In order to develop a strategy that would allow foundation funding the following steps were taken:

Model City - The city chosen as the model was Fresno, California. Fresno has an ethnically diverse population of 400,000. The city government consists of a mayor, six councilpersons and a city manager in charge of day-to-day operations. The police department has 650 personnel with 426 sworn officers. Like most California cities, Fresno has faced budget shortfalls causing a reduction in services.

<u>Mission Statement</u> - A mission statement was developed dedicating the department to providing quality law enforcement services which meet the community's needs and uses all available resources to enhance police programs aimed at increasing the quality of life in Fresno. The following goals were established to help achieve the mission:

1. Improve the quality of life in the City of Fresno by using proactive police programs.

2. Establish avenues which allow community donations to support new or continuing police programs.

3. Actively seek donations and, at the same time, establish safeguards to keep the Fresno Police Department's reputation as a professional agency untarnished.

<u>Environment</u> - It was necessary to evaluate the environment and to determine the opportunities and threats that were present which could impact the mission. The strongest opportunity was the community's willingness to be involved with the police in order to improve the safety of the city. The most imposing threat was the public fear of police corruption.

<u>Department</u> - The Fresno Police Department was scrutinized to determine its strengths and weaknesses as related to the success of the mission. The Department had two major strengths. The Department has been involved in Community oriented policing for many years

resulting in strong working partnerships with those in the community. The second strength was the department's reputation. The community has strong faith that the department is professional, corruption free, and upholds the strong values of the community. The major weakness observed was one of a tradition that refused monetary support directly from the community.

Stakeholders - It is important to know who will be impacted by a plan and what position they will originally take. Will they support it, oppose it, or have concerns about it? The stakeholders were assessed as to how they related to Fresno and the mission. The stakeholders identified were:

1. Chief of Police

2. Chamber of Commerce

3. City Council

4. Sheriff

5. Existing Foundations

6. Foundation Contributors

7. New Contributors

8. Fresno Police Officers' Association

9 M.A.P.A.(Mexican American Political Association)

10. N.A.A.C.P.(National Association for the Advancement of Colored People)

11. Lao Family Community

The major concerns most of the stakeholders share are police corruption issues and how the money would be spent. The minority groups were concerned that the proactive police programs could be used against minorities. The majority of the stakeholders would, however, support the mission.

Strategy Selection -- It was important to explore different strategies that could be used to accomplish the mission. There were nine different strategies evaluated and the three with the highest feasibility and desirability were subjected to further review.

Strategy #1 - The city would help establish a foundation to receive money or other donations from the community. The foundation board, comprised of representatives of the community, would regulate how the money would be spent. The advantages to this strategy was its ability to plan long range funding, and, since the foundation board would be responsible for the funds, safeguarding against corruption. The disadvantages were that the foundation process could be bureaucratic, contributors might have little influence on how money is spent, and board decisions to fund programs could have hidden costs to the city.

Strategy #2 - The development of a system that would allow the police to create a special account to collect donations. The police would develop the program and then take the details of the program to the community to gain financial support for its implementation. The advantages to this strategy were that the contributor would know what program the contributions were going to, the contributor would have a closer partnership with the police, and the police and council would have direct control of programs. The disadvantages were that there were no safeguards against perceived influence buying, programs would be limited

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to those originated by the police, and the council might decide to delay funding a program hoping citizens would support it with donations.

Strategy #3 - Establish a special account within the police department budget allowing the community to make monetary contributions directly to the police department. The police department would then decide how the money would be spent.

The advantages were that there would be little administrative cost, short term programs would be easily funded, and the use of money would not be restricted. The disadvantages were that there were no safeguards against corruption, citizens may want favors, and the entire cost for managing the system were the police department's responsibility.

Stakeholder perception of strategies - Once again it was important to determine how the stakeholders would perceive the strategies. It would be important to select a strategy that would have the most support and the least resistance if the strategy were to be a success.

Strategy #1 - The majority of the stakeholders would support this strategy. The city council would support it if the strategy were changed to allow more council control of programs.

Strategy #2 - There was major opposition to this plan from the foundation boards. They could not support a plan with no safeguards against corruption, fearing it may tarnish foundations in general. The council and minority groups would support this strategy if a system were in place to allow their input into programs before they were funded.

Strategy #3 - This plan had only one supporter, the new contributor. All other stakeholders would oppose the strategy without some type of change.

<u>Recommended Strategy</u> - The recommendation was to adopt Strategy #1 with a slight modification. The Foundation Board would be given pre-designed programs from the police department which would have been approved by the City Council. The Foundation Board could still request modifications before soliciting donations.

This plan would have increased support for several reasons:

1. Contributors would know the type of programs the funds would be supporting.

2. City Council and the police would be assured that funded programs benefit the city and do not create additional burdens.

3. The safeguards of the foundation itself would protect against the misuse of funds.

Conclusions

Police executives are facing severe budget shortfalls. This lack of resources hampers the accomplishment of any agency's stated mission. Faced with this dilemma, police executives must seek alternative ways to fund their organization. The focal point of this article is the establishment of a community foundation to provide those much needed funds.

If properly planned, community foundations will have a significant impact on funding of police programs by the year 2002. They will support many proactive police programs that would be nonexistent without foundation support. The community has already shown that it

is willing to donate money to worthy causes it believes in, and there is no reason to believe this support would diminish. If anything, the willingness to support police programs should increase as community oriented policing increases and the police and the community share common goals. Police executive interest in foundation funding will grow in correlation with the decrease in government funding. When faced with the option of cutting quality police programs or seeking funding, the police executive will seek funding.

Many proactive police programs are popular among foundation funding efforts. Those mentioned include D.A.R.E., S.T.A.R., Crime Stoppers, Mc Gruff, canine units, mounted patrols, Computer equipment, gang units, hazardous response teams, scholarships, and P.A.L. (Police Activities League).

The ethical dilemma faced by the police executive when deciding to accept public donations is an important consideration. A study evaluating the impact of outside private funds on police ethics is timely and would address this concern. The information would be very helpful to agencies considering foundation funding for police services in the future.

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PART ONE - INTRODUCTION

PART TWO - FUTURE STUDY

WHAT IMPACT WILL FOUNDATIONS HAVE IN FINANCING
LAW ENFORCEMENT BY THE YEAR 2002?

PART THREE - STRATEGIC PLANNING

A PLAN FOR LAW ENFORCEMENT
USING FRESNO, CALIFORNIA POLICE DEPARTMENT
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PART FOUR - TRANSITION MANAGEMENT

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PART ONE

INTRODUCTION

INTRODUCTION

WHERE WILL THE MONEY COME FROM? This question is asked by just about every person in society. The need for money may differ from individual to individual or business to business, but it still exists. California government, both state and local, are asking the question right now. The California economy is in a recession which some economists say could last a decade.[1] Meanwhile, city governments are still suffering from the passage of Proposition 13. This initiative not only cut property tax revenues almost in half,[2] but also required a two-thirds majority vote for any new tax initiatives.[3]

Since law enforcement has traditionally required a large percentage of city or state coffers, the adequate financing of law enforcement could be in far greater jeopardy in years to come than it is today. City and state governments must take an active look at what the future holds for law enforcement so they can try to change an undesirable future by implementing policies today.

Law enforcement executives have explored many alternate funding methods such as service fees, asset forfeiture, and special event fees to offset the reduction in tax dollars. Most of these sources have only made up a small portion of the lost tax dollars.[4] Another method law enforcement executives have explored for increasing funds is to seek contributions from private sources. This has been done with some success throughout the United States. Between 1984 and 1986, the City of Oakland received contributions of approximately $1.2 million from downtown business owners to fund extra police officers, canine units, and mounted units. These efforts have been part of a large effort to revitalize downtown Oakland. New York City's Police Foundation raised over $1.3 million to pay for

health screening, scholarships, automation of records, and training programs in the Police Department. The Chicago Police Department bought bullet proof vests with $1.5 million in donations from a private fund raising drive, which saved four officers' lives in a matter of months.[5]

California police departments, for the most part, have not actively taken steps to seek donations from local communities. There have been several reasons for not having done so. Perhaps the most prominent is the perception of some that police solicitation of money from the community would open opportunities for corruption or buy special treatment from the police.[6]

The focus of this study is to determine what impact, if any, foundations could have on financing California law enforcement by the year 2002.

There are several indicators that should send the message to police and city administrators that the community is willing to help. First, several tax initiatives for special assessment districts supporting local police have recently received considerable support; however, they did not pass by a two-thirds majority vote. For example, in San Diego citizens voted for a half cent increase in sales tax to pay for jails and courts.[7] LaVerne, California, had a majority fifty-seven percent vote for an assessment to maintain police and fire services.[8] Although these initiatives may fail because of Proposition 13 requirements, they demonstrate that the majority of the people in those cities would support police monetarily.

The second indicator is citizen involvement with police. Community Oriented Policing is on the rise not only in California but throughout the United States. The concept of shared responsibility for community safety and security where police and citizens are partners is on the rise.[9] Many citizens, for example, will donate the time and energy to Neighborhood Watch or street safety.

The third indicator is the willingness of private citizens to donate money to worthy causes. In 1986, individual contributions to non-profit organizations totalled $71.72 billion.[10] This figure was an increase from the $58.7 billion donated in 1982. In 1982, there were only 225 community foundations in the United States, yet they still had assets of $2.7 billion.[11] These figures demonstrate that people will donate to non-profit organizations, especially those that are of interest to them. Considering the increase in crime, public safety is of paramount importance and is a cause that many people may find worthy of a donation.

The fourth indicator is the success of several law enforcement foundations in the state. The Community Law Enforcement Foundation has had tremendous success in the community of Morgan Hill.[12] According to the Morgan Hill Police Chief Stephen Schwab, the foundation was formed in 1985 and has worked with the police supporting such programs as: a Canine Unit, Crimestoppers, a secret witness program, a Hazardous Response Team, motorcycles for training, computer systems, a D.A.R.E. (Drug Abuse Resistance Education) program, and scholarships.[13] Foundation trustees are currently exploring the possibilities of funding the department's crime prevention program. The foundation, which has grown to

320 members,[14] has several annual fund raisers and have been successful in raising about $60,000 this year.[15]

The second successful community law enforcement foundation is United Against Crime. This is a local foundation that supports law enforcement agencies in Santa Barbara County. This community supported foundation is represented by seven top law enforcement executives.[16] According to their Executive Director, the foundation works closely with the law enforcement agencies and support D.A.R.E. programs, the dissemination of crime prevention information, an education program, and a reward system for the arrest of criminals. United Against Crime reaches more than 35,000 citizens with its bulletins.[17] Several Santa Barbara Police administrators believe that the United Against Crime Foundation has had a positive impact on their agency and the community.[18]

One of the most successful foundations is D.A.R.E. America. In only eight years, D.A.R.E. America has grown from a foundation supporting the D.A.R.E. program for the Los Angeles Police Department, to an international foundation which supports 3,500 communities in 50 states and six foreign countries. Its support will help five million children in over 150,000 classrooms receive the D.A.R.E. curriculum this year.[19]

With this information as background data, this study will analyze the impact community supported foundations could have on financing local law enforcement agencies.

The first section of the study will involve a process for defining the future. This process will include a review of the literature surrounding this issue, development of sub-issues that need to be addressed, and a look at trends and events that could impact the issue

in the next ten years. The final part of this section will be the presentation of three data based scenarios that will paint different pictures of the future year 2002. The first will be a picture of the future if one can do nothing to change it. The second scenario will depict the future as people would like it to be, where necessary policies are developed so the "desired and attainable" future is reached. The final scenario will describe a picture of a "turbulent future" where unexpected events occur and trends travel in different directions than anticipated.

The second part of the study will present a strategic plan for obtaining a desired and attainable future. The implications of establishing policies that allow donations from the community will be assessed. The model organization for this process will be the Fresno Police Department; however, most aspects of the plan could fit most agencies. The organization will be evaluated for its strengths and weaknesses, the goal being to avoid or modify the weaknesses and build on the strengths. Another important part of this section is to identify stakeholders; those people who would be impacted by the plan. Three policies will be developed with one being selected as the most acceptable to the stakeholders. This policy will be subjected to operational planning or a series of steps necessary for a foundation to be utilized. This section concludes with proposed strategies needed to win over stakeholders.

The third part of the study deals with the transition management stage of policy implementation. The stakeholder list will be reviewed and a selection of the most important stakeholders that could make foundation funding a reality will be selected. This is called the Critical Mass.

The Critical Mass will be analyzed for its commitment to change and the level required for change to be successful. The group of individuals that would actually accomplish the change will be identified.

The final section of this study is the conclusion. This section will be a review of the key points of the study in order to ensure the issue and sub-issue questions are answered. This section includes a list of issues that surfaced during the research that may need to be studied in the future.

PART TWO

FUTURE STUDY

WHAT IMPACT WILL FOUNDATIONS HAVE ON THE FINANCING OF LAW ENFORCEMENT BY THE YEAR 2002?

This section involved a series of steps that, when taken in conjunction with one another, should give a clear direction or path to take on a particular policy issue. Once the issue and sub-issues were developed, an expert panel was formed to identify trends and events. This same panel forecast the trends and events. The trends and events were then subjected to a cross-impact analysis. Three scenarios, exploratory, normative, and hypothetical were developed. The normative scenario was then carried forward for the purposes of strategic planning and transition management in parts 3 and 4 of this study.

SELECTION OF THE ISSUE

Selection of Issue

Several criteria were used to help select an issue. First, the issue had to be future oriented, something that could possibly happen in the future or a trend that could emerge in the future and have an impact on law enforcement.

Second, the issue should be something that could be managed so it could have a positive impact on law enforcement or, in any event, would have less of a negative impact if it were to occur. Given these two criteria, the literature was reviewed and numerous police executives contacted for their opinions on emerging trends impacting law enforcement in the future. The ability to provide adequate police services with a shrinking tax base was the

paramount concern. There would have to be some alternate funding method for police services cultivated to avoid a reduction in services. Community supported law enforcement foundations were identified as one source that might meet the criteria given, leading to the formation of the main issue question.

What impact will foundations have on the financing of law enforcement by the year 2002?

After developing the issue question, sub-issues were generated through the use of a futures wheel and those sub-issues used to control the scope of the study. Several police executives were used in the futures wheel process, which is a brainstorming method used to develop sub-issues that have primary impact on the main issue. (Appendix A-1)

Sub-Issues

1. To what degree will the community be interested in establishing a foundation to support law enforcement?

2. To what degree will police executives be interested in a foundation that is supported by the community?

3. What types of police programs could be supported by foundation money?

Trend and Event Selection Process

In order to select emerging trends and events, an expert panel was formed. Formation of the panel was done by contacting people within law enforcement who were knowledgeable in this subject area. In addition, members of the community with knowledge

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of this issue as well as an interest in community growth were selected. Personal contact was made with each prospective panel member to describe the nominal group process and to explain the issue.

There were eight (8) members on the panel and one (1) additional person who acted as a scribe. (Appendix A-2)

During the meeting, the issue question was displayed along with all of the sub-issue questions on a flip chart. Each was given a copy of these issue questions. A nominal group technique (NGT) process was reviewed with the group. Using the NGT process, the panel identified a list of 34 candidate trends. (Appendix A-3). The panel then voted on the trends that would have the most impact on the issue questions. Again using the NGT process, the panel identified a list of 35 candidate events (Appendix A-4).

TREND and EVENT FINALIZATION

Trend Finalization

The panel was again asked to review the issue and sub-issue questions and to keep them in mind while narrowing the list of candidate trends. The top twelve trends were identified from the larger list of 35. The panel then voted on these twelve trends and the top five were retained for forecasting.

TRENDS

Trend I   -   Demands for Police Services (T-1).

This was defined as public need for police response.

Trend II   -   Discretionary Police Funds (T-2).

This was defined as those tax generated general funds available to police departments that are over and above those funds needed for basic police services.

Trend III   -   Privatization of Public Services (T-3).

This trend was defined as those services that have traditionally been done by public entities that are contracted out to the private sector.

Trend IV   -   Labor Union Power (Public and Private Sector) (T-4).

This trend was defined as the power and influence that labor unions possess (public or private sector) in helping to shape how services are provided.

Trend V   -   Community Oriented Policing (T-5).

This trend was identified as a policing concept of shared

responsibility for community safety and security. Police

and citizens are partners in establishing and maintaining a

safe environment within the community.

Event Finalization

The panel was again reminded to focus on the issue question and sub-issues when

reviewing the list of 35 candidate events. The top twelve events were then identified using

the NGT system. Finally, the list was narrowed to the top five events.

EVENTS

Event I   -   Mandated Expenditure Level for Law Enforcement (E-1).

The panel defined this event as a legislative or court

mandate that a certain amount of state and local revenues

be earmarked for police services.

Event II   -   Courts Modify Proposition 13 (E-2).

This event was defined as a court decision modifying

Proposition 13 to allow state and local governments the

opportunity to increase taxes.

Event III   -   Supreme Court Rules Funding by Private Contributors to Public

Illegal (E-3).

This event was defined as a ruling by the Supreme Court

that would not allow any direct private funding of a

public entity.

Event IV   -   Tax Advantages for Financial Support to Law Enforcement

Foundations (E-4).

This event was defined as providing tax advantages for

those who contribute money to law enforcement

foundations.

Event V   -   Major Civil Riots (E-5).

This event was defined as civil outbreaks that require an

extreme amount of police presence to the point of

requiring mutual aid or National Guard assistance.

TREND and EVENT FORECASTING

Trend Forecasting

The same panel then forecast the final five trends. The ratio scale was explained to

the panel. They estimated the trend level five years ago as compared to today. (Today

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equal to 100). They estimated the level of what the trend will be (exploratory) and should be (normative), both five years and ten years from today.

Table I shows the results, using panel median estimates of the trend forecast. Graphs of the high, median and low of exploratory (will be), and median of normative, (should be), are in Appendixes A-5 through A-10.

TABLE I

Trend Evaluation Table

TREND STATEMENT		LEVEL OF THE TREND * (today = 100)			
		5 YRS AGO	TODAY	5 YRS FROM NOW	10 YRS FROM NOW
Demands for Police Services	T-1			150	225
		75	100	90	85
Discretionary Police Funds	T-2			82.5	95
		130	100	137.5	175
Privatization of Public Services	T-3			120	145
		45	100	122.5	140
Labor Union Power (Public & Private Sector)	T-4			110	130
		77.5	100	85	95
Community Oriented Policing	T-5			160	200
		50	100	190	250

* Panel Medians
N = 8

Will Be	·
	Should Be

Trend Evaluation

Labor union power and privatization of public services show gradual upward exploratory median trends in the next ten years. Demands for police services and Community Oriented Policing show an increase of at least 100% in the next ten years. Discretionary police funds show a decrease over the same period.

This is reversed when the normative median is examined. Demands for police services showing a slight decrease while discretionary police funds should increase. This indicates there is a need for additional funding for police because of the increase in demands and a projected lack of funds. One other interesting note is that the nominal and normative median forecast for privatization of public service are close, indicating the panel felt the trend is where it should be.

Event Forecasting

The panel forecast the final five events. The probability of occurrence scale was reviewed. The panel then forecasted the years until probability first exceeds zero, and the probability level of the event occurring five years from now and ten years from now. The panel then estimated the amount of impact on the issue question if each event occurred.

Table II, shows the median panel estimates of the events forecasted. Graphs of the high, median, low estimates as well as the impact estimates of the events are shown in Appendicees A-11 through A-16.

TABLE II

Event Evaluation Table

EVENT #	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		*FIVE YEARS FROM NOW (0-100%)	*TEN YEARS FROM NOW (0-100%)	*POS (0-10 SCALE)	*NEG (0-10 SCALE)
E-1	2.0	50	75	8.5	0
E-2	0	75	95	5	5
E-3	3.0	.32.5	62.5	0	10
E-4	3.0	40	80	8.5	0
E-5	3.0	55	65	0	8.5

*Panel Medians
N = 8

E-1 Mandated Expenditure Level for Law Enforcement

E-2 Courts Modify Proposition 13

E-3 Supreme Court Rules that Funding By Private Contributors to Public Illegal

E-4 Tax Advantages for Financial Support to Law Enforcement Foundations

E-5 Major Civil Riots

Event Evaluation

Two events have a high probability of occurring. Event 1 (mandated expenditure level for law enforcement) and Event 4 (tax advantages for supporting law enforcement foundations) have a probability over 75%. Their impact on the issue area will be very high, 8 on a scale of 10 in a positive manner.

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Event 3 (Supreme Court rules funding illegal) and Event 5 (major civil riots) would both have strong negative impacts, however the probability of the events occurring are just over 60%.

Event 2 (Courts modify Proposition 13) has the strongest probability of occurrence reaching 95% in ten years. If the event occurs, however, the impact on the issue would be five on a scale of ten, both positive and negative.

CROSS-IMPACT ANALYSIS

Three of the eight panel members were assembled to conduct a cross impact analysis of the events and trends. Each person was given a completed copy of Table I (Trend Evaluation) and Table II (Event Evaluation). They were also given a list of trends and events. Each trend and event were defined for the panel.

After explaining the process, each person was asked to project the maximum impact each forecasted event would have on the other forecasted events and trends. The impact would be reflected by using the percentage of change (plus or minus) over the original forecast. The number of years until the event would have its maximum impact on each of the other events and trends were also estimated.

The median evaluations were tabulated and recorded. Each panelist then discussed his score for the purpose of arriving at a consensus. The results of this process are reflected in Table III.

The most active events (events that have impact on other events and trends) were Event V (Major Civil Riots), with nine impacts, and Event I (Mandated Expenditure Level for Law Enforcement), with eight impacts. Events and trends that are impacted by other events are described as reactive. Event I (Mandated Expenditures for Law Enforcement), Event II (Courts Modify Proposition 13), and Event IV (Tax Advantages for Financial Support to Law Enforcement Foundations), with four (4) impacts each were strong reactive events. Trend I (Demand for Police Services), Trend II (Discretionary Police Funds) and Trend III (Privatization of Public Services) with five (5) impacts each were strong reactive trends. The least reactive event was Event V (Major Civil Riots), with only one impact.

TABLE III

Cross Impact Evaluation Table										
MATRIX										
Consensus Panel N=3						Maximum Impact (% change +/-) Years to Maximum				
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	ACTIVE "IMPACT" TOTALS
---	---	---	---	---	---	---	---	---	---	---	---
E1		-40	-50	-10	0	+60	+50	-30	-20	-20	E1 8
		4	4	4	-	4	4	5	4	3	
E2	+25		+30	-20	0	+25	+40	-30	0	-20	E2 7
	2		3	3	-	2	2	2	-	2	
E3	+25	+5		-30	0	-30	-25	+40	0	0	E3 6
	5	5		5	5	5	5	-	-		
E4	-30	-20	0		+10	+20	+30	-30	0	+10	E4 7
	4	3	-		3	3	4	4	-	5	
E5	+20	+5	-40	+20		+50	-40	+30	+20	-40	E5 9
	4	3	3	3		4	4	4	3	3	
REACTIVE "IMPACTED" TOTALS											
E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
4	4	3	4	1	5	5	5	3	4	

**Legend

E1	Mandated Expenditure Level for L/E	T1	Demands for Police Services
E2	Courts Modify Prop. 13 Police	T2	Discretionary Funds
E3	Supreme Court Rules Funding by Private Contributors to Public Illegal	T3	Privatization of Public Services
E4	Tax Advantages for Financial Support to Law Enforcement Foundations	T4	Labor Union Power(Public & Private)
E5	Major Civil Riots Oriented	T5	Community Policing

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FUTURE SCENARIOS

This portion of the study is devoted to developing three scenarios that would help paint a picture of what the future may look like. The data from the evaluations of trends and events were used along with the cross-impact analysis to develop these scenarios.

The three types of scenarios used were:

- Exploratory Scenario or "Most Likely" - Describes a future without intervening policies or events.

- Normative Scenario or "Desired and Attainable" - This scenario describes where the future should go if managed properly.

- Hypothetical Scenario or "What If?" - This scenario will depict a turbulent future, one that could happen if events with a low probability of happening do in fact happen.

Scenario I -   Exploratory Mode

                Headlines

2002   **"Police survey reports 125% increase in demand for services in the last 10 Years"**

2002   **"California Supreme Court modifies Proposition 13 allowing voters to pass tax increases with a simple majority vote"**

These headlines in today's paper may very well be related. Police Departments all over California have been warning citizens of the increase in demands for police services with virtually no change in discretionary police funding over the last ten years. Cities have tried to do their part by privatizing some police services in an effort to save tax dollars. Police unions have agreed with privatization up until now; however, they currently feel its benefits have reached a maximum. The political influence of most local police unions will prevent most city councils from making any future privatization efforts.

In many communities, the police have public support and this support has been growing at a rapid pace along with community oriented policing efforts. Community oriented policing has doubled in the last ten years. This kind of community support could account for the legislature passing a bill mandating expenditure levels for police. This same community pressure could influence the California Supreme Court to modify proposition 13, allowing voters to pass tax increases with a simple majority vote.

An increase in taxes could become very important to the police if the courts decide that private contributions earmarked for the police are unconstitutional. This action would be in contrast to legislative actions which approved tax advantages for these same types of contributions. Something has to be done to keep police adequately funded. This was never more obvious than when the Los Angeles riots broke out earlier this year when some people became upset over a judge's ruling on a police brutality issue. The destruction that followed made the need for police presence that much more obvious.

Scenario II - Normative Mode

Headlines

2002   "Court's Modification of Proposition 13 Will Increase Cities

General Funds"

2002   "Citizens Win - Mandated Increase In Police Funding"

These headlines would never have appeared in 1992. It is not surprising to most

people in the community that the courts finally modified Proposition 13 or that the legislature

mandated increases in police funding. The community has become very involved with the

police. Community Oriented Policing, where the police and community share responsibility

for the safety of the community, has increased 150% in the last ten years. The same citizens

who support Community Oriented Policing with their involvement in Neighborhood Watch

and other crime prevention services have also opened their wallets, donating to police

programs such as D.A.R.E and P.A.L. (Police Activities League). These donations were

rewarded when the legislature authorized tax advantages for contributors. Police were

careful to have policies in place to avoid accusations of corruption and influence buying.

These policies paid off when donations to public agencies were tested in the courts and the

courts ruled in the contributors favor.

The cities were responsible for helping increase discretionary police funding with

their efforts toward privatization of public services. They were able to get the same services

at less cost, thereby freeing up money for essential police services. Cities, through

negotiations with police unions, have agreed that privatization has reached its maximum effectiveness.

It is hard to guess what contributed more to the diversion of civil riots projected to occur in this last decade. Perhaps, it is the proactive youth programs the police run with donated funds or the citizen involvement with the Community Oriented Policing efforts. Whatever the reason, today looks much better than yesterday.

Scenario III - Hypothetical Mode

Headlines

2002   **"City Admits Loss of Control of Essential Services"**

2002   **"Police Officers Threaten Walk-Out - Cite Wages, Lack of**

                Manpower"

It seemed the cities were doing the right thing ten years ago when they were trying to cut cost by privatizing public services. This privatization has led to monumental problems. The cities are facing up to it now, but they have no answers. Police, the one service that cities only minimumly privatized, have had a 400% increase in demand for services. Coupled with a 75% decrease in discretionary police funding, they are losing the war on crime. Because the police are so short-handed, they have only minimally gained public support over the last ten years. Community Oriented Policing, which was supposed to be the answer to policing problems in the 90's, has only gained mild support compared to the feeling a decade ago that it would have been adopted state-wide by this time. The legislature

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refused to mandate expenditure levels for police fearing city governments would go bankrupt. The courts refused to modify Proposition 13, which would help the cities increase their tax base.

The legislature did give tax advantages for donating to law enforcement foundations in an effort to circumvent Proposition 13, letting people donate money for extra police services. This effort failed when the Supreme Court ruled that donation made to public agencies were illegal.

The citizens of the state are fed up with the system that seems to favor the rich, refusing to increase their taxes and lets programs for the poor go unfunded. So far this year there have been five civil riots that have led to the police calling the National Guard for help.

POLICY CONSIDERATIONS AND STATEMENTS

Policy Consideration

The normative scenario was chosen for the purpose of studying policy implications. The criteria for selecting a policy was that it had to be realistic and would probably be supported by the department, as well as the community. The policy was chosen because it would help bring the normative scenario to a desired future.

Policy Statements

P-1   Chief of Police supports organization of a community foundation to enhance funding for police programs.

P-2   A review board comprised of community members will ensure that all contributions are applied to programs and services to make the community a safer place to live. This review board will have fiduciary responsibility to ensure that all funds are used for police programs such as drug awareness, crime prevention, and juvenile programs.

P-3   The sources of contributions will be made public.

If these policies were implemented, they should have an impact on Event 3, Event 4, Trend 1 and Trend 2. Event 3 would be impacted by the policy reducing the probability of it occurring. The policies would increase the probability of Event 4, Trend 1 and Trend 2. A policy cross-impact matrix was prepared to show the estimated impacts the policies would have on the selected events and trends (See Table IV).

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TABLE IV

Policy Cross-Impact Table										
Impacted Policy	IMPACTED EVENTS					IMPACTED TREND				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
P1	0	0	-10	+15	0	0	+30	0	0	0
P2	0	0	-50	+10	0	-20	+30	0	0	0
P3	0	0	-25	+10	0	0	+30	0	0	0

*   Estimate of Impact (plus or minus) of each policy on selected events and trends median forecast by year 2002.

Legend

P1 = Chief Support
P2 = Review Board
P3 = Public Disclosure
E1   Mandated Expenditure Level for L/E
E2   Courts Modify Prop. 13
E3   Supreme Court Rules Funding by Private Contributors to Public Illegal
E4   Tax Advantages for Supporting Law Enforcement Foundations
E5   Major Civil Riots
T1   Demands for Police Services
T2   Discretionary Police Funds
T3   Privatization of Public Services
T4   Labor Union Power (Public & Private)
T5   Community Oriented Policing

PART THREE

STRATEGIC PLANNING

STRATEGIC PLANNING

The issue explored was what impact will foundations have on financing law enforcement by the year 2002. The trends indicate demands for police services will more than double in the next ten years while discretionary police funds will decrease in the same period. There will be a need for additional funding for law enforcement if the current service levels and proactive police programs are to be maintained.

The focus of this section will be the development of a strategic plan that will give the Fresno Police Department the ability to increase discretionary police funds. This will be accomplished by developing a foundation supported by community donations of money, time and services.

The scenario selected brought forward for use in this part of the study is the normative or "desired and attainable" future scenario. The scenario is reasonable and with proper planning, can help resolve some of the adverse financial impacts facing law enforcement in the future. The trends and events forecasted by the nominal group support this scenario as one that could happen if proper planning is done now.

The city of Fresno has an ethnically diverse population of almost 400,000 within a metropolitan area of over 500,000 people. The City has changed from an agricultural community to an increasingly industrial area. The City government consists of a mayor and six councilmembers. The city manager is in charge operationally. The police department has 426 sworn offices with a total of 650 personnel. The demands for police services have increased from 200,000 calls for service in 1986 to 360,000 calls for service in 1990. The

City has faced budget shortfalls in the last five years and has been forced to reduce services to the community.

By allowing the community to donate to Fresno Police Department programs, police-community relations can be enhanced. Citizens and businesses can show support and appreciation for the police, which will have a positive impact on officer morale. Community sponsored donation drives will provide an opportunity for police to publicize and explain specific police problems that need community support and attention.

MISSION STATEMENT

The Fresno Police Department is dedicated to providing quality law enforcement services which meet the needs of the community. All available resources will be used to enhance police programs aimed at increasing the quality of life for the Fresno community. (This mission statement was designed for use in this research and the application of the strategic management plan. It is meant to be as generic as possible to law enforcement in general.)

To achieve this mission, members of the Fresno Police Department will develop a strategic plan to:

1. Improve the quality of life in the City of Fresno by using proactive police programs.

2.	Establish avenues which allow private sector donations that support new or continuing police programs.

3.	Actively seek donations and, at the same time, establish safeguards to keep the Fresno Police Department's reputation as a professional agency untarnished.

SITUATIONAL ANALYSIS (WOTS-UP)

A situational analysis of the environment will be conducted to identify trends and events considered opportunities and threats to the success of the mission. The STEEP model was used to structure and give focus to this discussion.

Environmental Opportunities:

1.	Increased amount of community awareness of law enforcement problems due to gang activities and violent crimes (Social).

2.	Public willingness to identify with law enforcement in order to improve the safety of the environment (Social).

3.	Increased cost of supplying proactive police programs which the public views as positive (Economic).

4.	New technology being discovered that would allow police to be more efficient (Technology).

5.	Increased community concern for methods to prevent crimes (Social).

6. Increased traffic congestion affecting police response times (Environmental).

7. Polarization of wealth, the rich get richer while the poor get poorer (Economic).

8. The community is willing to contribute to programs which benefit the poor (Social).

9. Reduction in Federal and State grants to provide needed programs (Political, Economic).

10. An increase in tax advantages for contributions to programs that improve the quality of life (Economic).

Environmental Threats:

1. Courts could modify Proposition 13 increasing the amount of taxes paid by citizens (Political, Economic).

2. Federal or State mandates could be placed on cities requiring expenditures for adequate police services (Political).

3. Tax advantages for public contributions could be eliminated (Social).

4. Privatization of public services could increase to a level where current police budgets are adequate (Social).

5. Public fear of police corruption (Social).

6. A court ruling making contributions by the private sector to the police unconstitutional (Political).

A survey was conducted of selected department personnel to ascertain the department's strengths and weaknesses with respect to the issue and its ability to deal with environmental opportunities and threats. Their assessments of the department's capabilities are defined below:

Organizational Strengths

1. Management Skills: The Fresno Police Department executive, mid-management, and supervisory ranks are highly educated and trained. They possess the necessary skills to accomplish the mission.

2. Community Involvement: The Fresno Police Department has been involved in Community Based Policing for many years. The men and women of the department have been actively involved within the community and already have many people and businesses willing to help the police in accomplishing its mission.

3. Police Department Reputation: The Fresno Police Department has an active citizen complaint procedure. All citizen complaints are dealt with and any violations of citizen rights by an officer are dealt with severely. The community has strong faith that the Fresno Police Department is professional, corruption free, and upholds the strong values of the community.

4. Fiduciary Responsibility: The Police Department has shown a strong fiduciary responsibility for the use of public funds. The tax dollar is spent as efficiently as currently possible on programs the community endorses.

5. Employees: Fresno Police Officers are well paid and remain in the

    community with very little turnover. They want what is best for the

    community because they are part of it.

6. Technology and Equipment: The department purchases state-of-the art

    equipment and technology.

Organizational Weaknesses

1. Personnel Shortage: The number of officers per capita in Fresno compared to

    the rest of the state is dismal, causing increased demands on individual

    officers.

2. Police Acceptance of Donations: The Fresno Police Department has, for many

    years, refused monetary support from the private sector to avoid any

    appearance of corruption or impropriety.

3. Tax Revenue: The City of Fresno has faced on-going budget problems.

    Revenue earmarked for law enforcement has not been adequate to deal with

    increased service demands.

4. County Government: Fresno County Government is in a budget crisis. To

    balance its expenditures, new charges are being passed on to the city. i.e., jail

    booking charges and tax collection. This has increased city budget woes.

5. Calls For Service: The department can no longer respond to low priority calls for service in a timely fashion. This could have a negative impact on public support for law enforcement programs.

STAKEHOLDER ANALYSIS

An essential element in the preparation of a strategic plan is the identification of stakeholders. A stakeholder is defined as an individual, group, or organization that may (1) impact what you do; (2) be impacted by what you do; or (3) care about what you do. A strategic plan implementing change impacts stakeholders from inside and outside an organization. Depending on their own perceptions and values, stakeholders may support, oppose, or take no position on a certain issue. It is important that each stakeholder position on an issue be assessed to identify those who would endorse the plan and those who would oppose it.

The following is a list of the most significant stakeholders and their assumptions about the issue of developing a foundation for the purpose of receiving donation in support of police programs. The Stakeholder Assumption Map (Appendix B-1) presents the analysis of stakeholder assumptions. Each assumption is plotted on a map using two criteria: The importance the stakeholder would place on the assumption and the degree of certainty the assumptions are correct.

1.   <u>Chief of Police</u>:

   A.   Will have a concern regarding this new method of financing and how it will

        reflect on the department's reputation in the community.

   B.   Would support such a proposal provided that adequate safeguards against

        misuse of donated funds were adopted.

2.   <u>Chamber of Commerce</u>:

   A.   It would want to have representation on the foundation board of directors.

   B.   It would want input on how and where money was spent.

3.   <u>City Council</u>:

   A.   It would fear loss of control of police programs.

   B.   It would want safeguards in place to prevent any special interest influence on

        how or where money was spent.

   C.   It will support the policy if it can generate revenue for the city without being

        too controversial.

4.   <u>Sheriff: (Snail Darter)</u>

   A.   The Sheriff will want to know how extra money from the public will impact

        the demand for jail space.

   B.   If a police foundation is developed, it may have a negative impact on any

        consolidation efforts.

5. Existing Foundations:

    A. They would not welcome another foundation in fear that it would generate competition for dollar donations.

    B. They would want any new foundation to have adequate internal controls so as not to create negative impact on fund raising causes.

6. Foundation Contributors:

    A. Most will remain loyal to current foundation whatever its cause.

    B. A new foundation with a popular cause may have a negative impact on the collection of new funds.

7. New Contributors:

    A. They would see contribution to police programs as a worth while and attractive cause.

    B. They would want to know where money is going and who is managing contributions.

8. F.P.O.A. (Fresno Peace Officers Association):

    A. It would be concerned that attempts to seek and accept donations could have negative impact on police professionalism.

    b. It would want some input and control on how money is spent.

9.   M.A.P.A.(Mexican American Political Association):

     A.   It would want assurances that donation-driven programs would not provide opportunities for enforcement efforts that target Hispanics or reduce services beneficial to Hispanics.

     B.   It would want representation in determining how money was spent.

10.   N.A.A.C.P.(National Association for the Advancement of Colored People):

     A.   It would want assurances that donation-driven programs would not provide programs that target the Black community or reduce specific services for Blacks.

     B.   It would want representation in determining how money was spent.

11.   Lao Family Community:

     A.   It would want assurances that donation-driven programs would not provide programs that target the Southeast Asians community or reduce specific services for Southeast Asians.

     B.   It would want representation in determining how money was spent.

DEVELOPING ALTERNATIVE STRATEGIES

In order to examine policy issues, a modified policy delphi technique was used. The reason for using the process was to assure that a variety of strategies would be identified and examined relative to the central issue. The panel consisted of eight individuals, all employees of the Fresno Police Department. They were asked to generate, evaluate, and select policy alternatives that would assist the Fresno Police Department in establishing a system to seek and receive donations from the community to continue, or create new, proactive police programs. (Appendix B-2)

Nine policy alternatives were generated and were rated for their feasibility and desirability to the success of the mission. The three strategies with the highest combined feasibility and desirability ratings were selected for further discussion and analysis.

Strategy 1. The city would establish a foundation, with a board comprised of representatives of the community, in order to receive money or other donations from the community. The board would regulate how money would be spent.

This would require the City Council to adopt an ordinance that would allow these private donations to be collected and managed by foundation trustees. This ordinance would also stipulate that the money generated would be spent on police programs and not deducted from current police budget. The foundation would have

to establish an internal auditing system. Any money donated to the police department would have to pass through this foundation and have the approval of the Board to be spent.

The Board would consist of community volunteers and would represent diverse community interests. There would be a police liaison person to make recommendations for police programs to be funded.

Advantages :

-   The foundation would be beneficial for long range funding for police programs.

-   Having the foundation board responsible for funds would help safeguard against any appearance of corruption.

-   It would create automatic community involvement into new police programs.

Disadvantages :

-   Contributors might not be as willing to contribute if they have no influence on how money is spent.

-   Foundations are a bureaucratic and time consuming process.

-   Board decisions on how to spend the donated funds could require additional City funds in hidden costs.

Strategy 2. <u>Create a system that would allow the police department to create a special account to collect donations. Then, take the details of the program to the community to gain financial support for its implementation.</u>

The City Council would have to pass an ordinance that would allow this type of support. It would have to preapprove the implementation of the program before any money is collected. There would be a special account added to the police budget that would allow donations directly to the police department only for this preapproved program.

<u>Advantages</u> :

- Contributors would know up front what they are donating to, making it more attractive to the contributor.

- The contributors would have a closer partnership with the police which would cause more community support.

- The Police Department and the City Council could ensure the program would have benefits with few drawbacks for the community

<u>Disadvantages</u> :

- Might be perceived as a way for the wealthy to buy special influence from the police.

- The City Council could wait for community support for a program instead of adding needed programs to police budget.

-       Limits contributors to only those programs established by police.

Strategy 3.   Establish a special account within the police department budget allowing the private sector to make monetary contributions directly to the police department. The police department would decide how the monies would be spent.

The City Council would pass an ordinance that would allow direct contributions to the police department in a special account. Internal audits of this money and the expenditure of the money would also be established. The account could be used by the police department for any proactive police program deemed necessary by the Chief of police.

Advantages :

-       For the short term, it would be quickly implemented with little administrative cost.

-       Police department has control of the money which would support the programs it feels are most important.

-       It would develop more direct police/community relationships forming closer bonds and more support.

-       Uses for the money are not restricted.

<u>Disadvantages</u> :

- It could create a strong perception of corruption or special interest buying police influence.

- Contributors might want special favors for their contributions.

- Any cost for managing the system is the police department's responsibility.

STAKEHOLDER PERCEPTIONS

It was important to assess the stakeholders perceptions of the three proposed strategies before selecting the most acceptable strategy. The Stakeholder Position Chart (Appendix B-3) presents the results of this analysis.

The first strategy, developing a foundation, was the plan that would be supported by the majority of the stakeholders. The City Council would support the plan if it were changed to allow more council control. The sheriff would show an indifference to the plan not knowing how it would affect his agency. All other stake holders would show various degrees of support for Strategy 1.

The second strategy, where the police department designed a program and then solicited funding from the community, had less support than Strategy 1. The major opposition to this strategy would come from established foundation boards. They could not support the strategy due to a lack of safeguards in place to avoid corruption. The City Council, M.A.P.A., N.A.A.C.P., and the Lao Family community would support the plan if

a system was in place to allow for more input by these groups into the approval of the programs before soliciting funds. The Sheriff and foundation contributors would be indifferent to this program because of uncertainty what impact it would have on their respective agency or group.

The third strategy, which would allow donations directly to the Police Department, giving the Police Department total discretion of how the monies would be spent, had very little support. Only one stakeholder (new contributor) would support it without some type of change. Five stakeholders including the Chief of Police, City Council, M.A.P.A., N.A.A.C.P., and the Lao Family Community would want change. The change would have to include more safeguards against perceived corruption. The minority community and the city council would want input on how the money could be spent. The Chamber of Commerce, Foundation Boards, and F.P.O.A. would oppose this plan because of the lack of safeguards to ensure against misuse of funds.

Recommended Strategy:

The Fresno Police Department should adopt Strategy 1, with a slight modification. The Foundation Board would be given pre-designed programs from the police department which would be approved by the City Council. The Foundation Board could still request modifications before soliciting donations. This plan would have increased support for several reasons:

1.	Contributors would know the type of program the funds would be supporting.

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2.   City Council and the police would be assured that funded programs are

     benefits to the City and not additional burdens.

3.   The safeguards of the foundation itself would protect against misuse of funds.

IMPLEMENTATION PLAN

Initially, it would be up to the Chief of Police to form an Ad Hoc Committee

consisting of several key members of the department, the police legal advisor, a

representative of the F.P.O.A., a member of the Chamber of Commerce, and key members

of the community having a desire to help the police department. This committee would

develop its goals and objectives in coordination with the Chief. The committee would need to

take significant steps to assure the success of the plan. These steps would include: obtaining

information about formation of a foundation such as cost to the city, tax issues, ongoing

operating cost and audit systems. It would be responsible for identifying any meet and

confer issues that would have to be dealt with, exploring the type of programs that could be

funded. The committee would make contact business leaders, service clubs, Neighborhood

Watch, and community leaders to see if there would be interest in supporting the police plan.

The committee would prepare a report to the Chief of Police and City Council along with a

draft ordinance that would encompass the mission of the plan.

After the ordinance was passed by council, a foundation board would be appointed.

The City Council would appoint one volunteer from each of the six council districts. The

Chamber of Commerce would appoint a board member. The police department would have a lieutenant act as a police department liaison to the board. This foundation board would then have the responsibility for establishing guidelines regulating the size of the board, term limits and selection process for new board members.

The Chief would form a committee within the police department to develop programs to be submitted to the foundation for funding. This committee would be chaired by a deputy chief. The police lieutenant acting as liaison with the foundation board would also be on the committee. The remainder of the committee would consist of a cross section of 8 to 10 members of the department including different ranks and assignments. The committee would report its progress monthly to the Chief. Once a program is fully developed and has the Chiefs approval the program would be presented to the City Council by the liaison lieutenant. If the City Council approves, the liaison lieutenant would present the program to the foundation board and request funding. The foundation board would then have the responsibility to actively seek help from the community to establish funding for these programs.

Resource requirements and time lines must be established for a successful plan. Police department resources required for the implementation of the plan would be limited to those committee members as well as any clerical staff required to prepare the reports for distribution. Time lines should be established for each phase of the process. The Ad Hoc Committee should be able to give a full report to Council within six months of its formation. The ordinance should be passed and a foundation board appointed within one year. The program committee should be able to present a program to council within one year and a

target date for foundation funding and start-up of the program should be no more than two years.

Negotiating Acceptance of the Strategy

There are five key components that are critical to the success of this strategy and are non-negotiable:

1. The Adoption of a City Ordinance. The Fresno City Council would have to establish an ordinance allowing donations for police programs. The Police Department could not act on this strategy if the ordinance were not passed.

2. The Appointment of a Lieutenant to act as the Project Coordinator and as Liaison to the Foundation. A project coordinator would have to be appointed to act as the police liaison with foundation trustees. This person would have to possess the authority, knowledge, and training to develop programs. She or he would have to explain and sell these programs to the City Council as well as the foundation board.

3. The Fresno City Council would need to pre-approve the programs before they were submitted to the foundation. This is necessary to ensure that the city will support a program's implementation once funds are raised. This would also help with community support of the program.

4. A Foundation would be formed to accept and solicit funds for police programs. The foundation and the system for accepting contributions must

offer the strongest evidence that corruption or special interest pressure is not present.

5. A system to audit the foundation and police programs funded by contributions would be formulated. This would be another safeguard against corruption and would give more credence to the program. The foundation would be subject to an audit each year and the results made public.

There are four key components that are important but not mandatory to the project's success:

1. Ad-Hoc Committee. The formation of such a committee would assure early buy-in to this strategy, however, the planning and information gathering could be done by an individual.

2. Council Appointment of Foundation Board Members. This could be very important to ensure fairness to all people in the diverse Fresno community. Other means of appointing board members could produce the same results.

3. Chamber of Commerce - Board Representative. This could be essential to secure buy-in from the business community, however, council appointment could accomplish the same goal.

4. Volunteer Status of All Foundation Board Members. Although it would seem only appropriate for foundation board members to serve at no cost, there could be a need for certain expertise that would require pay.

Stakeholder Positions

There were five stakeholders identified as key components to the success of the recommended strategy. Those five include the Chief of Police, City Council, new contributors, F.P.O.A., and the Sheriff, a snaildarter. For each stakeholder, assumptions were made concerning key components of the strategy they would support or oppose.

1. Chief of Police. The Chief will support the overall strategy. He will stand strong on requiring program development and approval, and the need for a lieutenant to act as liaison. He will be flexible on who makes up the foundation board and how they are appointed. He will insist on internal audits of police programs to protect against misuse of funds allegations.

2. City Council. The City Council will support passage of an ordinance. It will want to preapprove programs to insure against hidden costs to the city. It will also insist on the foundation format with an audit control. Although the City Council would like to appoint board members, it is likely that it would be flexible on this issue.

3. New Contributors. As a group they will need strong assurances that the money they contribute will go to police programs. For this reason, they will stand firm on the foundation formation, audit control system, a lieutenant as

project coordinator, and an all volunteer board. They will be flexible in the appointment of board members and preapproval by City Council.

4.   F.P.O.A.. The Fresno police officers are a proud group with strong values. For this reason, they would find it unacceptable to compromise their image of professionalism on this issue of accepting donations. They are , however, aware of budget shortfalls and the need for additional funding for police programs. The circumstances will dictate that they support the formation of a foundation. They will insist on audits and police involvement in the development of programs. They will also want City Council pre-approval so if programs are funded, the Council would find it difficult politically not to support the implementation of the program.

5.   Sheriff (Snaildarter). The Sheriff initially will be indifferent to the selected strategy. He will take no position unless one of the programs proposed by the police would have a negative impact on his agency, for example, an increase in the number of jail bookings. The Sheriff might also be concerned about the impact foundations might have on the image and professionalism of Fresno area law enforcement. As a politician, he could take a strong stance and insist that safeguard areas are in place such as audit control, foundation establishment, police development, and City Council approval.

Negotiating Strategies

It is extremely important in any negotiation to be well prepared. You need to have information available about all aspects of your plan but probably just as important is the need to know what negotiating leverage and strategy should be used. The strategies and leverage may be different for each stakeholder because of the different perceptions they have about the plan itself. The five key stakeholders already discussed will be viewed as to what negotiating strategy and type of leverage should be used.

1. Chief of Police. The Chief will support a plan that is good for the police department and the citizens of the community. To negotiate with the Chief, a "win-win" strategy would be used. Rationality would be the leverage best used with the chief because he will need to see facts and figures of the programs developed, the type of monetary support available, and the benefits to the agency and community.

2. City Council. The City Council has a two-fold purpose. It is responsible for improving the environment of the city making the cities quality of life improve. It also has fiduciary responsibility to the taxpayer to run the city efficiently. For this reason, it would have a shared interest in seeing this plan implemented. Its major concern would be community support for the plan. To convince the council that this plan would work, a "win-win" or "compromise" strategy would be taken. At the same time psychological influence would be

used as a leverage. The City Council would be shown all of the good this plan could bring to the community, making the community more supportive of the city leaders.

3. New Contributors. People and business donate to certain causes for different reasons. Donations to police programs will be seen as good, therefore, those that contribute could also be viewed as being good. Because people do donate for a variety of reasons, it is difficult to determine exactly what strategy would be best. Probably the best and most used would be to use a compromise "win-win" approach. Psychological influence would be the most effective leverage used. It would be important to get immediate support from the contributors and, at the same time, show them the value you place on them. This would develop a high degree of commitment and, hopefully, long term relationships.

4. F.P.O.A.. It has the desire to keep the profession untarnished and to minimize corruptive influences. It also has a strong commitment to doing what is best for the community. An accommodating strategy would be used with rationality as a leverage. Officers have always been taught to take emotions or personal fillings out of decision making. They are also used to getting their way, so to speak, on most issues. If you present the facts, explain the validated reasons for the plan and the positive impact it will have on police professionalism, officers will buy into and support it.

5. Sheriff - The Sheriff will probably stay out of the way of this plan; however, it is important to know how to negotiate with him, if he becomes a factor. In the Fresno community, the best strategy would be a "win-lose," when dealing with the Sheriff. Power would be used as a leverage. Because the city is much larger in population than the county, the sheriff is weaker than the Chief of Police. The Sheriff would stay out of the issue rather than take on a plan supported by the Chief and City Council. If the Sheriff started to get involved, it would be important to point out how he would be negatively impacted by his involvement. He would be better off staying indifferent to the plan rather than taking a position of opposition.

PART FOUR

TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

This section of the study addresses the methodology used to implement a smooth transition management plan. The "critical mass" will be identified and levels of commitment analyzed. The management structure will be built along with discussing supporting technologies/methods.

The strategy selected in the prior section of this study as having the greatest possibility of success will be focused upon in this section. The strategy included having a foundation board in place to receive pre-designed programs from the police department. The foundation board could request modifications prior to soliciting funds.

CRITICAL MASS

In order for transition from the present state to the desired future to occur, it is extremely important to know the commitment of several individuals and groups considered to be the "critical mass." The critical mass is the smallest number of individuals or groups whose support is necessary for successful change to occur and whose opposition will likely lead to failure. The following individuals or groups were identified as the critical mass:

1. Fresno City Council

2. Fresno City Manager

3. Fresno Chief of Police

4. Fresno Police Officers Association

5. Fresno Chamber of Commerce

Commitment Charting

One technique that has been developed to assess the commitment of critical mass members is called commitment charting. This technique provides transition managers with a method of rating the commitment level of all key players so strategies can be developed to ensure project success.

Table V depicts the critical mass members and an assessment of their current commitment (X), based on assumptions developed in the strategic plan. It also provides the minimum level of commitment (O) needed from each member to successfully make the change occur. It is important to note that to ensure successful transition, no member can be allowed to remain in the "block change" category.

TABLE V

Commitment Table				
Critical Mass Members	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. City Council	X -->		--> O	
2. City Manager		O <--	<-- X	
3. Chief of Police		X -->		-->O
4.Police Officers Association		X -->	--> O	
5. Chamber of Commerce			XO	

X = Current State   O = Desired State

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The following is a summary of strategies which can be used to gain the necessary commitment from each member of the critical mass needed for a successful transition plan.

Fresno City Council

The Fresno City Council is well aware of the budget shortfalls the City currently faces. It also is aware that the projection for the future does not look much brighter. It always has had control of police department programs through its control over the budget and the City Manager. Its current position would be to block change as it would be unsure if the community would support this plan or conclude that it was the Council's inability to deal with fiscal issues that lead to the development of this plan. City Council would also have concerns about losing control of police department programs.

The transition manager would have to work with the City Council, educating it on the positive aspects of the plan. He/She would also have to alert it to the built-in control systems so Council members will shift from "block change" to "help change happen." The Council's most active role would be the passage of a City ordinance allowing the foundation to be formed. The Council would also have input on the formation of the board.

Fresno City Manager

The City Manager has concerns about police programs that will be lost if there are no additional revenue. He will entertain most suggestions on how to get the job

done more effectively without using anymore of the City's budget. He will want input on foundation funded police programs and will take the initial position of "help change happen." It will be important for the transition manager to move the City Manager's position to "let change happen." One reason for this move is the need for the City Manager to take a more neutral position so the other department heads will not feel he is helping the police more than them. Another reason is the need for the transition manager to deal more directly with the City Council so it will still feel it has control. The transition manager will have to point out the reasons to the City Manager why he should take a less active role while at the same time assure him that he would receive credit for the success of police programs. The City Manager should be reminded that he has direct control over the Chief so he can have input on programs through the Chief, not the City Council.

Fresno Chief of Police

The Chief of Police has several dilemmas to deal with. He wants as many proactive programs within the department as possible. At the same time, he has the integrity and professionalism of the police department to protect. He realizes that without safeguards in place, donations to law enforcement could be considered bribes or influence buying. He also realizes there are many legitimate businesses and people in the community that want to support the department in order to make the community a safer place to live.

The Chief is currently in a "let change happen" mode. He will need to be moved to "make change happen." The Chief will have to be shown the importance of his role in this process. He will have to be convinced that he is the one that has to unite the community and police efforts to build a safer environment. He is the one person who will have to have the strongest vision of the future state. He must control the implementation process to assure himself and his officers that those safeguards are in place. He will need to go public with his support so the supporters will have faith that the programs they support have the police blessings and are not politically motivated.

Fresno Police Officers Association

The Police Officers Association will want to have input from the very beginning of the planning process. Like the Chief, it will have concerns about issues of integrity and professionalism. It will need to see safeguards in place. It will be important for the Chief to appoint a transition manager who communicates well with other Association members. It will also be important to have the Association involved in the initial planning of the programs. This will give the Association a buy-in to these programs. Initially the Association would take a "let change happen" position. The transition manager and Chief would need to move their position to a "help change happen" using the buy-in procedure and insurance of adequate safeguards, this should be easily done.

<u>Fresno Chamber of Commerce</u>

The Chamber of Commerce will initially take a "help change happen" position. It wants better police protection, a safer environment and, above all, no tax increases. It also realizes the police will need additional funding for programs. It will view this as a "win-win" situation as it will be viewed as good for supporting police programs along with getting better police protection. The transition manager wants the Chamber to stay right where it is at, "help change happen." It will be important to give credit for support to programs to those that support them.

TRANSITION MANAGEMENT STRUCTURE

There will be a strong need for the Chief to appoint a transition manager. Although the Chief can show his support for the plan through the media and public meetings, there will be a lot of educating and communicating that needs to be done. This plan and vision of the desired future state will have to be carried to the Council, City Manager, Police Officers Association, Chamber of Commerce and, most importantly, the citizens and businessperson of our community.

To meet these needs, the Chief will appoint a lieutenant who has strong interpersonal and management skills. This person would be responsible for the development of programs, seeking Council approval and communicating the concept of the program to the Foundation Board. This lieutenant should have a good working relationship with the F.P.O.A.

executives. He also needs to be well known and respected by the general membership of the Association.

The transition manager would have to be given the authority and responsibility to coordinate the plan with outside organizations and agencies as necessary. He or she would be responsible for presenting programs to be funded. He would have the authority to make minor changes to the program to keep the process moving. It is important for the other organizations and agencies to deal with him or her directly and have confidence that his or her statements or agreements will be supported by the Chief.

The transition manager would employ a "diagonal slice" mode to assist in managing this transition. This mode will allow different levels of the department to be part of the committees established to develop programs. The involvement of different levels of the department during the planning stages will aid in getting buy-in from others in the agency. If different levels of the department buy-in to programs from the beginning, the likelihood of the program being successful increases. It makes the transition road smoother with fewer roadblocks.

IMPLEMENTATION TECHNIQUES AND METHODS

It is important for the transition manager to remember his/her role as a change agent. He/she must be aware there will be resistance to change from those who are anxious and uncertain about the change. Knowledge and information about the plan is extremely

important to everyone involved in the transition. The transition manager must make sure the plan is well communicated and enough time is allotted to all for change to occur.

Several technologies and methods should be used to mitigate negative feelings and enhance positive commitments. They are:

Communication of the Vision. In order for change to be supported, the supporters must understand where the change will lead them. The critical mass must have a clear picture of how the future state will look. It is important for the transition manager to communicate this vision to all involved. The benefits of the change must be stressed. The plan should have a time line so everyone will know when to expect change. A great deal of anxiety among those being affected by change can be reduced through communication of the vision.

Role Modeling. The leaders in transition must reflect a positive attitude toward change. Any negative behavior by those in transition management will cause a lack of confidence in the change and create new resistance from those subjected to the transition.

Responsibility (RASI) Charting. Responsibility charting is a useful technique to clarify the action steps, in chronological order, necessary to help move the organization from the present state to the future state. Early in the planning process, the Chief and the transition manager should develop a responsibility chart. The responsibility chart helps to clarify roles and responsibilities, serves as a means to reduce ambiguity and wasted time, clarify role relationships and adverse emotional reactions that create unnecessary conflicts. This process

enables the transition manager to monitor the various tasks to be performed and to make necessary modifications when needed. The RASI chart clarifies roles of committee members as to who has the responsibility, authority, provides support or is informed on decisions. This chart appears in Appendix B-4.

Community Meetings. Community meetings attended by the Chief, transition manager and possibly City Council members can be used to explain the plan to the community as well as elicit ideas and support for programs. These will help reduce anxiety by the citizens of the community about the equity of people denotations to the police.

Goal Setting with Time Lines. After a vision has been communicated about the future state, there will be an excitement created that will motivate many to want change to occur. The transition manager will want to establish goals with time lines so those involved in change will know where they are in this transition. These time lines can be in little steps or large steps as long as they are communicated to those involved. As in the original vision, the different stages set up by time lines should be able to be recognized by all. This will reduce anxiety created when people think change in not occurring fast enough.

Recognition. As change occurs and the different time line steps are reached it is important to recognize those accomplishments. The recognition should be formal, letting all those involved in change know that goals are being met. The individual effort, as well as team effort, should be rewarded.

<u>Evaluation/Feedback Mechanism</u>. The Project Manager would be required to make monthly reports on status of programs to the Chief of Police, City Council and the Foundation Board. These reports would be made available to all department personnel to reduce anxiety that comes with change. The project manager will also be responsible for quarterly reports on new programs once they are established.

<u>Summary</u>

It will become extremely important to the Fresno Police Department, as well as the citizens of Fresno, to a plan for the future state. By developing a plan in the early stages and appointing a person (transition manager) to be in charge of setting the plan in action, much confusion and anxiety will be diminished.

This transition management plan should help bring to fruition a community supported foundation that helps fund police programs.

PART FIVE

CONCLUSIONS AND RECOMMENDATIONS

This section will answer the issue and sub-issues previously developed. The answers will be based on the research, interviews and data collected during this study. This section will also include recommendations for future study.

CONCLUSIONS

Issue: "What impact will Foundations have on the financing of law enforcement by the year 2002?"

Foundations will have a significant impact on the financing of law enforcement by the year 2002. Without foundation funding, police programs which have relied on money from the general fund would have to be cut. Foundation money will also support new police programs that would not have been considered for funding due to budget constraints.

Sub-issue #1 "To what degree will the community be interested in establishing a foundation to support law enforcement?"

The citizens of most communities have a great deal of concern about the safety of their community. Citizen involvement with the police acting in a partnership against crime will be very strong. Citizens will be enthusiastic about helping the police and will be willing

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to donate money to a foundation established for that cause. The degree of support will be based on the type of program to be funded and the public's trust that the money will be spent to help the community be a safer place to live.

Sub-issue #2   "To what degree will police executives be interested in a foundation that is supported by the community?"

Police executives' interest in foundation funding will grow as they have to cut essential programs to balance budgets. Their interest will also grow as they see the success of the current foundation grow or new foundations formed. Their interest will also grow when they see that community supported foundations can have a positive impact on police/community relations. They will have a strong desire to become involved with a foundation that will support police programs and bring the police and community closer in their common goal to live in a safe environment.

Sub-issue #3   "What types of police programs could be supported by foundation money?"

Foundations will support any police program the citizens believe will improve the safety of the community. The easiest programs for the police to sell will be proactive police programs. These types of programs fight crime through prevention, education and training. Existing police programs that have received foundation support are: D.A.R.E., Canine units, mounted patrols , Mc Gruff, Crime Stoppers, Street Safety, Computer networks, Gang units,

Hazardous response teams, College Scholarships, and P.A.L. (Police Activities League). The types of programs that could be developed are only limited by the police executives imagination.

RECOMMENDATIONS

The ethical dilemma faced by police executives when deciding to accept public donations was an important consideration during this study. A study could be done evaluating the impact on police ethics from the acceptance of private funds. Another area that surfaced during this research was corporation/police partnerships. A study could be useful to law enforcement on how the corporate community and the police could work together for mutual benefit. The idea of gated communities buying their own police protection was also discussed. This is an area of study that should be explored.

APPENDIX - A

FUTURES WHEEL:

Futures Wheel

- Chamber of Commerce
- Corporations
- Police Officers
- Community
- Churches
- Service Clubs
- Neighborhood Watch
- Amount of Money
- Council Position
- Community Perceptions
- Union Position
- Ethics
- Police Administration
- Under Priveleged
- Foundation Funding
- Training Support
- Non-Essential
- Technical Support
- Types of Services
- Proactive Programs
- Education Programs
- Drug Prevention
- Crime Prevention

Appendix A-1

NGT PANEL MEMBERS

Deputy Chief A. Venegas	-	Lieutenant, Personnel and Training at time of panel
Captain Darrell Fifield	-	Fresno Police Department
Captain Patrick Rhames	-	Fresno Police Department
Lieutenant Lynn Button	-	Fresno Police Department
Lieutenant Thomas Frost	-	Fresno Police Department
Linda Callandra	-	Public Relations Director Downtown Association
Jack Gregory	-	Owner Pacific Outdoor Advertising, Candidate for County Board of Supervisors
John L. Weins	-	Owner Wein's Architectural Group , member of Chamber of Commerce

Appendix A-2

PRIVATIZATION OF POLICE SERVICES
ECONOMIC CONDITIONS
PERSONAL SECURITY
PLANNED/GATED COMMUNITIES
DEMANDS FOR POLICE SERVICES - PROPORTIONAL SERVICE
COMMUNITY ORIENTED POLICING
DEMOGRAPHIC SHIFTS
COMMUNITY CONCERN FOR CRIME PREVENTION
CHANGING GOVERNMENT RESPONSIBILITY (SWITCH COUNCIL,
CITY MANAGER TO MAYOR FORM)
GANG ACTIVITY
PUBLIC AWARENESS (CURRENT CAMPAIGNS
VIOLENT CRIME/CIVIL UNREST CAMPAIGNS
FOREIGN INVESTMENTS IN LOCAL INDUSTRIES
YOUNG CRIMINAL OFFENDER
UNSUPERVISED YOUTH
DISCRETIONARY POLICE FUNDS
LAW ENFORCEMENT ACCOUNTABILITY (PUBLIC SCRUTINY)
TYPES OF SERVICES PROVIDED BY GOVERNMENT
DECRIMINALIZATION OF CERTAIN REGULATIONS
TAX MEASURES (REFERENDUMS, PROPOSITIONS, ETC.)
CHANGING FAMILY VALUES
POLARIZATION OF WEALTH
COMMUNITY SUBSIDY TO MOST SOCIAL, EDUCATIONAL, CULTURAL
PROGRAMS (IE., SPORTS, ARTS)
SELF PROTECTION/RELIANCE
RELIANCE ON TECHNOLOGY
POLICE SERVICE LEVELS
LABOR UNION POWER (PRIVATE & PUBLIC)
TERM LIMITATION OF ELECTED OFFICIALS
USER FEES
ETHNIC IDENTITY
LEGISLATION/JUDICIAL REVIEW
DECENTRALIZATION OF GOVERNMENT

Appendix A-3

CANDIDATE EVENTS

MAJOR CIVIL RIOTS
FEDERAL FUNDING BILL FOR LOCAL POLICE
CHANGE IN POLITICAL STRUCTURE (TERM LIMIT)
COURT MODIFY PROPOSITION THIRTEEN
STRONG MAJOR FORM OF GOVERNMENT
BAN ON SALE OF HANDGUNS
DEMOCRATIC PRESIDENT
CRASH OF NATIONAL BANKING SYSTEM
SUPREME COURT RULES FUNDING PRIVATE SECTOR TO PUBLIC SECTOR
ILLEGAL
CITY (MUNICIPALITIES) COUNTY AND STATE
MANDATED EXPENDITURE LEVEL FOR LAW ENFORCEMENT
LEGISLATION MANDATES REGIONAL LAW ENFORCEMENT (CONSIDERATION)
LEGISLATION TO INCREASE POLICE LIABILITY
VIGILANTISM LEGALIZED
MAJOR UNCOVERED CONSPIRACY/CATASTROPHE BETWEEN A PRIVATE
ENTITY
AND POLICE
MANDATE FOR POLICE RESPONSE ON REQUEST
TAX REVOLT PROPOSITION PASSES
INITIATIVE FOR IMMIGRATION RESTRICTION
SEVERE ECONOMIC DEPRESSION
MAJOR EARTHQUAKE
LAW PASSES REQUIRING FUNDING FOR ALL LAWS
CITIZEN GROUP DEMANDS STIFFER COURT PENALTIES (NO PLEA BARGAINING,
ETC.)
TAX ADVANTAGE FOR DEVELOPING POLICE/PRIVATE SECTOR PARTNERSHIPS
MIDDLE EAST BACK AT WAR
URBAN WARFARE BREAKS OUT BETWEEN GANGS
CONSTITUTIONAL CHALLENGES
DECRIMINALIZATION OF NARCOTICS STATUTES
REDUCTION OF FEDERAL/STATE BLOCK GRANTS
MORE JOBS BECOME AVAILABLE TO URBAN TEENS
NATIONALIZED POLICE FORCE
CIVILIAN OVERSIGHT (REVIEW) OF POLICE
ELIMINATION OF DISCRETIONARY TAXES
LEGISLATED PROPORTIONATE SPENDING FOR LAW ENFORCEMENT
UNEMPLOYMENT INCREASES TEN PERCENT
MAJOR ECONOMIC UP TURN ENFORCEMENT

Appendix A-4

The panel was asked to forecast trend levels, five years ago, five years from now and ten years from now.

First, the ratio scale was explained. If today is equal to 100 and the trend level is twice as high in five years, the level would be 200. If the trend was 1/2 of what it is today, the level would be 50. If the panel member felt the trend would fail to exist, it would be "0."

The panel was asked first to estimate the level of each trend 5 years ago. Then they were instructed to estimate where they felt the trend level (exploratory) will be in 5 years and 10 years.

The panel was then asked to estimate the normative (should be) level of the trend 5 years and 10 years from today.

When all forms were individually completed they were collected and the results placed on a flip chart. The median scores were identified and each trend level was discussed, especially those estimates extremely high or low. The final opinion of the panel are listed in the trend evaluation table.

Appendix A-5

Demands for Police Services
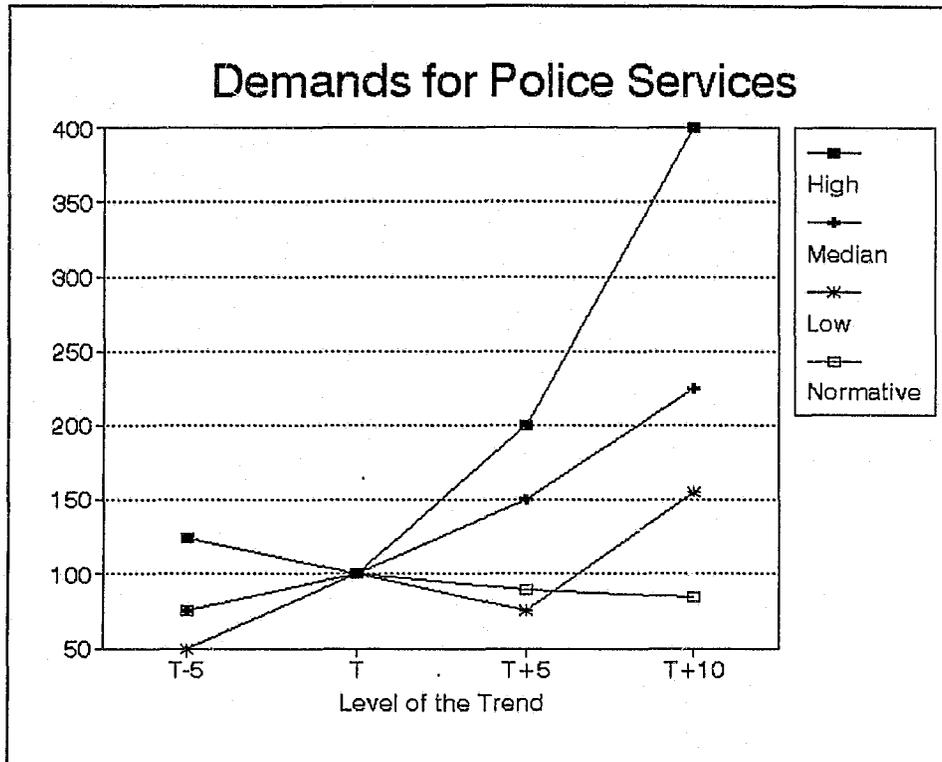
Trend I -   Demands for Police Services

The high, low and median nominal estimates all indicated an upward trend in the next ten years, with the median showing an increase of more than double today's level by 2002. In contrast the normative median level indicate demands should be at a slightly lower level than today in 2002. This would indicate a need for funding for proactive police service in order to reduce demands.

Appendix A-6

Discretionary Police Funds
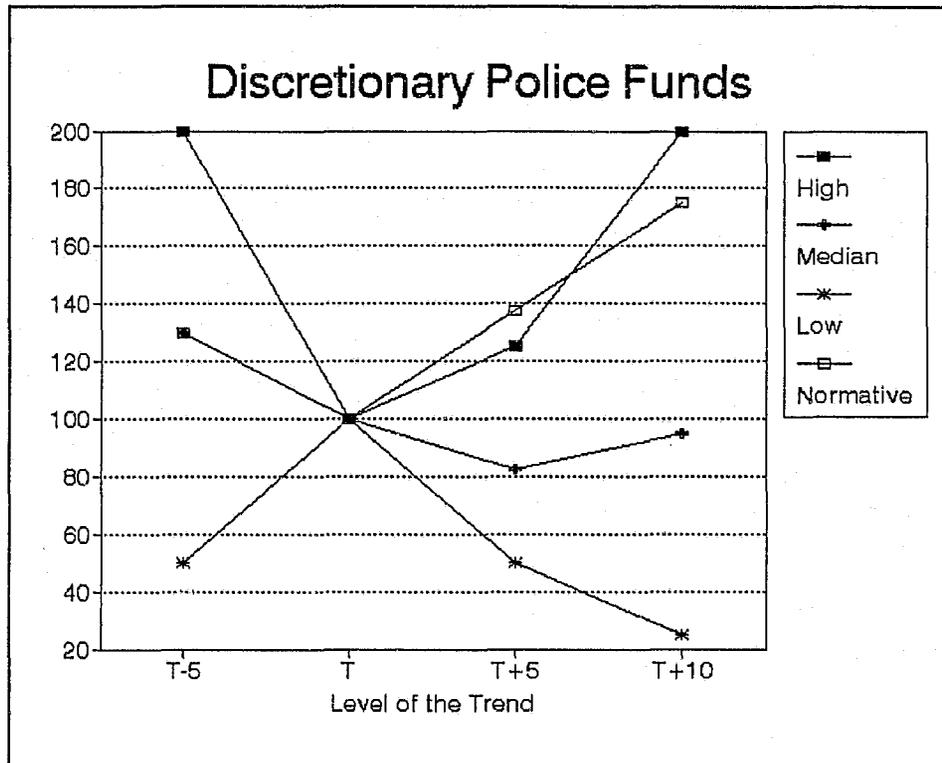
Trend II - Discretionary Police Funds

The nominal median in this trend indicates a decrease five years from now, however, ten years from now it will almost be back to today's level. The normative median indicates that discretionary funds should increase by 75% over what they are today in ten years. This demonstrates a strong need for additional funding.

Appendix A-7

Privatization of Public Services
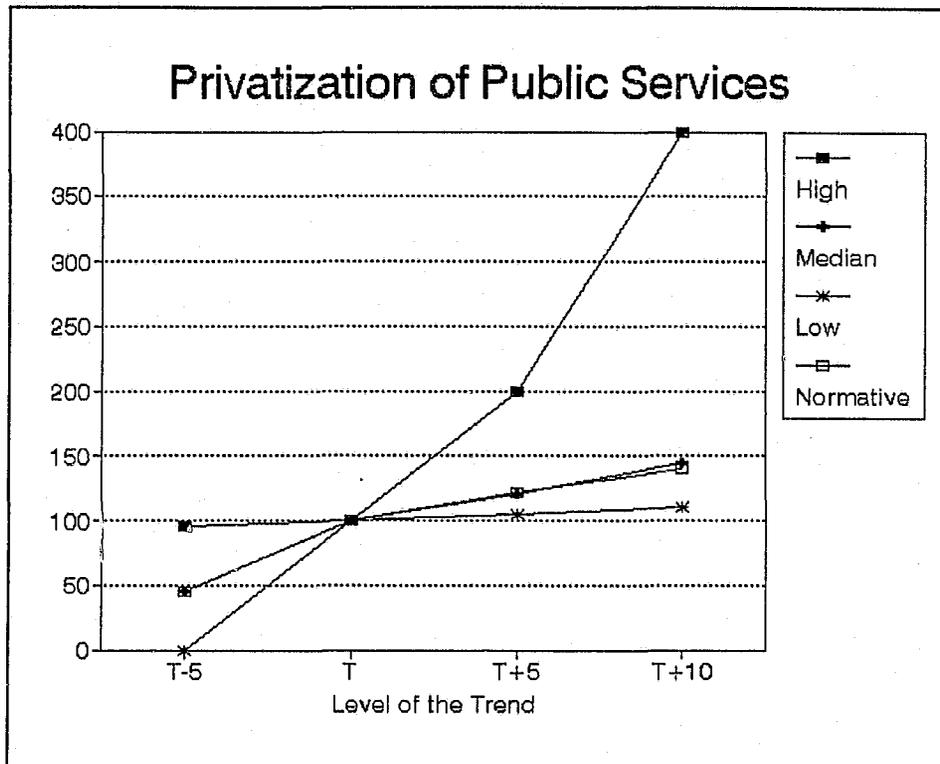
Trend III - <u>Privatization of Public Services</u>

The nominal and normative median forecast indicate there will be an increase in privatization. The estimates indicate what will be is about the same as it should be. One panel member felt privatization would increase by four times what it is today, however, the majority of the panel had a very narrow range. This indicates privatization of public services will have a gradual rate of increase over the next ten years.

Appendix A-8

Labor Union Power
(Public & Private Sector)
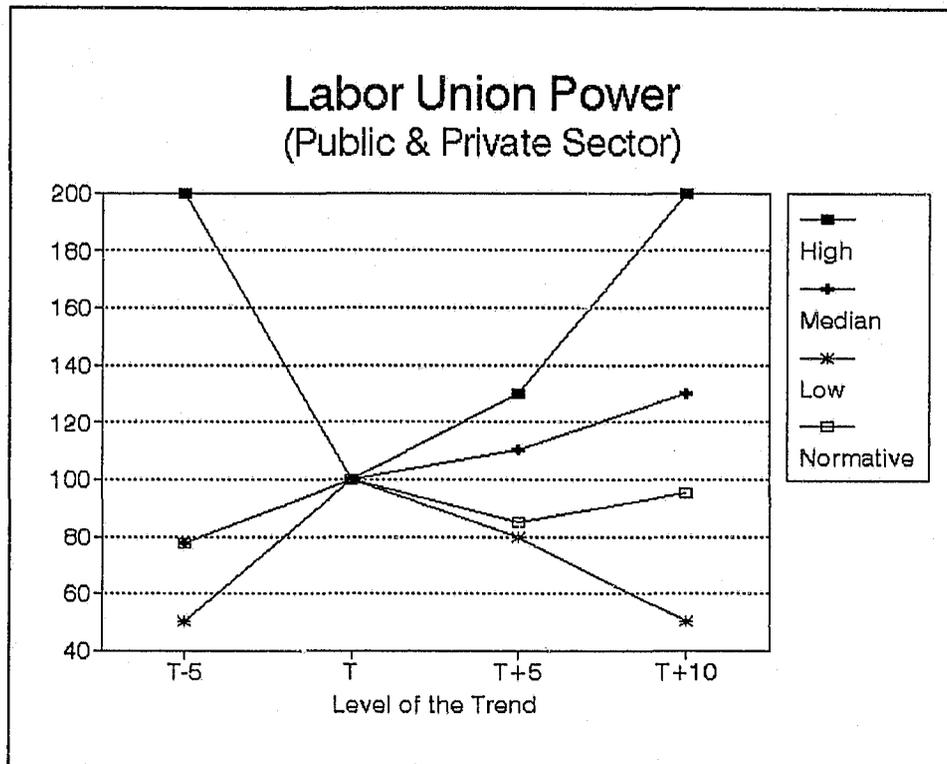
Trend IV - <u>Labor Union Power</u>

The nominal and normative medians run almost parallel with the nominal showing a slight increase in ten years and the normative seeing labor union power approximately where it is today. Labor unions will have slightly more influence ten years from now. This power makes the support of unions an important ingredient to any successful plan.

Appendix A-9

Community Oriented Policing
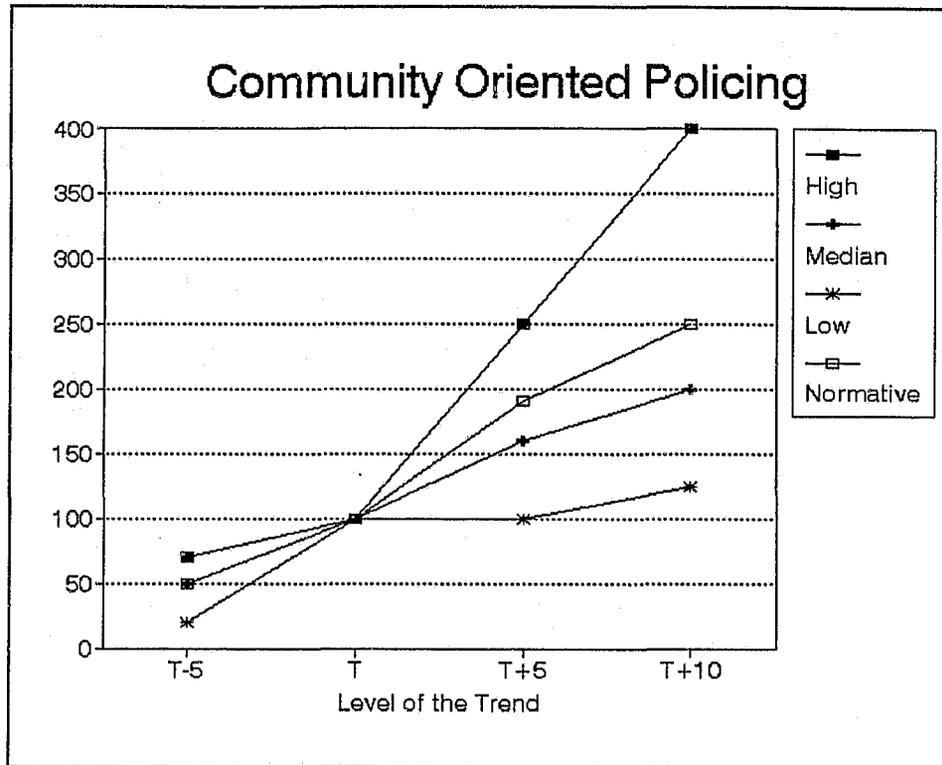
Trend V - Community Oriented Policing

The nominal median has Community Oriented Policing increasing by 50% in the next five years and another 50% in the following five years. The normative median indicates this growth in Community Oriented Policing should occur twice as fast. One panel member felt the entire state would be involved in some form of community policing within the next ten years.

Appendix A-10

EVENT EVALUATION

The panel was asked to forecast the probability of occurrence of each of the events. The probability of occurrence scale was reviewed. The scale used was 0 to 100%, a zero estimate would indicate that an event was not likely to happen, a 100% score that the event is likely to happen. Any score could be estimated, however, the panel members were reminded that a 50% score would indicate that an event is just as likely to happen as not happen. They were also advised that their forecasts are cumulative, that when the probability of an event reaches any level over zero that probability will never decrease.

First, the panel estimated "years until probability first exceeds zero." It could use six month intervals in years, using .5 to indicate half a year. Second, the panel estimated the probability of occurrence five years from today and ten years from today.

Finally, the panel estimated the "impacts on the issue area if event occurred." There could be two separate impacts, a positive and a negative. It estimated both using a scale of 0 to 10, zero for no impact and up to ten for maximum impact. After each panel member finished, their estimates were placed on a flip chart and median scores determined.

Discussion followed on range of forecast and several panel members changed their estimates. The final median scores were recorded on the event evaluation table.

Appendix A-11

Mandated Expenditure Level
for Law Enforcement
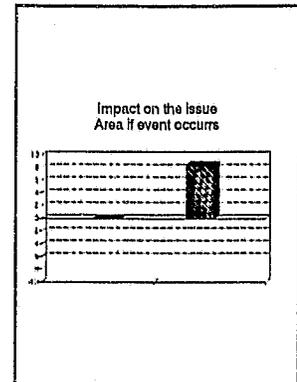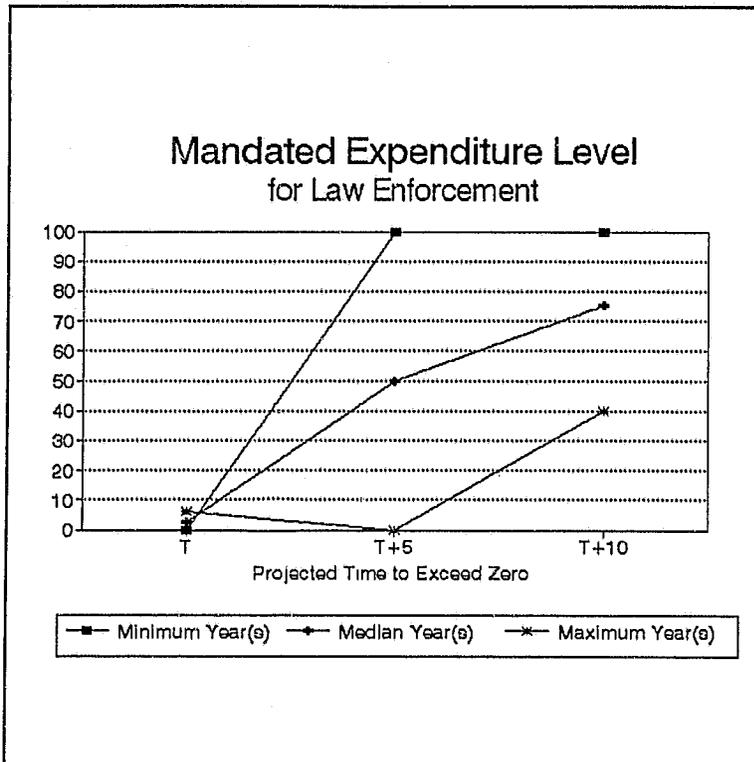
Event I -   Mandated Expenditure Level for Law Enforcement.

This events probability of occurrence in ten years is 75%. When this event
occurs it will have a significant positive impact on the issue estimated at 8.5.

Appendix A-12

Court Modification of
Proposition 13

100
90
80
70
60
50
40
30
20
10
0

T   T+5   T+10

Projected Time to Exceed Zero

—■— Minimum Year(s)   —◆— Median Year(s)   —✖— Maximum Year(s)

Impact on the Issue
Area if event occurs
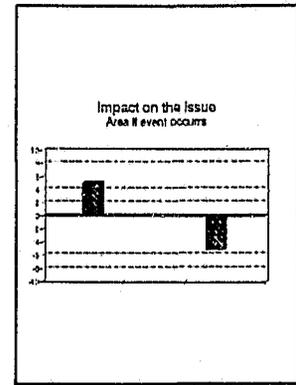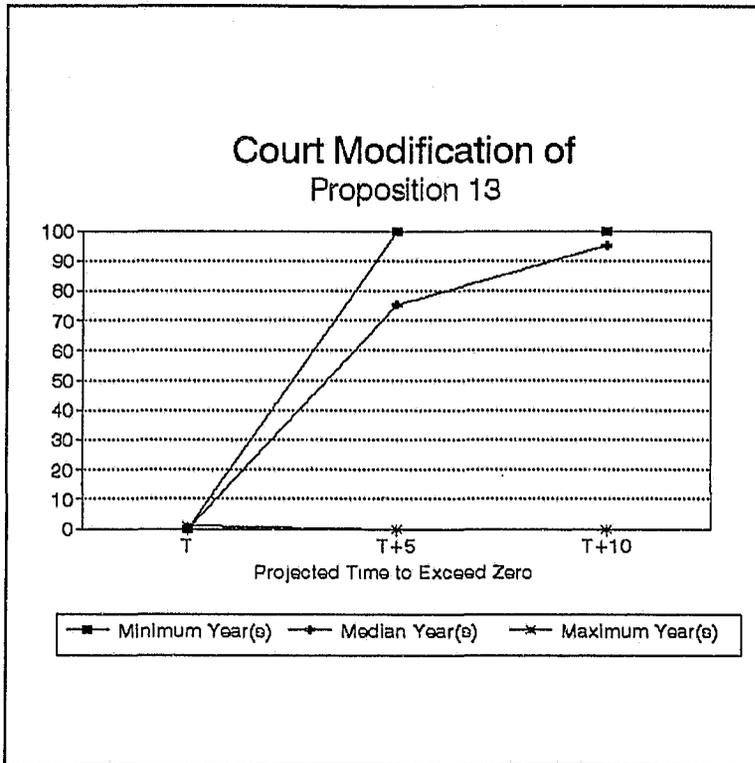
Event II -   <u>Courts Modify Proposition 13</u>.

This is the event with the highest probability of occurrence, estimated at 95.

When it does occur it would have an equally positive and negative impact on

the issue. The police would get more tax dollars but homeowners would have

less to donate.

Appendix A-13

Supreme Court rules that funding
by private contributors to public is illegal

Impact on the issue
Area if event occurs
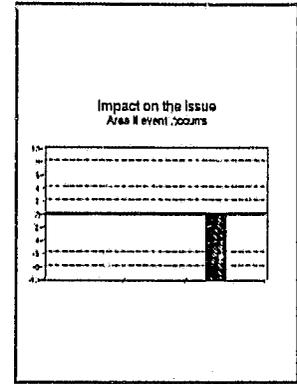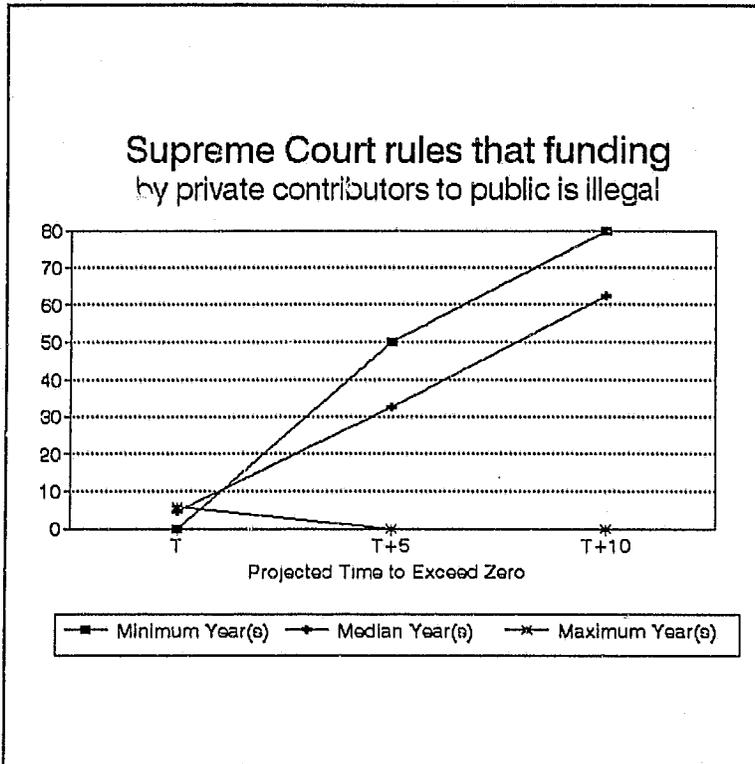
Event III -   Supreme Court Rules that Funding by Private Contributors to Public Illegal.

The events probability of occurrence is 62.5 at the ten year point. If it occurs, there would be an extreme impact on the issue almost eliminating it as an issue. Event III would be an event that strategic planning would have to be successful to keep it from occurring.

Appendix A-14

Tax advantages for financial support
to Law Enforcement Foundations

Projected Time to Exceed Zero

—■— Minimum Year(s)   —◆— Median Year(s)   —✳— Maximum Year(s)

Impact on the issue
Area if event occurs
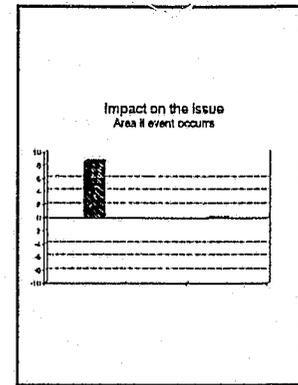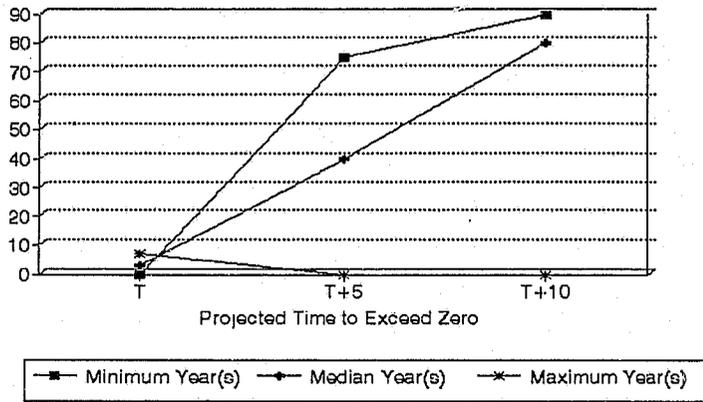
Event IV -   <u>Tax Advantages for Supporting Law Enforcement Foundations</u>.

This event has a high probability of occurrence level with an 80. The positive

impact on the issue is also high with an 8.5. This event would have the

strongest positive impact on the issue according to the panel.

Appendix A-15

84

Major Civil Riots

Impact on the issue
Area if event occurs
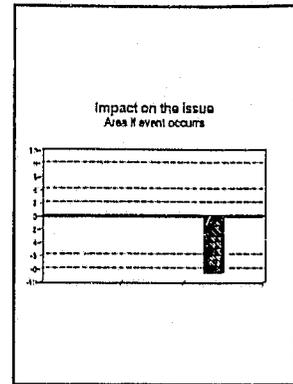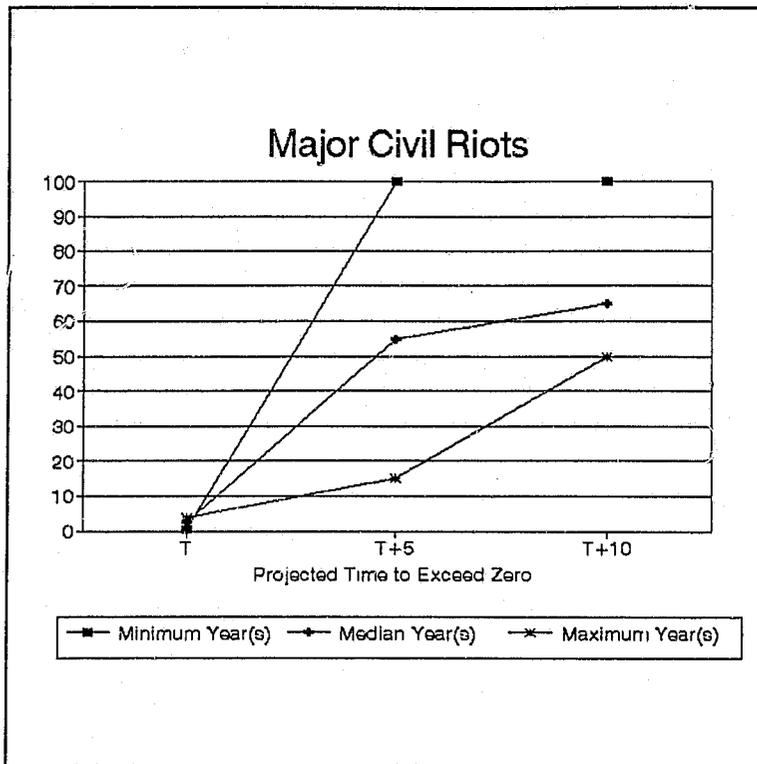
Event V - <u>Major Civil Riots</u>.

This event will rise above the 50% mark at five years from now and then level off only increasing to 65% at ten years. If it occurs, it would have a strong negative impact on the issue of an 8.5.

These events seem to be of equal importance. Two events occurring would have significant positive impact on the issue and two events would have a significant negative impact. Planning will have to be done to avoid the negative impacts.

Appendix A-16

APPENDIX-B

STAKEHOLDER - ASSUMPTION MAPPING

CERTAIN

```
                                        .9A    .3A
                     .3C              .9B .1A .3B
                 .2B  .2A
                                     .10A
                                     .10B
                                              .7A
                 .5A
                                     .8B

                                              .7B
                 .5B
          .1B    .1A                 .6A
```

VERY
UNIMPORTANT   IMPORTANT

```
                                              .1B
                                    .8A

               .6B

            .4A

       .4B
```
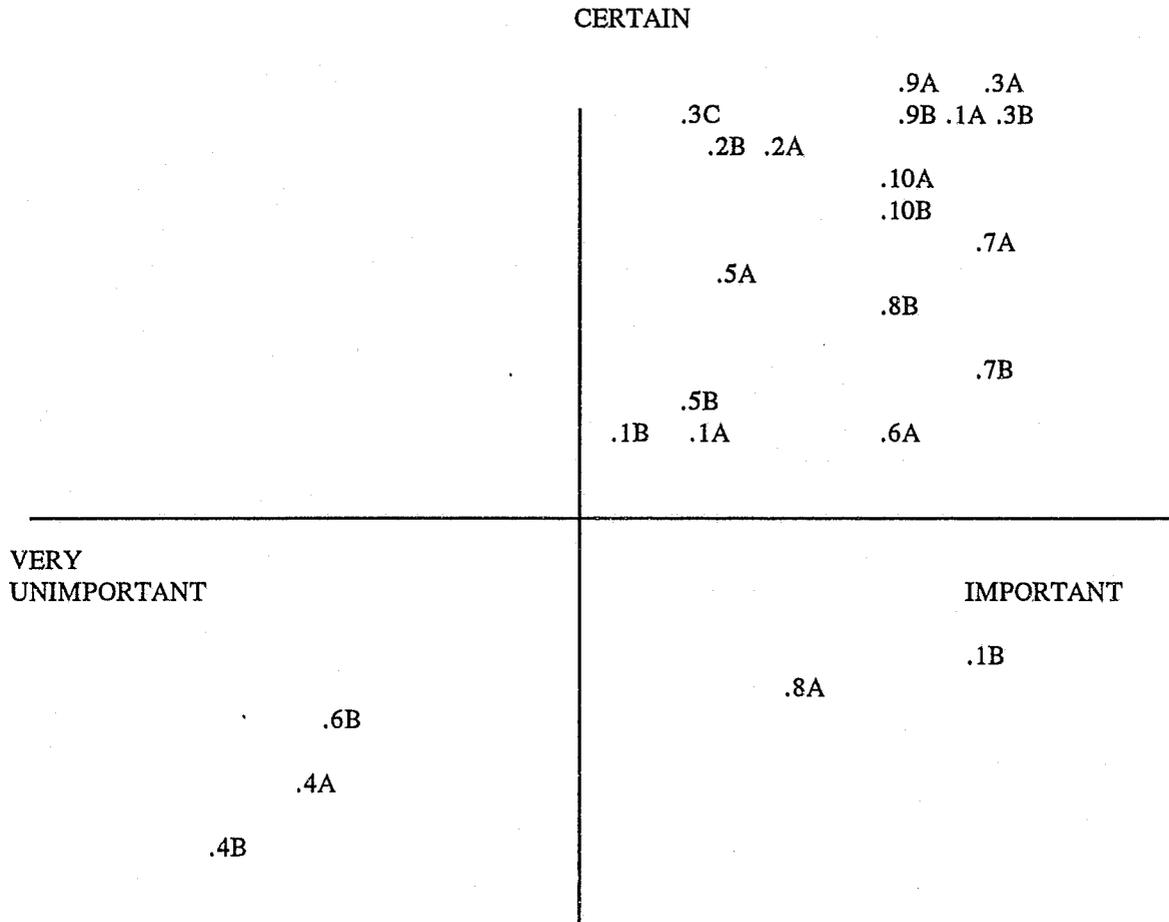
UNCERTAIN

1. Chief of Police
2. Chamber of Commerce
3. City Council
4. Sheriff
5. Foundation Boards
6. Foundation Contributor
7. New Contributor
8. F.P.O.A.
9. M.A.P.A.
10. N.A.A.C.P.
11. Lao Family Community

Appendix B-1

MODIFIED POLICY DELPHI PANEL

Deputy Chief A. Venegas   -   Lieutenant ,Personnel and Training , at time of panel

Captain Patrick Rhames   -   Patrol Division Commander

Lieutenant Lynn Button   -   Community Based Policing Area Commander

Lieutenant Thomas Frost   -   Community Based Policing Area Commander

Lieutenant Marty West   -   Station Commander

Sergeant Gary Snow   -   Patrol, Police Officers Association President

Specialist Randy Dobbins   -   Patrol Training Officer

Officer Robert Arendt   -   Patrol Officer, Police Officer Association Board member

* - All Panel Members employed with the Fresno Police Department.

Appendix B-2

STAKEHOLDERS POSITIONS

POLICY   STAKEHOLDER

		1	2	3	4	5	6	7	8	9	10	11
#1	Trust Foundation, Community Board	S	S	C	I	S	S	S	S	S	S	S
#2	Design Program Solicit Funding	S	S	C	I	O	I	S	S	C	C	C
#3	Monetary Contribution to Police Department Special Account	C	O	C	I	O	I	S	O	C	C	C

STAKEHOLDERS

1.	Chief of Police	6.	Foundation Contributor
2.	Chamber of Commerce	7.	New Contributor
3.	City Council	8.	F.P.O.A.
4.	Sheriff	9.	M.A.P.A.
5.	Foundation Board	10.	N.A.A.C.P.
		11.	Lao Family Community

S = Support   O = Oppose   C = Change   I = Indifferent

Appendix B-3

RESPONSIBILITY CHART

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

ACTORS

Decision	Deputy Chief	Project Manager	FPOA Representative	Council	Board
Type of Program for Funding	A	R	I	A	A
Cost/Benefit	A	R	I	I	I
Evaluation	A	R	I	I	I
Meet and Confer	A	R	A	I	-
Committment of Personnel	A	R	I	A	I

Appendix B-4

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