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**WHAT IMPACT WILL CHANGING DEMOGRAPHICS HAVE ON  
THE ROLE OF MEDIUM SIZE SUBURBAN POLICE AGENCIES  
BY THE YEAR 2004?**

TECHNICAL REPORT

BY

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COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JUNE 1994

18-0360

What Impact Will Changing Demographics Have on the Role of Medium Size Suburban Police Agencies by the Year 2004?

R. J. Rice. Sponsoring Agency: California Commission on Peace Officer Standards and Training (POST). 1994. 106 pp.

Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA. 95816-7053

Single copies free. Order number 18-0360

National Institute of Justice / NCJRS Microfiche Program, Box 6000, Rockville, MD. 20850

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### **Abstract**

#### **BACK TO THE FUTURE : THE CHANGING NATURE OF POLICE FUNCTIONS**

What Impact Will Changing Demographics Have on the Role of Medium Size Suburban Police Agencies by the Year 2004?

Rice, R.J.

Consisting of two parts, a technical report and a journal style article, this study examines the impact of changing demographics on the role of medium size suburban police agencies by the year 2004. The technical report details the methodologies utilized to identify and forecast ten trends and ten events likely to impact the study issue during the ten year period. Potential trends include: immigration; crime rates; demand for police services; institutional reliance; revenues to local government; violence in communities; community involvement; public/private partnerships; cultural segregation; and available technologies. Forecasted events include: a major military conflict; a large scale suburban riot; a ban on gun sales; a ban on immigration; a large scale local tax increase; a military police force; legislated regionalization of police services; service user fees; mandated privatization of police services; and a resident officer program. The model strategic plan developed for medium size suburban police agencies recommends the establishment of a community based mechanism for determining service priorities and directing police functions. The transition plan presents a management structure and implementation technologies with which to direct the organization from the present to the desired future. Study conclusions involve the externalization of organizational missions, the establishment of interactive communication systems, and modifications to traditional organizational structures. Included in the text and appendixes are a bibliography, charts, graphs, selected notes, supporting documentation, and tables. The journal style article introduces and defines the study issue and focuses on the strategic plan.

**BACK TO THE FUTURE : THE CHANGING NATURE OF POLICE  
FUNCTIONS**

**WHAT IMPACT WILL CHANGING DEMOGRAPHICS HAVE ON  
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BY THE YEAR 2004?**

JOURNAL ARTICLE

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RUSSELL J. RICE

COMMAND COLLEGE CLASS 18

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JUNE 1994

**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).**

## INTRODUCTION

The energy from a global high pressure system is creating a significant on-shore flow along the eastern slopes of the Pacific Rim. As the winds of demographic change sweep across California they alter not only the landscape, but the social fabric as well. As the social fabric of a community changes, so changes the educational, religious, and political make-up of that community.

The winds of demographic change are not a recently realized phenomenon. Recorded population movement dates back to the Old Testament. Whether motivated by famine, flood, religious oppression, government incursions, or the opportunity to improve their personal station, the peoples of the world have forever been on the move and have forever changed whatever they found.

Since the early 1600's America has been what many of these people have found. "But the stock planted in the 1600's was basically English. In the eighteenth century it turned British as Scots and Irish arrived in significant numbers, then partly European through an influx of Germans. Those initial colonial migrations to "British North America" illustrate forces that are still at work today."<sup>1</sup> However, today these forces are at work on people from every corner of the globe.

## THE PAST

From a historical perspective, major demographic shifts in this country have coincided with major waves of immigration. Following colonization the first major wave of immigration built between the 1830's and the 1850's when some five million people, mostly fleeing the "Great Hunger" of Great Britain and Ireland, came to this country seeking religious freedom and an opportunity for self-reliance.

The second major wave of immigration arrived around the turn of the century when the "huddled masses" of northern and western Europe responded to an invitation for inclusion into the social fabric of this country. This second wave came ashore at Ellis Island to discover American municipal policing fully engaged in social service.

At a time referred to by police historians as the political era of policing, so named because of the close ties between the police and politics, police actively participated in the assimilation of the newly arrived. According to Eric Monkkonen, the police established soup lines, provided shelter to the homeless, and found jobs for the unemployed.<sup>2</sup> Police were an integral component of the communities they served and, as such, were empowered by the political forces within those communities. The primary functions of political era police included crime control, order maintenance, and broad social services.

By the 1930's the fear of police corruption had brought about the reform era of policing and an end to social involvement by municipal police. During this period police sought legitimacy by distancing themselves from politics, developing themselves as "law enforcement" professionals, and establishing themselves as an autonomous component of the community. "Under such circumstances, policing a city became a legal and technical matter left to the discretion of professional police executives under the guidance of law. Political influence of any kind on a police department came to be seen as not merely a failure of police leadership but as corruption in policing".<sup>3</sup>

## **THE PRESENT**

Although many years have passed since the reformation, there has been no

significant change in the basis of police legitimacy. According to Kelling and Moore, "Law continues to be the major legitimating basis of the police function. It defines basic police powers, but it does not fully direct police activities in efforts to maintain order, negotiate conflicts, or solve community problems".<sup>4</sup>

As we approach the last decade of the last century of this millennium we are standing in the wake of the third major wave of immigration. This wave is not only more substantial than any preceding it, but much more vibrant with the diversity of color and culture. Unlike those who came ashore in the political era of policing, the people of the third wave are not emigrating from northern and western Europe. The three most common countries of origin for immigrants today are Mexico, the Philippines and Korea.<sup>5</sup> Nor are these people descending on Ellis Island, but instead flooding communities along the opposite coast. Forty percent (40%) of the 1,827,167 legal immigrants who came to this country in 1991 settled in California.<sup>6</sup>

Also unlike their predecessors, this new generation of immigrants do not appear to be fully assimilating into the American culture, but instead clinging to their cultures and languages of origin. Another characteristic which differentiates these newly arrived from their predecessors is the tendency to bypass the compacted urban areas for the less populated, but burgeoning, contiguous suburban communities throughout southern California. Some of these communities, such as those in Orange County, are projected to grow by as much as 39% between 1990 and 2000. While the Caucasian population in Orange County is anticipated to grow by 85,000 during that time, the Hispanic population is expected to grow by as much as 300,000, and the Asian population by some 130,000.<sup>7</sup> Some multiculturalists claim that should this trend continue, minorities will outnumber Caucasians in Orange County by the year 2010.

## THE PROBLEM

The social pressures created by the force of the third wave may be causing an immigration backlash. Anti-immigration sentiments are fueling the fires of resentment, bringing the melting pot to a boil, and stretching the social fabric taut with the separation of races and cultures. In a recent Newsweek magazine poll, sixty percent (60%) of those surveyed said they believe immigration is having a negative impact on the social and economic well being of this country.<sup>8</sup> This social irritation is becoming further inflamed by the impact of illegal immigration. This is particularly true for coastal and border states like California which expects to pay nearly \$300 million dollars this year just in welfare payments for children of illegal aliens.<sup>9</sup>

Foreign immigration may be affecting domestic immigration as well. Once the national leader for domestic immigration, California has now fallen behind other states like Arizona, Nevada, Idaho, and Oklahoma.<sup>10</sup> However, immigration is not the only undercurrent of the present demographic shift. The number of people leaving California for other states increased seven-hundred percent (700%) between 1992 and 1993.<sup>11</sup> Many of those who left took with them valuable human resources which might otherwise have been applied to renew the luster of what some have described as the "not-so golden" state.

Some of those same pundits claim that shifting demographics and the rising tide of diversity are causing a social erosion within many suburban communities throughout California. This social erosion is drawing the police more deeply into the social structure of the community and changing the nature of police functions in some very fundamental ways.<sup>12</sup> First, there are many more functions for the police to perform. In some communities reported crimes, particularly violent crimes, and calls for service have increased dramatically while resources and staffing levels have not.



While the rest of the criminal justice system is losing its capacity to handle the cases the police present, the various groups within these increasingly diverse communities are looking to the police to resolve their conflicts, settle their disputes, and deliver their expectations of criminal, civil, and social justice.<sup>13</sup>

With social structures eroded by the force of the third wave, the thread of the thin blue line may be all that holds the patchwork of color and culture together. A police capacity capable of maintaining order, negotiating conflicts, and solving community problems cannot be sustained in the vacuum of independence and autonomy. Should those responsible for managing the thin blue line fail to choose their future wisely, they may find their future function thrust upon them by the force of the third wave.

The identification of possible futures from which to choose is the objective of futures research.

### **FUTURES RESEARCH**

"The changing nature of police functions" was the subject of a recent speech by Dr. William Tafoya of the Federal Bureau of Investigation. In that speech, Dr. Tafoya quoted renowned futurist, Alvin Toffler, saying, "Until we begin to choose our future, rather than letting it overwhelm us, we shall be forced to live in a society that choking us with too much law in the wrong place, at the wrong time, for the wrong purposes, while depriving us of the essential ingredients of civilized life, a sense of personal safety and social order."<sup>14</sup>

But choosing the future can be a very illusory task. Before the word can be spoken, the future is upon us. In the passage of time, the present instantaneously becomes the past as it gives way to the future. In that limited context we know that

the future will arrive. What we cannot know is what that future will bring. Still, it is incumbent upon those to whom the future is entrusted to anticipate, prepare for, and attempt to shape that future. Among them will be the police executives charged with the maintenance of social order and civil communities.

It was perhaps to these "shapers" of the future that Antoine De Saint-Exupery spoke when he said, "As for the future, your task is not to foresee, but to enable it."<sup>15</sup> Enabling the future in the dynamic, vibrant, and diverse environment of the demographic shift would be an impossible task without considering some of the possible futures which might exist.

A futures study usually begins with a general, broad based concern. That concern may be provoked by any condition which has the potential to substantially impact or be impacted by the future. The broad concern is refined through a process of individual and group activities. The first activity is the scanning of social, technological, economic, environmental, and political landscapes for factors relating to the issue. Group brainstorming sessions are then utilized to refine the broad concern for the purpose of structured research. What emerges from these processes is a definable study issue. The issue of this study effort is defined as:

**What impact will changing demographics have on the role of medium size suburban police agencies by the year 2004?**

Considered also as related sub-issues are, the impact of cultural, ethnic, and social diversity on the function of suburban police; the processes that will be available for service providers and the community to determine service priorities; and the future impact of changing community structures on organizational design.

The environmental scanning process provided a platform from which to view the wave of demographic change. It did not, however, expose the potential

opportunities contained in its wake. Those opportunities were exposed through a process referred to as futures forecasting. Futures forecasting involves an exhaustive search for environmental trends and events which have some probability of impacting the study issue. Environmental factors of a single occurrence are referred to as "events". A series of similar events is referred to as a "trend". Emerging trends can be identified more easily than surprise events. Still, the possibility of such events cannot be ignored in the consideration of possible futures. Futures forecasting is best accomplished through a structured group brainstorming process.

To facilitate this structured process, a panel of experts from inside and outside the field of law enforcement was utilized. Group brainstorming was accommodated through the "nominal group process". The panel's objective was to identify and prioritize ten trends and ten events having the potential to significantly impact the study issue.

The magnitude of each trend and the probability of occurrence for each event was forecast across the time continuum into the year 2004.

### **TRENDS**

With varying degrees of magnitude across the ten-year continuum, the ten trends most likely to impact the study issue were identified as, immigration; crime rates; demand for police services; institutional reliance; revenues to local government; violence in communities; community involvement; public/private partnerships; cultural segregation; and available technologies.

### **EVENTS**

With varying degrees of probability across the same ten-year continuum, the ten

events most likely to impact the study issue included, a major military conflict; a large scale riot; a ban on gun sales; a temporary ban on immigration; the use of the military as municipal police; a large scale local tax increase; the legislated regionalization of police services; the implementation of a users fee for police services; mandated privatization of non-emergency police services; and implementation of a resident officer program requiring municipal police officers to live within the communities by which they are employed.

With the assistance of a computer program provided for this effort by the Policy Analysis Company of Washington D.C., a cross-impact analysis was conducted to assess the impact of each event on the probability of the other events. The results of this cross-impact analysis are helpful in formulating strategies and developing policies. With the data from the cross-impact analysis, the ten trends and ten events were utilized to develop three distinct future scenarios: the most likely future; the most desirable future; and the most feared future. The value of scenarios is that they provide a framework for vital planning by allowing the user to ask "what if" questions.

### **THE MOST DESIRABLE FUTURE**

The scenario selected for development begins in the hostile heat of the summer of 1995 when the social barometer was being elevated by cultural diversity and anti-immigration sentiments. Many suburban communities, weakened by an ailing economy, were straining under the increased social pressure.

The Placentia Police Department had, however, already begun to engage its community in determining community needs, establishing service priorities, and forecasting future demands. While the capacity of other departments was diminished by diverse demands, Placentia was strengthened by a diverse pool of talent and

abilities. Instead of developing and delivering ineffective programs from the vacuum of autonomy, Placentia's policing efforts were directed by the community which shared responsibility and accountability for prioritizing and economizing service delivery. That same partnership also directed the escalating costs of service delivery. To avoid the negative impact of increased taxes, Placentia set up a sliding fee scale for service delivery.

To further strengthen this police/community partnership, Placentia utilized redevelopment monies to subsidize a resident officer program which enabled police officers to obtain affordable housing in the communities where they worked. By 2004 Placentia had become a model of community directed policing.

With the planning framework established, the process of developing a strategic plan was begun.

## **STRATEGIC PLANNING**

Having quarried the past, surveyed the present, and identified possible futures, the data collected was brought to the strategic planning process. This process involves several activities. These include developing a mission statement, conducting a situational analysis and a stakeholder analysis, identifying alternative strategies, and developing an implementation plan. The objective of the strategic plan is to help transform the desired scenario into a future reality.

This information was considered in the context of the primary issue with an examination of the related sub-issues by a panel of internal and external stakeholders having some familiarity with the subject. That panel provided an analysis of the sub-issues, recommended alternative strategies, and selected the strategy they felt would best address the issue. This article focuses on that strategic plan.

## **THE MISSION STATEMENT**

The primary function of a police agency is usually found in a mission statement. A mission statement articulates that organizations reason for being. It helps to identify that which a particular agency believes to be important. The mission statement developed for this study effort is articulated as:

**In partnership with and empowered by our diverse community, we the members of the of the Placentia Police Department are committed to and accountable for the continuous improvement of service quality. To accomplish this we will:**

- \* Establish and maintain interactive relationships with every segment of our community,**
- \* Develop communication systems which will enable us to align service priorities and methods of service delivery, and**
- \* Facilitate, support, and actively engage in the identification, establishment, and maintenance of community goals and objectives.**

## **SUB-ISSUE ANALYSIS**

### **The Impact of Social Variance on the Police Function**

While most modern police agencies are mission driven, they tend to be internally focused. As such they often determine and script their own reason for being. With legitimacy based on law and expertise, these internally focused organizations often identify problems as they perceive them to be. They then apply that perception to determining the appropriate course of action for addressing those problems. Since most law enforcement agencies view their primary function to be the enforcement of laws, the appropriate course of action is often limited to these activities.

This may have been an effective method of determining the police function in the socially stable and homogeneous suburban communities of the past. However, as the police are drawn further into the complex social structures of increasingly diverse communities their law centered legitimacy and capacity is significantly diminished. That capacity can be dissipated completely if the police do not know what the community regards as important problems to solve.

In an effort to bolster that capacity, some progressive police agencies have begun to foster segments of their communities under the broad umbrella of "community oriented policing". While these community "empowerment" programs may be a step in the right direction, the length of the stride may not be sufficient. To empower the external stakeholders, the organizational mission must not only be oriented toward, but driven by the external environment.

### **Determining Service Priorities**

Empowering stakeholders, internal and external, to determine the function of their police is essential to the future of those functions. However, under the present umbrella attempts at empowerment may be having the opposite effect. In some "community oriented" programs small segments of the community are "empowered" to help identify problems in their neighborhood. Once the problem has been identified, responsibility and accountability for the solution is returned to the center of authority and expertise, the organization. Those once "empowered" quickly revert to a role of non-involvement with no responsibility or accountability for solving the problem. When this occurs, the non-involved may view the services delivered as simply another entitlement program of an institutional provider. By restricting participation in the process of governance, these agencies may be "disempowering" those stakeholders.

Empowerment involves changing the roles of community members from recipients of service to active participants in the service delivery system. In his book "The Spirit of Community", Amitai Etzioni says that an important way to build community is to ensure that there are numerous occasions for active participation of the members in its governance.<sup>16</sup>

If the police function is to be determined by community consensus, the next consideration is that of agenda. With an external focus, the community agenda becomes a major driving force of a community directed organization. In the anticipated diversity of the uncertain future, the community agenda may also become an overwhelming force.

Under the broad umbrella of "community oriented policing", some community members may not perceive their agendas as being met. This may be particularly true for those members not living in a "problem" or "target" area of the community or who are not currently besieged by tangible problems. These stakeholders may feel ignored by a system they perceive as attempting to serve special interests in the public interest. In the diverse environment of sub-communities, equal representation is vital to the maintenance of social order and civility.

### **Considering Organizational Design**

To accommodate the active participation of a diverse community, police agencies will need to provide access to a fair representation of participants. This is difficult, if not impossible, in the closed systems of independence and autonomy.

The hierarchical style of management is slowly being recognized as obsolete and dysfunctional. In the traditional pyramid, the structural abatement toward the pinnacle acts as a damper to the flow of information. This bottleneck increasingly



becomes an impediment to effectiveness as the level of available technologies enhances access to information and knowledge by those at the lower levels of the organization. With the accelerated evolution of the information age, those atop the organization are coming to the realization that they alone no longer have all the answers or easy access to those who do.

Some forward thinking police executives are considering structural modifications to their organizations to facilitate the information flow and spread accountability for problem solving. However, even with these valiant attempts to invert the pyramid, responsibility and accountability remains trapped inside the organization. In the rift of the demographic shift, responsibility and accountability for mission attainment must be pushed out of the pyramid and into the community.

To accomplish this, the panel identified and considered several strategies. An initial list of ten such strategies was eventually distilled to three alternative strategies.

## **ALTERNATIVE STRATEGIES**

### **Strategy One: Externalize the Organization**

With this alternative, the department would focus on the external environment in an attempt for service alignment. Based on the realization that the community itself is the first line of defense in controlling crime, the community itself would need to become the focus of any successful strategic plan. Past mistakes have taught us that developing crime control and prevention programs based on internal analysis alone is a costly and usually non-effective method of service delivery. An externally focused organization would encourage and facilitate communication with various elements of the community and spread responsibility for economizing and compliance. Priorities for service delivery could be determined by a community council.

Operating as a shadow organization outside the internal environment, a panel of stakeholders would be assembled for the specific purpose of identifying community problems and recommending solutions to those problems. Unlike the Christopher Commission, empaneled to examine existing policies and procedures within the Los Angeles Police Department, this body would not be a single issue, self-extinguishing group. Instead, focusing on a biannual plan, this standing committee would be responsible for conducting research, submitting research methodologies, forecasting future trends, and recommending strategies with which to deal with anticipated future community needs.

Panel appointments would be made on the basis of obtaining a representative cross section of the Placentia community concerns and interests. These might include representatives of government, schools, parents, students, businesses, service organizations, churches, and residents at large. Panel members would be appointed by the City Manager and approved by the City Council majority vote.

### **Strategy Two: Change the Structure of the Organization**

This alternative strategy focused on a systems approach to service alignment and interactive communication with the community by reducing the layers of bureaucratic strata within the police department. It addresses an organizational restructuring which includes a change in organizational philosophy, design, and the role of personnel within the organization. The emphasis of the strategy would be on widening the span of control and increasing the opportunity for interaction, internally and externally, by reducing the levels of authority and the number of specialized positions within the organization.

The value of the generalist position would be enhanced and special knowledge

would be spread throughout the organization rather than being constrained within specialized units. With knowledge spread throughout the organization, members at all levels would have the opportunity to contribute to organizational goals and participate in the solution of problems wherever the problems were.

Efforts would be made to redistribute a generalized workload to other service providers. Included in the redistribution effort would be civilian personnel, retired police officers, community volunteers, and private service providers. Suggestions included privatizing some patrol and non-enforcement services, civilianizing some investigative and other support positions, and increasing the use of community volunteer programs. Sworn personnel could be utilized in expanded roles as community facilitators and neighborhood problem solvers while others could focus on emergency response.

With authority and responsibility spread throughout the organization, individual community members would have greater access to organizational decision making through routine contacts with police officers.

### **Strategy Three: Develop a Base Line for Service Delivery**

With budget shortfalls and dwindling resources, a strategy to prioritize service delivery is extremely important. This recommended strategy focuses on early case closure and involves establishing some absolute mandates for service delivery. This alternative would require off-loading or eliminating completely some of the non-essential services currently provided by establishing base line criteria for service response or delivery. Essential services which did not meet the base line criteria would not be discussed.

## THE PREFERRED STRATEGY

Because of the complexity of the issue and of the organization that will confront the issue, the strategy which eventually emerged from the group process was a synthesis of all three strategies.

The philosophical elements of strategy number one would be adopted first with the understanding that appropriate internal and external marketing strategies would also need to be included. Creation of an external body connected to the internal organization would require some modification to the organizational structure. The consultative council eventually created by implementing these strategies would then assume responsibility for identifying and recommending the various service prioritizing and economizing strategies identified in alternative number three.

The external body would be provided with current and projected budget data. They would be responsible for conducting community surveys for the purpose of polling community concerns. They would also be charged with conducting futures research for the purpose of forecasting community needs.

This external body would have liaison with the police department to ensure the flow of information. A project team from within the police department would serve adjunct to the consultative council. Members of this team would be selected from throughout the organization to avoid the appearance of influence or manipulation by the chief of police.

In order to accommodate the external environment, there must be modifications to the internal structure. These modifications may be the most difficult aspect of the recommended strategy, however, they will become increasingly valuable as the community becomes more vibrant. Considering the present political environment and the anticipated turbulence of the uncertain future, these

philosophical and structural modifications will not come without risk. That risk can be minimized with a justifiable strategic plan.

### **STRATEGY JUSTIFICATION**

Roberg and Kuykendall considered the difference in organizational structures in their book, "Police Organization and Management - Behavior, Theory, and Processes".<sup>17</sup> In that comprehensive examination of police organization the authors compared mechanistic and organic structures.

The characteristics of a mechanistic system include, "**specialization**: organizational tasks and activities are specialized into clearly defined positions, members are concerned primarily with their own work and not that of the organization as a whole. **Hierarchical**: interactions between members tend to be vertical in nature, and relationships are governed by the instructions and decisions issued by superiors. **Authority**: the location of knowledge is inclusive only at the apex of the hierarchy where the final reconciliation of distinct tasks and assessment of relevance is made; prestige is internalized as influence is derived from organizational position. **Rule-oriented**: The precise definition of rights, obligations, and methods of performance is attached to each functional role to guide member behavior; means are emphasized rather than the end product or service. **Position-oriented**: accountability is based on job description and rewards are chiefly obtained by precisely following instructions.

The organic system focuses on, **generalization**: there is a deemphasis on specialized jobs and tasks; concern is oriented toward a contributive nature of special knowledge and experience to organization-wide objectives rather than those of a sub-specialty. **Collegial**: interactions between members tend to be horizontal as well as

vertical and are governed by information and advice; status and rank differences are deemphasized. **Power:** the location of knowledge may be anywhere in the organization with this location becoming the ad hoc center of control, authority, and communication; prestige is externalized. **Situation-oriented:** there is a "shedding of responsibility" regarding rights, obligations, and methods of performance; ends are emphasized. **Goal-oriented:** accountability is based on task achievement and rewards are chiefly obtained through excellence of performance in accomplishing a task; commitment to organization-wide goals and objectives and progress is emphasized."

Roberg and Kuykendall point out that in an organic structure communication is lateral consultation rather than vertical command. There is more of a democratic generalist approach and the structure is situation oriented more than rule oriented.

They also claim that, "One of the advantages of the organic model is the increased interaction with the community providing for a neutral exchange of viewpoints. For example, the community may wish to provide for input into the degree that substantive laws should be enforced, while the police can communicate the legal parameters as this relates to means or vice versa."

Roberg and Kuykendall conclude that the organic system is most appropriate to an unstable changing environment. They also note that not all police environments have the same degree of turbulence, and that other factors such as size of community, population composition, and degree of crime problem all have an impact. These factors considered, the organic system would seem to be a conducive environment with which to accomodate the preferred strategy.

The process of strategy implementation begins with transition managment.

## TRANSITION MANAGEMENT

Transforming the strategic plan to operational effectiveness requires the development of a transition management structure.

An effective externalization effort will require internal and external credibility. It must also avoid the appearance of administrative manipulation. This would be an excellent opportunity to begin making some of the structural modifications discussed previously. However, as previously mentioned structural editing can be the most difficult aspect of the change process. Some of those atop the organization may view structural changes as an abdication of power and control. Since bureaucracies, large or small, are political by design, the transition must be navigated carefully. This internal maneuvering will be complicated further by the fact that the transition, if successful, will end outside the organization. This will require a transition management structure that is intuitive, resourceful, and above all credible.

Among the activities involved in the transition management process are the identification of critical stakeholders; the identification of an appropriate transition management structure; and the identification of implementation technologies. An expertise panel was also utilized to facilitate this process.

Having identified the critical mass of stakeholders, it was decided that a police officer who serves as the coordinator of the "Volunteers In Police" program would be selected as the project manager. This officer has tremendous political insight and access to a substantial pool of expertise from which to draw. Some of the "volunteers" have considerable professional expertise, are very connected to the community, and could contribute significantly to the transition team. They would be assisted by both current and retired employees from all levels of the department to strengthen their internal credibility. The project manager would have liaison with the

Patrol Division Commander for necessary resource support, however, the coordinator would have functional supervision of and authority for the transition project. This project management team would then serve adjunct to the Community Consultative Council once that component was in place.

## **CONCLUSIONS**

Demographics, the arbiter of all things, is rapidly, and sometimes radically, changing the make-up of our communities. The social shift resulting from the third major wave of immigration into this country is also changing the police capacity to maintain social order and civility within these communities. As community structures change, so too should the structures of the service delivery systems within those communities change. This study concludes that independence and autonomy will not protect or promote police legitimacy, capacity, or function in the vibrant environment of the third wave. Police executives standing in the wake of this third wave, and at the threshold of the next century, should consider these systems carefully.

The research indicates that diverse and divergent communities cannot be adequately policed by a closed system with an internally focused mission. To be effective in the next century police executives will need to externalize their focus and their organization's reason for being. They will need to abandon the position of power once found in law and expertise and seek legitimacy from the richness of diversity of their rapidly changing communities. This will require a major philosophical shift away from a law enforcement centered function toward a quality of life centered function. This philosophical shift may require these executives also abandon the security of autonomy to become community activists in creating a mandate for change.



In order to become community activists these executives will need to know what issues the community regards as important. This can only be accomplished with the neutral exchange of ideas made possible by interactive communication systems. The information derived from that exchange must then be applied to a democratic process to determine service priorities. As Professor Herman Goldstein noted, "In this turbulent period it is more important than ever that we have a police capacity that is sensitive, effective, and responsive to the country's unique needs, and that, above all else, is committed to protecting and extending democratic values."<sup>18</sup> The establishment of community consultative councils may be one way of protecting and extending these values. Empowering community members to share in the responsibility and accountability for service delivery may actually enhance police capacity and legitimacy in the turbulence of the third wave.

To accomodate these interactive processes in the social and ethnic diversity of the next decade, police executives will need to radically rethink their organizational structures. In the search for future models of suburban policing, these chief executives may need only look back to past eras of urban policing. Back to the social connectedness between the police and the communities they served. Back to the future of community directed policing. In so doing they should consider Roberg and Kuykendall's organic system.

Whichever function, system, process, or structure these future police executives eventually choose, they are encouraged to consider the turbulence of the third wave. They are encouraged to explore the organizational and community potential contained in the diversity of that wave. And most important, they are encouraged to continue their search for possible futures from which to choose and be prepared to change whatever they find.

## Notes

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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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## INTRODUCTION

## INTRODUCTION

Daniel Patrick Moynihan, the Democratic United States Senator from New York, once referred to demographics as the arbiter of all things.<sup>1</sup> To evaluate the validity of that assessment one need only examine the degree of influence demographics has had on the social, economic, political and religious make-up of their community. Shifts in the demographic structure of a community can trigger changes in the essential character of that community. As the nature of a community changes, so too changes the nature of police functions within that community.

The changing nature of police functions was the subject of a recent speech by Dr. William Tafoya of the United States' Federal Bureau of Investigation. In that speech, Dr. Tafoya quoted the renowned futurist, Alvin Toffler, saying, "Until we begin to choose our future, rather than letting it overwhelm us, we shall be forced to live in a society that is choking us with too much law in the wrong place, at the wrong time, for the wrong purposes, while depriving us of the essential ingredients of civilized life, a sense of personal safety and social order."<sup>2</sup>

Determining the appropriate mix and measure of these essential ingredients has traditionally been the function of independent and autonomous police executives. Many of these chief executive officers have based the legitimacy for such decisions on law and organizational expertise. Much of this expertise, and most of those decisions, has developed in the vacuum of a closed organizational system.

In the societal shift of converging millenniums, these decisions may become the subject of arbitration and dislodged from the vacuum of autonomy. In the uncertain future, these decisions, along with the legitimacy, capacity, and function of those who currently make them, may be decided by the arbiter of all things.

Concern for the future of police legitimacy, capacity, and function is the impetus for this study effort. The findings of this research are intended not for those who will inherit the future, but for those who will choose it.

## **BACKGROUND**

Demographics have long been the arbiter of cultural and social structures. Since colonization, the social landscape of this country has been shaped and reshaped by the winds of demographic change. These winds have fanned the waves of immigration and unfurled the social fabric, vibrant with the complexity of color and culture, which now blankets this country from sea to shining sea.

The first of these wind driven waves began to swell in the 1830's and continued to build for the next twenty years. During that time some five million people came to this country from Great Britain and Ireland seeking freedom from government oppression, relief from famine, and the opportunity for self-sufficiency.

Half a century later the "huddled masses" of northern and western Europe responded to an invitation for integration into the fold of the American social fabric. This second major wave, more concerned with social inclusion than government incursion, came ashore at Ellis Island to discover American municipal policing fully engaged in social service.

At a time referred to by police historians as the political era of policing, so named because of the close ties between the police and politics, police actively participated in the assimilation of the newly arrived. According to Eric Monkkonen, the police established soup lines, provided shelter to the homeless, and found jobs for the unemployed.<sup>3</sup> Police were an integral component of the communities they served and, as such, were empowered by the political forces within those

communities. The primary functions of political era police included crime control, order maintenance, and broad social services.

By the 1930's the fear of police corruption had brought about the reform era of policing and an end to police involvement in social service. During this period police sought legitimacy by distancing themselves from politics, developing themselves as "law enforcement" professionals, and establishing themselves as an autonomous component of the community. "Under such circumstances, policing a city became a legal and technical matter left to the discretion of professional police executives under the guidance of law. Political influence of any kind on a police department came to be seen as not merely a failure of police leadership but as corruption in policing."<sup>4</sup>

Although many years have passed since the reformation, there has been no significant change in the basis of police legitimacy. According to Kelling and Moore, "Law continues to be the major legitimating basis of the police function. It defines basic police powers, but it does not fully direct police activities in efforts to maintain order, negotiate conflicts, or solve community problems."<sup>5</sup>

These social order activities may be thrust upon an autonomous police capacity by the rising tide of the third, and thus far largest, wave of foreign immigration. Although this current wave has yet to crest, it promises to be more vibrant and diverse than either of those that preceded it. Unlike those who came ashore in the political era of policing, the peoples of the third wave are not emigrating from northern and western Europe. The three most common countries of origin for immigrants today are Mexico, the Philippines and Korea.<sup>6</sup> Having built from parts of another hemisphere, this third wave is not descending on Ellis Island but instead flooding communities along the opposite coast.

Combined with the turbulence of uncertain economic forecasts, this rising tide

of ethnic and cultural diversity has the potential to inundate many of the suburban communities throughout southern California. Some of these communities, such as those in Orange County, are projected to grow by as much as 39% between 1990 and 2000. While the Caucasian population in Orange County is anticipated to grow by 85,000 during this time, the Hispanic population is expected to grow by as much as 300,000, and the Asian population by some 130,000.<sup>7</sup> Some demographers claim that should this trend continue, minorities will outnumber Caucasian in Orange County by the year 2010.

Such projections are based not only on this increased immigration but also on the increasing levels of emigration. Between 1992 and 1993, the number of people leaving California rose more than sevenfold. Many of those leaving are Caucasian, young, and among the growing number of displaced professionals relocating their families, their talents, and their potential social contributions to more stable communities outside California.<sup>8</sup>

While it is apparent that minorities are headed toward the majority, equally apparent is the probability that they will find themselves to be a collective majority of minorities. Communities without a racial or ethnic majority possess the potential to become communities of groups of minorities, communities of sub-communities with divergent interests, incompatible languages, conflicting values, and conflicting standards of social conduct.<sup>9</sup>

This social erosion is drawing the police more deeply into the social structure of the community and changing the nature of police functions in some very fundamental ways.<sup>10</sup> First, there are many more functions for police to perform. While the rest of the criminal justice system is losing its capacity to handle the cases the police present, the various groups within these increasingly diverse communities

are looking to the police to resolve their conflicts, settle their disputes, and meet their expectations of criminal, civil, and social justice.<sup>11</sup>

One recognized authority on the subject of criminal justice, James Q. Wilson, noted that "although citizens concede that crime is a problem, they are more concerned about daily incivilities that disrupt and often destroy neighborhood social, commercial and political life."<sup>12</sup> When community members perceive such social injustice, they turn to the police who possess many capabilities useful to the citizens beyond their ability to fight crime. The victims of neighborhood incivilities see a contingent of trained and resourceful public employees, available to them around the clock for the price of a single phone call.<sup>13</sup>

In most suburban communities these phone calls are answered with a guarantee of rapid response. While patrol cars, emblazoned with an invitation to "DIAL 911", advertise rapid response, the advertising agencies are finding themselves overwhelmed by those who respond to the invitation.<sup>14</sup> And many of those who call do so with an expectation that the rapid response will bring with it rapid resolution to a multitude of complex social problems. By perpetuating expectations for which the police are neither trained nor equipped to meet, the police agencies themselves may be diminishing their capacity to help create civil communities. Professor Herman Goldstein recently commented that "Many of the most troublesome aspects of policing stem from the pressure that has been exerted on the police to appear omnipotent, to do more than they are authorized, trained, and equipped to do".<sup>15</sup>

The operational effectiveness of the police is weakened not only when citizens feel they cannot rely on the police to solve their problems, but also when the police lack information about what the community regards as important problems to solve.<sup>16</sup> The process of matching service systems with service needs is referred to as



marketing. According to Bateson, a strategy for marketing services requires the development of a mechanism or system that encourages and facilitates communication between the customer and the service provider. This interface allows the provider to tailor services to meet the customer's needs.<sup>17</sup>

These customers, distinct, diverse, and deserving of civil communities, are the focus of this study effort. As Professor Goldstein concluded, "The policing of a free, diverse, and vibrant society is an awesome and complex task. The social problems that threaten the character of the nation are increasing, not decreasing. In this turbulent period it is more important than ever that we have a police capacity that is sensitive, effective, and responsive to the country's unique needs, and that, above all else, is committed to protecting and extending democratic values".<sup>18</sup>

Developing a police capacity that is sensitive, effective, and responsive to the unique needs of communities with uncertain futures may be overwhelming to those who fail to choose their future wisely. The question for today's police executives is whether the vacuum of independence and autonomy will provide protection from the winds of change or obscure their vision of possible futures from which to choose.

The process of identifying possible futures that might exist in the transition of millenniums began by scanning the environment, conducting reviews of existing literature, and drawing on personal experience. Those activities were followed with an effort to focus upon the complex issue of changing demographics and the associated impact on police legitimacy, capacity, and function.

### **ISSUE FOCUS**

Through a series of group brainstorming sessions, this broad concern was refined for the purpose of structured research. To accomplish this a panel of

Placentia Police Department staff, **Appendix A**, was convened to define the primary issue and to identify related sub-issues. Panel members were selected for participation based on their backgrounds, present assignments, individual areas of expertise, and the field of study each had chosen for their advanced educational degrees. Through panel discussions, the group narrowed the focus of the general concern into a definable issue. These individual characteristics, combined with each panel member's knowledge of modern police practices provided some degree of depth to the process.

After defining the primary issue, the panel engaged in a brainstorming process to identify, and then rank-order, related issues having the potential to affect the primary issue. To depict relationships, the primary issue and three related sub-issues were plotted on a Modified Futures Wheel displayed in **Figure 1**. This process was repeated to identify second level sub-issues. Those second level issues were not rank-ordered, but merely included in the Futures wheel according to their relationship to the sub-issues.

#### **ISSUE QUESTION**

### **WHAT IMPACT WILL CHANGING DEMOGRAPHICS HAVE ON THE ROLE OF MEDIUM SIZE SUBURBAN POLICE AGENCIES BY THE YEAR 2004?**

#### **Sub-Issues:**

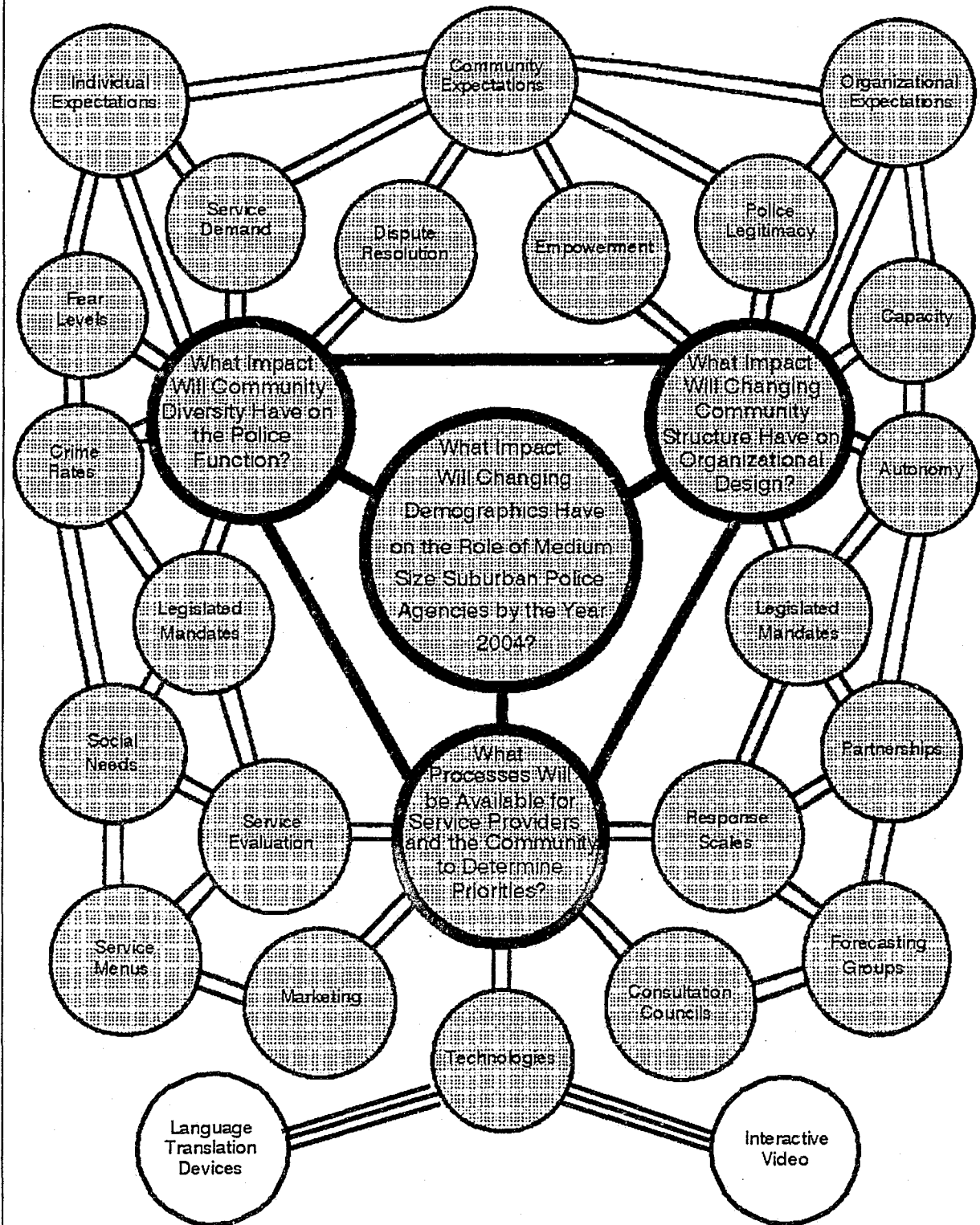
- \* What impact will cultural, ethnic, and social diversity have on the capacity of suburban police?
- \* What processes will be available for service providers and the community to determine service priorities?

**\* What impact will changing community structures have on organizational design?**

The research methods employed in this futures study are discussed in detail in the following sections. Those sections, which begin with Futures Research, include Strategic Management, and Transition Management.

FIGURE 1

# MODIFIED FUTURES WHEEL



## SECTION I : FUTURES RESEARCH

## FUTURES RESEARCH

### METHODOLOGIES

The evolution of the defined issue is forecast through the identification of possible trends and surprise events that have varying degrees of probability of occurrence. A panel of experts, referred to as a Nominal Group Technique Panel, **Appendix B**, identified and selected candidate trends and events based on their potential to impact the study issue. Information provided by the Nominal Group Panel was then subjected to a cross-impact analysis to determine the level of impact one event would have on other events if that event were to occur. Data from the cross-impact analysis was combined with the information collected through the other research and forecasting efforts and was utilized to generate possible future scenarios. These scenarios are helpful in developing strategies that might prove effective in the dynamic environment of culturally and economically diverse suburban communities. The objective of this study effort is to identify a management strategy that might be considered by police administrators, present and future.

### Nominal Group Technique (NGT)

A Nominal Group Technique is a small group exercise which, utilizing anonymous inputting of ideas, allows for consensus on the answer to a single, usually complex question. The primary benefit of the Nominal Group Technique is the ability to identify and evaluate a wide range of ideas on a particular issue in a short time.

### **Nominal Group Technique Panel Design**

The panel was comprised of eight selected participants from inside and outside

the field of law enforcement. Each participant possessed some level of expertise and degree of familiarity with the subject of the study. A complete group profile is included in **Appendix B**.

### **Trend Identification and Selection**

An explanation of the Nominal Group Technique process and a definition of terms, including the difference between objective and subjective trends, used in the process was provided to the panel. These are included in **Appendix C**.

The panel was offered ten objective trends of which they accepted four (4). Historical data for the period from 1989 to TODAY was provided for each of the objective trends. Including these four objective trends, the Nominal Group Technique panel developed a candidate list of Forty-one (41) trends. Refer to **Appendix D**. The panel ultimately distilled this list down to ten (10) trends they felt had the potential to significantly impact the study issue.

During the clarification, or distillation process, some of the individual ideas with significant similarities were combined into a single trend statement. Following the exercise there seemed to be some linkage problems between panel results and the study issue. Data clarification required follow-up conversations with each of the panel members. That information is included in the data analysis.

### **Trend Evaluation**

Having identified and defined a total of ten (10) trends likely to impact the study issue, the panel was asked to use ratio scaled graphs to forecast trend levels. Refer to **Appendix F**. Today's value was equal to 100, an estimate less than today would be less than 100, and greater than today would be more than 100. Forecasts

included past estimates (five years ago) and future estimates (five years from now and ten years from now). Historical levels for four (4) objective trends were included in the graphs provided to the panel. **Table 1** depicts the results of the NGT panel's trend forecasts using panel median values.

### **Trend Definition**

**Trend 1 - Immigration:** Defined as the level of legal immigration, foreign and domestic, into the state of California during the period of study.

**Trend 2 - Crime Rates:** The level of all reported criminal offenses statewide.

**Trend 3 - Demand for Police Service:** The level of requests for police service, or calls for service, including requests for police intervention in dispute resolution.

**Trend 4 - Institutional Reliance:** The level of individual and/or community reliance on public institutions to meet social needs.

**Trend 5 - Revenues to Local Government:** Defined as the level of all revenues collected by city and county governments, including those collected from the state.

**Trend 6 - Violence in Communities:** Defined as the level of violent crime, including family or domestic violence, occurring in suburban communities.

**Trend 7 - Community Involvement:** Defined as the level of personal involvement and civic responsibility evident in suburban communities.

**Trend 8 - Public/Private Partnerships:** Defined as the level of cooperative working relationships or joint ventures between public and private sectors.

**Trend 9 - Cultural Segregation:** Defined as the cultural, racial, or ethnic separation within a community.

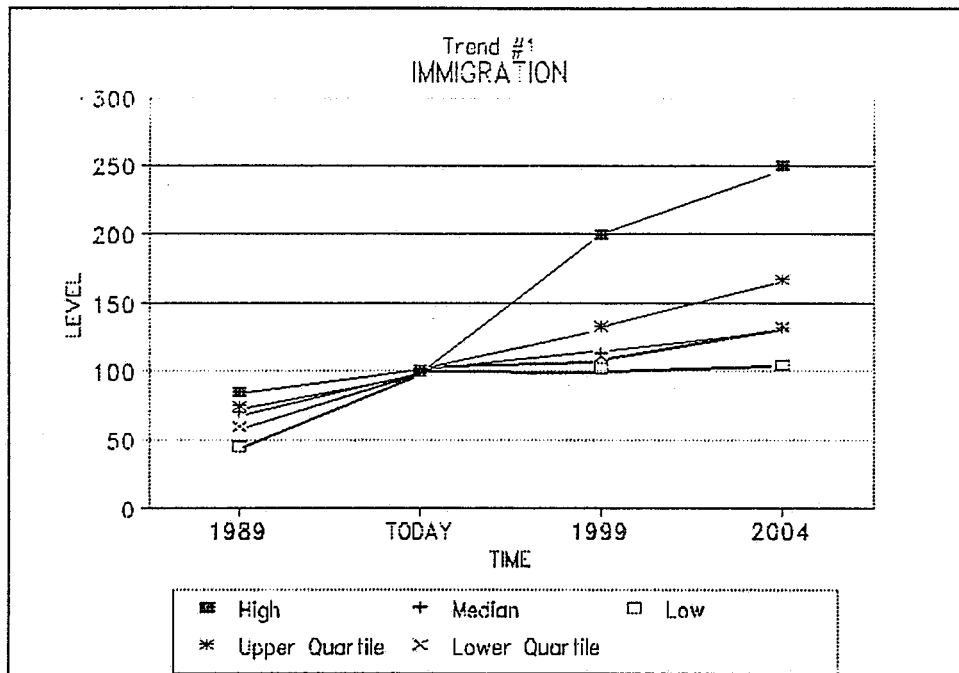


**Trend 10 - Available Technologies:** Defined as the level of technologies available to non-defense components of government.

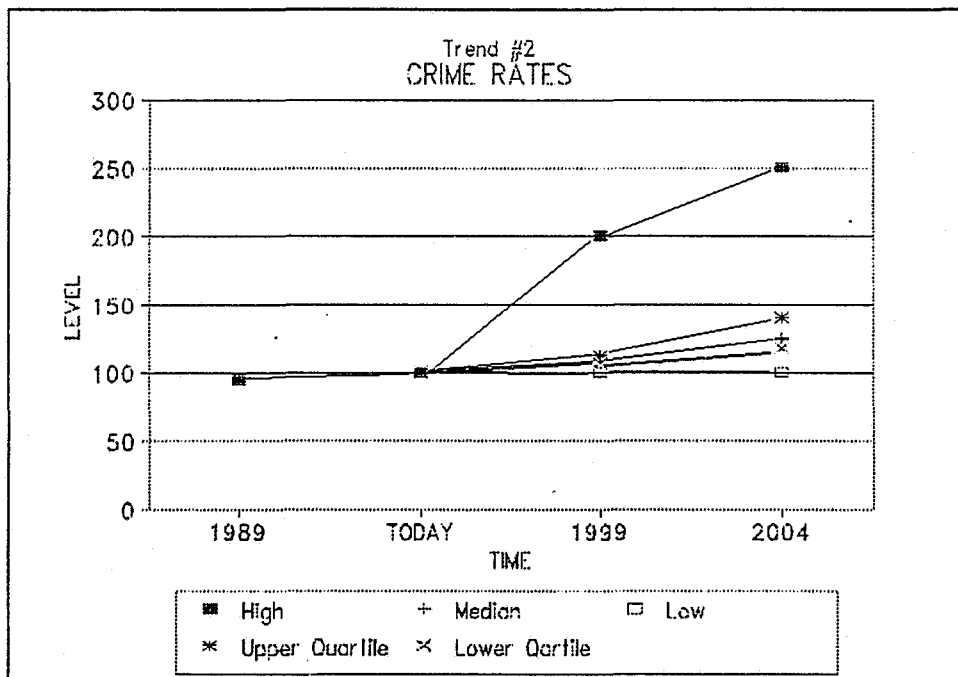
**Table 1**  
**Trend Evaluation**

\* Panel Medians N=8

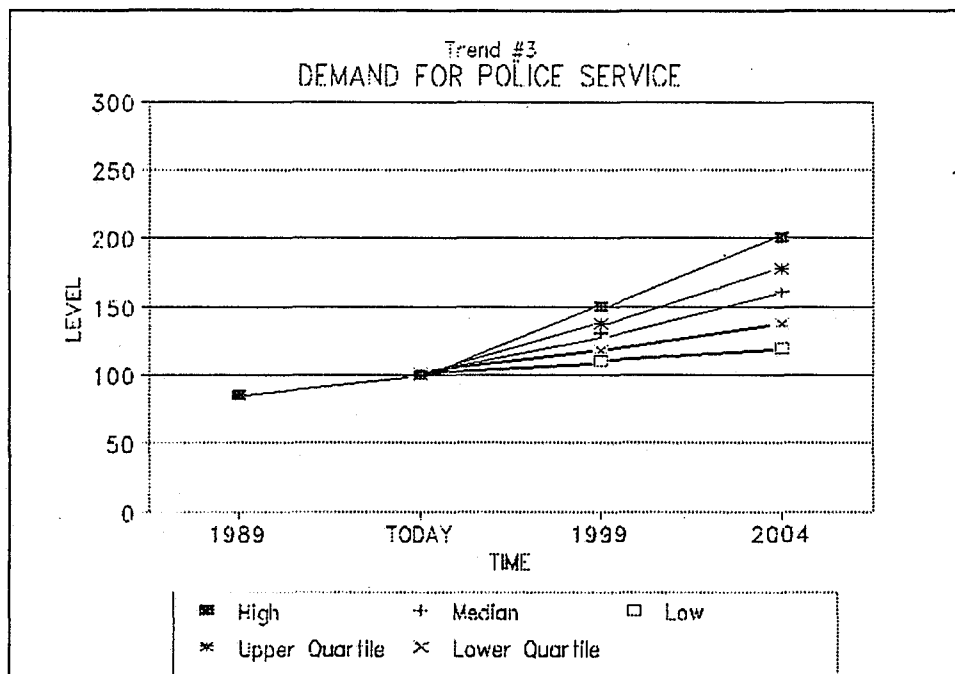
Trend #	TREND STATEMENT	LEVEL OF THE TREND * (Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
1	Immigration	90	100	118	133
2	Crime Rates	95	100	113	125
3	Demand for Police Service	85	100	130	160
4	Institutional Reliance	95	100	110	120
5	Revenues to Local Government	125	100	80	90
6	Violence in Communities	75	100	115	138
7	Community Involvement	105	100	85	90
8	Public/Private Partnerships	70	100	120	160
9	Cultural Segregation	90	100	108	125
10	Available Technologies	80	100	140	165



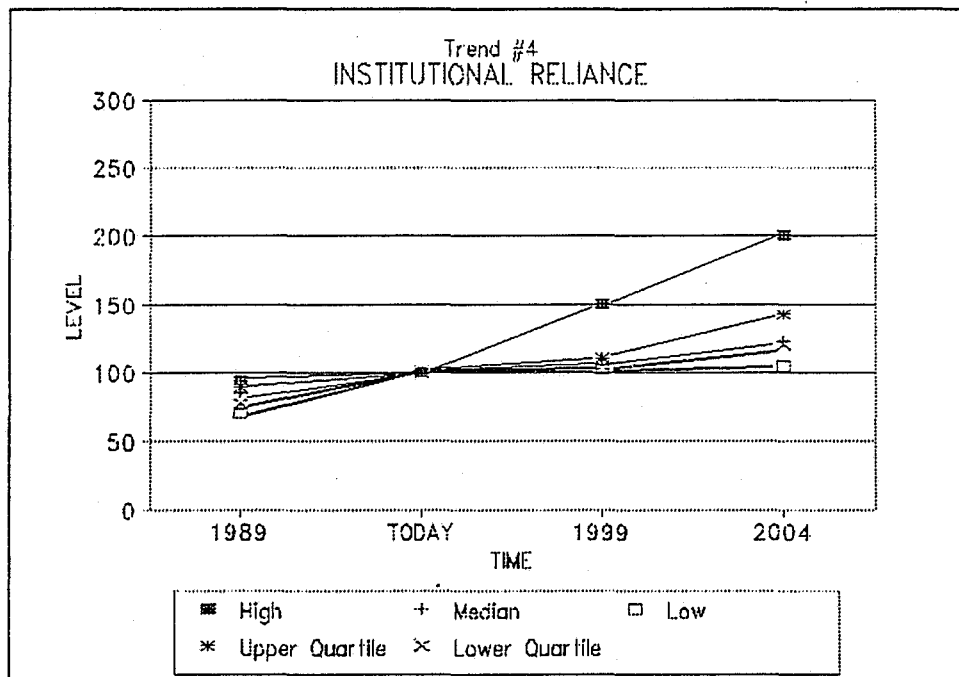
**Trend 1 - Immigration:** While the majority of panel members agreed that immigration into California would continue throughout the period of study, there was some debate as to the reasons for the increase. The high forecast was based on the level of conflict throughout the world and the potential relaxation of immigration laws by the current administration. Low forecasts were based on the potential for a slowing of immigration from Mexico and Central America predicated on employment returning to those areas with the implementation of the North American Free Trade Agreement. Median forecasts considered substantial increases in foreign immigration, particularly by those fleeing Chinese control of Hong Kong, being offset by a significant decline in the number of domestic immigrants. Reductions in domestic immigration was based on the perception of a deteriorating quality of life throughout the state. Many panel members believed this perception was also stimulating emigration and was being fueled by the effects of foreign immigration, legal and illegal. There was concern expressed that escalating anti-immigration sentiments would ignite social conflict.



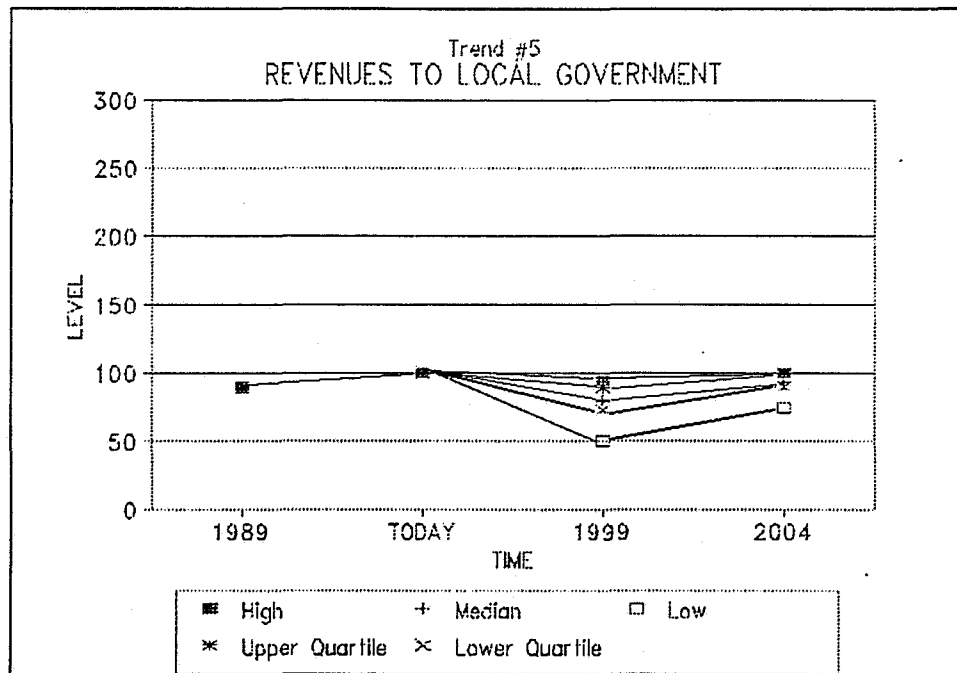
**Trend 2 - Crime Rates:** The panel concluded that the level of criminal activity in California's suburban communities will escalate throughout the period of study. The unusually high forecast was driven by the steadfast belief that crime rates will increase dramatically as social and economic class disparities increase. Low forecasts focused on the implementation of more effective and efficient policing programs, community partnerships, and cultural awareness programs. Some panelists felt that while property crimes would decrease, the overall crime rate would be pushed upward by a rise in violent crime based on increasing social conflict. A consensus view held that the more police time consumed by the occurrence of crime, the less time and resources available for crime prevention or social order activities. The panel believed that the fear of crime can be more debilitating than crime itself and tends to override less threatening community concerns. Some panelists felt that the fear of crime would stimulate community involvement in crime prevention efforts. Historical data: Bureau of Criminal Statistics and local Criminal Offense files.



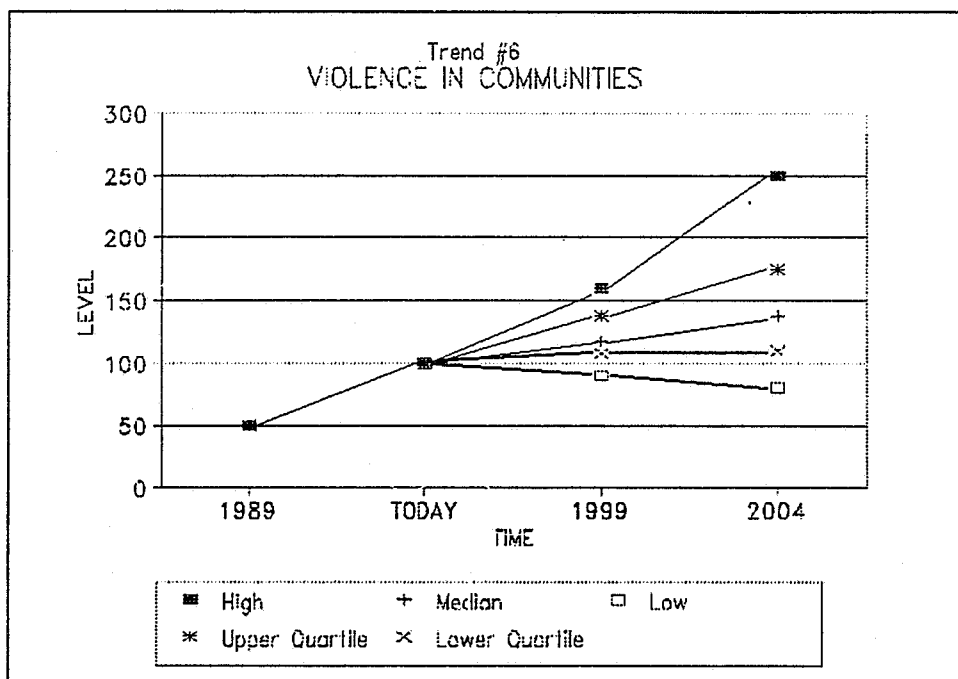
**Trend 3 - Demand for Police Service:** The panel majority indicated that the demand for police service (calls for service) will continue to rise throughout the period of study. The panel considered associated trends such as the level of crime and population diversity as primary driving forces. The high forecast was driven by projected increases in crime rates while the low forecast was based upon increased levels of community involvement and social responsibility. Forecasts clustered around the median level viewed the types of services demanded in the future to be considerably different from those demanded TODAY and would therefore drive demand up. Many panelists predicted that more social order activities will be conducted by police as communities become more ethnically, culturally, and economically diverse. Some also suggested that requests for police assistance will increase as the newly immigrated overcome their fear and suspicion of police. The level and pattern of calls for service can determine reactive or proactive response systems. Historical trend data obtained from local Calls for Service files.



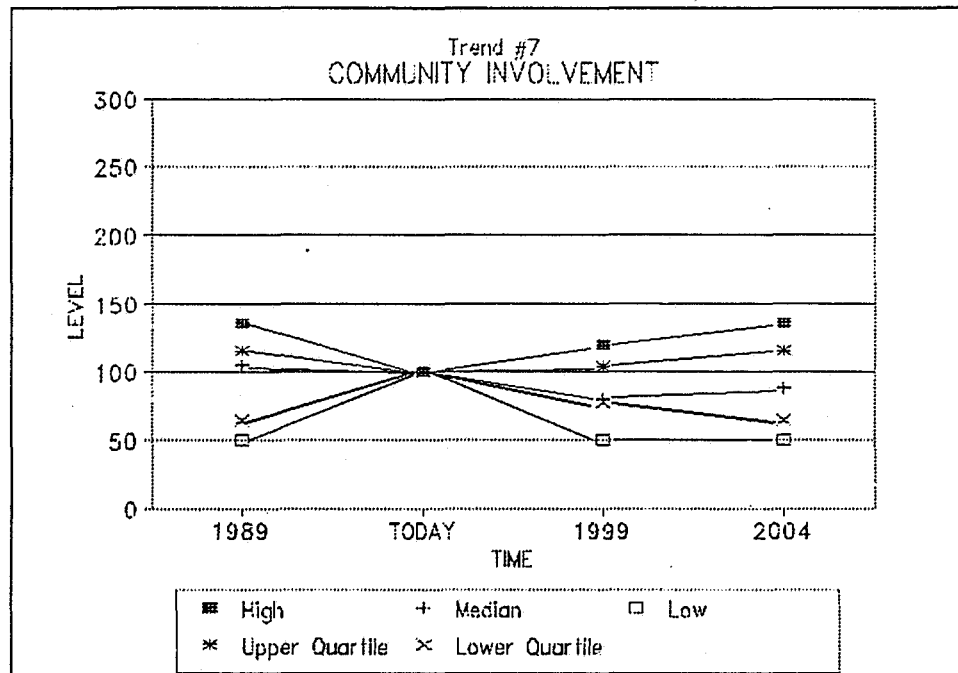
**Trend 4 - Institutional Reliance:** The panel indicated that the public's confidence in and reliance on government agencies, including local police agencies, will continue to escalate throughout the study period. While the high forecast was driven by the perceived need for police protection from escalating crime and violent offenders, the low forecast focused on the impact of negative media coverage on the public's trust of police. Forecasts near the median level focused on increased trust of police resulting from increased interaction and the development of positive relationships through "community oriented policing" efforts and increased reliance on social entitlement programs. Some panel members cautioned that while increased trust can enhance police and community partnerships, increased institutional reliance can diminish police capacity and community involvement by individual community members. Some panelists claimed that ethnic and cultural diversity reduces the level of neighborhood interaction. They speculated that if neighbors fail to assist one another then reliance and pressure on local government institutions will increase.



**Trend 5 - Revenues to Local Government:** Although not depicted on the graph, historical data utilized for this objective trend indicates that revenues to local government have actually decreased over the last four years. Panel forecasts indicate that downward trend will continue through 1999. The spread between the high and low forecasts is less than fifty points five years from today and narrows to less than thirty points in 2004. Panel members believed that while revenues to local government will continue to decline during the next five years, there will be a slight upswing between 1999 and 2004 as local governments create new sources of revenue. High forecasts considered the implementation of sliding fee scales for service delivery and increases in local taxes. Low forecasts considered the loss of existing revenue sources as business and individuals emigrate from California because of a declining business and economic environment. As the tax base is reduced, the general fund is reduced. Since the general fund supports service delivery, service delivery is reduced. Historical data: California League of Cities.

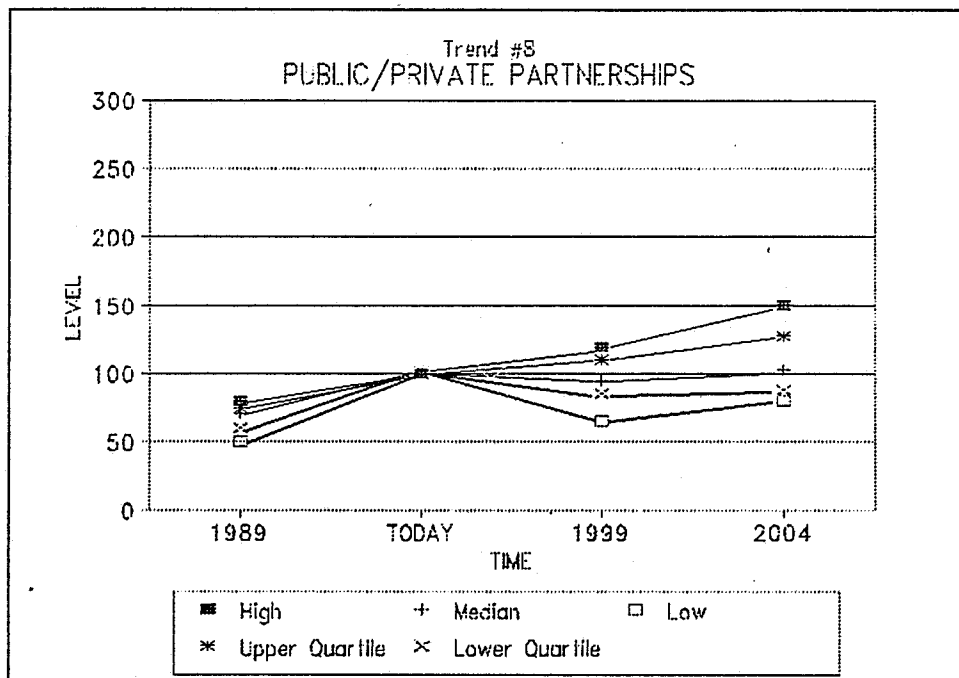


**Trend 6 - Violence in Suburban Communities:** The panel unanimously agreed that the level of violence directly relates to the quality of life in a community and to the role of police within that community. They also believed, although not unanimously, that the level of community violence increases with the level of community diversity. The majority of panel members indicated the level of violence in our communities will continue to increase over the period of study. The high forecast is based on escalations in gang activity and family violence. Although the panel did not assert that family violence would increase with diversity, some panelists expressed the opinion that as other cultures assimilate they become more inclined to report family violence than when they are newly arrived. The low forecast is based on a decreased supply of firearms resulting from increased regulation. There was a commonly held opinion that the "haves" would forcibly maintain themselves against increasingly aggressive incursions by the "have-nots" and arm themselves in self-defense. Some panelists felt the increasing violence would eventually diminish the police capacity to maintain social order. Historical data collected from local Criminal Offense files.

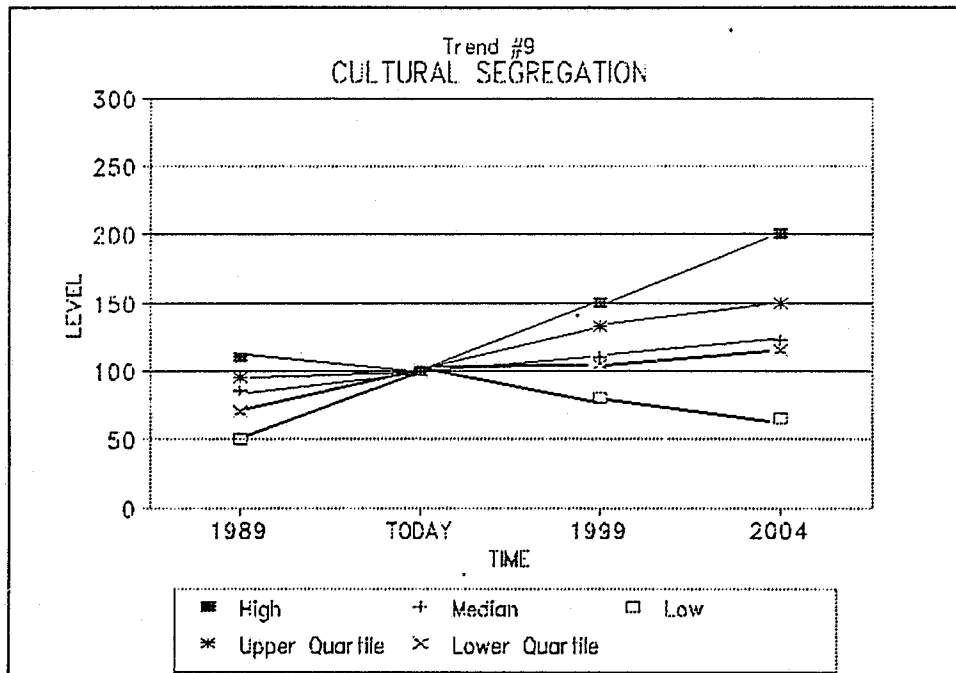


**Trend 7 - Community Involvement:** The high forecast indicates that although community involvement has declined from five years ago to TODAY, it will increase a like amount during the next ten years. This forecast is based on suburban communities stabilizing as cultural clustering once again creates more homogeneous communities. The low forecast indicates that while the level of community involvement has increased from five years ago, it will decrease during the next five years and then level out between 1999 and 2004. Panel members near the median level agreed that people are increasingly interested in those government activities which effect their basic safety and quality of life. Those median forecasts increased between years 1999 and 2004. Panel discussions seemed to link population diversity with population transience. Most panelists believed that those who have little or no personal investment in the community will be reluctant to get involved in community improvement programs unless those programs have some immediate return on their investment. This reluctance to get involved, with each other and with community efforts, may also place greater demand on institutional providers.

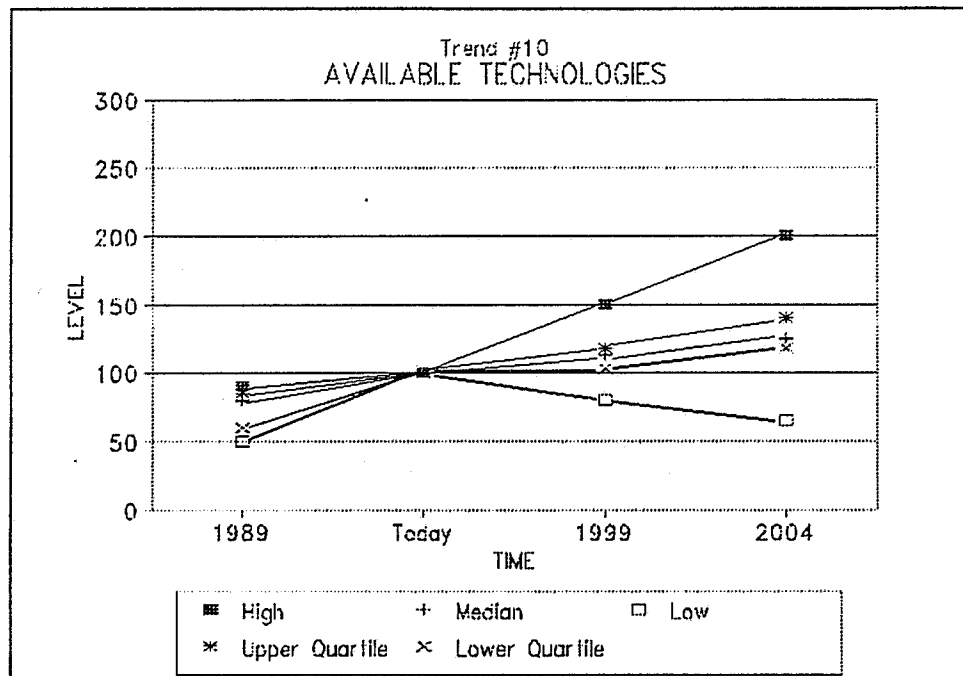




**Trend 8 - Level of Public/Private Partnerships:** This trend considers the level of cooperative endeavors between the public and private sectors. The panel viewed these relationships as increasingly important to the future role of public police. Panel forecasts indicate the level of public/private partnerships will increase during the period of study. The high forecast indicates that rate of increase to be eighty points over the next ten years. The low forecast indicates an increase of only ten points over the same period. Panel medians show an increase of sixty points over the ten-year time line. There was a definite consensus among panel members that such partnerships would be a critical element of the interesting future. Variations in forecast levels were due to the perceived level of cooperation between the slow-moving bureaucrats of government and the fast-moving entrepreneurs of small business. Some panelists envisioned service alliances between public police and private security forces in the delivery of some police services such as random motorized patrol and fixed video surveillance. Panelists felt that by off-loading non-essential services, police could better address community issues and problems.



**Trend 9 - Cultural Segregation:** The increase in community segregation reflected in the high forecast is based on anticipated increased emigration from the state allowing for an influx of diverse cultures into once stable communities. The low forecast is based on cultural clustering, the concentration of the same or similar cultures in a specific community, thereby decreasing the level of diversity. Forecasts near the median level indicate that continued immigration, both legal and illegal, will cause the level of cultural segregation within suburban communities to continue to increase throughout the period of study. One panelist claimed the level of high-density housing within a community has a direct correlation to the level of cultural clustering. He theorized that older, low density neighborhoods were becoming more diverse than were newer, high density neighborhoods. Panel members believed this trend relevant to the future police role because they felt segregated communities lack the social bonds capable of preventing violence. Some panel members also discussed the difficulty of engaging a segregated community which lacks a common language.



**Trend 10 - Available Technologies:** While the high, or optimistic, forecast depicts an increase of more than one hundred points over the period of study, the low forecast increases by only twenty-five points between TODAY and 2004. The high forecast was motivated by the expectation that a redirected defense industry will be seeking new markets. The conservative or low forecast was predicated by the potential for U.S. involvement in a major conflict causing the military to tighten its grip on available technologies. Median forecasts reached the one hundred-fifty level by 2004. The panel considered the potential of the electronic superhighway to become an alternative to police response in non-emergency situations. Panel members focused primarily on the availability of communication technologies that might enhance police/community partnerships and consensus building. These included interactive language translation systems that might facilitate communication with a diverse community. Some panelists felt that more immigrants are clinging to their language of origin and will not learn English.

### Event Identification and Selection

Having identified ten (10) trends, the panel was asked to use the same process to select ten (10) surprise events they believed most likely to impact the study issue. As was done in the selection of trends, voting was conducted anonymously in writing. For second round voting, the panel was asked to eliminate all events of natural disasters such as earthquakes. Refer to **Appendix E** for a list of candidate events.

### Event Evaluation

The panel was provided with rating charts and asked to make a series of forecasts based on their individual expertise and opinions. Refer to **Appendix G**. The panel was first asked to estimate the level of impact of each event on the issue area if the event were to occur. Using a rating scale of zero (0) to ten (10), each panelist was asked to rate both the positive and negative impact for each event. To establish scale values, a ten (10) was estimated as equivalent to World War II and a one (1) was equated to the invasion of Grenada. The panelists were asked to rate the impact levels separately not collectively.

Utilizing a scale of zero (0) to one-hundred (100) percent, the panelists were asked to forecast the probability of occurrence for each event "Ten Years From Now" and "Five Years From Now". In addition, the panelists were asked to identify the year that the probability of occurrence for each event first exceeded zero (0). Table 2 depicts the results, using panel medians, of the events forecasted.

### Event Definition

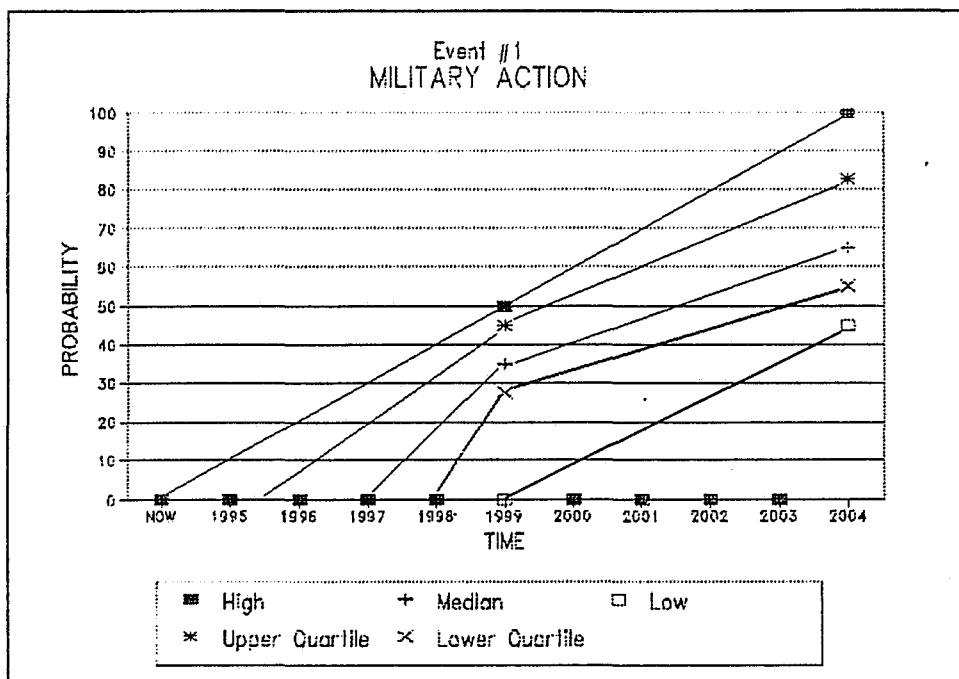
**Event 1 - Military Engagement:** Defined as the involvement by the United States in a military conflict in a foreign country or region.

- Event 2 - **Large Scale Riot:** The occurrence of a large scale or wide spread rioting in California predicated on racial and/or socio-economic issues.
- Event 3 - **Sale of Firearms Banned:** The sale of all handguns is prohibited by law.
- Event 4 - **Temporary Ban on Legal Immigration:** The federal government places a temporary ban on legal immigration into the United States.
- Event 5 - **Military Assumes Municipal Police Role:** The military assumes responsibility for providing police services to local governments within California.
- Event 6 - **Large Scale Local Tax Increase:** A significant local, city or county, tax increase.
- Event 7 - **Legislated Regionalization:** Legislation is passed requiring all municipal police agencies to regionalize services based on pre-established geographic police districts.
- Event 8 - **Fee for Basic Police Service:** Local agency establishes a fee for all basic police services.
- Event 9 - **Legislated Privatization:** California mandates privatizing all non-emergency police services.
- Event 10 - **Resident Officer:** State certification requires peace officers reside within the communities in which they serve or are assigned.

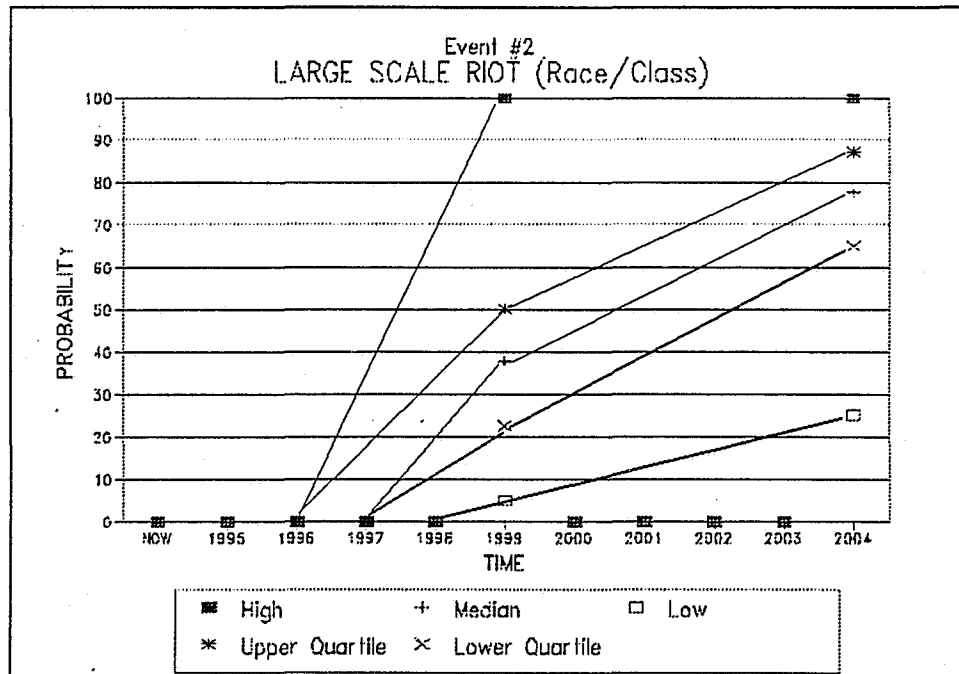
**Table 2**  
**Event Evaluation**

EVENT STATEMENT	* YEARS UNTIL PROBABI LITY FIRST EXCEEDS ZERO	* PROBABILITY		* IMPACT ON ISSUE AREA IF THE EVENT OCCURRED	
		5 Years From Now (0-100%)	10 Years From Now (0-100%)	POSITIVE (0-10)	NEGATIVE (0-10)
Military Action	2	35	65	6	6.5
Large Scale Riot	2	38	78	1	8.5
Ban on Gun Sales	3	23	58	5	5
Temporary Immigration Ban	3	45	80	7	3
Military as Police	4	25	45	5.5	5
Local Tax Increase	1	68	93	5	7
Legislated Regionalization	3	25	70	5.5	4.5
Fee for Service	3	50	78	5.5	5
Mandated Privatization	4	35	50	4	7
Resident Officer Program	4	30	55	7	4

\* Panel Medians N = 8

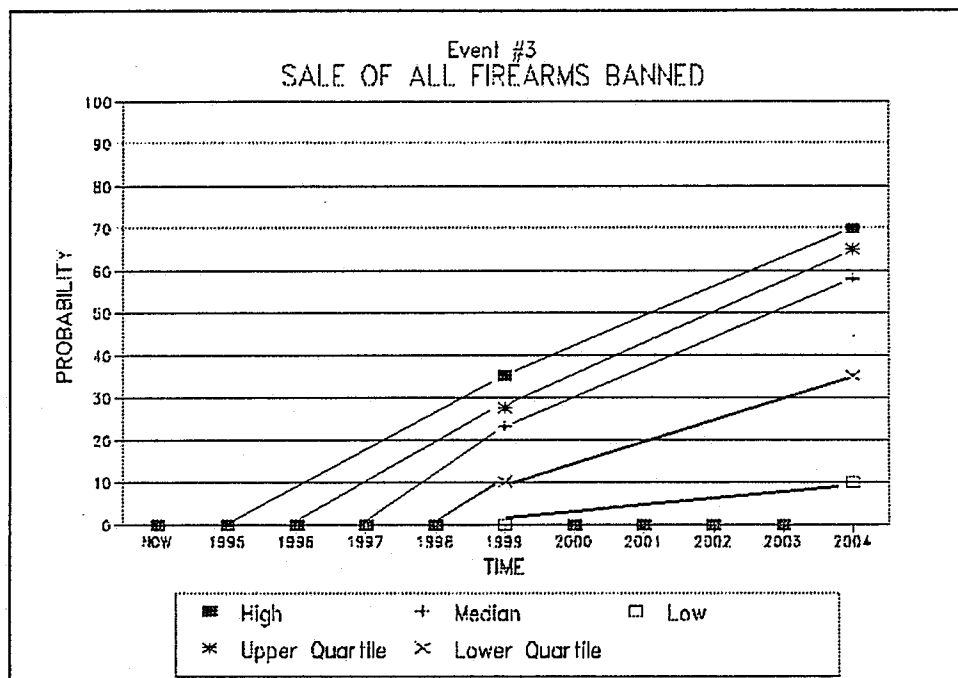


**Event 1 - U.S. Engages in Military Conflict:** Although the median forecasts indicate the probability of a foreign military action does not first exist until 1997, it rises to a level of thirty-five percent by 1999 and then increases to sixty-five percent by 2004. The panel weighted the positive and negative impacts of this event almost equally. Positive impacts were derived from the traditional premiss that war is good for the economy, particularly in a defense industry state like California. Consideration of negative impacts focused on the defense industry tightening controls on available technologies which might otherwise be available to police and an increase in immigration by those fleeing the effects of the conflict. Most panel members expressed concern that any significant increases in the level of foreign immigration would fuel anti-immigration sentiments in California, raising the level of hostility, cultural desensitvity, and the demand for social order maintenance. Many panelists believed police capacity would be negatively impacted by the results of a conflict.

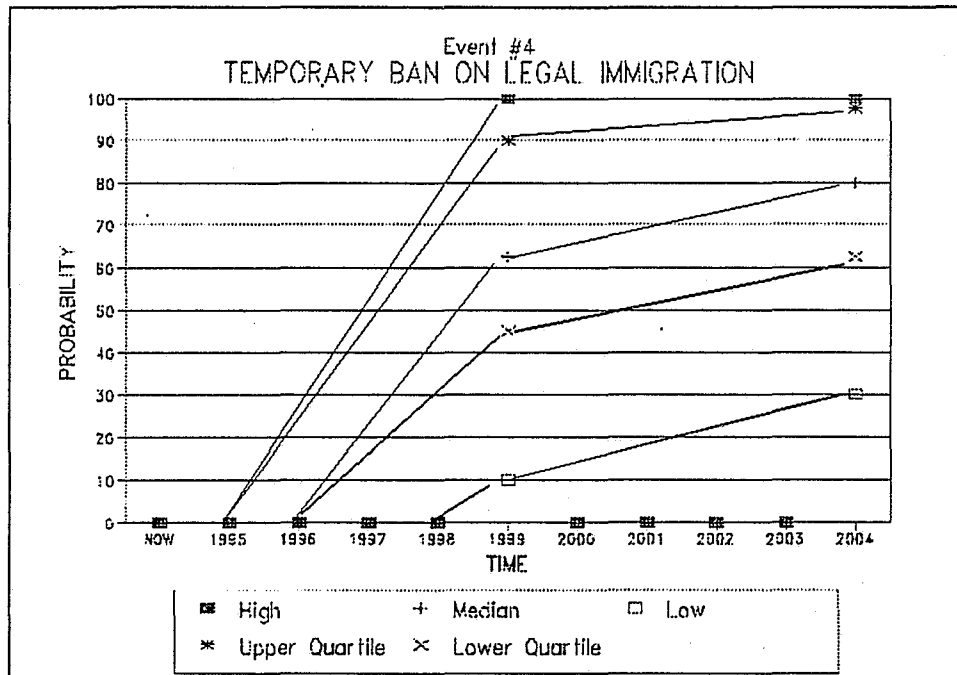


**Event 2 - Large Scale Riot:** The graph indicates that a high probability exists for a large scale race or class motivated riot to occur within the next ten years. Although there is a significant spread between the high and low forecasts, the majority of panelists were grouped near the median levels. It is perhaps interesting to note that none of the panelists perceived the probability of a large riot to exist immediately. The reason for this was found in the panel's discussion which focused on the pressure release associated with the recent rioting in Los Angeles following the Rodney King trial. Panel medians for negative impact levels significantly outweighed positive impact ratings. Included among the negative consequences associated with a riot included division of community, cultural desensitization, and economic implications of higher unemployment rates and the depletion of public safety resources. Many panelists believed another large riot would stimulate further emigration from southern California, change community social structures, increase reliance on police, raise the level of community fear, and promote armed self-defense as acceptable conduct.

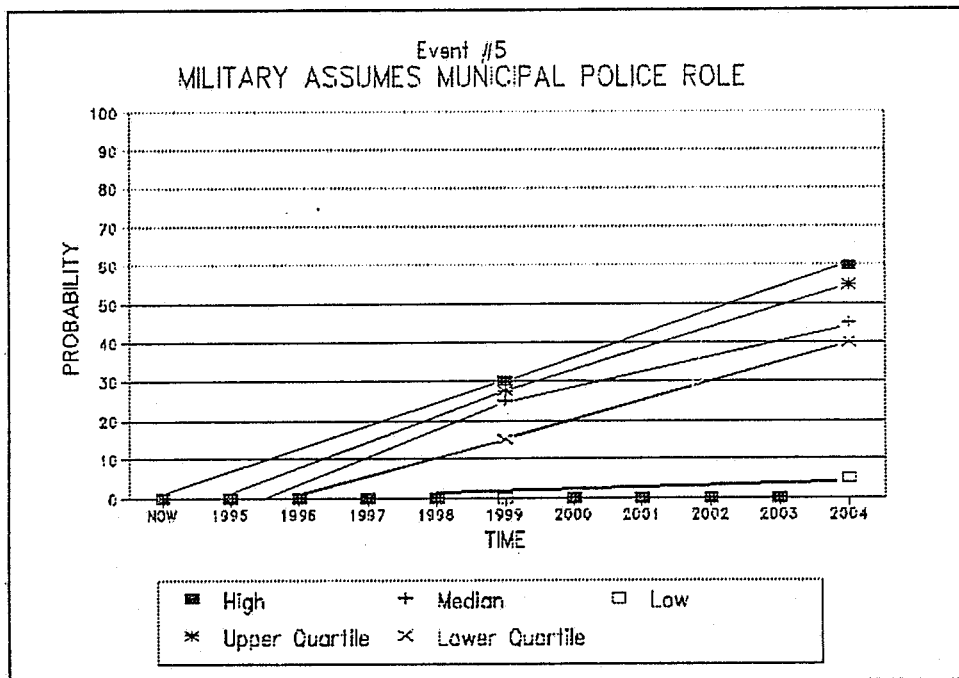




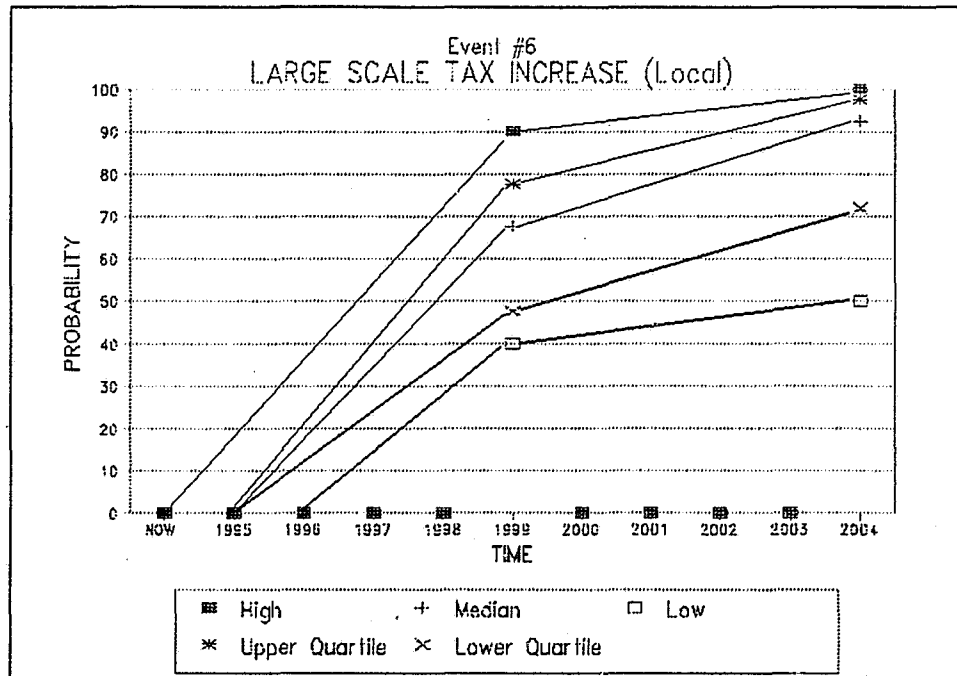
**Event 3 - Sale of Firearms Banned:** With slightly more than 10 points separating the high and median forecasts, the graph indicates a substantial probability that firearm sales will be banned in the next ten years. The median forecasts indicate the probability exceeds zero in 1997 and climbs to approximately fifty-eight percent ten years from now. Again, median strength of both positive and negative impacts were rated equally. Negative impacts were so rated because of the potential for a black market for illegal firearms. The subject provoked considerable debate as a few panelists steadfastly clung to the inalienable right to bear arms. Panelists believed this to be a significant event because of the relationship between increased diversity and the perceived need for personal safety. While some argued the elimination of handguns would reduce violent crime, others claimed that the fear of violence in increasingly diverse communities would stimulate gun possession as a means of self-defense. Both arguments have some impact on the function and capacity of police.



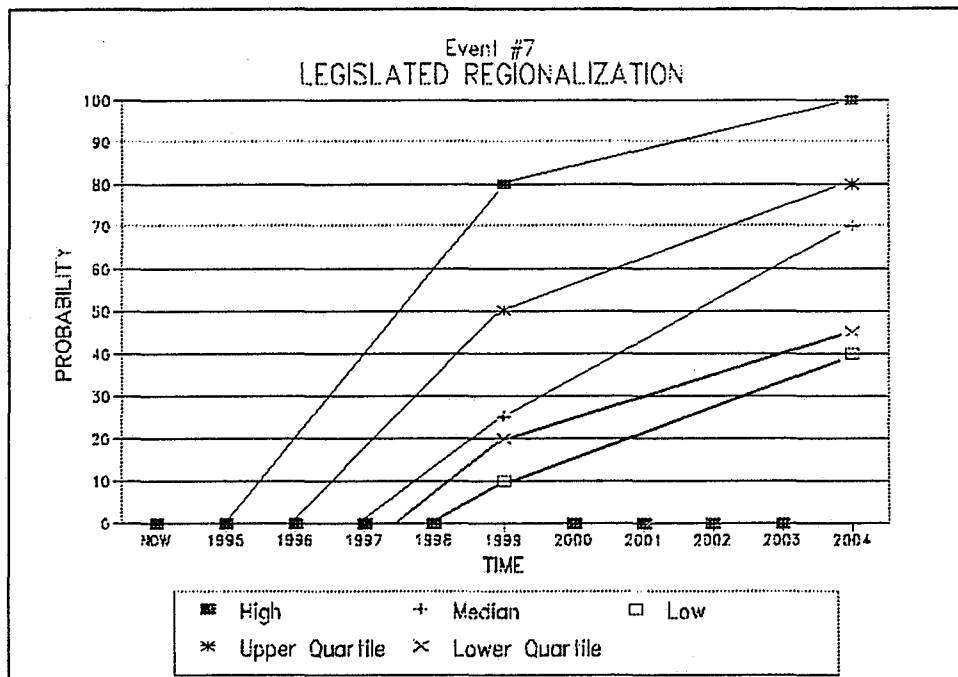
**Event 4 - Temporary Ban on Legal Immigration:** Although some seventy points separates the high and low forecasts by 2004, the median probability scores indicate that a significant probability exists for a temporary ban on legal immigration to occur during the study period. The majority of panel members focused on the negative consequences that immigration has had on California. This may explain the high positive impact ratings assigned to a ban on immigration. Panel members assigned negative impact levels according to the potential for increases in illegal immigration that such a ban would encourage. Resulting shifts in demographic trends could have significant impact on suburban communities and those who police them. Some panel members claimed future projections may be skewed by current anti-immigration sentiments. A few panel members feared that an immigration ban would further divide some diverse communities contributing to increased cultural segregation and a reduction in the level of community involvement.



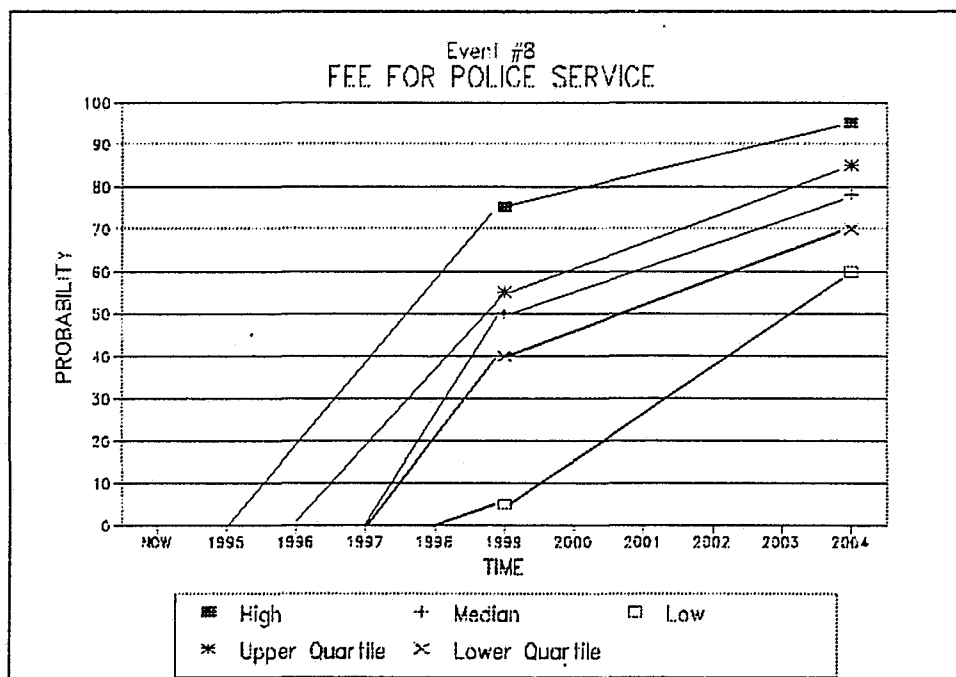
**Event 5 - Military Assumes Municipal Police Role:** With the median level at nearly fifty percent, the panel believed the probability of a military police force does exist within the next ten years. Positive impact issues associated with this event included the scale and availability of resources, cost of service provision, and the uniformity of training and delivery systems. Negative impact issues focused on the scale of bureaucracy associated with a military police and concerns for the creation of a "police state". Panel members also felt that a centralized command could not maintain effective communications with individual community members and would therefore be unresponsive to local issues. Some panelists suggested that a military police force would reduce the level of stress on local budgets and allow civilian police to engage in more effective proactive community improvement programs. Panel discussions included examples of the National Guard at the Mexican border and the proposal to use a military police force to improve safety in Washington, D.C.



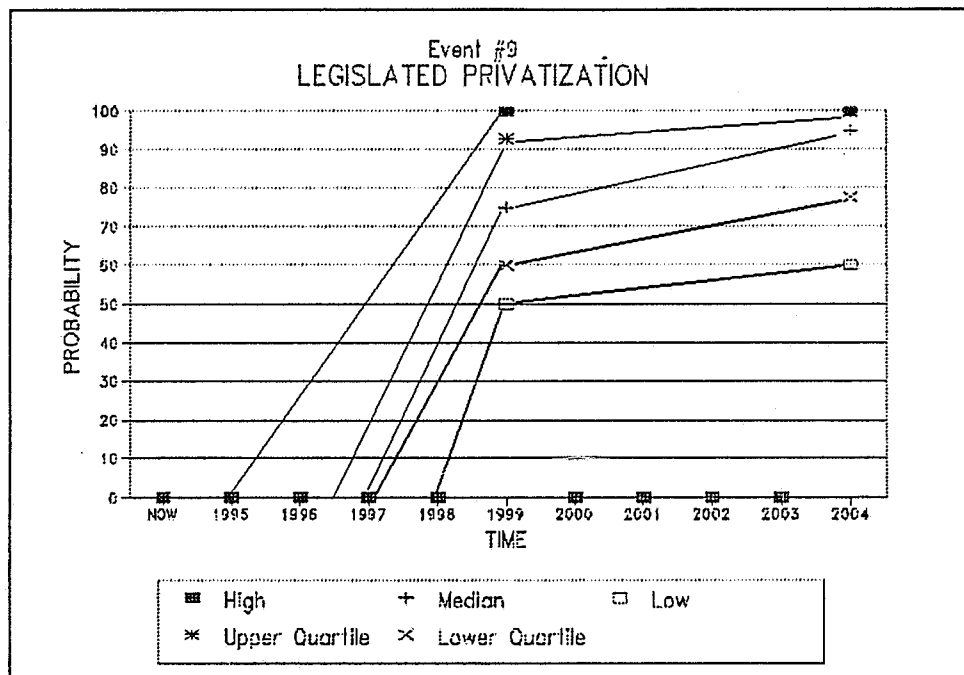
**Event 6 - Large Scale Local Tax Increase:** The graph indicates a high probability that a substantial local tax increase will be imposed in the next ten years. The high forecast exceeds zero now, the low forecast indicates that the probability exists only two years from now and the median forecasts depict the probability exceeding zero one year from now. Projections indicate that the probabilities exist and rise most rapidly between now and 1999. Panel consensus projected substantial impact, both positive and negative, if this event were to occur. Considering positive impact, the panel discussed increased revenues to local government. The panel felt, however, that these increases would have short term benefits as businesses and residents relocate to other communities with lower tax rates. The resulting emigration would then add to community diversity. Panel members agreed that the more diverse a community, the greater the social needs of that community and the greater the impact on tax revenues.



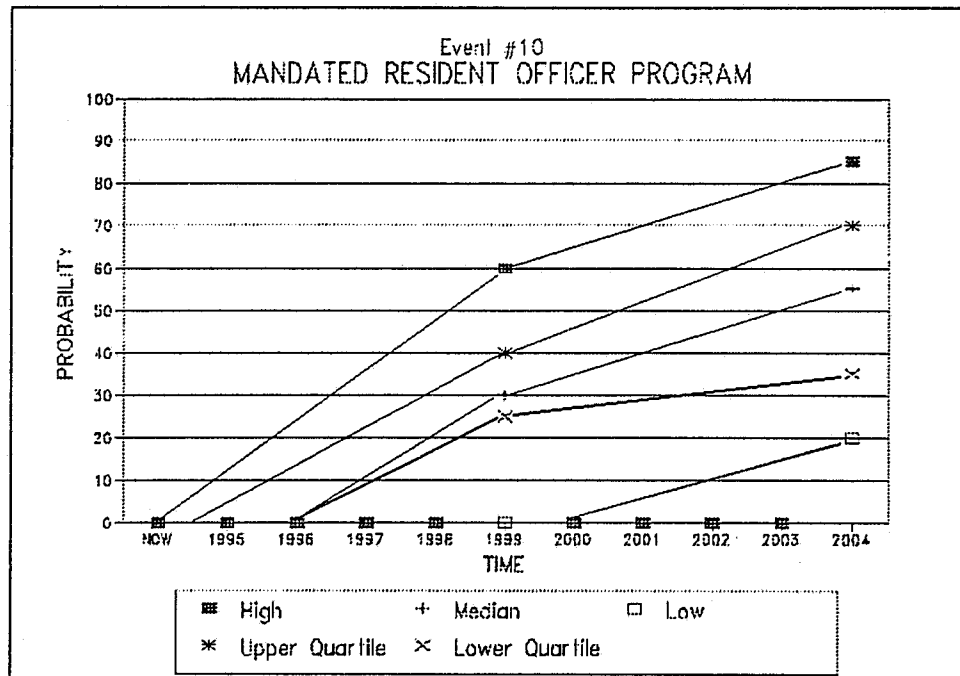
**Event 7 - Legislated Regionalization:** The graph indicates a high probability that the regionalization of public safety services will be legislated in California in the next ten years. Even the low forecast climbs to a forty percent probability by 2004. Panel medians indicate the positive impact of this event only slightly outweighs the negative. While positive impact factors included more efficient and cost effective service delivery systems, several panel members expressed concern for the loss of nexus between service providers and individual communities. Again, most panelists believed that the level of service delivery would decrease with any increase in the size of the bureaucracy responsible for delivering those services. A number of panelists felt that an increasingly diverse population would necessitate smaller agencies join forces for survival. Most felt that the regionalization of some services, such as communication and incarceration facilities, was inevitable if those smaller agencies were to continue delivering more essential enforcement services.



**Event 8 - Fee for Basic Police Service:** Both the high forecast and the median forecast rise rapidly during the first five years. While the low forecast indicates only a five percent probability by 1999, it too increases rapidly to a level of sixty percent by 2004. With nearly equal values assigned to both positive and negative impact, panel discussions centered around basic fairness issues. Positive impact ratings were derived from the concept that those who use the system should be required to support the system. Negative impacts were based on the potential for revictimization as those once victimized by the perpetrator would again be victimized by the system which would require them to pay for services delivered. Many panelists expressed concern for the impact of immigration and emigration on local budgets. Most believe service fees will be "the cost of doing business" in increasingly compacted suburban communities. Some felt recent media attention to the economic and social costs of illegal immigration may be contributing to the "pay for use" movement.



**Event 9 - Legislated Privatization:** While this graph depicts a forty-five-point difference between the high and low forecast, the majority of panel members were clustered around the median level. The median forecasts indicate the probability of legislated privatization first exceeds zero in 1997, increases to seventy-five percent by 1999 and rises to ninety-five percent by 2004. Positive impacts of privatization included reduced costs of service delivery and more efficient utilization of sworn police officers. Negative impact forecasts were primarily related to the potential for reductions in the quality of services delivered and the lack of adequate inspectional services. As with regionalization, many panel members believed that increased community diversity necessitates more cost-effective methods of service delivery. Most panel members discussed the benefit of public/private partnerships and the potential of contracting with private providers for the delivery of some non-emergency police services, thus allowing public policing to focus on proactive programs. Panel members unanimously equated bureaucracy, large or small, with inefficiency.



**Event 10 - Resident Officer Program:** Few panel members believed a resident officer requirement feasible in the current economic environment even with a depressed real estate market. The median forecasts indicate the probability of a resident officer program in California first exceeds zero in 1996, climbs to thirty percent by 1999 and fifty-five percent by 2004. As expected, panel members agreed that the positive impact of such a program far outweighs the negative. Most felt there was tremendous potential for community improvement with such a program. Panel discussions focused on the benefit of police officers working in the same neighborhoods in which they live. Many panel members felt this event would reduce some of the mistrust associated with officers who deliver service and go home to other neighborhoods. Panel members believed that police officers who were also residents would have a more personal investment in the community and may have better insight into community needs, particularly in smaller communities.



### Cross-Impact Analysis

The purpose of a cross-impact analysis is to assess how each forecasted event, if it occurred, would impact the probabilities of the other events. For example, the median probability of a ban on the sale of all firearms is fifty-eight percent by year ten. However, if a large scale riot were to occur, that initial probability may be significantly impacted based on a perceived need by the citizenry for armed self-defense.

Utilizing a rating scale from -10 to +10, a panel of three non-management police department employees assigned an impact level to each of the events. The level of impact, both positive and negative, of each event was then applied to the median probability values determined by the Nominal Group panel. These median probability values, identified as Initial Probabilities, were subjected to a mathematical formula utilizing the cross-impact values identified by the cross-impact evaluation panel. A computer generated version of this cross-impact formula was utilized to calculate the final probabilities of the impacted events. From that analysis it is possible to determine which events are "actor" events (those having the greatest impact on other events) and which are "reactor" events (those events most impacted by other events). Some events impact and are impacted equally. In such cases the event is considered to be an "actor" event. By evaluating how each actor event affected the other events, policies can be directed with the objective of making the event more likely or less likely to occur. **Table 3** depicts the cross-impact analysis.

**Table 3**  
**Cross-Impact Analysis**

\*\* Level of Impact (-10 to +10 Scale) Projected Over 10 Years

* Initial Probability		E1 65	E2 78	E3 58	E4 80	E5 45	E6 93	E7 70	E8 78	E9 50	E10 55	Final Prob %
E1	65	<b>X</b>	0	0	0	0	0	0	0	0	0	E1 65
E2	78	-4	<b>X</b>	4	3	-3	3	3	-1	4	4	E2 87
E3	58	-8	-5	<b>X</b>	0	0	1	4	-4	0	0	E3 50
E4	80	4	1	0	<b>X</b>	5	6	0	6	0	0	E4 96
E5	45	-2	7	3	0	<b>X</b>	3	0	4	-1	-2	E5 55
E6	93	0	5	5	0	0	<b>X</b>	5	3	-1	4	E6 99
E7	70	0	-4	2	0	2	6	<b>X</b>	5	-5	-1	E7 75
E8	78	0	5	5	0	0	0	4	<b>X</b>	-1	0	E8 87
E9	50	4	5	0	0	6	-1	2	0	<b>X</b>	0	E9 60
E10	55	0	5	0	0	-4	0	6	0	0	<b>X</b>	E10 61

Event #	1	2	3	4	5	6	7	8	9	10
Impact Total	5	8	5	1	5	6	6	6	5	4
Impacted Total	0	9	5	5	7	6	7	4	5	3
Actor/Reactor	A	R	A	R	R	A	R	A	A	A

\* Panel Medians N = 8

\*\* Panel Medians N = 3

### Event Legend

Event 1 - Military Conflict  
 Event 2 - Large Scale Riot  
 Event 3 - Ban on Gun Sales  
 Event 4 - Temporary Immigration Ban  
 Event 5 - Military as Police

Event 6 - Tax Increase  
 Event 7 - Legislated Regionalization  
 Event 8 - Fee for Service  
 Event 9 - Legislated Privatization  
 Event 10 - Resident Officer

## **SCENARIOS**

A scenario has been defined in part as, "a non-fictional narrative intended to clarify the causes and consequences of major developments and thereby facilitate the identification and evaluation of relevant policies or actions by the user". The value of scenarios is that they provide a framework for vital planning by allowing the user to ask "what if" questions.

Applied to this study effort, three scenarios were constructed to consider what impact changing demographics will have on medium size suburban police agencies by the year 2004. Calendars for these future histories were computer generated with the assistance of software provided for this effort by the Policy Analysis Company in Washington, D.C.. Input data was derived from the research and forecasting methods utilized. Generating sixty separate scenario calendars, three basic families of events were identified. These "event families" are presented in three different scenario modes: most likely future, most desirable future, and most feared future.

### **Most Likely Scenario**

August 1994 had been the hottest month in recent memory. Not only were temperatures soaring, but so too were tempers in the many diverse and highly compacted communities throughout southern California.(T1) Three years of economic decline and massive unemployment was contributing to an anti-immigration atmosphere in many of the once homogeneous communities. Hoping to diffuse hostilities, some local community leaders were demanding legislation to ban all legal immigration.(E4) But legal immigration was not the virus causing this social ill. The economic impact of illegal immigration and the fear of crime had more to do with elevating the social fever than did the infusion of different cultures.

Increasing violence was also permeating many suburban communities throughout the state.(T6) Police departments in those communities experiencing the greatest impact had been reduced to "response only" agencies by short-falling budgets and redirected revenues.(T5) Having lost the ability to interact and communicate with the communities they served, these response agencies were no longer able to anticipate problems or diffuse the disputes which resulted from those problems.(T9) Many police executives wondered if their reduced forces would be capable of reacting to the explosive and devastating civil unrest which seemed so certain in the heat of summer. Most realized their mutual aid agreements with lesser impacted police agencies would not be sufficient to prevent a large scale riot from spreading from the cities "to the sea and to all of southern California".(E2)

The concern over that potential did, however, ignite a fire under a gun control bill which had been stalled in committee for years. On November 7, 1995, during an emergency session of the legislature, that bill was passed into law.(E3) Although the actions of the law makers would have no immediate impact on the conduct of the law breakers, gun control proponents held out hope for some long term reduction in the incidence of crime in California.(T2)

But by December of that same year, the fear of violence, increasing crime, decreasing budgets, and the increasing mobility of the melting pot had substantially weakened community infrastructures and pushed many communities to the brink of insolvency. In an effort to rescue those agencies from the brink, and avoid the economic devastation of a hostile takeover, the state mandated all police agencies not currently engaged in public/private partnerships to privatize non-emergency services. (T8) By January 1997, approximately 55 percent of all small and medium size police agencies were operating under the state mandate.(E9)

Even with the savings realized by privatizing, the demands of emergency response were effecting the equilibrium of those few municipal budgets which still had some sense of balance.(T3) Population diversity was creating communities of diverse needs, values, and standards of acceptable conduct. In the ensuing conflict of social interests, the police were viewed as an occupying force with no investment in community issues. Still, the costs of maintaining a public security force continued to escalate.(T4) In March 1998, the City of Placentia, faced with the possibility of becoming another branch of state government, enacted the largest local tax increase in state history.(E6) With that effort things really began to move.

Unfortunately, most of the things moving were tax payers. Businesses left for the more business friendly communities which had realized the value of innovative community reconstruction. Abandoned by local business, residential property values also began to decline as single family dwellings became high density housing out of economic necessity. Some residents recommended the city implement a resident police officer program using redevelopment funds to buy up available properties. The Police Officers Association opposed that effort, however, claiming police officers did not want to move their families to an unsafe suburban neighborhood.(E10)

Providing services to a community without commonality or sense of identity was becoming increasingly difficult. Having economized, privatized, downsized, and excised, beleaguered municipalities searched for ways to subsidize. In May 2002, the city council of Placentia adopted an ordinance which required the users of police services to pay for those services.(E8) The ordinance was somewhat nebulous but relatively non-discriminatory. Anyone to whom police service was delivered was required to pay for the delivery of that service, perpetrators and victims alike. However, as with any system of questionable fairness, the legality of the ordinance

found itself in a state of perpetual abeyance.

At the end of January 2004, perhaps the hottest month in recent memory, newly elected Governor Daryl F. Gates, attempting to fend off demands for the military to assume municipal police powers, (E5) signed into law a bill requiring the regionalization of municipal police agencies.(E7)

### **Most Desirable Scenario**

The California economy was continuing it's downward spiral as many disparaged residents hoped the hot Santa Ana winds of autumn would not blow the anticipated recovery into yet another year. Predictions, perhaps even hopes, that the centrifugal force of politics would pull the United States into the war in eastern Europe and energize the defense industry, once the life blood of the California economy, had failed to materialize. The Clinton administration, despite their initial "get tough" posture, had resisted the gravitational pull and had contributed little more than limited air support to the United Nations defense forces.(E1)

The summer of 1995 had been both long and hot. Triple digit temperatures and double digit unemployment were pushing the social discomfort index off the scale. Affected further by strong anti-immigration sentiments, the social barometer indicated the presence of a significant high pressure system. Increased cultural and ethnic diversity was drastically altering the complexion and the identity of many established communities.(T1) (T7) When exposed to the heat of summer, the metamorphose from frustration to hostility and from hostility to violence was substantially accelerated.

In an effort to reduce the potential for widespread violence, many law enforcement associations were supporting legislation to ban the sale of

handguns.(E3) Introduced in October 1995, Assembly Bill 417 had been stalled in committee by the powerful gun lobby and was not likely to have much impact on reducing the fever associated with the social ills of compacted communities. The incidence of violent crime in suburban communities (T6) was placing tremendous demands on service delivery systems.(T3) Many of those systems had been poorly designed in the rush to establish the politically valuable "community oriented policing" programs of the early nineties. Those programs not already abandoned by agencies bereft by budget shortfalls and redirected revenues were buckling under the added weight of increased demand.(T5) The only programs supporting the increased demand of social order were those which had engaged the community in their design.(T9)

As far back as 1990, the City of Placentia had begun to lay a foundation for the construction of effective policing programs. Recognizing that reality prevented the police from being all things to all people, the chief of police began a process to distinguish between those things the department should do and those things the department could do. Utilizing forecasting methodologies learned in the Peace Officer Standards and Training Command College, the future direction of the community, and therefore the future of the police, had become the overriding focus of the organization. Community consultation councils, volunteer programs, public/private partnerships, and technology expertise groups had been brought into the effort.(T8)

In October 1995, while some communities simmered at the boiling point, Placentia's community development seemed to be absorbing the heat from the gusting winds of change and utilizing the resulting energy to propel itself into the future.(E2) Existing technologies were employed to fortify the lines of communication

between the police and community members.(T10) The public/private partnerships and volunteer networks provided alternative systems of non-emergency service delivery which allowed traditional police resources to focus on maintaining social order and security. The diversity of community talent was utilized to forecast future community needs.

In 1997, Placentia was exempted from the state requirement that all police agencies, not currently involved in effective public/private partnerships, privatize all non-emergency and support services.(E9) Still, the escalating cost of policing an increasingly diverse community continued to place substantial demand on the general fund.(T4) In 1998, in an effort to avoid additional local tax increases, (E6) Placentia implemented a sliding fee scale for the delivery of some police services.(E8)

Through the community interface mechanisms and with the use of forecasting methods, Placentia was able to effectively evaluate existing conditions and consider the future function of its police. It was discovered that some of the alternative work schedules contracted in the early nineties were an impedance to effective communication. Police officers working longer but fewer days spent more time away from the community than they spent in the community. This detracted from their ability to effectively police the community when they were on-duty. In 1999, with the state's economy stabilized and revenues redirected, Placentia subsidized a resident officer program.(E10) Utilizing redevelopment monies, Placentia provided low interest loans and rent subsidies to Placentia police officers who would live in the city.

Some communities, which had not engaged in some form of futures research, were forced to continue the deficit operations associated with reactive policing. In the year 2002, the mandatory regionalization legislation they had seen as their salvation, was vetoed by Governor Kathleen Brown who viewed it as an effort by the



conservative minority to create a police state.(E7)

By 2004, the Placentia Community Consultative Council had been utilized as a national model for determining the future of police functions in socially and culturally rich suburban communities.

### **Most Feared Scenario**

1997 had not been a good year. The beleaguered California economy had not received the boost the spin doctors had been predicting. For the multitudes of unemployed Californians, the United States' involvement in the war in eastern Asia (E1) had been one of those good news-bad news things. The good news; the war had breathed new life into the defense industry. The bad news; it had been the budget balancing tactics of this state which had sucked the life out of the defense industry in the first place. Defense contractors struggling to redefine their industry had found the new definitions easier to come by in less restrictive states like Arizona, Nevada, Utah, and Idaho.

In addition to the war in Asia, the conflict in the middle east, which had spread into northern Africa, had heightened fears about terrorist activities in this country. It was those fears, coupled with the growing anti-immigration sentiments, which had pressured Congress to pass legislation placing a temporary ban on all legal immigration.(E4)

A ban on legal immigration, however, had little effect on the immigration problems in a coastal border state like California. Despite the increase in the number U.S. Boarder Patrol agents assigned to California, illegal immigration, particularly from those fleeing the Chinese control of Hong Kong, had reached uncontrollable proportions. Anti-immigration sentiments had fueled hostilities in many of the culturally diverse (T1) and ethnically fragmented communities throughout California.(T7) Many of the smaller communities, besieged by spiraling crime rates

(T2) and seriously lacking adequate sources of revenue generation, (T5) had begun to buckle under the weight of service demand.(T3)

In January 1998, the Orange County Board of Supervisors, with the support of the Orange County Association of Mayors, imposed the largest local tax increase in state history.(E6) But, as they would later discover, tax increases would not be their salvation. The North American Free Trade Agreement had actually transformed Mexico into a very business friendly environment. While the relocation of employment centers had discouraged illegal immigration from Mexico and central and south America, it had encouraged the emigration of both skilled workers and business professionals from southern California. The rising tide of taxation had only served to accelerate the erosion of both economic and social structures.

The increased reliance on government institutions was limiting the effectiveness of costly and narrowly focused "community oriented" policing programs of the late eighties and early nineties.(T4) The personnel and capital cutbacks forced by budget shortfalls and the loss of revenues (T5) had created "response only" agencies of many suburban police departments. However, the increased demands created by the escalating violence (T6) had made even response seem a lofty goal. While perilously perched on the brink of insolvency, many agencies considered such options as assessing fees for services (E8) and alternative methods of delivering those services.(T8) But the economic reality, as viewed from the brink, suggested such actions would be too little, too late. As 1999 came to a close, the state, considering the prospect of hostile takeovers of insolvent communities, mandated that municipal police services throughout the state be regionalized into geographic police districts effective July 1, 2002.(E7)

But the state, once so fond of environmental impact reports, had failed to

consider the impact of regionalization on either the internal or external environments of the regional police districts. Internally, the political struggles for autonomy and control had weakened organizational structures. With so much attention focused inward, the disenfranchised communities claimed they were being ignored. Community members alleged that centralized bureaucracies were not sensitive to local needs. It seemed that fragmented communities were now being policed by equally fragmented organizations, unable to resolve their own disputes much less those of their constituents.(T9)

As the internal struggles continued, the external environment became a tinder box of frustration. Conflicting interests, conflicting values, and conflicting standards of social conduct had created communities in conflict.(T1) In September 2003, the sparks of civil discontent ignited the fires of civil disorder.(E2) As the flames fanned across the suburban communities of southern California, the loosely connected regional police were unable to pull a line around the fire. On October 4, 2003, the federal government dispatched troops from Camp Pendleton, the last remaining military base in California, to help restore order. The military, with seemingly unlimited resources and a structured central command, seemed a welcome relief to many weary law enforcement officials and local politicians alike.

On January 20, 2004, President Bush signed an executive order which not only maintained the military peace keeping force in California, (E5) but established it as the primary law enforcement agency in the state.

### **POLICY CONSIDERATIONS**

The rewards of futures research is the opportunity for interaction with some future slice of time. It is hoped that this interaction will initiate the development of a plan to make the desirable future more likely to occur or make the undesirable futures less likely to occur. In order to optimize this opportunity, the desirable scenario was

selected for the purpose of strategy formulation and policy development. Some considerations toward that formulation and development include the following:

1. A comprehensive capability analysis should be conducted to assess organizational capacities and competencies.
2. Modifications should be made to the organizational structure to make it more accommodating to an interactive communication process. This might involve a flattening of the structure and increasing the span of control.
3. Internal stakeholders from all levels of the organization, including civilian and retired employees, should be empowered to participate in the change process. This would include the creation of policy planning committees, work groups, and action teams.
4. The existing volunteer program should be expanded to provide for an increased role strategy development and implementation.
5. The organization should conduct a comprehensive analysis of the external environment. Community surveys should be utilized to assess community concerns and expectations.
6. Communication systems should be developed to allow the community and the organization to align service expectations with service capacity. This would require the development of a system linking internal and external stakeholders.
7. Evaluation systems should be developed to maintain service alignment. This would need to provide for continuous feedback so that system modifications could be made in a timely manner.
8. Futures forecasting mechanisms should be developed to anticipate future needs which might exist in either the internal or external environments. These mechanisms would include community focus groups or consultative councils.

9. The police department should implement aggressive multicultural hiring practices of individuals who speak the languages spoken in the community.
10. Internal and external stakeholders should develop a mission statement.

The formulation and development of a strategic plan intended to enhance the probability of the desirable future and thereby provide an alternative future from which to choose is discussed in the following section, Strategic Management.

## SECTION II : STRATEGIC MANAGEMENT

## **STRATEGIC PLAN**

The strategic planning process is defined as "a structured approach, sometimes rational and other times not, of bringing anticipations of unknown future environments to bear on today's decisions." The objective of the strategic plan in this application is to help transform the desired scenario into a future reality.

The strategic planning process involves several activities. These include developing a mission statement, conducting a situational analysis and a stakeholder analysis, identifying alternative strategies, and developing an implementation plan. The Placentia Police Department will be utilized to facilitate these activities.

### **STRATEGY DEVELOPMENT MODEL**

The Placentia Police Department was selected as a model for strategy development. The Placentia Police Department is comprised of fifty-four sworn personnel and sixteen full time civilian personnel. The Department has an annual operating budget of \$5.4 million dollars. The City of Placentia, incorporated in 1926 and managed by a council-manager form of government, encompasses approximately seven square miles located in northern Orange county. Once an agricultural community renown for its Valencia oranges, Placentia has been slowly and deliberately developed into a scenic bedroom community with a population of approximately forty-five thousand people.

The community, predominantly Caucasian with twenty-seven percent of the population being Hispanic, is experiencing increasing ethnic and cultural diversity. Twenty-seven different languages are currently represented at one of the local intermediate schools. The demand for affordable housing has required high density variances on the few remaining undeveloped acres of residentially zoned property.

## **MISSION STATEMENT**

It is imperative that a strategic plan focus on the ultimate goal or the desired end state as it relates to the issue. This is best accomplished by the development of a mission statement. Missions are claims about the distinctive contribution an organization makes to the public good. The macro mission defines the organizations primary purpose for being. The macro mission of the Placentia Police Department is: **To protect and serve all who live, work and travel through our community by providing a safe environment within our city.**

The micro mission is an attempt to articulate how that primary purpose will be realized. For this study effort the micro mission of the Placentia Police Department was developed by a panel of six sworn and civilian employees from within the organization. That mission is articulated as follows:

**In partnership with and empowered by our diverse community, we the members of the Placentia Police Department are committed to and accountable for the continuous improvement of service quality. To accomplish this we will:**

- \* Establish and maintain interactive relationships with every segment of our community,**
- \* Develop communication systems which will enable us to align service priorities and methods of service delivery, and**
- \* Facilitate, support, and actively engage in the identification, establishment, and maintenance of community goals and objectives.**

## **SITUATIONAL ANALYSIS (SAST)**

Understanding the current situation of both the internal and external environments is vital to the strategic planning process. To assist with this attempt at



understanding, a group of three supervisors and managers from the Placentia Police Department, Captain Daryll Thomann, Lieutenant Ken Rowley, and Sergeant Jay Fricke, were assembled to identify and consider these internal and external factors. Two individuals from outside the organization, Curt Hamner and Aaron Kennedy, who had also participated in the Nominal Group exercise, were included in the process to provide some degree of balance to the analysis.

### **WOTS-UP Analysis**

WOTS-UP is an acronym for weaknesses-opportunities-threats-strengths. A threat is any unfavorable situation or trend. Strengths are resources that could be utilized to achieve the desired end state and weaknesses are internal limitations to goal attainment. An opportunity is any favorable situation, condition, or trend existing or developing outside the organization. The W-O-T-S UP analysis is a strategic planning exercise which attempts to identify the best match between environmental trends and internal capabilities.

### **Environmental Opportunities**

Diversity creates an opportunity rich environment. There is a wealth of culture, talent, expertise, knowledge, ideas, perspectives, and values within the community which could be utilized in the planning and implementation of community strategies. Planned development, slow growth, has prevented service demand from overwhelming service delivery systems. A stable residential tax base, not overly dependent on retail sales or tourism, has allowed for some realistic economic forecasts thus providing some degree of economic security and stability of municipal resources. Sound fiscal planning and management has averted some of the major

program and service cutbacks experienced recently in neighboring communities. Crime rates are relatively low, having decreased approximately 2% from 1992 to 1993. Support for the police department has been relatively wide spread throughout the community and has improved significantly in the Hispanic community since the chief of police arrived in 1990. The city council is supportive of community policing programs and extremely supportive of the chief of police.

### **Environmental Threats**

As the level of diversity within the community increases, the barriers to communication and meaningful dialogue also increase. Rising unemployment and job/plant relocation has taken many well educated and well-trained business professionals from the community, thus depleting the pool of talent that might otherwise be contributed to community improvement or social intervention programs. Escalating gang activity has put greater emphasis on enforcement and increased the workload of both patrol and investigative personnel. Special interest groups are clamoring for "community oriented" social intervention programs. This increased special interest pressure is encouraging local politicians to engage in the business of micro-managing individually prioritized programs.

Social service agencies, impacted by budget cuts, are "off-loading" demand onto other public service providers, most frequently the police, adding further to workloads. Recent increases in the utility users tax has contributed to increased scrutiny of the spending of public monies thus making program expenditures for proactive programs or programs with "soft data" results more difficult. Gang violence has contributed to territorial conflicts within the community fragmenting community resources and heightening community fear levels.

## **Organizational Strengths**

The Chief of Police is innovative, open to new ideas, forward thinking, very community oriented, and supportive of staff which encourages imagination and creativity and enhances program development. A significant number of the current command staff members will be retiring within the next five years. Although this equates to a loss of more than 100 years of collective experience, it also provides the opportunity for an infusion of new ideas into the organization and the community. A few officers are currently engaged in community improvement programs or are members of community organizations and service clubs which contributes to community service and strengthens the police/community relationship. The organization is still relatively small, well equipped considering recently imposed fiscal restraint, and not too deeply entrenched in traditional policing programs. The Department is currently engaged in several community partnership efforts with business, education, and youth in an attempt to strengthen the base of community support.

## **Organizational Weaknesses**

The organization is currently involved in a cultural and philosophical transition which has destabilized the organizational environment and caused some within it to feel a lack of clarity of direction and purpose. The current organizational structure is still somewhat rigid with formal lines of communication. Although small, it is still very much a bureaucratic and closed system. As such, it does not easily lend itself to internal flexibility, a free flow of information, or provide for community input.

While serving a population which is slightly more than 27 percent Hispanic, fewer than 5 percent of police department personnel speak Spanish. This creates additional barriers to the exchange of information and ideas and further reduces the

level of trust of many recently immigrated. Many of the senior officers and some of the supervisors are fearful of change and view community programs as unnecessary social work. Some first line supervisors are reluctant to hold subordinates accountable which may add to the perception of some that the organization lacks a mission or a clearly defined direction and purpose. Recent budget cutbacks have mandated hiring freezes and while staffing levels remain constant the community continues to grow. Reductions in the officer per capita ratios threaten the organization's ability to respond to increasing service demand.

Specialization within the Department has depleted patrol staffing levels and contributed to a redundant, fragmented, and territorial approach to the delivery of police services. Patrol officers may avoid some police duties assuming that someone else will address them. Most officers live some distance from the city and do not engage in civic, business, or recreational activities within the city. This detracts from the sense of personal investment in the community and interferes with some police/community relationships. Alternative work schedules reduce the time spent by officers in the community which further reduces the sense of community investment.

### **STRATEGIC ASSUMPTIONS**

A very important part of any strategic plan is the identification of those persons, groups, or constituencies impacted by the issue question. Collectively these individuals and/or groups of individuals are known as "stakeholders." Some of these stakeholders are concerned for economic reasons, while others seek political advantage or personal leverage. Whatever the reason, these stakeholders share a common concern for insuring that their needs are met, that their interests are addressed, and that their advantages are maintained.

There are also individuals or groups who have the ability to radically impact the strategy. These often unanticipated stakeholders are referred to as "snaildarters".

### **Stakeholder Analysis**

The stakeholder identification and position analysis was accomplished by the same group of five police managers and private sector individuals who participated in the environmental analysis. The following list represents principal stakeholders to the issue of the impact of changing demographics on the Placentia Police Department. Positions believed to be held by these stakeholders relative to the issue are also included.

### **Stakeholder Assumptions**

#### **1. Chief of Police**

- A. The Chief would be supportive of any organizational effort to anticipate or address the impact of changing demographics if convinced that the effort would be beneficial to both the community and the organization.
- B. Will want an effective monitoring system with which to monitor any changes and which provides continual feedback between both internal and external components.

#### **2. Command Staff**

- A. The captains and lieutenants will be conceptually supportive of any effort to consider changes in the functions of the organization if convinced operations will be improved and police capacity will not be diminished.

- B. Many will be concerned about the distribution of workloads and accountability for the productivity of subordinate personnel.
- C. Any strategy that includes greater involvement by members of the community may be viewed as a forfeiture of control and influence.

### **3. First Line Supervisors**

- A. The majority of supervisors will support a change in the operations of the organization if they believe such changes will benefit the organization and not have any negative impact on crime rates and workloads.
- B. They will resist change if it is attempted solely for the sake of change and contains no measurable "bottom line".
- C. Some may view organizational and operational changes as a threat to their personal security. If the threat level is sufficient, some may even block change.

### **4. Placentia Police Officers Association**

- A. The PPOA would be supportive of any effort to analyze the work they do or the reasons they do it.
- B. As a bargaining unit they would, however, demand to meet and confer on any issue which impacts an existing contract or creates changes in working conditions.
- C. They would also support any effort to flatten the organizational structure which they view as being "top heavy" in the present form.
- D. The current governing board of the POA had been very confrontational with a previous chief and have maintained an anti-administration platform.

## **5. City Manager**

- A. The City Manager will support any effort that improves service delivery, contributes to the efficient use of resources, and satisfies the city council.
- B. Would demand substantial justification for any strategy which increased resource allocation for police at the cost of other municipal services.

## **6. City Council**

- A. The City Council would support any effort which is responsive to the needs and desires of their constituents, is cost effective, and does not increase the size of the budget.
- B. Some council members would want input into any new programs, but may delay support until the success becomes apparent.
- C. Some council members will be sensitive to the support, or lack thereof, of special interests.

## **7. Community Residents**

- A. Will insist basic community safety not be sacrificed to political influence.
- B. Will want an organizational system that is responsive to their needs and delivers service on demand.
- C. Residents in the southern areas would support a strategy which increased efforts to eradicate the gang problem and put more police on the street.
- D. Residents in the northern area of the city would support a strategy which increased the level of preventive police patrol and traffic enforcement.

#### **8. Hispanic Advocacy Groups**

- A. Would support changes in the objectives of the police department providing basic safety interests, and their special interests, were not neglected.
- B. Would want to participate in any effort to bring about change.
- C. May assert pressure on individual panel members to pursue a special interest agenda.

#### **9. Chamber of Commerce**

- A. As the primary advocate for the local business community, the Chamber would be supportive of any police effort which encouraged and supported a safe environment for business growth.
- B. The Chamber would encourage structural changes which provided greater access and was responsive to the concerns of local business.

#### **10. Education Community**

- A. Stakeholders from the local school district would be supportive of any strategy which maintained lines of communication between faculty, police, and students.
- B. Would lobby for increased police presence on and around campuses.

#### **11. Social Service Providers**

- A. Would be supportive of any strategy which addressed social needs.
- B. Would be interested in a partnership with police if such a partnership included a sharing of resources and service demand.
- C. Would want to be involved in developing strategy.



- D. May attempt to off-load their own service demand on an organization which demonstrated a concern for the social needs of the community.

## **12. Private Security Industry**

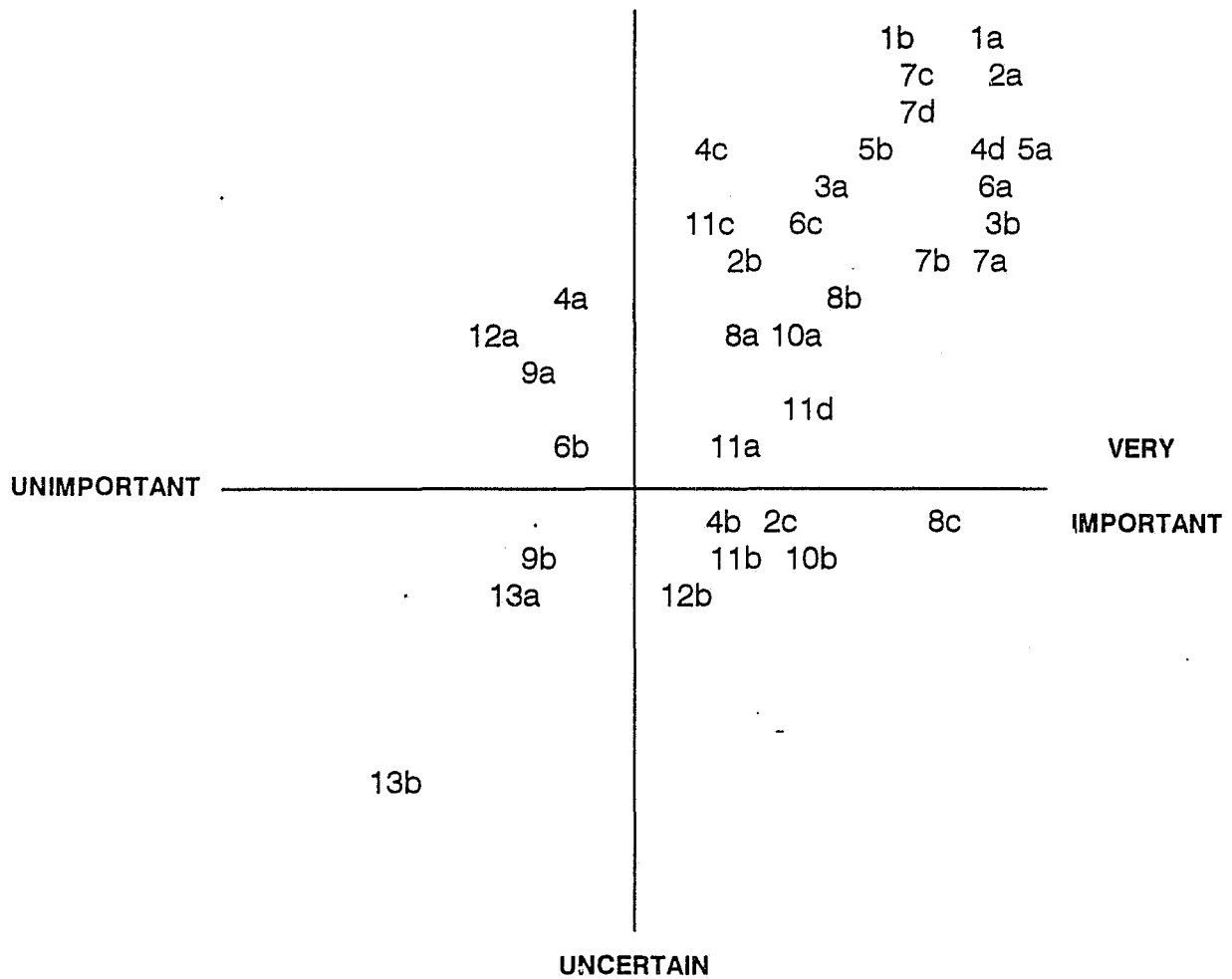
- A. Would be interested in an organizational strategy which provided an opportunity for increased market share of security technologies and private service delivery.
- B. May assist in the development of a police strategy to off-load non-essential services to the security industry.

## **13. Adjacent Police Agencies (Snaildarters)**

- A. Successful strategies may place political pressure on adjacent communities to consider their organizational function or role within the community. These pressures may cause these agencies to feel the need to develop a similar approach to policing if the selected strategy proved successful in Placentia.
- B. Increased enforcement efforts could cause shifts in service populations thereby causing increased workloads in adjacent communities if Placentia's strategy proved successful.

For a graphic display of individual "assumption" positions, the certainty of each assumption, and the level of their importance refer to the Stakeholder Assumption Map, **Figure 22**. Mapping the various assumption positions allows for the identification and consideration of those assumptions that may be critical to the strategic planning process.

**Figure 22**  
**Stakeholder Assumption Mapping**  
**CERTAIN**



### Stakeholder Legend

- |                           |                                |
|---------------------------|--------------------------------|
| 1. Chief of Police        | 8. Hispanic Advocacy Groups    |
| 2. Command Staff          | 9. Chamber of Commerce         |
| 3. First Line Supervisors | 10. Education Community        |
| 4. Police Association     | 11. Social Service Providers   |
| 5. City Manager           | 12. Private Security Industry  |
| 6. City Council           | 13. Adjacent Police Agencies * |
| 7. Community Residents    |                                |

\* Snaildarters

## ALTERNATIVE STRATEGIES

A modified policy delphi process was used to identify alternative strategies. Three non-management employees, Investigator Gary Sprague, Officer Bill Allen, and Dispatcher Katie Holtsclaw, were invited to join the group of five police managers and civilian participants utilized in the previous processes. The group was asked to consider alternatives to the present role of the Department which might improve service to the increasingly diverse community. Each group member generated two strategies with which to deal with the future of the issue. During the first round of strategy evaluation, some ideas were combined into a single, comprehensive strategy. This first round process produced a total of ten strategies which provided a broad field for analysis. **Table 4** depicts those strategies.

**Table 4**  
**Recommended Strategies**

1. Externalize organizational mission to include community in the decision making process	6. Develop service menus for differential response and eliminate follow-up on no prosecution cases
2. Change the organizational structure to spread authority, accountability, and decision making	7. Rehire retired police officers as part time investigators freeing sworn to be proactive
3. Develop a base line for service delivery and off-load non-essential demand to other providers	8. Develop consummate career tracked specialist to consolidate resources
4. Privatize all non-essential services and allow police to focus on community problems	9. Utilize video surveillance technologies as patrol alternative and use police in more proactive role
5. Contract with private security for patrol function thus allowing police to be problem solvers	10. Establish citizen advisory board to prioritize service delivery and police function

Panel Medians N=8

The pros and cons of each strategy were discussed as they related to each stakeholder and consideration was given to the risk connected with each. The group then rated the strategies and discussed the results. The policies were further reduced

to three and are listed in order of ranking based on two factors, desirability and feasibility. Choices were based on totals and polarization of scores. The following strategies were recommended for development:

**Strategy One : Externalize the Organizational Focus or Mission**

With this alternative, the Department would focus on the external environment in an attempt for service alignment. Based on the realization that the community itself is the first line of defense in controlling crime, the community itself would need to be the focus of any effort to do so. Past mistakes indicate that developing crime control and prevention programs based on internal analysis alone is a costly and usually non-effective method of service delivery. An externally focused organization would encourage and facilitate communication with various elements of the community and spread responsibility for economizing and compliance.

Priorities for service delivery could be determined by a community council. Operating as a shadow organization outside the internal environment, a panel of stakeholders would be assembled for the specific purpose of identifying community problems and recommending solutions to those problems. Unlike the Christopher Commission, empaneled to examine existing policies and procedures within the Los Angeles Police Department, this body would not be a single issue, self extinguishing group. Instead, focusing on a biannual plan, this standing committee would be responsible for conducting research, submitting research methodologies, forecasting future trends and recommending strategies with which to deal with anticipated future community needs. Panel appointments would be made on the basis of obtaining a representative cross section of the Placentia community concerns and interests. These representatives might include local government, schools, parents, businesses,

churches, community activists and advocates, and citizens at large. Panel members would be appointed by the City Manager and approved by the City Council majority vote. The panel would help to determine the police function within the community.

### **Positive Aspects of Strategy**

This strategy creates a social safety and encourages the inputting of ideas and community interaction. It creates a nexus between service providers and customers which allows for service alignment, encourages two-way communication, and helps to build positive police/community relationships. It allows for community buy-in of service strategies, encouraging and facilitating program support and effectiveness.

This approach reduces the potential for implementing non-effective programs that would detract from police capacity. It engages the community in identifying, establishing, and maintaining community goals and objectives, thereby allowing the community to police itself. It helps to establish community ownership of service provision and it reduces community fears and suspicions about the police role within the community.

This strategy opens the organization to the external environment providing an opportunity for trust building, understanding, and cooperation. It creates an inward and upward flow of information and exposes the police function to the democratic process.

### **Negative Aspects of Strategy**

This strategy requires a significant amount of time to establish and assemble a representative committee. Selection of appropriate committee members would be difficult and subject to political influence. The committee would require considerable

time to achieve its mandate and delays may discourage participation. A committee could not be utilized in situations which require immediate decisions and group meetings would be difficult to schedule. The Chief's rejection of proposed solutions or strategies could jeopardize the committee's credibility and discourage continued participation by committee members. As with any democratic process, the strategy is subject to interests and needs of some at expense of others. Any subsequent perception of special interest influence may detract from the potential effectiveness of the committee. The strategy requires some relinquishing of command and control by the Chief and his staff to avoid the appearance of organizational manipulation.

It would be difficult to change the organizational structure without changing the organizational culture and organizational cultures can be extremely difficult to change.

### **Perception by Stakeholders**

Internal stakeholders, particularly the command staff and supervisors, may be concerned that organizational needs will be neglected as attention is focused outward. Some may be concerned that performance, both individual and organizational, would be evaluated by the external stakeholders and that standards of conduct and discipline would be sacrificed. Some may feel they are being directed by individuals who lack expertise in the field. Most would resent any perceived loss of authority or control. Internal stakeholders may also feel that externalizing the organization would erode professionalism, would politicize the police, and would invite the opportunity for corruption. The Chief may feel pressure to pursue the goals the committee identifies as important in order to maintain the legitimacy and value of the group. This may create the appearance of organizational goal of abandonment which could jeopardize his relationship with some members of the organization.

Most, if not all, of the external stakeholders would favor an approach which allowed them some representation in matters of community safety and social order. Some would insist on some degree of participation on the committee and may want to pursue personal agendas. The City Manager may feel tremendous pressure to make the appropriate selections for the committee and may be courted by special interests attempting to influence those decisions. His decisions, regardless of the selections he makes, will almost certainly jeopardize his relationship with both internal and external stakeholders.

### **Strategy Two : Change the Structure of the Organization**

This alternative strategy focused on a systems approach to service alignment and interactive communication with the community by reducing the layers of bureaucratic strata within the police department. It addresses an organizational restructuring which includes a change in organizational philosophy, design, and the role of personnel within the organization. The emphasis of the strategy would be on widening the span of control and increasing the opportunity for interaction, internally and externally, by reducing the levels of authority and the number of specialized components within the organization.

The value of the generalist position would be enhanced and special knowledge would be spread throughout the organization rather than being constrained within specialized units. With knowledge spread throughout the organization, members at all levels would have the opportunity to contribute to organizational and participate in the problem solving process regardless of where the problems may exist.

Efforts would be made to redistribute a generalized workload to other service providers. Included in the redistribution effort would be civilian personnel, retired

police officers, community volunteers, and private service providers. Suggestions included privatizing some patrol and non-enforcement services, civilianizing some investigative and other support positions, and increasing the use of community volunteer programs. Sworn personnel could be utilized in expanded roles as community facilitators and neighborhood problem solvers while others could focus on emergency response.

With authority and responsibility spread throughout the organization, individual community members would have greater access to organizational decision making through routine contacts with police officers.

### **Positive Aspects of the Strategy**

This strategy would reduce the cost of organizational operations and service delivery by reducing the size of the bureaucracy and the redundancy of specialization. It would improve the efficiency of the organization by spreading knowledge, communication, and decision making. It would provide the ability to spread specialized knowledge and expertise throughout the organization enhancing problem identification and resolution.

This strategy would allow sworn personnel more time to address neighborhood concerns about crime and more flexibility in resolving community problems. It may remove some of the fear and barriers to trust often associated with bureaucratic systems thereby creating a more accessible, interactive, and responsive organization.

### **Negative Aspects of the Strategy**

This strategy may encourage talented personnel with expertise and specialized skills to leave the organization. The lack of specialized positions may also make



personnel recruiting difficult. The move away from specialized positions and associated training may leave the organization vulnerable and may create additional dependence on adjacent police agencies or other providers for assistance with major cases.

Some command staff and supervisors may be sacrificed to a right-sizing effort. Others may feel threatened by subordinate personnel who have horizontal access, input, and decision making authority.

Some subordinate police personnel may view privatization and/or civilianization of services as a threat to personal security. Some may feel threatened by the increased workloads.

### **Perception by Stakeholders**

As with strategy number one, many internal stakeholders may view the strategy as an effort to reduce their autonomy or authority. Some may resist generalization, privatization, or civilianization as a threat to organizational capacity. Some may resist generalization as a threat to individual capacity. Expanding the police role in social issues may cause some officers to feel that they are no longer police officers and may encourage them to leave the department. Some officers, and managers, may feel that any flattening of the organization would limit the opportunity for advancement. Others may welcome an expanded role in the decision making process and some might welcome the opportunity for increased interaction with individual community members.

Some external stakeholders may oppose the strategy if they believe restructuring would allow or cause an increase in criminal activity. Some community stakeholders may feel that their basic safety needs would be compromised by an organization of generalists. Political stakeholders might support the strategy if they

believed service delivery could be improved and costs could be reduced.

### **Strategy Three : Develop a Base Line for Service Delivery**

This alternative strategy provided the greatest diversity of opinion. Significantly more controversial than the other two, this strategy focuses on early case closure and the establishment of absolute mandates for service delivery in an attempt to improve service delivery. This strategy evolved from the panel's conclusion that in increasingly diverse communities the police cannot attempt to be all things to all people and cannot attempt to address all concerns.

This alternative would require eliminating completely some of the non-essential services currently provided by the Department by establishing base line criteria for service response or delivery. These non-essential services might include parking enforcement of violations which pose no immediate hazard, nuisance complaints such as loud parties or other noise complaints, vehicle abatement of abandoned vehicles, the investigation of traffic collisions which do not involve serious injury, or the investigation of minor criminal offenses which lack sufficient evidence for follow-up or successful prosecution.

Other non-essential services could be off-loaded to other providers, public or private. Cases involving disputes could be referred to mediation if available. Essential services which did not meet the base line criteria would not be discussed.

Unlike strategy number two, which sought internal alternatives to service provision, this strategy off-loads demand to the external environment.

### **Positive Aspects of the Strategy**

This strategy would create a system of service priority and eliminate time spent on non-essential activities thereby allowing more time for community interaction. It would reduce required resources or allow for the reallocation of existing resources toward attaining community goals. It would reduce the waste of non-effective services/programs. It would reduce the cost associated with providing non-essential services. It would allow police personnel to devote more time to essential services. It

would allow police to concentrate their expertise on more important problems.

### **Negative Aspects of the Strategy**

This strategy would be subject to the definition of essential services and since it does not provide for community input, the potential for service alignment is severely diminished. Eliminating services the community thought important could erode community support by those who felt abandoned. This could reduce the level of trust between the police and the community. The political backlash could erode City Council support of the police department. It could also be a threat to existing beneficial programs if they were deemed to be non-essential. This strategy might also create the appearance of a cast system if services were eliminated or delivered differently in various areas of the community.

This strategy refocuses efforts on response, reaction, and enforcement and severely restricts preventive or proactive efforts. It reestablishes or entrenches bureaucracy which reduces the potential for community interaction and the establishment of effective communication systems.

### **Perception by Stakeholders**

Internal stakeholders might support the strategy if they were involved in establishing service priorities. Most would support an attempt to eliminate response to requests for services they perceived as non-essential, particularly if more important crime and social order problems were addressed. The Chief would oppose any strategy which he perceived as neglecting the needs of the community.

Many external stakeholders would oppose any strategy which deprioritized their needs or neglected their interests. The city council may oppose attempts to reduce services demanded by their constituents, regardless of the perceived importance of those services. Special interests would want to have some input in the process to prioritize services and minority advocates would want to ensure some fairness in defining non-essential services.

## **PREFERRED ALTERNATIVE**

The strategy which eventually emerged from the group process was actually a synthesis of all three strategies.

### **Justification**

The purpose for selecting a multi-pronged strategy was based on the complexity of the issue being addressed and the complexity of the system involved in addressing the issue. The impact of changing demographics on civility and social order maintenance is multi-dimensional. Changes in the nature of police functions necessary to address those impacts must also be multi-dimensional. It is difficult to address multi-faceted problems with a single-pronged approach, particularly when one system has such a profound effect on the other. Change in one system requires changes in the other.

While the preferred strategy presents some degree of risk to internal stakeholders, panelists believed that it provided the greatest opportunity for organizational as well as community success. Establishing interactive relationships with the community is impossible if the organization has an internally focused mission. Externalizing the organization's orientation may create the necessary balance between the internal competencies and the external opportunities. Developing communication systems which enable the organization and the community to align service priorities is impossible in a closed, multi-layered, hierarchical system. Supporting and engaging in the identification and maintenance of community goals and objectives is unrealistic if the organization allows itself to be overwhelmed by internal goals and objectives.

One critical consideration in the selection of an alternative strategy involves the economic impact of developing, implementing, and maintaining that strategy. The financial impact of externalizing the organizational mission is negligible, particularly considering the expanded role community volunteers. There would be some costs associated with employee compensation for those planning and development activities conducted during off duty hours. Off-loading service demand to other

providers may actually result in some savings in general fund expenditures.

### **IMPLEMENTATION PLAN**

The implementation of a strategy to externalize the organizational mission, change the organizational structure, and develop a base line for service delivery will require extensive planning and coordination. The first step in externalization is taken from within and atop the organization. Lines of communication need to be opened before the vision can be communicated through the various layers of the organization.

Trust will need to be established and strengthened. That is best accomplished by including every element of the organization in the planning process. This activity would require some modification to the traditional hierarchical structure. Inverting the pyramid so that those in positions atop the organization actually support those at the lower levels is but one alternative. Regardless of the design modification, the internal environment would need to be made conducive to creativity and imagination. A blueprint, not only for structural modifications but also for externalization, would need to be developed, adopted, and supported by the entire organization. The establishment of work groups, action teams, and policy formulation committees would create a foundation for the restructuring.

With the internal structure opened and strengthened, efforts can begin to focus on the external environment. Survey instruments could be utilized to assess the current external environment. A broad base of community concerns and perspectives could be collected for the purpose of establishing base line data. To increase the potential for non-biased response, surveys would be conducted by members of the Neighborhood Watch Board of Directors and the Volunteers In Police. These instruments would be the first step in opening the lines of communication between the organization and individual community members.

With the lines of communication opened, a mechanism for the identification of current and future service priorities could be developed. This could best be accomplished through the construction of a community consultative council that fairly represented the concerns and creativity of the diverse community. Such a body would be extremely susceptible to the influence of political and other special interest groups. Member selections would need to be carefully balanced for they would speak for the collective customers they represent. The external body would need to be provided with an overall vision and then given the opportunity and authority to identify community needs and recommend solutions. The Chief of Police would need to designate personnel from within the organization to assist with committee activities and insure that committee recommendations did not conflict with existing policies or statutes. Many of these implementation activities would best be accomplished by the various internal and external stakeholders, but they must first be articulated by the Chief of Police.

Having provided for inward and upward communication, continual feedback from the committee would allow for program monitoring and evaluation. The committee would be provided with budget forecasts and given a deadline to submit their research results and their recommendations for service alignment.

These recommendations are but a few of the activities which might be involved in transforming the current plan into a future reality. The process which actually facilitates that transformation is referred to as transition management and is discussed in detail in the following section.

### SECTION III : TRANSITION MANAGEMENT

## TRANSITION MANAGEMENT

The objective of this study effort, thus far, has been to examine the current environment and develop a strategic plan with which to transform that current state into a desired future state. That plan involves externalizing the organizational focus through the establishment of a community consultative council empowered to share in the responsibility and accountability for determining service priorities. However, in order to move from where it is to where it needs to be, the organization must pass through yet another state, the state of transition. The process of navigating this unique and most treacherous state is referred to as transition management. A plan for this transition is crucial to the realization of the strategic plan and is contained in the following pages.

The transition plan is constructed of three distinct but interrelated components. First, those persons or groups considered critical to the change process are identified, their current level of commitment is analyzed, and ways to maintain or adjust their commitment positions are suggested. This component is titled "Critical Mass." Next, the most appropriate structure for managing the change effectively is identified. This component is titled "Transition Management Structure." Finally, the tools and methods with which to minimize the negative impact of change on the organization are proposed. This component is identified as "Implementation Technologies."

### CRITICAL MASS

Included among the stakeholders identified in the Strategic Planning process were several "actors" whose active commitment is necessary for change to occur.



Collectively, these "actors" form a "critical mass" group. The success, or failure, of the proposed strategic plan is dependent upon the level of involvement or commitment of these actors. It is, therefore, of critical importance that these individuals be accurately identified. To enhance the accuracy of this assessment three members of the Placentia Police Department were convened as a consensus panel. These included Captain Jim Robertson, Sergeant Dave Taylor, and Investigator Gary Sprague from the Planning and Research Bureau. In addition to the identification of these critical mass actors, the panel agreed on the current commitment and the needed commitment of the critical mass group. These critical mass actors were identified as:

- o **Placentia Chief of Police**
- o **Placentia City Manager**
- o **Placentia Mayor**
- o **Patrol Division Commander**
- o **Volunteer Program Coordinator**
- o **PPOA President**
- o **First Line Supervisors**

The level of current individual commitment and the commitment necessary to make the change occur are shown on the following Commitment Chart, **Table 5**.

**Table 5**  
**Critical Mass Commitment Planning Chart**

Key Players	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. Chief of Police			O	X
2. City Manager		X	O	
3. Mayor		O	X	
4. Patrol Div. Comndr.		X	O	
5. Volunteer Coordinator			X	O
6. PPOA President	X	O		
7. Supervisors	X		O	

Panel Medians N=3

**X = Current Commitment**

**O = Needed Commitment**

The following evaluation of current individual commitment include suggestions for achieving the desired commitment level.

**Placentia Chief of Police:** The Chief has been the primary driving force behind the community oriented programs implemented to date, however, he must be convinced that implementing the recommended strategy will benefit the organization and the community. He must also be convinced that the benefits of implementing the strategy will outweigh the expenditures in resources. As the chief executive of the agency, his support is critical for many reasons, not the least of which is the broad base of support he has established throughout the community. This community support is vital to the success of the proposed strategy. He has already engaged several community members in various programs with tremendous success.

The Chief must be willing to negotiate on the purpose and structure of the Department in order to facilitate the implementation of the strategy. As the driving force behind most of the recent organizational advancement he is currently in a position to "make change happen". However, in order to provide the needed empowerment and support for the transition manager he must be convinced to move to a "help change happen" position. This can be accomplished if the Chief is convinced that the individual selected to manage the transition has credibility, has the best interest of the organization and the community at heart, and has the support of supervisory and management staff.

**Placentia City Manager:** The City Manger has been very supportive of the Chief and has not interfered with the operation of the police department. Because of this support, his current position on the strategy coincides with that of the Chief. If the Chief were to change commitment, the City Manager would follow suit. The City Manager will "help change happen" if assured that the resources are available, that the city will benefit from the program, and that those involved as key stakeholders support the strategy. These assurances can be provided by the Chief.

**Placentia Mayor:** The Mayor has a very broad base of support throughout the community and a very loyal constituency in the Hispanic community. She has been supportive of the Chief and his attempts to engage the community in various programs. She would support a strategy which involved the community in the decision making process and would probably want to "help change happen". However, in such a position her enthusiasm may have powerful personal influence and she may need to be restrained from seizing control of the process. The Mayor

needs to be persuaded to "let change happen". To avoid alienating the Mayor, and thereby alienating her constituents, it is vital that she be included in the information loop and provided with frequent feedback on the progress of the transition.

**Patrol Division Commander:** The Patrol Division Commander has the potential to block any transfer of resources that would occur at the expense of his division. He also has considerable influence with line personnel and maintains very effective relationships with other management staff. Because of his position of trust with line personnel, he has the potential to counter the possible influences of the PPOA President.

The Patrol Division Commander is currently in a position to directly benefit from the proposed strategy. During the past several years the Department has increased in size and many new specialty positions have been created. This expansion has occurred at the expense of the patrol division. Patrol staffing remains at the same critical level it was ten years ago. Service demand of a growing community is rapidly outpacing his capacity to provide that service. He has complained about ineffective crime prevention programs and enforcement activities and has been actively involved in efforts to engage the community in prevention programs.

Although the Patrol Division Commander has a vested interest in the successful implementation of the proposed strategy, he must be convinced that any changes would not necessarily occur at the continued expense of his division. He would also need to be convinced that externalizing the organization would not devalue organizational purpose. He would be concerned that an external body was well advised and able to maintain focus. Because of these concerns it is expected the Patrol Division Commander will "help change happen" to ensure organizational

interests, and his interests, were not neglected.

**Volunteer Program Coordinator:** The Volunteer Program Coordinator is perhaps best described as the rudder which will steer the vessel of transition. As a patrol officer, the coordinator may be viewed as lacking expertise by some within the organization. However, he has tremendous political insight and has established his credibility as a professional police officer with many influential community members. Internally and externally he has established himself as someone willing to invest considerable personal time toward improving the organization. As a property owner this individual has a personal investment in the community but no discernable personal agenda in regard to the proposed strategy.

As the Volunteer Program Coordinator and the Chaplain Program Coordinator this individual has a tremendous pool of talented, knowledgeable, and community oriented human resources at his disposal.

The Volunteer Coordinator is currently in a position to help change happen. To be a successful transition manager he must be capable of making change happen. Although this may be difficult initially because of organizational skepticism and a perceived lack of positional authority, it is possible with the support of the Chief and the Patrol Division Commander. His internal support can also be reinforced with the endorsement and assistance of some recently retired police officers.

**PPOA President:** The President of the Placentia Police Officers Association is one of the snaildarters of the transition management strategy. The PPOA President currently maintains a position averse to that of City and Police management and is constantly scanning the environment for political advantage. This makes PPOA behavior very

unpredictable. The PPOA generally would be highly skeptical of any change within the organization and may view an attempt to externalize the organizational mission as an act of administrative abdication. However, they would want to be involved in the transition process to insure that the PPOA's best interest is served.

The PPOA President's support is not vital to the process, however, his opposition would certainly be an obstacle. If the issue is deemed to be in the best interest of the PPOA he would probably assume a "let change happen" posture. This could easily change to a "block change" position if he somehow felt there was no benefit for the general membership.

PPOA support could be obtained if they were represented and allowed to participate in the transition process.

**First Line Supervisors:** The first line supervisors are critical to organizational success and will determine to what degree any organizational strategy will be effective. Some of this group are skeptical of change and some even fear that any community based program will bring an end to traditional law enforcement. Skepticism by a few of these key individuals could be potentially dangerous to the proposed strategy.

As the first level of management this group has the most contact, and perhaps influence, with line level personnel. The more influential among the group have the ability to determine the success or failure of the proposed strategy. While most would let change happen, the entire group must be convinced to "help change happen". This may be accomplished with their inclusion in the transition process.

## TRANSITION MANAGEMENT STRUCTURE

Because the desired future state is so very different from the present state, the transition from one to the other will likely be ambiguous and fraught with tension and opportunity. To facilitate this process some transition management experts recommend the creation of temporary management structures and systems with which to accomplish the change.

An informal management structure within the formal organization is referred to as a "shadow organization". This shadow organization, created in the transition state, could also provide the framework upon which the community consultative council or goals setting group identified in the strategic plan would later be constructed. The shadow organization of the transition state would include a steering committee, a task force, and an action team.

Because of his position and political insight, the Volunteer Coordinator would be selected to manage this change. Although the Chief of Police has ultimate responsibility and authority, he does not have either the time or energy required to oversee the change himself. The Chief will articulate the vision and then empower the transition manager with temporary executive responsibility and authority. The transition manager will then engage the Patrol Division Commander in the upper level of the transition support structure. From such a position, the Patrol Division Commander could serve as an organizational liaison to the Transition Manager and assist in the selection and appointment of other team members.

The Chief and the Patrol Division Commander will be included in steering committee, however, the project manager will chair that committee and will facilitate all required policy formation. His participation will insure proper input and help to build trust with the other members. The steering committee will assess current and

future needs, make appointments to the task force, and develop a long range plan for managing the organizational transition into the external environment. The project manager will routinely provide feedback to the critical mass group and publish progress reports.

The Task Force will be comprised of various employee groups within the organization including representatives from management, supervision, line personnel, non-sworn support staff, and volunteers. This group will be responsible for developing a mission statement, drafting action plans, recommending members for the Action Team, and developing strategies for externalizing the organizational mission.

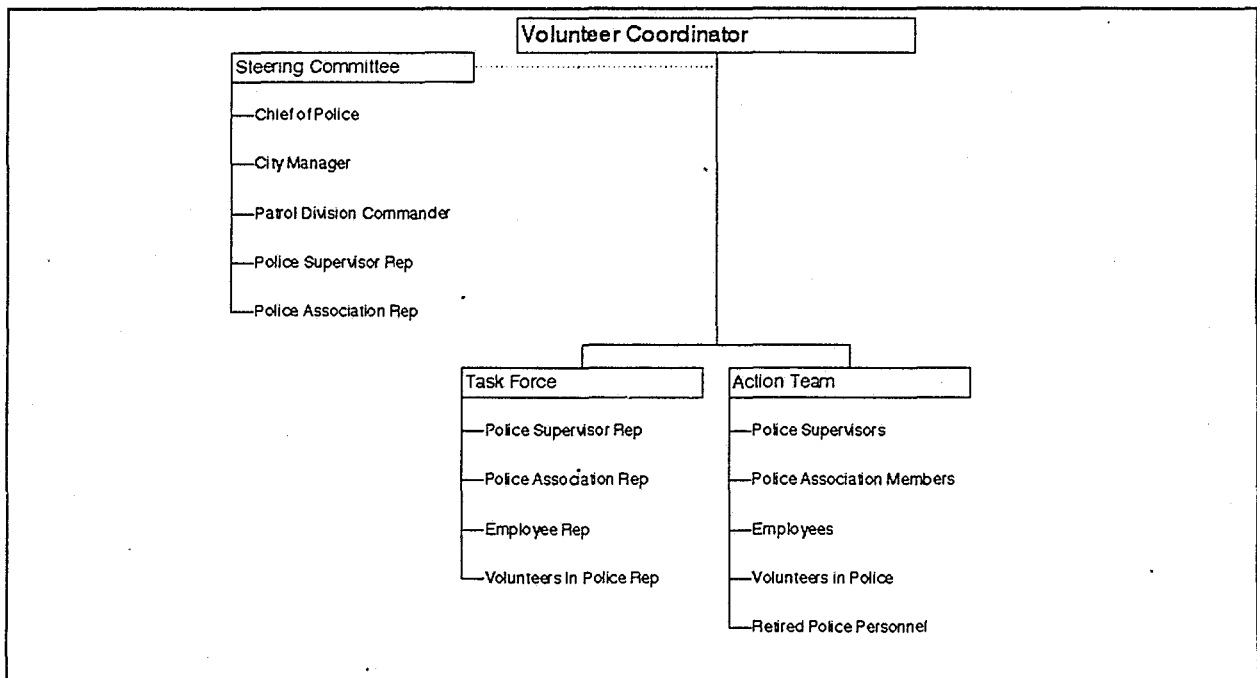
The Action Team will serve as the transition vehicle and will be responsible for maintaining communication between the internal and external environments through the use of stakeholder surveys and community evaluations. Several recently retired police officers, who maintain tremendous credibility with many line level officers and first line supervisors and who remain active within the community, would be included in the transition team. As team members these individuals would lend credibility to the transition process and to the transition manager.

This temporary management structure would be the most effective because of the breadth of the transition state, the transition manager's enthusiasm for the project, the Patrol Division Commander's relationship with key individuals, and the credibility of the retired police officers. The transition manager or "project manager" is in the best position to integrate the change and he is willing to take responsibility for implementation.

An organizational chart depicting the transition management structure is included in Table 6.



**Table 6**  
**Transition Management Structure**



### **RESPONSIBILITY CHARTING**

Responsibility charting will be done to help assess alternative behaviors for each party during the entire change process. This will clarify the behaviors that are required in order to affect the desired changes. Furthermore, this activity will promote team building since responsibility charting is a group effort. The process requires the anonymous consensus of the group for the required behavior of each party. The behaviors are plotted and include: **(R) Responsibility** (this indicates the designated individual has responsibility for a particular action); **(A) Approval** (the individual need only approve, but has the power to veto); **(S) Support** (the individual must in some way support but does not have to agree); and **(I) Inform** (the individual must be advised of intended action before it is taken but does not have veto power).

Table 7

## Responsibility (RASI) Chart

ACTORS -> DECISIONS or ACTS*	Chief of Police	Patrol Division Cmndr	Voluntr Coord	Suprvsr. Rep.	PPOA Group Chair	City Manager
Formulate policy	A	S	R	S	S	I
Assess organization and culture	I	R	A	S	I	
Identify internal and external resources	A	S	R	S	S	I
Design community consultative council	S	S	R	I	I	A
Identify consultative council members	I	S	A	S	I	S
Choose task force chair	I	S	A	S	S	I
Select task force	I	R	A	S	S	I
Implement consultative council	S	S	R	S	S	A
Periodic reports to Chief	A	I	R	I	I	I
Monitor program and community reaction	I	I	R	I	I	I
Maintain contact with stakeholders	S	S	R	S	S	

## \* LEGEND

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

Blank = Irrelevant to that particular action

## **IMPLEMENTATION TECHNOLOGIES**

It is generally understood that resistance is a naturally occurring reaction to change. Because of this natural reaction, it is important that appropriate technologies and methods be selected so that change may be implemented with a minimum of resistance and anxiety.

The following management technologies have been selected for implementing the change:

**Creating a Vision of the Future:** The forces which require change may be occurring outside the organization, however, the voice that articulates the need for change must originate inside the organization. This articulation is often referred to as "creating a vision of the future." In order to realize a vision of the future, all those involved must be willing, and able, to release their grasp on the past. They may be given the opportunity to do that if the leadership effectively articulates, or communicates, to everyone a vision of the future. Visualization leads to recognition and recognition leads to familiarity. As previously stated, familiarity tends to reduce anxiety and reducing anxiety is the first step in moving the organization into the transition state.

**Action Plans:** Developing action plans that clearly articulate future goals will keep the transition focused and directed. Action plans also provide a blueprint for the action team. Each step of the transition should be preceded by action plans and this activity should begin before the first steps are taken.

**Team Building:** Realization of the recommended strategy is dependent upon the success of the transition and the success of the transition is dependent upon the

people involved in it. This is especially true for those who will be doing the work or acting upon the recommendations of others. They must consider themselves to be integral parts of the transition team. This can be accomplished by open communication with shared authority and responsibility. This is often referred to as "buy in." It is imperative that significant attention be given to team building activities prior to and during the transition process. To avoid the entrenchment which often results from the defense of individual positions, these team building activities should be facilitated by a neutral third party with no personal investment in the outcome of the recommended strategy.

**Stakeholder Surveys:** This technology is used to maintain contact between the transition manager, the stakeholders, and the non-involved critical actors. As a transition tool it facilitates communication in all directions, enables affiliations which may not otherwise exist, and serves as a method of identifying potential obstacles in the path of transition.

**Midpoint Scenario:** It will be the responsibility of the transition manager to develop a midpoint scenario describing the transition state. This scenario will act as a milepost and as a navigation tool to help determine the future course of the transition.

**Progress/Evaluation Reports:** Written progress reports will be prepared at regular intervals throughout the transition state. The reports will provide valuable and necessary feedback to the Chief of Police, City Manager, Mayor, and others in the critical mass group. These reports will also be shared with all department members and will help to evaluate and recognize the efforts of the task force and action team.

**Celebrate Milestones:** The project will plan to celebrate milestones of accomplishment. During the transition, several achievements will be recognized. The events will be preplanned and will serve to keep focus on the project while building enthusiasm inside and outside the organization. This activity will be particularly valuable in promoting the concept of a Community Consultative Council and will serve as the platform from which the actual strategic plan is launched.

These activities are provided in outline form in Table 8.

### **Budgetary Considerations**

The costs associated with organizational change cannot be ignored, particularly in a restraint oriented environment. However, because this transition structure utilizes line level personnel, volunteers, and retired police officers, the impact on the police budget will be negligible. Scheduling of involved police department employees may further reduce these costs. Expenditures for training and team building activities should be factored into budget strategies.

**Table 8**  
**Transition Management Plan Outline**

<b>TRANSITION MANAGEMENT PLAN OUTLINE</b>	
<p>I. Planning Phase (month 1 thru 6)</p> <p>A. Articulating the Vision</p> <ol style="list-style-type: none"> <li>1. Describe the present state</li> <li>2. Define the future state</li> <li>3. Communicate the need for change</li> <li>4. Establish rules of engagement</li> <li>5. Describe the transition state</li> </ol> <p>B. Environmental Assessment</p> <ol style="list-style-type: none"> <li>1. Management team meeting</li> <li>2. Assess internal environment</li> <li>3. Assess external environment</li> <li>4. Determine organizational capabilities</li> </ol> <p>C. Team Building</p> <ol style="list-style-type: none"> <li>1. Develop communication systems</li> <li>2. Communicate intentions to all concerned</li> <li>3. Determine system priorities</li> </ol> <p>D. Define the Future Organization</p> <ol style="list-style-type: none"> <li>1. Organizational structure</li> <li>2. Management systems</li> <li>3. Policy development</li> <li>4. Available resources</li> <li>5. Available technologies</li> <li>6. Future mandates               <ol style="list-style-type: none"> <li>a) legal</li> <li>b) political</li> <li>c) ethical</li> </ol> </li> <li>7. Incentive and reward systems</li> </ol> <p>E. Determine Transition Organization</p> <ol style="list-style-type: none"> <li>1. Establish transition structure               <ol style="list-style-type: none"> <li>a) management structure</li> <li>b) task force</li> <li>c) action team</li> </ol> </li> <li>2. Determine selection process</li> <li>3. Determine selection criteria</li> <li>4. Determine individual competencies/capabilities</li> <li>5. Develop job descriptions</li> </ol>	<p>II. Implementation Phase (month 6 thru 8)</p> <p>A. Resource Allocation</p> <ol style="list-style-type: none"> <li>1. Personnel</li> <li>2. Materials</li> </ol> <p>B. Placement of Individuals</p> <ol style="list-style-type: none"> <li>1. Management team</li> <li>2. Task force</li> <li>3. Action Team</li> </ol> <p>C. Communication Systems On-Line</p> <ol style="list-style-type: none"> <li>1. Stakeholder surveys</li> <li>2. Midpoint scenario</li> </ol> <p>D. Accounting Systems</p> <ol style="list-style-type: none"> <li>1. Finance/audit</li> </ol> <p>E. Training</p> <p>F. Consultative Council Selection</p> <p>III. Operational Phase (month 8 thru year 2)</p> <p>A. Steering Committee into Oversight Capacity</p> <p>B. Task Force Transitions</p> <p>C. Action Team Transforms</p> <p>D. Communication Systems</p> <ol style="list-style-type: none"> <li>1. Progress/evaluation reports</li> <li>2. Celebrate milestones</li> </ol> <p>E. Consultative Council Assumes Role of Task Force/Action Team</p> <p>IV. Evaluation Phase (on-going)</p> <p>A. Monitor Progress/Activity</p> <ol style="list-style-type: none"> <li>1. Internal assessment (stakeholders)</li> <li>2. External assessment (community)</li> </ol>

## CONCLUSIONS AND RECOMMENDATIONS

## CONCLUSIONS AND RECOMMENDATIONS

The final section of this study effort deals directly with the very complex issue of changing demographics and the associated impact on the role of suburban police. It addresses the primary issue question and those related sub-issue questions first posed in the introduction of this technical report.

The objective of this study effort has been to explore some alternative futures which might exist in the dynamic environment of the twenty-first century and to identify a management strategy with which to deal with the issue of changing demographics in that uncertain future.

This section is intended to bring focus to this research effort and to provoke further thought and study of the issue. To facilitate that intention this broad and complex issue has been defined for structured research and posed in question form as:

**What impact will changing demographics have on the role of medium size suburban police agencies by the year 2004?**

As the arbiter of all things, demographics may determine the future capacity and function of municipal police. In the final decade of this century, the ethnic, cultural, and social composition of communities throughout California is being altered by the movement of populations. Immigration and emigration are having a profound effect on these communities, creating new communities of old communities, changing traditional community structures, and pushing slow growth into the fast lane. Changing demographics are changing the social fabric of these communities into a patchwork of color and culture. In the conversion of millennia, the thin blue line may be the thread which holds the fabric together.

In the uncertain future of the next millennium this thin blue line will be



presented with a multitude of changes and challenges. Perhaps the most formidable of them will be maintaining the capacity to hold together these communities of diverse, divergent, and dissimilar needs and interests.

**What impact will cultural, ethnic, and social diversity have on the function of suburban police?**

As the cultural and ethnic balance of a community changes, minority issues have the potential of becoming majority concerns. In communities with a majority of minorities these concerns may include such wide ranging issues as class disparity, social erosion, cultural segregation, anti-immigration sentiments, the fear of violence, institutional reliance, community involvement, demand for neighborhood security, and a growing distrust of those responsible for that security. Responding to concerns for such quality of life issues can be intimidating and overwhelming to police agencies whose function has traditionally centered around the enforcement of codified laws.

Many police executives are finding that the conflicting demands, values, and ideologies within their increasingly diverse communities are creating a mandate for change in the function of police. A transformation of the police role, from a law enforcement centered function toward a quality of life centered function, has been encouraged by some progressive chief executives. This philosophical evolution, considered forward thinking by some and as borrowing from the past by others, has stimulated, or rekindled, the exploration of social activism.

Regardless of the origins, this philosophical shift is being generically bundled as community oriented policing. In fact, the concept has been discussed so frequently by so many that community oriented policing has become a household term in some communities. There is, however, danger in this familiarity if it

discourages the continued exploration of innovation, past or present, and of the possible futures from which to choose.

Police executives not satisfied to inherit a future of familiarity might consider the potential and possibilities in the future of diversity. Diversity of demand demands diversity of response and diverse response requires the development of alternatives, options, and priorities. Diversity has the potential to create a future of choices.

**What processes will be available for service providers and the community to determine priorities?**

Struggling to align increasing service demand with decreasing service capacity, some police agencies have implemented a number of programs aimed at the public interest but launched from the vacuum of independence and autonomy. Lacking the proper focus, many of these programs have either missed their intended target or failed to have the intended impact.

In the social and economic wake of the third wave, police executives will increasingly lack the resources to launch such ineffective programs. In the uncertain future it will become imperative to know what the community considers important problems to target. This can only be achieved with the neutral exchange of ideas made possible by interactive communication systems.

There is no doubt that the future will be rich with available technologies capable of facilitating such a process. These technologies may include local access channels of interactive cable television networks, electronic community surveys, service preference menus for differential response, and electronic town hall meetings. Language translation devices and interactive video will be capable of bringing city hall to the entry hall of every home with a television set. But in the uncertain future of demographic change, the communication medium will not be nearly as important as

the communication process.

It was the promise of a democratic process, or the lack thereof, which set the world in motion and continues to deliver a significant portion of it to this country. In the twilight of the twentieth century, long divided countries are uniting and long dominated countries are declaring the sovereignty through the democratic process. On the threshold of the twenty-first century it would seem illogical to think this trend would not have some degree of influence on determining the legitimacy, capacity, and function of police in the greatest of all democracies.

If the police expect to maintain social order and help create civil communities in the turbulence of the uncertain future, they must encourage those within the community to subscribe to the values of the democratic process. This is best accomplished by engaging the community in that process whenever possible.

A community council empowered to assist in determining the police function within that community is but one alternative strategy, and one possible future, available from which to choose. This council would not be an advisory board because advisory boards advise, they do not decide. It would not be a review board because it would be more concerned with the events of the future than the events of the past. And it would not be a police commission because it would not be as concerned with the creation of additional layers of bureaucracy as it would be with the effective and efficient use of available resources within the community.

Whatever communication process or medium utilized, it will be extremely important that the flexibility be sufficient to allow for the increasing community transience. Community priorities will change as quickly as the community. Five year service delivery plans will not be sufficiently fluid to allow the police function to become more anticipatory and less reactionary.

## **What impact will changing community structures have on organizational designs?**

Traditional organizational designs are rigid and bureaucratic. The multiple layers of bureaucratic strata restrict the flow of information, internally and externally. Interactive communication systems will require a more flexible organizational structure, one that is enhanced by a dynamic and complex environment. The changes associated with the future may be anticipated more effectively in an organization which has flattened or inverted the traditional pyramid. Those atop the organization should be positioned to support those at the lower levels who actually spend a majority of their time out in the community. Those who support these individuals should encourage creativity and imagination and allow everyone within the organization to participate in creating the future.

Service alignment also depends upon the relationship between the organization and the community. Most attempts at such alignment have included minority recruitment efforts, cultural awareness training, and language courses. But these organizational efforts, as important as they are, may only serve to internalize the community. Internalizing a diverse community may only serve to create diverse organizations. Organizations which look like the community but lack a common mission, a common purpose, or a common vision will also lack the legitimacy and the capacity necessary to the attainment of common goals.

Rather than internalizing the community, successful police executives will need to externalize their organizations. Externalizing the organization and returning it to the community may help to create an organization with a shared mission, a shared purpose, and a shared vision. Organizations which are not self-directed, but community directed. Organizations which actively engage the community in

determining organizational purpose and function.

### **RECOMMENDATIONS FOR FURTHER STUDY**

This research is not intended as a definitive model for all agencies faced with the challenges of policing diverse communities. This effort has been based upon specific methodologies of futures research, however, it can in no way predict the future. The external environment is constantly in motion, changing on a daily basis. Trends and events which occur in that unstable environment can be effected and influenced by other developing trends and surprise events.

Among the trends discussed in previous sections of this study, there are some which bear significantly on this issue and as such deserve further observation. Included among them is the level of revenues to local government. Alternative strategies with which to deal with any issue or aspect of the uncertain future will be influenced heavily by the availability of general fund revenues. Lofty missions are not accomplished by appropriate strategies alone. Agencies must have the available resources to fund the necessary mission accomplishing activities.

The proposed strategy requires engaging the community in determining the police function and aligning service expectations with service capacity. There are a number of trends that impact the degree to which an agency will be successful in that endeavor. Among the most obvious, and perhaps most complex, are crime rates, the level of violence in a community, community involvement, institutional reliance, and cultural segregation. Each of these trends has the potential to significantly impact the success of any strategy to engage the community. It is difficult to enlist the participation of a community that is gripped by fear, divided by prejudice, or overly reliant on government institutions. Each of these issues is sufficiently complex to

generate a separate study.

The subject of immigration is itself becoming a very controversial issue. The economic, social, and political ramifications of illegal immigration have become the subject of a law suit brought against the federal government by Governor Pete Wilson. Because of that impact, immigration is certainly an issue worthy of further study.

### **RECOMMENDATIONS FOR FURTHER CONSIDERATION**

This study effort has utilized a medium sized law enforcement agency in a suburban community as a study model. That agency and that community are unique as is every agency and every community in the state. Each environment will have unique strengths and weaknesses, unique threats and opportunities. Each, or any combination, of these factors will determine the need for a particular strategy. The size and structure of the community, the level of crime within the community, the relationship between the agency and the community, and the political influences within the community will determine whether that strategy will be successful.

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## APPENDIX

**Appendix A**  
**ISSUE FOCUS PANEL**

**Lieutenant Chuck Babcock**, a Patrol Bureau Watch Commander with twenty-one years of municipal police experience.

**Sergeant Dave Taylor**, a supervisor from the Special Enforcement Detail with nineteen years of municipal police experience.

**Matt Reynolds**, a Technical Services Supervisor. Mr. Reynolds is a civilian employee with supervisory responsibility for the Records and Communications Bureau, Automated Systems, and Jail and Property Management.

**Lisa Wakino**, Community Services and Crime Prevention Officer. CSO Wakino is responsible for the Neighborhood Watch and Senior Volunteer Programs.

## Appendix B

### NOMINAL GROUP TECHNIQUE (NGT) PANEL

Ray Cardona, Vice-President, Placentia Chamber of Commerce - In addition to a background in local business, this individual has extensive experience in volunteerism including previous executive level positions with the Orange County chapter of the American Red Cross and Orange County REACT.

Steven A. Rabin, Security Manager, TRW Systems Los Angeles - Background in private security systems as well as expertise in new and developing technologies in the security industry.

Lynette Villar-Rodriguez, Program Manager/Project Coordinator, Orange County Board of Education - Manages several grants in the Placentia-Yorba Linda Unified School District including the Family Assistance Network and Kraemer At Risk Education Services grants.

Curt Hamner, Minister, Evangelical Free Church - extensive experience in community service and community outreach programs including those directed at homelessness issues.

Sergeant Joan Huibregtse-Rice, Administrative Sergeant, Riverside County Sheriffs Department - experience with crime prevention programs in rural and suburban communities.

Lieutenant Charles Babcock, Police Patrol Bureau Watch Commander -In addition to extensive experience in police delivery systems management, this individual has done extensive research on the subject of Community Oriented and Problem Oriented policing programs throughout the country while completing a Masters thesis on that subject.

Ray Pascua, Municipal Planner - planning experience in the rapidly expanding areas of southern Orange County as well as the more established communities in northern Orange County. Expertise in suburban planning and population demographics.

Aaron Kennedy, college student with experience in community service programs - this individual was included in the panel for perspective balance.

## Appendix C

May 17, 1993

Name  
Organization  
Address

Dear \_\_\_\_\_,

Thank you very much for consenting to participate in my Independent Study Project (i.e., Master's thesis) Nominal Group Technique (NGT) exercise. As I mentioned to you, it is a form of "structured brain-storming" exercise with a relative strict protocol. The process will include both individual and collaborative work in a group setting.

We will be meeting Wednesday, June 16, 1993, from 8:30 A.M. until about 2:30 P.M., at the Alta Vista Country Club, 777 E. Alta Vista Ave. in Placentia. I have attached directions and a map for your reference. All participants are invited to be my guest for lunch during the exercise.

Let me share some information about the issue we will address and the process we will use in our analysis.

### The Issue

The primary issue to be considered is:

What impact will changing demographics have on medium size suburban police agencies by the year 2004?

The sub-issues are:

1. What impact will cultural, ethnic, and social diversity have on the function of suburban police?
2. What processes will be available for service providers and the community to determine service priorities?

3. What impact will changing community structures have on organizational design?

#### The Process

We will be using the Nominal Group Technique, or NGT, and a group survey method during our session. Our goals will be:

- 1) to identify important trends and events which are related to, or that may affect, the issue or sub-issues, and
- 2) to forecast the shapes of the trends and probabilities of the event.

#### Definitions

Event - An event is a single occurrence that can be traced to a given point in time. (Several events occurring over time create a trend).

Example: New legislation is passed granting greater police powers to private security.

Trend - A trend is the occurrence of several similar events which take place over a short time. They are indicators of possible change.

I have included some additional materials further explaining the Nominal Group process.

Please note that I fully expect the process to last six (6) hours. If, for any reason, you are unable to make a commitment for that period of time, please call me as soon as possible at (714) 993-8146.

Again, thank you for your willingness to participate in this process and I look forward to seeing you on June 16th.

Russell Rice, Lieutenant  
Placentia Police Department

## Appendix D

### CANDIDATE TRENDS

1. Immigration
2. Crime rates
3. Police service demands
4. Institutional reliance
5. Revenues to local government
6. Violence in communities
7. Community involvement
8. Private sector partnerships
9. Cultural segregation
10. Technology
11. Use of firearms
12. Community expectations of government
13. Traditional values
14. Privatization of non-emergency services
15. Organizational structure
16. Downsizing
17. Service levels
18. External economic environment
19. Demand for community order
20. Efficiency of service delivery
21. Communication
22. Economic reality
23. Resistance to change
24. Governmental sovereignty issues
25. Cultural diversity
26. Womens issues
27. Perception of violence
28. Urban environment
29. Questioning of authority
30. Haves vs have-nots
31. Vigilantism
32. Immigration issues
33. Educational funding
34. Educational standards
35. Volunteerism
36. Decriminalization
37. Parental rights and responsibilities
38. Cultural sensitivity
39. Family values
40. Demand for police to engage in social issues
41. Quality of police applicants
42. Homelessness
43. Mass transportation
44. Planned communities
45. Disability issues
46. Entitlements
47. Environmental concerns

## Appendix E

### CANDIDATE EVENTS

1. Large scale multi-national war
2. Major race/class riot
3. Ban on gun sales
4. Immigration ban
5. Military empowered to provide municipal police services
6. Major increase in local taxes
7. Legislated regionalization
8. Mandated service delivery fees
9. Mandated privatization
10. Legislated resident officer programs in all urban/suburban communities
11. Criminal sanctions nuisance suits
12. Confiscation of all registered firearms
13. State seizes control of all insolvent cities
14. Economic depression
15. Resurgence of human values
16. Upturn in state economy
17. Local "Rodney King" event
18. Violent public event by private citizens
19. Regulation on use of personal vehicles
20. Mandatory language course for all legal immigrants
21. State mandated "slow growth" for all cities.
22. Catastrophic earthquake
23. Catastrophic local event
24. Decriminalization of all non-narcotic drug laws
25. State asset forfeiture laws repealed
26. Reversal of status offenses
27. Legislated community parent program
28. Parenting classes required for all parents registering children in public schools
29. Discretionary spending block grants provided to Orange County
30. Regulate all non-narcotics
31. California divides into three separate states
32. Major drout
33. Ruralization of southern California



# TREND EVALUATION FORM

Appendix F

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	Five Years Ago	Today	5 Years From Now	10 Years From Now
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		
		100		

### TABLE 3.-Even Examination

## Appendix G

[illegible]