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**THE ROLE OF LAW ENFORCEMENT IN THE DEVELOPMENT OF  
OWNER-OCCUPIED PUBLIC HOUSING BY THE YEAR 2003**

by  
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SACRAMENTO, CALIFORNIA  
JANUARY - 1993

15-0310

**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).**

**THE ROLE OF LAW ENFORCEMENT IN  
THE DEVELOPMENT OF  
OWNER-OCCUPIED  
PUBLIC HOUSING BY THE YEAR 2003**

**TECHNICAL REPORT**

**BY**

**DENNIS J. HEGWOOD**

**COMMAND COLLEGE CLASS 15**

**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING  
SACRAMENTO, CALIFORNIA**

**JANUARY 1993**

## EPIGRAPH

"The ultimate measure of a man is not where he stands in moments of comfort and convenience, but where he stands at times of challenge and controversy."

Dr. Martin Luther King, Jr.

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## INTRODUCTION

The concept of owner-occupied public housing is an emerging issue currently receiving considerable support by the federal government.<sup>1</sup> Some federal housing residents say their public housing developments are poorly maintained and crime infested. In most American cities, public housing projects are the most dangerous part of town.<sup>2</sup> This atmosphere promotes federal dependency and community despair. Conditions in public housing are of special concern to law enforcement due to the high density of low income citizens in areas of increasing crime levels. The multi-ethnic composition of public housing residents require that law enforcement respond to the differing needs of the community. People of different races, cultures and languages are coming into closer contact with each other and enormous demands are being made on their understanding and tolerance. Forecasters expect that by the end of the decade, less than 50 percent of the population of the United States will be white.<sup>3</sup>

The civil unrest in Los Angeles in April of 1992 should serve as a "wake-up" call to America. Although connected to the Rodney King verdict, the violence was symbolic of the frustration and despair of many larger American cities. With owner-occupied public housing becoming more of a reality, law enforcement will experience a rare opportunity to help shape the future of communities once given up as territories lost to poverty and crime.

To facilitate change, social conditions must be considered when formulating organizational policy. Law enforcement must acquire the ability to mobilize large numbers of residents for safety and other community concerns. Cultural awareness

and sensitivity training can assist law enforcement in understanding special community needs. However, a meaningful police/community partnership must be based on a shared vision of "commitment to community." A collective effort, or pooling of resources, can streamline service delivery, improve communications on all levels, and establish a cross-fertilization of philosophy.

The increasing crime levels, specifically gang and drug related, is of particular concern to law enforcement. Over 1,500 different gangs have been identified across the country with more than 120,000 members.<sup>4</sup> African-Americans and Hispanics comprise 87 percent of the United States gang membership.<sup>5</sup> Nationally, arrests for drug violations increased by 70 percent between 1981 and 1990.<sup>6</sup> Also, arrests nationally for serious crime are up 18 percent in the past decade, and the number of inmates in state and federal prisons has doubled over the same period.<sup>7</sup> Economic conditions are forcing law enforcement agencies to rethink traditional enforcement methods and examine new and innovative policing techniques. Overcrowding and violent crime is of special concern for urban law enforcement. According to social scientists, the problem is steadily being aggravated because of the increasing concentration of lower income people in the central cities.<sup>8</sup> Crime increases in direct proportion to geographical concentration of poverty.<sup>9</sup> Social conditions such as underemployment and family values were once far removed from police planners. Dr. William Tafoya, the Federal Bureau of Investigation's outstanding expert on the future, cites unemployment, poverty, homelessness, and illiteracy as breeding grounds of social unrest.<sup>10</sup>

Additionally, the power of gangs has probably been enhanced. After an initial spasm of anger over the King verdicts, it became clear that a good deal of the



violence in Los Angeles came from gang-bangers seeking to capitalize on the unrest. Looters wearing gang colors pillaged businesses, and fire officials believe many of the blazes were caused by gang members hurling Molotov cocktails at buildings in drive-by arsons.<sup>11</sup> The high density of lower income citizens in public housing and the increasing gang and drug related violence presents unique problems for law enforcement.

Housing officials assert that the best way to protect tenants is to crack down on drug dealing in the developments and remove tenants who use or sell them. The fear of retaliation by drug dealers intimidates tenants and hinders eradication efforts.<sup>12</sup> In a society plagued by drug-related crime and casualties, it's difficult for law enforcement to appease the public when victory is overshadowed by fear. That's why so many police departments have reached beyond traditional law enforcement approaches to work closely with their communities in education and prevention.<sup>13</sup> The need for change is apparent to halt the deterioration of public housing and improve the quality of life for its residents.

Both the Republican and the Democratic parties embrace ideas for dealing with urban decay, including tenant ownership and management of public housing.<sup>14</sup> A growing federal program, Homeownership and Opportunity for People Everywhere, HOPE, provides grant money to local organizations and resident groups to help convert public housing and government-owned properties into privately owned homes for low-income families.

The grants are designed to empower people to take control of their lives, their homes, and their destinies. HOPE will provide economic opportunities for low-

income families to become truly self-sufficient by making homeownership affordable through supportive services and employment opportunities.<sup>15</sup> HOPE provides planning grants and implementation grants.

It is unlikely that homeownership of all large, urban housing developments will occur by the year 2003 without strategic management due to the magnitude of the initiative. Strategic management is defined as a continuous, iterative process aimed at keeping an organization as a whole appropriately matched to its environment.<sup>16</sup> Through strategic management, law enforcement can realize its largest impact during the planning phase. This study will address changes in policies and services provided that will establish a meaningful community and law enforcement partnership. Regardless whether or not total homeownership occurs within the projected time of study, the policies suggested will serve to reduce the fear of crime and heighten the quality of life in public housing.

The current Resident Management Program is of special importance to urban police agencies experiencing increasing gang and drug related crimes. Traditional law enforcement strategies in public housing developments embrace primarily re-actionary deployment over pro-actionary deployment. Re-actionary deployment is a response to crimes already committed, whereas pro-actionary deployment attempts to address root causes, thereby preventing crime. Root causes are seen as apathy and community despair as a result of environmental conditions.

There is no reason why a public housing project can not enjoy the same type of limited access, privatized space and private security that a good upper-middle-class private residential community enjoys. But arranging such a community

requires enough political will to say that criminals may not live in public housing. It also requires enough political will to prohibit criminals from visiting public housing unless they are on their best behavior.<sup>17</sup> This project is limited to addressing the role of law enforcement in the development of owner-occupied public housing by the year 2003. The Los Angeles Sheriff Department, the Los Angeles Police Department, and the Housing Authority Police Department share joint or overlapping jurisdiction relative to law enforcement in Los Angeles public housing developments. The coordinated efforts of regional law enforcement agencies can influence the level of police services to residents and impact the level of violent crime in public housing through community oriented policing principles. With the successful implementation of owner-occupied public housing, the Housing Authority Police Department can have a redefined role for the future through strategic management.

#### ENVIRONMENTAL SCAN

Results of the research provided the author with several factors concerning law enforcement and owner-occupied public housing, and placed these areas into current event status. These areas include:

**Federal Policy:** Owning a home has been at the heart of the American dream. Today, that dream is quickly becoming a nightmare in one family after another. Fortunately, Jack Kemp, the most active Secretary of Housing and Urban Development (HUD) since the department was created, is determined to put the issue on the national agenda.<sup>18</sup>

Homeownership and Opportunity for People Everywhere (HOPE), is designed to increase economic opportunities for families in public housing; empower low-income residents to take control of their lives, their living environments, and their destinies; and help them become self-sufficient by making homeownership affordable through supportive services and employment opportunities.<sup>19</sup>

Of significant interest to law enforcement is the drug elimination component. Eliminating the drug trade is a critical first step for many communities seeking economic independence and prosperity. HUD's Drug Elimination Grant Program, compliments HOPE by helping to secure public housing communities from the perils of drug-related crime.<sup>20</sup>

It is apparent that federal policy advocates the development of owner-occupied public housing. The long term benefit for law enforcement will be reduced service requirements based on projected reduced crime levels.

**Community Perception:** The predicate for change in the 1990's is the Rodney King incident. The video-taped beating of a black motorist by uniformed Los Angeles police officers was seen worldwide. Over time, a reform drive could revolutionize police work and substantially improve the often strained relations between law enforcement and the communities they serve. People want a more active role in saying how they want to be policed.<sup>21</sup>

Law enforcement must adopt policies now that will initiate change to improve its perceived image. An effective partnership is based on trust and

mutual gain. In addition to addressing the drug and gang-related crime problem, the role of law enforcement will be to change existing prevailing attitudes in urban communities and within the ranks of law enforcement.

**Community Needs:** Traditionally, law enforcement has dictated the types of services and methods of delivery it will provide to the community. A shift from reactive to proactive services will be required to address the challenges of the future. Numerous programs exist today that embrace concepts focused on community service. It is the underlying philosophies of these programs that will overcome longstanding mistrust and cultural barriers between law enforcement and low-income communities. A philosophy of quality services, accountability, and community empowerment will facilitate a meaningful community-law enforcement partnership.

**Training Needs:** Of all the changes required, redefining the role of rank-and-file police officers has the greatest implications for the future of policing. Police leaders must articulate the basic values with which they approach the police task and which influence their management techniques. Problem-Oriented Policing assists officers to identify, analyze, and develop effect responses to problems.<sup>22</sup>

Policing By Objective, which relies on practical, realistic but achievable action plans is another area wherein training will be effective. Additionally, Community-Based Policing, which is receiving considerable attention currently, will involve officers directly with affairs of the community.

Elements of the Community-Based Policing require officers to receive cultural awareness and sensitivity training.

**Available Resources:** Although current memorandums of understanding exist today between law enforcement with respect to mutual aid, the multi-jurisdictional nature of law enforcement and public housing can be confusing to residents and frustrating to law enforcement officers. The Los Angeles Police Department is the primary enforcement agency of public housing. Residents commonly observe Los Angeles Housing Authority Police officers, Los Angeles County Sheriff deputies, Los Angeles School Police officers, and Transit Police officers daily in their communities. Communities are different, problems are different, and federal, state, and local agencies that police them are all different.<sup>23</sup> Although the responsibilities of law enforcement agencies are clearly delineated, it is important that a close liaison be maintained between agencies sharing enforcement jurisdiction.

## STRUCTURE OF STUDY

### SECTION ONE: FUTURES STUDY

The relevant trends and events that will impact the issue and sub-issues will be criteria-selected. The most important trends and events will be forecasted and a cross-impact analysis applied. The examination of the interaction of trends and events will produce data from which three possible scenarios depicting forecasts of the "will be," "should be," and "hypothetical" futures.

### SECTION TWO: STRATEGIC MANAGEMENT

One scenario will be selected and a strategic plan will be formulated that will allow law enforcement to positively impact the future with respect to the issue. The Housing Authority Police Department of the City of Los Angeles is the primary agency used to develop and implement this plan. A micro and a macro "mission statement" will be presented to outline future goals of law enforcement. A strategic plan will be developed, supported by methods for negotiating successful implementation.

### SECTION THREE: TRANSITION MANAGEMENT

A means to get "from here to there" for law enforcement will be explained. Key interest groups and individuals will be identified along with their level of commitment to "make change happen." Strategies for implementation will be discussed.

## SECTION ONE: FUTURES STUDY

### FORECASTING METHODOLOGY

To effectively examine the issue of the role of law enforcement in the development of owner-occupied public housing, the scope and method of study must be clearly defined. To assist law enforcement planners in making decisions that will significantly impact the future of an agency, it is necessary to employ a mechanism that will depict inter-relational causation. Although it is impossible to predict the future, possible futures may be formulated by analyzing emerging trends and events that have significance on the issue and on the future. This study will address the following question:

**"What will be the role of law enforcement in the development of owner-occupied public housing by the year 2003?"**

To accurately assess the environment, the Nominal Group Technique (NGT) was utilized. Interaction between the author and experts having extensive knowledge and experience provided forecasting data in the issue area. The NGT was augmented by personal interviews of specialists for the purpose of validating data collected. The purpose of the NGT panel was to scan the environment and focus the study by prioritizing relative trends and events. This was accomplished by initially allowing the NGT panel to silently generate a list of trends, then events, followed by a round-robin discussion for purposes of clarification. The NGT panel rated each trend and event and produced a prioritized list of trends and a prioritized list of events based on their value in top-level strategic planning.



The members of the NGT Panel were:

Commissioner Ozie Gonzaque  
Housing Authority of the City of Los Angeles

Commissioner Claudia Moore  
Housing Authority of the City of Los Angeles

Mr. Ryck Curry, Resident Initiatives  
U.S. Department of Housing and Urban Development

Mrs. Beverly Kendrick, Resident Initiatives  
U.S. Department of Housing and Urban Development

Commander David Gascon  
Los Angeles Police Department

Mrs. Johnnie Anthony, Development Manager  
Housing Authority of the City of Los Angeles

Mr. Ed Moses, Director Resident Relations  
Housing Authority of the City of Los Angeles

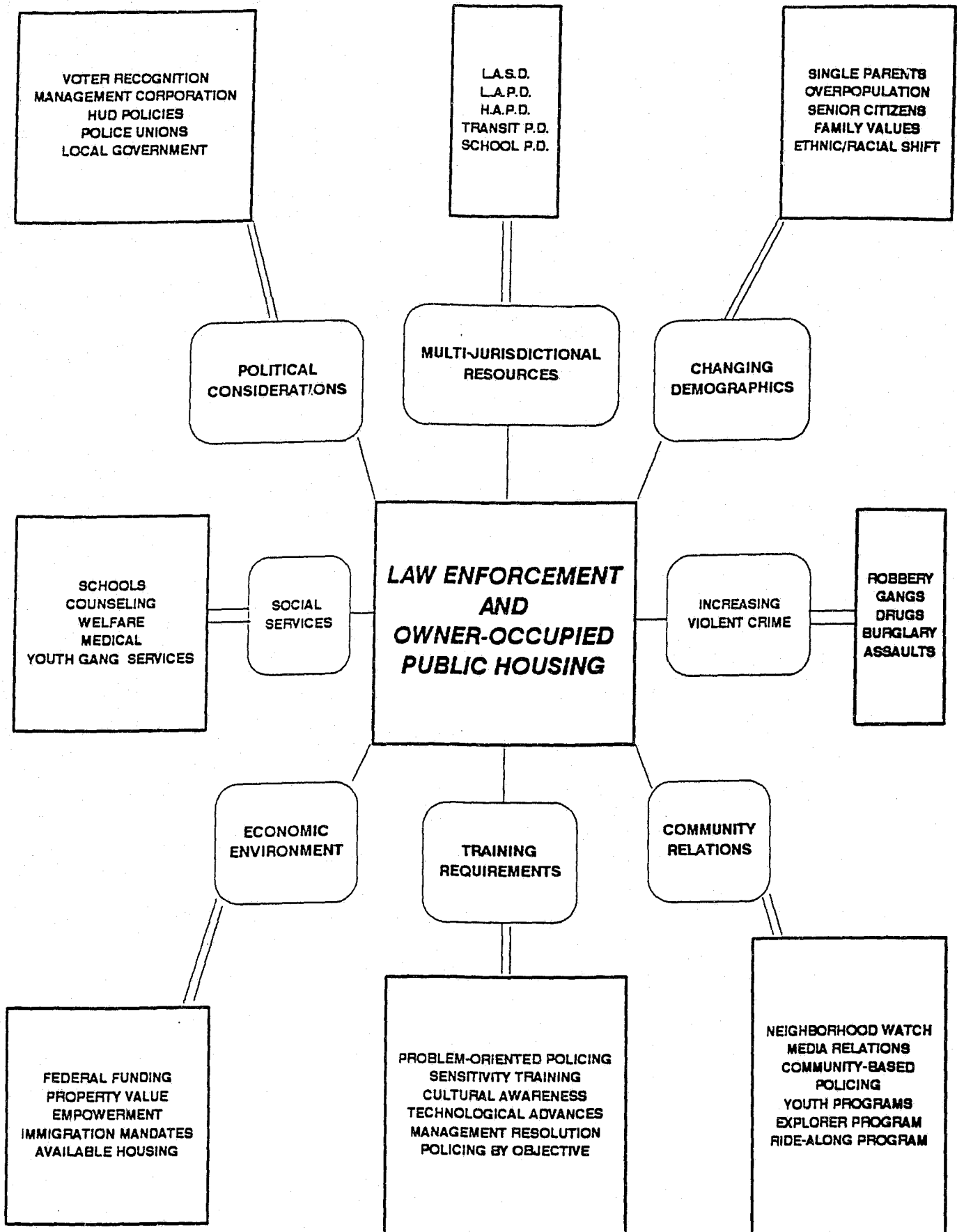
The prioritized lists of trends and events were examined by the following  
Consensus Group and a futures wheel was developed. (CHART 1)

Willie Thompson, Jr., Acting Chief of Police  
Housing Authority Police Department

Ms. Lydia Morales, Resident Initiatives  
Department of Housing and Urban Development

Karen McGuinness, Training Coordinator  
Housing Authority of the City of Los Angeles

# CHART 1: FUTURES WHEEL



Scanning the environment has focused the main issue question and verified the importance of its development. The data identified by the NGT panel and the futures wheel was useful in formulating relative sub-issues.

Three sub-issues were identified and deemed necessary in a methodical approach to a futuristic study of the role of law enforcement in the development of owner-occupied public housing. The sub-issues identified were:

**What services should be provided to residents during transitional period to foster homeownership?**

**What training will residents and law enforcement personnel require to facilitate homeownership?**

**How will available law enforcement resources be effectively deployed to enhance efficiency and reduce duplication of effects?**

## **FORECASTING TRENDS**

Trends are measurable activities that form the environment and impact the future. A trend is a series of occurrences that chart a followed path. The NGT panel generated a list of nineteen candidate trends that could have significant impact on the main issue question and sub-issues.

### **Candidate Trends**

- Availability of Housing Authority property.
- Economic environmental
- Increasing violent crime in public housing
- Environmental design of housing developments

- Technological advances in police support equipment
- Law enforcement training requirements
- Effect of global marketplace on local economy
- Community attitude and perception of law enforcement
- Media and public scrutiny of law enforcement activities
- Community empowerment
- Deployment of available law enforcement resources
- Availability of entry level law enforcement personnel
- Increasing costs of services provided by law enforcement
- Rate of housing conversions
- Political environment
- Innovative delivery of police services
- Attitude of law enforcement personnel
- Community stability promoted by homeownership
- Ethnic and racial diversity

From the list of candidate trends, five trends were selected by the NGT panel as a result of their importance to the study issue and sub-issues. The NGT panel became a forecasting panel and rated each of the five trends on the following dimensions:

- Level of the trend five years ago
- Level of the trend five years from now "will be"
- Level of the trend five years from now "should be"
- Level of the trend ten years from now "will be"
- Level of the trend ten years from now "should be"

The author collected the data and calculated the high level, the low level, and the median level of each trend. (TABLE 1)

TABLE 1: TREND EVALUATION

TREND #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND** (Today = 100)			
		5 years ago	NOW	5 yrs* from now	10 yrs* from now
T-1	LEVEL OF POLICE SERVICES TO RESIDENTS	60	100	110 175	115 200
T-2	LEVEL OF LAW ENFORCEMENT TRAINING REQUIREMENTS	40	100	120 150	135 225
T-3	COORDINATED DEPLOYMENT OF AVAILABLE LAW ENFORCEMENT RESOURCES	70	100	125 175	135 250
T-4	LEVEL OF VIOLENT CRIME IN PUBLIC HOUSING	50	100	200 75	300 25
T-5	LEVEL OF COMMUNITY PERCEPTION OF LAW ENFORCEMENT	175	100	50 200	10 300

N=7 ALL FORECASTS ARE MEDIANS

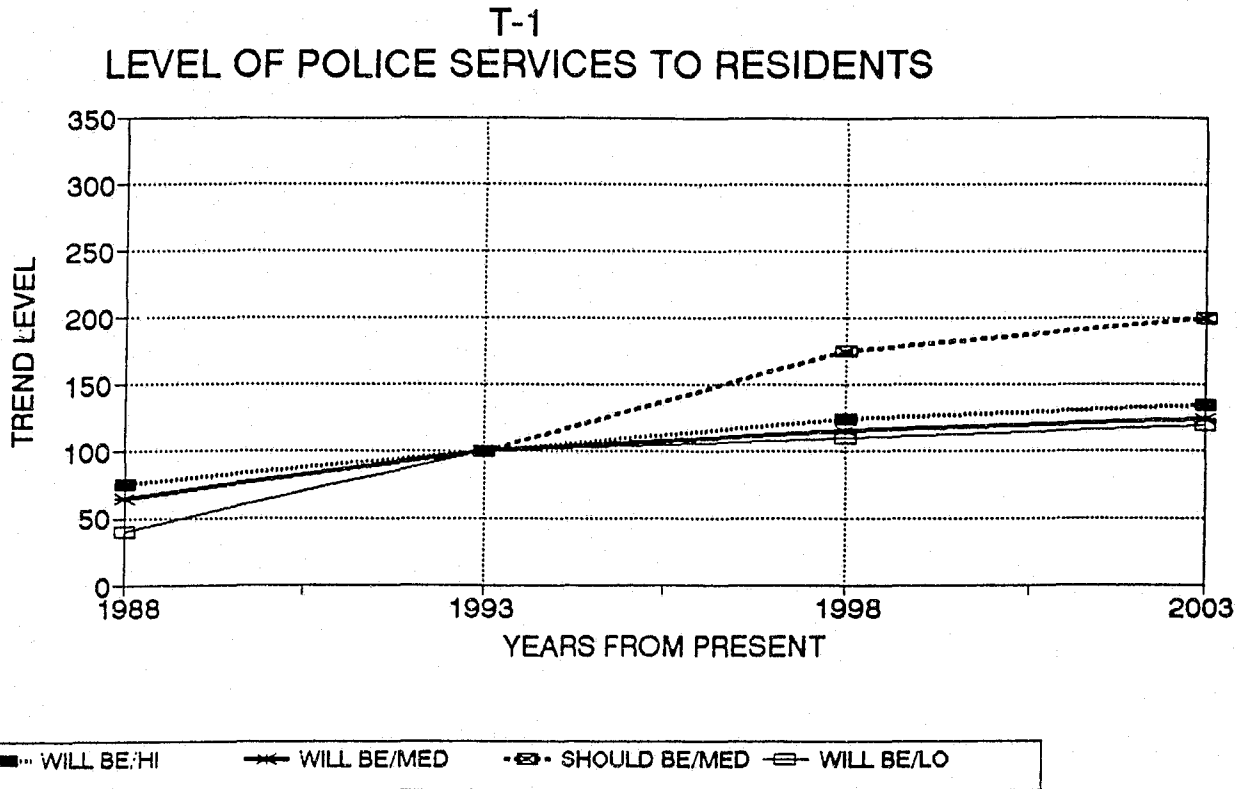
\*FIVE YEARS  
FROM NOW

\*TEN YEARS  
FROM NOW

"WILL BE"  
"SHOULD BE"

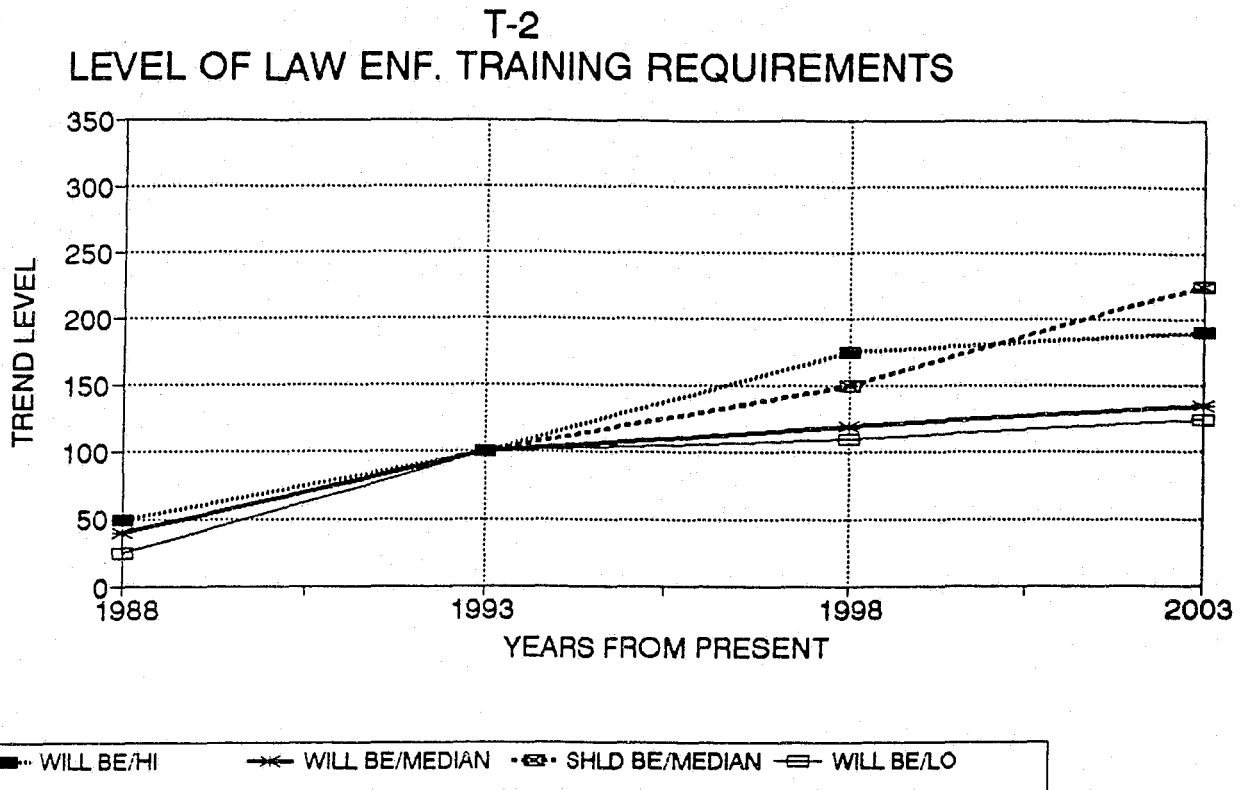
"WILL BE"  
"SHOULD BE"

NOTE: Table 1 contains the median level forecast, compared to "Today", of what the future forecast "will be" and "should be" for each individual trend. All figures are referenced to the "100", the base figure for the current level, thus a 50 represents a situation less than the current level, and a 150 is higher than the current level.



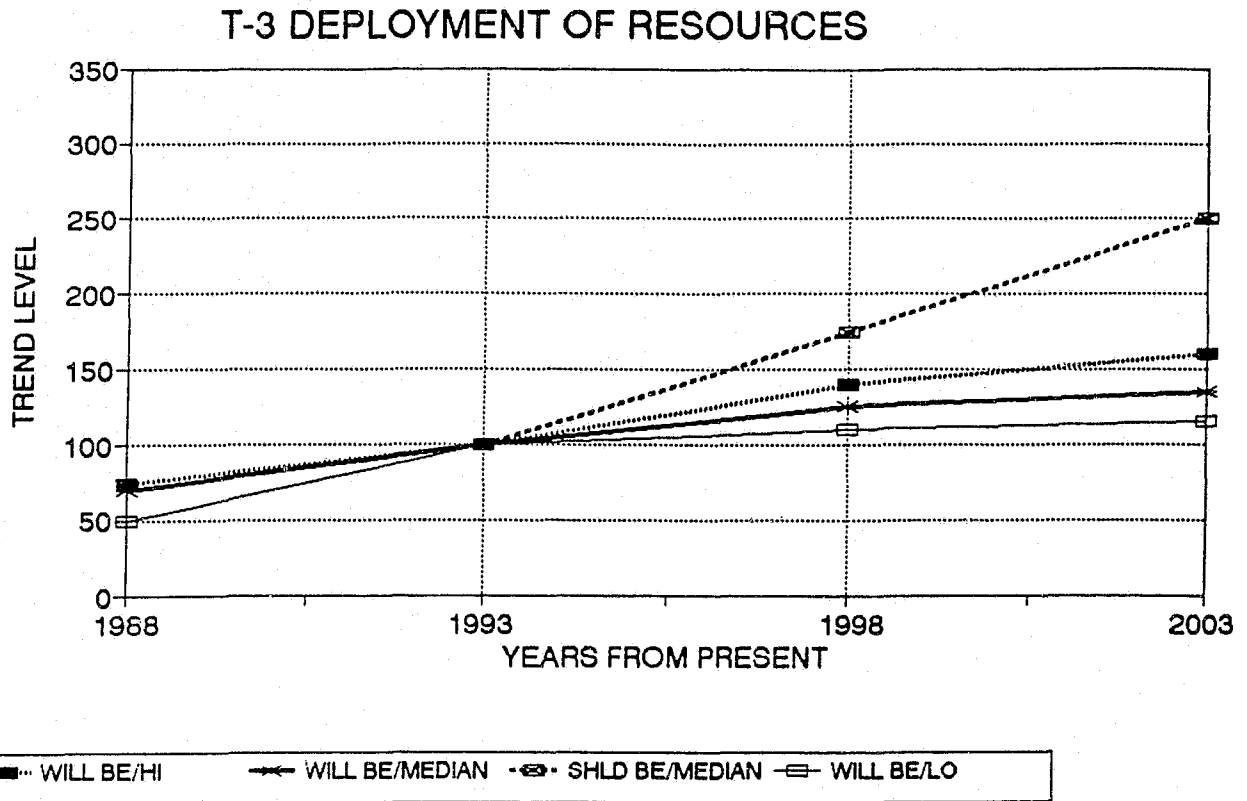
Trend 1 (T-1) - Level of police services to residents:

This trend is the level of police service delivery to residents of public housing during transitional period. Traditional enforcement methods may not effectively impact crime in public housing developments to accommodate homeownership. Pro-active techniques that focus on service-oriented policing are required to enhance community stability and promote a meaningful partnership between residents and law enforcement. The forecasting panel indicated that this trend will increase 15 percent over the next 10 years, however, the forecasting panel expects that this trend "should" increase 100 percent during the same time period.



Trend 2 (T-2) - Type of law enforcement training requirements:

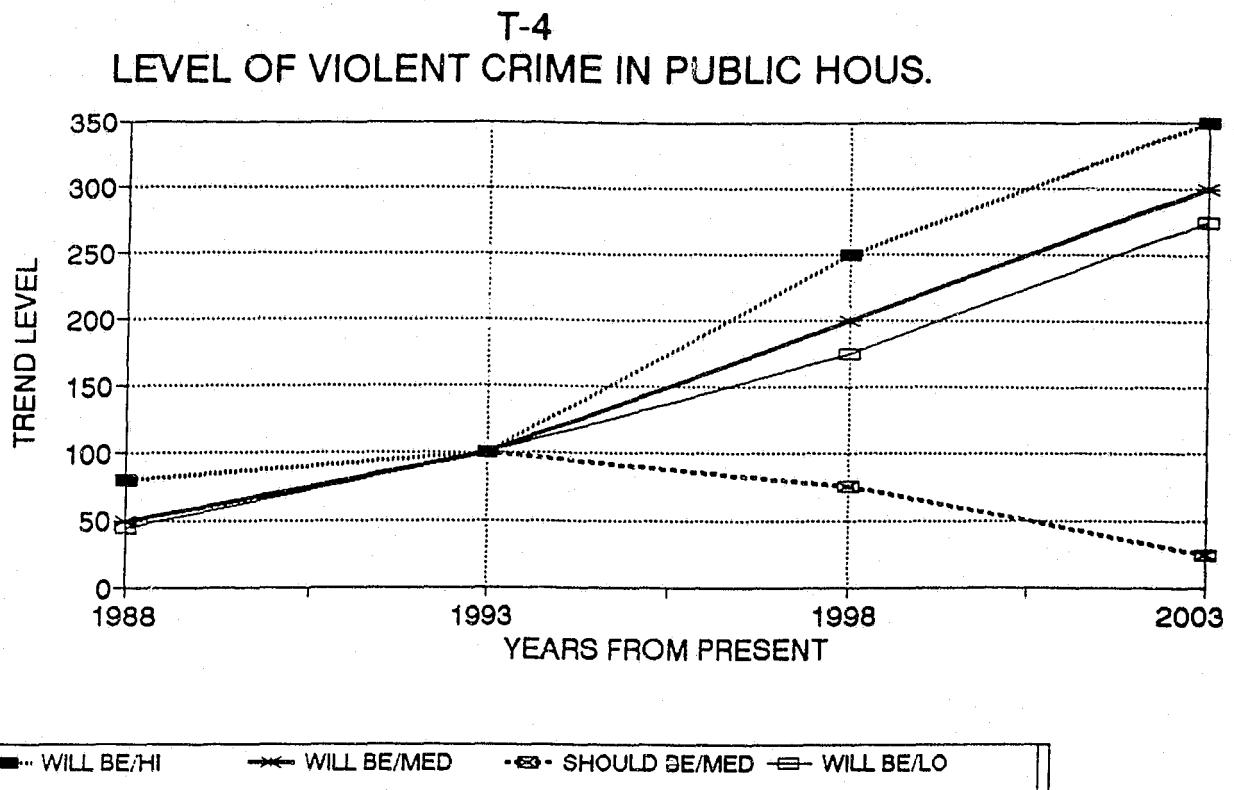
This trend is important to law enforcement and critical to the development of owner-occupied public housing. California has an outstanding program for sworn peace officers. Formal training is required for law enforcement personnel from police managers to field patrol officers. The changing nature of policing a democratic society requires an organized approach to cultural diversity and changing community values. This trend was forecasted to increase 35 percent over the next 10 years, however, the trend "should" increase 125 percent.



**Trend 3 (T-3) - Coordinated deployment of available law enforcement resources:**

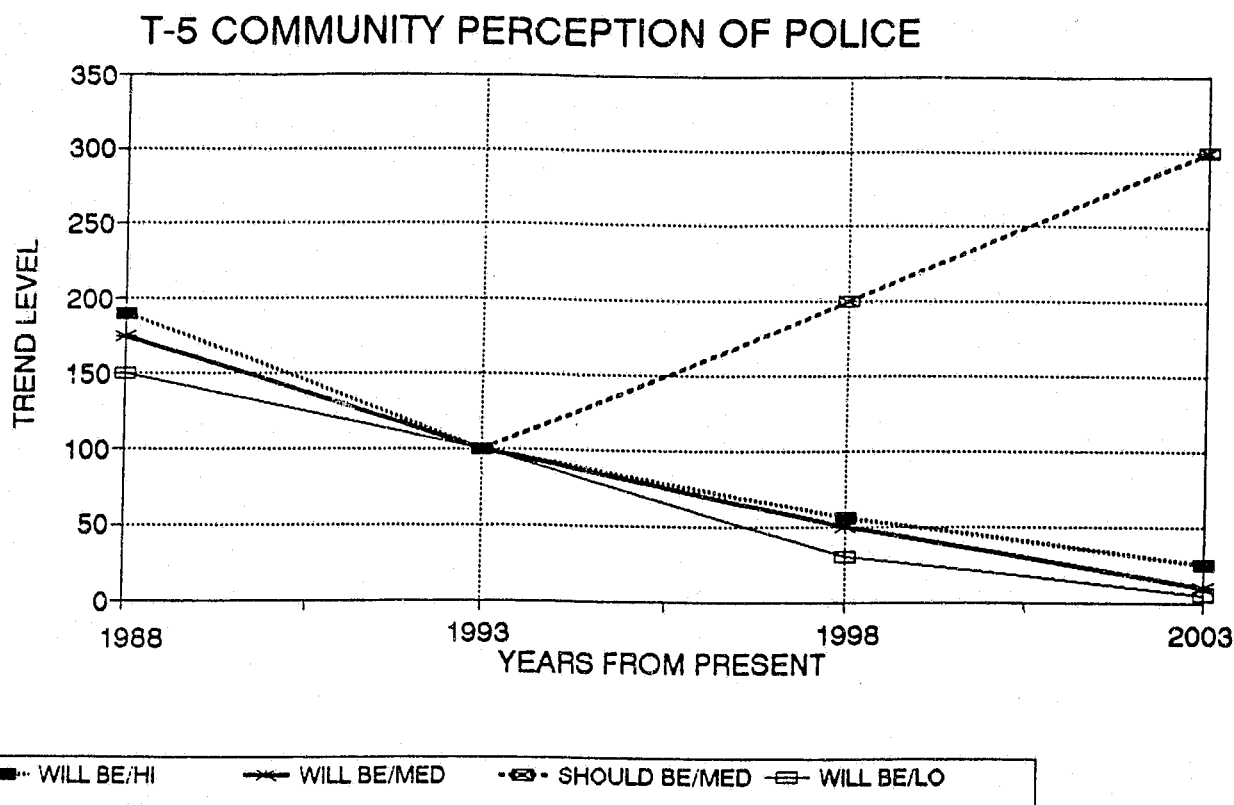
The ability to rapidly mobilize and deploy existing available resources will be an asset to efficiency in law enforcement services. Large urban centers experience layers of bureaucratic management. Federal, state, and local enforcement agencies are attempting to coordinate efforts to reduce duplication and increase productivity. This trend removes the autonomy of individual agencies with respect to service and crime control capabilities. The result is maximum utilization of resources, standardization of service, and increased communication within geographical enforcement areas. The panel forecasted this trend would increase 25 percent over the next 10 years, however, the trend "should" increase 150 percent.





**Trend 4 (T-4) - Level of violent crime in public housing:**

Increasing gang and drug related crimes continue to plague residents of public housing. Traditional methods have proven ineffective when solely deployed. The fear of crime compounds the issue by the perceived invulnerability of criminal elements. The role of law enforcement then, in part, will be to control the level of crime and provide community stability. Patterns of crime can have a direct interrelationship on how a community perceives its police force. This trend can be measured statistically to gauge the effectiveness of law enforcement activities. It should be noted that statistics fail to account for displaced or unreported crimes. This trend was forecasted to increase to a level of 300 percent over the next 10 years, however, the trend "should" be at a level of 25 at the ten year mark as compared to the standard 100 level of 1993. It is significant to note that this is the highest "will be" forecast of the trends.



**Trend 5 (T-5) - Level of community perception of law enforcement:**

This trend can be effectively managed to establish trust and a working partnership. The depiction of law enforcement by the media can be both positive or negative based on proactive methods routinely practiced. The success or failure of law enforcement in addressing the needs of public housing residents is directly dependent upon improving the current community perception. The panel forecasted that this trend will decrease 90 percent over the next 10 years, however, "should" increase to a level of 300 at the ten year mark. It is apparent that this trend must receive priority attention.

## FORECASTING EVENTS

Events are also measurable activities that may enter the environment and potentially impact a future. An event is an individual happening that can be connected to a specific time and date corresponding with its occurrence. The NGT panel generated a list of fourteen candidate events utilizing the same methodology as used to compile the list of trends.

### **Candidate Events**

- Resident management corporations
- **Civilian police review boards**
- Election of a Democratic president
- Foreign investors control majority of domestic housing stocks
- **Disbandment of Los Angeles Housing Authority Police Department**
- United States opens borders to all immigrants
- **Los Angeles County law enforcement agencies merge under one command**
- Reappointment of incumbent Secretary of HUD
- Mandatory death sentence for conviction of gang or drug-related crime
- Federal troops assigned drug interdiction duties in large urban cities
- **Mandated tenant patrols in public housing**
- Major civil unrest in majority of urban cities
- Major earthquake reduces available of Los Angeles County housing by 45 percent
- **Private ownership of all public housing**

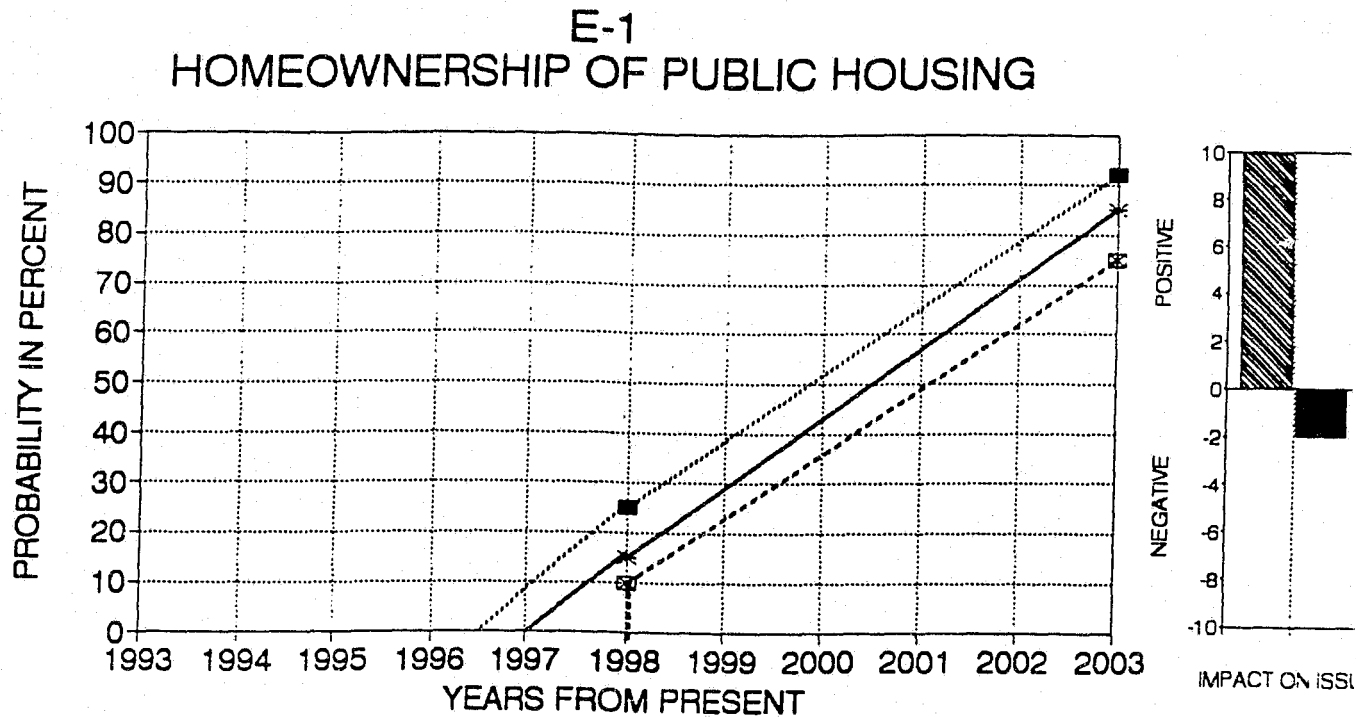
From the list of candidate events, five events were criteria selected based on probability of occurrence and their impact on the study issue and sub-issues. The same forecasting panel rated each of the five events on the following dimensions:

- Years until probability first exceeds zero
- Probability of occurrence five years from now
- Probability of occurrence ten years from now
- Level of negative impact on issue if event occurred
- Level of positive impact on issue if event occurred

The author collected the data and calculated the high level, the low level, and the median level of each event. (TABLE 2)

TABLE 2 - EVENT EVALUATION

EVENT NO.	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 SCALE)	*NEGATIVE (0-10 SCALE)
E-1	HOMEOWNERSHIP OF PUBLIC HOUSING	4	15%	85%	10	2
E-2	MANDATED PUBLIC HOUSING TENANT PATROLS	4	10%	80%	8	3
E-3	DISBANDMENT OF HOUSING AUTHORITY POLICE DEPARTMENT	3	50%	85%	7	4
E-4	REGIONALIZATION OF LOS ANGELES COUNTY LAW ENFORCEMENT	4	20%	60%	8	3
E-5	CIVILIAN POLICE REVIEW BOARDS	2	60%	70%	7	2

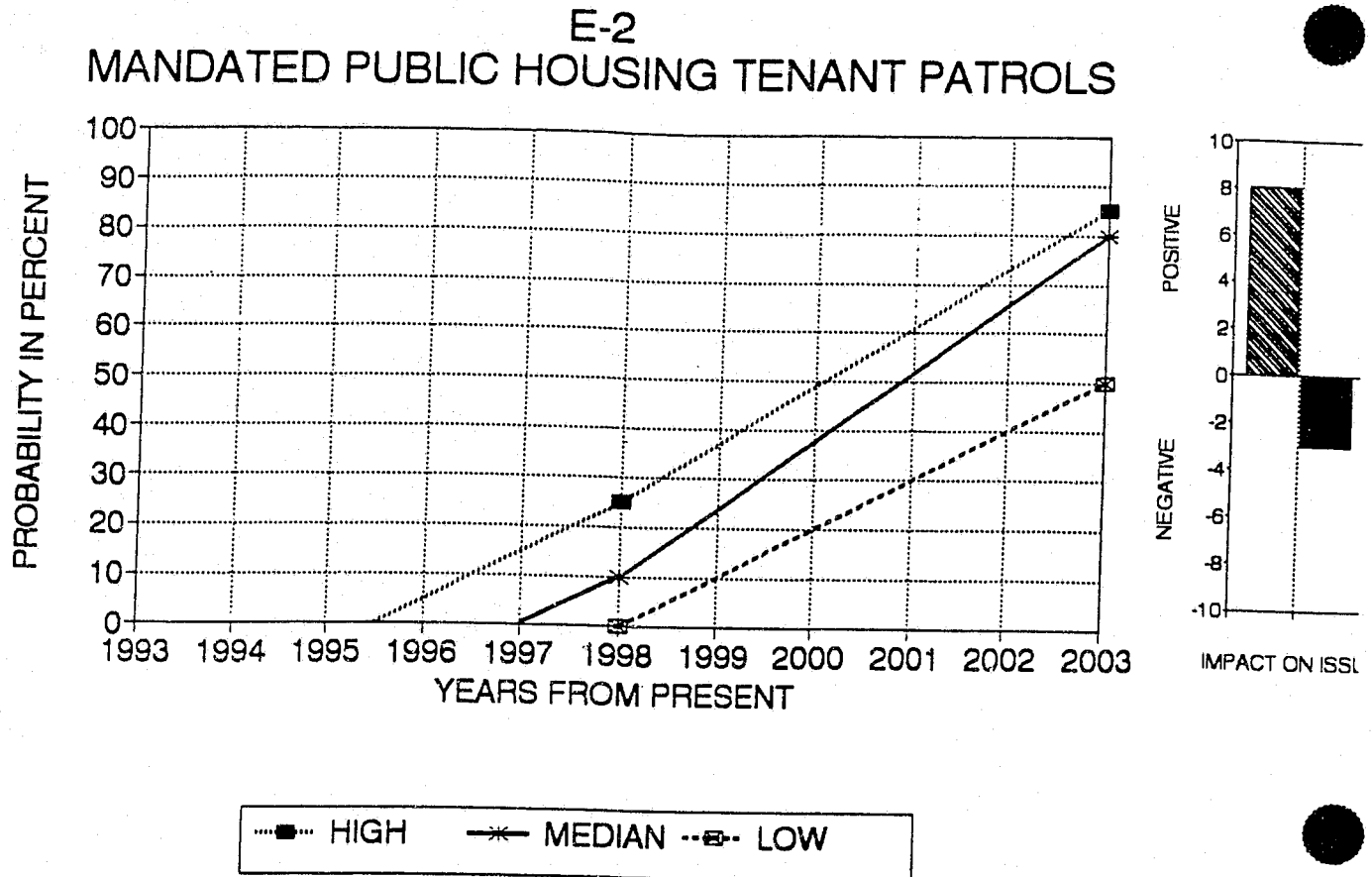


N=7 ALL FORECASTS ARE MEDIAN

..... HIGH    —\*— MEDIAN    - - - - LOW

**Event 1 (E-1) - Homeownership of public housing:**

The reality of owner-occupied public housing is seen in all federally subsidized housing developments. Resident management corporations are formed and new homeowners have a personal stake in their communities. Surrounding homeowners and business owners are supportive as property values are enhanced and communities become more stable. Residents of areas once overwhelmed by social problems begin to assume control over their environment and their future. The Panel forecasted that this event has a high probability with 85 percent probability of occurring in 10 years. They forecast 4 years before any probability of this event exceeds zero.

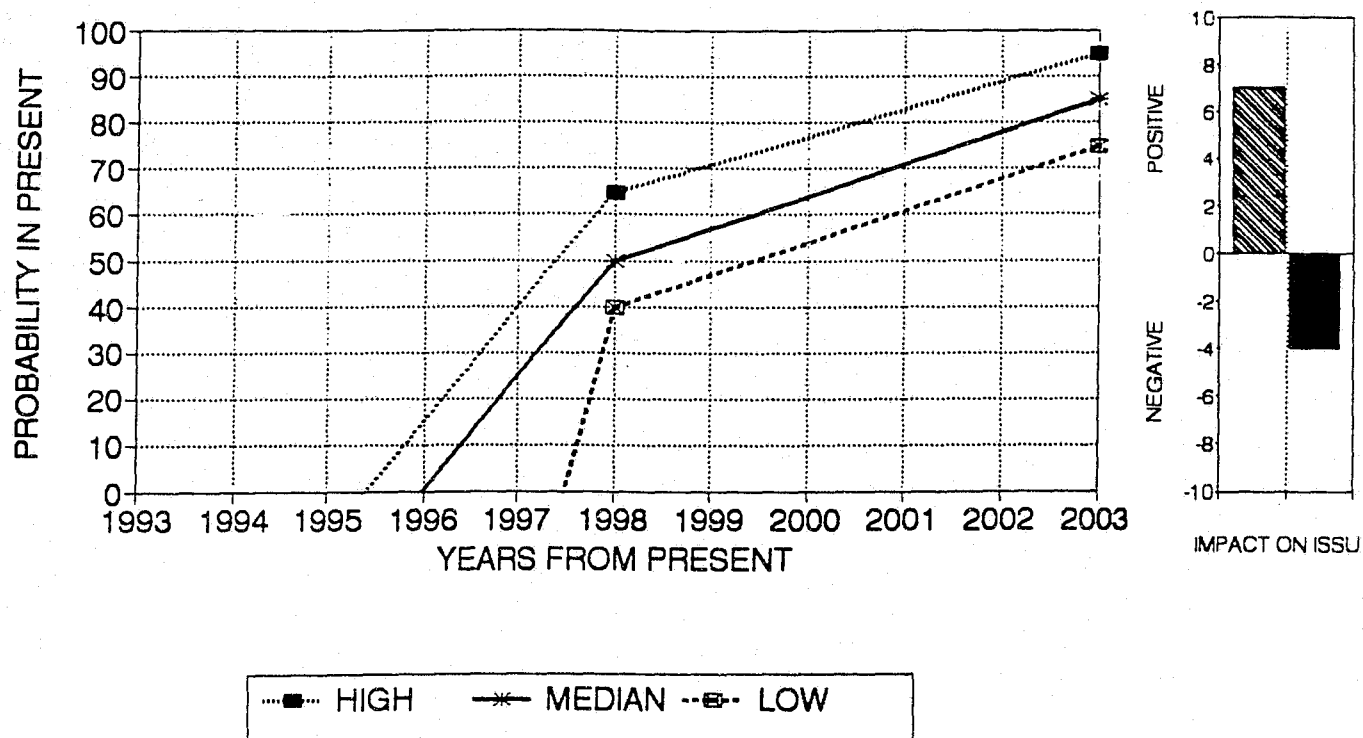


N=7 ALL FORECASTS ARE MEDIANS

Event 2 (E-2) - Mandated public housing tenant patrols:

A component of ownership will be an effective tenant patrol supported by local law enforcement. Citizens take control of their communities through aggressive programs aimed at direct observation of their neighborhoods. Local law enforcement maintains effective communications and community support. Priority is given to requests made by resident management officials. The evolution of the community/law enforcement partnership is formed through coordinated efforts of mutual concern. It was forecasted that this event has a 65 percent probability of occurring in 10 years. Probability of this event will exceed zero in 4 years.

### E-3 DISBANDMENT OF HOUSING AUTHORITY P.D.

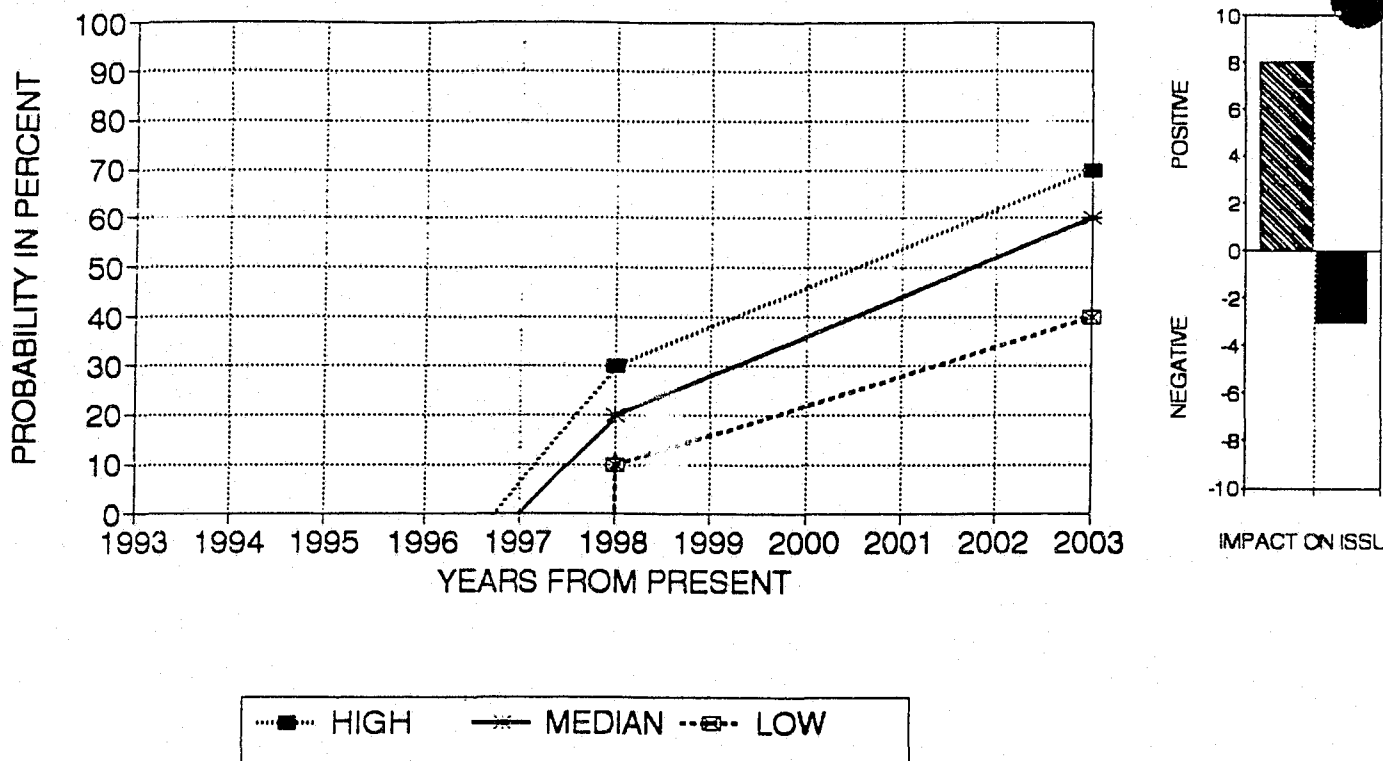


#### Event 3 (E-3) - Disbandment of Housing Authority Police Department:

This event can occur if funding is significantly reduced and Housing Authority officials determine that the maintenance of a protective services department is cost-prohibitive. The Los Angeles Sheriff Department and the Los Angeles Police Department would be required to fill the void created by the disbandment of the Housing Authority Police Department.

This event may also occur when homeownership of public housing becomes a reality. Without public housing, the need for a patrol-specific agency is eliminated. A new role must be identified and a strategic long-range plan developed to address and manage the future challenges for the Housing Authority Police Department. The panel forecasted that this event has an extremely high probability of occurring, 85 percent in 10 years. Probability of the event exceeds zero in 3 years with one Panel member forecasting 1 year.

## E-4 REGIONALIZED L.A. CO. LAW ENFORCEMENT

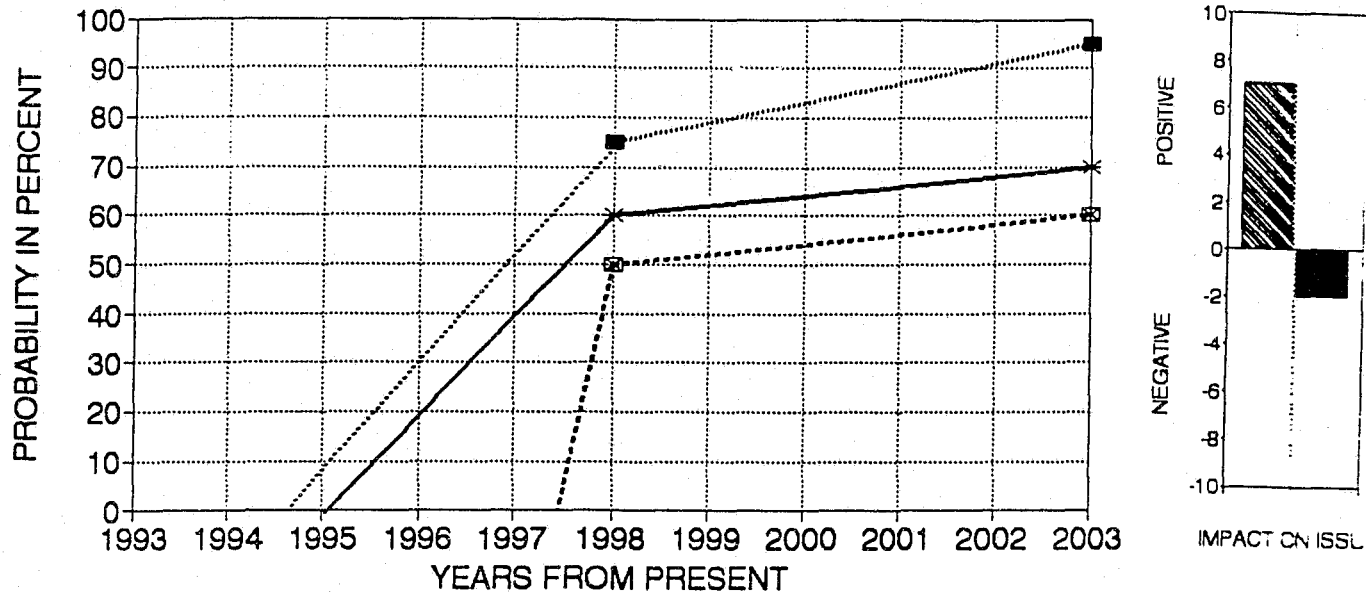


### Event 4 (E-4) - Regionalized Los Angeles County law enforcement:

Systematic merges of law enforcement agencies occur for practical and/or economic considerations. In the City of New York, police officers are trained at a centralized location. Upon graduation, officers can be assigned to the New York Police Department, the New York Housing Police Department, the New York Transit Police Department, or the Port Authority Police Department. This system is not only practical and economical, it also removes excessive political influences. Additionally, the County of Riverside, California, recently merged the offices of the Sheriff and the Marshal. This event addresses the possibility of merging all Los Angeles County law enforcement agencies. The panel forecast 60 percent probability in 10 years. Probability of this event exceeds zero in 4 years.



## E-5 CIVILIAN POLICE REVIEW BOARDS



N=7 ALL FORECASTS ARE MEDIAN

---■--- HIGH    —\*— MEDIAN    - - - ■ - - - LOW

### Event 5 (E-5) - Civilian police review boards:

This event will have occurred when: (1) an all-civilian review board is in place in a majority of all national cities; (2) the review board is comprised of members of the immediate community in which the police entity serves; and (3) the review board is empowered to examine discipline, officer-involved-shootings, and other police activities. Society has expressed a desire to become involved in all levels of law enforcement administration. With law enforcement currently in the wake of reform, this event not only has a high probability of occurring, 60 percent in 5 years and 80 percent in 10 years, the importance of managing change is clearly demonstrated.

## CROSS IMPACT ANALYSIS

A cross-impact analysis was applied on data obtained from both Trends and Events Evaluations. A panel consisting of two command-level police officials and one management-level housing official addressed the data in a Consensus Group format.

Willie Thompson, Jr., Acting Chief of Police  
Housing Authority Police Department

Mr. Ed Moses, Director Resident Relations  
Housing Authority of the City of Los Angeles

Dennis J. Hegwood, Police Lieutenant  
Housing Authority Police Department

The analysis examined the interrelated impacts that the selected event occurrences will have on the other events and trends forecasted. The consensus group was not part of the NGT panel and was instructed to forecast each event as if it actually occurred.

The impact upon each event-to-event and event-to-trend was evaluated to chart the years to maximum impact. The Cross-Impact Analysis Chart illustrates the magnitude of impacts on individual events and trends (Table 3). Each member of the consensus group made an individual estimate and all cells of cross-impact matrix were completed. Each cell was then discussed and agreement was reached on the estimate. The event "maximum impacts" were totalled horizontally, each receiving a score of one. The events and trends impacted were also totalled vertically, each impact receiving a score of one.

TABLE 3: CROSS-IMPACT ANALYSIS

MATRIX (Consensus Group - N =3)						Maximum Impact (% change + or -) Year to Maximum					IMPACT TOTALS
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	$\frac{X}{X}$	$\frac{+75}{2}$	$\frac{-50}{2}$	$\frac{+65}{5}$	$\frac{+25}{4}$	$\frac{+90}{2}$	$\frac{+85}{2}$	$\frac{+85}{2}$	$\frac{-95}{1}$	$\frac{+90}{1}$	E1 <u>9</u>
E2	$\frac{+80}{3}$	$\frac{X}{X}$	$\frac{0}{0}$	$\frac{+30}{3}$	$\frac{+50}{5}$	$\frac{+40}{2}$	$\frac{+60}{3}$	$\frac{+65}{2}$	$\frac{-95}{2}$	$\frac{+85}{2}$	E2 <u>8</u>
E3	$\frac{-85}{1}$	$\frac{-100}{1}$	$\frac{X}{X}$	$\frac{-45}{1}$	$\frac{0}{0}$	$\frac{-40}{1}$	$\frac{0}{0}$	$\frac{-50}{1}$	$\frac{+90}{1}$	$\frac{-25}{1}$	E3 <u>7</u>
E4	$\frac{+45}{3}$	$\frac{+60}{3}$	$\frac{0}{0}$	$\frac{X}{X}$	$\frac{-10}{3}$	$\frac{+65}{5}$	$\frac{+50}{4}$	$\frac{+90}{5}$	$\frac{-75}{4}$	$\frac{+35}{4}$	E4 <u>8</u>
E5	$\frac{+30}{4}$	$\frac{+20}{5}$	$\frac{0}{0}$	$\frac{+40}{4}$	$\frac{X}{X}$	$\frac{+70}{3}$	$\frac{+60}{2}$	$\frac{+10}{3}$	$\frac{0}{0}$	$\frac{+40}{4}$	E5 <u>7</u>
IMPACTED TOTALS											
	$\frac{E1}{4}$	$\frac{E2}{4}$	$\frac{E3}{2}$	$\frac{E4}{4}$	$\frac{E5}{3}$	$\frac{T1}{5}$	$\frac{T2}{4}$	$\frac{T3}{5}$	$\frac{T4}{4}$	$\frac{T5}{5}$	

**\*\*LEGEND**

E1 Homeownership of Public Housing  
 E2 Mandated Public Housing Tenant Patrols  
 E3 Disbandment of Housing Authority  
     Police Department  
 E4 Regionalized Los Angeles County  
     Law Enforcement  
 E5 Civilian Police Review Boards

T1 Level of Police Services to Residents  
 T2 Level of Law Enforcement Training  
     Requirements  
 T3 Level of Coordinated Deployment of  
     Available Law Enforcement Resources  
 T4 Level of Violent Crime in Public Housing  
 T5 Level of Community Perception of Law  
     Enforcement

**Chart Explanation:**

E-1 "Homeownership of Public Housing," impacts every event and trend in the analysis matrix. Most noteworthy is the 85 percent or greater impacts forecasted on trends. Specifically, the 95 percent forecast for T-4 "Violent Crime." The number in each box below the impact forecast depicts the number of years until the particular trend or event reaches its "maximum" impact. E-3 "Disbandment of Housing Police," clearly stands out as the most negative event forecasted. E-3 has a negative impact on all trends and events with a relatively short time (1 year) to maximum impact. If E-3 occurs, the level of violent crime in public housing is estimated to increase to 90.

## CROSS-IMPACT ANALYSIS INTERPRETATIONS

**Generalized Interpretations:** Based on the cross-impact analysis, there are generalized interpretations and specific interpretations noted.

- Generally, it was observed that all events and all trends were interrelated to each other.
- The probability of one event is increased or decreased depending on the occurrence of another event, provided that event impacts it.

**Specific Interpretations:** Specific interpretations made from the cross-impact analysis were:

- Event 1 "Homeownership of Public Housing" received the most impacts (9). This confirms that the study issue warrants futures study as a viable emerging issue. The cross-impact analysis depicts that Event 1 impacts all trends and events in the matrix.
- Event 2 "Public Housing Tenant Patrols" and Event 4 "Regionalized Los Angeles County Law Enforcement" received 8 impacts each. The impacts were mostly positive. If homeownership actually occurs, the impacts indicate that the probability of Event 2 and Event 4 are enhanced.
- Event 3 "Disbandment of Housing Police" and Event 5 "Civilian Review Boards" received 7 impacts each. The high priority placed on violent

crime eradication prior to implementation of homeownership coupled with the high probability of disbandment support the need for immediate actions steps and strategic planning for the Housing Authority Police Department. (85 percent median forecast for 10 years from now)

## SCENARIOS

Based on the data collected, three scenarios were developed that provide a "freeze-frame" of a projected time in the future. The three futures are: (1) Exploratory mode (nominal or "surprise-free"), (2) Normative mode ("desired and attainable"), (3) Hypothetical mode ("what-if").

Through the implementation of specific action plans and policies the future, as projected in these scenarios, can be avoided or attained. Strategic management can have an impact on the direction an agency can embark to reach a future milestone.

### **EXPLORATORY MODE (NOMINAL OR "SURPRISE-FREE"):**

In the exploratory mode, owner-occupied public housing may not occur by the year 2003. This scenario is based on a surprise-free future with no driving force or system change once the program has begun. The following are possible news headlines that project in a "freeze-frame" the exploratory or surprise-free mode:

"Apathy of public housing residents at a record high, lack of confidence in police response cited": National Cities Weekly, May 2, 1997.

"Public housing developments under siege by gangs and drugs, Congress authorizes use of Federal troops": Los Angeles Times, June 17, 2002.

"Owner-Occupied Public Housing program loses momentum as federal funding is reduced due to record setting budget deficit": U.S. News & World Report, October 5, 1999.

From the year 1988 to the year 2003, there is some progress in the area of Resident Management Associations. Homeownership of public housing nearly double in the prior ten years. This increase in homeownership required additional training programs for those individuals elected to Resident Management Associations to oversee maintenance contracts and screen prospective tenants. Additionally, residents have taken over staff hiring, capital improvements, and security matters.

Law enforcement training requirements saw modest increases. Training programs for law enforcement increased 20 percent in the period 1992 through 1997, and leveled off to a level of 135 by the year 2003.

However, as a result of mistrust between the community and law enforcement, apathy is commonplace in public housing. Public housing residents have lost confidence in law enforcement services as the level of violent crime doubled by the year 1997 and tripled by the year 2003. Subsequently, communications deteriorated between the community and law enforcement. The issue of civilian police review boards began to receive attention by certain activist group in the year 1994. Their demands and pressures for civilian police review boards increased over the next seven years. Although 35 percent of the electorate voted positively in the year 2003 for civilian police review boards, it was below the mandatory 51 percent necessary to pass.

Law enforcement has been faithful to the traditional concepts of policing. Regionalization of Los Angeles County law enforcement fails to materialize and individual law enforcement agencies respond to patterns of crime dictated by crime statistics. They respond to the symptoms rather than addressing root causes. In the year 2003, the level of coordinated deployment of available law enforcement resources reaches a level of 135 and the level of police services to residents is lower still at a level of 115. Criminal elements capitalize on mistrust and apathy. The cumulative factors result in the level of community perception of law enforcement to fall 90 percent of the 1992 level. Public housing developments are overwhelmed with street-gang warfare and drug-related crime. The level of violent crime increases three-fold and in June 2002, Federal troops are deployed in American cities to maintain peace and order.

The media continues to scrutinize police activities and accuse law enforcement of inefficiency against gangs and drugs. The residents of public housing are in fear for their safety and the quality of life deteriorates. In the year 1998, the use of tenant patrol programs offer hope. However, without coordinated efforts with law enforcement, law-abiding residents abandon public housing to the undesirable elements.

In Washington D.C., critics want more cost-effective public housing reforms, and fear that residents are ill-prepared to assume complete ownership. Other critics suggest that residents may be less efficient managers than municipal housing authorities and may require constant subsidies to stay afloat. Out of budgetary necessity, the Housing Authority Police Department is disbanded in the year 2002.

Finally, the critics cite the crime problem in public housing as counterproductive to the owner-occupied public housing program. By the year 2003, the program loses momentum and the federal funding is reduced. Mediocrity returns and a dream of self-determination fades.

**NORMATIVE MODE ("DESIRED AND ATTAINABLE"):**

In the normative mode, owner-occupied public housing becomes a reality by the year 2002. Community and police officials overcome apathy and mistrust and develop a meaningful partnership. This scenario is based on a desired and obtainable future. The following are possible news headlines that project in a "freeze-frame" the normative or desired mode:

**"Association of Resident Management Corporations (ARMC) Reports That All Public Housing Developments Have Achieved Owner-Occupied Status": The Wall Street Journal, January 14, 2002.**

**"Homeowners in Public Housing are Successful in Defeating City Rezoning Attempt": Housing Affairs Letter, July 10, 1997.**

**"Police Officials and Members of the Resident Management Corporation Complete Community-based policing Seminar": Los Angeles Sentinel, September 16, 1995.**

In the year 2003, Resident Management Associations are successful in launching spin-off businesses such as child care and coin-operated laundries. As a direct result of property improvements, real estate value has increased. As more and more public housing developments train residents for management positions, the stability of the community improves. A successful public housing tenant patrol program which was launched in 1998 is expanded. As the concept of property



ownership replaces that of renter, residents of public housing take responsibility for government and protective services.

The community perception of law enforcement has tripled since 1993. There now exists a positive atmosphere between law enforcement and the community as violent crime statistics are down 75 percent. Politicians find the densely populated urban centers as prime areas to promote their political agenda. Residents continue to push for civilian police review boards. As a result, the voice of Resident Management Associations is heard from City Hall to Washington D.C.

Police officials recognize the shift from federal subsidy dependency to resident empowerment and make innovative changes in police service. As the Housing Authority Police Department coordinates public housing law enforcement, the level of law enforcement training required has doubled and the coordinated deployment of available law enforcement resources increases 125 percent. Community-based policing is embraced as the most efficient means of identifying and targeting community concerns. Law enforcement agencies expand and create new programs designed to reduce the fear of crime in public housing developments and address root causes. The Housing Authority Police Department has redefined its role to that of community service and resource facilitator.

Although regionalization of Los Angeles County law enforcement did not occur, law enforcement has learned to listen to its community and attempt to match their needs and wants with established police procedures and resources. The level of police services to residents has doubled since 1993.

## **HYPOTHETICAL MODE ("WHAT IF"):**

In the hypothetical mode, owner-occupied public housing will occur by the year 2003. The role of law enforcement is both effective and positive as large pockets of poverty and crime are eliminated. This scenario is based on the "what if." The following are possible news headlines that project in a "freeze-frame" the hypothetical mode:

"Chief Rocio Gomez Appointed Commander of South Bay Enforcement Bureau and Unites Los Angeles County Police Agencies": USA Today, December 16, 2001.

"Reassignment in Housing Authority Police Department Staff Seen as Positive Move for Residents": Washington Post, January 20, 2001.

"Businesses Started by Resident Management Corporations Extremely Successful, Federal Subsidies No Longer Needed": Newsweek, February 21, 2002.

In the year 2003, if homeownership of public housing occurs, federal public housing will no longer be in a depressed state. Rather, there are additional funding sources available for social programs. Prior to the year 2002, the voucher program has allowed families to move from large public housing developments to be assimilated by middle income communities. The majority of large public housing developments are redeveloped by city agencies with the remainder assuming the status of owner occupied.

With additional federal funding, innovative public housing reforms are implemented. Mandated public housing tenant patrols are implemented in 1988 which provide some stability. Due to poor voter turn out, civilian police review boards are

still beyond the reach of most tenants. Businesses started by Resident Management Associations are financially successful and federal subsidies are significantly reduced.

The successful role of law enforcement is seen in reduced crime and open communications with residents in public housing. The level of community perception of law enforcement has increased dramatically, three times that of 1993. The areas where gang and drug-related crimes were once rampant are no longer a haven for criminal elements. The level of violent crime in public housing has decreased 75 percent. Chief Gomez cites community-based policing programs as the cause of the reduction in street crimes. The unsuccessful push for regionalization of Los Angeles County law enforcement was instrumental in doubling the coordinated deployment of available law enforcement resources. Additionally, the level of law enforcement training requirements has increased to address the changing demographic composition of public housing.

The financial burden placed on law enforcement agencies to police large public housing developments has been alleviated. As a result, manpower and resources can be reallocated to other police functions. As a direct result of reduced violent crime and improved community perception, disbandment of Housing Authority Police Department did not occur. Some personnel were absorbed by Los Angeles Sheriff Department and Los Angeles Police Department with the remaining resources redeployed to other specialized housing authority concerns.

## POLICY CONSIDERATIONS

Through futures forecasting, strategic planning, and transition management, law enforcement can identify and adopt a role conducive to a smooth transition from public housing to owner-occupied public housing. Policy considerations are directed toward the study issue and sub-issues.

### ISSUE

What will be the role of law enforcement in the development of owner-occupied public housing by the year 2003?

### SUB-ISSUES

What services should be provided to residents during transitional period to foster homeownership?

What training will residents and law enforcement personnel require to facilitate homeownership?

How will available law enforcement resources be effectively deployed to enhance efficiency and reduce duplication of efforts?

The cross-impact analysis indicates that homeownership of public housing will reduce the level of violent crime in public housing. A reduction in violent crime will allow law enforcement to deploy resources to areas where increased services are required. Although regionalization of Los Angeles County law enforcement has a low probability of occurring by the year 2003, (60 percent), the level of coordinated

deployment of available law enforcement resources can be impacted through action steps. Coordination will increase the level of police services to residents. It was forecasted that police services "should be" at a level of 200 ten years from now as opposed to the forecasted "will be" level of 115.

Public housing tenant patrols was forecasted at 80 percent probability of occurring ten years from now. This event will require support from law enforcement to be successful. The probability of disbandment of the Housing Authority Police Department was forecasted at 85 percent ten years from now. Policy considerations for the future role of Housing Authority Police Department will require immediate action steps. By addressing the level of community perception of law enforcement, a police/community partnership can enhance the probability of homeownership of public housing. The level of community perception of law enforcement was forecasted at a "will be" level of 10 and a "should be" level of 300 ten years from now. The principles of community oriented policing can be helpful in impacting this trend. Some elements of community oriented policing include:

- Community meetings and workshops
- Crime prevention task forces
- Police bicycle patrols
- Civilian planning committees
- Youth training and sports programs
- Community volunteer programs
- Multi-cultural crime prevention programs
- Street gang intervention
- Drug awareness and prevention
- Citizen patrols

Close liaison between Los Angeles County law enforcement can assist in coordinating available resources:

- Regular regional meetings
- Increased utilization of multi-agency task forces
- Joint training programs
- Memorandums of understanding regarding mutual aid
- Improved communications abilities

Policy considerations include effective coordination of available law enforcement resources to impact the level of violent crime. Also, redefining the future role of Housing Authority Police Department to prevent disbandment which may be accomplished through active support of public housing tenant patrols and through community oriented policing. This action can increase the level of community perception of law enforcement in general, and Housing Authority Police Department specifically. The final consideration is training of law enforcement personnel to include cultural awareness, sensitivity, joint agency training programs, and principles of community oriented policing.

In examining the normative mode, owner-occupied public housing is desired and attainable. The role of law enforcement by the year 2003 is identified as community based. Environmental design such as gated communities, enhanced lighting, and security screens will assist in reducing the level of violent crime in public housing. However, the support of the community will be necessary for law enforcement to be successful in raising the level of community perception; thereby reducing the level of violent crime in public housing. A significant reduction in

violent crime will be beneficial to the development of owner-occupied public housing and to law enforcement in general.

As residents of public housing progress close to ownership, they will receive more and more political recognition. With political recognition comes interest from the media. Law enforcement officials are given the discretion to enforce laws and protect the public in effective and approved policing methods. The impact of ownership on public housing by its residents will have a positive impact on law enforcement if police officials can grow with this emerging issue, thus reducing public apathy and mistrust. The result can be a meaningful partnership between the police and the community.

## SECTION TWO: STRATEGIC MANAGEMENT

### PURPOSE:

The three scenarios presented in the previous section, suggest that law enforcement will be forced to address social conditions in public housing. The author has selected the "normative" scenario, which is the most desirable and attainable, to bring strategic analysis into focus for purposes of this study. Homeownership of public housing was forecasted at 80 percent probability of occurring by the year 2003. This event will increase community stability and foster pride in residents. Public housing tenant patrols, increased levels of law enforcement training, and coordinating available law enforcement resources can impact the level of violent crime in public housing. These actions will result in an increased level of community perception of law enforcement, thereby enhancing the effectiveness of service delivery. A mechanism to facilitate change is required to manage traditional law enforcement methods with emerging policing techniques. Law enforcement can implement innovative changes in police services and establish a meaningful community partnership. An effective strategic plan will be developed in this section which will outline what policy changes law enforcement should make to attain the desired future.

The Los Angeles Housing Authority Police Department (HAPD) will serve as a model to illustrate how a small law enforcement agency can impact the future through a methodical strategic plan. The HAPD exists as an additional law enforcement service which supplements the services of the Los Angeles County Sheriff Department (LASD) and Los Angeles Police Department (LAPD), for residents of public housing.



HAPD has sixty (60) police officers who provide service and enforcement to 21 housing developments located throughout the city, from San Fernando to San Pedro. During the daytime, officers conduct traffic enforcement, handle parking violations, crime reports, and a variety of resident assistance requests. Police activities during darkness focus around drug and gang related activities and acts of violence. Emergency 911 calls go to the LAPD which is the primary police department responsible for law enforcement services. In addition to uniformed patrol, the HAPD operates a Drug Elimination Narcotics Team whose sole purpose is to arrest people who use public housing for drug sales. Also, HAPD maintains a youth sports program, a police explorer program, a bicycle patrol program, and an investigative unit. Although the strategic plan developed in this section is environmentally and situationally specific to HAPD, it is formulated for applicability to high density public housing communities nationwide. The change to owner-occupied public housing will require the examination of root causal factors of community problems and the driving forces that shape culturally diverse environments.

#### **"MACRO" AND "MICRO" MISSION STATEMENTS OF THE HAPD**

The Los Angeles City Housing Authority Police Department has adopted the following "macro" mission statement which guides the agency in its daily overall operation:

**"The Los Angeles City Housing Authority Police Department is the guardian of the human right to live peacefully as a resident of Public Housing. Every member of the department is dedicated to service and**

protecting law abiding residents from those who would prey upon them and their neighborhoods. Our ultimate mission is to provide safe living, free of crime and violence."

The departmental "micro" mission statement, which is designed to enhance the "macro" mission statement relative to the study issue, was developed by the consensus group. The role of law enforcement in the development of owner-occupied public housing and impacting trends were examined. The "micro" mission statement states:

"The personnel and resources of the Housing Authority Police Department are dedicated to providing quality services and to meeting present and future needs of our community in a responsible and ethical manner. We are committed to respectfully providing fair and impartial service to all citizens, recognizing the community and all law enforcement agencies as valued resources. And by example, encourage creativity and innovation in fostering a safe environment in public housing in which to promote homeownership and community pride.

#### THE ENVIRONMENT:

A systematic assessment of the environment is needed for a sound foundation of the strategic plan. One effective method is to employ the STEEP (Social, Technological, Economical, Environmental, and Political) model to structure the assessment. This assessment will consider the varying dimensional aspects as they relate to the issue. The STEEP factors were discussed earlier in the introduction.

The Housing Authority of the City of Los Angeles is responsible for providing housing to lower income residents. The resident population is approximately 103,000 people residing in scattered sites, senior citizen facilities, and medium to large housing developments.

The ethnic composition of residents is:<sup>24</sup>

Latino	31,526	30.79%
Black	57,609	56.27%
Asian	2,767	2.70%
Native American	105	0.10%
Caucasian	10,238	10.00%
Other	142	0.14%

The Housing Authority's budget is approximately 220 million per year. A 7-member Board of Commissioners and an Executive Director manage the Housing Authority. The Mayor and City Council approve appointments of Commissioners and the U.S. Department of Housing and Urban Development provide funding and policy guidelines. Public housing residents are organized and politically active. The Housing Authority Resident Advisory Council (HARAC) meets regularly with the Board of Commissioners and the Executive Director. A positive working relationship is enjoyed by management and residents which is evidenced by the existence of the Housing Authority Police Department, a Tenant Relations Department, a Public Relations Department, and a Resident Management Program.

There are underlying social and economic problems endemic to underemployed and lower income communities. The incidence of crime, particularly violent gang and drug related, is on a steady increase throughout the city. Recent major civil unrest throughout the city has caused rifts in communications between citizens and government. Law enforcements' resources, both logistics and personnel, are stretched to the breaking point. Additionally, demographic shifts and statutory mandates dictate service delivery and personnel recruitment. The values of

respective cultures must be addressed while providing public service and protection.

The Housing Authority Police Department augments the Los Angeles Sheriff Department and the Los Angeles Police Department in providing law enforcement to public housing residents. Specialized concerns of the Housing Authority, its residents, and employees, form the mission of the Housing Authority Police Department.

#### SITUATIONAL ANALYSIS:

The concept of owner-occupied public housing is new to most law enforcement personnel. Numerous federal programs have fallen short of expectations for varying reasons. Often, it is the "wait and see" approach which is adopted by planners. It is the observation of the author that change, good or bad, occurs whether policy makers are prepared or not. Therefore, it is advantageous to the effective planner to consider alternative futures. It is very important that an objective situational analysis of the issue be conducted prior to the development of any strategic plan or negotiation strategy.

#### ENVIRONMENTAL ANALYSIS:

WOTS-UP (Weaknesses, Opportunities, Threats, Strengths, Underlying Planning) analysis was conducted to assess factors in the agency's environment that would bear on the issue and impact any strategic plan. Opportunities and Threats are environmental factors which occur "external" to the agency. Strengths and Weaknesses are related to the "internal" environment of the organization.

### OPPORTUNITIES:

The following are environmental factors impacting the agency that will support achievement of its mission.

U.S. Department of Housing and Urban Development (HUD), has appropriated federal money earmarked for Resident Management Programs. Continued funding is necessary for the successful planning and implementation of homeownership in public housing.

The increase in the level of gang and drug related violent crime has caused citizens to request more police presence. With limited law enforcement resources, the Housing Authority Police Department can coordinate available resources and impact the crime levels.

Both the Republican Party and the Democratic Party endorse homeownership and empowerment programs. This bipartisan support removes the possibility that a change in federal leadership will significantly impact homeownership of public housing.

The Rodney King incident caused the Los Angeles Police Department to reevaluate its policies and practices and embrace the concept of community-based policing. Nationally, law enforcement is in the wake of reform and willing to try new policing methods and techniques.

The current economic recession in the U.S. has forced many lower income

potential homeowners out of the marketplace. The owner-occupied public housing program will assist in providing economic opportunities for lower income families to achieve homeownership.

There exists a strong atmosphere of cooperation between HUD, the Los Angeles City Council, and the Housing Authority of the City of Los Angeles. This stable working relationship will facilitate action steps necessary to achieve homeownership.

There exists a positive working relationship between HACLA, HAPD, and HARAC. This atmosphere will be useful in developing effective service delivery and quality control measures.

#### THREATS:

Conversely, the factors listed below are likely to hinder achievement of agency's mission:

The current economic recession in the United States could cause the federal government to abandon homeownership and Resident Management Programs. There is no accurate method to determine the future availability of program funding.

Misinformed business and property owners in the surrounding area are concerned about their property values and community stability. If not included early in the planning phase, these stakeholders could hinder successful implementation of the program.

The fear of retaliation by criminal elements is so overwhelming that residents refuse to assist in crime elimination efforts. A means to reduce the level of the fear of crime in public housing is as important as impacting the level of violent crime. The increased community and media scrutiny of police activities as a result of exposed police misconduct will hinder community perceptions. The level of fear can be reduced by increasing the level of community perception of law enforcement through innovative policing methods.

The position of the Housing Authority Police Officers Association to perceived community control could cause resistance. They should also be included early so that mutual benefits can be communicated and the opportunity for feedback afforded.

Increased apathy among the silent majority of development residents toward social programs will require that public relations efforts be intensified. Some federal programs in the past have fallen short of community expectations which may add to community apathy.

#### STRENGTHS:

Listed below are strengths that will enhance the organizational capabilities of the agency to achieve its mission.

The agency maintains a strong liaison with development residents and the Resident Advisory Council. This relationship provides for open communication between community members and the Housing Authority Police Department.

The agency has repeatedly applied for and received federal drug elimination grants which fund specialized enforcement units and social programs. This has provided supplemental funding to sustain enforcement functions.

The agency maintains communications and mutual support with City, State, and federal agencies to include law enforcement and social services. Open communications will be beneficial in coordinating available resources.

The agency has an effective Field Training Program which is based on service and a community partnership concept. This existing program can be used effectively to implement elements of community-based policing.

The administration is innovative and open to creative ideas. All command level personnel possess education at the Masters' level. The ability to formulate effective methods and procedures is enhanced.

The agency is staffed with experienced personnel skilled in multi-ethnic, high-density urban law enforcement. The nature of the HAPD in policing public housing has given enforcement personnel insight to community problems. The agency is specialized and has the inherent flexibility to respond rapidly to residents' concerns.



## WEAKNESSES:

Listed below are weaknesses that reduce the organizational capabilities of the agency to achieve its mission.

The HAPD is significantly understaffed to effectively impact all violent crime in public housing. As the agency becomes more successful, additional responsibilities and duties are assigned.

The agency lacks necessary budgetary funding for full police services operation. Twenty-four hour service is desirable in maintaining an effective enforcement strategy.

Some individuals within the organization will place personal agendas above the mission. Some agency members lack the vision or are unable to fully comprehend the concept of owner-occupied public housing. Rumors and misinformation may cause personnel to lose focus and efficiency.

The agency lacks the ability to mobilize large numbers of residents for safety and other community concerns which will require increasing the level of the community perception of law enforcement.

The agency lacks ongoing, regionalized law enforcement training. This hinders the coordinative efforts of regional agencies in general and the HAPD in specific.

## STAKEHOLDERS and ASSUMPTIONS

Additionally, the Strategic Assumption Surfacing Technique (SAST) was utilized to conduct a stakeholder analysis. It is necessary to identify key stakeholders and assess their positions on the study issue. A stakeholder is an individual or group who impacts, is impacted, or has an interest in the issue. Stakeholder impact, positive or negative, must be anticipated prior to effective strategic planning.

A consensus panel, utilizing the SAST, consisted of two police captains and six police lieutenants. The ten most important stakeholders, identified as having the greatest impact, are listed along with assumptions of their positions relative to the issue.

1. U.S. Department of Housing and Urban Development (HUD) is (a) fully committed to establishing a Resident Management Program, but has (b) limited federal funding under economically repressed conditions.
2. Commission on Peace Officer Standards and Training (POST) is (a) supportive of effective, innovative community policing methods and (b) can facilitate structured training in cultural awareness, sensitivity, and community-based policing.
3. Los Angeles City Council (a) enjoys an effective working relationship with HUD and HACLA and would be supportive. Their (b) primary concern is for the safety and quality of life of all city residents.

4. Housing Authority of the City of Los Angeles (HACLA) is (a) fully committed to establishing a Resident Management Program, and consider (b) tenant relations a priority while (c) supporting law enforcement as a vital component of its community enhancement efforts.
5. Public Housing Residents is (a) supportive of Homeownership concept, however, (b) is unclear or has unrealistic expectations of the role of law enforcement.
6. Housing Authority Resident Advisory Council (HARAC) (a) enjoys an effective working relationship with HACLA, LASD, LAPD, and HAPD and would be supportive. (b) They would be fully committed to the Resident Management Program and the owner-occupied public housing concept.
7. Local Surrounding Residential and Business Property Owners, (Snaildarter) is (a) extremely supportive of law enforcement and desirous of community improvement, their (b) expectations are increased property values and a stabilized community.
8. Housing Authority Police Department (HAPD) (a) will continue with a successful community-based policing philosophy, but would (b) favor reduced crime through community empowerment and eventual homeownership. Although HAPD is the energizing agency, it is considered a stakeholder because of the 85 percent forecasted probability of disbandment ten years from now.



The SAST Map plots the degree of certainty attached to each individual assumption made about each stakeholder and their importance to the issue being studied. As indicated on the assumption map, the role of law enforcement in the development of owner-occupied public housing is very important to HUD, HACLA, HARAC, and HAPD. On the other hand, the City Council, POST, public housing residents, and local property owners are more likely to take the "wait and see" approach to determine the resolve of HUD. LASD, LAPD, and HAPOA occupy the "most important-uncertain" quadrant. Their individual concerns must be addressed if successful new programs are to be implemented. The commitment and cooperation of law enforcement is essential in identifying roles for organizations sharing jurisdictional responsibilities and limited resources.

### DEVELOPING ALTERNATIVE STRATEGIES

Utilizing the Modified Policy Delphi Technique (MPD), the panel which was comprised of the consensus group identified five strategies. The rating criteria was:

- |                            |                           |
|----------------------------|---------------------------|
| • Desirability, short-term | • Feasibility             |
| • Cost                     | • Desirability, long-term |
| • Stakeholder support      |                           |

#### Candidate Strategies:

- |                             |                            |
|-----------------------------|----------------------------|
| • Early Involvement         | • Philosophical Shift      |
| • Public Relations          | • Modification of Policies |
| • Increased Program Funding | and Procedures             |

After each panel member rated the five strategies, an open discussion followed outlining the advantages and disadvantages of each strategy. The Stakeholder Analysis was applied and the best three strategies were selected for detailed analysis. The "Snaildarter" was identified as the local surrounding residential and business property owners. A "Snaildarter" is a stakeholder that can respond unpredictably if the assumptions made relative to their interests are not addressed in strategic planning.

### STRATEGY ONE: EARLY INVOLVEMENT

The first of the three strategies is based on identifying all concerned stakeholders and involving them early in the planning stages. The interaction would be structured in the committee or task force format.

The advantages of this strategy are that it ensures that the issues and concerns of all stakeholders are considered. Stakeholders are more likely to "buy-in" when they are part of the planning process. Also, potential internal and external obstacles are discovered early in the process, preventing wasted manpower and resources.

The disadvantages of this strategy are that individual stakeholders may pursue personal goals over objectives of mission. This would result in a condition of "analysis-paralysis", where stakeholders are unable to move toward consensus. Power struggles could result between rival groups reducing effective planning.

An analysis of this strategy suggests that it would be received positively by

most stakeholders. Early involvement of all stakeholders is vital in formulating a plan of action.

The relationship between public housing residents and law enforcement is the nexus for identifying the future role of law enforcement. Early involvement assists in facilitating the feedback loop which is critical in effective strategic planning.

Of specific concern is the critical need for communications between directly impacted community stakeholders. Public housing residents must support HARAC to be politically effective. It is paramount that the silent majority is both participative and supportive. Clear, factual information disseminated to community stakeholders will prevent rumors and mistrust.

The tempo is set by HUD and facilitated by HACLA. HACLA has demonstrated its support for HARAC and public housing residents in general. The Panel was correct in assigning the designator "Snaildarter" to local surrounding residential and business property owners. They represent the group most likely to receive misinformation by virtue of their structure, which is motivated by individual interests.

## **STRATEGY TWO: PUBLIC RELATIONS**

The second of the three strategies is a pro-active approach. It focuses on generating an intensive public relations effort to inform all stakeholders of law enforcement's commitment to community improvement.

The advantages of this strategy are that law enforcement can generate support for resident management by attending community meetings. Existing media sources can be used effectively in promoting public relations efforts. This strategy will strengthen a police-community partnership and can reach the most target groups. It can also be incorporated into existing Neighborhood Watch or Business Associations.

The disadvantages of this strategy are that law enforcement is unable to control the content of media coverage. Although widely distributed, a public relations strategy may not overcome the "siege" perception of urban law enforcement. Also, the concept of public relations communicates a "feel good" message which may establish unrealistic expectations on the part of the community.

A detailed analysis of this strategy indicates that it can be a powerful tool if communicated in a positive manner. If law enforcement communicates a commitment to the community, it must demonstrate actions toward that end. It is clear that public relations alone will not achieve the mission.

Law enforcement must network and interface well with other government agencies. The hard targets will be public housing residents and local surrounding residential and business property owner. They are increasingly apprehensive of police activities and measure public relations in term of tangible results.

### **STRATEGY THREE: PHILOSOPHICAL SHIFT**

The third strategy advocates a philosophical shift for law enforcement. A



shift from existing traditional law enforcement to innovative police services building a foundation for a pro-active community partnership. This strategy promotes creative thinking in examining problems in new ways.

The advantages of this strategy are the opportunity to access and redesign law enforcement personnel training. Stakeholder feedback is facilitated by placing the community directly into the planning loop. The opportunity for meaningful communications with community members will promote an atmosphere of organizational commitment as roles are clearly defined. In addition to inviting support from stakeholders, it assists in reducing duplication of law enforcement efforts by local agencies.

The disadvantages of this strategy are that it requires significant change in law enforcement philosophy requiring a change in personnel selection and training policy. The results will be difficult to measure when compared to statistically driven, patrol-based enforcement techniques. It will be slowly accepted by traditionalist law enforcement personnel and is structured to produce long-term results.

This strategy differs from the preceding strategies in that it requires doing something new. Many community-oriented, or community-based policing programs fail to acknowledge that the concept of police/community partnership is not a program, but a philosophy. This philosophy must be a living, operational policy throughout law enforcement to facilitate a "win-win" outcome.

After considering the advantages and disadvantages of all three strategies, the panel preferred the third strategy as a basis for identifying the role of law

enforcement in the development of owner-occupied public housing. When strategy three is applied to the Stakeholder Analysis, the assumptions of all stakeholders can be addressed.

Elements of strategy one, early involvement, effectively impact planning. Elements of strategy two, public relations, significantly improve image and the perception of law enforcement. Strategy three, philosophical shift, places the concerns of the community as paramount to achieving the mission.

Some elements of strategy one and two should be included in the final implementation plan; however, strategy three, philosophical shift, is selected for implementation.

Early involvement identifies potential internal and external obstacles thereby streamlining the process. Additionally, stakeholder concerns can be addressed enhancing acceptance. Public relations can foster support for homeownership and reach the highest number of community and law enforcement groups. However, philosophical shift allows law enforcement to access and redesign law enforcement training, invites support from stakeholders, and reduces duplication of efforts through coordination of available resources.

### STRUCTURE OF STRATEGIC PLAN

The role of law enforcement with respect to the development of owner-occupied public housing is the focus of this strategic plan, specifically, the role of the Housing Authority Police Department. A five phase strategic plan can address all assumptions identified as "certain" and "important." (Chart 2).

This plan also answers questions most likely to arise in negotiating acceptance of the selected strategy. A clear plan increases the likelihood that the strategy will be accepted and implemented. Even if the concept of owner-occupied public housing fails to materialize by the year 2003, implementation of the action plan can result in enhanced relations between the community and law enforcement.

#### **PHASE ONE: PLANNING (1 - 4 MONTHS)**

- Assess internal and external needs of Housing Authority Police Department and identify training requirements, potential technology, personnel requirements, stakeholders, and critical mass personnel.
- Assign research teams to collect all related data and reference material on owner-occupied public housing, effective enforcement techniques, and referral information on drug abuse treatment, parenting training, job training, political and social education.
- Survey by HACLA Resident Relations Staff reflecting safety concerns of residents, validate data by contacting residents and provoke feedback and community involvement.
- Establishment of a regional law enforcement planning committee to eliminate duplication of resources and efforts by jointly addressing procedure and policy development in Los Angeles County; project future service requirements, assess available resources, and project plausible alternatives to agency planners.

- Assemble task force of impacted stakeholders, including the "Snaildarter", to foster early involvement and keep all parties informed.
- Review research, surveys, policies and procedures and formulate an appropriate action plan to meet the needs of all stakeholders.

## PHASE TWO: TRAINING (2 - 4 MONTHS)

- Educate all HACLA Staff, Public Housing Residents, HARAC, Property Owners, HAPD, LASD, and LAPD on concepts of owner-occupied public housing as a method to provide better law enforcement service.
- Establish functional cultural awareness and sensitivity training for police officers to facilitate a philosophical shift from traditional enforcement to modern techniques such as community-based policing.
- Extensive training for all police personnel outlining the philosophy of community policing and how to implement effective programs through understanding of basic principles.
- Field officers and command level police officials attend community meetings to obtain suggestions and feedback in effective service delivery methods.
- Target surrounding property owners for property value and community stability concerns. (Ownership in public housing promotes community pride and stability for residents; however, property values are

dictated by the economy and are beyond planning impact.) An education program is required to ensure that expectations are realistic.

### **PHASE THREE: DEVELOPMENT OF A PROGRAM (2 - 4 MONTHS)**

With research and planning completed, and the appropriate level of training administered, clear action steps can be developed:

#### **ACTION PLAN:**

- STEP 1 - Complete cost analysis. With most training reimbursed through POST, and by utilizing existing personnel, there will be only minimal cost associated with this plan. Minor costs will be incurred as a result of travel and participation at community meetings.
- STEP 2 - Establish an experimental model by selecting target areas where program will be initially implemented and monitored. Project personnel requirements and establish contact lists of impacted parties.
- STEP 3 - Establish steering committee of community agencies and resources to social services, juvenile intervention, mental health, tenant patrols, schools, hospitals, churches, etc.
- STEP 4 - Establish liaison with all Los Angeles County law enforcement agencies to coordinate all available resources to reduce crime in public housing.

- STEP 5 - Utilize community policing techniques and innovative strategies, including bike patrols, foot beats, community patrols, and drug elimination teams.
- STEP 6 - Include media sources and supplement with aggressive public relation program to announce progress to community.

#### **PHASE FOUR: EVALUATION (ON-GOING PROCESS)**

- Constant review of the action plan to assess its effectiveness and insure that the action plan is maintaining its desired course.
- Correct problems not identified in the planning phase and modify details by fine tuning policies and procedures as needed.
- Review statistical data and deployment plans to gauge impact of program components.
- Reassemble all stakeholders for action plan feedback to assure maintenance of performance measurements.

## **PHASE FIVE: IMPLEMENTATION (12 - 24 MONTHS)**

- Expand experimental model to include all public housing developments.
- Notify media and stakeholders of implementation date.
- Schedule regular community meetings in all geographical areas to solicit comments and suggestions.
- Review of training and operational effectiveness to ensure success of plan.
- Periodic evaluations and adjustments of action plan with the Housing Authority Police Department coordinating efforts and making policy modifications as necessary.

## **NEGOTIATING ACCEPTANCE OF THE STRATEGY**

Incorporating some elements of Early Involvement, and some elements of Public Relations, a strategy to negotiate acceptance of a Philosophical Shift can be formed. The identification of negotiable and non-negotiable components can be extremely useful in developing a strategy. For this purpose, the author and five stakeholders are discussed outlining negotiable and non-negotiable concerns.

## **AUTHOR'S POSITION**

The area that should be negotiable would be joint jurisdictional policies and procedures between policing agencies. The important issue would be identifying a role conducive to all county law enforcement agencies that would enhance the development of owner-occupied public housing. There would be room for modification with respect to public relations, however, the author would be non-negotiable in the area of early involvement. There would be little to no concessions in the area of increased training and community input.

## **STAKEHOLDERS' POSITIONS**

### **Housing Authority of the City of Los Angeles**

The HAPD would be flexible concerning policies and procedures between policing agencies and strong on public relations. No negotiation would be considered concerning early involvement and community input. Also, no concessions regarding law enforcement trained in cultural awareness and community sensitivity. Primary concern is quality of life.

### **Housing Authority Resident Advisory Council**

The Council would be flexible concerning policing agencies deployment and enforcement, and possibly more flexible in the area of training police officers. Public relations is not a priority when compared to results. As representative of Public Housing Residents, early involvement and community input are highest



priority and therefore, not negotiable. Primary concern is personal safety and quality of life.

#### **PROPERTY OWNERS (Snaildarter)**

Flexibility concerning public relations and law enforcement policies and procedures would be supportive of increased law enforcement training, though somewhat flexible. No concessions concerning early involvement and community input. Primary concern is property value and community stability.

#### **Housing Authority Police Department**

HAPD would be flexible concerning coordinated deployment and enforcement and recognizes the importance of public relations. No concessions concerning early involvement and community input. Primary concern is public safety and quality services to residents and employees of public housing.

#### **Los Angeles Sheriff Department/Los Angeles Police Department**

Recognizes importance of public relations, but flexible concerning coordinated deployment and enforcement. No concessions concerning early involvement and community input. Primary concern is public safety and quality services to all county/city residents and employees.

## **NEGOTIATING STRATEGY**

Negotiating strategy is the blueprint in which a mutually acceptable agreement can take shape. It facilitates consensus by moving parties closer together, thus resolving conflict. Techniques outlined in the book "Getting To Yes," provide effective strategies to address individual concerns of stakeholders.

### **Housing Authority of the County of Los Angeles**

HACLA administers the policies of HUD and the Los Angeles City Council. Resident management is a vision shared by government in general. By utilizing objective criteria, mutual gain components can be identified. This stakeholder would respond best to rational negotiating leverage.

### **Housing Authority Resident Advisory Council**

In separating the people from the problem, emotions become less of an issue. Communications between residents and law enforcement provide a working relationship for positive change. Psychological influence can be helpful as HARAC operates as a political entity. As with most politicians, forbearance would be prudent. Political protocol could produce compromise or a "win-win" atmosphere.

## **PROPERTY OWNERS**

These stakeholders have individual interests but are all concerned with property value and community stability. Rationality as a negotiating leverage would

be most effective. They are concerned with tangible results and would be firm bargainers. Mutual gain, supported by valid documentation, will be an effective strategy.

#### **Housing Authority Police Department**

Can produce positive results from the application of rationality and power as negotiating leverage. This leverage can serve as a focal point for community and social services. The result will be "win-win" with mutual gain as the underlying catalyst. With LASD and LAPD as the primary service providers, HAPD can rapidly modify existing policies and procedures. Policing agencies must maintain an effective joint jurisdictional relationship.

#### **Los Angeles Sheriff Department/Los Angeles Police Department**

Through association, the same strategies outlined for HAPD can be mutually effective when applied to LASD and LAPD. With far superior resources, LASD and LAPD can realize results on a larger scale. The joint jurisdictional relationship between policing agencies is vital in resource management. Both departments could benefit from cross-training, particularly at the command level ranks. To facilitate a paradigm shift, standardization and unification of philosophy is critical in developing the future role of law enforcement with respect to owner-occupied public housing.

### SECTION THREE: TRANSITION MANAGEMENT

#### PURPOSE

In section one, the Nominal Group Technique (NGT) and Futures Forecasting were used to develop possible future scenarios relative to the issue question. This process suggested that the issue could be effectively managed by redefining the traditional role of law enforcement with respect to community trends and events. With the role of law enforcement clearly defined, the potential for achieving the most desirable future is certainly enhanced.

Section two focused on developing a Strategic Plan and Negotiation Strategy to manage the issue. A Transition Management Plan is presented to move HAPD from its present state to a desired and attainable future state by revising existing policies and procedures.

Currently the Housing Authority Police Department is significantly understaffed to effectively remove all violent crime from public housing developments. There exists a deep-rooted gang culture which is compounded by criminal drug activities in the community.

The research data indicated that homeownership would have a positive impact on most significant trends and events. This event was forecasted at 85 percent probability of occurring ten years from now. To facilitate homeownership, the level of violent crime in public housing must be addressed. It was indicated that through coordination of available law enforcement resources, the level could be reduced. It

is particularly important to the Los Angeles City Housing Authority Police Department, and to Housing Authority Police Departments nationally to implement action steps because of the forecasted high probability of disbandment ten years from now. Disbandment may occur because of a successful owner-occupied public housing program. Without public housing developments, the need for a patrol-specific, specialized agency is drastically reduced. Conversely, if the Housing Authority Police Department is unable to impact crime and is viewed as financially unfeasible, it can also be disbanded. An effective transition management plan can prepare HAPD for a secured future role regardless of the scenario. A plan to get "from here to there" is discussed.

This plan addresses the emerging issue of resident management and examines the issue question, "What will be the role of law enforcement in the development of owner-occupied public housing by the year 2003?"

### DEVELOPMENT OF COMMITMENT STRATEGY






#### **Critical Mass**

The strategic plan and negotiation strategy produced ten stakeholders, groups or individuals who might significantly impact this issue. The original list of ten stakeholders was reduced to reflect only those stakeholders that are actors of the "critical mass", that being the minimum number of people who, if they support the desired change, it will likely be successful; and how, if they oppose the change, it is likely to fail.

The following actors are identified as the "Critical Mass:"

- Public Housing Residents (HARAC)
- Housing Authority of the City of Los Angeles (HACLA)
- Housing Authority Police Department (HAPD)
- Local surrounding residential and business property owners
- Housing Authority Police Officers Association (HAPOA)

TABLE 4: COMMITMENT CHART

CRITICAL MASS ACTORS	COMMITMENT LEVEL 			
	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
HARAC			X 	O
HACLA				XO
HAPD			X 	O
Property Owners		X 	O	
HAPOA	X 		O	

X = Present position    O = Position necessary for change

Table 4 reflects the critical mass actors in their present level of commitment to changing current policies and procedures and a projection of the minimum level of commitment required from each actor to enhance the success of the desired change. An analysis by the consensus group of the critical mass actors and the appropriate intervention strategies necessary to achieve the required commitment level of success of the transition plan is necessary.

### COMMITMENT CHARTING

#### **Housing Authority Resident Advisory Council**

The HARAC is officially recognized by HACLA as the voice of public housing residents. There exists a working relationship between HACLA and HARAC in all levels of Housing Authority business. The Management Training Program is progressing well as a direct result of the relationship between HACLA and HARAC. HARAC views this program as desirable because it represents a mechanism to assume control of their own future. If successful, the program could lead to ownership of their own homes. Ownership would lead to a change of perception and improved community stability. The present level of commitment is in the "let change happen" category. Although receptive to the change, there appears to be a lack of commitment by the silent majority. This may be attributed to mistrust, apathy, or fear of retaliation by criminal elements attempting to maintain the status quo. For the plan to succeed, HARAC must move into the "help change happen" category. This will occur when HARAC can maintain full attendance at monthly meetings and can mobilize the majority of its residents for community concerns.

## **Housing Authority of the City of Los Angeles**

The HACLA oversees the management and maintenance of federally subsidized housing developments and scattered sites throughout the city of Los Angeles. Its goal is to provide safe and sanitary housing for low-income residents. To achieve that goal, HACLA has employed innovative funding methods and self-help social programs. HACLA recognizes the need for a specialized police force equipped to respond to community needs above and beyond traditional law enforcement. To foster homeownership, HACLA must establish an atmosphere of "commitment to community" thus elevating the quality of life. HACLA has demonstrated that it occupies the "help change happen" category and possesses the commitment level required.

## **Housing Authority Police Department**

The HAPD provides police services to residents of public housing. Although few in number, the department has received national attention for its work with street gangs and enforcement methods supporting an effective community-based policing philosophy. As a change agent, the department must walk a fine line between traditional law enforcement and community pacification. HAPD is supportive of programs that will reduce crime and enhance the community. With impressive results attained in the past, HAPD could do more to facilitate change. A move from "help change happen" to "make change happen" is desirable. The residents view HAPD as "their" police department. That association has allowed a small police force to provide effective police services to housing developments in all areas of the city. HAPD must increase its efforts to utilize community resources, human and social services, to further promulgate its "commitment to community."



## **Property Owners**

Residential and business property owners surrounding public housing developments are concerned with property values and a stabilized community. The concept of owner-occupied public housing would be received positively, provided the Resident Management Association maintains the property and responds to the criminal element. Business property owners who were viewed as supportive to the community were spared during the fires of the 1992 civil unrest in Los Angeles. This critical mass actor should be included early in the planning stages and invited to community meetings. A move in the commitment level from "let change happen" to "help change happen" would be appropriate. The resident management groups would be received by the surrounding property owners in the form of job offers and neighborly support.

## **Housing Authority Police Officers Association**

The HAPOA is the guardian for the rights of police officers within the HAPD. Policies that impact the working conditions of police officers are usually addressed in a "meet and confer" session as specified in the existing Memorandum of Understanding. Items such as "arrest and detention" are clearly delineated in the Policy and Procedures Manual. However, the elements of community-based policing require a philosophical shift from traditionalism to cultural awareness and community sensitivity. This philosophical shift cannot be realized until all members of the department share the vision of "commitment to community." HAPOA is viewed in the "block change" category. Their commitment level is low as they traditionally view civilian involvement as interference. There may also exist some concern in the area

of job security. To move HAPOA to the "help change happen" category, HACLA and HAPD must include the HAPOA early in the planning process. An education program would be extremely helpful to facilitate this change. It is critical that this actor be viewed as an essential component to the overall plan.

## TRANSITION MANAGEMENT STRUCTURE

Organizational change occurs in three phases: the present state, the transition state, and the future state. The present state of HAPD is an agency struggling with conflicting operational philosophies. A portion of existing personnel respond to radio calls for service, some to federal grant commitments, and others to narcotic and gang task forces. Without sufficient personnel and clear goals, inconsistency and uncertainty has generated conflict.

Identifying the need to manage change, a transition plan must be formulated to attain the desired future state. The transition plan must reflect the transition management structure required to facilitate change.

As examined in the critical mass analysis, commitment is at a minimum level with each actor with the exception of HAPOA. The HAPOA could not prevent the change, however, commitment at the level required should be voluntarily accepted and not forced.

## TRANSITION MANAGEMENT STRUCTURE

Utilization of the existing management structure would be effective and least disruptive. With lines of authority currently in place, critical mass actors can interact with personnel they are familiar with. This interaction should begin with planning and continue through implementation.

Although the Chief of Police has ultimate responsibility over department related concerns, the most efficient structure to adopt for the purpose of transition management with respect to the issue question would be a diagonal slice of the department. The chief must appoint a chairperson for accountability and focus. This ad hoc committee would be representative of supervisory and line level personnel. Informal leaders should be contacted to promote acceptance of change. In addition, external critical mass actors must be informed when possible. This approach demonstrates a commitment to teamwork and partnership, the recommended and anticipated management style of the future.

## IMPLEMENTATION METHODOLOGY

The final phase of transition planning requires the formulation and selection of methods and technologies that will support implementation of the desired changes. An attempt to address all of society's problems will result in unfocused and counterproductive efforts. The committee comprised of the "diagonal slice" must begin with clearly established parameters received from either the Chief of Police or his appointed chairperson. Objectives, roles, guidelines, and options must be clearly communicated. Time to interact in small, team-building workshops should be allowed.

Once formed, the committee should generate a responsibility chart for all members. This would provide a visual reference displaying the action steps to be taken.

- STEP 1 - Complete cost analysis. With most training reimbursed through POST, and by utilizing existing personnel, there will be only minimal cost associated with this plan. Minor costs will be incurred as a result of travel and participation at community meetings.
- STEP 2 - Establish an experimental model by selecting target areas where program will be initially implemented and monitored. Project personnel requirements and establish contact lists of impacted parties.
- STEP 3 - Establish steering committee of community agencies and resources to social services, juvenile intervention, mental health, tenant patrols, schools, hospitals, churches, etc.
- STEP 4 - Establish liaison with all Los Angeles County law enforcement agencies to coordinate all available resources to reduce crime in public housing.
- STEP 5 - Utilize community policing techniques and innovative strategies, including bike patrols, foot beats, community patrols, and drug elimination teams.
- STEP 6 - Include media sources and supplement with aggressive public relation program to announce progress to community.

Responsibility charting is an excellent tool for organizational communications by charting individual levels of responsibility. (Chart 3)

CHART 3: RESPONSIBILITY (RASI) CHART

DECISION ON ACTS*	ACTORS				
	HARAC	HACLA EXECUTIVE DIRECTOR	HAPD CHIEF	RESIDENT & BUSINESS ASSOCIATION PRESIDENT	HAPQA PRESIDENT
FORMULATE POLICY	S	A	R	I	S
SELECT POLICY MANAGER	S	A	R	I	I
REVIEW BUDGET	I	A	R	I	I
SELECT COMMITTEE	S	A	R	I	S
IDENTIFY RESOURCES	S	I	R	S	S
DESIGN PROGRAM	S	A	R	S	S
DELIVER TRAINING	S	A	R	I	S
MAINTAIN CONTACT WITH 'STAKEHOLDERS'	I	S	R	I	I
IMPLEMENT PROGRAM	S	A	R	S	S
MONITOR PROGRAM	S	A	R	I	S

**\*LEGEND**

- R = RESPONSIBILITY for action (but not necessarily authority)
- A = APPROVAL (must approve, has power to veto the action)
- S = SUPPORT (must provide resources, but does not have to agree to the action)
- I = INFORM (must be informed before action, but cannot veto)

With roles assigned, the committee should focus on research, communication, and evaluation. The research should include literature review, surveys, statistics, and interviews. Communication requires that the committee produce frequent reports and updates to all parties involved. It is critical for effective change management to keep all stakeholders informed. This method reduces anxiety and disruptive rumors caused by uncertainty. A check and balance system is needed for on-going evaluations and adjustments.

The committee, utilizing the task force approach, is allowed to identify areas of mutual concern and develop a winning strategy based on collective responsibility. Problem-solving activities allow the committee the ability to view the issues as perceived by individual members.

The chairperson must communicate the vision to the committee. The tone is set by forced collaboration when necessary or changing rewards where appropriate. As a role model, the chairperson must provide guidance, leadership, and positive conflict management. Confidence, respect, and trust can be gained by collectively celebrating milestones within the plan. This action unifies all critical mass actors and announces progress and certainty of the plan.

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