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WHAT WILL BE AN OPTIMAL MANAGEMENT MODEL FOR MUNICIPAL LAW  
ENFORCEMENT AGENCIES IN LARGE URBAN AREAS OF CALIFORNIA BY THE  
YEAR 2004?

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by

Gregory D. Clark

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COMMAND COLLEGE CLASS XVIII  
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING  
SACRAMENTO, CALIFORNIA  
JULY 1994

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

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

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

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

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**Abstract**

This study examines the future optimal management model for municipal law enforcement agencies by the year 2004. Using a futures methodology, ten major events and ten major trends were identified, forecasted, and three future scenarios on the issue were developed. The study concluded that the model will be one that totally embraces strategic management, with an emphasis on strategic planning to deal with the changes forecasted for the future. An example event is the total regionalization of local law enforcement based on existing county lines. The influence of the community, availability of resources, and local government control are discussed. The future state of law enforcement management is described. The model emphasizes that all areas of an agency and its environment must be a part of the planning process. Research data, forecasting results, illustrations, tables, references, and a bibliography are included.

THE FUTURE OF URBAN  
LAW ENFORCEMENT MANAGEMENT

JOURNAL ARTICLE

by

Gregory D. Clark

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## Introduction

Michael J. Mandel and Paul Magnusson recently wrote, "Americans are scared. The fear of crime permeates their lives. They worry about being mugged or raped in a parking lot or while walking home from work. They're afraid of being robbed at a highway rest stop or having their children kidnapped at a suburban mall. They put bars on their windows, alarms in their cars, and cans of tear gas in their pockets. And they should be frightened. All told, some 14 million serious crimes were reported to the police last year (1992), a number that surely understates the actual magnitude of America's No. 1 problem.

New estimates by BUSINESS WEEK show that crime costs Americans a stunning \$425 billion each year. That figure comes from a detailed analysis of all of the direct and indirect costs of both property and violent crimes, from emergency-room care for a mugging victim, to the price of a new alarm system for a home, to the income lost to the family of a murdered cab driver."<sup>1</sup>

A person does not have to be the direct victim in a crime to be affected by the problem. The existence of crime and the manner in which it touches all persons, is, and should remain, the most important element to consider when planning for the future of law enforcement.

Roy Godson of Washington's (DC) National Strategy Information Center estimates "the annual worldwide profits of organized crime at \$1 trillion, almost the same size as the U.S. federal budget. From Russia to Thailand, the export of precious raw materials is falling into the hands of organized crime. From Central America to the Pacific Ocean, the political control of small nations is falling into criminal hands. A number of social, political, and technological trends have met to form a new space for organized crime: a vast hunting ground with no fenced borders and with an entry permit available to only the cruel and deadly."<sup>2</sup>

The magnitude of the crime problem may be forecast to be a significant issue for many years to come. According to David M. Kennedy, "Many American police departments feel themselves to be slowly drowning in a rising tide of serious crime and calls for service. Over the last decade, department workloads have risen steadily while their resources have stayed constant or often declined."<sup>3</sup>

Author Amitai Etzioni gave a poignant description of the effect organizations have on persons' lives. "We are born in organizations, educated in organizations, and most of us spend much of our lives working for organizations. We spend much of our leisure time paying, playing, and praying in organizations. Most of us will die in an organization and when the time comes for burial, the largest organization of all-the state-must grant official permission."<sup>4</sup> Along with the realization that organizations are a significant part of the environment, comes the importance of how the organizations are managed. Burt Nanus stated, "nothing could be more common in organizations than a vision that has overstayed its welcome. Every leader wants a vision that is enduring, so that once the organization is committed to it, all energies can be invested in its fulfillment. The vision may in fact have been the right one at the time it was formulated but rarely is it right for all time. The world changes, and so must the vision."<sup>5</sup> Managing an organization requires that those responsible for the management process recognize that the management of change is a significant part of their responsibility. Strategies that promote positive,

effective, and desired results must be used.

According to Webster, the definition of manage is,"vt. 1. To direct or control the use of. 2.a. to exert control over. b. To make submissive to one's authority, discipline, or persuasion. 3. To direct or administer(e.g. a business). 4. To arrange or contrive, managed to get better tickets. vi. 1.To direct, supervise, or carry on business or other affairs. 2. To carry on business or other affairs. To carry on:get along, I'll manage somehow."<sup>6</sup>

"The world in which organizations exist, and will be operating for the rest of this century, is continuously in change.

In such a world, a core dilemma for executives and leaders is how to maintain stability in their organizations and, at the same time, provide creative adaptation to outside forces; stimulate innovation; and change assumptions, technology, working methods, roles, and relationships and the culture of the organization."<sup>7</sup>

#### FUTURE PERSPECTIVE

Organizational change is of two general categories. Those categories are internal and external. For this discussion, management model is defined as the manner in which an organization provides leadership, structure and service inside of and outside of the organization.

Future law enforcement management in California will affect virtually all persons who live, work, visit or pass through the state. The efficiency with which a law enforcement agency is managed will have a profound impact on the level and quality of the affect it has on those it serves. Law enforcement management depends on members of the organization, from the bottom to the top,



to perform their duties in a manner which maximizes the efficiency of the organization. The performance of those duties must also fulfill the needs of the community it serves.

The changing demographics, population increases, technological advances, and availability of fiscal resources indicate that law enforcement management must learn to adapt to these penetrating changes by planning for the future. According to Peter M. Senge, "it is no longer sufficient to have one person learning for the organization, a Ford or a Sloan or a Watson. It's just not possible any longer to figure it out from the top, and have everyone else following the orders of the grand strategist. The organizations that will truly excel in the future will be the organizations that discover how to tap people's commitment and capacity to learn at all levels in an organization."<sup>8</sup>

Demographics in California are likely to change in the future. In 1990, approximately 57% of California's population was White, 10%, was Asian, 8% was Black, and 25% was Hispanic. Forecasts indicate that by the year 2005, the breakdown will be 51% White, 13% Asian, 8% Black, and 29% Hispanic. The population is forecast to increase from 30 million in 1990 to approximately 35 million in 2005.<sup>9</sup>

The future of technology seems limitless. John Naisbitt stated, "We show no signs of lessening the pace with which we introduce even more technology into our society and into our homes. The appropriate response to more technology is not to stop it, Luddite-like, but to accommodate it, respond to it, and shape it."<sup>10</sup>

California recently shifted approximately 2.6 billion dollars in property tax revenues from cities and counties to the state coffers to pay for education (Fiscal year 1994). The shift, which is indicative of a trend since property tax proposition 13 was passed in California, meant less resources to fund law enforcement. The forecast for the future levels of fiscal resources seems to be less than bright.

#### THE ISSUE

Assuming the fact that the future holds change and that the management of law enforcement is important to the future, then the issue of what will be an optimal model for municipal law enforcement agencies in large urban areas of California emerges.

A future study of the issue was completed to develop information important to the issue. A process of scanning literature in the areas of social, technological, economic, environmental, and political information demonstrated changes in each category. Some major events were forecasted that may impact the future of law enforcement. An example was the development of a permanent one time cure for drug and alcohol addiction. The study indicated that this treatment would have a positive effect. It would lessen the demand for drug enforcement and would help in the area of employee assistance. It became evident that a wide variety of trends and events could be interesting to the future of law enforcement, This variety requires artful planning to succeed.

The study developed three sub-issues important to the model. Those are, 1. the effect of community influence, 2. the effect of

resource availability, and 3. the effect of local government control on the model.

Community involvement in the policing of the cities is a necessary part of law enforcement. Malcom K. Sparrow, Mark H. Morre, and David M. Kennedy wrote in Beyond 911:

"Community and problem-solving police departments have shown, over and over again, that they can draw heavily on help from outside the department to handle what traditional police departments would have considered entirely police business....It has become, therefore, the aim, on both theoretical and pragmatic grounds, for innovative police departments to invest a good deal of effort in enlisting the aid of others and to tackle problems by allying police resources and strengths with those of others."<sup>11</sup>

Traditional approaches are limited enough to make problem solving and community crime control worth considerable investment.<sup>12</sup>

Local government control is the reality of today and the forecast for the future. This topic lends to discussion of resource allocation, regionalization, community responsiveness, and coordination of government resources. The future scenario must include the methods to cope with the politics of an urban society. Stratford Sherman wrote, "Deep thinkers as diverse as futurist Alvin Toffler, author Tom Peters (Libertarian Management), and Allied-Signal CEO Lawrence Bossidy agree: The demise of the old authoritarian hierarchies, from the U.S.S.R. to General Motors, is a global, historical phenomenon that none can evade."<sup>13</sup>

The finding was that the model must be based in strategic

planning to deal with the effects of the environment on the organization and to best prepare for the future. The system of strategic planning must include representation from the entire organization, the community, and local government.

To help visualize the desired and attainable future the following scenario was completed describing the optimal model in action, dealing with the trends and events of the future.

#### SCENARIO

It has been one month since the 8.0 San Diego earthquake of March 10, 2002. The San Diego regional planning commission is set to convene to evaluate the response to the disaster by all who participated. Law enforcement took the lead in the planning having benefitted from the experience of an strategic planning system established in 1996. The Metropolitan police department Chief Administrator was appointed from the ranks of the civilian oversight board when the Department consolidated county wide in 1995. She brought with her the experience obtained while reorganizing the National Police Corps at the request of President Bill Clinton. The strategic planning system was developed from an overall strategic management model. The model includes the definition of the mission for law enforcement as a whole. The model is a top down and bottom up approach. Goals are selected that are within the scope of the mission.

The initial survey of victims of the earthquake revealed that response was greatly enhanced by the instant communication between citizens throughout the region and emergency personnel. The solar driven equipment, in virtually every household, immediately mapped every critical location. This facilitated coordinated response by law enforcement, medical, and fire personnel.

The equipment was originally designed to aid in crime prevention. The urban riots of 1995, which took place from San Francisco to San Diego, sparked the interest in communication between the citizens and the police.

Following the riots, the level of civilian oversight of officer's actions increased and the trend continues.

Many people thought that the legalization of the use of drugs in California would free up law enforcement for

more emphasis on crime prevention. Illicit drugs were not legalized, however, the penalty for the use of hard drugs was reduced to an infraction. The black market remained. Drug dealers continued to sell to the youth, which remained a significant enforcement problem. These problems continue even after the inexpensive cure/treatment for substance addiction was developed in 1996.

The U.S./Mexico border closed for a twelve month period from March 1997. The U.S. State Department and The California State Congress thought it would help lower crime, stop the flow of drugs, and help the economy of California. The actual result was chaos. The U.S. Border Patrol was overwhelmed with illegal crossings. The Army National Guard had to be called in to help the Border Patrol. Business on both sides of the border suffered severely. Drug smuggling increased. The assumption was that the drug smugglers took advantage of the overwhelming numbers of illegal immigrants. A plan was quickly formulated to reopen the border. One year after the closure, a Federal survey showed that the number of people at or under the poverty level in California had increased. Researchers attributed some of that increase to the increase of illegal immigrants.

Law enforcement officers are better prepared to deal with violent and crazed persons needing restraint. The laser based stun device developed in March of 2001 has proven effective, safe, and inexpensive. The level of violent crimes which involve the use of firearms increased. Unfortunately, there are still thousands of guns in the hands of criminals following the passage of proposition 00187 that prohibited the possession of handguns.. The NRA is still fighting the law in federal court.

Through the depression of 2000, the Metropolitan Police Department was able to weather the reduced fiscal resources. The Department had sought the input of the community in setting priorities and where to cut services to stay within budget. This action helped to get a bond issue passed two years before the depression hit. The support from the electorate cut across all cultural boundaries. The broad base of support was enhanced by the richness of the diversity within the Department personnel and community commission. The percentage of minorities in the California population continued to rise. That, coupled with the increase in the population of California emphasized the need to include the community in the planning. The Department initiated a language requirement in 1998. It boasts a large number of chinese and cantonese speakers among its ranks. The region gained approximately 100,000 chinese immigrants just prior to the restriction of legal immigration to the U.S. in 1999.

This is in addition to the many other languages spoken by members. The language requirement made it a condition of employment to be fluent in a foreign language with training provided by the Department. The training was easily accomplished through the interactive communication system available to all of the personnel.

The San Diego metropolitan police administration has included, to the fullest extent possible, the National Police Corps in the strategic planning system for the future. The management planning system is dynamic and is accomplished by a full range of representatives of the organization. The participation also includes approval at all levels.

### CONCLUSION

The completion of this future study on the issue of what will be an optimal management model for municipal law enforcement agencies in large urban areas of California by the year 2004 has developed a plan for an agency to develop the model. Examination of the future scenario indicates that strategic planning, which is open to every individual in the organization and the community, uses technology to its advantage, and considers the role of local government, should be a part of each element in the organizational structure.

The effect of community influence will be that each element of the planning, structure, and management of the model organization will include meaningful participation of community stakeholders if the model is to be effective.

The effect of resource availability will be that the model will be required to plan for multiple levels of human and fiscal resources considering the trends forecasted in the areas of the economic shift from manufacturing to service, poverty levels, and the emphasis on crime prevention.

The effect of local government control will be that the structure of the model may be required to be modified to conform to the possibility of future combining of services or wholesale local government regionalization.

While the future can not be predicted, it is safe to say that a variety of possible situations may occur. Key to every management model in every organization are the people responsible for the work.

"Human assets will gain value as the economy becomes more global and interconnected, and technology more accessible. In a constantly changing world, applied intelligence--innovation and creativity--is the number-one growth motivator. A company's sustainable growth reflects its long-term health and its ability to retain central people."<sup>14</sup>

In a world in which information, raw materials, and technology move freely across corporate and national borders, the bulk of an organization's assets are interchangeable with those of any other organization. The same basic tools are available to the firm, whether it is in Toledo or in Taiwan. Only one asset holds the power to differentiate it in this environment: a dedicated, productive, innovative work force.<sup>15</sup>

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## INTRODUCTION

A discussion of the issues that will effect future law enforcement management.

### SECTION I: FORECASTING THE FUTURE

What will be the future model of law enforcement management?

### SECTION II: THE DEVELOPMENT OF A PLAN

Who must be involved?

### SECTION III: CREATING THE FUTURE

Implementation of the plan.

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## INTRODUCTION

A DISCUSSION OF THE ISSUES THAT WILL  
EFFECT FUTURE LAW ENFORCEMENT MANAGEMENT

## BACKGROUND

"Americans are scared. The fear of crime permeates their lives. They worry about being mugged or raped in a parking lot or while walking home from work. They're afraid of being robbed at a highway rest stop or having their children kidnapped at a suburban mall. They put bars on their windows, alarms in their cars, and cans of tear gas in their pockets. And they should be frightened. All told, some 14 million serious crimes were reported to the police last year (1992), a number that surely understates the actual magnitude of America's No. 1 problem.

New estimates by BUSINESS WEEK show that crime costs Americans a stunning \$425 billion each year. That figure comes from a detailed analysis of all of the direct and indirect costs of both property and violent crimes, from emergency-room care for a mugging victim to the price of a new alarm system for a home to the income lost to the family of a murdered cab driver."<sup>1</sup>

The opening paragraphs, quoted from Michael J. Mandel, et al, in Business Week, indicate that one does not have to be the direct victim in a crime to be affected by the problem. The existence of crime and the manner in which it touches all persons, is, and should remain, the most important element to consider when planning for the future of law enforcement.

A literature scan encompassing the areas represented by the acronym STEEP was conducted to help develop an issue interesting to the future of law enforcement and worthy of an independent study project. STEEP stands for the categories of Social, Technological, Economic, Environmental, and Political information.<sup>2</sup> The scan produced information in each of the subject areas that show the effects of crime permeate each of the STEEP areas. According to



Gene Stephens: "there are certain conditions associated with rising crime: increasing heterogeneity of populations, greater cultural pluralism, higher immigration, realignment of national borders, democratization of governments, greater economic growth, improving communications and computerization, and the rise of anomie—the lack of accepted social norms."<sup>3</sup>

"Roy Godson of Washington's (DC) National Strategy Information Center estimates the annual worldwide profits of organized crime at \$1 trillion, almost the same size as the U.S. federal budget. From Russia to Thailand, the export of precious raw materials is falling into the hands of organized crime. From Central America to the Pacific ocean, the political control of small nations is falling into criminal hands. A number of social, political, and technological trends have met to form a new space for organized crime: a vast hunting ground with no fenced borders and with an entry permit available to only the cruel and deadly."<sup>4</sup>

The magnitude of the crime problem may be forecast to be a significant issue for many years to come. According to David M. Kennedy: "many american police departments feel themselves to be slowly drowning in a rising tide of serious crime and calls for service. Over the last decade, department workloads have risen steadily while their resources have stayed constant or often declined."<sup>5</sup>

#### FOCUS ON THE ISSUE

While scanning and evaluating the future issues in law enforcement, it became evident that most, if not all the strategies law enforcement professionals presently employ and may use in the future, will be influenced by the manner in which the strategies are managed.

According to Webster's dictionary, the definition of

management is:

"vt. 1. To direct or control the use of. 2.a. to exert control over. b. To make submissive to one's authority, discipline, or persuasion. 3. To direct or administer(e.g. a business). 4. To arrange or contrive,. vi. 1.To direct, supervise, or carry on business or other affairs. 2. To carry on business or other affairs. To carry on: get along."<sup>6</sup>

For the purposes of this study the term management model is defined as the manner in which an organization provides leadership, structure, and service, inside of and outside of the organization. It is how the organization conducts business.

To further focus the issue, interviews were conducted with sworn and support law enforcement agency members, public and private administrators, managers, supervisors and journey level law enforcement practitioners, community members, politicians, and consultants, all of whom are customers of law enforcement services. The results of those interviews validated that a wide variety of change may affect future law enforcement management and that a model would be desired to help face the challenge ahead. Amitai Etzioni gave a poignant description of the effect organizations have on persons' lives: "We are born in organizations, educated in organizations, and most of us spend much of our lives working for organizations. We spend much of our leisure time paying, playing, and praying in organizations. Most of us will die in an organization and when the time comes for burial, the largest organization of all-the state-must grant official permission."<sup>7</sup> Along with the realization that organizations are a significant part of the environment, comes the importance of how organizations

are managed. A leading organizational writer, Burt Nanus stated: "Nothing could be more common in organizations than a vision that has overstayed its welcome. Every leader wants a vision that is enduring, so that once the organization is committed to it, all energies can be invested in its fulfillment. The vision may in fact have been the right one at the time it was formulated but rarely is it right for all time. The world changes, and so must the vision."<sup>8</sup> Managing an organization requires that those responsible for the management process recognize that the management of change is a significant part of their responsibility. Strategies that promote positive, effective, and desired results must be used.

According to Richard Beckhard and Dr. Reuben T. Harris:

"The world in which organizations exist, and will be operating for the rest of this century, is continuously in change.

In such a world, a core dilemma for executives and leaders is how to maintain stability in their organizations and, at the same time, provide creative adaptation to outside forces; stimulate innovation; and change assumptions, technology, working methods, roles, and relationships and the culture of the organization."<sup>9</sup>

There are two general categories of change that occur in an organization. The categories are external and internal.<sup>10</sup> To further focus on a manageable portion of the issue relevant to law enforcement, the research focused on the strategies that have been explored, tested, proposed, and otherwise described on the subject of structuring a management model. Author Jack Koteen stated:

"Strategic management seeks to use and merge all necessary approaches and resources to reach strategic goals. Essential to effective strategic management is a continuing decision process that cojoins an organization's internal capability with the opportunities and threats it faces in its environment as it pursues its

strategic initiatives."<sup>11</sup>

The process of studying the information led to the development of the main issue of the future of urban law enforcement management.

#### ISSUE QUESTION

WHAT WILL BE AN OPTIMAL MANAGEMENT MODEL FOR MUNICIPAL LAW ENFORCEMENT AGENCIES IN LARGE URBAN AREAS OF CALIFORNIA BY THE YEAR 2004?

A futures wheel (Illustration 1) was used to show issues and interrelationships of issues and trends. Examining the areas that effect today's law enforcement agencies helps make the transition to consideration of what the future may hold.

#### SUB-ISSUES

The futures wheel, research, scanning, and personal knowledge and experience of this author led to the identification of the following sub-issues:

1. What effect will community influence have on the management of law enforcement?
2. What effect will the availability of resources have on the management of law enforcement?
3. What effect will local government control have on the management of law enforcement?

Law enforcement resources are generally defined as funds and personnel. Recruitment, retention, civilianization, training, and volunteerism are a few of the issues that affect law enforcement organization resources.

Community involvement in the policing of the cities is a

necessary part of law enforcement. David M. Kennedy stated:

"Community and problem-solving police departments have shown, over and over again, that they can draw heavily on help from outside the department to handle what traditional police departments would have considered entirely police business. It has become, therefore, the aim, on both theoretical and pragmatic grounds, for innovative police departments to invest a good deal of effort in enlisting the aid of others and to tackle problems by allying police resources and strengths with those of others."<sup>12</sup>

According to Malcom K. Sparrow, et al, traditional approaches are limited enough to make problem solving and community crime control worth considerable investment.<sup>13</sup>

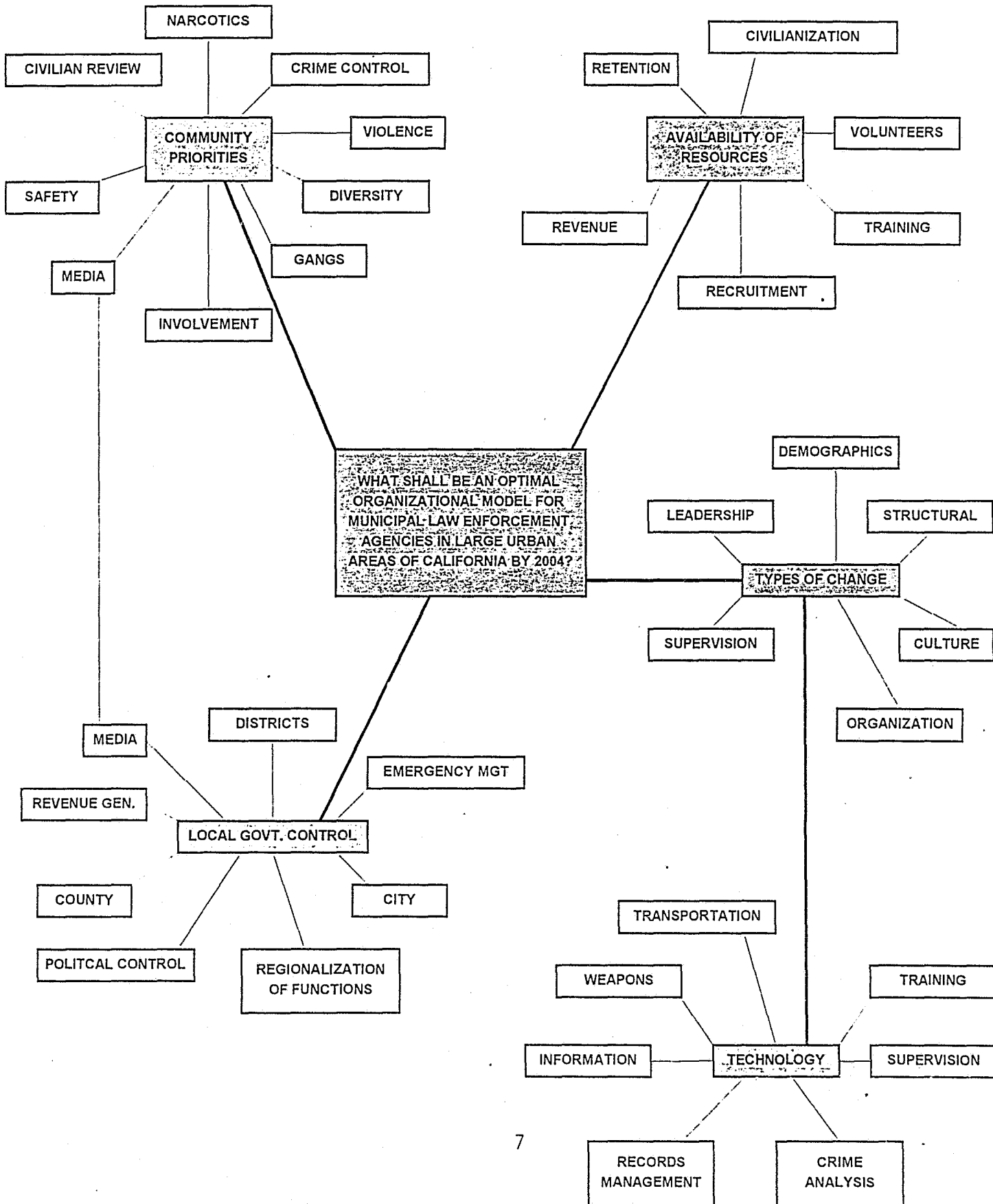
Local government control is the reality of the 1990's and the forecast for the future. This topic lends to discussion of resource allocation, regionalization, community responsiveness, and coordination of government resources. The future scenario must include the methods to cope with the politics of an urban society. Stratford Sherman states that, "deep thinkers as diverse as futurist Alvin Toffler, author Tom Peters (Libertarian Management), and Allied-Signal CEO Lawrence Bossidy agree: The demise of the old authoritarian hierarchies, from the U.S.S.R. to General Motors, is a global, historical phenomenon that none can evade."<sup>14</sup>

How shall the organization leadership need to change to adapt to the future?

The types of change that occur, especially within organizations, shall be of particular interest in this project. The changes from within are those that are most affected by such areas as leadership, structural changes, supervision styles and levels, organizational culture, and technology.

ILLUSTRATION 1

# FUTURES WHEEL



SECTION I

FORECASTING THE FUTURE

WHAT WILL BE THE FUTURE

MODEL OF LAW ENFORCEMENT MANAGEMENT?

## INTRODUCTION

The future style of law enforcement management in California will affect virtually all people who live, work, visit or pass through the state. The efficiency with which a law enforcement agency is managed will have a profound impact on the level and quality of the affect it has on those it serves. Law enforcement management depends on members of the organization, from the bottom to the top, to perform their duties in a manner which maximizes the efficiency of the organization. The performance of those duties must also fulfill the needs of the community it serves.

The changing demographics, population increases, technological advances, and availability of fiscal resources indicate that law enforcement management must learn to adapt to these penetrating changes by planning for the future. According to Peter M. Senge:

"It is no longer sufficient to have one person learning for the organization, a Ford or a Sloan or a Watson. It's just not possible any longer to "figure it out from the top, and have everyone else following the orders of the grand strategist." The organizations that will truly excel in the future will be the organizations that discover how to tap people's commitment and capacity to learn at all levels in an organization."<sup>15</sup>

Demographics in California are likely to change in the future. In 1990, approximately 57% of California's population was classified as White, 10% was Asian, 8% was Black, and 25% was Hispanic. Forecasts indicate that by the year 2005, the breakdown will be 51% White, 13% Asian, 8% Black, and 29% Hispanic. The population is forecast to increase from 30 million in 1990 to approximately 35 million in 2005. <sup>16</sup>

The future of technology seems limitless. Futurist John



Naisbitt states that: "We show no signs of lessening the pace with which we introduce even more technology into our society and into our homes. The appropriate response to more technology is not to stop it, Luddite-like, but to accommodate it, respond to it, and shape it."<sup>17</sup>

California recently shifted approximately 2.6 billion dollars in property tax revenues from cities and counties to the state coffers to pay for education (Fiscal year 1994). The shift, which is indicative of a trend since property tax Proposition 13 was passed in California, meant less resources to fund law enforcement. The forecast for the future levels of fiscal resources seems to be less than bright.

The process of scanning social, technological, economic, environmental, and political information describing trends and events which may shape the future, was used to formulate the issue of the optimal model of management in an urban municipal law enforcement agency by 2004. Most available information demonstrates that the future holds change in every category. Critical to an optimal model of management is the question, how will law enforcement adapt to the change that takes place in the next ten years? This question was used as a basis for the next phase of the project which was to convene a panel, designated the nominal group, to assist in identifying and rating significant trends and events that may affect law enforcement in California by the year 2004.

#### THE NOMINAL GROUP TECHNIQUE

The nominal group technique (NGT) is a group information

gathering technique used to provide information and rank orders the information. The process includes individual generation of ideas along with group discussion of those ideas and placing them in rank order. The NGT then becomes a forecasting panel of the direction of trends and the probability of the occurrence of events.

The nine members of the NGT chosen for this project were representatives from law enforcement, community groups, local government, and business leaders. A variety of expertise and background was the desired and achieved result. In advance of the group meeting, personal contact was made with each participant.

#### NGT PANEL MEMBERS

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Dennis Usery  
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Nancy McPherson  
Manager  
Neighborhood Policing Programs  
San Diego Police Department

The process of the meeting was explained and a description of what was expected of each person was provided. Each member was provided an announcement and agenda (Appendixes A and B) including a mission statement and the question to be answered: How will law enforcement adapt to the change in the next ten years?

On June 18, 1993, the group met at the headquarters building of the San Diego Police Department.

The first portion of the meeting was spent forecasting trends that the group identified which may have an affect on the management of law enforcement by the year 2004. A trend was defined for the group as a series of events by which change is measured over time. Three "objective" trends, with supporting data, were provided as a starting point for the group. The three were chosen for the availability of information on the history of the trend level. The three provided were the demographic percentages in California (Appendix C), the population trend in California (Appendix D), and the U.S. population median age (Appendix E). The group generated 24 trends (Appendix F) during the individual silent idea period. The ideas were posted, discussed, and rated to determine the ten most interesting (those that might have the most impact) trends to the future of law enforcement. Contributors and voting were kept anonymous by using 3x5 cards. Each participant then forecasted each trend using a trend evaluation form (Appendix H). The panel discussed the future of the trends and whether the trends would increase, decrease, or remain constant. Also rated was the impact the trends would have each other.

## TRENDS

1. Percent of change in California demographics. (Population level, percentage of population made up of ethnic minorities)
2. Level of regionalization of agencies and services to conserve resources. (Consolidating agencies to save money and increase efficiency in areas like communication)
3. Level of involvement by the community in law enforcement. (In the decision making and priority setting process)
4. Level of violent crimes that involve the use of firearms.
5. Level of civilian oversight of the law enforcement function. (Panels which review actions of police officers)
6. Level of poverty in urban California. (Numbers of people whose income is at or under established California poverty income level)
7. Rate of shift of the economic base from manufacturing to service.
8. Level of health care costs associated with drug abuse.
9. Level of emphasis in law enforcement on the prevention of crime versus enforcement of criminal statutes.
10. Degree of transparency of the U.S./ Mexico border. (The level of interaction between the two countries in the area of commerce)

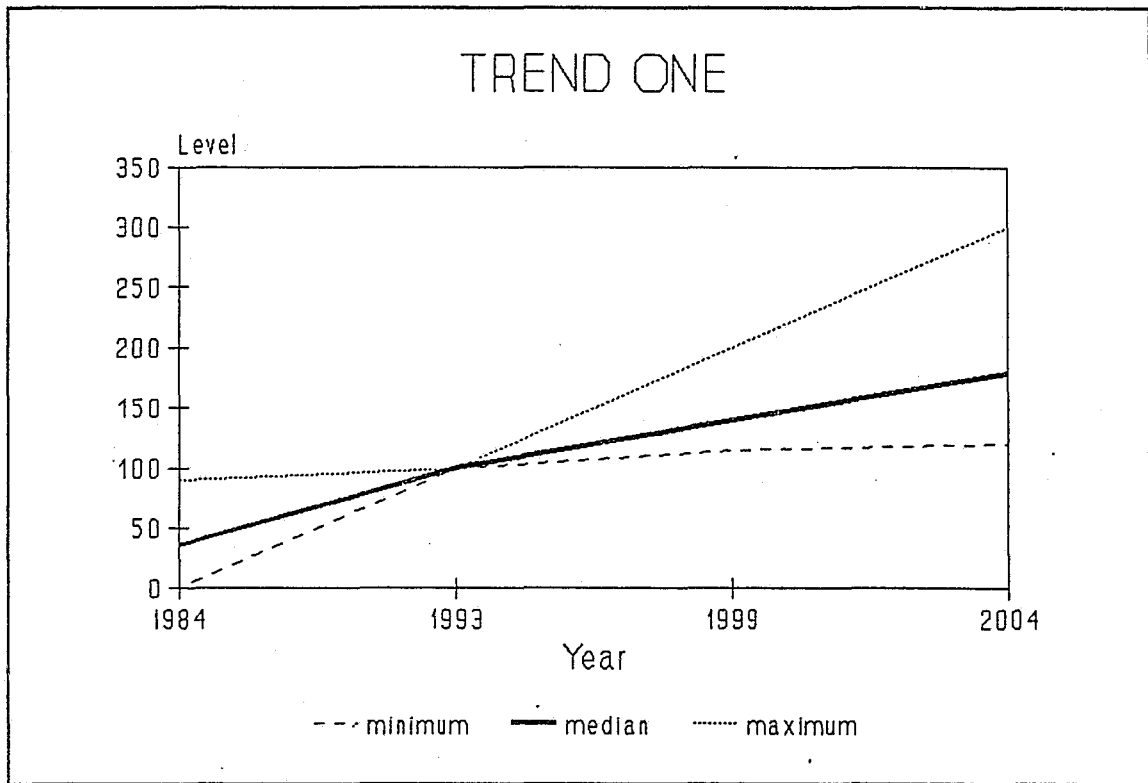
The panel estimated the level of each trend for the previous ten years and forecasted for the year 2004. The base level of 100 represents 1993. After the adjournment of the panel the forecast results were calculated by the author for minimum, median, and maximum ranges for the group. Of the original three trends supplied, only the "changing demographics" made the final list.

Table 1 gives the median forecast data for the trends. The following figures graph the minimum, median, and maximum forecasts.

Table 1: MEDIAN FORECAST DATA FOR TRENDS

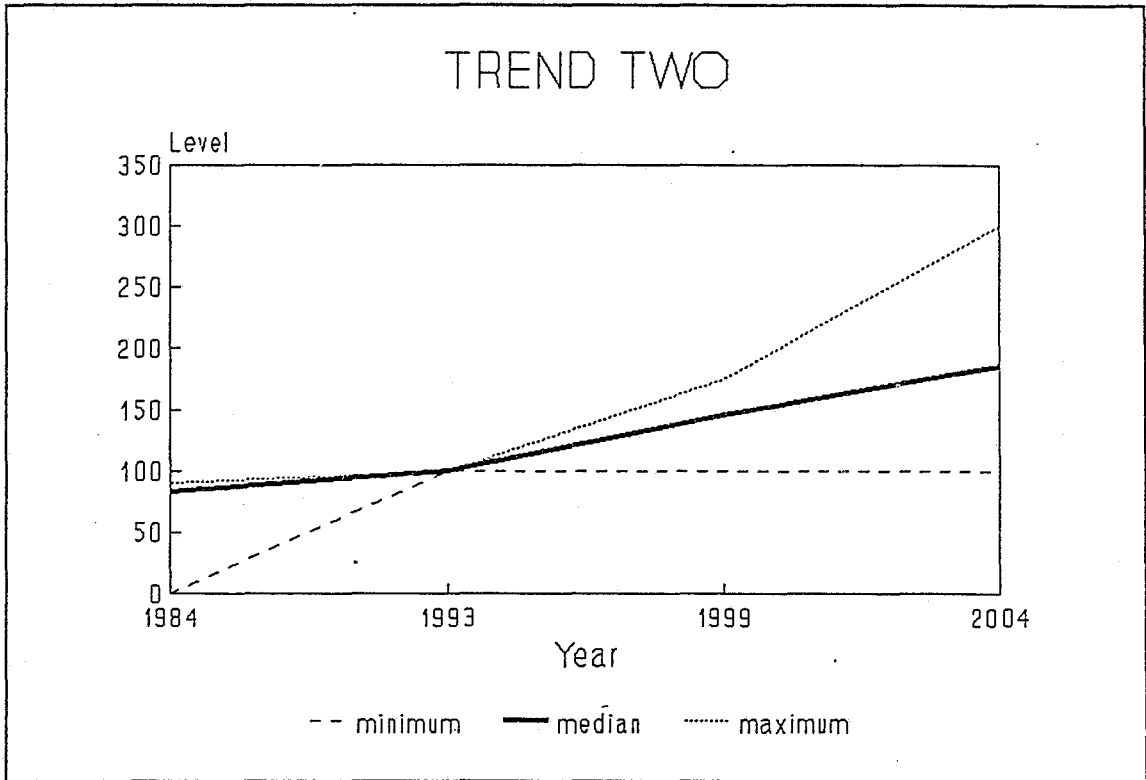
TREND STATEMENT	LEVEL OF TREND (today = 100)			
	Ten years ago	Today	5 years from now	10 years from now
ONE	36	100	140	179
TWO	83	100	146	186
THREE	41	100	143	189
FOUR	54	100	141	172
FIVE	32	100	143	168
SIX	61	100	131	140
SEVEN	61	100	138	176
EIGHT	58	100	142	185
NINE	53	100	139	187
TEN	56	100	160	187

FIGURE 1: Percent of change in California demographics.



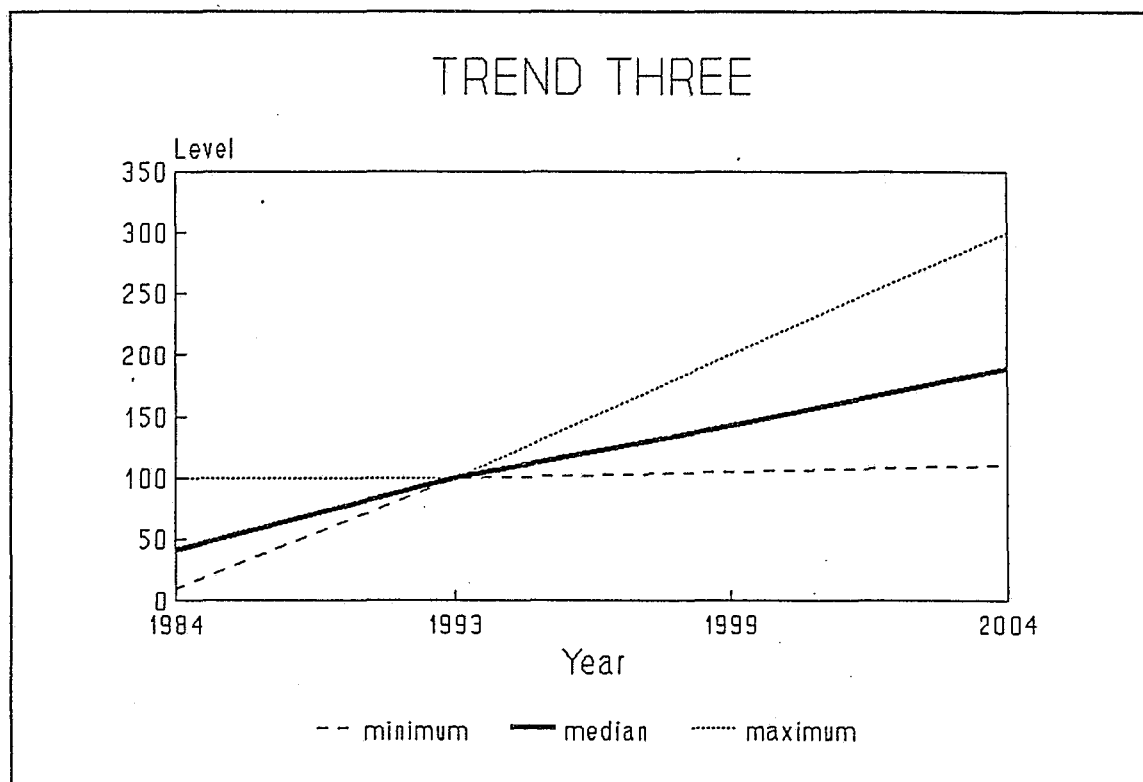
The panel regarded California's demographics as a major factor to consider when planning for future human resources and training. Management must consider how communication and effectiveness can be changed by demographics. The change in the percentage of ethnic minorities may effect the ability to gather the necessary information needed to make decisions that make sense to those who have not previously been involved in the law enforcement decision making process.

FIGURE 2: Level of regionalization of agencies and services to conserve resources.



The panel looked to regionalization as a method of conserving financial resources and increasing effectiveness through elimination of duplication of duties. The panel felt the trend would most likely begin with services such as records and crime labs. Political activities were seen as road blocks to regionalization. This forecast indicates that the future management model should plan for consolidation with other agencies when considering the availability of resources.

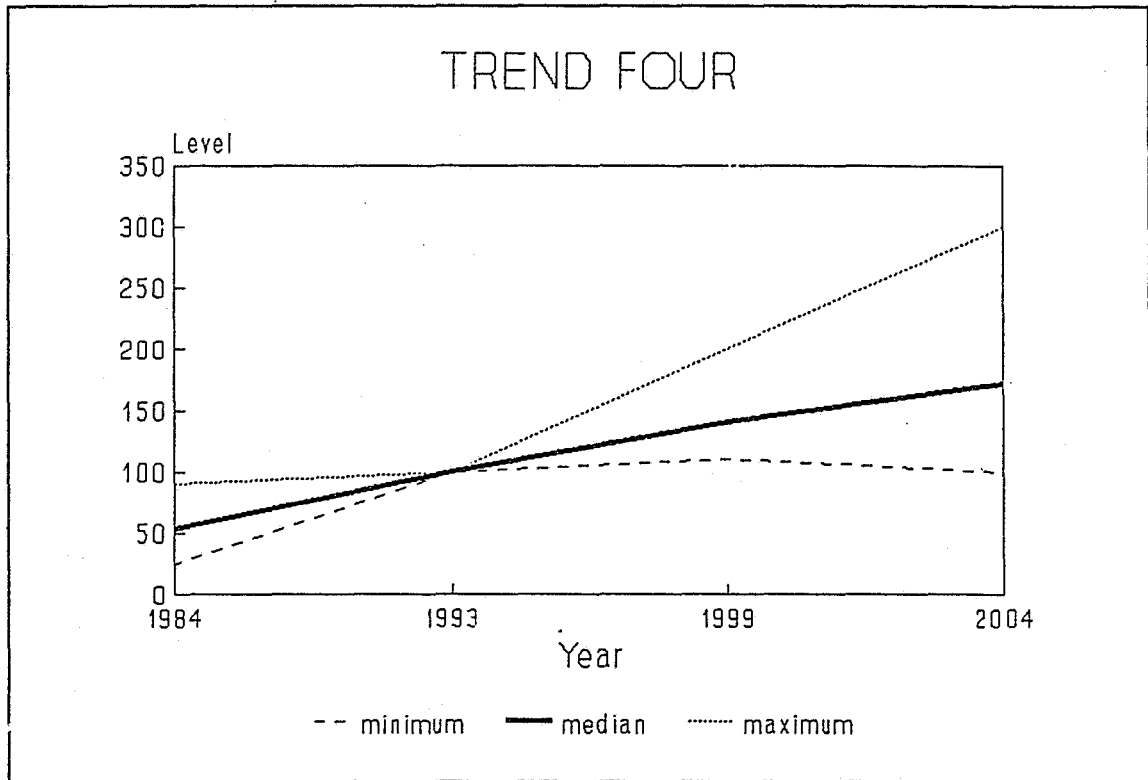
FIGURE 3: Level of involvement by the community in law enforcement.



The panel decided that community involvement will have one of the most significant impacts on the management of law enforcement in the future. The ability of the community to participate in planning and the setting of priorities must be clearly defined. The participation must be meaningful, not just window dressing. The management model in the future must create structural changes to allow access to those who wish to participate. The model must also develop programs to educate and encourage those potential participants.

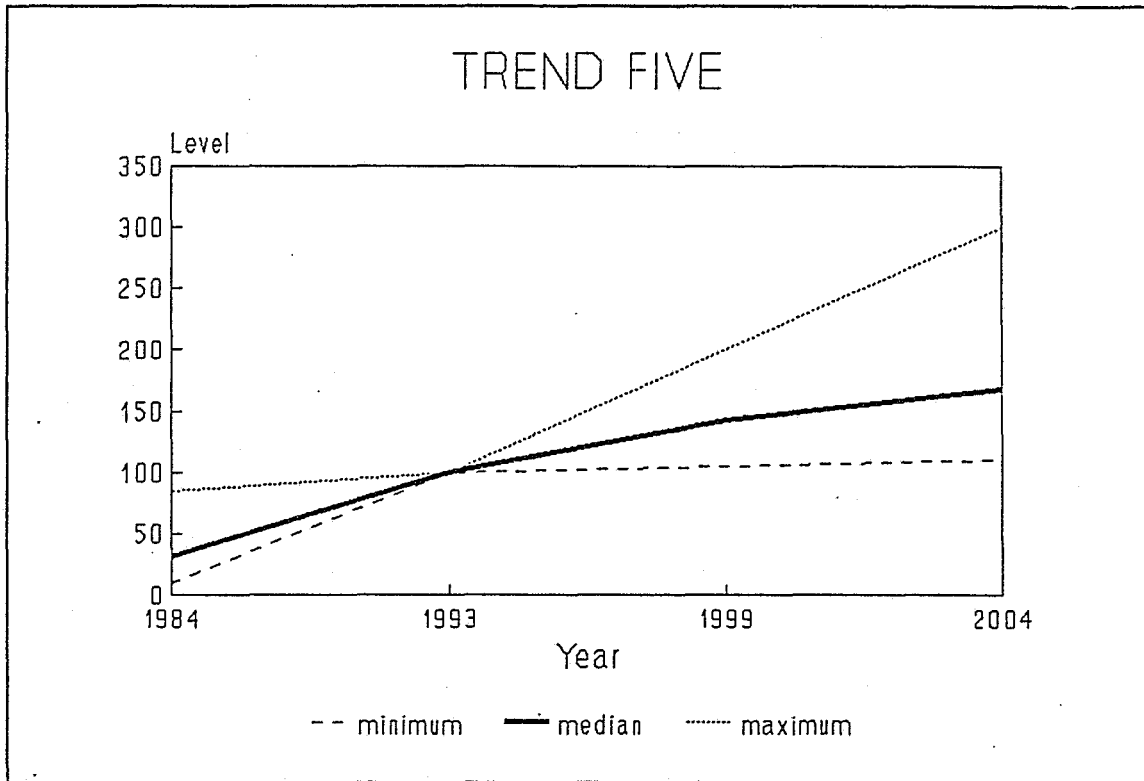


FIGURE 4: Level of violent crimes that involve the use of firearms use of firearms.



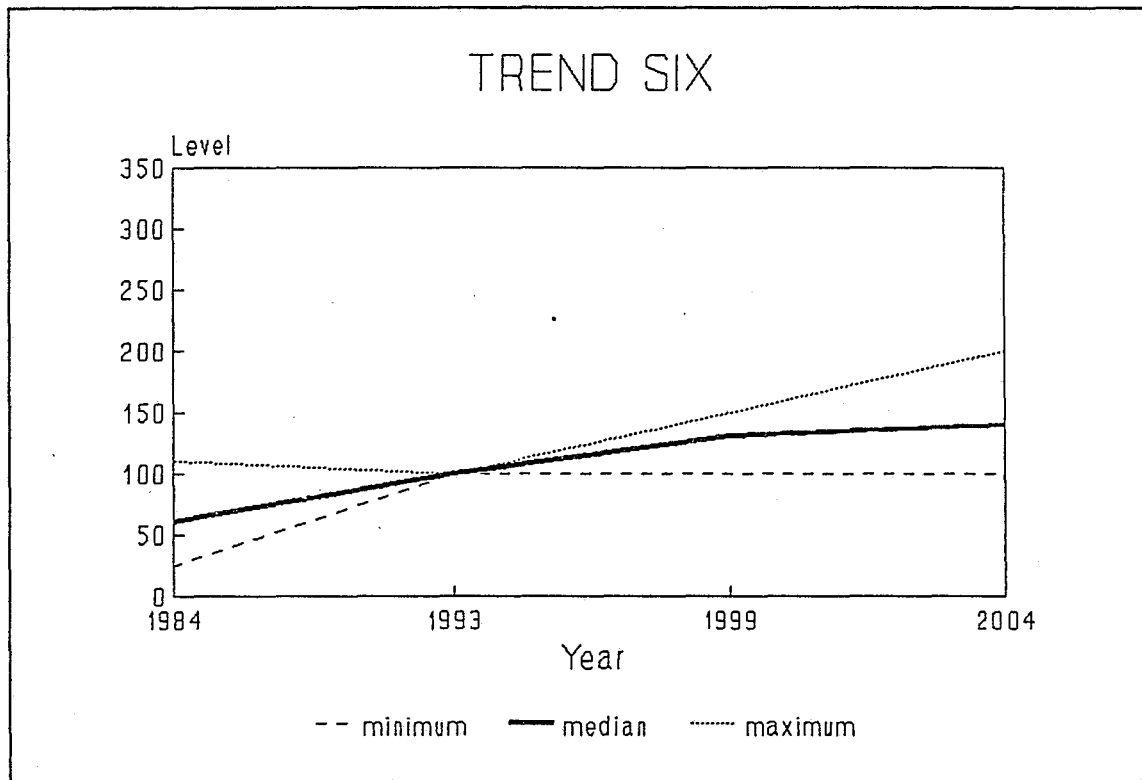
The panel forecasted that the use of firearms in the commission of violent crime in urban California shall continue to be a major factor in the future of police planning and management. The ability to work with the community to prevent such violence along with the resources needed to react to crimes that have been committed present a future challenge to law enforcement management.

FIGURE 5: Level of civilian oversight of the law enforcement function.



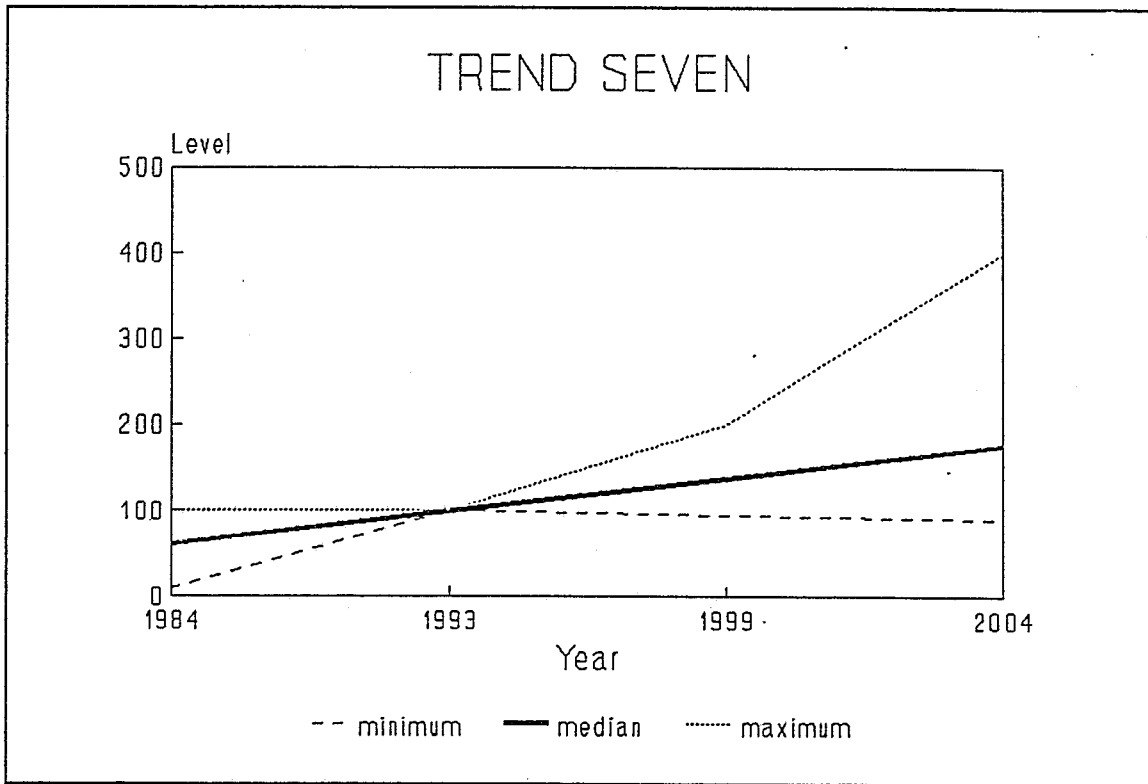
The panel noted that in most cases of civilian oversight of a law enforcement agency, there is an initial battle to establish the process. The future management model should include a system of civilian oversight in the process of planning the structure and control of the agency. The panel forecasted that the level will continue to increase. If well planned for, the establishment of the system may avoid pitting community against agency. To be proactive in this area may improve the relationship of local law enforcement and the public. In addition, it may help to facilitate the communication needed to accomplish the goal of greater participation by the community in law enforcement planning.

FIGURE 6: Level of poverty in urban California.



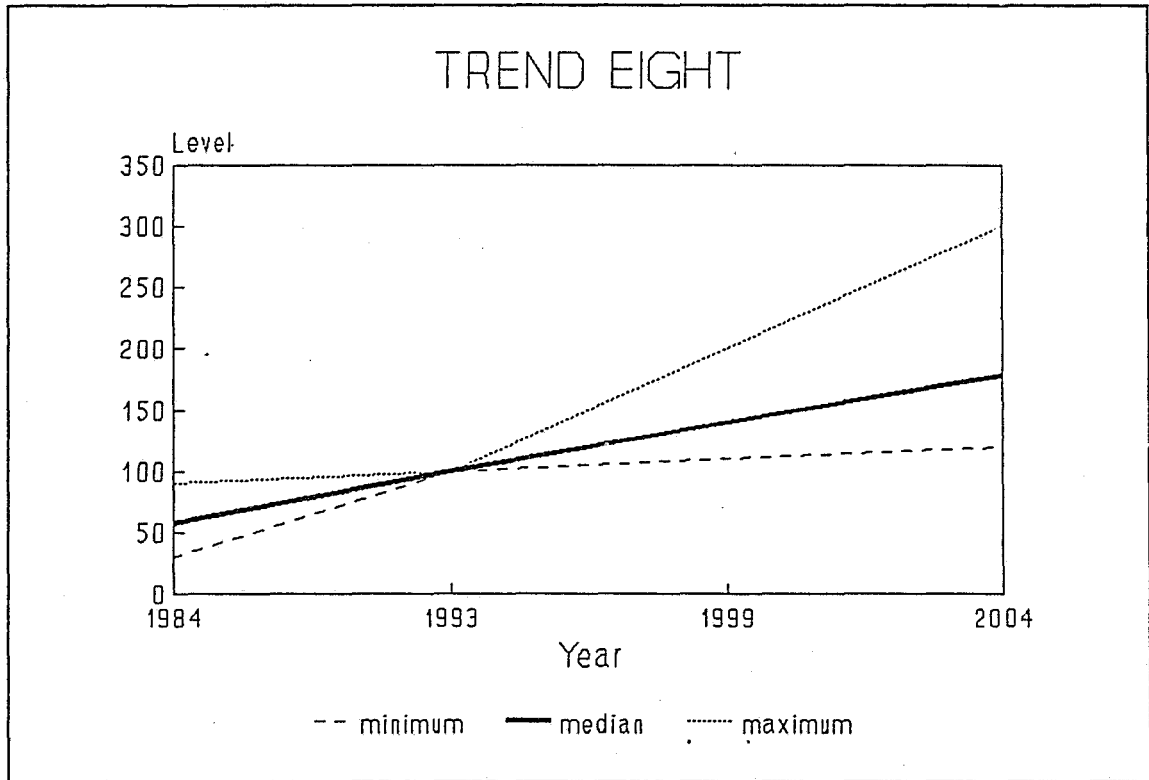
The panel felt that the level of poverty would increase thereby creating the need for future management to plan for methods to reach and serve the people affected. The rationale was that an increase in the number of people living on poverty wages may indicate an increase in called for services. The panel pointed out that limited income does not mean a person will commit crimes. Their analysis was that there would be more potential victims.

FIGURE 7: Rate of the shift of the economic base from manufacturing to service.



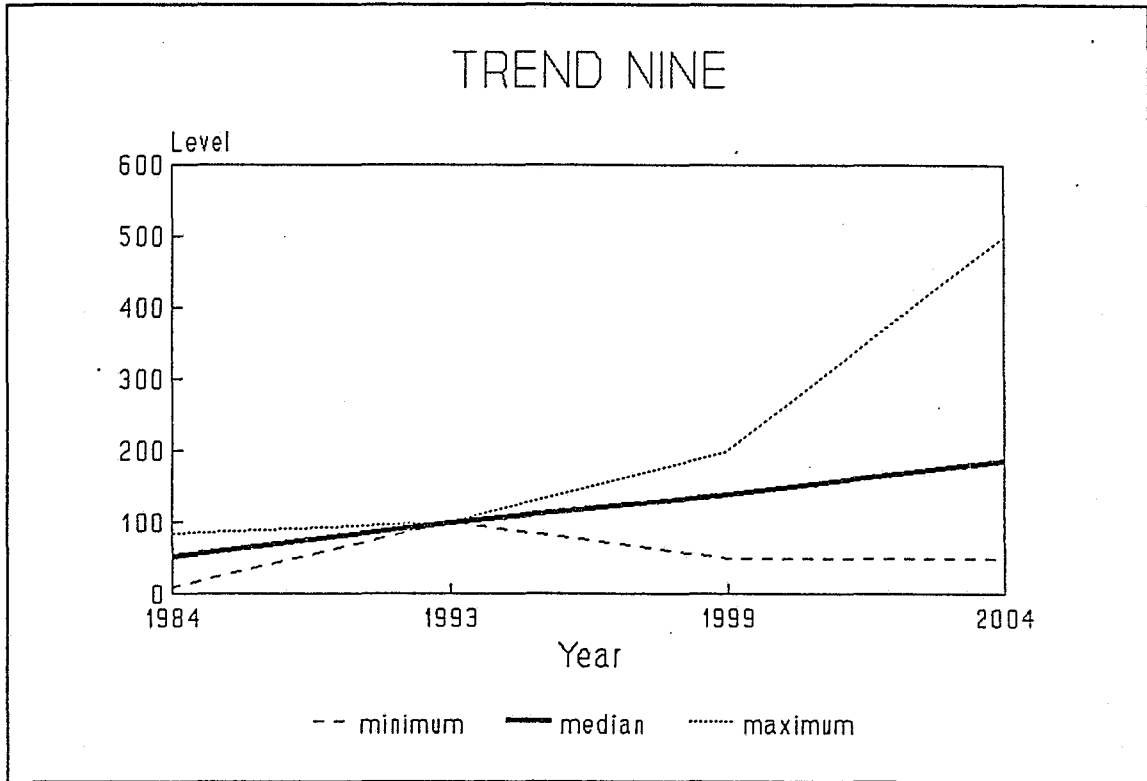
The panel looked at the level of service related jobs and industry as affecting the ability of law enforcement management to rely on manufacturing and other broad tax based industry to provide sources of revenue and other assistance. Declining revenues may negatively impact the ability of local law enforcement to provide the needed services which could have a negative impact on the efforts to include the community in the process.

FIGURE 8: Level of health care costs associated with drug abuse.



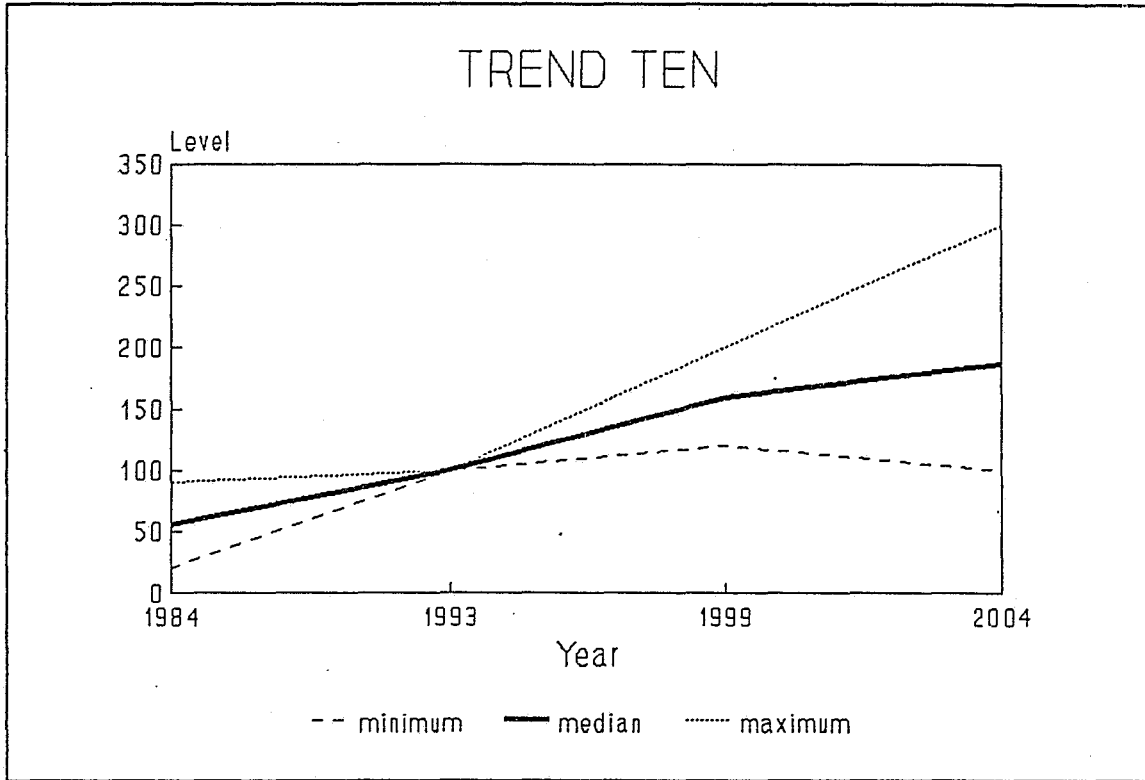
The panel felt that the level of fiscal resources available to law enforcement would be affected by the costs of providing health care to drug dependent persons. The rationale was that the future revenues could be diverted from law enforcement to the health care. This forecast indicated the importance of establishing strategic planning to prepare for the possibility. Management may be forced to seek alternate sources of revenue while streamlining service delivery.

FIGURE 9: Level of emphasis on the prevention of crime versus enforcement of criminal statutes.



An increase in the emphasis of crime prevention would send a strong message to local law enforcement management that the community requires a proactive effort in this area. The wide range of forecasts exemplified the strong feelings some panel members had on the importance of future efforts in the area of crime prevention. Local law enforcement will need to take the lead to mobilize the community in crime prevention efforts.

FIGURE 10: Degree of transparency of the U.S./Mexico border.



The panel forecasted that the border would become more transparent. The level of drug trafficking will increase. The number of persons crossing the border legally and illegally would increase. The level of legitimate commerce will increase. This trend of the influence of Mexico is another example of the need for law enforcement management to adopt a model that strategically plans for the future. In the case of border issues, efforts will be required to include international matters in local law enforcement planning.

## EVENTS

The second portion of the NGT was devoted to the identification of events that may occur and could have an impact on management of municipal law enforcement agencies in large urban areas by the year 2004. An event was defined for the group as a discrete one-time occurrence. The group was able to generate seventeen events (Appendix G) during the individual and discussion portions of the meeting. The following ten events were selected by the NGT:

1. State-wide creation of regional governments based on existing county lines thereby eliminating other forms of municipal government.
2. Riots of high magnitude take place simultaneously in large urban areas of California.
3. Legal immigration to the U.S. is severely restricted from the current levels.
4. Use of illicit drugs is legalized.
5. California suffers a major earthquake of at least 8.0 magnitude.
6. Permanent one time cure for drug and alcohol addiction is found.
7. Possession of all firearms is prohibited.
8. U.S. falls into a severe national economic depression.
9. U.S./Mexico border is closed in California.
10. New, effective, and inexpensive non-lethal weapon is invented for law enforcement use only.

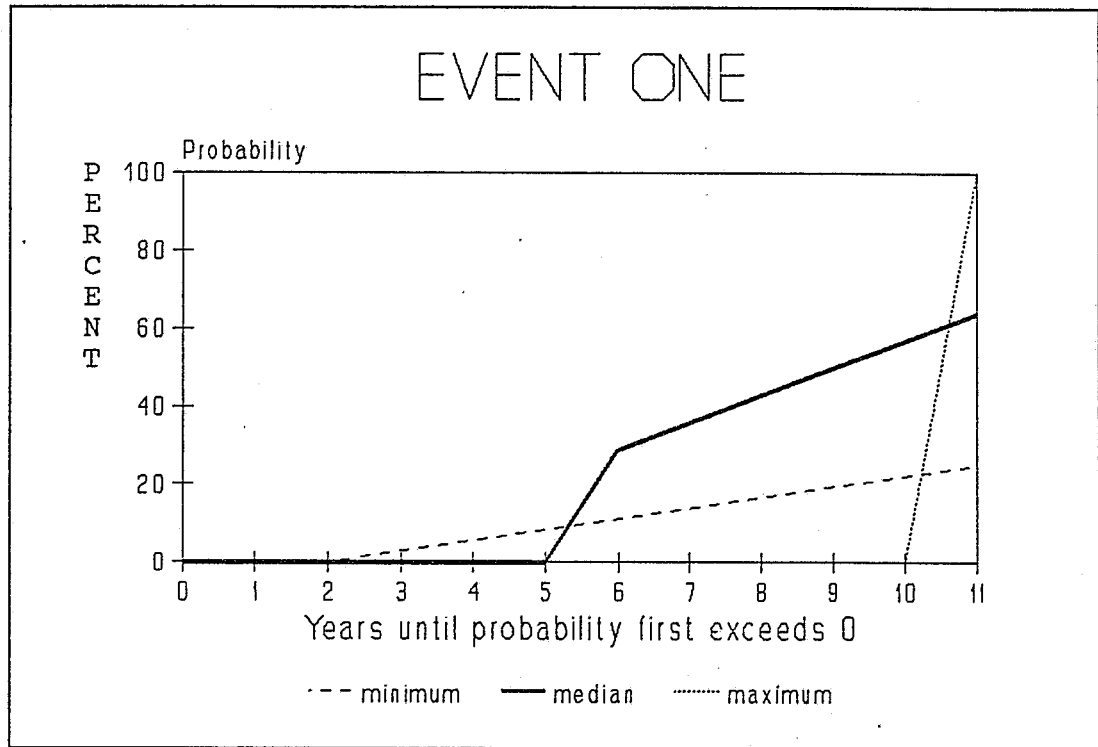


Upon identifying and rank ordering the ten events, the group individually estimated the number of years that would pass before the event had a chance of occurring and the probability of the event happening five years into the future and ten years into the future. The panel then estimated the level of positive or negative impact, on a scale of 0 to 10, the event may have on the issue, using an event evaluation form. At the conclusion of the meeting the results of the event ratings were calculated, by the author, for the maximum, median, and minimum average probabilities. For example, the panel forecasted that a cure for drug and alcohol addiction would be developed. This event was rated as having the level of 8 on the 10 scale of positive impact on law enforcement management. A high probability was assigned to the event of wide scale urban riots in California. It was given a negative rating of -7. A third event was the development of a non-lethal weapon with a positive rating of 8.

TABLE 2: MEDIAN FORECAST DATA FOR EVENTS

EVENT NUMBER	YEARS UNTIL PROB. FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		5 YEARS FROM NOW (0-100)	10 YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
ONE	4	29%	64%	6	3
TWO	3	38%	73%	1	8
THREE	2	32%	56%	6	3
FOUR	5	15%	37%	3	7
FIVE	3	44%	53%	1	7
SIX	4	36%	76%	9	1
SEVEN	5	14%	34%	6	4
EIGHT	3	21%	29%	2	7
NINE	5	24%	30%	5	3
TEN	5	33%	69%	8	5

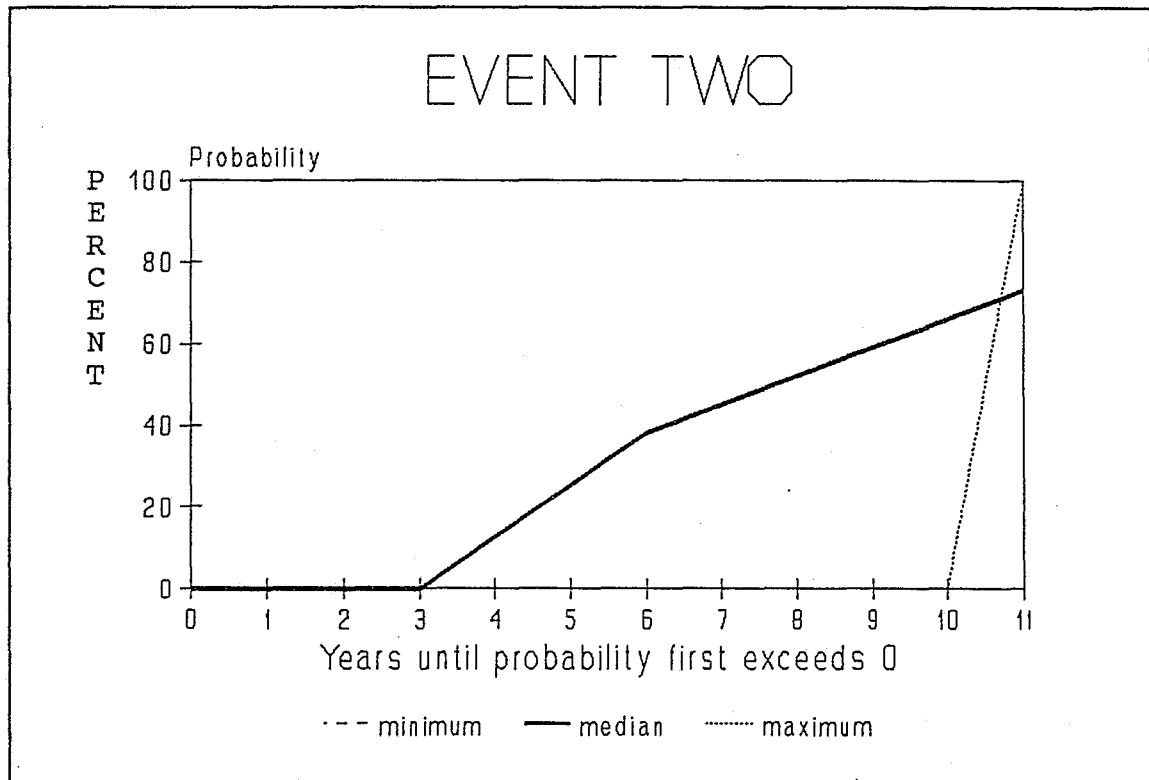
FIGURE 11: State-wide creation of regional governments based on existing county lines there by eliminating other forms of municipal government.



AVERAGE IMPACT RATING +3

The panel discussed the positive effects of consolidation of resources, along with the effect of a lessening of local control of priority setting for law enforcement. The group agreed that less control was negative.

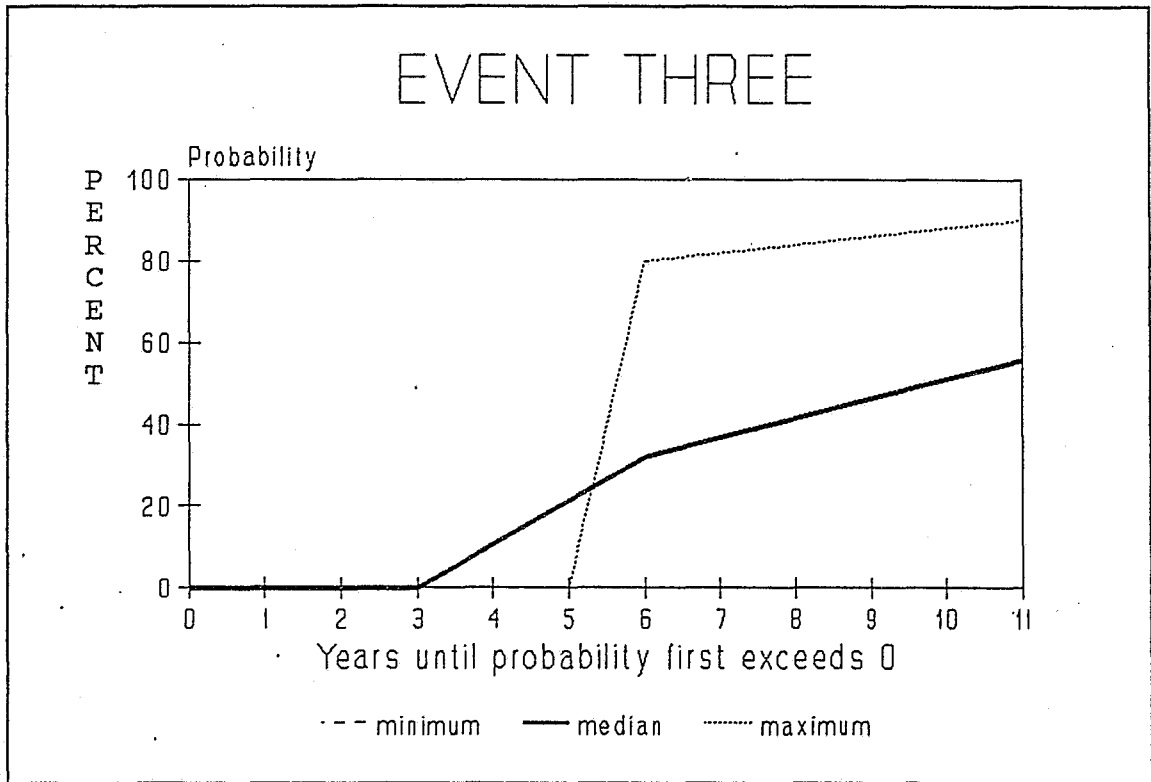
FIGURE 12: Riots of high magnitude take place simultaneously in large urban areas of California.



#### AVERAGE IMPACT RATING -7

The panel discussed the devastating effect wide spread riots would have on law enforcement resources. The problem was vividly demonstrated in the riots that took place in and around Los Angeles during April 1993. To adequately plan for the possibility of riots, the panel felt that law enforcement should start immediately. Optimally, the technology would be acquired that would allow for communication and coordination in any disaster, natural or unnatural.

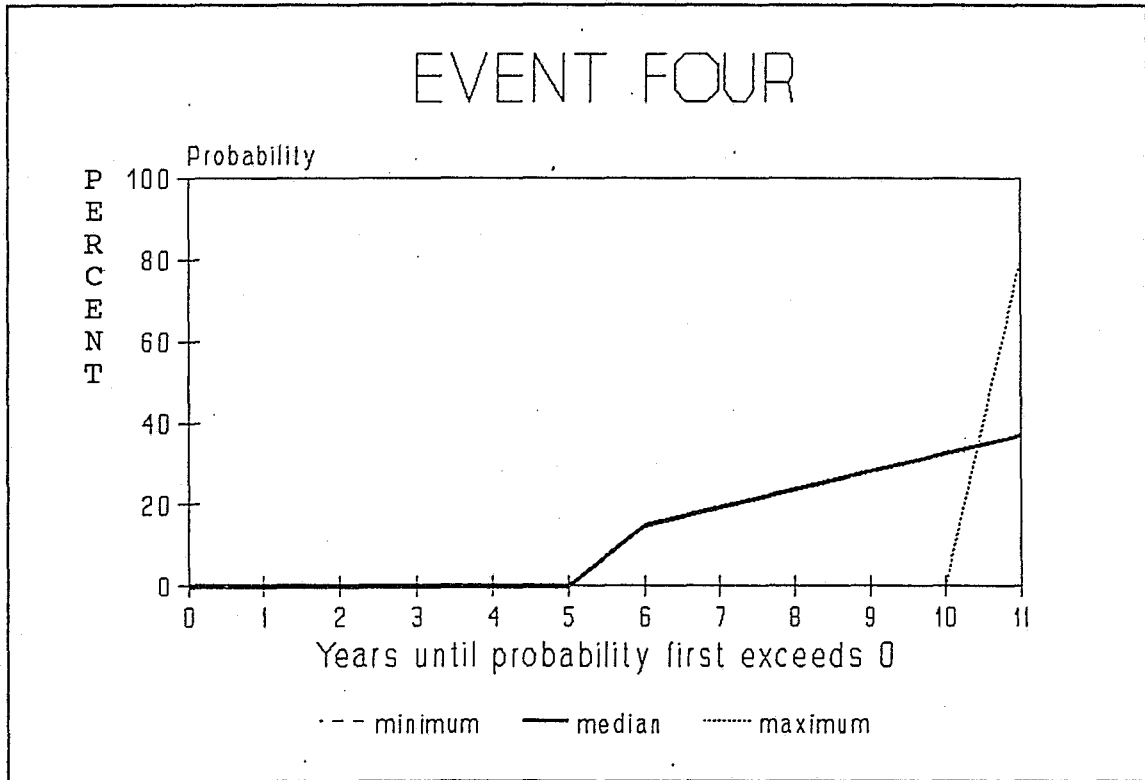
FIGURE 13: Legal immigration to the U.S. is severely restricted from the current levels.



AVERAGE IMPACT RATING +3

The panel felt the effect of this event would be to lessen the burden on local law enforcement. Areas such as the population to officer ratio and the importation of illegal drugs would be positively affected. The panel forecast that if this event should take place, management would be better able to plan for future resource needs.

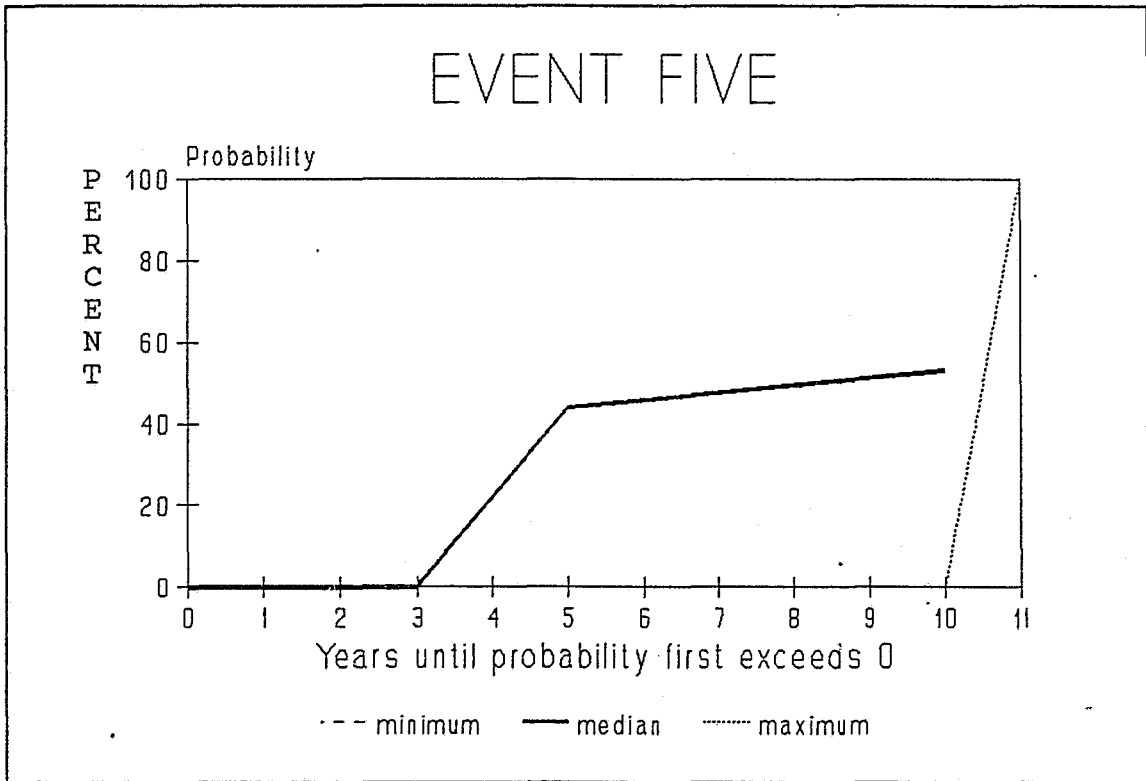
FIGURE 14: Use of illicit drugs is legalized.



AVERAGE IMPACT RATING -3

The group had a lively discussion on the effects of the legalization of drugs on the management of law enforcement. The impact rating ranged from +3 to -7. The consensus was that even though drugs may be legalized, there shall remain an illegal market. Would children be able to get drugs freely? The group felt that legalization would probably lower the priority of drug enforcement in the future, allowing management more flexibility in planning for allocation of resources.

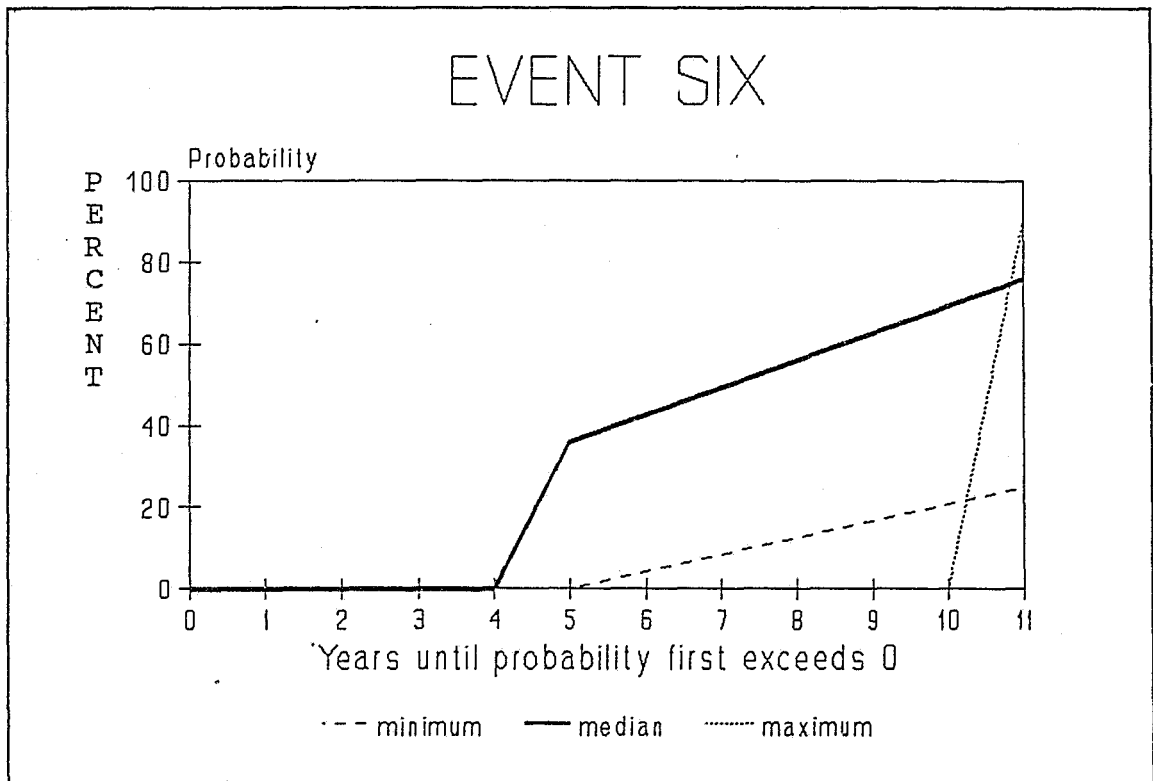
FIGURE 15: California suffers a major earthquake of at least 8.0 magnitude.



#### AVERAGE IMPACT RATING -6

The reality that California has earthquakes and that it must be considered when planning for the future, was unanimous. Should a future law enforcement management model not include disaster preparedness, the future would hold a high probability of failure. A failure in the ability by the future optimal management model to plan for such an event may lessen its effectiveness.

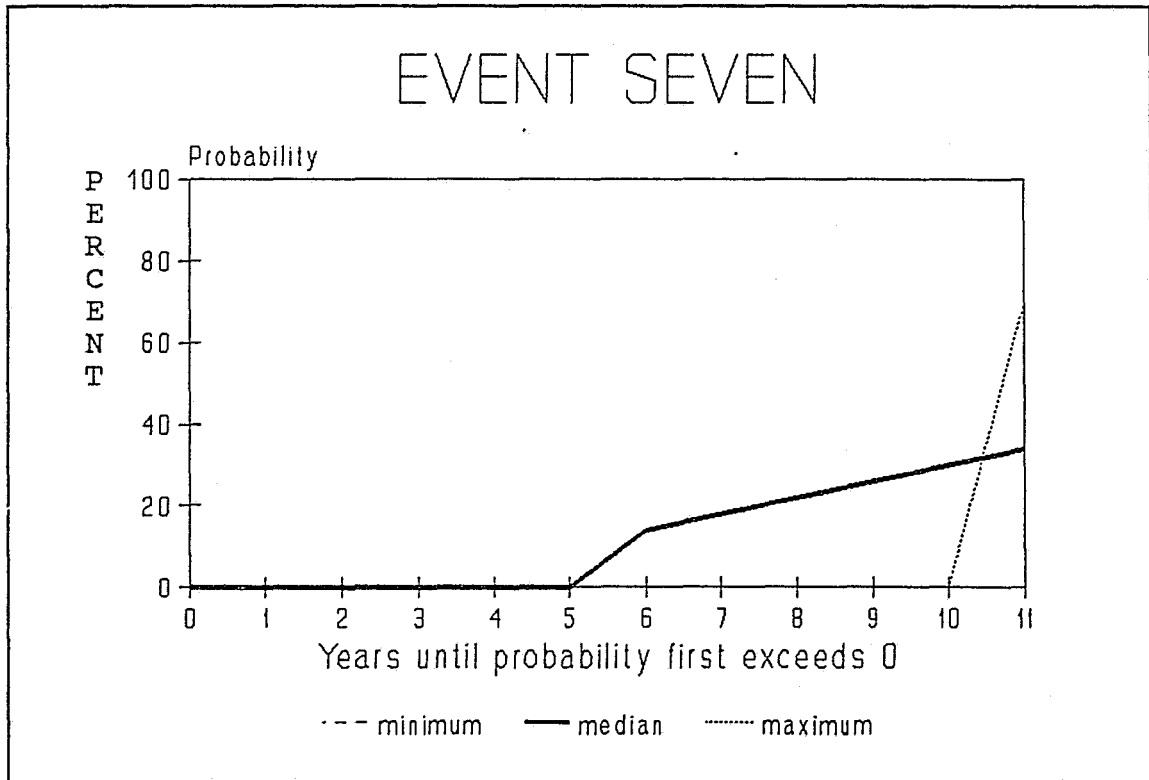
FIGURE 16: Permanent one time cure for drug and alcohol addiction is found.



AVERAGE IMPACT RATING +8

While the length of time it would take to develop a cure for addiction varied greatly, the entire group forecasted that if one were developed, it would have one of the most significant effects on the management of law enforcement. The group felt it would lessen the demand for drug enforcement and would help in the area of employee assistance.

FIGURE 17: Possession of firearms is prohibited.

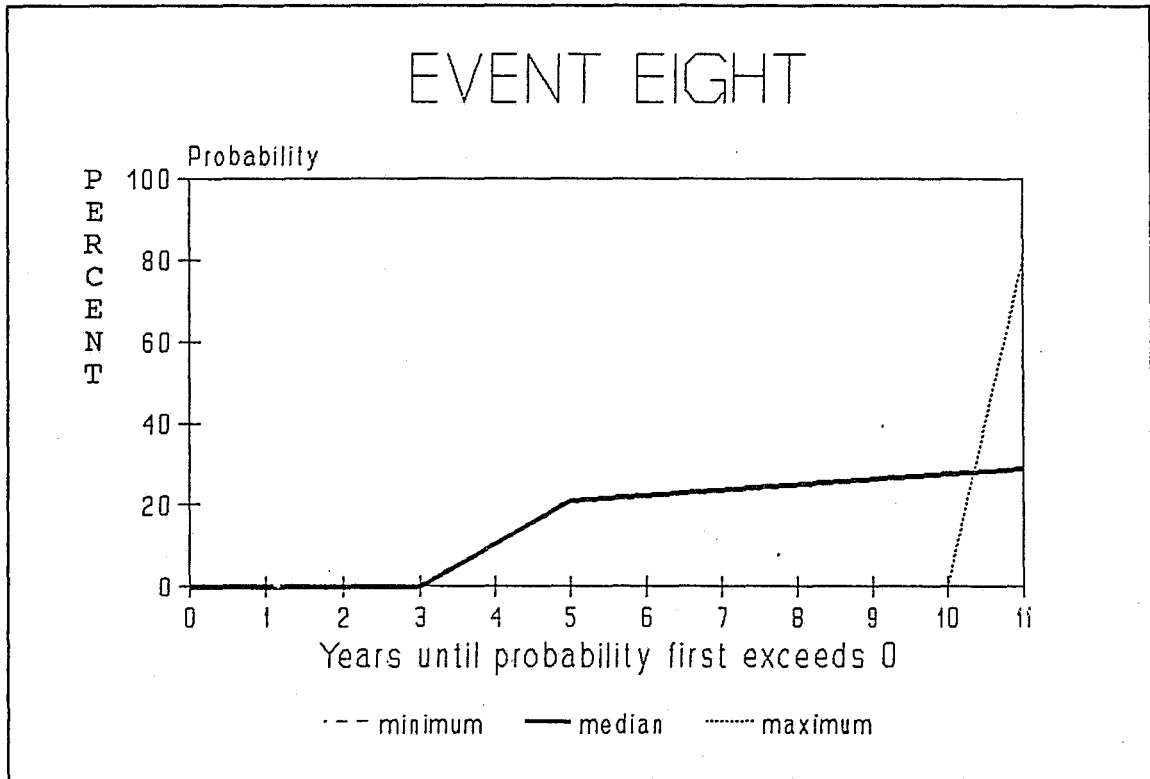


#### AVERAGE IMPACT RATING +2

The group's discussion brought out how complicated this issue is. The change was forecast to cause an initial increased burden of enforcement of the new law. There was also the feeling that the probability of the change in the U.S. constitution was not very high. There was consensus that should it occur, there would be profound effects on the future of law enforcement management. Some of the group felt that the job would be easier with less firearms on the street.



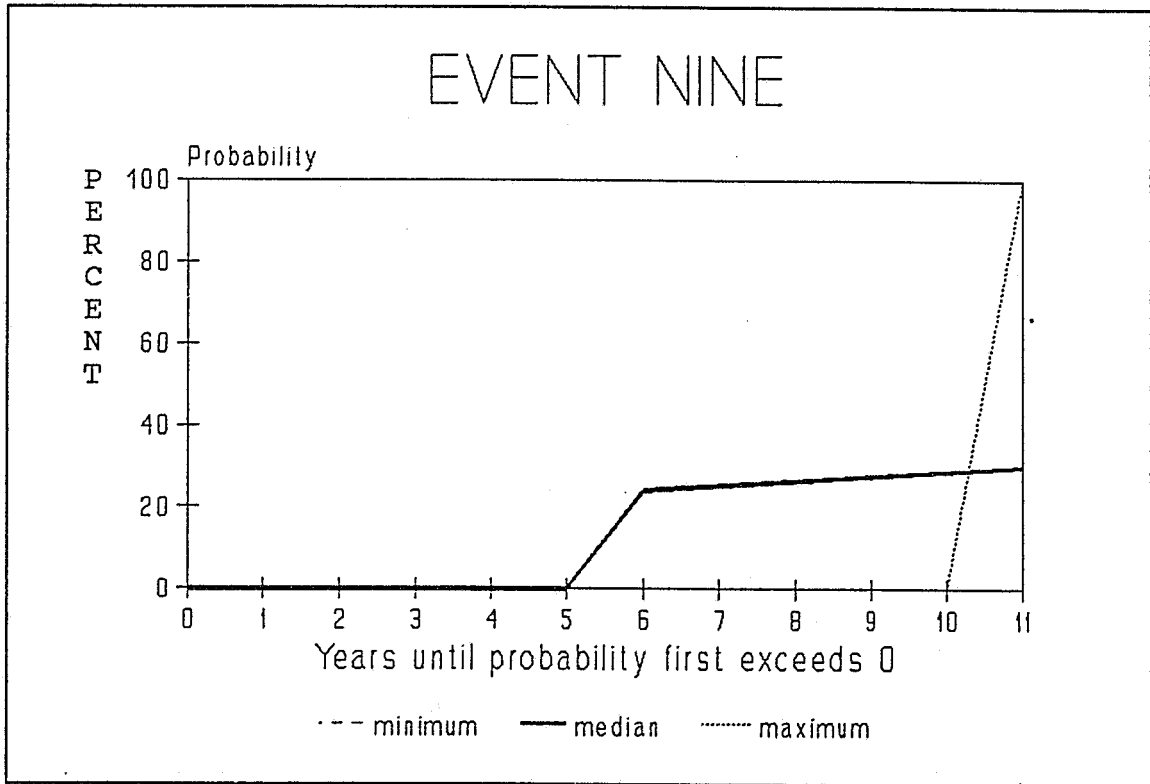
FIGURE 18: U.S. falls into a severe national depression.



#### AVERAGE IMPACT RATING -5

The discussion of this event centered around the idea that any form of management in the future must include planning for a variety of scenarios describing fiscal resources. The group agreed that an agency should not wait to see how much of the pie it may receive each year. The better method would be to develop contingency plans for a full range of levels of income.

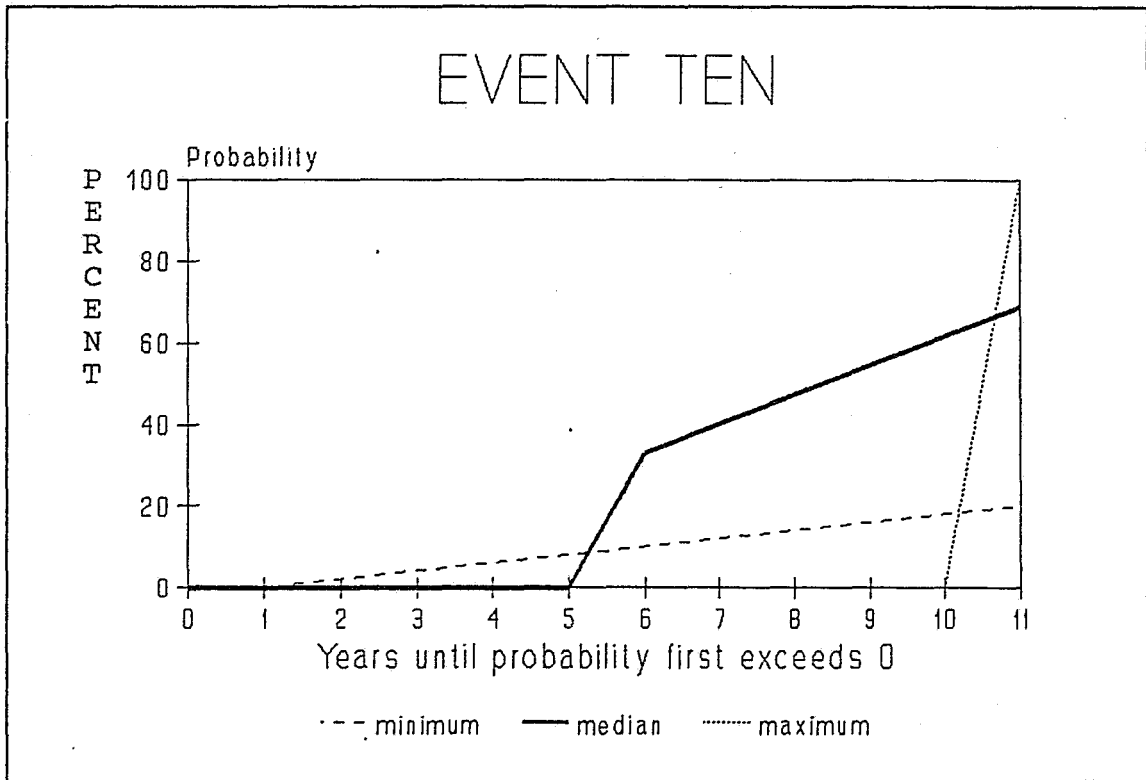
FIGURE 19: U.S./Mexico border is closed in California.



AVERAGE IMPACT RATING +2

The forecasting panel described this event as an example of one that could be forecast as having negative and/or positive effects on the management of law enforcement in the future. The enforcement of the law would be difficult. A benefit may be a reduction of illegal drugs into California. Law enforcement management in the future must include a wide range of alternatives and contingencies to achieve validity and effectiveness of the organizations.

FIGURE 20: New, effective, and inexpensive non-lethal weapon is invented for law enforcement use only.



#### AVERAGE IMPACT RATING +3

The panel forecasted that this event has a high probability of occurring based on the pace of technological development in the past ten years. The group felt that future law enforcement agency management could benefit, in several areas, from the development if such a weapon if it gained wide spread acceptance and was easy to use. For example, there may be a better relationship between the community and an agency if the use of lethal force was reduced. The improved relationship may then enhance the communication between agency and community to better facilitate community involvement in planning and problem solving.

## THE CROSS-IMPACT ANALYSIS

To aid in forecasting events to help plan for future potential scenarios, a cross-impact analysis was conducted on the events that were supplied by the NGT. During the process, an assumption was made that each event takes place. The process required an estimate of the change in probability of an event occurring based on each of the other events probability of occurring. The estimate could be plus or minus a percentage amount. The estimates were made by a separate group of three members of the San Diego Police Department Investigations Division.

Calculations were made using the event probabilities and estimates of change in percentage. The information was evaluated using a computer software program named X-IMPACT. The X-IMPACT calculated the final probability of each event and produced a matrix showing the results (Table 1).

An example is the change in the initial 64% probability of Event 1 occurring when cross compared with the other 9 events. The estimate group felt that only events 2 and 8 would have an impact on the probability of event 1. Both estimates were plus 10%. The formula of the percent of change times the probability of cross event equals the amount of change was used by X-IMPACT to calculate each final probability. The total of the change was then added to the initial probability to arrive at the final probability of 74%.

A cross-impact analysis revealed that the probability of event four, the legalization of illicit drugs, went down dramatically when adjusted for the impact of the other events. Also noted was

that event seven, the prohibition of firearms, probably would not be affected by the other nine events.

The cross-impact analysis illustrates that when planning for the future, events should not be considered individually. This is especially evident when considering the future of law enforcement management.

Table 3: CROSS-IMPACT ANALYSIS MATRIX

10 = Number of events											
Initial Prob *	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Probability *
E1	X	10	0	0	0	0	0	10	0	0	E1 74 %
E2	5	X	10	0	0	0	0	25	10	0	E2 99 %
E3	0	0	X	0	0	0	0	0	15	40	E3 99 %
E4	0	0	0	X	0	-25	0	-25	-10	0	E4 8 %
E5	0	0	0	0	X	0	0	-5	0	0	E5 52 %
E6	0	0	0	0	0	X	0	0	0	0	E6 76 %
E7	5	10	0	5	0	0	X	0	0	25	E7 64 %
E8	0	20	-10	0	21	-5	0	X	0	0	E8 45 %
E9	0	7	20	0	0	0	0	-20	X	0	E9 41 %
E10	0	5	0	0	0	5	0	0	0	X	E10 76 %

LEGEND

1. State-wide creation of regional governments based on existing county lines thereby eliminating other forms of municipal government.
2. Riots of high magnitude take place simultaneously in large urban areas of California.
3. Legal immigration to the U.S. is severely restricted from the current levels.
4. Use of illicit drugs is legalized.
5. California suffers a major earthquake of at least 8.0 magnitude.
6. Permanent one time cure for drug and alcohol addiction is found.
7. Possession of all firearms is prohibited.
8. U.S. falls into a severe national economic depression.
9. U.S./Mexico border is closed in California.
10. New, effective, and inexpensive non-lethal weapon is invented for law enforcement use only.

## SCENARIO GENERATOR (SIGMA)

To assist in preparing possible future scenarios, the NGT events and final probabilities were entered into a computer program named SIGMA. The program was provided by the Policy Analysis Company.<sup>18</sup>

SIGMA sorts the text, probability, and number of the events using any random seven digit number. The SIGMA generates lists of events that may occur in a particular scenario including the month and year of occurrence. The outline shown in illustration 2 represents a typical scenario generated by a "run" in SIGMA, based on the event data supplied by the NGT and the cross-impact study of those events.

### ILLUSTRATION 2: SIGMA RUN

The Policy Analysis Co., Inc. SIGMA Scenario Generator  
For - Seed No. > 2347936 < and the NGT Events data --  
in a 10 year Scenario that begins in 1994 ,  
THIS IS WHAT HAPPENS !!

1. Aug. 1995 E- 8. Severe National depression  
T = 159 P= 99 +I = 6 & -I = 3 Cnfd= 0 Cnsn= 0
2. Aug. 1996 E- 2. State-wide urban riots  
T = 159 P= 99 +I = 6 & -I = 3 Cnfd= 0 Cnsn= 0
3. Jan. 1998 E- 6. Cure for drug and alcohol addiction  
T = 159 P= 99 +I = 6 & -I = 3 Cnfd= 0 Cnsn= 0
4. Mar. 1999 E- 10. New non-lethal weapon developed  
T = 136 P= 76 +I = 8 & -I = 5 Cnfd= 0 Cnsn= 0
5. Oct. 1999 E- 3. Legal U.S. immigration restricted  
T = 159 P= 99 +I = 6 & -I = 3 Cnfd= 0 Cnsn= 0
6. Aug. 2000 E- 4. Illicit drugs legalized  
T = 159 P= 99 +I = 6 & -I = 3 Cnfd= 0 Cnsn= 0
7. Feb. 2001 E- 9. U.S./Mexico border closed in California  
T = 159 P= 41 +I = 5 & -I = 3 Cnfd= 0 Cnsn= 0
8. Mar. 2002 E- 5. 8.0 earthquake in California  
T = 133 P= 76 +I = 9 & -I = 1 Cnfd= 0 Cnsn= 0
9. Jun. 2003 E- 1. State-wide regional governments created  
T = 159 P= 41 +I = 5 & -I = 3 Cnfd= 0 Cnsn= 0
10. Aug. 2003 E- 7. Firearms prohibited  
T = 159 P= 41 +I = 5 & -I = 3 Cnfd= 0 Cnsn= 0

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Twenty runs were completed using SIGMA. Comparison of those data revealed that groupings or families of events occurred. The three most common events occurring in the SIGMA runs were the restriction of legal immigration into the U.S., major urban riots in California, and the formation of regional governments based on existing county lines. The panel rated the restriction of immigration and regional governments as having a positive impact on the management of future law enforcement. Urban riots were forecast for the highest negative impact.

Three scenarios describing alternate futures were prepared by the author using the original forecasts of the candidate trends and events, the cross-impact analysis of the events and the families of events from SIGMA. To say that one scenario is more likely to occur than is another is not possible. Each scenario is equally likely or unlikely.

The scenarios are of three types or modes: exploratory, normative, and hypothetical.

The exploratory scenario is described as the "most likely" type that plays out the course of events and trends that would least alter the outcome of the future.

The normative scenario should describe the desired and attainable future. This mode allows for proper planning and procedure that best prepares for what the future may hold.

The hypothetical scenario is the "what if" story. It may contain the best or worst case results of the action taken, and the trends and events that occurred.

Preparing a scenario is an effective method of generating thought on planning for the future. The quality of the work is controlled by the research preceding the writing. The trends and events included should be plausible and relevant to the subject.

The use of a potential future scenario should aid in the identification of policies and actions for that future.

The scenarios describe events that take place in San Diego, California.

## FUTURE SCENARIOS

### 1. Exploratory

Since June, 2003 the country has been in the grips of a severe depression. Some state governments seem to be dealing with the effects better than others. The ratio of minorities in the population continues to increase during the past ten years. The level of community involvement in the fight against crime has also steadily increased. These two trends have proven helpful to law enforcement management. The result has been more volunteerism, and a high level of problem solving ideas from an informed community.

During June, 1994 California, which has 58 counties, passed legislation which merged all municipal and county governmental functions. The legislative proposition was passed by an overwhelming majority of the voters. With the new regional governments came substantial savings in administrative costs and consolidation of services. The services also became more streamline over the years.

The transition to regional law enforcement agencies took about



six years to complete. Communication and information technology greatly enhanced the process by enabling most departments to use existing equipment to interface with one another.

The ability to communicate was critically evident during the major riots of March, 1996. Areas from Santa Barbara to San Diego were overwhelmed with the need for assistance from adjoining jurisdictions. The situation was magnified by the inability of officers to talk to one another since the officers' movements were difficult to coordinate and the officers had a difficult time knowing each other's position. Similar problems occurred in the upper management coordination and planning.

The 8.2 San Diego earthquake of June, 1998 was responded to in an adequate manner by all emergency services due, in part, to the long standing regional disaster plan. The coordination of services was excellent considering many of the service providers were victims of the quake. The strategic disaster planning included all levels of management. The regional Public Services Administrator (Chief) took over responsibility for the plan in 2000.

The severe restriction of legal immigration to the U.S. has increased the burden on the Border Patrol to arrest illegal immigrants. There has also been an increase in illegal immigrant associated crime. The increase was not planned for by the regional law enforcement, which has caused a reduction in the overall service level to the area. While the increase of law enforcement volunteers and community involvement in general has helped to offset the increase in crime, the police administration is

struggling to respond to the need for additional resources.

Since development of anti-addiction medication, which is free to all, the costs for medical care have decreased. There remains a market for illegal drugs. People just will not stop getting high, even though they do not have to suffer the effects of addiction.

In July, 2004, law enforcement managers from each region in California will meet to discuss strategic planning methods. The conference will be attended by the representatives of the regional community councils, the volunteer councils, and the crime prevention coordinators. The main emphasis will be to revise the regional 10 year strategic plans for each area. The process will be dynamic in the years to come with the plans automatically updated every quarter year.

## 2. Normative (Desired)

It has been one month since the 8.0 San Diego earthquake of March 10, 2002. The San Diego regional planning commission is set to convene to evaluate the response to the disaster by all who participated. Law enforcement took the lead in the planning having benefitted from the experience of an strategic planning system established in 1996. The Metropolitan police department Chief Administrator was appointed from the ranks of the civilian oversight board when the Department consolidated county wide in 1995. She brought with her the experience obtained while reorganizing the National Police Corps at the request of President Bill Clinton. The strategic planning system was developed from an overall strategic management model. The model includes the

definition of the mission for law enforcement as a whole. The model is a top down and bottom up approach. Goals are selected that are within the scope of the mission.

The initial survey of victims of the earthquake revealed that response was greatly enhanced by the instant communication between citizens throughout the region and emergency personnel. The solar driven equipment, in virtually every household, immediately mapped every critical location. This facilitated coordinated response by law enforcement, medical, and fire personnel.

The equipment was originally designed to aid in crime prevention. The urban riots of 1995, which took place from San Francisco to San Diego, sparked the interest in communication between the citizens and the police.

Following the riots, the level of civilian oversight of officer's actions increased and the trend continues.

Many people thought that the legalization of the use of drugs in California would free up law enforcement for more emphasis on crime prevention. Illicit drugs were not legalized, however, the penalty for the use of hard drugs was reduced to an infraction. The black market remained. Drug dealers continued to sell to the youth, which remained a significant enforcement problem. These problems continue even after the inexpensive cure/treatment for substance addiction was developed in 1996.

The U.S./Mexico border closed for a twelve month period from March 1997. The U.S. State Department and The California State Congress thought it would help lower crime, stop the flow of drugs,

and help the economy of California. The actual result was chaos. The U.S. Border Patrol was overwhelmed with illegal crossings. The Army National Guard had to be called in to help the Border Patrol. Business on both sides of the border suffered severely. Drug smuggling increased. The assumption was that the drug smugglers took advantage of the overwhelming numbers of illegal immigrants. A plan was quickly formulated to reopen the border. One year after the closure, a Federal survey showed that the number of people at or under the poverty level in California had increased. Researchers attributed some of that increase to the increase of illegal immigrants.

Law enforcement officers are better prepared to deal with violent and crazed persons needing restraint. The laser based stun device developed in March of 2001 has proven effective, safe, and inexpensive. The level of violent crimes which involve the use of firearms increased. Unfortunately, there are still thousands of guns in the hands of criminals following the passage of proposition 00187 that prohibited the possession of handguns. The NRA is still fighting the law in federal court.

Through the depression of 2000, the Metropolitan Police Department was able to weather the reduced fiscal resources. The Department had sought the input of the community in setting priorities and where to cut services to stay within budget. This action helped to get a bond issue passed two years before the depression hit. The support from the electorate cut across all cultural boundaries. The broad base of support was enhanced by the

richness of the diversity within the Department personnel and community commission. The percentage of minorities in the California population continued to rise. That, coupled with the increase in the population of California emphasized the need to include the community in the planning. The Department initiated a language requirement in 1998. It boasts a large number of chinese and cantonese speakers among its ranks. The region gained approximately 100,000 chinese immigrants just prior to the restriction of legal immigration to the U.S. in 1999. This is in addition to the many other languages spoken by members. The language requirement made it a condition of employment to be fluent in a foreign language with training provided by the Department. The training was easily accomplished through the interactive communication system available to all of the personnel.

The San Diego metropolitan police administration has included, to the fullest extent possible, the National Police Corps in the strategic planning system for the future. The management planning system is dynamic and is accomplished by a full range of representatives of the organization. The participation also includes approval at all levels.

### 3. Hypothetical

The urban riots that took place during christmas of 2003 took this region by surprise. The riots devastated cities through out California. The worst damage was from San Diego to Burbank. Unfortunately, the law enforcement management did not have an effective strategic plan to deal with the lack of fiscal and human

resources that prevailed.

The problems that would plague the police administration were preceded by several indicators.

The first and foremost of these indicators was the severe national depression of 1994. There was very little support from the community to enhance law enforcement resources at that time. This was the case even though the crime rates rose to record levels during the depression due to severe unemployment figures. The Department did not take the lead to include the community in the planning or priority setting for the future.

The decision by the voters of California to legalize drugs had its beginnings during the depression. The public felt that the action would reduce costs of law enforcement and prisons. There was also the development of an effective cure for drug and alcohol dependency in August of 1996. While many people took advantage of the treatment, many more continued to get high.

The next indicator was the creation of regional governments state wide. The legislation removed municipalities leaving only the 58 regional governments that followed existing county boundaries. The legislation included the authorization to consolidate most, if not all, public services. The law enforcement in the region resisted for many years. When the consolidation finally took place, the transition was not smooth due to the lack of planning and no significant input from the community served.

The trend of the rising crime rate and level of violence associated with handguns led to the decision to outlaw all handguns

in California in 1997. During the following seven years the level of handgun related violence did go down. This good news was offset by the trend of higher unemployment which contributed to the crime statistics. The response by the community was to turn to private companies to do much of the policing, there by exercising control of the services rendered. There may have been more public support had the community been more involved in the priorities of the existing law enforcement.

The inability of law enforcement management to adapt to the changes that occurred during the past decade in the areas of technology, community needs and desires, shrinking fiscal resources and the diversity of those served was not universal. Many regions learned from the past and developed effective strategic planning systems to forecast trends and events. One of those areas that has been successful was near the Bay area. The agency implemented a style of management that researched possibilities for the future on a continuing basis. The event that was the catalyst for this positive step was the major earthquake that struck the Bay area in February of 1997. Out of the ashes of the disaster a new cooperative planning effort was born that has improved to one of the best in the nation.

#### CONCLUSION

The process of future forecasting and analysis has helped focus upon the optimal management model for municipal law enforcement agencies in large urban areas of California by the year 2004. The desired future (normative) scenario describes a future

that includes a management model with strategic planning for all areas with an emphasis on technology, demographics and size of the population served, and fiscal resources.

The optimal model is one that is based in strategic management which requires that both a bottom-up and top-down approach. From this point of view, every service provided by the elements in the agency must aggregate into the overall mission of the organization.

The broad based planning effort shall be the basis for the model which may be adapted into most, if not all, organizational structures. The NGT process demonstrated that regardless of the management style of the future, trends and events will impact management's efforts. To include all levels of the organization and the community in the planning process is to help insure that the actions taken are accepted as the consensus approach.

The forecasting project illustrated that it is no easy task to comprehensively plan for the future. It has also shown that the process must be dynamic and forever. One of the most critical steps in the process is identifying the trends and events that are interesting to the issue and include a broad spectrum of areas. The identification and discussion of those trends and events was by far the most interesting portion of the process. The interaction among the participants vividly illustrated the need to have a broad range of backgrounds if the desired result is a rich list of ideas.



SECTION II

THE DEVELOPMENT OF A PLAN

WHO MUST BE INVOLVED?

## INTRODUCTION

A future study of the issue of an optimal management model for municipal law enforcement agencies in large urban areas of California by the year 2004 included the development of a normative (desired and attainable) future scenario. This section focuses on the development of a strategic plan that will help to achieve the optimal model. As indicated in the normative scenario, the optimal model shall have planned for a wide range of eventualities.

How will the optimal model of law enforcement adapt to the change that takes place in the next ten years? This was the question asked during an environmental scan to identify information on trends and events that help to forecast what may occur and what to do in the future.

The scenarios were prepared to help understand the significance of the information gathered when considering plans for law enforcement in the future. Of the three scenarios completed, the normative scenario relied heavily on strategic planning to achieve the desired outcome.

This phase of planning is the preparation of a strategic plan which will adapt the organization to achieve the desired future.

A comprehensive, objective evaluation of issues dealing with community priorities, availability of resources, cultural diversity, local government control, and technology shall be provided. Included in the evaluation will be assessments of existing management styles, trends, events, and forecasts.

The author will provide a model that easily adapts to all

agencies which provide services in large urban areas of California, regardless of the size of the agency.

The objective is that the final product will provide a useful guide for law enforcement leadership.

The San Diego Police Department will be used to illustrate the process of examination required to help organizations transition to the optimal model.

The City of San Diego, California is approximately 375 square miles in size with a population of approximately 1.1 million persons. It has a council-manager form of government. The city manager is responsible for the daily operation of the city departments. The city manager appoints the chief of police, followed by confirmation by the city council. Each city council member is elected by the district he or she represents. The mayor is elected city-wide.

The San Diego Police Department has approximately 2700 employees. Approximately 1950 of the employees are sworn peace officers. There are seven area commands housed in facilities in separate geographic locations in the city. Each area command has uniformed patrol and investigative units. Centralized divisions such as homicide and intelligence have city-wide responsibility. The command staff of the police department includes the chief of police, six assistant chiefs, and a non-sworn director of personnel. The chief, assistant chiefs, and personnel director sit as the chief's executive committee and are responsible for the primary strategies of the organization.

## MISSION STATEMENTS

### Macro Statement:

The mission of the San Diego Police Department is to maintain a peaceful, orderly community through the provision of police services that are of the highest quality and are responsive to the needs of the citizens of San Diego. The organization shall contribute to the safety and security of the community by:

- \* Protecting life and property
- \* Reducing the opportunities for criminal conduct
- \* Apprehending those who commit criminal acts
- \* Ensuring the safe and orderly flow of traffic
- \* Providing police services that are fair, unbiased, judicious, and respectful of the dignity of all individuals.

### Micro Statement:

In an effort to achieve the mission in the future, the Department shall strive to develop a strategic management model which:

- \* Requires that the strategic planning process include every level of the organization.
- \* Includes a wide spectrum of representation from outside of the organization in the planning process
- \* Completes strategic planning for a broad scope of future scenarios.
- \* Considers the priorities of the community, the availability of resources, and local government control in the planning.

## SITUATIONAL AUDIT

The process is referred to as WOTS-UP, an acronym for Weaknesses, Opportunities, Threats, Strengths-Underlying Planning. The San Diego Police Department was assessed by a panel of Department investigative lieutenants on the threats and opportunities by the external and internal environments.

## ENVIRONMENTAL ANALYSIS

The environmental analysis examines the threats and opportunities that exist which may impact the issue of an optimal management model for law enforcement and the ability of the organization to achieve the goals relative to the issue. The analysis covers social, economic, legal, technological, and political factors.

### Opportunities

**Social:** The existing social climate in San Diego is to provide assistance to the police department in problem solving efforts. This desire is supported by the political leaders, business leaders and agencies working with the police department such as the fire department, probation, and park and recreation to name a few. The population served is rich in ethnic diversity and runs the full range of age and income.

The following are the 1990 Census population figures for the City

of San Diego:	White	58.7%	651,735
	Hispanic	20.6%	229,519
	Filipino	5.6%	63,150
	Black	8.9%	98,852
	Asian	5.4%	60,263
	Native American	.6%	6,909
	Other	.01%	121

**Economic:** Reduced resources, due in part to increased demand, create the atmosphere that the police department must be efficient as possible with the precious resources available.<sup>19</sup> Most members of the community are aware of the problem, and are, perhaps, more willing to accept new ideas, some of which equate to change.

The law enforcement function remains a priority in the city budget. The police department has little control over the level of funding which allows the focus on efficient ways of using the resources available.

The police department has the opportunity to study what has occurred during past years in the area of funding. Developing strategic decisions based on forecasted levels should allow enough time for assimilation by all of the members, and allow future energy to be used in other areas of concern, like efficiency. Alternate funding sources may also be explored with the more diverse input.

**Legal:** The police department operates under a mandate of citizen review which has become an accepted part of the organization. The familiarity with citizen review helps develop the philosophy that the community served must be included in the strategic planning of an organization.

The relations with labor organizations are well established and lines of communication currently exist. The flow of communication between these organizations and the department should be used to obtain input in the strategic development of fundamental changes in management.

**Technological:** The existing public broadcasting networks offer an excellent media to communicate with the households in San Diego. The developing technology of interactive multi-media and fiber optics may also be considered to help communicate with people. The communication is essential if the organization desires input from wide ranging sources. The City of San Diego is currently considering its own communications "super highway".

The future development of non-lethal and low-lethality weapons may serve to improve the communications between the community and police.

**Political:** The existing local government places a priority on efficient law enforcement. There also exists an excellent working relationship between the City Manager's office and the police department administration. This relationship is an opportunity to gain the input of the city council, planning groups, other city departments, and special interest groups.

The President's administration recently developed a plan supporting the strengthening of law enforcement in the United States. California's Governor has described the negative impact illegal immigration has on California resources. The Governor specifically pointed out the problems in the area of law enforcement. These policies help to strengthen the need for action on the part of the community to take responsibility for participating in problem solving with law enforcement.<sup>20</sup>

#### Threats

**Social:** The United States/Mexico border is also the border

between the cities of San Diego and Tijuana. The influence these two cities have on each other continues to increase. The border may become more transparent with the North American Free Trade agreement (NAFTA).<sup>21</sup> Considering the levels of legal and illegal immigration to the United States through San Diego, many of the immigrants choose San Diego as a place to settle. A high level of energy is needed for the new residents to be assimilated into the culture of San Diego.

To deal with the changing demographics of San Diego, the police department also must expend higher levels of energy making tactical, today decisions which may result in less focus on developing an effective future oriented strategic planning process.

**Economic:** The trend of decreasing funding levels to operate city budgets in California is forecast to continue well into the future.<sup>22</sup> The level of resources could affect the manner in which strategic planning is viewed. There is no quick fix.

Forecasting and planning for the future may indicate the need to acquire certain equipment and human resources to achieve the desired outcome. A weak economy may prevent that acquisition.

**Legal:** The desired model of management ten years from now may require changes in statutes to increase the level of effectiveness in some areas.

The area of labor law is of major concern if the planning process indicates a change in structure of an organization.

The broadening of responsibility for the manner in which a police organization carries out its mission could mean an expansion



of exposure to liability. The people being asked to take on these added responsibilities may be discouraged by the threat of litigation.

**Technological:** The difficulty technology poses is the rapid pace of new developments. The level of communication and interaction with the environment surrounding a police agency may increasingly depend on technology to accomplish the task.

The economics of local government indicate it is not likely that the necessary hardware and related materials shall be provided by government, to the constituents, to increase the flow of communication. The participants are asked to acquire the needed equipment at their own expense. There may be some hesitancy to make that kind of commitment considering the pace of change in technology.

Technology may reduce the need for face to face contact between service providers and service users. This lessening of personal contact may not promote a sense of responsibility and ownership of problem solving.

**Political:** "What's in it for me"? The mayor, council members, council districts, city manager, planning groups, town councils, other special interest groups, other city departments, and anyone with a stake in law enforcement delivery ask this question. That is not to say that the question should always be viewed as negative. However, with varying agendas, the task of negotiation to reach common understandings can be difficult.

An organization may develop an excellent method of management

that includes an efficient method of strategic planning. Ideally, the plans that are developed consider the many political realities. The problem can be compared with the threats described in the area of technology. The pace of change in political agendas may undermine the best of plans.

#### ORGANIZATION ANALYSIS

The organizational analysis, by the author, evaluates the strengths and weaknesses of an organization relative to the completion of a task or plan. The analysis was accomplished by questioning random members of the organization.

#### Strengths

\* The levels of management in the San Diego Police Department have been reduced. The elimination of layers may enhance the communication necessary to achieve changes in the philosophy of leadership.

\* Diversity among leadership of the Department has been broadened in recent months. The assumption can be made that the diversity provides an opportunity to bring a wide range of ideas to the table when deciding how to manage change in the organization. A range of diversity also exists among the rank and file.

\* The Department has used the method of including members of the community to help make decisions in the past. The experience of dealing with the community in this manner may help to facilitate the desired goal of comprehensive strategic planning.

\* The Department as a whole is viewed by the community, including the media, as having a high level of commitment and

integrity. An example of this assessment was the successful manner in which the Department dealt with the unrest following the riots in Los Angeles following the trial of the police officers involved in the Rodney King incident. There were virtually no negative incidents.

\* The organization is currently going through a self examination process to determine the future of the problem solving style of policing. The leadership is open to and asking for input from a wide range of internal and external sources to help develop a plan. The experience may enhance the desire and opportunity to achieve a desired management model for the future.

\* Advances in technology in the patrol vehicle have allowed the individual officers to spend less time completing routine tasks such as record inquiries. This trend provides the opportunity for the officers to engage in communicating future ideas for strategic planning using the technology with which they are proficient.

#### Weaknesses

\* The San Diego Police Department employees approximately 2700 persons. The number of employees represents a challenge to effect change. As with many large organizations, information is filtered during the communication process.

\* The Department does not have a well understood planning process that is designed to examine the future, nor does the planning that takes place involve all facets of the organization.

\* Accountability is compartmentalized. While competition is viewed as healthy, leadership must decide and agree on the basic

goal if strategic planning is to succeed.

#### STAKEHOLDER ANALYSIS

Upon completion of the assessment of the organization, a Modified Policy Delphi process was used to complete the next step. A group of San Diego Police Department lieutenants identified stakeholders relative to the issue of the Department's style of management. A stakeholder is described as an individual or group who have the capacity or potential to impact an organization's ability relative to the issue, may be impacted by what is done, or who simply care about what is done. The stakeholder list describes assumptions held about the stakeholders. An assumption, for the purpose of this study, is defined as basic, deep rooted values and beliefs that groups or individuals have about something. The stakeholder list may include snaildarters which are unanticipated stakeholders who could have an impact. Following each entry, assumptions held by the stakeholders, relevant to the issue, will be listed.

#### Stakeholders

1. The Chief of Police.
  - A. That the Chief of Police is responsible for the overall management style of the Department.
  - B. That there exists a better way to manage for the future.
2. The Police Command Group (Asst. Chiefs, Captains).
  - A. Changes are needed in the planning process for the management of the Department.
  - B. Will resist a plan that does not require their

meaningful input.

3. The rank and file of the Department.
  - A. They have a strong interest in the future management of the organization.
  - B. They understand the need for a proper foundation on which management issues are decided.
  - C. They will accept and implement decisions if included in the process of decision making.
4. Other law enforcement agencies in San Diego county.
  - A. There exists a desire to work with the San Diego Police Department.
  - B. Will participate in the process if requested.
  - C. They are interested in any future affect management changes have on inter-agency communication.
5. Residents of the city of San Diego.
  - A. The residents are concerned about the leadership of the Department.
  - B. That many evaluate the Department by the level of crime and response time.
  - C. The majority are not heard from on a regular basis, and are not aware of the complexities of the issue.
  - D. They are concerned about the service level of law enforcement and want to be included in future planning
6. News media.
  - A. They are responsible to the community to provide accurate information to the public, regardless of the issue.

- B. Have influence over the amount of information supplied to all the stakeholders.
  - C. May only have an interest if the efforts are considered newsworthy.
7. The City Council.
- A. Will support the issue in theory.
  - B. The level of support will be directly associated with future funding
  - C. Does not desire change that lowers the level of service in any particular area.
8. Police Volunteers and Reserves.
- A. Will remain active members of the Department.
  - B. Would support the process regardless of the level of involvement.
9. Labor organizations.
- A. May resist change if they feel it would negatively affect working conditions.
  - B. Will desire to be a participant in the planning process.
10. San Diego corporate/business community.
- A. Desire to maintain or better current service level from the Department.
  - B. May become members in partnership with the Department to formulate plans and support with fiscal resources.
11. Private vendors serving the Department. SNAILDARTER
- A. May not be willing to participate in Department

planning.

- B. May have a major role in the technological future of the Department.
- C. May resist change if it indicates that level of business may diminish.

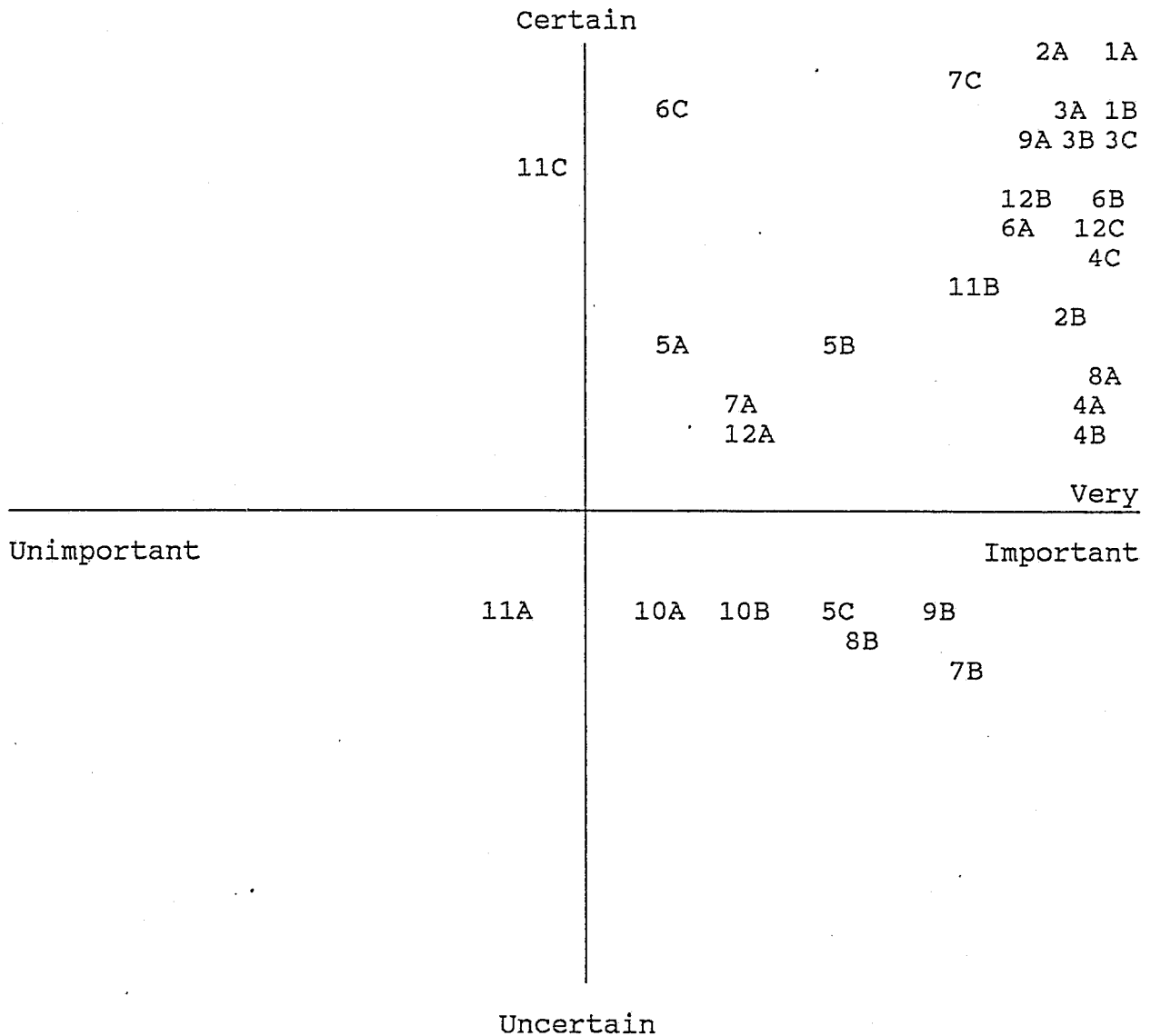
12. Military community in San Diego.

- A. May remain as a resource for police recruits and other positions in the organization.
- B. Should remain a significant influence in the San Diego economy for many years.
- C. The military community is a major recipient of police services and should be considered in future management planning.

The following table maps an evaluation of the degree of certainty and importance to the issue of each of the assumptions of the stakeholders.

The upper right quadrant of the map illustrates the assumptions that should be strongly considered when developing strategies to transition to the desired future. One significant assumption, if not accurate or properly planned for, could defeat the mission of the project. For example, assumption 2A is that the Department command staff believes that changes are needed in the planning process for the management of the Department. If this is not accurate, the staff could attempt to block any transition to a future model.

Table 4: STAKEHOLDER ASSUMPTION MAP



Legend

- |                         |                                  |
|-------------------------|----------------------------------|
| 1. CHIEF OF POLICE      | 7. CITY COUNCIL                  |
| 2. POLICE COMMAND GROUP | 8. VOLUNTEERS AND RESERVES       |
| 3. RANK AND FILE        | 9. LABOR ORGANIZATIONS           |
| 4. OTHER AGENCIES       | 10. CORPORATE/BUSINESS COMMUNITY |
| 5. RESIDENTS            | 11. PRIVATE VENDORS              |
| 6. NEWS MEDIA           | 12. MILITARY COMMUNITY           |

\* LETTERS (A,B,C) INDICATE ASSUMPTIONS.



## DEVELOPMENT OF ALTERNATIVE STRATEGIES

The Modified Policy Delphi panel was asked to discuss and develop strategies that would serve to achieve the goal of the optimal model of management within the San Diego Police Department.

Once the group members established a list of alternatives, they were asked to develop a set of criteria, based on the issue of management, to rate the alternative strategies. The group discussed the alternatives in terms of pros and cons, e.g. costs in dollars and political considerations.

The following outline describes the rating criteria, the top ranked strategies, and the preferred strategy.

### Rating Criteria

1. The cost, in dollars, for implementation.
2. Political consequences of decisions.
3. How much time to implement.
4. The ability of the stakeholders and/or participants to understand the alternative chosen.
5. Compatibility with future forecasts.
6. Logistics/technical considerations.

### Strategies

**ALTERNATIVE ONE:** The Department would contract with a consulting firm to develop a blueprint for implementation of a strategic management model. The blueprint would include an assessment of the current management styles, structure, stakeholders and changes required.

**Pros:** Attractive because it allows the employees and other

stakeholders the ability to offer ideas with little responsibility for the logistics of the process.

Should not tax current work levels of employees.

May be less time consuming.

Cons: Rated as potentially the most expensive.

The least likely to gain widespread acceptance.

ALTERNATIVE TWO: The Chief of Police would appoint an assistant chief to develop the description of the structure of the optimal management model that would best fit the San Diego Police Department. This would be the exclusive duty of the appointee until implementation and evaluation.

Pros: Ranked high with the understanding that the organization could absorb the loss of a chief officer for a long period of time.

Potentially a shorter process based on the assumption that the designated leader would be familiar with the political climate and many of the stakeholders.

Cons: Too much autonomy could result in a description that would be lacking in scope.

The persons available to take on the project may lack the skills needed to complete the task or may not be willing to take on the responsibility of a quality end product.

ALTERNATIVE THREE: The Chief of Police would designate a group of persons as a steering committee to analyze the current structure of the Department. The committee would assess where changes should take place to facilitate the transition to the optimal model of strategic management. The Chief would act as the chair of the

committee.

Pros: This strategy rated high in the political category, based upon the assumption that the Chief would be candid and diverse when making selections.

Should be able to use key stakeholders on the committee.

Cons: The logistics/technology rating was lower than the previous two alternatives.

The Chief may not have adequate time for the project.

#### PREFERRED STRATEGY

Alternative three is the preferred strategy with one significant change. The Chief of Police would designate an assistant chief to chair the committee. It ranked high in the political category because the committee would include representatives from throughout the Department. The committee would also include representatives from the community.

The panel felt that the accountability of each participant would be greatest in this strategy.

By designating a full time chief officer, plus the input from every division within the Department and external sources, the assumption was the project would be taken seriously.

The group forecast that this strategy would best evaluate the spectrum of information, trends, and events needed to provide a useful guide. It was also determined that it was most suitable to the goals relative to the mission of the Department in that it: requires strategic planning; includes a wide spectrum of representation; completes strategic planning for a broad scope of

future scenarios; considers the priorities of the community.

## IMPLEMENTATION PLAN

### Key Issues

\* The goal of reaching the optimal strategic management model must be clearly defined. The plan should define how each element in the organization will access the strategic planning process and fit into the overall strategic management structure. Each element must also include the awareness of the effects that the community, availability of resources, and local government control have on the process.

\* The process must remain focused on the goal of the project.

\* Each stakeholder group should be consulted from the beginning of the project.

\* That each step of the process be clearly and adequately transmitted and explained to the stakeholder groups. This issue includes the need to insure a wide spectrum within the stakeholder community be exposed to the information. Equally important is the element of feedback. This task may become less difficult in the future using the emerging technology of interactive multi-media communication.

### Major obstacles

\* The sometimes overwhelming volume of work that exists on a day to day basis makes a project of this magnitude a difficult one at best.

\* Communication and education of the organization to gain acceptance and ownership of the desired goal.

### Step Sequence

1. Negotiate the strategy with the key stakeholders. The suggested method is described in "Getting To Yes-Negotiating Agreement Without Giving In"<sup>23</sup>. The system proposes the following four principles:

- \* Separate the people from the problem
- \* Focus on interests, not positions
- \* Invent options for mutual gain
- \* Insist on using objective criteria

2. Define the goal sufficiently for the participants to gain consensus on the mission.

3. Use diverse avenues to gain a wide spectrum of participants.

4. Educate the participants in the strategic planning process in advance of requesting them to use the system to complete the mission.

### Progress Evaluation

Assess the level of understanding of the objectives of the project by a combination of verbal and written surveys of the participants and the stakeholders. The assessments should be memorialized.

The realization that time and resources are limited should be balanced with the need to evaluate often enough to keep focused on the issue.

To assist with research and collection of data for evaluation, a volunteer committee would reduce costs and would facilitate support for the plan. The group would also help sell the final

product.

The executive committee would be responsible for completion of the project. The previously developed stakeholder and assumption lists would be used to make sure all of the all of the areas of concern have been considered and dealt with.

Using the strategic decision making process to help develop the issue of future management of law enforcement in large urban areas of California exemplifies the need to design the optimal model around strategic planning.

"The basic fact-that even new strategies of policing that prove effective in traditional terms will not necessarily mean less work for the police-has a major implication for police executives. The new strategies with their wider range of tactics, new menus of possible responsibilities, and new roles for officers and managers, will require more, not less, in the way of strategic management and hard choices about resource allocation."<sup>24</sup>

"Over the last two decades, public policy has become an ever more important determinant of corporate behavior, as market outcomes have been increasingly altered through the public policy process in the form of legislation and regulation to address issues of importance to society."<sup>25</sup>

This implementation plan provides the elements, which, if followed, should lead to the optimal management model. The following section will present a plan for a smooth transition to the future.

SECTION III  
TRANSITION TO THE FUTURE  
IMPLEMENTING THE PLAN

## INTRODUCTION

To answer the question of how to transition to the management model that will effectively manage the change that occurs in the next ten years in urban California law enforcement, a strategy was developed using an analysis of the existing San Diego police Department organization and a modified policy delphi group. Alternative strategies were also developed.

The preferred strategy was developed by studying the organization from the outside (environmental), as well as the inside. Threats and opportunities in social, economic, legal, political, and technological areas were examined in the environment. Organizational strengths and weaknesses were studied on the inside.

Paramount to the strategy is creating the desired future as described in the Normative scenario. To achieve the desired future. the organization must transition to one that: requires that the process include every level of the organization; includes a wide spectrum of representation from outside of the organization in the planning process; completes strategic planning for a broad scope of future scenarios; considers the priorities of the community, the availability of resources, and local government control in the planning, design, and structure of the final optimal management model.

This section of the study will describe the persons/positions critical to the project, the project management structure, and the methods and technologies employed to implement change.



## CRITICAL MASS

Critical mass is defined as the minimum number of persons who must support desired changes. If they do not, it is likely that the effort will fail.

The following positions have been identified as members of the critical mass:

### \* Chief of Police

The Chief of Police is currently in favor of a change in the management style of the Department and is characterized as a person who wants the change to occur. The Chief has implemented changes to move the Department into a problem solving approach in every function. The transition to the optimal model will enhance the problem solving approach and prepare the Department for the changes of the future. The Chief is committed to make it happen.

### \* Police Command Staff

The Command Staff of the Department consists of the Chief, six assistant chiefs, and a non-sworn personnel director. The group is diverse, with a broad base of education, experience, and interests.

For the plan to succeed, this group must work as a team. Each member has a stake in the future of the organization. Several are future candidates for chief of police.

The current group level of commitment is to let it happen. When they understand the benefit of preparing for the future and how an optimal strategic management model can be designed to fit the San Diego Police Department, they will help make the transition happen.

\* Project Director

The project director is in a position to undermine project. The strategy of naming an assistant chief helps to vest his or her interest in a successful transition and develops the commitment to make the change happen. This person must be a skilled planner, negotiator, personable, trusted, politically astute and someone who wants the change to occur and shall make it happen.

\* City Manager

The City Manager is currently in favor of letting the change happen, which is what is minimally needed for the transition to be successful. To help insure that there is a greater chance for success, the City manager may be convinced to help the change occur. This can be accomplished by demonstrating to the City Manager that the change shall positively improve the relations the Police Department has with the community and the other City departments. Also, the improved efficiency shall help to improve the budget situation in view of declining resources.

\* City Council

The Mayor shall let the change occur as long as it is beneficial to the Community and to the efficiency of the Department. The Mayor's position may be improved to the level of making the change happen by demonstrating the political benefits of supporting the transition plan.

The following table shows the starting commitment of the critical mass members and the ending commitment level to accomplish the transition.

Table 5: CRITICAL MASS COMMITMENT CHART

COMMITMENT	Block	Let it	Help make	Make it
POSITION v	*****	happen	happen	happen
Police Chief				O X
Command Staff		O >>>>	>>>>>>>>>	>>>> X
Project Director			O >>>>	>>>> X
City Manager		O >>>>	>>>> X	
City Council		O >>>>	>>>>>>>>>	>>>> X

O = Starting Commitment

X = Ending Commitment

MANAGEMENT STRUCTURE

The structure chosen for the management of the transition is the project manager model. An assistant chief should be the project manager. In this capacity, he or she will be responsible for getting the job done using available and established resources inside and outside of the Department.

The project manager system is best suited for the project because the authority and responsibility of the position are established which lessens the anxiety that the task may overwhelm the participants. The task requires initial identification of the persons, groups, organizations, and resources needed to successfully complete the transition. This step is critical to identify all of the stakeholders. Also critical is the definition of absolutely clear goals for the project. This would include the

identification of what should remain constant throughout the transition and what needs to change.

The process will include the establishment of communication mechanisms, subcommittees, responsibilities, evaluation and education methods.

The first step in the process will be to bring together the team of representatives to design the transition plan, identify others that should be included, establish responsibilities, and set an initial timetable. From this point, the tools, resources, and methods will be established.

#### TECHNOLOGIES/METHODS

It is essential that each step in the process be communicated and explained to all who will be or are affected by the actions during the project. To facilitate the needed communication, a variety of methods will be used, including but not limited to publicized group meetings, written announcements, electronic media, and telecommunications.

The evaluation of the project will include a survey of the participants requiring an objective rating of the effectiveness of the management style. Subjective opinions will also be welcomed as constructive criticism.

Also essential to the success of the management of change is the assigning of responsibility for the steps to occur. Role clarification serves to reduce friction and establishes involvement of the actors. The following table shows the critical mass actors by identifying their level of responsibility for the steps that

need to be taken during the transition management period.

The acronym for the technique is RASI, which stands for responsibility, approval, support, and inform. The decisions on assignment of responsibility are made by consensus among the critical mass actors.

Table : RESPONSIBILITY CHART

<u>STEPS</u>	<u>ACTORS</u>	Police Chief	Command Staff	Project Director	City Manager	City Council
Select project director		A	R	S	I	I
Formulate surveys		I	A	R	I	I
Select subcommittees		I	A	R	I	I
Set up communications system		I	A	R	S	I
Formulate design of management model		I	A	R	A	S
Evaluation of stakeholders		S	A	R	S	S
Implement planning system		A	S	S	R	S
Evaluation of progress		A	A	R	I	I
Monitor for future change needs		S	S	R	I	I
Ongoing evaluation and annual reports		A	A	R	A	I

LEGEND: R = RESPONSIBILITY for step  
 A = APPROVAL of step taken  
 S = SUPPORT for step taken  
 I = INFORMED before step taken

## PLAN OUTLINE

### I. Time Table

- A. July, 1994 - Formation of executive committee.
- B. October, 1994 - Complete survey of Department for source information.
- C. December, 1994 - Complete formation of subcommittees and identification of stakeholders.
- D. March, 1995 - Complete the development of systems of communication inside the Department and to the environment.
- E. June, 1995 - Complete development of management model changes, including evaluation and announcement to all who participated or shall be affected.
- F. July, 1995 - Implement changes.
- G. October, 1995 - Initiate first review and evaluation of changes. Continue review and evaluation bi-annually for any adjustments for two years, then annually through July, 2004.

### CONCLUSION

The completion of this future study on the issue of what will be an optimal management model for municipal law enforcement agencies in large urban areas of California by the year 2004 has developed a plan for an agency to develop the model. Examination of the future scenario indicates that strategic planning, which is open to every individual in the organization and the community, uses technology to its advantage, and considers the role of local government, should be a part of each element in the organizational

structure.

The effect of community influence will be that each element of the planning, structure, and management of the model organization will include meaningful participation of community stakeholders if the model is to be effective.

The effect of resource availability will be that the model will be required to plan for multiple levels of human and fiscal resources considering the trends forecasted in the areas of the economic shift from manufacturing to service, poverty levels, and the emphasis on crime prevention.

The effect of local government control will be that the structure of the model may be required to be modified to conform to the possibility of future combining of services or wholesale local government regionalization.

While the future can not be predicted, it is safe to say that a variety of possible situations may occur. Key to every management model in every organization are the people responsible for the work.

"Human assets will gain value as the economy becomes more global and interconnected, and technology more accessible. In a constantly changing world, applied intelligence--innovation and creativity--is the number-one growth motivator. A company's sustainable growth reflects its long-term health and its ability to retain central people."<sup>26</sup>

In a world in which information, raw materials, and technology move freely across corporate and national borders, the bulk of an organization's assets are interchangeable with those of any other organization. The same basic tools are available to the firm, whether it is in Toledo or in Taiwan. Only one asset holds the power to differentiate it in this environment: a dedicated, productive, innovative work force.<sup>27</sup>

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NOMINAL GROUP TECHNIQUE WORKSHOP

DATE: June 18, 1993 (Friday)  
TIME: 11:30 a.m. to 3:30 p.m.  
LOCATION: 1401 Broadway - Police Administration Building  
7th Floor, Chief's Conference Room

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- \* Please enter main floor and obtain your visitor's pass. Parking is available in the lot on the west side of the building. Enter off of "E" street (parking pass enclosed).
- \* Sandwiches, soft drinks, and coffee shall be provided for a working lunch. If you have a preference for a sandwich type, please give me a call before Thursday, June 17, 1993.

I look forward to seeing you and again, thank you for your assistance in this project.

Greg Clark, Lieutenant  
San Diego Police Department  
Homicide Section  
531-2271 (Voice Mail)

AGENDA

MISSION: To identify (nominate) trends and events likely to impact municipal law enforcement in urban areas (if not all areas) of California by the year 2004.

11:30 Lunch/Introduction

Individual generation of ideas

Round Robin recording of ideas

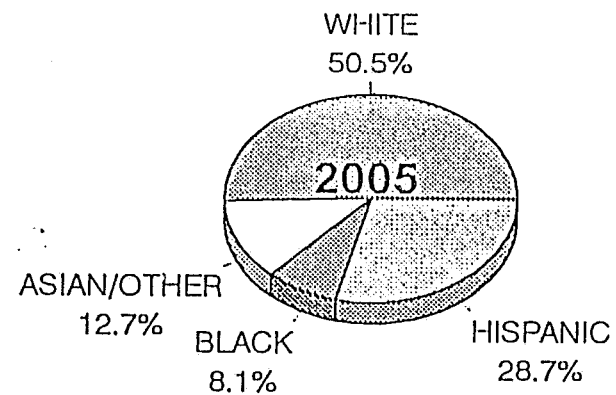
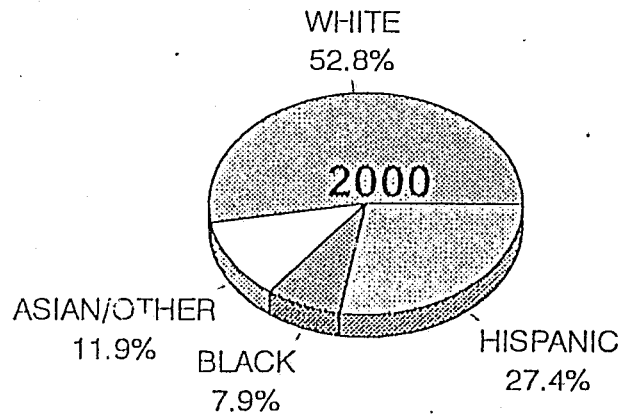
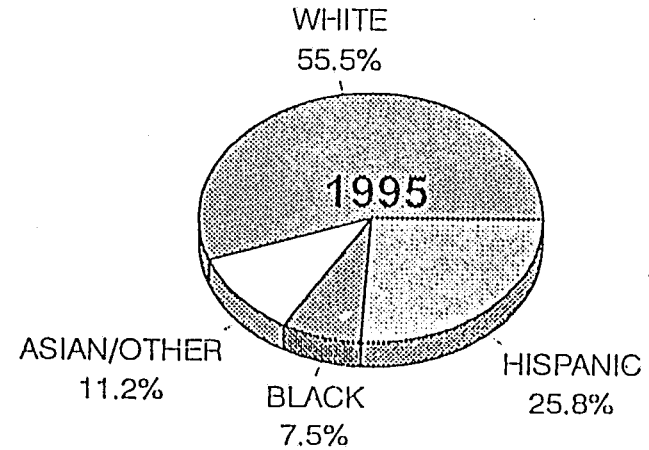
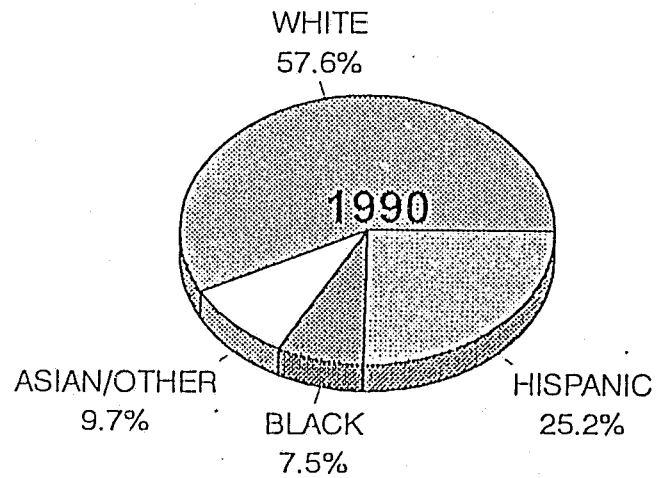
Serial discussion for clarification

Preliminary vote on items

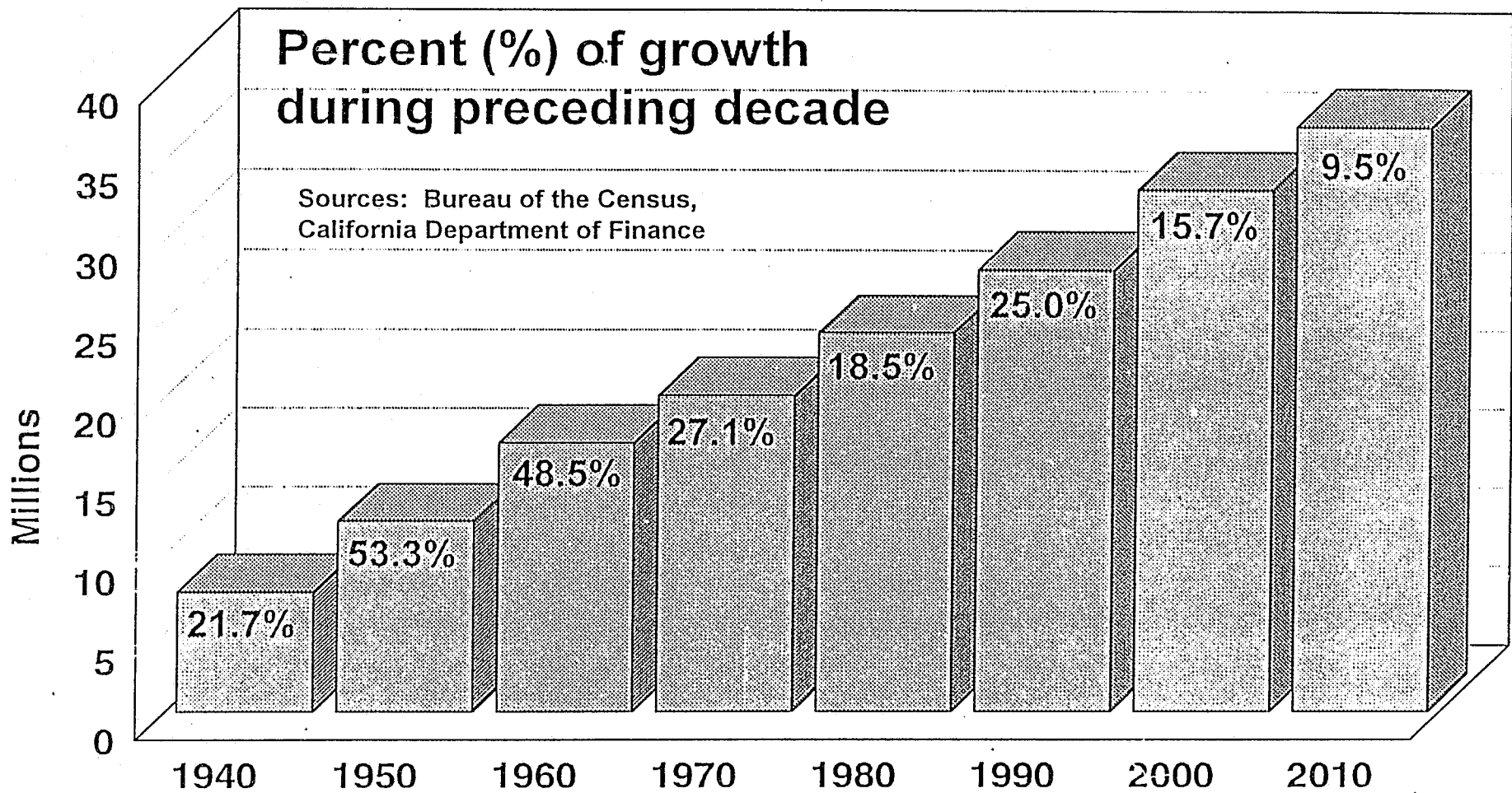
Final vote

3:30 Adjournment

# California's Ethnic Growth

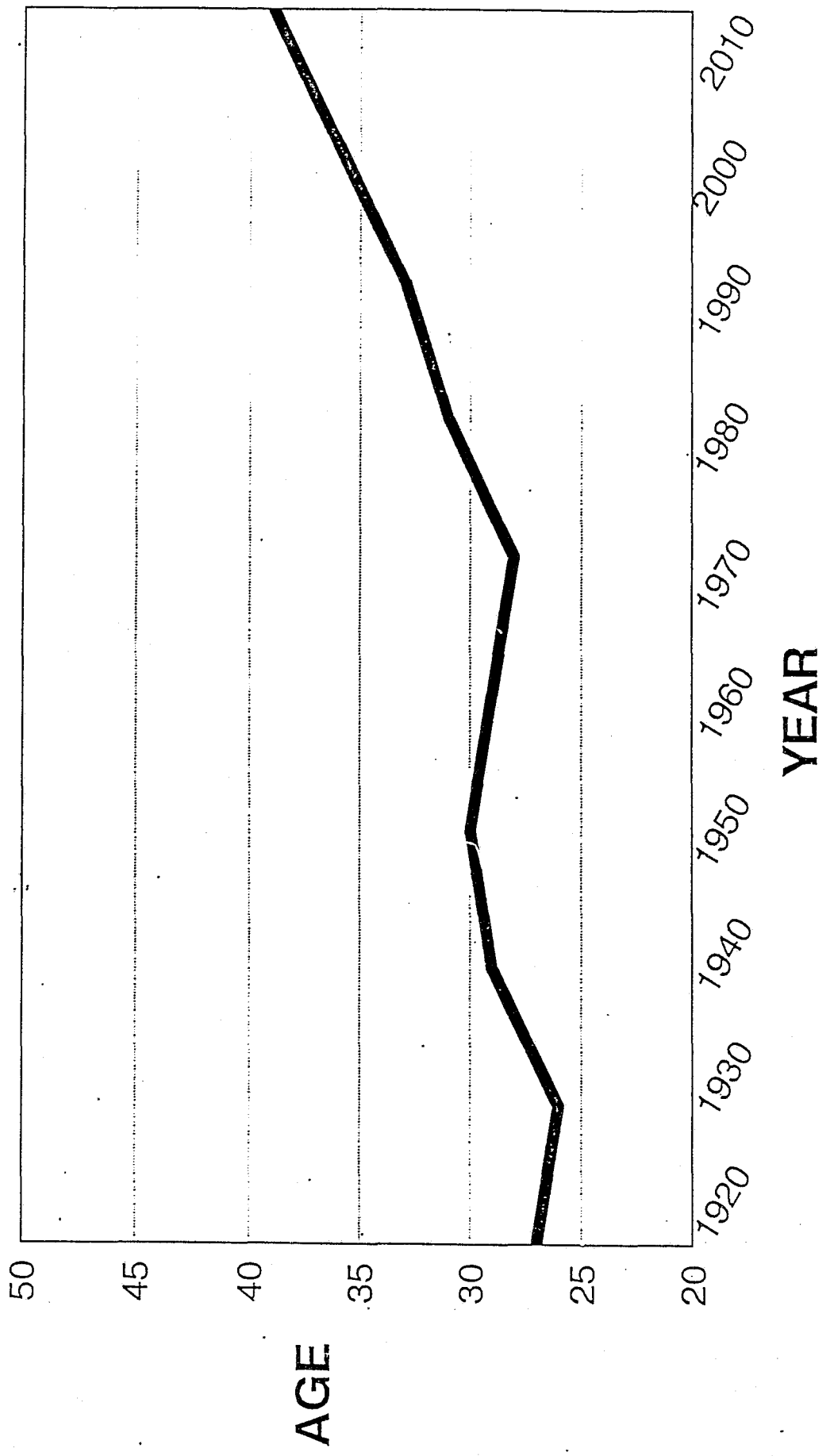


# California's Population Growth



Source: California Forecasts - the Kiplinger California Letter, Copyright 1989 (Rev. 1990)

# UNITED STATES POPULATION MEDIAN AGE





## CANDIDATE TRENDS

1. Percent of change in California demographics
2. Level of regionalization of agencies and services
3. Level of involvement by the community in law enforcement
4. Level of violent crimes that involve the use of firearms.
5. Level of civilian oversight of the law enforcement
6. Level of poverty in urban California
7. Rate of shift of the economic base from manufacturing to service
8. Level of health care costs associated with drug abuse
9. Level of emphasis in law enforcement on the prevention of crime versus enforcement of criminal statutes
10. Degree of transparency of the U.S./ Mexico border
11. Level of tax base
12. Level of cost recovery and revenue based programs
13. Level of privatization of police services
14. Level of speed of and effectiveness of information sharing
15. Level of unemployment
16. Level of public transportation
17. Level of domestic violence
18. Level of impact of news media on management
19. Level of involvement in local law enforcement by federal law enforcement
20. Level of impact of labor unions on management
21. Level of changing leadership styles
22. Level of civilianization in law enforcement
23. Level of higher education among law enforcement management
24. Level of diversity within law enforcement management

## CANDIDATE EVENTS

1. State-wide creation of regional governments based on existing county lines thereby eliminating other forms of municipal government.
2. Riots of high magnitude take place simultaneously in large urban areas of California.
3. Legal immigration to the U.S. is severely restricted from the current levels.
4. Use of illicit drugs is legalized.
5. California suffers a major earthquake of at least 8.0 magnitude.
6. Permanent one time cure for drug and alcohol addiction is found.
7. Possession of all firearms is prohibited.
8. U.S. falls into a severe national economic depression.
9. U.S./Mexico border is closed in California.
10. New, effective, and inexpensive non-lethal weapon is invented for law enforcement use only.
11. Nuclear World War
12. Cure for AIDS
13. Community policing officers caught in corruption
14. California split into two or more states
15. State legislation mandates civilian review boards
16. State legislates that local government get money and management responsibility for social services
17. State legislates that all police chiefs be elected