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DETERMINING COMMUNITY EXPECTATIONS OF MEDIUM SIZE

LAW ENFORCEMENT ORGANIZATIONS

BY THE YEAR 2002

JOURNAL ARTICLE

by

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

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

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

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

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TABLE OF CONTENTS

TABLE OF CONTENTS	i
LIST OF APPENDICES	ii
LIST OF TABLES	iii
LIST OF FIGURES	iv
CHAPTER 1: INTRODUCTION	1
REVIEW OF RELEVANT LITERATURE	2
THE ISSUE OF STUDY	6
CHAPTER 2: FUTURES STUDY	8
STRUCTURING THE ISSUE	8
TREND AND EVENT IDENTIFICATION	10
TREND FORECASTING	11
EVENT FORECASTING	14
CROSS IMPACT ANALYSIS	17
SCENARIOS	20
POLICY CONSIDERATIONS	23
CHAPTER 3: STRATEGIC MANAGEMENT	25
SITUATIONAL ANALYSIS	26
STRATEGIC ASSUMPTION SURFACING TECHNIQUE	31
MISSION STATEMENT	33
DEVELOPING ALTERNATIVE STRATEGIES	33
IMPLEMENTATION PLAN	38
CHAPTER 4: TRANSITIONAL MANAGEMENT	41
CRITICAL MASS ANALYSIS	41
READINESS AND CAPABILITY ANALYSIS	44
TRANSITION MANAGEMENT STRUCTURE	45
TECHNOLOGIES AND TECHNIQUES TO SUPPORT IMPLEMENTATION AND CHANGE	46
CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS	50
BIBLIOGRAPHY	55
APPENDICES	56

LIST OF APPENDICES

A.	FUTURES WHEEL	56
B.	LIST OF CANDIDATE TRENDS	57
C.	LIST OF CANDIDATE EVENTS	58
D.	TREND EVALUATION TABLE	59
E.	TREND #1 FORECAST GRAPH	60
F.	TREND #2 FORECAST GRAPH	61
G.	TREND #3 FORECAST GRAPH	62
H.	TREND #4 FORECAST GRAPH	63
I.	TREND #5 FORECAST GRAPH	64
J.	EVENT EVALUATION TABLE	65
K.	EVENT #1 FORECAST GRAPH	66
L.	EVENT #2 FORECAST GRAPH	67
M.	EVENT #3 FORECAST GRAPH	68
N.	EVENT #4 FORECAST GRAPH	69
O.	EVENT #5 FORECAST GRAPH	70
P.	BASIC CROSS IMPACT EVALUATION MATRIX	71
Q.	ASSUMPTION MAP	72
R.	COMMITMENT PLANNING CHART	73
S.	READINESS-CAPABILITY ANALYSIS	74
T.	RESPONSIBILITY CHART	75

LIST OF TABLES

1.	SITUATIONAL ANALYSIS SUMMARY TABLE	30
2.	IMPLEMENTATION SUMMARY TABLE	40
3.	TRANSITIONAL MANAGEMENT SUMMARY TABLE	49
4.	TREND EVALUATION TABLE [APPENDIX D]	59
5.	EVENT EVALUATION TABLE [APPENDIX J]	65
6.	BASIC CROSS IMPACT EVALUATION MATRIX [APPENDIX P]	71
7.	COMMITMENT PLANNING CHART [APPENDIX R]	73
8.	READINESS-CAPABILITY ANALYSIS [APPENDIX S]	74
9.	RESPONSIBILITY CHART [APPENDIX T]	75

LIST OF FIGURES

1.	FUTURES WHEEL [APPENDIX A]	56
2.	TREND #1 FORECAST GRAPH [APPENDIX E]	60
3.	TREND #2 FORECAST GRAPH [APPENDIX F]	61
4.	TREND #3 FORECAST GRAPH [APPENDIX G]	62
5.	TREND #4 FORECAST GRAPH [APPENDIX H]	63
6.	TREND #5 FORECAST GRAPH [APPENDIX I]	64
7.	EVENT #1 FORECAST GRAPH [APPENDIX K]	66
8.	EVENT #2 FORECAST GRAPH [APPENDIX L]	67
9.	EVENT #3 FORECAST GRAPH [APPENDIX M]	68
10.	EVENT #4 FORECAST GRAPH [APPENDIX N]	69
11.	EVENT #5 FORECAST GRAPH [APPENDIX O]	70
12.	ASSUMPTION MAP [APPENDIX Q]	72

CHAPTER 1

INTRODUCTION

Many law enforcement executives are concerned about what is required of their agencies to be successful within their communities. This is a legitimate, important concern for law enforcement today and into the future.

In the past, law enforcement executives have worked on developing programs and services as a response to specific community needs. Goals and objectives were developed as a milestone to measure organization success. In many cases, the organization's response was narrowly focused and reactive.

In many law enforcement organizations, officers were enforcement oriented and not encouraged or expected to be creative in addressing problems. They were not rewarded for undertaking innovative approaches. The organization's management style was authoritative and supervision was control oriented. Employee performance was evaluated on the basis of activities and not outcomes. Organization effectiveness was measured against statistics represented in the FBI's Uniform Crime Report.¹

There was a time when "traditional" and "reactive," law enforcement organizational characteristics were appropriate. Just as a species of animal will adapt to its environment over time, so have law enforcement organizations. This organization adaptation to the environment is a reactive approach to survival.

This research paper will demonstrate that law enforcement organizations can prepare for the future. Instead of adapting to the environment, law enforcement should take a proactive approach to influence, if not control the environment.

¹Lee P. Brown, "Community Policing: A Practical Guide for Police Officials," Perspectives on Policing, U.S. Department of Justice Publication No. 12, (National Institute of Justice, 1989) p.3.

The purpose of the study is to identify the expectations communities will use to evaluate the delivery of services. If law enforcement organizations know what future expectations exist, strategies can be developed today to meet and exceed community expectations. Previous research shows that law enforcement has and continues to struggle with understanding the community and its expectations of law enforcement.

REVIEW OF RELEVANT LITERATURE

With the arrival of the 1960's it became clear that public officials and society in general knew little about law enforcement and how it operated. To better understand law enforcement, a number of commissions were established to study law enforcement in relation to the events surrounding the riots of the sixties. The commissions were to make recommendations to improve law enforcement operations.²

Federal research money was provided to the commissions to look at all aspects of law enforcement. This generated even greater amounts of research.

Much of the research conducted was in the area of police-community relations. Researchers used perceptual surveys to gather public opinions of law enforcement. White and Menke conducted a critical analysis on public opinion in the middle seventies. Their assessment found the public's mood toward the police as "problematic." White and Menke found that on general items the public reported a favorable image of police. But, there were conflicting attitudes and perceptions. Data collected from the public was incorrectly analyzed and some survey instruments poorly structured. White and Menke stated, "The vast majority

²Ibid.

of empirical literature assessing the mood of the public toward criminal justice agencies is not useful for informing policy makers."³

Follow-up research in the late seventies by Charles suggest there is little reason to conduct exploratory surveys on attitudes. There are environmental factors and conditions that change. Various communities will perceive and react differently to these conditions. "While one segment of the community responds positively toward the police, neighboring communities and/or subcommunities may have hostile feelings toward their agencies of social control for a variety of reasons."⁴

In 1980 Charles wrote, "The need presently is to develop surveys which provide a practical usefulness to police planners. The goals of researchers today should be to provide police planners with survey data that could be useful in improving police-community relations and the goals and objectives of the agency, and to enhance the democratic nature of the department."⁵

Otwin Marenin in 1989 argued needs surveys could assist the police only to a small degree and identified nine limitations: first, needs surveys will only provide guidance on some areas of the police mandate; second, information from the public is likely to be more useful at the policy making level; third, the police cannot respond to all the demands of the community; fourth, some problems are so obvious, guidance is not needed from the public; fifth, demands from the public may be non-legitimate or illegal; sixth, the meaning of "community" to be responsive to is not clear; seventh, survey data is limited to the group that responds; eighth, police organizations have developed an autonomous culture and

³Marvin F. White and Ben A. Menke, "A Critical Analysis of Surveys on Public Opinions Toward Police Agencies [Revised]," Journal of Police Science and Administration, Vol. 6, No. 2 (June, 1978), pp.204-218.

⁴Michael T. Charles, "The Utilization of Attitude Surveys in the Police Decision-Making Process," Journal of Police Science and Administration, Vol. 8, No. 3 (September 1980), p.296.

⁵Ibid., p.303.

"attitude" that may be difficult to change; and the ninth, refers to a technical limitation arising from how questions are posed to provide policy guidance.⁶

Marenin concludes, "...the police - even if they wish - cannot be strongly responsive to or constrained by the preferences of their community, for contextual and technical reasons. Input from the public can at best establish a rough sketch of what policing is to achieve and how the work ought to be done. The police, unavoidably and legitimately, are empowered to fill in the details."⁷

The introduction of the Community Policing philosophy to law enforcement has renewed the concerns of defining community and identifying community needs. There must be input not only from the community in problem definition and decision making, but participation from police employees at all levels as well.⁸

Perception of fear has been identified as one means to measure success for the organization. As a distinct law enforcement problem, fear perception requires specific control strategies. Fear is an abstract crime problem influenced by actual victimization. In 1980 several main features about fear were identified. First, fear was widespread. "The Figgie Report on Fear of Crime" survey showed two-fifths of Americans reported they were "highly fearful" they would become victims of violent crime.⁹ Second, fear was not evenly distributed across the population in the past. Those who felt the most vulnerable were also the most fearful. Elderly women held the greatest level of

⁶Otwin Marenin, "The Utility of Community Needs Surveys in Community Policing," Police Studies, The International Review of Police Development, Vol. 12, No. 2, Summer, 1989, pp.73-81.

⁷Ibid., p. 80.

⁸Lisa M. Riechers and Roy R. Roberg, "Community Policing: A Critical Review of Underlying Assumptions," Journal of Police Science and Administration, Vol. 17, No. 2, June, 1990, pp.105-113.

⁹The Figgie Report on Fear of Crime: America Afraid, Part I: The General Public, (Researched and Forecasts, Inc., Sponsored by A-T-O, Inc., Willoughby, Ohio, 1980), p.29.

fear followed by all other women. Looking at the demographics of 1980, blacks were more afraid of crime than whites, the poor more afraid than the middle or upper class and inner-city more afraid than suburbanites.¹⁰

Fear continues to be a problem today. The number of violent crime attempts increased 11% between 1990 and 1991. 1981 was the peak year for victimizations. Since 1981, crime levels have dropped overall, but the number of violent crimes committed in 1991 did not differ measurably from that estimated in 1981.¹¹

The demographic results of the most current victimization data show blacks were more likely than whites to be victims of violent crime; younger persons had higher victimization rates than older persons; and those living in low income households were more likely to be victims than high income households.¹²

Roy Roberg developed a conceptual "Expectation-Integration Model." The model depicts the relationship between two sets of expectations. First is the expectations between individual employees and the organization. Second, is the expectations between the community and organization. The hypothesis is "that as the degree of expectation-integration increases, the number of organizational problems decreases."¹³

"The Expectation-Integration model recognizes the importance of three major sources of expectations concerning police behavior: the organization, the

¹⁰Wesley G. Skogan and Michael G. Maxfield, Coping With Crime: Individual and Neighborhood Reactions. Vol. 124 (Beverly Hills, California: Sage Publications, 1981), pp.74-44.

¹¹U.S. Department of Justice, Bureau of Justice Statistics Bulletin: Criminal Victimization 1991, [by Lisa D. Bastian] ([Washington]:n.n., October, 1992), p.1.

¹²Ibid.

¹³Roy R. Roberg and Jack Kuykendall, Police Organization and Management Behavior, Theory, and Processes, (Pacific Grove, Ca.:Brooks/Cole Publishing Company, 1990), p. 10.

employee and the community." If one expectation source becomes too influential, the other will effectuate some type of reform."¹⁴

THE ISSUE OF STUDY

Past research shows a continued desire by law enforcement organizations to understand and accomplish what is expected by communities. Roberg and Kuykendall suggest that if law enforcement organizations fail to identify, understand and respond to those expectations, forced reform will occur. To enable law enforcement to control the future and avoid forced reform, this futures research will answer this issue question:

What expectations will be used by communities to evaluate field services of medium sized law enforcement organizations by the year 2002?

To be successful in the future, law enforcement leaders will need to be sensitive to how communities evaluate organizational effectiveness. Communities are taking a closer look at government and how it spends tax dollars and utilizes resources. The importance of this issue exists because of the changing expectations of government held by communities. Past events have impacted communities causing the public to pay closer attention to law enforcement. Some of these events include the alleged police beating of Rodney King, the growing mistrust of government and the inability of law enforcement organizations to respond to the needs of the community due to shrinking financial resources. Changing demographics are creating circumstances that place additional strains on organizations. With multiple cultural communities, there are recruitment, training and communication issues to be addressed.

¹⁴Ibid. p. 14.

With the distressed economy of today, there is a serious concern over the effectiveness and efficiency of government organizations. The way human resources are managed and interact with communities is currently a highly discussed issue. There is a perception of mistrust between communities and law enforcement and law enforcement must move this perception to one of trust. To accomplish this law enforcement must understand and be prepared to meet the expectations of the community.

CHAPTER 2

FUTURES STUDY

With the issue clearly structured, key trends are identified and forecasted. Key events that could occur and alter the forecasts are identified. The trends and events are analyzed for possible interrelationships. The forecasting is accomplished by using the "Nominal Group Technique" [NGT].

NGT is a small group technique for achieving agreement on the answer to a single, usually complex question by a process that alternates between private work and open discussion.

To provide divergent view points, the author met with Police Chief Ted Barnes of the City of Pinole; Police Captain James Webster with the City of Concord; City Manager Dan Pincetich with the City of Pacifica; Real Estate Broker, Pacifica City Council Member and former San Mateo County Grand Jury Member Barbara Carr; Wells Fargo Bank Security Director William Wipprecht; Jefferson Union High School District Principal Andrew McCarthy; and Training Consultant Jennifer Lear.

Based on the forecasting and interrelationships, alternative future scenarios were developed for further study.

STRUCTURING THE ISSUE

Based on a number of interviews with law enforcement experts, a review of literature and environmental scanning, the author confirmed that the stated issue is important and of value for further study:

What expectations will be used by communities to evaluate field services of medium sized law enforcement organizations by the year 2002?

To better structure the issue it is necessary to define some terms within the issue statement.

Expectations: Webster dictionary defines expectations as a "prospect of the future." Each community has a general common reference point. There will be competing interests within communities trying to influence the expectations. With appropriate research, common community wide expectations can be identified.

Communities: The population which lives within the jurisdictional boundaries of a law enforcement agency. Each community will have different demographic characteristics suggesting competing interests between subcommunities within the defined community.

Field Services: The output provided to the citizens within the community by the law enforcement agency. For example, response to calls for service, follow-up investigations by detectives, traffic enforcement, crime prevention presentations or investigation of citizen's complaints. Regardless of the organization division providing the service, it is an output provided to and evaluated by the public.

Medium Sized Law Enforcement Agencies: Police and Sheriff's departments that employ fifty to one hundred full time paid employees.

After defining terms of the issue, it is necessary to establish parameters for further study. With the use of a "Futures Wheel" [APPENDIX A], the issue was studied and three following related sub issues of interest emerged.

1. How will the desired expectations be translated into responsive programs and services?

Whatever future expectations are held by communities, organizations will want to be able to meet the significant expectations. This is important to gain the support of the community. Law enforcement will need to develop programs and services to meet and fulfill current and future expectations.

2. What new training for personnel will be required to meet these expectations?

Whatever expectations are held by the community will require an internal response from the organization. The response will require personnel be developed to meet the future challenges. Organizations will need to identify and develop specific training to ensure community expectations will be met.

3. How will public expectations influence performance evaluation of personnel?

Law enforcement is labor intensive and employees are law enforcement's primary resource. Future expectations by the community may require different or new performance expectations of its employees. If organizations desire to hold the employees accountable, performance must be measured.

The issue and sub issues were initially presented to the NGT group for further explanation and discussion. These issues provided a basis for further study and forecasting.

TREND AND EVENT IDENTIFICATION

The environment is the result of trends and events that occur. Trends are a general movement in a direction. Events are specific occurrences that can be identified by date and time. A series of events could establish a trend.

As a result of the NGT, a list of twenty trends [APPENDIX B] and a list of twenty-three events [APPENDIX C] were identified. Using a voting technique, each member of the NGT group identified the ten most important trends. Using consensus discussion and another round of voting, the top five "most important" trends and events were selected for further study.

TREND FORECASTING

The five "most important" trends were presented to the participants of the NGT for evaluation and forecasting. Using the "Trend Evaluation Table," the magnitude of the trend was measured against time. The time axis required magnitude ratings in relationship to today [1992], five years ago today [1987], five years from today [1997] and ten years from today [2002]. For the five and ten year points into the future, two forecasts, "will be" and "should be" were made. The median trend forecasts of the NGT Panel are presented in the Trend Evaluation Table [APPENDIX D].

Trend 1 - Level of Emphasis by Agency on Values and Mission Statements

The panel viewed this trend as important and significant in establishing organization direction. The "emphasis" will be generated by the management of the organization. This trend will continue to grow and be important to organizations, with the nominal median increasing in magnitude to 175 in 2002 [APPENDIX E].

The panel felt this will be a key way to communicate to the public what the organization values and what it wants to accomplish. By having strong values and mission statements, the community may be influenced and hold expectations within the statement's framework.

The lower quartile was the result of the belief that there will be over emphasis on these statements, causing them to be ineffective. Some panel members felt the impact of crime, other social and economic problems would prevent the organization from even trying to establish a mission statement. The organization would be overwhelmed and operate in a reactive mode without necessary resources to be proactive.

The nominal median forecast is close to what the panel believed the forecast should be. Values and Mission Statements are a trend that will continue

to play an important role in the success of medium sized law enforcement organizations.

Trend 2 - Affect of Violent Crime on Perceived Safety

Violent crime will continue to impact the perception of safety within communities and by individuals [APPENDIX F]. The panel was generally in agreement with the continued increased effect violent crime would have within communities. Individuals will feel more fear and be threatened. This perception will play a role in establishing expectations of organizations in the future.

One reason for the increased magnitude of this trend is the technological developments that give the media the ability to bring up to the minute details of crime and violence to citizens. The panel was somewhat diverse in studying this trend from 1987 to the 1992. The panel was in more agreement about violent crime from 1992 to 2002. Violent crime will continue to influence perceived safety with greater magnitude.

Trend 3 - Level of Expression of Community Expectations by the Public

In 1987, the panel felt communities were less concerned with expressing expectations to law enforcement [APPENDIX G]. Communities left the decision making up to law enforcement professionals. In 1992 with the growing mistrust of police, there is a growing interest in how law enforcement and government in general are conducting their business. Communities are beginning to express expectations by becoming politically more active, involved in governmental affairs and public demonstrations. Communities are demanding effectiveness and efficiency. This includes maintaining levels of service with less financial resources.

The panel members felt that as a generalization, medium sized departments have been responsive to their respective community's needs. This responsiveness

may create higher expectations of police organizations as seen in the upper quartile forecast.

The panel felt the magnitude of expressed community expectations "should be" higher than the median. The community should be more involved in expressing expectations but would be uninterested in getting involved causing the nominal median to be almost as low as the lower quartile.

Trend 4 - Level of Community Involvement in Developing Performance Standards

In ten years the community may have a greater role in developing performance standards compared with today [APPENDIX H]. The panel was uncertain on community involvement in 1987, but by 1992 the increase in magnitude was phenomenal. The nominal median doubles. The panel felt this was the result of dissatisfaction with police because of Rodney King and other brutality incidents. Medium sized law enforcement organizations have been scrutinized by the public and there has been a greater concern over individual officer performance.

The panel members were closer in their forecasts of 1997. The upper quartile deviates from the nominal median at 2002. This indicates future instability regarding the level of involvement by the community in developing performance standards.

Trend 5 - Use of Community Based Policing

Community Policing is defined as a philosophy that promotes pro-active problem-solving and law enforcement-community partnerships to address the cause of crime and fear as well as other community issues.

Over the past five years, Community Based Policing has become more popular as a policing strategy [APPENDIX I]. Over the last five years the nominal median has doubled, confirming its popularity.

The panel nominal median forecast suggests that Community Based Policing will increase in magnitude by 100 percent by 2002. There is an amount of uncertainty in the use of this philosophy in ten years. Some panel members felt this trend would lose popularity as crime increased and both the community and organization questioned Community Based Policing as a valid strategy.

Another concern expressed was Community Based Policing is labor intensive and requires substantial commitment and economic resources for organizations to properly develop programs and staffing. The panel felt the uncertain economic future added to the uncertainty of this trend.

EVENT FORECASTING

The five "most important" events were next presented to the NGT panel. The Panel was asked to identify the years until the probability of occurrence first exceeds zero [From 1992]. The Panel was then asked to estimate what the probability of occurrence will be in 1997 and 2002. The panel then rated the positive and negative impact of each event upon the issue using a scale of one to ten. Median estimates and probabilities are presented in the Event Evaluation Table [APPENDIX J].

Event 1 - Civilian Commission to Oversee Local Police Required by Law

The panel members were all in agreement that the probability of this event occurring was great over the next ten years [APPENDIX K]. The median suggests that by 1995 we can expect to see serious consideration of Civilian Commissions.

There was quite a divergent forecast on this event. Some panel members felt this was an extreme likely occurrence within ten years. Other panelists felt that the public will resist the commissions because it will add to the bureaucracy that communities are protesting against and change the "objective" non-political nature of law enforcement. Another factor was the fear that

special interest groups would seek control of the commissions, neglecting the good of the community as a whole.

The occurrence of this event would have a positive impact of five with the belief that the commission was representing the best interests of the community. The negative impact of two is caused by the increase of bureaucracy.

Event 2 - In Service Training Costs Triple

By 2002, the median forecasts indicate a sixty-two percent probability of in service law enforcement training costs tripling from the costs of 1992 [APPENDIX L]. The median shows a forty-three percent probability of occurrence within five years. The event is the specific point in time when in service training costs triple from those in 1992 for medium size organizations. If the event occurs at thirty percent probability, this event will occur in August of 1996.

This event will have a positive impact of one due to the negative economic impact of increased costs to the organization. A negative impact of six upon the issue is the result of the panel feeling that the state or federal government will subsidize the cost of training.

Event 3 - Crime Rate Increases at Least Twenty-Five Percent

Because the panel consisted of non law enforcement members, the crime rate was defined as Part I offenses reported to the Uniform Crime Report. These include murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft and arson.

In five years there is a forty-two percent probability of a twenty-five percent increase in the crime rate [APPENDIX M]. This event exceeds the thirty percent threshold in September of 1996. Within ten years there is an eighty-seven percent probability of occurrence. The panel was confident that the

probability of this event occurring was high, eighty seven percent by 2002. Crime is perceived to be growing at a high rate.

This event was forecast to have positive impact of one on the issue. The explanation by the panelists for a one was that the event would bring an urgency to the community and the concerns about crime would get attention. The event was given a negative impact of six because it would have a serious impact on the ability of the organization to perform other services desired by the community.

Event 4 - Community Demands Input on Officer Deployment

It appears communities of medium sized police departments may become more involved in the internal operations of the organization [APPENDIX N]. The future is very unsettled on this event. If the event will occur at a thirty percent probability, the event will occur in October, 1999. The median reaches forty-two percent in ten years.

The panel felt that fear of crime would have to be high before this event could actually occur.

To support the unsettled future with this event, the upper quartile shows this event could occur in 1995 if environmental conditions were appropriate.

This event will have a positive impact of four because the expressed demands may provide organizations with input that will help plan programs and deployment. The negative five impact is the result of conflict that will be caused by the demands of special interests and the good of the community as a whole.

Event 5 - Property Crime Misdemeanor Offenses are Decriminalized

The NGT panel felt this was an important event even though the probability of occurrence was relatively unlikely [APPENDIX O]. Several panelists felt there was no chance of this event happening within ten years unless violent crime

increased dramatically and law enforcement had insufficient resources to combat it.

Panelists who felt a greater probability of this event occurring suggested law enforcement in the future will need to prioritize their responses. Since some organizations currently do not respond to property damage traffic accidents, the decriminalization of property crime misdemeanors was a possibility that could occur as early as 1995. The panel gave this event a 10 percent probability of occurring by 2002.

This event has a positive impact on the issue of seven, because it would eliminate an entire class of potential public expectations and possibly force the community to concentrate on more serious issues. A negative impact of one was given because of the apparent acceptance of deviant behavior as long as it is not serious. This was viewed as a further breakdown of society values.

CROSS IMPACT ANALYSIS

Cross Impact Analysis is a consensus method to assess how each forecasted event if it occurred, would impact the other events and trends. The impact is measured in a percentage of positive or negative change. After establishing the percentage of change, a consensus process is used to identify the number of years until the maximum impact of the event is reached. This analysis allows the researcher to develop future alternative scenarios.

Chief of Police Ted Barnes for the City of Pinole; Police Captain Richard Schmidt with the Town of San Anselmo; and Field Operations Division Commander Thomas Boyd with the City of San Rafael were brought together to conduct the cross impact evaluation. Each administrator has extensive experience in the area of delivery of field services to the community. Each administrator individually estimated the impact and number of years until the maximum impact would be reached for each event as it impacted the other events and trends.

After making the estimates the panel discussed each impact and came to a consensus on the impact and the number of years. The estimates are presented in the "Basic Cross-Impact Evaluation Matrix [APPENDIX P].

Events one through four had significant hits on the other events and trends. The panel unanimously agreed that Event Three, Crime Rate Increases At Least Twenty-Five Percent was the most significant event, acting upon all other events and trends.

It should be noted that a positive or negative impact only means the impacted event probability or trend level goes up or down respectively. It is interesting to see the combination of positive and negative impacts identified by the panel. There were four positive and five negative impacts.

Positive Impacts

The crime rate increases the probability of training costs becoming more expensive [E-2]. The panel felt that there would be more training available and in demand because of the increased complexity and demands of law enforcement. Officers will need longer durations of specialized training. Additionally, subsidized training funds were felt to diminish.

The probability of the community demanding input on officer deployment [E-4] increases dramatically. The community will demand their neighborhoods receive additional resources to protect them from rising crime. This will fracture the community into many special interests and organizations will not be able to accommodate individual groups but will have to respond to the good of the community as a whole.

With the increase in crime, the probability of decriminalizing property crime misdemeanors [E-5] increases significantly. The twenty-five percent increase in crime would force communities and legislators to focus on serious crimes. The panel felt the priorities and resources of organizations would move

away from the lesser property crimes. The property crimes would be handled by insurance companies, private security and security technology.

The increase in crime will increase the magnitude of a perception of fear [T-2] within the community. The community will be concerned with the increase and feel they are likely to become victims in the future. There will be a demand for more law enforcement and security. The panel was not sure if the community would be willing to pay for increased resources.

The increase in crime will increase the magnitude of the community becoming more active in expressing their expectations of law enforcement [T-3]. The community will voice their dissatisfaction and anger over the fear of being a victim. The panel felt the community will become more involved in developing performance expectations [T-5] for essentially the same reasons.

Negative Impacts

The panel felt if crime increased, it would decrease the probability of civilian overview [E-1]. The community would feel that any overview would be restrictive on law enforcement and contribute to the organization's inability to control crime. Crime would be considered out of control and there would be a call for "professional" law enforcement to take control. Pressure would be applied upon legislators to repeal any such overview laws.

The magnitude of emphasis on values and mission statements [T-1] will decrease if crime increases. The panel felt the organization will be forced into a reactive response to crime and will not have time or resources to fulfill value or mission statements.

The magnitude of the use of Community Based Policing [T-5] will decrease with the increase in crime. The panel felt that with this increase in crime, there will be a demand for the resources to be redirected to combat crime. If

Community Based Policing was implemented and crime increased twenty-five percent, the community would see this as a failure.

SCENARIOS

A scenario is a non-fictional narrative, typically written as if by an historian looking back over the forecasted events and trends as if they had actually occurred. Scenarios are intended to clarify the causes and consequences of major developments, thus facilitating the forecasts and evaluation of relevant policies or actions by the author. Three scenarios have been developed to provide a view of the future.

The Exploratory scenario shows a future where the forecasted events and trends "play out." The Normative scenario shows a "desired and attainable" future. The Hypothetical Scenario shows an impartial "what if" future.

The scenarios take place in the year 2002 and are structured around the "Midsize Police Department." Midsize P.D. is located in the densely populated San Francisco peninsula area.

Exploratory Mode Scenario

Midsize Daily News, June 11, 2002

REORGANIZATION OF POLICE DEPARTMENT TO COMBAT CRIME

Today, the Midsize Police Chief Robert Smith presented the departmental reorganization, fully implementing the Community Based Policing [T-5] philosophy throughout the organization. Chief Smith recalled the promise of Community Based Policing from the early 90's and the positive impact on crime and disorder. In 1996, violent crime showed an increase of twenty-five percent from 1992 [E-3]. Satisfaction was voiced throughout the community on the effectiveness of Community Based Policing. Crime has continued to increase. The community continues to express their expectations [T-3] of the department to the City

Council and Civilian Commission [E-1] through neighborhood spokespersons and lobby for input on deployment of officers [E-4] to their respective neighborhoods.

In response to these expectations and demands, Chief Smith plans to hold public workshops in an effort to develop performance expectations for officers [T-4] that will meet the community expectations. The concern expressed by Smith is the availability of revenue for additional training necessary to meet community expectations. In 1996, the cost of training tripled [E-2] from the costs of 1992 and has since stabilized.

Chief Smith said there will be a significant drop in the crime rate when the Legislature decriminalizes misdemeanor property crimes [E-5] this year. Chief Smith warns this will not impact the level of fear within the community [T-2] but will allow the department to redirect resources to more serious crime.

Legislation has been passed to extend the Civilian Commission overseeing [E-1] the department. "With the direction from the commission," Smith said, "a new values and mission statement [T-1] will be developed. The main priority is to get some control over crime."

Normative Mode Scenario

Midsize Daily News, June 11, 2002

POLICE ANNUAL REVIEW PRESENTED

Monday night, Police Chief Robert Smith and Jack Jones, Chairman of Police Civilian Oversight Committee [E-1] presented the 2001 Annual Law Enforcement Review for the Midsize Police Department. Smith praised the Oversight Committee for their work in collecting data from the community and formalizing the data into community expectations [T-3,E-4].

Annually, department personnel and committee members review the Values and Mission Statement [T-1]. The statement is reviewed and modified to ensure there

is no conflict with the expectations. This same group then reviews and modifies performance standards [T-4] for department personnel. A training plan [E-2] for individual personnel is later developed to ensure personnel have the necessary skills to accomplish and meet expectations. This training is a priority even though the costs have tripled since 1992.

In 1996, police personnel resisted the role of the committee that was established by state law [E-1]. Over the years, the committee has become respected and favored by department members and the community. Personnel feel the clear objectives and related performance standards have increased job satisfaction.

Jones reported that for the fifth year in a row, all committee expectations were accomplished. The report indicates the crime rate [E-3] declined three percent this year. The recent survey shows the public still feels unsafe due to violent crime [T-2]. Smith hopes to reduce these fears by working towards further implementation of Community Based Policing [T-5].

For a complete review of this report, a copy is available electronically on the City Hall Computer Network Bulletin Board.

Hypothetical Mode

Midsize Daily News, January 11, 2002

RECOMMENDATION TO ABANDON COMMUNITY BASED POLICING

The Civilian Oversight Committee [E-1] that identifies community expectations [T-3] for the police department, today recommended abandoning Community Based Policing [T-5]. Community Based Policing has been the law enforcement philosophy used since January, 1992.

Critics have complained that Community Based Policing has been ineffective against violent crime which increased a shocking twenty-five percent in 1998 from

1992 [E-3]. The dissatisfaction began when the department's budget showed in service training costs tripled [E-2] in 1996 from those of 1992.

The community has expressed clearly, their number one priority is to be protected from increasing violence [T-2]. They are no longer interested in service or minor property crime response [E-5] but in how officers are deployed [E-4] for prevention and response to violent crimes and felonies.

The oversight committee is prepared to revise the Values and Mission Statements [T-1] and Officer performance expectations [T-4] based on community input.

The City Council will consider this recommendation at their meeting next Monday.

POLICY CONSIDERATIONS

The three scenarios provide alternative futures. The Normative scenario has been chosen as the most "desirable" future for further study and development. The following policy statements will help attain this future scenario and help mitigate other undesirable futures:

1. Law enforcement organizations should develop a committee representative of the community and department to become involved in developing organization direction and goals.
2. Communities should be surveyed regularly to collect data about perceived safety, tolerance for crime, service delivery satisfaction and identify community expectations.
3. A training plan should be developed for employees to provide the necessary skills to meet the organization mission and community expectations.

4. Organization Values and Mission Statements should be reviewed annually with community input to ensure agreement with community expectations and validity.

5. Community Based Policing should be implemented throughout the community. There should be a measurable reduction of all crimes which include the reported Uniform Crime Part I Offenses, vandalism, narcotic violations, neighborhood issues and the perception of safety within the community. When these goals are not attained, a new strategy is necessary.

CHAPTER 3

STRATEGIC MANAGEMENT

Strategic management is the process of formulating, implementing and evaluating strategies to achieve future objectives. In this study, the strategic plan is to attain the desired future provided in the Normative Scenario from Chapter Two.

The strategic plan will be the result of combining the previous forecasting with a three level assessment. The assessment will include the internal organization, the environment external to the organization and a stakeholder analysis. The outcome of this assessment will be a mission statement, alternative strategies and an implementation plan.

MIDSIZE POLICE DEPARTMENT

The Midsize Police Department will be used as the basis for this strategic plan. The department consists of forty-one sworn and fourteen non-sworn positions. The department's operating budget is \$3.8 million. The City of Midsize is located in the San Francisco Bay Area with a population of thirty-eight thousand. The city is thirteen square miles with a council-manager form of government.

Midsize is a scenic, bedroom community with a minor tourist industry. As a mid-income area, the community reflects the growing cultural diversity of the Bay Area. The majority of the community is caucasian but there is a steady increased representation of Asian and Pacific Island cultures.

SITUATIONAL ANALYSIS

In developing a strategic plan, there must be an understanding of the opportunities and threats that exist within the environment and the strengths and weaknesses that exist within the organization. This analysis will identify factors that exert a primary influence on the current and future position of the organization.

A panel of four law enforcement managers were brought together to conduct this assessment and identify stakeholders. The panel consisted of Police Chief Charles English, Captain Patrick Brennan and Captain Ted Merritt all with the City of Pacifica; and Police Captain Richard Schmidt with the Town of San Anselmo. The panel discussed each area and the following information is a summary of those discussions.

Environmental Opportunities

In an aging society, we are seeing new values evolving within communities. As society becomes more diverse, the work force is able to draw from this diverse society. A new understanding of other cultures emerges.

Attention and concern over basic education is now a concern of law enforcement. The future may provide a better educated and skilled work force because of this new level of concern.

There is a new, higher level of interest in what government is doing. Community members are taking a more active role in how their tax dollars are being spent. There is a desire to maintain and expand services in an efficient and effective manner.

Technology is developing at a high rate and is providing opportunities to increase organization efficiency and effectiveness. Greater amounts of data can be processed more quickly with computers. Retrieval and storage of information

can be performed with optical disc. Satellite systems provide new communication capabilities. Specific to law enforcement, non lethal weapons are available.

Community Based Policing is a trend that is being accepted by communities and changing the way police work is performed. There is more community demand for protection from crime and other external threats. Reducing repeat responses by resolving problems and educating the public to be more self sufficient, Community Based Policing can save communities money.

Limiting the terms of elected officials will provide new ideas and opportunities in government. As officials are replaced, fresh thinking and creativity can be maintained.

Communities are looking for more efficient ways of providing law enforcement services. Regionalization and sharing services are alternatives being considered. Communities are open to new ways of doing business. There has been dissatisfaction with past practices and there is a growing expectation to have creativity and innovation in government.

Environmental Threats

There is a growing mistrust of law enforcement. The public trust has been damaged if not already lost. Public demonstration and rioting has become a common form of expression for the 90's. In May of 1993, a thousand people created an unprecedented pandemonium at the San Francisco Police Commission with the firing of Police Chief Richard Hongisto. Throughout the nation there were riots and demonstrations over the Rodney King incident and other accusations of abusive behavior on behalf of law enforcement officers. In many communities there are special interest groups who protest and demonstrate regularly to support their interests. In some communities, civilian review is being mandated upon law enforcement organizations by governing bodies as a result of public pressure.

The news media is able to influence the public's perception of law enforcement. The entertainment industry continues to produce movies that show law enforcement as either incompetent or abusive of the public trust and part of the social collapse.

A lack of revenues is a growing trend and there is no long term solution in sight. This trend is the result of a poor economy, politics, soaring costs and taxpayer revolt. Because of the poor economy, unemployment has increased. The negative impacts of the economy have generated layoffs and salary reductions. These kinds of actions are resisted by labor organizations, creating conflict within the environment.

Violent crime is expected to continue to increase. The traditional law enforcement philosophy of "enforcement only" may be in conflict with community expectations of a more democratic style of law enforcement. Based on the environmental conditions, law enforcement may only be able to provide reactive enforcement actions in the future.

Limited terms for elected officials creates a certain instability within government. With new representatives every couple of years, there will be a lack of experience and knowledge to make well informed decisions. There will also be reduced productivity when new officials get settled and learn their roles.

Organizational Strengths

The Midsize Police Department is easier to manage by definition, having between fifty and one hundred personnel. Change is introduced more easily compared to large organizations. Missions, values and expectations can be communicated easily and accurately. Results are relatively easy to measure. Employees are held accountable for their actions. It is easier to empower employees with greater responsibility. The discipline process supports ethical behavior and integrity.

While there is a growing mistrust of law enforcement, there is also a core of community support for law enforcement. The Midsize organization can be more responsive to the demands of the community, including special interest groups.

Employees are more involved in the operation of the organization and are not just a "badge number." Senior members are retiring allowing new and different values and philosophies to be introduced. Personnel are generally well trained to perform their jobs. Performance standards are easy to establish in relationship to expectations.

Organizational Weakness

Within medium sized organizations there is a lack of organizational development expertise. Resistance to change by individuals can have a greater impact on the organization. Political and special interest groups may be able to exert greater influence over decisions. Hierarchy in a medium sized organization can inhibit communication and encourage bureaucracy. Reduced financial funding and increased training and operational costs will place stress on limited resources. Layoffs will occur increasing the level of frustration within organizations. Organizations are having more difficulty meeting employee and community expectations.

Technology is too expensive to purchase and implement. New employees are poorly educated and have difficulty with basic writing skills. There is a different work ethic and value system in conflict with older employees.

Organization members lack the education and training that will be necessary in the future. With more interaction with the community the skills of negotiation, mediation and facilitation will be essential.

This situational analysis allows management to identify, compare and contrast internal strengths and weaknesses with external opportunities and threats. Management now is prepared to reconcile organizational capabilities

with community individuals or groups who have an interest in the impacts of the organization.

SITUATIONAL ANALYSIS	
SUMMARY TABLE	
<p style="text-align: center;">ENVIRONMENT OPPORTUNITIES</p> <ul style="list-style-type: none"> • New values evolving • Diverse community • Concern about education • Interest in government operations • Citizens taking active roles • Technology development • Community based policing • Limited political office terms • Shared resources 	<p style="text-align: center;">ORGANIZATION STRENGTHS</p> <ul style="list-style-type: none"> • Organization size is easy to manage • Change introduced more easily • Communication easier • Program results easy to measure • More accountability of employees • Core of community support • More responsive • Turnover of personnel • Better training
<p style="text-align: center;">ENVIRONMENT THREATS</p> <ul style="list-style-type: none"> • Mistrust of law enforcement • Rioting as a form of expression • Civilian review • Media influence • Entertainment industry • Decreased economic revenues • Violent crime • Traditional law enforcement • Instability within government 	<p style="text-align: center;">ORGANIZATION WEAKNESSES</p> <ul style="list-style-type: none"> • Lack of organization development expertise • Resistance to change • Greater special interest influence • Hierarchy may inhibit communication • Financial revenues reduced • Operational costs increasing • Layoffs • Cost of technology • Poorly educated employees • Conflicting value systems • Lack of needed training

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Organizational change will occur as a result of the situational analysis. Organizational change can result in policies that impact individuals outside the organization. These individuals can influence policy and implementation. Strategic Assumption Surfacing Technique allows the organization to identify and address these concerns prior to policy development.

A stakeholder is an individual or group that impacts, is impacted by, or cares about what you do. A snaildarter is the unanticipated stakeholder who can radically impact your strategy. Each have deep rooted, often unstated values and beliefs that will impact planning. These individuals or groups and their assumptions need to be considered before implementing any organizational change.

The following is a list of ten critical stakeholders, one snaildarter [SD] and assumptions they may hold:

1. Community at Large

- a. They will have input and control over policy development.
- b. There will be suspicion of the organization's motives.
- c. There will be an improvement in the quality of life within the community.

2. Minority Population

- a. There will be suspicion of motives and a sense that something is wrong.
- b. The majority population will receive a majority of services.
- c. They should have special concessions to have input into expectations and criteria.

3. City Council

- a. Organization will be more responsive to the public.
- b. Will take credit for organization's success.
- c. Will distance itself from any failure in implementation of community based policing concept.

4. City Manager

- a. Will have more control over the organization.
- b. Will gain political support within the community.
- c. Will be unconvinced the organization can properly implement community based policing.

5. Police Chief

- a. Believe any new strategy is creative and innovative.
- b. Organization is being responsive to needs of the community.
- c. Knows what is best for the community.

6. Police Management Staff

- a. Will loose control within organization.
- b. Will want to develop policy to regain control.
- c. Believes any new program will be short lived.
- d. Expects to have input in any process.

7. Police Organization Employees

- a. Suspicious and will resist change.
- b. Community Based Policing will be more work.
- c. Should have a role in decision making process.
- d. Community Based Policing does not require special commitment.

8. Police Officer Association

- a. Concerned about the impact on working conditions.
- b. Feel they have a right to be involved in developing new programs.
- c. More work is being created with Community Based Policing.
- d. Want to know what is in it for them.

9. Other City Departments

- a. Community Based Policing will create more work for them.
- b. Be suspicious of police and feel a loss of control over their domain because of their role as a resource.
- c. Think favoritism is being given to police .
- d. There will be a negative impact on their resources.

10. Community Special Interest Groups

- a. Opportunity to influence decision making.
- b. They will gain an increase in influence and power.
- c. Their interests will be served.

SD. Taxpayer

- a. Results of Community Based Policing are unpredictable.
- b. There will be additional costs and revenues required.
- c. They have a right to influence the process.
- d. Concerned about the long term costs.

All the above assumptions must be considered with any plan that is developed. Each assumption should be weighed in terms of its certainty and importance. Law enforcement organizations can evaluate and identify the

important and critical assumptions to address by using the technique of Assumption Mapping. The Assumption Map [APPENDIX Q] represents all the assumptions listed and plotted. Assumption mapping allows the planner to easily recognize the critical assumptions that must be taken into consideration.

MISSION STATEMENT

A mission statement is a broad statement of purpose, philosophical belief, and guideline for organizational direction. Its purpose is to focus the organization and establish values to support future success. Success in the future for the Midsize Police Department will be based on the ability and commitment of the organization to identify and meet the expectations of the community as outlined in the mission statement.

The following is a macro mission statement offered to address the issue.

The mission of the Midsize Police Department is to reduce the impact of crime and other external harm to persons and property. This will be accomplished by establishing an active, working partnership with the community. We encourage citizens to take an active role in law enforcement and will work with citizens to help them resolve problems with long term solutions using all available resources.

A micro-mission statement is a sub-set of the mission statement that focuses attention on a specific aspect of the strategic plan. A valuable micro-mission statement would be:

The Midsize Police Department values its relationship with the community and recognizes the importance of meeting community expectations. Community expectations will be identified through a committee of community and organization members. What is important to the community will be the basis of our principle objectives.

DEVELOPING ALTERNATIVE STRATEGIES

Using a modified policy delphi process, a group of four law enforcement managers again were brought together to identify and analyze alternative strategies to achieve the stated mission. Seven strategies were discussed and

considered. Three of the strategies were identified for detailed analysis. The PROS and CONS of each are presented along with the perceptions expected to be held by the stakeholders.

Strategy 1: Organization to provide expectations to community.

This strategy allows the organization to operate within a closed environment. There is a belief that the leaders of the organization are experts on law enforcement and know what is best for the community. The community really has no interest to input into the goals and expectations of the organization except through the city council and their policy direction.

Pros: This strategy is an efficient way to accomplish the mission. The organization can develop criteria and expectations for the community without the debate and input of the "novice" citizens. Little time is required to accomplish this strategy. Criteria can be structured to meet current programs and success can be virtually guaranteed. The panel felt the community members are not concerned about law enforcement until they are directly impacted by crime. It is more important to understand how much tolerance of crime the community holds.

Cons: Members of the community will be resentful of this approach. They already have a mistrust of the police and this will support their beliefs. Without considering the community's concerns, there cannot be a satisfactory strategy or relationship established. This friction with the community will create continuous problems. There will not be wide spread support for police programs.

Stakeholder Perceptions: The Police Chief can take credit for implementing Community Based Policing. Police management will still have control and the employees will not be as resistant to change. This is a "business as usual" strategy. The community at large will continue to mistrust government in

general. Community special interest groups will continue to complain feeling left out of the development of expectations.

Strategy 2: Committee of community members to develop expectations and performance measures.

This strategy provides a real opportunity for the community to have a role in the police mission. A committee of community members would be appointed to act as an advisory group to provide input and identify criteria which measure the success of the organization.

The committee can be appointed through an application and interview process. The selection of the members would be made by the Council who are elected and represent the community at large.

The police department can assign a liaison to the committee to provide information about the department, crime trends and past practices. This liaison should not be the chief executive, avoiding accusations of influence in the decision making process.

Pros: This strategy removes a lot of the decision making from the organization to the committee. The committee has the ability to objectively evaluate the programs and services provided and to set new goals. The goals will be reflective of the community expectations. An organization with many managers will be able to remove some of the management positions with this new committee in place. The committee is now performing a major component of planning previously done in the organization by managers.

Cons: There may be a tremendous amount of resistance within the organization. Any of the committees recommendations may be sabotaged by organization members. The committee process will take time to establish. A major concern is the ability of the committee to be able to work in a timely fashion. The City Council may fail to give policy direction to the committee

adding to its inability to make decisions. It would be necessary to ensure the committee is policy driven vs. politically driven.

The people who volunteer to serve on the committee will be limited to those who are currently interested in government affairs. It will be necessary for the Council to solicit members who represent all segments of the community.

Stakeholder Perceptions: The community at large will feel they have a degree of input. The minority population will continue to be suspicious and unhappy if they are not included in the committee representation. The Council will feel they have been responsive to the community. The City Manager may see a loss of control and power. Within the organization there will be a perception of mistrust of the committee and its motives. The taxpayer will now feel there is more control over spending and see the committee as a positive step. There may be a desire to establish similar committees with other departments.

Strategy 3: Committee consisting of members from the community and organization.

This strategy requires a committee of members from all segments of the community to work with members of the organization. The organization members will consist of a management member, sworn association member and a non-sworn employee representative. Along with providing information to the committee, the organization members will be voting members and part of the decision making process within the committee.

The committee will be allowed to develop programs and establish the expectations to measure organizational success in field service delivery programs.

Pros: The task force concept as presented will allow all levels of the organization to have a role in the decision making process. All groups within the organization will have a liaison with the group, representing their concerns

and interests. This representation allows the members throughout the organization to "buy into" any programs and expectations used to measure success.

The committee will be representative of the community and responsive to the needs of the community. Information to make necessary decisions will be available. Police leadership will be able to keep the organization focused on the principles of Community Based Policing.

Employee performance criteria will be developed with the input of employees that are reflective of the established expectations. Training programs can be identified for both community members and organization members to accomplish the expectations.

Cons: There will be community members who will be unhappy with the results of the task force. They may claim too much influence by the organization. There should be a regular change in the task force membership to ensure the needs of the changing community are met. Members of the organization who hold minority viewpoints may still be resistant to new programs and services.

Stakeholder Perceptions: With proper representation on the task force, the community at large and the minority population will feel represented and be willing to work with the organization to implement Community Based Policing. The City Council and Manager will see the success and feel government is meeting the community's expectations. At the same time there will be a building of political support individually and collectively for the organization.

Within the organization there will be some who feel threatened and resist the strategy. Overwhelmingly, the organization will perceive this as a positive strategy to bring the community and the police closer together.

The preferred strategy will be Strategy 3 - Committee consisting of members from the community and organization. When comparing the pros, cons and stakeholder perceptions of each, this strategy provides the greatest potential for overall success. With the commitment and support of the community and

members of the organization, a working relationship can be established. This renewed relationship will support and enhance the implementation of Community Based Policing which the futures research identified as a critical trend to be met. This strategy is the most likely to allow the organization to have a positive impact on most of the assumptions held by stakeholders.

IMPLEMENTATION PLAN

The goal of this strategy is to formalize the relationship between the community and the organization. The implementation of this or any other strategy addressing the issue, must begin with the approval and policy direction of the City Council.

After policy direction, cooperative relationships will be established within the city between departments to coordinate city wide resources and responses to community problems. This should be directed by the City Manager.

Working with the Chief of Police, the City Manager will recruit members of the community to serve on the committee. The volunteers will be selected by a panel representative of city management, council and the police department. Leadership within the committee will be the result of the group identifying a strong individual to be the chairperson. The chairperson should not be an organization member, thus preventing charges that the organization is controlling the committee.

Within the organization, selection of committee members will be completed by department staff members. Other committees within the department will begin working on the concept of Community Based Policing. They will involve representation by members from all levels and units of the organization. This will ensure a sense of being part of the decision making process and reduce the risk of internal resistance. The organization will need to support and accomplish the mission and objectives using the stated values. From the futures

research, one key measure will be the effect of violent crime on perceived safety. Other measures for this strategy will involve citizen satisfaction with police services. The perception of safety and level of satisfaction can be measured by survey, interviews or measurable goals and objectives. The committee may identify additional measurable expectations to evaluate the success of the organization in delivering field services.

Progress of the committee and the relationship with the police department will be reported to the council quarterly. Within six months, the committee and organization should be well underway to meeting the policy direction of council. New expectations to measure the success of the police department will have been identified by the beginning of the next fiscal year. This will allow the organization to plan its programs and request the necessary resources.

The following summary table outlines the implementation plan necessary to enact the selected strategy.

IMPLEMENTATION SUMMARY TABLE
<ul style="list-style-type: none">• Develop mission statement• Obtain strategy approval and policy direction• Establish cooperative city-wide relationships• Recruit community committee members• Select organization committee members• Assess and evaluate community expectations• Develop programs and request resources• Report, evaluate and adjust strategy

This strategy can be impacted by one critical assumption. The assumption is there will be adequate financial resources available to provide the minimum

organizational staffing necessary to accomplish programs suggested. Community Based Policing is labor intensive. Most organizations are experiencing reductions in staffing today. This creates a shortage of non committed officer time for implementing Community Based Policing programs. The probability of success with this strategy could be influenced by economic conditions. This does not mean the strategy is dependent on economic resources, only that this is a factor to be considered.

CHAPTER 4

TRANSITIONAL MANAGEMENT

This chapter will focus on how organizations must manage the change to carry out the preferred strategy: Committee consisting of members from the community and organization.

The transitional management plan will identify the significant participants, conditions and activities that must be managed to ensure successful implementation of the strategy. A modified delphi process was used to conduct the assessments necessary to plan the management of the transition. The same panel of the law enforcement experts used in the Situational Analysis were brought together to conduct this assessment. The panel consisted of Police Chief Charles English, Captain Patrick Brennan and Captain Ted Merritt all with the City of Pacifica; and Police Captain Richard Schmidt with the Town of San Anselmo.

CRITICAL-MASS ANALYSIS

This process is the first step to identify key individuals or groups whose support is necessary to ensure the proposed strategy will occur. These individuals are referred to as "Critical Mass" members.

Certain stakeholders from the strategic plan must hold a certain level of commitment to making the strategic plan happen. The following groups have been identified as stakeholders critical to the implementation of the strategy:

Minority and Special Interest Group Leaders

These groups are organized to represent and promote issues and concerns important to them. These groups will be different in each community depending

on demographics, history and the issues they face. To effectively implement any strategy, these groups will need to be identified and their concerns understood.

In most communities special interest groups pressure government officials to make decisions that will benefit the group's interests. Many groups would like to obtain special consideration from law enforcement within their communities and control the strategy by "making it happen" to serve their interests. This self serving influence will impede the strategy.

The minimum support necessary from the group leaders is to "let it happen." This will require an extra effort to understand and incorporate the concerns of the groups into the strategy. The leadership must know their concerns will be taken into consideration. Depending on the nature of the special interest, a representative may be seated on the task force.

Majority of City Council Members

A majority of the council members will need to support the strategy. The council members are elected to office and may represent constituents involving special interest groups. Their current level of support as a governing body should be "help it happen." Out of five council members, a minimum of three need to represent this commitment.

The strategy should be presented to the council by the Police Chief to receive approval as policy direction to the council. By supporting the strategy, council members are helping the strategy happen. The strategy is based on council members working with others to select members from the community to serve on the Committee.

City Manager

This strategy will be viewed as a positive step to increase credibility within the community of local government. The strategy will reflect favorably

on the city and law enforcement organization. The City Manager may be willing to support the strategy by "letting it happen."

To be successful, the City Manager will have to increase his commitment to "help it happen." As a professional public administrator, the City Manager is a resource for the council. The City Manager's support for the strategy may influence the City Council to "help it happen."

To increase the level of commitment, the City Manager must understand the full value of the program to the organization and city. The committee will serve as a possible resource to the city on other issues.

Police Chief

The strategy is dependent upon the support of the Police Chief. The Chief may hold a level of commitment of "helping it happen." As the organization leader, the Chief will tend to delegate and facilitate the development of the strategy to key staff members who fall within his "critical mass." This will provide a support base and commitment by staff.

The Chief must hold a "make it happen" commitment. Without this commitment, the strategy will fail. The failure of the strategy will weaken the position of the organization in the community. There will be less support and greater conflict internally and externally between the chief and stakeholders. Discussing the strategy and objectives with stakeholders will allow the chief to see the advantages and support that may be derived from the community and the benefits to the organization. The advantages of this strategy include the ability to contend with the key trends that will impact future success. These include establishing values and mission statements, the perception of safety within the community, expressed community expectations of the organization, the development of performance standards and the implementation of community based policing.

Police Officer Association President

The association president is a formal and informal leader in most organizations. The current level of their commitment to this strategy will be to block change. There will be a natural resistance and fear to any change that may erode the president's power base. There may be a distrust in the motives of the community for being involved in such a strategy.

The minimum level of commitment necessary for this strategy to be successful is to "let it happen." It would be more ideal to have the president hold a "help it happen" commitment. This would provide a stronger message of commitment to line employees and members of the association.

To get the president to move to "help it happen," the chief will want to include the association in the development stages of the strategy for the organization. There are issues that will impact how line personnel do their job. Association members should also be included in the development process.

A "Commitment Planning Chart" [APPENDIX R] represents the current and required levels of support held by the "critical mass."

READINESS AND CAPABILITY ANALYSIS

New strategies are often difficult to introduce within organizations. Change can be resisted and even sabotaged if introduced to an organization that is not prepared. Prior to introducing any change, the level of organization readiness and capability to implement the change must be assessed. The best planned strategies will fail if the organization is not ready or capable.

The "Readiness - Capability Analysis" chart [APPENDIX S] represents the level of readiness and capability of each critical mass role. Each "actor" in critical mass must be prepared to enter into change. Each actor has the power to influence the success of the strategy. It is the responsibility of the

transition project manager to ensure each critical mass actor is capable and ready to enter into change.

This analysis shows Minority/Special Interest Groups and the Council Members are ready for change but their level of capability may not allow a successful change. These groups need to be educated and informed about the proposed strategy and what their roles will be. By increasing the capability of these two groups, the level of readiness for the City Manager and Police Chief will increase to complement their high capability. The level of readiness of the Police Officer's Association President will require more communication and involvement in the development and implementation of the strategy. Because of the representative nature of this position, it may be difficult to fully develop the readiness and capability of the President but a strong effort must be made.

TRANSITION MANAGEMENT STRUCTURE

The implementation of this strategy will require a separate management structure to move the organization from the current state to the future state.

There are several change-management structure options that may be effective to implement this strategy. The most effective management structure will contain aspects of the different options. The management structure recommended for this transition is a transition team with a project manager.

There may be a tendency for the chief executive to take responsibility for managing this change effort. This may generate more internal or external resistance to change. The key benefit with the team concept is that you can include members from throughout the organization who will be impacted by the new strategy. Team members should include sworn line, supervisory and management employees with representation from the non-sworn personnel.

If all levels of the organization are involved, there is increased support and greater probability for success. Employees will support the changes if they

are part of the decision process. Members of the transition team will be exposed to new aspects of the organization, community and city government. The experience with the process will serve as career development.

The team will have the authority to take the vision of the strategy and use the necessary resources to move the organization toward the desired state.

Before the transition phase begins, an assessment should be made of the organization and external environment to ensure readiness. Problems identified that will impact the success of the transition must be resolved. Assessment can be conducted by either interview or survey by the transition team.

The success of this transition will be dependent on the most valuable resource in the organization, people. Without support and cooperation, transition and success of the future strategic vision will be limited.

The Chief will be responsible for the transition but will delegate the management of the transition to the project manager who will be a command member of the organization.

TECHNOLOGIES AND TECHNIQUES TO SUPPORT IMPLEMENTATION AND CHANGE

Before implementing any strategic plan that will create a transition state, it is important to assess the readiness of the organization for change. We must prepare for the predictable consequences of change which include perceived inconsistency, emotional stress, undirected energy, loss of control and internal conflict.

As previously discussed, resistance to change can be reduced or eliminated by involving members from throughout the organization in the development and implementation phases. By allowing this participation, employees feel a vested interest in the change effort by being involved in the decision making. This includes the transition phase. The fear of change can, in part, be overcome with good communication, the sharing of information and training.

Managers can improve the level of commitment to change in other ways. Rosabeth Kanter provides the following guidelines managers can use when introducing change:

1. Choices can be left in the overall decision to change.
2. A clear picture of the change "vision" with details about the new state can be provided.
3. Information about the change should be shared to the fullest extent possible.
4. Large changes can be divided into more manageable and familiar steps, letting people take small steps first.
5. Minimize surprises by giving people advance warning.
6. Allow the digestion of change requests before making the commitment.
7. Make the standards and requirements clear of everyone involved.
8. Offer positive reinforcement for competence; let people know they can make change.
9. Look for and reward pioneers, innovators, and early successes to serve as models.
10. Help people find or feel compensated for the extra time and energy change requires.
11. Allow expressions of nostalgia and grief for the past; then create excitement about the future.¹⁵

Another key consideration is how prepared is the organization to deal with the ability to manage agreement. It is not in our best interest to get agreement when it is not for the right reasons. People will agree at times because it is what they feel the other party wants. They will agree out of fear or frustration. At times agreement is the result of ignorance. Through strong facilitation and leadership, agreement can be validated and managed. The use of

¹⁵Rosabeth Moss Kanter, "Managing the Human Side of Change," Management Review, (April 1985) pp.52-56.

conflict management techniques will help participants to solve conflicts constructively.

Upon introducing change, the organization must be prepared. Preparation would include team building throughout the organization beginning at the mid and top management level. During team building, trends and strategies are discussed. Modifications can be made encouraging support of the transition.

After management team building, a series of organization meetings should be held to share the new strategy, the research and commitment. This is an opportunity for input from all parts of the organization. It is at this time members of the transition team can be identified. Once the change is implemented, the process must be monitored and evaluated to ensure the results are being achieved. If they are not, modifications to the strategy must be made.

Responsibility Charting is a method to clarify role relationships with the goal of reducing ambiguity, wasted energy and resources, and adverse emotional reactions. The Responsibility Chart [APPENDIX T] provides those involved in the transition with clear role definition. This is an efficient way to assign human resources to the change effort.

Any implementation should be in conjunction with an analysis of the job responsibilities and expectations the organization will have of employees. New training will be required to ensure the skills, tools and support is available to allow the employee to be effective and successful. Much of this training may have to be developed and all levels and parts of the organization should be involved in this process.

Employee performance measures will change to meet the new expectations. The research suggests that new qualitative and not quantitative measures will be necessary. For many organizations this is a significant change affecting everyone. For that reason, the entire organization should be involved.

A last consideration is the review and modification of the selection criteria for new employees. The critical job dimensions will require different qualifications and skills. The organization will need to consider changes in the employee selection process.

The following summary table provides an overview of the Transitional Management Plan.

TRANSITIONAL MANAGEMENT SUMMARY TABLE	
	<ul style="list-style-type: none">• Identify critical mass• Conduct readiness/capability analysis• Develop plan to increase levels of readiness and capability• Establish transition team/include all levels of organization• Conduct organization assessment to ensure readiness• Involve employees• Resolve concerns• Implement conflict management technique• Prepare organization for change• Management team building• Organization meetings• Responsibility charting• Communicate with everyone• Conduct a Job Analysis• Establish Performance Measures• Modify Employee Selection Criteria

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

This section addresses the issue and sub-issue questions. In essence, success in the future for medium sized law enforcement organizations will be dependent on the relationship they hold with the community. If an organization ignores community expectations there will be tremendous stress and tension between the two. As the research suggests, if organizations take a more democratic approach to law enforcement and manage community involvement, there will be greater support and cooperation. Community expectations can be communicated and organizations can develop the appropriate programs and services.

The community based policing philosophy will continue to be fashionable until it no longer provides the level of satisfaction expected by the community. The crime rate and perceived safety will be key factors in that satisfaction.

What expectations will be used by communities to evaluate field services of medium sized law enforcement organization by the year 2002?

Today, law enforcement is faced with cut backs and budget reductions. Communities are fearful of crime but still do not support law enforcement so that organizations can improve their capabilities to be proactive and deal with the causes of crime. We are forced into a reactive mode. In the future, organizations will establish a partnership with communities through the "Community Based Policing" philosophy. Furthermore, the community will expect greater input on the mission, goals and programs of the organization. It is critical for the organization to take the lead and begin the strategy presented, creating the necessary relationships. The sooner the relationship is established

with the committee of organization and community members, the sooner expectations of the community can be identified and met.

How will the desired expectations be translated into responsive programs and services?

The known expectations from this research are, participation in decision making, a partnership that is the corner stone of Community Based Policing, and the effect of violent crime on the perception of safety. Programs will be developed through the committee that meets the needs and expectations of the organization and community.

What new training for personnel will be required to meet these expectations?

By the very nature of the committee and the type of efforts that are required with Community Based Policing, a number of training issues are identified. Employees will need to be skilled in areas that in the past were not recognized as important. Employees will need to be able to facilitate, mediate and negotiate agreement between members of the community, fellow employees and the organization. The strategy will create complex interrelationships and this type of training will be essential.

With Community Based Policing, it is desirable that employees will be more creative and innovative in dealing with the community expectations. Employee development will include critical and creative thinking training. The organization culture will need to support, encourage, reward and value employee creativity. Law enforcement organizations should look towards a diversified, open minded, better educated workforce. Organizations such as the London Metropolitan Police have found employees with diverse backgrounds, college education outside of Administration of Justice and a global perspective possess

the ability to be creative, innovative and capable of accepting greater responsibility.

How will public expectations influence performance evaluation of personnel?

In considering the demand on the organization to meet community expectations, the organization will need to allow employees to make more decisions. Employees will be empowered to make the necessary decisions to accomplish their goals. Instead of measuring performance with counting outputs, performance will be measured with community satisfaction surveys. Problem resolution and impact on crime trends will be structured as performance measures. With the better educated employee, greater responsibility and decision making will remove the need for quantitative measures and replace them with qualitative measures.

Overall success for medium sized law enforcement organizations will be measured by the support and cooperation found in the relationship between the organization and the community.

The methodology of this research is important to establishing a process for the implementation of a strategy to understand and address the expectations of the community. There is an effort to provide a surprise free environment to ensure success of the organization within the community.

Recommendations for Further Study

This research does not answer all the questions nor assume organizations operate within a vacuum. Any future scenario based upon forecasted trends and events can easily be influenced by other trends and events.

Two trends that require constant study that will influence this issue include the amount of available economic funding and the quality of education.

The level of economic funding will impact any proposed future. Organizations need to have the necessary resources to accomplish their mission. Any slight change can impact the ability of the organization to meet community expectations.

Education in the grade schools can indicate what organizations will be able to expect from the future work force. Human resources are the most valuable resource in law enforcement and the quality of this resource will affect the costs of training and the ability to delegate authority and decision making.

During this study, it was suggested that the community members will tolerate a certain level of crime. If this is true, the level of tolerance within the community would be valuable to study and understand. Organizations may want to reconsider what expectations they believe a community holds and adjust the deployment of resources.

Another issue for further study would be methods to generate interest and participation in the mission of the law enforcement organization by the majority of the community who are not directly affected by crime and disorder. They hold different expectations. To get them involved and participating within the community will open communications and establish a basis of support for organizations.

This list of recommendations for further study are some of the key factors of the environment that will impact this issue. Organizations must know and understand the environment to ensure continued success.

Warning Signals

After any strategy is implemented, a monitoring process must be maintained. Using the preferred strategy from this research, there are some distinctive indicators of problems that must be addressed.

Consider the Expectation-Integration Model by Roberg and Kuykendall discussed in Chapter One. There are two important sets of expectations. Those

held between the community of the organization, and those held between the employees and the organization.

When the organization begins to experience problems outside of the normal day to day issues like planning, organizing, scheduling and allocating resources, this is an indication that the integration of the expectations is becoming less. These problems may be seen as resistance to change, competing special interests, broken communications and lack of cooperation and participation. This will lead to greater expenditure of the organization's resources. Leaders must remember that poor integration may result in forced reform.

Conflict between community members and the programs of the organization may suggest the committee is not representative or making decisions in the best interest of the community as a whole. It may also indicate a failure of communication and feedback with the community. Survey results should be analyzed carefully to ensure expectations are being met throughout the community.

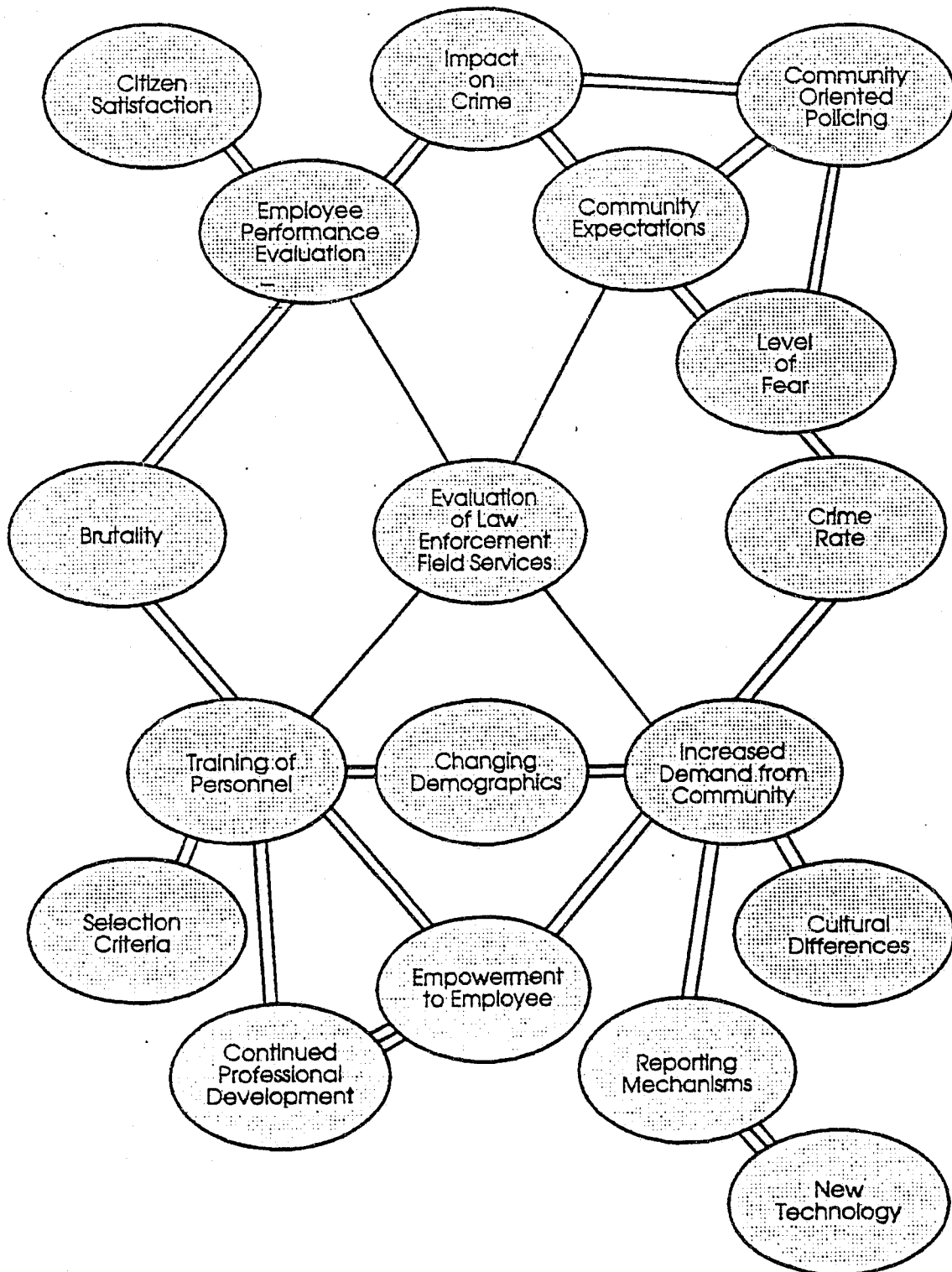
Other Considerations

This model is based on a medium sized law enforcement organization in a suburban setting. Each organization will have its own unique internal characteristics and each community will have its own set of issues and concerns. The size of the organization, the amount of crime and the political influences of the community will influence the ease of implementing a strategy as presented in this paper.

It can be done. To be successful, law enforcement leaders must have the courage to lead their organizations into the future and meet the expectations of the community.

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LIST OF CANDIDATE TRENDS

1. Terms of elected officials.
2. **Amount of emphasis on value and mission statements.**
3. The increased use of civilian police review boards.
4. Expanded decriminalization of statutes.
5. Use of police discretion.
6. **Affect of violent crime on perceived safety.**
7. Increased support for public education.
8. Increase in the number of crimes per capita.
9. **Level of expression of community expectations.**
10. **Level of community involvement in developing performance standards.**
11. Increased use of surveys.
12. Effect of the media on the public's perception of police services.
13. **Use of Community Oriented Policing.**
14. Increased immigrant population.
15. Increase of mandated training for police officers.
16. Use of cultural awareness training.
17. Use of private security for law enforcement functions.
18. Increased ethnic representation within agencies.
19. Number of crime prevention programs.
20. Greater accountability for discretionary time available.

* **Bold trends were selected for forecasting.**

LIST OF CANDIDATE EVENTS

1. Recall of entire City Council.
2. Neighborhood files class action suit for disproportionate policing.
3. All City services required to be evaluated by public survey.
4. Implementation of Community Oriented Policing.
5. City adopts Zero Based Budgeting.
6. Statewide police corruption alleged.
7. **In-service training costs triple.**
8. **Crime rate increases at least 25 percent.**
9. Slight rise in violent crime.
10. Citizens demand more police.
11. Major public revenue sources leave state.
12. Local government allowed to approve deficit budgets.
13. **Community demands input on deployment of officers.**
14. Ethnic majority elected to Council.
15. C.E.O. from private industry hired to manage police department.
16. Drug related crimes are reduced by 50 percent.
17. Citizen complaints increase 100 percent.
18. State gives priority funding to local law enforcement.
19. Riot becomes common form of expression.
20. **Misdemeanor offenses are decriminalized.**
21. Selection standards for Police Officer require a 4 year college degree.
22. Prisons become over populated and are required to release inmates.
23. **Civilian Commission to oversee local police required by law.**

* **Bold events were selected for forecasting.**

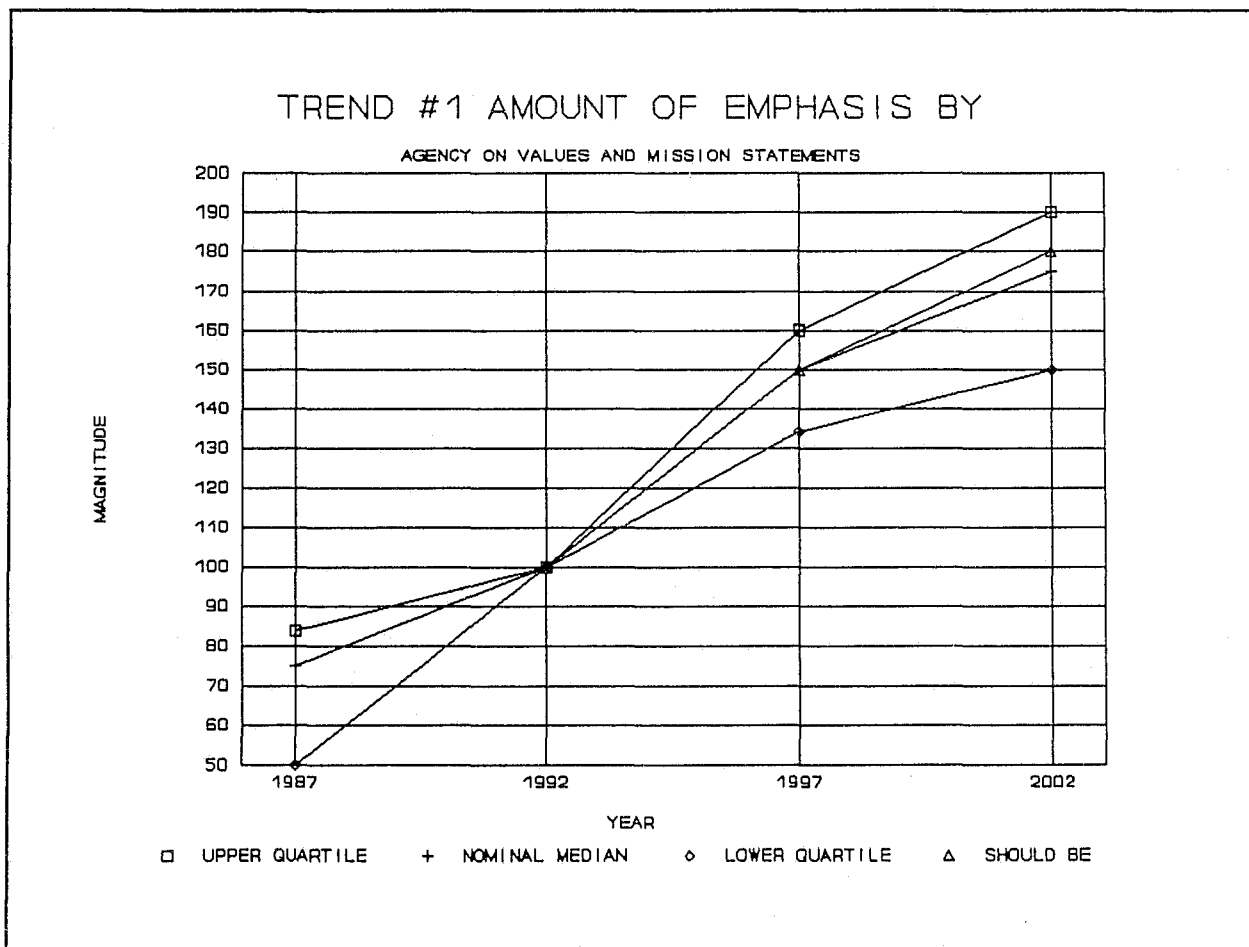
TREND EVALUATION TABLE

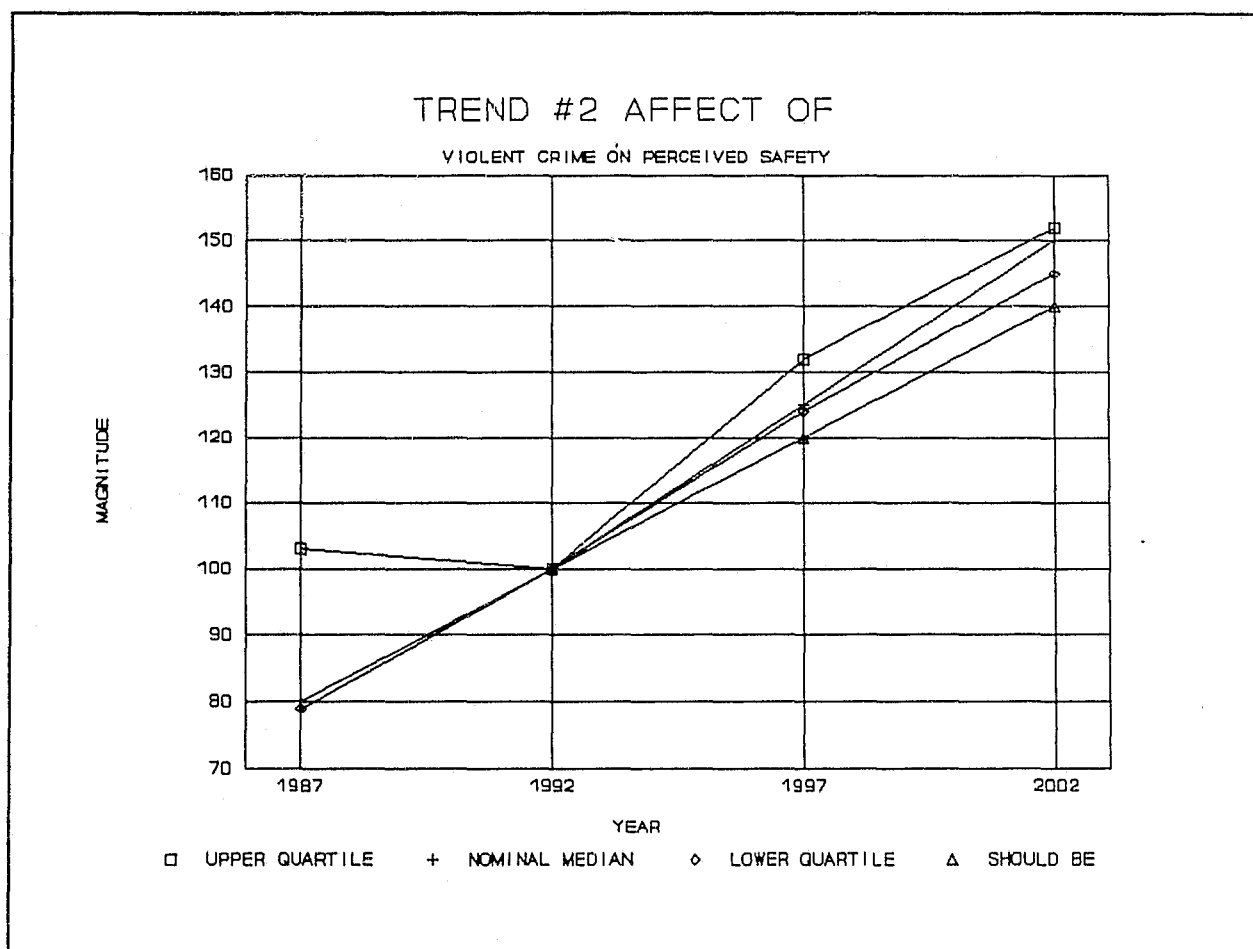
TREND STATEMENT		LEVEL OF THE TREND (Today = 100)			
		5 YEARS AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
AMOUNT OF EMPHASIS BY AGENCY ON VALUES AND MISSION STATEMENTS	T-1	75	100	$\frac{150}{150}$	$\frac{175}{180}$
AFFECT OF VIOLENT CRIME ON PERCEIVED SAFETY	T-2	80	100	$\frac{125}{120}$	$\frac{150}{140}$
LEVEL OF INCREASED EXPRESSION OF COMMUNITY EXPECTATIONS	T-3	70	100	$\frac{125}{150}$	$\frac{150}{175}$
LEVEL OF COMMUNITY INVOLVEMENT IN DEVELOPING PERFORMANCE STANDARDS	T-4	50	100	$\frac{125}{120}$	$\frac{140}{130}$
USE OF COMMUNITY BASED POLICING	T-5	50	100	$\frac{150}{150}$	$\frac{200}{175}$

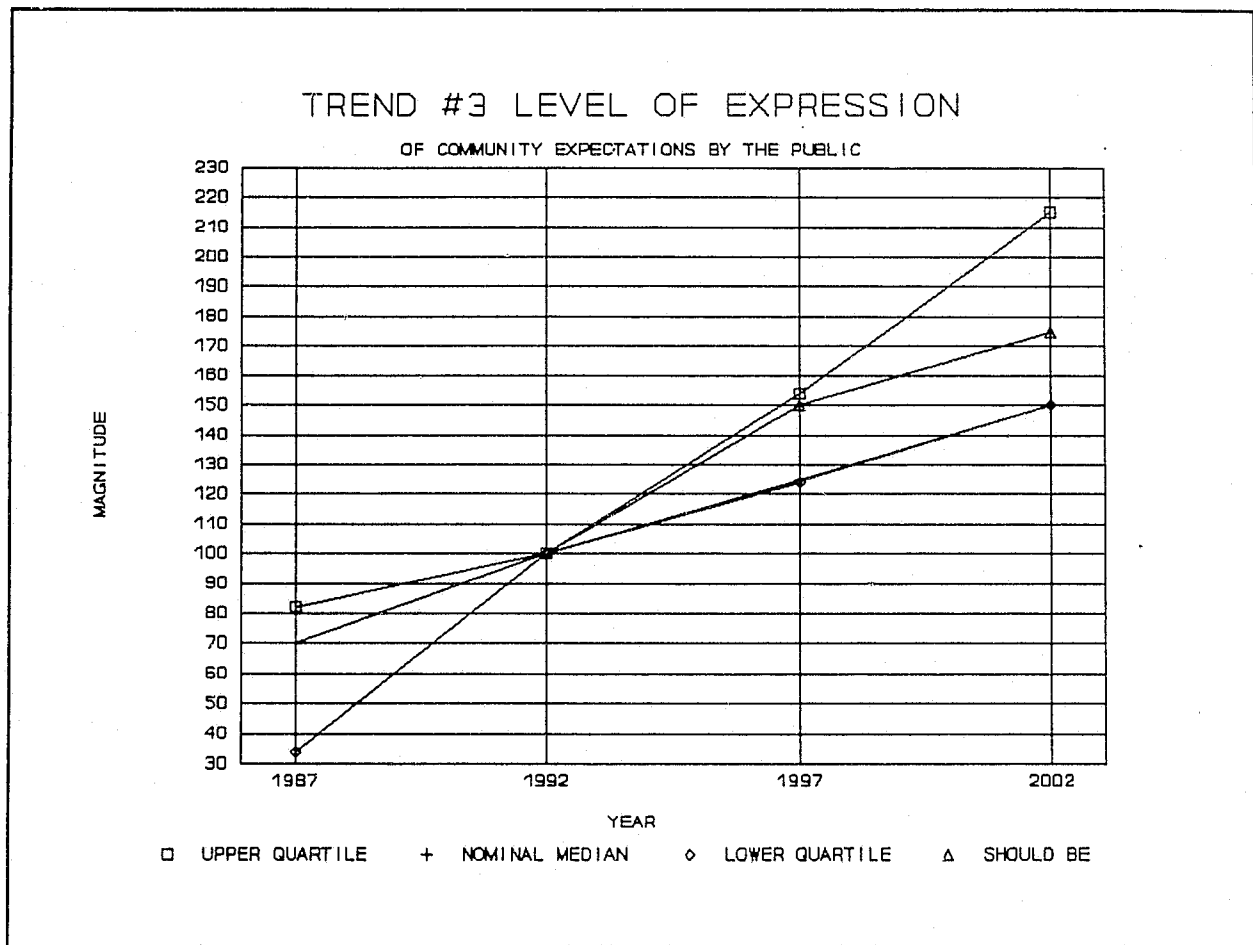
NGT PANEL MEDIAN FORECASTS

LEGEND:

$\frac{\text{WILL BE}}{\text{SHOULD BE}}$

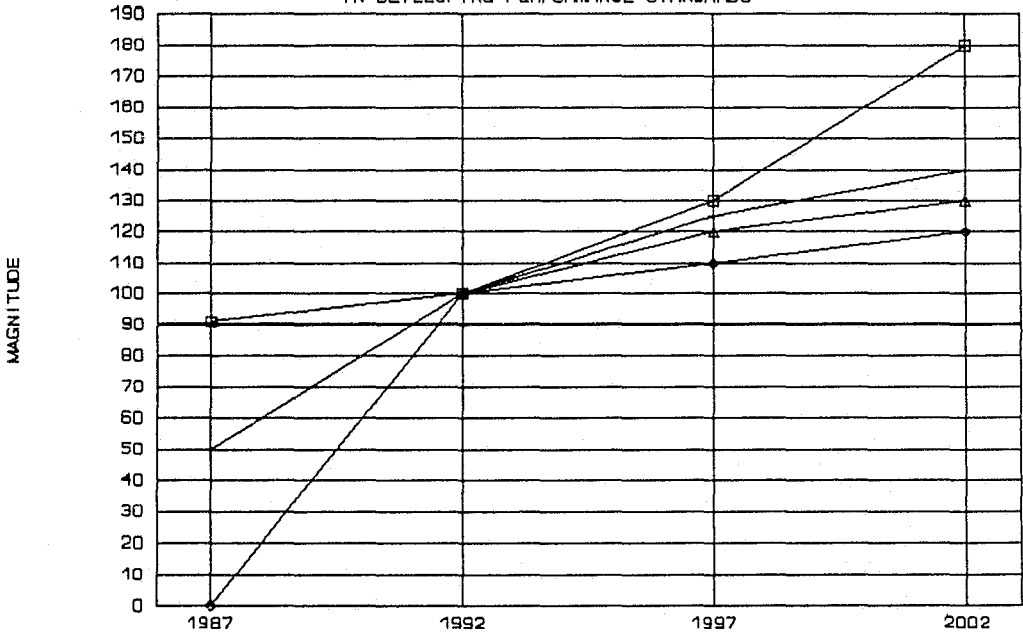




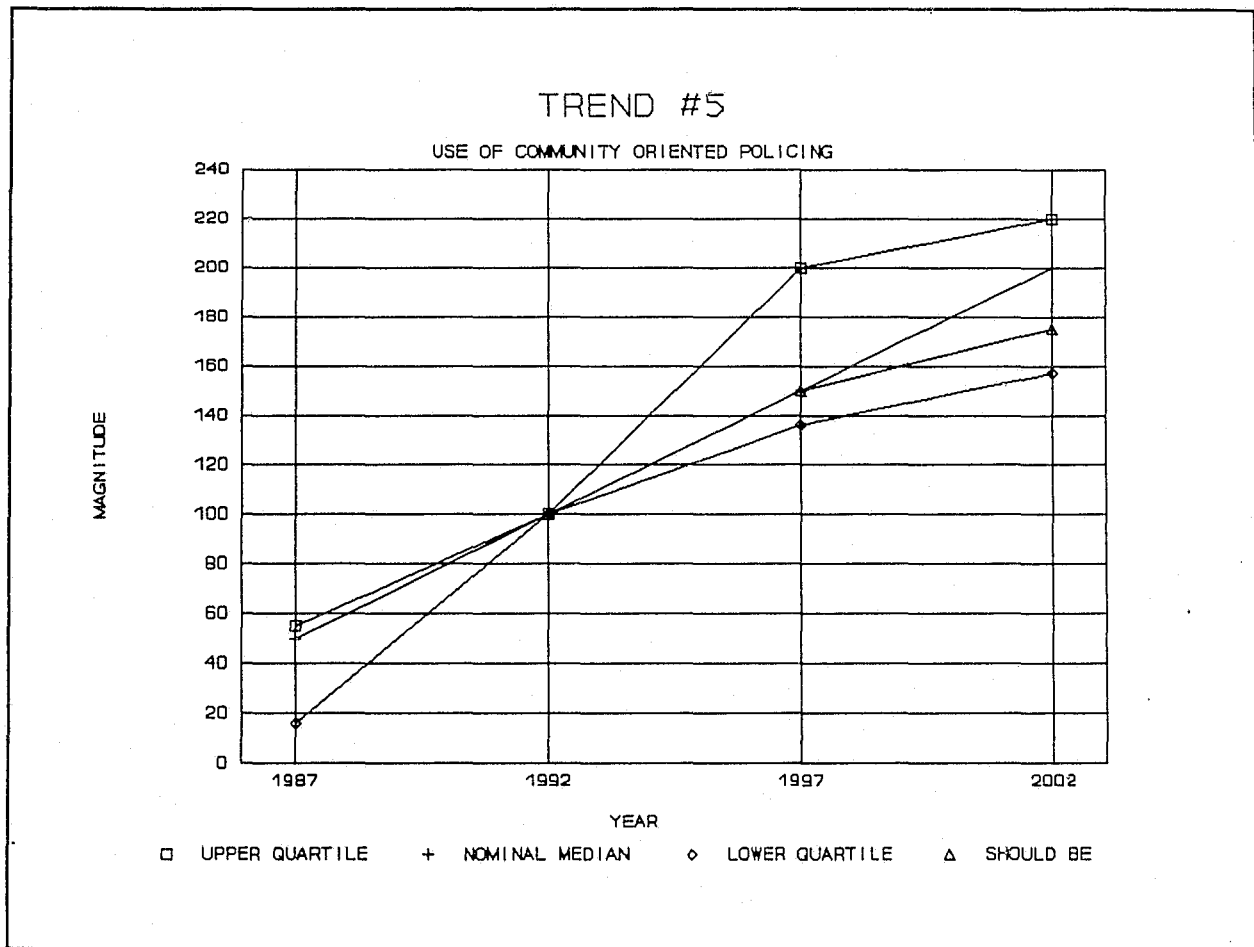


TREND #4 LEVEL OF COMMUNITY INVOLVEMENT

IN DEVELOPING PERFORMANCE STANDARDS



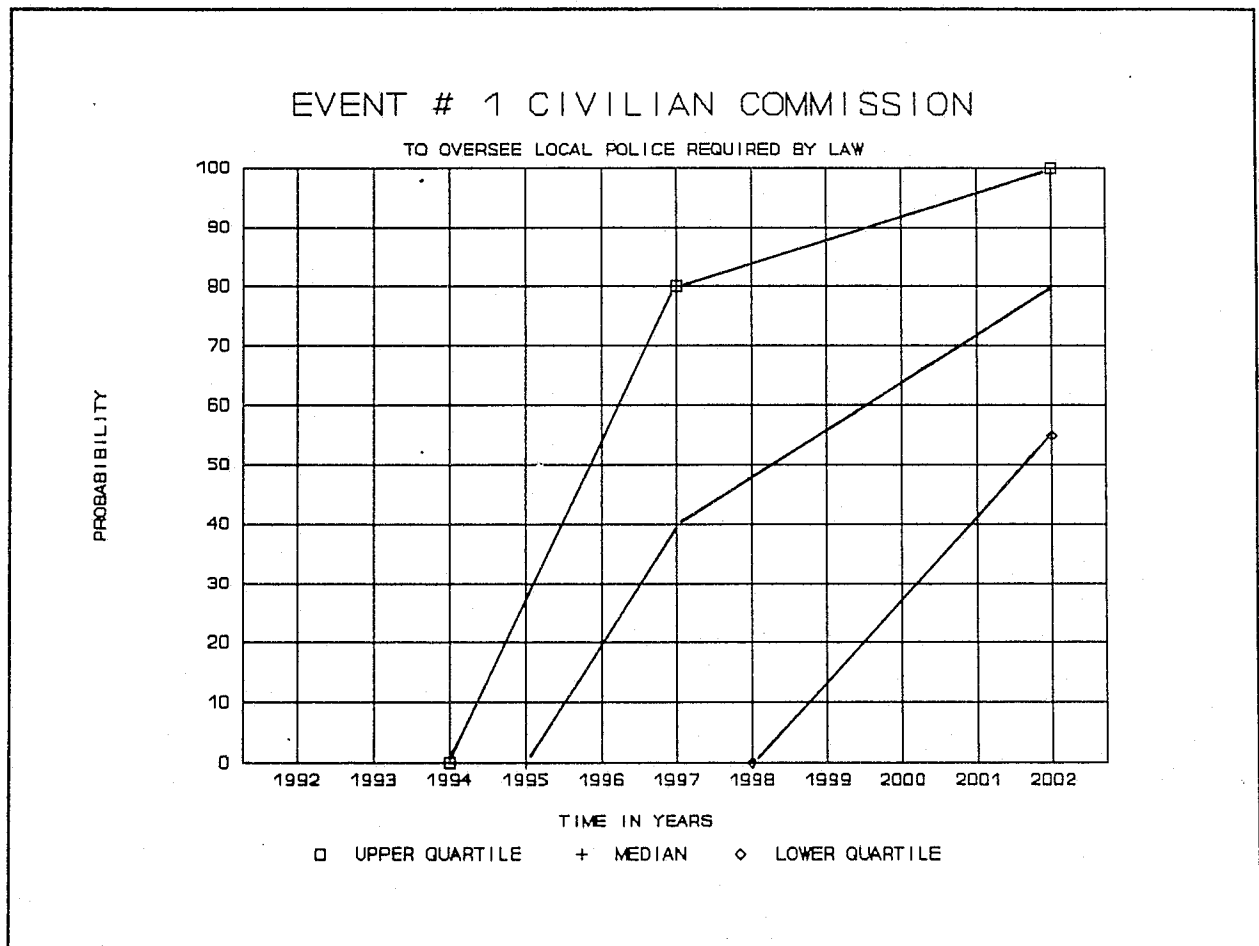
□ UPPER QUARTILE + NOMINAL MEDIAN ◇ LOWER QUARTILE △ SHOULD BE

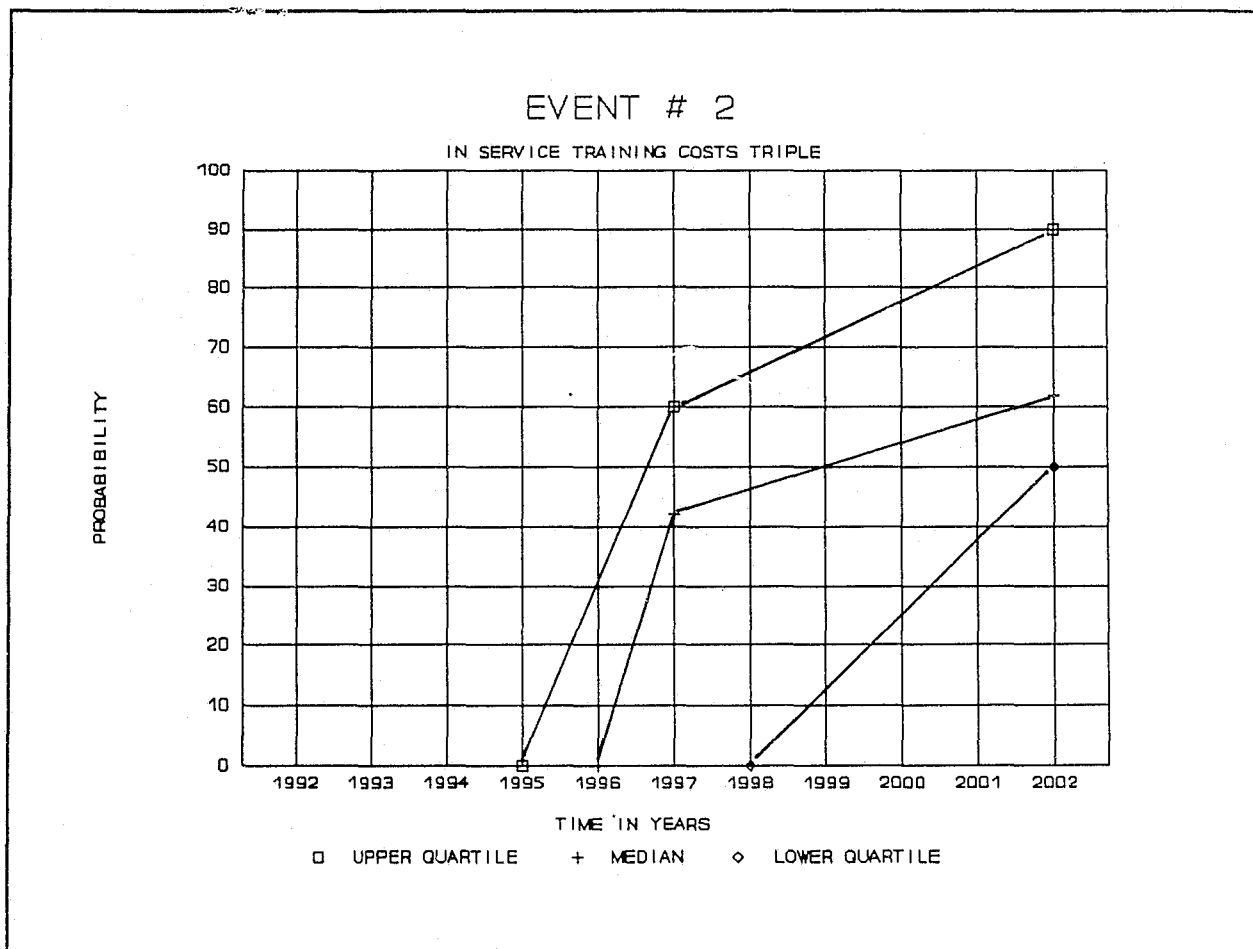


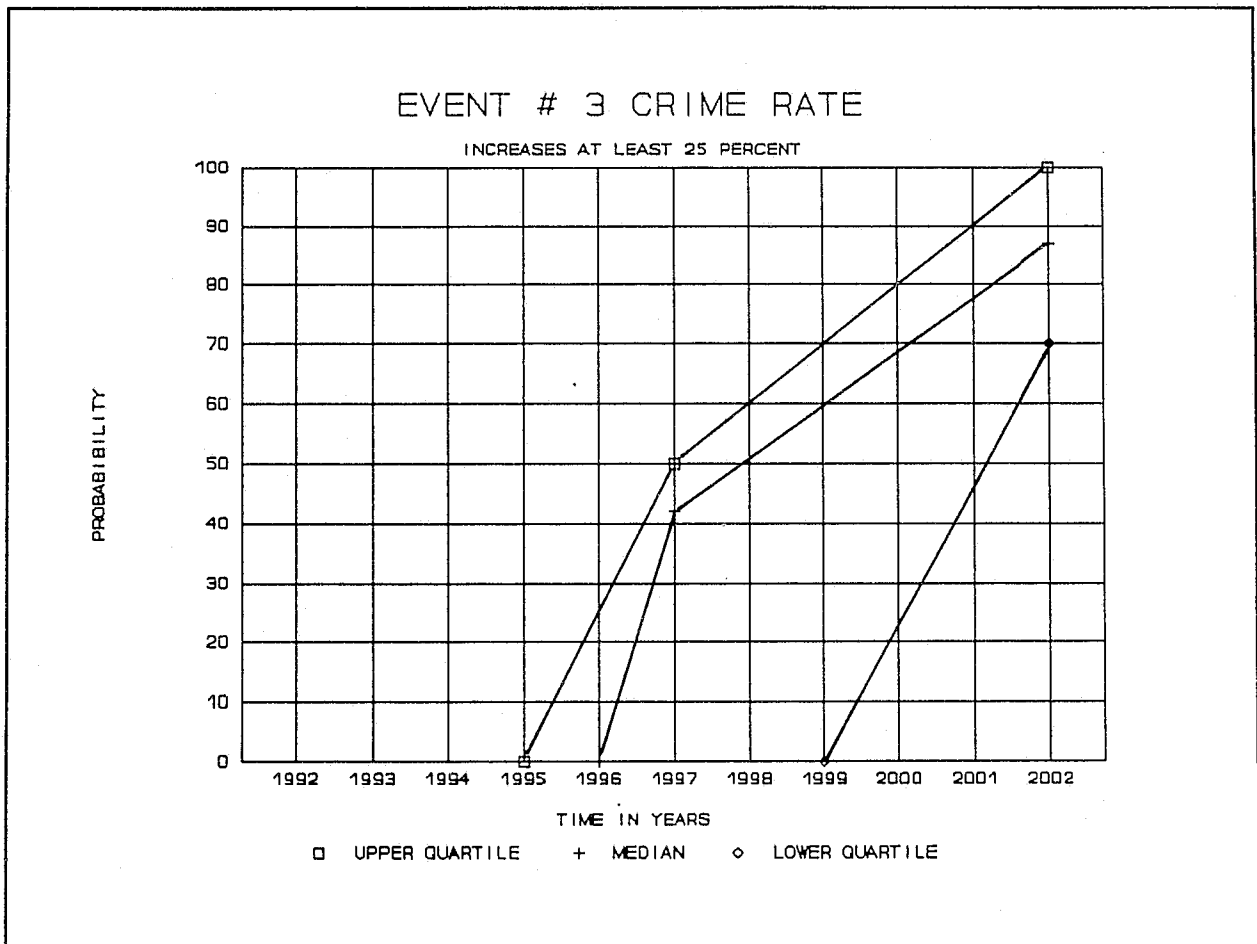
EVENT EVALUATION TABLE

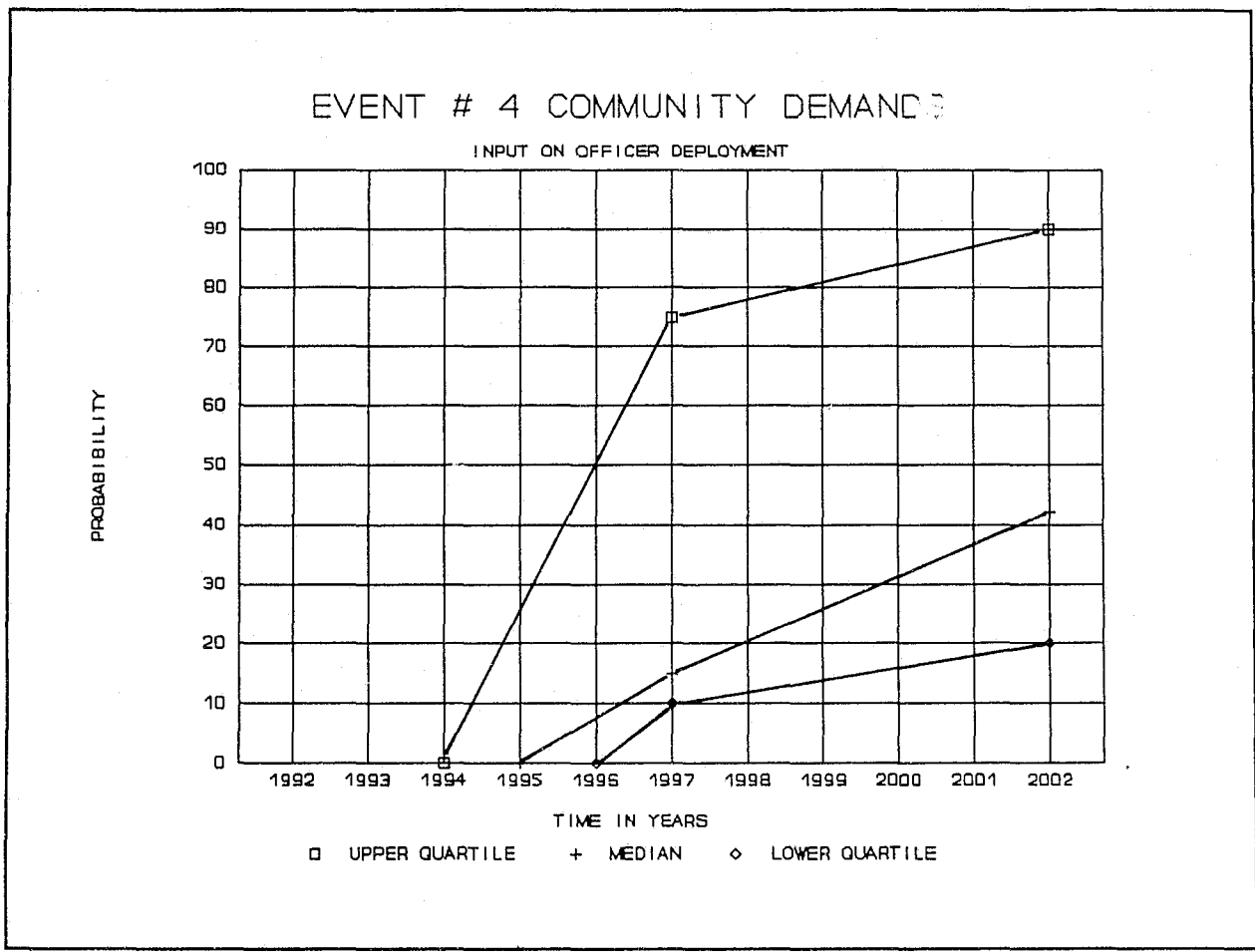
EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		FIVE YEARS FROM NOW (0-100)	TEN YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
	[E-1] CIVILIAN COMMISSION TO OVERSEE LOCAL POLICE REQUIRED BY LAW	4	40	80	+5
[E-2] IN SERVICE TRAINING COSTS TRIPLE	4	42	62	+1	-6
[E-3] CRIME RATE INCREASES AT LEAST 25 PERCENT	4	42	87	+1	-6
[E-4] COMMUNITY DEMANDS INPUT ON DEPLOYMENT OF OFFICERS	2	15	42	+4	-5
[E-5] PROPERTY CRIME MISDEMEANOR OFFENSES ARE DECRIMINALIZED	8	0	10	+7	-1

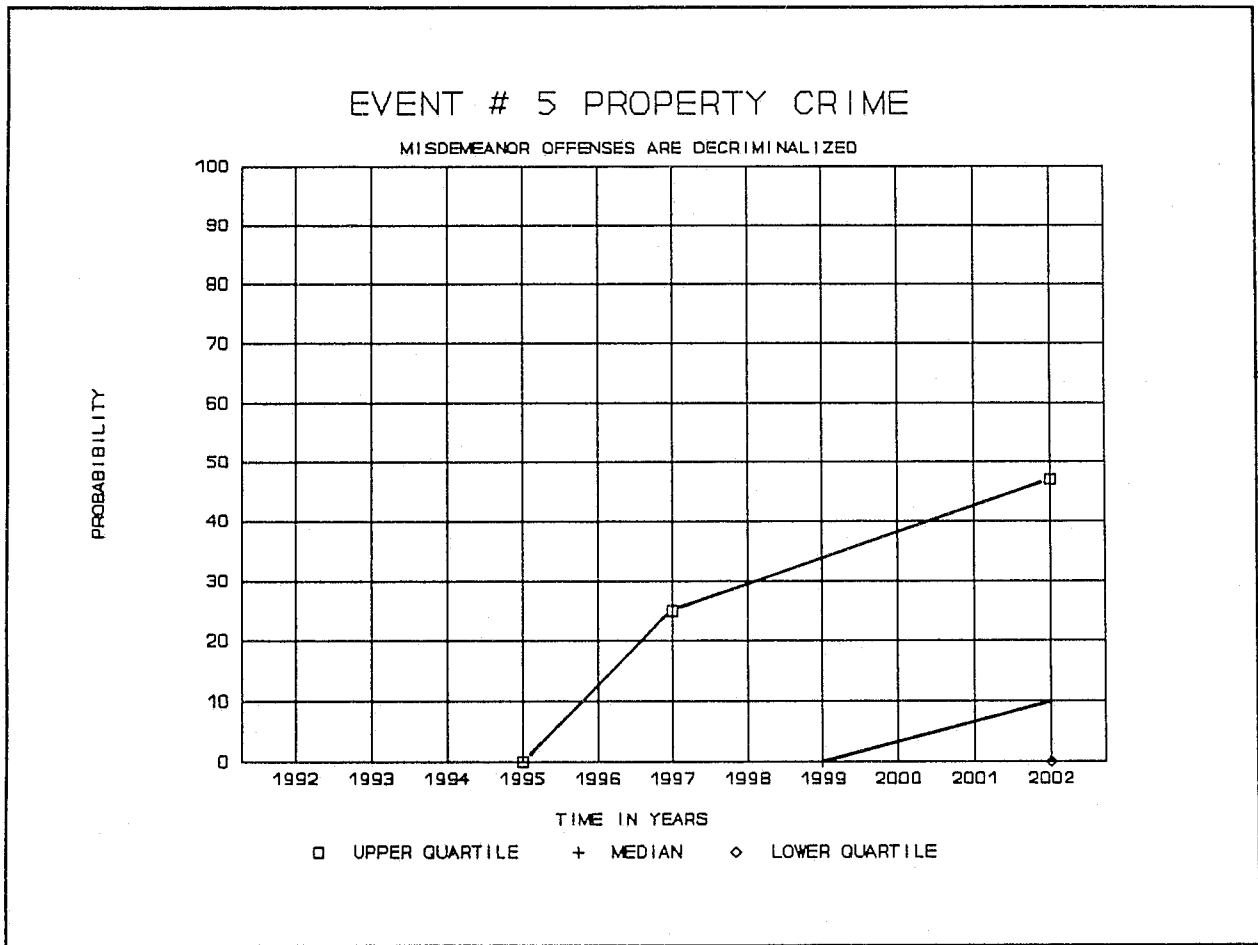
NGT PANEL MEDIAN FORECASTS











BASIC CROSS-IMPACT EVALUATION MATRIX

TABLE

IMPACTING EVENT	IMPACTED EVENT					IMPACTED TRENDS					Actors
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
[E-1] Civilian Commission To Oversee Local Police Required By Law	X	—	—	$\frac{+20}{1.5}$	$\frac{-30}{3}$	$\frac{+45}{1}$	$\frac{+5}{2}$	$\frac{+15}{1.5}$	$\frac{+20}{3}$	$\frac{+50}{1}$	7
[E-2] In Service Training Costs Triple	—	X	$\frac{+10}{2}$	—	$\frac{+30}{1.5}$	$\frac{-5}{2}$	$\frac{-15}{2}$	$\frac{-5}{1}$	$\frac{-40}{1}$	$\frac{-20}{2}$	7
[E-3] Crime Rate Increases At Least 25 Percent	$\frac{-40}{1.5}$	$\frac{+10}{1}$	X	$\frac{+65}{1.5}$	$\frac{+40}{1}$	$\frac{-10}{1}$	$\frac{+60}{1}$	$\frac{+15}{1.5}$	$\frac{+25}{2}$	$\frac{-50}{2}$	9
[E-4] Community Demands Input on Deployment of Officers	$\frac{+45}{2}$	—	$\frac{+5}{1.5}$	X	—	$\frac{+5}{1.5}$	$\frac{+10}{1}$	$\frac{+35}{1}$	$\frac{+30}{1.5}$	$\frac{+45}{1.5}$	7
[E-5] Property Crime Misdemeanor Offenses Are Decriminalized	—	$\frac{+10}{1}$	$\frac{+55}{2}$	—	X	—	$\frac{+30}{2}$	$\frac{+45}{1}$	—	$\frac{+15}{2}$	5
<u>IMPACTED TOTALS OR REACTORS</u>	2	2	3	2	3	4	5	5	4	5	

Legend:

MAXIMUM IMPACT YEARS UNTIL MAXIMUM IMPACT IS REACHED

- T-1. Amount of Emphasis by Agency on Values and Mission Statements
- T-2. Affect of Violent Crime on Perceived Safety
- T-3. Level of Expression of Community Expectations
- T-4. Level of Community Involvement in Developing Performance Expectations
- T-5. Use of Community Based Policing

ASSUMPTION MAP

		Most Certain				
	(3c)	(2b)	(9a)	(6b)	(10a)	(SDc)
(3b)		(2a)	(8a)	(1c)	(8c)	(7b)
			(8b)	(5a)	(5b)	(SDd)
	(1b)		(7a)		(SDb)	(SDa)
	(8d)		(4b)	(9d)		
Least		(9b)	(2c)	(7c)	(6d)	Most
Important	(1a)					Important
		(9c)	(4a)	(5c)		
	(4c)		(7d)	(6a)		
	(6c)		(9b)			
			(10c)			
		Least Certain				

COMMITMENT PLANNING CHART

ACTOR	BLOCK CHANGE	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
MINORITY/SPECIAL INTEREST LEADERS		O < —————	—————	————— X
MAJORITY OF CITY COUNCIL MEMBERS			X O	
CITY MANAGER		X —————	————— > O	
POLICE CHIEF			X —————	————— > O
POLICE OFFICER ASSOC. PRESIDENT	X —————	—————	————— > O	

X=Current Position O=Desired Position

READINESS - CAPABILITY ANALYSIS						
ACTORS IN CRITICAL MASS	READINESS			CAPABILITY		
	High	Medium	Low	High	Medium	Low
MINORITY/SPECIAL INTEREST LEADERS	X					X
MAJORITY OF COUNCIL MEMBERS	X				X	
CITY MANAGER		X		X		
POLICE CHIEF		X		X		
POLICE OFFICERS ASSOCIATION PRESIDENT			X		X	

RESPONSIBILITY CHART

DECISION/ACTION	ACTORS *						
	#1	#2	#3	#4	#5	#6	#7
Gain Council Support	R	S	A	I	I	I	A
Develop Community Support	R	S	I	S	S	S	I
Develop Organization Support	A	R	I	S	S	I	I
Establish Transition Management Team	A	R	I	S	S	I	I
Develop Mission Statement	A	R	I	S	S	I	I
Implement Community Based Policing	A	R	S	S	S	S	S
Meet With Critical Mass Individuals	R	S	I	I	I	I	I
Develop Budget	R	S	S	S	I	I	S
Establish Training Plan	A	A	S	S	R	I	I
Provide Progress Reports	A	R	A	I	I	I	A

* ACTORS

- #1 Chief of Police
- #2 Project Manager
- #3 City Manager
- #4 Police Officers Association President
- #5 Training Manager
- #6 Community Leaders
- #7 City Council

R=Responsibility (not necessarily authority)

A=Approval (right to veto)

S=Support (commit resources toward)

I=Inform (to be consulted)