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Positioning Now For The 21st Century

CALIFORNIA COMMISSION ON

PEACE OFFICER STANDARDS AND TRAINING

CENTER FOR EXECUTIVE DEVELOPMENT

COMMAND COLLEGE

Class One

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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 this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

DEDICATION

This work is dedicated to three people who have had a major impact in my professional life.

Bob Jordan who cared enough to help a young man understand himself;

Charlie Thayer who felt the present and future were much more important than the past;

And my wife, Eva, who is described in detail in Proverbs 31:10-31 and 1st Corinthians 13:1-13.

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An album by The Oak Ridge Boys features a song entitled, "NOBODY WANTS TO PLAY RHYTHM GUITAR BEHIND JESUS, EVERYBODY WANTS TO BE THE LEAD SINGER IN THE BAND."{1}

With apologies to an excellent gospel singing group, the same thought may be true of police administrators. NOBODY WANTS TO PLAY RHYTHM GUITAR BEHIND INNOVATION, EVERYBODY WANTS TO BE THE LEAD SINGER IN THAT BAND.

Many executives and administrators have read something about the concept of STRATEGIC PLANNING and they want to be the "lead singer" of that "song" in their unit, department, city, state or the law enforcement profession. The problem is, they don't know exactly what strategic planning is or how to get started. Nor are they aware exactly what they're supposed to get out of it.

This project will follow the progress of one such person as he struggles to create a strategic plan for his own agency. By integrating the process with the product, we hope the reader will be able to both learn the process and critique the product as he learns, thus enhancing the product he himself will produce at a later time. No claim of original thought is put forth for this material. The author has drawn heavily on the writings of subject matter experts, discussions with other law enforcement managers, and notes and hand-out materials of lecturers from the Law Enforcement Command College.

Many factors influence the complexity and formality of strategic plans, depending on the size and complexity of the organization planned for. This project will deal with the type of plan appropriate to a small law enforcement agency (of

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1 - The Oak Ridge Boys, "The Best of The Oak Ridge Boys", Columbia Records, New York, 1978

which there are over 250 in California - {2}).

Chart One displays some of the indicative factors for either loose or formal planning processes.{3}

TOWARD MORE FORMALITY & DETAILS		TOWARD LESS FORMALITY & DETAILS
	ORGANIZATION	
	Small Departments, No Sub-stations-------->	
<----Large Departments, some w/Sub-stations		
	MANAGEMENT STYLES	
<----------Policymaker		
	Democratic-Permissive---------->	
<----------Authoritarian		
	Day-to-Day Operational Thinker---------->	
	Intuitive Thinker---------->	
	Experienced in Planning---------->	
<----------Inexperienced in Planning---------->		
	Participative---------->	
	ENVIRONMENT	
<----------Stable Environment		
	Turbulent Environment---------->	
	COMPLEXITY OF OPERATIONS	
<----------High Technology		
	Low Technology---------->	
	Highly Trained Officers---------->	
<----------Low Levels of Training		
<---Facing Problems w/Long Range Implications		
	Facing Short Range Problems---------->	
	PURPOSE OF PLANNING SYSTEM	
<--------Coordinate Division Activities		
	Train Managers---------->	

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2 - EMPLOYMENT DATA FOR CALIFORNIA LAW ENFORCEMENT, 1985, The Commission on Peace Officer Standards and Training, Sacramento, 1985

3 - Adapted from: George A. Steiner, STRATEGIC PLANNING, (New York, The Free Press, A Division of Macmillan Publishing Co., 1979), pg 54

DEFINITIONS:

STRATEGIC PLANNING:

In defining our term, we have tried to capture the essence of several divergent definitions. Some were aimed directly at law enforcement, others were more oriented toward the business community, and some were from a military viewpoint.

Strategic planning is a process whereby an organization adopts its aims, determines strategies/policies that will achieve those aims, and develops plans to insure their implementation. It is a systematic identification of future opportunities and dangers so that resources can be on-line to take advantage of the one and defend against the other. Strategic planning forces a "futures orientation" on an organization's leadership and focuses attention away from a "brush fire management" approach to planning.

Strategic planning is also NOT certain activities. It is not:

* the creation of self-fulfilling prophecies.
* creating a permanent, unchangeable, plan for the future.
* (necessarily) the creation of massive, detailed, written plans.
* making future decisions. (Decisions can only be made in the present.)
* an effort to "plan out" the intuition and judgment of management personnel.

Strategic planning for the law enforcement manager has one feature which makes it unique when compared with the applications of this topic in most other organizations. Law enforcement is constantly directing its efforts toward a goal of

reducing its "business", or its "market share". Few (if any) other organizations are deliberately pursuing policies and strategies which, if successful, will obviate the need for those organizations! Yet that is exactly what the conscientious police manager is attempting to do. If the various theories worked as promulgated, each arrest would result in total rehabilitation of the offender; crime prevention programs would eliminate the opportunities and inclination to commit crimes; Officer Friendly programs would make "good citizens" of each youngster contacted; parole and probation programs would ensure that there are never any repeat offenders; prisons would turn out ex-offenders with marketable skills which would eliminate the needs for crime as an economic necessity; and psychologists and psychiatrists would always be successful in redirecting mentally aberrant individuals into socially acceptable behavior.

Since, unfortunately, these theories are not proving to be as effective as they should, the law enforcement manager must plan of having a very important task to perform for society for the foreseeable future.

STEEP:

STEEP is an acronym to allow us to evaluate the futures impact of any consideration needed for our strategic plan in five essential areas. Those areas are:

* Social - What impact will this course of action, development, or change have on the social structure of the unit under consideration (a police department, county or city, etc.)?

* Technology - Will new technology obviate the need for this or change the methods of application? Will personnel needs be increased or decreased through the application of new technology?

* Environment - Will the physical or social environment be impacted by the proposed changes? Will they make it difficult or easier to implement the changes?

* Economics - Will the change be affordable

in the setting proposed? Will it have a positive or negative impact on the economic level of the unit?

* Political - Will the change be politically feasible? Can the existing power structure be expected to be in place at the time of the change? If not, what changes will have taken place, and what will be the posture of the new "power brokers"?

By considering your potential points of impact from these five frames of reference, you should be in position to have a very high degree of confidence in your projections.

STAKEHOLDERS:

Stakeholders are those who are impacted by, or who can impact, an organization's success or failure in reaching its objectives. This is true whether we are talking of individuals or other organizations.

Albert J. Ashurst, Director, Executive Education, University of California, Riverside, has said, "The validity of any organization strategy depends upon the assumptions which the organization makes about its stakeholders and the actions which they will take in response to the organization's strategy."{4}

The key problem will always be the identification of the proper stakeholders for your organization and the emphasis of those who will indeed have significant impact over the period of your strategic plan. It would be impractical to attempt to give full treatment to an exhaustive list of stakeholders for any public agency.

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4 - Lecture, California Law Enforcement Command College, April 10, 1984.

THE CITY:

Each organization exists within a setting. For police agencies, that setting is usually a city. The make-up of that city can have significant impact upon the STEEP evaluation for the organization, since it supplies a major portion of four of those five factors.

The author's City occupies 11.6 square miles of southeastern Tulare County in California's fertile central valley. The 1985 population was 24,002 as reported by the State Department of Finance. That population consists of 72.2% Anglo, 24.5% Hispanic, 1.4% Pacific Peoples, 0.8% Blacks, 0.7% Native Americans, and 0.4% Other Races.{5} Of special interest is the fact that the city's Public Schools District reports Hispanic student population in elementary schools as over 60%, while the High School district reports Hispanic enrollment over 45%. If these figures are indicative, this will be a city with a Hispanic majority within the next decade.

With the surrounding rural population which sees the city as "its town" for services, shopping, marketing and recreation; the city has a "service population" of approximately 65,000.

With an unemployment rate of 13% - 16% each month, based primarily on seasonal agricultural employment, the economy suffers. Employment is tilted away from United States norms.

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5 - Report 3, Social Indicators For Planning and Evaluation, U. S. Department of Labor, Employment and Training Administration, Region 9, San Francisco; 1980

Site City	Clasification	United States
37%	Services	28.7%
17%	Retail Trade	16.1%
13%	Manufacturing	22.4%
9%	Agriculture	5.1%
>1%	Finance	6.0% {6}

Undereducation is also a problem faced by the city.

Site City	Educational Attainment	U.S.
44.3%	Less than High School	33.5%
55.7%	High School graduates	66.5%
11.8%	College graduates	16.2%

For persons 25 years of age and older. {7}

As might be expected with low educational levels and high unemployment levels, family and household income suffers also.

Site City	Median Income	United States
$13,731	Household	$16,841
$16,893	Family	$19,928 {8}

14.5% of all families and 17.3% of unrelated individuals receive public assistance income.

The picture is not all bleakness though, the city is a lovely town with outstanding recreational opportunities. Western oriented equestrian activities abound. The headquarters of Sequoia National Forrest are located here and the city serves as the southern gateway to that area as well as the Kings Canyon and Yosemite Parks.

Hunting is popular both for gamebirds on the valley floor and for deer and bear in the nearby mountains. Both stream and lake fishing are immediately available and of high quality. Lake Success (8 miles outside the city limits) provides

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6 - Ibid

7 - Ibid

8 - Ibid

houseboating and waterskiing to compliment its outstanding fishing.

The excellent weather for over ten months of each year make the city's Municipal Airport a popular destination for week-end flyers. Hot-air balloons and ultra-lite aircraft are often seen in local skies.

Winter sport enthusiasts will soon (1989) be served by a major ski resort under development at Peppermint, in the mountains just above the city. The primary access to this resort, which is planned to handle 10,500 skiers per day, will be along State Route 190, through the town. With over 2.5 million skiers in the Southern California area who would then be able to shorten their trip to Sierra snow by over two hours, the resort should be busy. The heavy concentration of services within our site should also benefit from the traffic passing through while enroute and new businesses to service the special needs of the skiers should develop.

Culturally, the city supports a very active little theater group (The Barn Theater) which presents several plays or musicals each year. The Municipal Auditorium draws touring concert groups as well as professional "pop" entertainers.

Politically, the city "prides" itself on being a city of "rednecks", made up of "Oakies" and "Arkies", "good-old-boys" who have made good. Many people within the power structure trace their routes to dust-bowl migrants of the 1930's. Since the life that their parents established then solved their problems for them, many are resistive to any innovations which might change that comfortable lifestyle. Great credence is placed on being a long-time resident of the city and newcomers are viewed with suspicion, especially if they are "bringing in new ideas of the way things ought to be done." The attitude is perhaps best exemplified by one who stated, "The twentieth century is stopped just outside the borders of Tulare County, scratching and clawing, trying to find a way in. By the time it makes it inside, it'll still be a century behind." {9}

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9 - Personal interview with citizen who wishes to remain anonymous, August 12, 1985

The minority community within the city has always been extremely passive, especially in political matters. The city has always been governed by a W.A.S.P. City Council and many expect that it will "always be that way." However, with the recent growth of a Hispanic middle-class, and the influx of upwardly mobile Southeast Asians, pressure for inclusion in the decision making process is growing. The reactions of the traditional power structure to this pressure will go a long way toward determining the political stability of the city (and indeed, the region) over the next one to two decades.{10}

The business community is well organized with over 400 members of the Chamber of Commerce which is extremely active. The Chamber is active with several committees dealing with such issues as economic growth, crime prevention, promotions, membership, etc. It has a regular and productive interaction with city government and has integrated representatives of City and County government into the committee structure. Additionally, sub-segments of the business community are also organized to address their special needs. The most active is H.O.P.A. (Heart of Porterville Associates) which represents the older downtown business district. This organizations has frequent promotions designed to draw business into the downtown area such as: parades, car shows, street fairs, arts and crafts shows, etc.

Most members of the agricultural community are members of the California Farm Bureau as well as their appropriate product-specific organization (Raisin Grape Growers' Assoc., Valencia Orange Producers' Org., etc.). This industry is the largest employer in the county and thus growers and ranchers have considerable voice in local politics.

The largest single employer in the city is the California Developmental Center (a State Hospital for retarded and brain-damaged individuals). With a patient population of over 1400 and a staff of over 2000, it has significant impact upon the city. A largely unrecognized phenomenon is the

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10 - See "Stakeholder Analysis" in this document.

large number of individuals in the city who are here largely because of the hospital. They are outpatients, they have family members in the facility, or they themselves or a family member are on staff. This awareness has created an atmosphere toward persons with these handicaps which draws many of them to this city. A large sheltered workshop program (privately operated) supplies meaningful work for many who would otherwise be on full public assistance. Of course, the value in self-esteem cannot be measured.

The final factor which we shall consider is the presence of the Tule River Indian Reservation directly adjacent to the city. Most residents of the reservation do all their shopping and recreation in the city. Residents of the city are often involved in projects designed to improve the quality of life for the residents of the reservation. The high incidence of alcoholism which is common among other Amerindian groups with the accompanying problems of crime, family instability, and assaultive behavior often create problems for government agencies within the city.

Thus we have our portrait of the setting. In some respects it is a typical San Juaquin Valley farming town; conservative, traditional, slow-to-change, "country" (as opposed to cosmopolitan). In other ways it is very atypical; the caring attitude toward the mentally handicapped alluded to above is unique in this author's experience. The willingness to assist the Native Americans living just outside the city is in direct opposition to its self-proclaimed "redneckedness".

SITUATION AUDIT:

The next step in the process is to determine where we are. To do so, we will employ the question device WOTS UP (say, what's up?) where we evaluate our:

WEAKNESSES
OPPORTUNITIES
THREATS
STRENGTHS

UNDERLYING PLANNING

Steiner has said, "No organization, no matter how large or profitable, can examine thoroughly all of the elements that conceivably could be included in the situation audit. Each organization therefore must identify those elements - past, present, and future - that are most significant to its growth, prosperity, and well-being and concentrate thought and effort on understanding them."{11}

As we look at the Police Department, we will attempt to ask "wots up" with an eye to the above truism.

It might be valuable to note that the author assumed the position of Chief of Police here less than one year ago. The former Chief left approximately seven months after a "vote of no confidence" had been taken by the Police Officers' Association. The former Chief left without pressure from the city administration and

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11 - George A. Steiner, STRATEGIC PLANNING, (New York, The Free Press, a Division of Macmillan Publishing Company, 1979), pg 19

went to a larger California police department at a significantly higher salary. Nonetheless, the Officers' Association felt they had successfully "chased him out of town".

It is painful to point out weaknesses when you are sure that they exist in spite of the best intentions of those who make up the organization possessing them. Academic integrity demands an honest evaluation and we attempted to provide that without assigning blame to any individual or organization. In assessing the weaknesses and threats to the Department that are now felt to exist, no criticism is implied or intended toward any former or current officers of the city or its police department.

WEAKNESSES:

The most glaring weakness noted by the author as he assumed command of the Police Department was the lack of training of the staff. It would not have been much worse if the position had been taken, "If we train our people, that'll make them attractive to other employers and they'll hire them away from us. If we keep them untrained, there won't be any place they can go." In effect, the department was found to have many long-term, under-trained personnel.

Secondly, the two division commanders had not experienced many of the functions one would normally expect them to be competent in. (For example: neither had had anything to do with the drafting or control of the department's budget.) Lacking experience in decision making, they were hesitant to make many, even minor, decisions without first "running it by the chief".

Staffing has been a continuing problem for this department. Since 1967 the city's population has increased 101% (from 11,942 to 24,002).{12} For the same time period the sworn personnel of the police department has increased only 50% (from 20 sworn to 30 sworn).{13} Crime and demand for services have increased over and above the

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12 - City of Porterville, Planning Department

13 - City of Porterville, Personnel Department

population increase. Therefore the department finds itself having to provide a higher level of service with a lower per/capita level of staffing. This has resulted in assigned overtime work, sometimes inappropriate use of reserve officers, high fatigue among on-duty personnel, acceptance of sub-standard work products, and other such practices.

Previous personnel practices have also left unpleasant residue. The city had no standard procedures for hiring or promotion of personnel. The suspicion exists among current officers that many people were promoted based on "how they stood with" some important person at the time the opening came up. Rumors still circulate that certain officers were hired only because they lived in the same neighborhood as some V.I.P. A general consensus seems to be that with manpower so short, less than highly-qualified people were hired quickly rather than to allow a vacancy to exist while a highly-qualified person was recruited.

A certain lack of professional dedication was also noted. Few officers had even Associate college degrees and only one or two were pursuing college education. Perhaps due to the turmoil of the previous year, most seemed to lack concern for the agency and instead to have all interest centered solely on themselves. There existed a definite "paycheck mentality". As with many members of the baby-boom generation, the traditional work ethic seemed to be stunted or absent.

Many of the above weaknesses are solvable with adequate funding. However, the City uses a modification of the "Fairfield Budget System" in which each department receives a set increase each year, regardless of circumstances.{14} Based on the previous year's budget, each department receives an increase equal to 75% of the population increase that year plus 75% of the increase in the Consumer Price Index (CPI) for the San Francisco reporting area. Since this system was instituted with the police department budget at a low ebb compared to other city departments, and the increases have not kept up with the actual increases in demands on the budget, instead of

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14 - City of Porterville, Finance Department

solving problems, the budget has become one of its own.

Yet another problem is the facility of the department. The current building is much too small for the current staff. It is extremely old and shabby in appearance. The facility does not imbue pride, nor even feelings of adequacy.

Repeated statements that, "There are no narcotics problems in the City." received wide-spread media attention. Many parents of drug involved youth disputed that statement and questioned the competency of the entire department because of it. Some officers felt a serious problem was being deliberately "swept under the rug" and questioned the integrity of the administration.

The last weakness we will discuss is the lack of long-term thought and planning which was taking place. "Brushfire management" was the order of the day. Little thought was being given to strategic issues or even to long-term tactical issues. The primary thought seemed to be, "Just let me have enough personnel, and let them be competent enough, to get me through this week!" No plans were in place to make long-term budgeting decisions. If we needed an item, we asked the chief if we could afford it. If he said yes, we bought it. If he said no, we forgot about it. If a problem bar couldn't be closed down today, "Oh well, we tried, we just couldn't get it done and we'll have to live with the problem."

<u>OPPORTUNITIES:</u>

Several unique opportunities are present for the Police Department at this time. First and foremost is the fact that the City Administration sought out and recruited a new chief with the express goal of making the department a modern and professional one. There have been no restrictions (outside of budgetary) placed upon efforts to upgrade the agency. Even in the area of the budget, funds have been made available to the department over and above the formula increases normally due it. Additionally, the Finance Director has found funds within his own budget to purchase some items needed by the police department immediately.

The introduction of a service oriented approach has begun building high levels of community

support for the department. As a pleasant corollary to that support, citizen complaints are decreasing as officers attempt to provide people with the level of service they truly deserve. The Community Oriented Policing (C.O.P.) method has worked in many other California cities and it is also expected to be very valuable here.

Instead of denying the existence of a drug problem, the department now acknowledges it and is attempting to attack the problem. Public support for these efforts has been vocal and extensive. Many individuals who had previously worked actively to have the department disbanded over this issue are now publicly supporting it.

Another special opportunity presenting itself to this department at this time is enhanced cooperation with the Tulare County Sheriff's Office. In the past there appeared to be hostility between the Sheriff and the Chief. Over the past few months that situation has been reversed and the two agencies are involved in several joint operations (burglary team, narcotics task force, and ad hoc cooperation on case by case basis). Joint press conferences have been held and the personnel of each agency (especially the chief executives) are "speaking well" of each other in their public presentations. Since this rapport has been initiated, the Sheriff has allowed the booking of all Police Department prisoners into the Sheriff's Sub-Station Jail. This eliminates the need for a 70 mile round-trip for police department bookings and allowed the closing of the City Jail. Since the city-county border looks like pieces of a complex jigsaw puzzle, we are dealing with the same "clientele" and continued cooperation can only improve the performance of each agency.

The introduction of standardized personnel practices promises to build morale and cooperative attitudes on the part of all personnel within the agency. Many favorable comments have been received about the QUALITY of applicants hired within the past year. While some are concerned about having to compete with these new personnel for promotions, all agree that they have raised the level of professionalism of the department, and therefore the pride that each individual takes in his organization. As higher standards of performance and promotability are introduced,

those who seek advancement will improve their own abilities and further raise the competency level of the group.

The last opportunity we shall discuss is the fact that the City is, at last, moving forward with plans for a new police facility. Land is available adjacent to the current civic center. Funds are available in the Building Fund. Although these two items have been true for the past few years, in the past 10 months we have succeeded in getting architect's drawings of the building footprint accepted by City Council. They have authorized full plans and construction documents. It now appears that we will be going out for bids on a new building within 1986. Construction should be complete in mid-1987. Of course, a new building will enhance officer pride in the organization. It should aid in recruitment. It will enhance smoother operations. But perhaps most important of all, it will prove to the officers that the "city fathers" do indeed "love them".

THREATS:

Three serious threats loom on the horizon for the Police Department for the next decade. The most serious of these is the changing social fabric of the community and the turmoil that may result from those changes. As the former "minorities" become the new "majority" in the city we may see reactions which give credence to the town's "redneck" image. Verbal expressions of prejudice are common from politically active and powerful individuals. Whether these represent true feelings or political posturing remains to be seen. Of even greater significance will be whether or not those individuals content themselves with simply talking, or if they will act out some (or all) of their "boasts".

Testing through the use of NOMINAL GROUP TECHNIQUE has shown that dealing with a more ethnically diverse population is clearly perceived as the major problem we will face by the turn of the century. Already (as noted above) the Hispanics are enroute to becoming a majority within the city. The Filipino population is growing and organizing. Recently, large numbers of Southeast Asians have begun settling in the city. Many businesses are now owned by persons of Indian descent. Amerindians are less willing to remain

on the local reservation for their entire lives. The reactions of the descendants of the original white settlers of the area and the off-spring of the "dust bowl immigrants" of the 1930's, as well as the ability of these diverse groups to get along among themselves will determine what problems will have to be dealt with and how serious those problems become!

The second threat facing the city is one common to many jurisdictions in post-Proposition 13 California, eroding city revenues. For many years the City Council prided itself on keeping the tax rate low, knowing that they could raise it if a real need arose. Other cities might pay high taxes now, but our community would keep their's down as low as possible, for as long as possible. With the passage of Proposition 13, this virtue became a liability. The flexibility to raise taxes when (not if) a "real need arose" had been stripped from the council. Those cities who had been "recklessly spending" now found themselves with tax rates they could live with so long as they were judicious in their spending. They were indeed forced to cut some of the "fat" (which in fact existed) from their budgets. A conscientious council had kept our town "lean" for years so when the cuts had to be made there was nothing to cut but "bone and muscle".

The problem was further complicated when the State chose to use funds previously dedicated to cities to solve its own budget problems in the late 1970's and early 1980's. Subventions which had been returned to the cities generating them for years were suddenly with-held, and further cuts had to be made.

While some city services lend themselves to the implementation of a fee system, this is not true of the police services. People expect that service as a legitimate function of government. They are unwilling to pay extra for those services they feel should be taken "right off the top" of tax revenues. Many frustrated citizens point out that they were promised when they voted for Proposition 13 that the cuts mandated would not affect either police or fire service; and they are unwilling to believe they were lied to.

In some areas the turn-over in real estate is high

enough that the impact of Proposition 13 was a 5 to 10 year phenomenon at its worst. In Tulare County this is not the case. The real estate market is extremely soft. Additionally, property values are among the lowest in California. Thus when turn-over does occur, and tax re-evaluation does occur, the city realizes less increase than another area might.

Stable, growth reflective, city revenues must be found if the city is to be in position to ward off the threats facing it and take advantage of the opportunities which present themselves over the next decade to a decade and one-half. The best plans in the world are valueless if there are no funds with which to implement them.

STRENGTHS:

Undoubtedly, the greatest strength present within the Police Department at this writing is the strong desire of all personnel to be respected as "professional police officers", with all that term entails, by the citizens and their peers state-wide. For too long, these officers have felt the sting of being the "guys with the size 12 shoes, but the size one caps". While they understand that their city is not the intellectual "Mecca", nor the cultural center, of California, they also recognize that it is not peopled solely with "dim-wits and misfits". There seems to be within each officer a deep-seated desire to be able to say, with justifiable pride, "I'm a Police Officer of my City." at any school, seminar, or gathering of fellow officers. They long to hear positive comments from citizens. Most importantly, they are willing to work hard to achieve this status!

A second strength which is very valuable is the general "geographic loyalty" of the personnel. Most are in the community because they like the area, the lifestyle, or have deep family ties here. Although the pay-scale is significantly lower than many other California jurisdictions, few officers leave simply to find a higher paying job. Many have failed to move from the area even in situations which would have resulted in career advancement. (While some of this may be the result of fear of failure generated by the feelings discussed above, most reluctance to move seems to be out of a sincere love of the area and its lifestyle.)

UNDERLYING PLANNING:

As has been alluded to {15} above, planning has not been an extant virtue within the agency. Although the city has its General Plan, and the City Manager has developed several Action Plans for the city as a whole, the only existent plan for the Police Department the author was able to locate dated from 1965.{16} This plan dealt with projected personnel growth and attempted to predict facility needs for the Police Department as well as other city Departments. Since there seemed to have been no revisions or updates made the plan was quite useless. (Interestingly though, that plan did accurately predict the number of sworn personnel for the police department as 30 for 1985 ... serving a population 18.84% less than we are now serving.)

While it is true that smaller organizations tend toward less formality and detail in their planning, and that the systems are usually simpler because fewer people are involved and the organization is less complex, this agency seems to have had planning solely "in the head" of one individual or another. The weakness of that system shows up when the individual leaves. Those left behind, and his successor, are not able to tap that "head" and all his planning efforts were for naught.

In effect, until now, formal underlying planning has not existed within the agency.

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15 - See WEAKNESSES:, page 14

16 - PUBLIC BUILDINGS PLAN, CITY OF PORTERVILLE, Hahn, Wise and Assoc., San Carlos, 1965

PLANNING:

Our next task is to determine where do we want to go? In order to properly focus our efforts in answering this question we will undertake several steps. First, we will redefine our aims (or create them, if they do not already exist). Then we will identify strategic alternatives to achieve these aims. Next we will evaluate the alternatives in light of our strengths, weaknesses, opportunities and threats which we have just enumerated.

Obviously, these tasks could be delved into at great length; to such a degree that in the small agency the task becomes over-whelming, and therefore is avoided. This need not be so. Steiner has noted, "When first starting a planning system it is easy to overload the management and staff with over-demanding data analysis. Yet for many planning data inputs and evaluations the best judgments of managers may be acceptable without rigorous staff research, especially for the first attempt at formal planning."{17}

So, we did not attempt to produce the "DEFINITIVE STRATEGIC PLAN" in our first efforts at formal planning in our small agency. We recognize that this is but the first small, tottering step toward an on-going, regularly updated planning system that will evolve eventually.

Instead, we talked with our Commanders, Sergeants, Officers, Community Service Officers, Communica-

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17 - George A. Steiner, STRATEGIC PLANNING, (New York: The Free Press, a Division of Macmillan Publishing Co., 1979), pg. 68

tion Operators, Records Clerks, Reserve Officers and other city staff personnel. In many cases these conversations were not specifically designed to "develop a strategic plan" but were instead one on one conversations about, "What's happening and what should be happening?" We studied what HAD happened and drew our aims and alternatives from them.

Aims:

We developed five aims which we felt the Police Department must meet over the next decade in order to be in position to take advantage of those opportunities which presented themselves and successfully defend against those threats which would probably appear.

1. Generate within all personnel, sworn and non-sworn, a service oriented attitude. This attitude should reflect the service desires and enforcement tolerance of the community as its guiding principles.

2. Develop within all personnel, sworn and non-sworn, a trust in and willingness to use open and honest communications with all other personnel without rancor or untoward reaction to constructive suggestions or disagreement.

3. Reach an adequate staffing level (probably 1.5 sworn per one thousand population with adequate support personnel [probably 0.7 per one thousand population]) and develop the budget resources to support them while keeping Personnel costs within no more than 80% of the total Police Department budget.

4. Raise the level of competence/training of all personnel to 50% above the state-wide average in order to insure maximum flexibility in taking advantage of opportunities which occur. Special emphasis must be given to taking advantage of technological changes which become available which will enhance service delivery at lower cost to the taxpayers. If you're going to be "leaner", you must be "meaner".

5. The new building discussed above must be completed in order to provide space for the

new personnel to be added and to have a work space that will physically support (electrical, phone system, computer conduit, air-conditioning, etc.) the technological enhancements which will be available during its reasonable service life (approximately 20 years).

While these might seem very modest to many agencies within California, when one considers the starting point {18}, and the fact that this plan will be updated/revised regularly from this date on, the author feels that it is the largest beginning which could reasonably be attempted with any expectation of success.

Alternatives:

In order to determine the best alternatives for achieving our aims, we must first determine what the future we will be working in will be like. Therefore we developed some alternative scenarios of our possible futures using the Nominal Group Technique.

We first determined that the three most significant problems facing the Police Department by the end of the Twentieth Century would be (in order of significance):

1. A much more ethnically diverse service population with the inherent political and social problems that will bring.{19}

2. Narcotics enforcement will be a major problem, especially in the area of marijuana cultivation. This is a farming area. Now significant amounts of marijuana are grown in and about the city. If the law continues unchanged, the enforcement efforts in that area will be a significant drain on department resources. If, on the other hand, the law is changed and the cultivation of marijuana ceases to be a crime, the economy of the area will be impacted greatly by the new "cash crop". Social upheaval will be significant as people struggle with the

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18 - see "WEAKNESSES:", pg 12

19 - See, THE CITY: pgs 8-9

morality of becoming involved in "drug production".

3. The third problem we identified was the growing sophistication of the criminal element, especially in the area of what is now called "white-collar crime". This agency has been remiss in keeping abreast with advancements within the criminal element in this area. In effect, we're starting out several years behind and we're going to have to run awfully fast to catch-up! Not only are most of our personnel lacking in computer literacy, the vast majority of them do not even type. (How quickly can they master the computer when they must first learn how to locate the letters on the keyboard?)

We next developed our alternative scenarios. In doing this step, it was important to remember to have true alternatives, not just "a little bit", "a moderate amount", and "a whole lot of" the same scenario. Space will not permit the total elucidation of each scenario so we have distilled them to their essentials for presentation in this work, and will present only three of those developed.

Future One:

The Hispanic majority in the City becomes upset with their inability to elect a majority to the City Council. Since the agri-cultural interest (predominately Anglo) have so much money to spend due to their income from legal marijuana ranching, they have been successful in "buying the elections". The major complaint is that the new wealth has not made its way down the social ladder to the ones actually producing that wealth, and a gap is expanding between the wealthy growers and the poor workers. The United Farm Workers' Union is conducting a secondary boycott against non-union grown "grass" and sending organizers onto local ranches. The introduction of the new automated harvesters has also reduced employment opportunities and social service organizations are inundated with "pot pickers" seeking retraining in more marketable job skills. Unemployment has climbed back to the levels of the middle 1980's again. The Sierra Club is also involved as they feel that the environment is being endangered through the use of certain fertilizers which

greatly enhance the T.H.C. content of the marijuana and make PORTERVILLE POT the most desirable on the domestic market.

Future Two:

With the movement of most major aerospace sub-contractors from the Los Angeles basin and the Antelope Valley into the southern San Joaquin Valley (centered in Bakersfield), the city has become a major "bedroom community" for workers in that industry. Conflicts arise every time a new development is proposed between no-growth and pro-growth factions. The recreational industry is pushing for expansion of State Highway 190 into the ski areas in order to better compete for the Southern California skier traffic. On the other hand, the "Bakersfield workers" want to see 190 ignored and State Highway 65 (their major route to work and back) upgraded to full freeway status. The boom in real estate prices has changed the complexion of the minority population. Low cost housing is scarce and the minorities who still live in town are predominately middle-class and above economically.

Future Three:

The Agricultural Preservation Act of 1991 has had a major impact on our community, as it has on the entire San Joaquin Valley. With building prohibited on any Class 1 (open) or Class 2 (orchard) farm land and Water Diversion Permits required for all non-agricultural development, growth has all but stopped. The environmental problems caused by heavy fertilization and pesticide use are being brought under control, but much work remains to be done. Population in the city has stabilized at 35,228, instead of the 45,000+ which had been predicted by the turn-of-the-century. The new City Council is seriously split, with three pro-Farm Workers' Union members and two pro-grower members (the Council is, by the way made up of three Hispanics, one Asian-American [a grower], and one Anglo). The economic level of the community has fallen off due to the increasing percentage of farm workers who make up the total population. Educators are trying hard to produce persons with the technical and management skills necessary to replace the middle-managers and professionals who have left the area in a general "white flight" (occurring all over the Southwest).

Alternatives to Achieve Aims:

We next developed three approaches which could be taken to achieve our aims. First, we could simply continue with "business as usual" and "try to get some of these things done as we go along." In effect, this would be a decision to continue what we have labeled "brushfire management".

The second alternative was to work within the current budget system to implement those aims which are "budget sensitive" and to implement training programs and management attention to those needs which would respond to such pressure.

The third alternative was to attempt to change the structure of the city's budget process through political action. Additionally, a heavy punitive system could be installed to "insure the proper attitudes" among all personnel.

Evaluation of Alternatives:

The consensus was that the most likely "future" was that outlined in "Future Two:" with strong possibilities that at least some of the factors from "Future One:" and "Future Three:" would be present. Thus, we evaluated our aims "in that future".

The evaluation took into consideration five factors:

1. STRENGTHS
2. WEAKNESSES
3. OPPORTUNITIES
4. THREATS
5. STAKEHOLDERS

While the first four factors have been previously discussed, factor five has not. Stakeholders are those who have power (defined as, "The ability to successfully modify the behavior of another."{20})

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20 - Peter S. Ring, Lecture, LAW ENFORCEMENT COMMAND COLLEGE, April 10, 1984

Many groups and individuals have the opportunity to influence the direction and efforts of an organization. Chart Two gives a listing of some of the potential stakeholders in any given law enforcement agency. You will have to pick those whose influence is greatest on your organization as we did with ours.

STAKEHOLDERS

EMPLOYEES	EMPLOYEE ASSOCIATIONS
EMPLOYEE FAMILIES	EMPLOYEE UNIONS
ELECTED OFFICIALS	APPOINTED OFFICIALS
Local, State and Federal	
VICTIMS	FAMILIES OF VICTIMS
WITNESSES	FAMILIES OF WITNESSES
PROSECUTING ATTORNEYS	DEFENSE ATTORNEYS
Local, State and Federal	Public and Private
JUDGES (All Levels)	PROBATION OFFICIALS
LAW ENFORCEMENT OFFICIALS	PAROLE OFFICIALS
FROM OTHER JURISDICTIONS	CORRECTIONS OFFICIALS
NEIGHBORHOOD ASSOCIATIONS	CLEMENCY OFFICIALS
NEIGHBORHOOD WATCHES	GOOD GOVERNMENT GROUPS
P.O.S.T.	LEGISLATIVE STAFFS
MEDIA REPRESENTATIVES	I.A.C.P.
BUSINESS OWNERS	CHAMBER OF COMMERCE
SENIOR CITIZEN GROUPS	TAX REBELLION GROUPS
A.C.L.U.	N.A.A.C.P., ETC.
YOUTH GROUPS	SHOPPERS
CONSERVATIONISTS	TOURISTS
TERRORISTS GROUPS	N.R.A.
CRIMINALS	CRIMINALS' FAMILIES

ETCETERA

(Adapted from lecture notes of the Law Enforcement Command College, Core 1, Workshop 2.)

Working within the assumption of "Future Two:", we determined that Alternative Two was the most realistic approach for the implementation of our aims.

We also determined that the Feedback Loop would be critical since many of these aims would probably be realized in less than the 10 year scope of our plan. We did not want to get caught in a mentality of, "Well, we're all done for the next "X" years until we have to make another Futures Plan."

EVALUATION:

Our next task was to determine, "Can we get there?" Or, can those aims reasonably be expected to be achieved? We evaluated this question from five viewpoints.

Current Momentum:

Is the current momentum within the organization moving in the proper direction? How much force is behind it? Can it be sustained for the duration of your planning period? Is it growing or shrinking?

We determined that in our agency growing, sustainable momentum existed in the proper direction with adequate (and building) force behind it. Speed was low at this point since the organization was just coming out of a period of inertial stagnation and thus the aims were basic and would take longer to attain than would be true in other (perhaps more normal) momentum situations.

Organizational Requirements:

Will the organization's structure support or inhibit the aims? Are adequate resources available? Are the lines of communication clear and open? Are all resources within the agency pointed toward the achievement of the aims?

Our assessment was that we are structured properly and directed properly. We will need to continue the improvements in communications which have been put in place during the past 10 months. Resource improvements must be made, both in equipment and in the number of personnel.

People Requirements:

Are the personnel "on board" up to the task? What training will be needed? Is it available/affordable? What is their level of commitment to those aims?

We feel that our personnel will be one of the stronger assets in our plan. In all cases we were able to have positive responses in this area.

Facility Requirements:

Are there adequate facilities for the organization you have or will develop to meet these aims? Is space sufficient and properly organized? Are any deficiencies overcomeable?

This was a very big negative as we currently exist. If, however, the current plans being pursued come to fruition, it will become a major positive in our efforts. Of course it must be remembered that the solution of these deficiencies is one of our aims!

Financial Requirements:

Are there adequate funds available to pursue the aims you have chosen? If not, can they be obtained? Are the methods of obtaining them within the realms of reasonable possibility?

In reviewing this area we determined that the answers to these questions were positive IF the economic climate does not worsen within our city. If that occurs, then a redistribution of funding within the General Fund Budget would be essential to overcome financial shortfalls. This would be politically uncomfortable for both the department's staff and the city staff.

After considering the five factors above, we have come to the conclusion that, indeed, "we can get there" from here and that the journey will be perceived as a pleasant one by the vast majority of "positive" stakeholders in the Police Department.

TACTICS:

From the tactical viewpoint, we must now determine "What short-term decisions must be made now to get there on time?" Obviously in an effort of this type there are things to be done daily. Efforts cannot be put forth on a monthly or yearly basis with any expectation of success. Each task must be broken into many small tasks and those accomplished in a timely fashion until the segments join together to accomplish the whole.

One again, we looked at several areas.

Budgets:

What steps must be taken to get the budget into the shape needed? Are there sources of outside funding? Where can they be found? Should grants be considered? Can funds be saved now for later needs?

Since one of our greatest needs is personnel, we will be gradually adding personnel over and above the normal growth patterns until we reach our aim. Thus, additional personnel will be added in the next budget cycle. We will re-evaluate the proportion of our budget allocated for personnel services and bring it into line with real needs.

Organizational:

What changes need to be made this year, or next, or the next, to accommodate your aims? Is Team Building desirable? When can it be done? Is a management audit appropriate? When?

Our organization seems to be appropriately structured to achieve our aims. Some small modifica-

tions in the structure of Patrol supervision are needed and these will be addressed in the next budget cycle.

Personnel: a. Staffing:

How quickly can you recruit, test, hire and train the personnel you will need? Can you afford them? Do you understand your requirements well enough and is your selection process geared toward those requirements? Can you meet your needs in one jump or must it broken into segments?

As discussed under "Budgets:" above, we are addressing this issue. After examination, we are satisfied that our selection process is adequate for the period of this plan.

Personnel: b. Training:

If your personnel do not posses the requisite skills, where can they be trained in them? When can that be done? What prerequisites are needed before the training can be given? Can you afford it?

This area will occupy much of our efforts in implementing our plan. As discussed in our Situation Audit, this is our area of greatest weakness. However, nothing we need for this plan is unavailable or outside our ability to pay.

Equipment:

What new or improved equipment will your plan require? What lead time is involved in getting it? Will it require bids? Do you have bid specifications? Are they available? And again, can you afford it?

Equipment will not be a major factor in our plan. We will but need to keep up on what we have and add some new items as technology makes them available to us.

FEEDBACK:

The next critical phase of any strategic plan, and one that is frequently left out or neglected, is the monitoring of performance as the plan progresses.

In order to accomplish this, each member of the staff will be made aware of the plan and it will be made an on-going agenda item at all departmental staff meetings.

Further, target dates will be established for specific items and progress reports will be required of those responsible for that specific item.

All personnel will be held accountable for their part in the plan and will be suitably recognized for the successes which are anticipated.

In the final analysis though, as Druker has said, "Making resources productive is the specific job of management,..."{21} (emphasis added, NEW). Thus it will be the staff's, and ultimately the Chief's, responsibility to see that the plan succeeds!

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21 - Peter F. Drucker, MANAGING IN TURBULENT TIMES, (New York, Harper & Row, Publishers, 1980), pg 14

RECYCLING:

A Strategic Plan is not a document to be prepared once, then placed on a shelf and forgotten. It must be considered to be a living document which will change as time passes.

This document will be the first edition of the Police Department's Strategic Plan. Edition two is already being prepared and will be put together and finalized in approximately one year.

Edition three will follow about a year later, and so on, and so on.

The tenth edition, at the end of the cycle proposed for this plan, will bear little resemblance to the first edition. Aims will have been fulfilled and deleted. Conditions will have changed. New aims will have been developed and included (and perhaps completed and deleted). The assumptions will have changed and the "futures" will look different. But through it all, the Police Department will have moving forward TOWARD A KNOWN GOAL rather than drifting before the winds of uncertain public opinion with the helm controlled by a distracted steersman who has no idea where he is supposed to be going!

SUMMARY:

Looking into any organization in depth will show that it is in worse shape than anyone imagined. Those characteristics which you thought were some of your strong points turn out to have "rusted" and are now unreliable. Even though you never appreciated them, you will find that some "vessels of dishonor" are all that have kept you going. The idea of "planning out" the weaknesses and building up the strengths seems too formidable to undertake.

Drucker has perhaps best captured this feeling. "I know more than one executive who fervently wished at the end of the analysis that he could forget all he had learned and go back to the old days of the 'rat race' when 'sufficient unto the day was the crisis thereof.' But precisely because there are so many different areas of importance, the day-by-day method of management is inadequate even in the smallest and simplest [organization]."{22}

Thus, we must develop our strategic plans and move to implement them in our agencies, no matter how bleak the picture appears nor how formidable the undertaking of improvement. As has been stated by one who should know, "We may be asking you to make chicken salad out of chicken [manure], but the job has to be done."{23}

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22 - Peter F. Drucker, MANAGING FOR RESULTS, (New York, Harper & Row, Publishers, 1964) pg 131

23 - C. G. Huffaker, City Manager, City of Porterville, personal interview, January 10, 1985

So we have our plan. Over the next ten years we will position our Police Department to provide the service levels which will be expected by an ethnically diverse, economically upwardly-mobile population which is politically less-than-stable due to the conflicts generated by the cultural and social interactions. Training will have prepared the officers to efficiently handle (with the assistance of modern technology) the primary criminal problems of the day which will be chemical abuse (use, production, sales and distribution) and non-confrontational larcenies (white-collar and electronically-assisted thefts as well as the traditional burglaries and petty thefts). The personnel within the department will be goal-directed and assume personal responsibility for the agency. A constructively cooperative attitude will be the rule rather than the exception. Adequate personnel, equipment and facilities will support the operation.

In effect, we propose to move from a position "well back in the pack" to the forefront of California's small law enforcement agencies over the next ten years! While we may never grow into the "Sears & Roebuck" of law enforcement, we will become one of the best "boutiques" in the state!

In order to accomplish this plan, we will have to change the culture currently in place within the agency, and we must avoid the temptation to move too quickly. The human animal is resistive to change, possibly more than to any other "threat". By their very nature, police officers, whose whole institutional thrust is maintenance of the status quo, are more resistant than most. Most officers will say they want to work for a "progressive department" but as soon as change is proposed they begin to find reasons to resist it.

"An organization's culture is best altered by gradually reducing perceived differences between current norms and the new behavior, increasing the value placed on adaptability, and enhancing managers' ability to effect the desired change. Strong top leadership creates the pressure for change; new top management behavior SETS THE

EXAMPLE."(emphasis added, NEW){24} So, while some might wish for faster movement, we will resist that "siren's call". Our plan is too "organizationally-culturally-intensive" to allow it to be rushed. In point of fact, this plan is one to totally change the culture of the organization.

EPILOGUE

Hopefully the reader has benefited from the opportunity to "look over the author's shoulder" as he developed his strategic plan for his agency. While it is recognized that the treatment has not been exhaustive, and that many things mentioned are full topics of extensive scholarly research within themselves, it is intended that this document will pique your interest in the topic and motivate your further investigation of the things discussed. If you feel inclined to produce an even better plan, do so - share it with others- and the profession we both love will be the better for it!

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24 - Paul J. Stonich, editor, IMPLEMENTING STRATEGY, (Cambridge, Ballinger Publishing Company, 1982) pg 41

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