MANAGING A MEDIUM - SIZED LAW ENFORCEMENT AGENCY IN THE YEAR 2001 WITH REDUCED RESOURCES CREATED BY INDUSTRY RELOCATION

by

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

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

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

The views and conclusions expressed in this 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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A MODEL PLAN FOR MANAGING A MEDIUM-SIZED LAW ENFORCEMENT WITH REDUCED RESOURCES BY THE YEAR 2001

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Executive Summary

This study focuses on developing a model strategy that will assist a medium-sized law enforcement agency in providing public safety services if a major loss were to occur in the agency's economic base. Law enforcement finds itself facing more demands for service with less resources available. In order for law enforcement to maintain the level of service provided to the community in the future, its methods must be efficient and innovative. Changing the traditional methods of law enforcement is a challenge to future leaders that must be met.

Part One - A Futures Study

The issue: What implications will the relocation of a large-scale industry have on a medium-sized law enforcement agency by the year 2001 was selected after extensive review of literature and discussions with various law enforcement officials. Three sub-issues were identified to further examine the issue. They are: 1) How will reduced revenues impact law enforcement's ability to provide service to the community? 2) What criteria will be used to determine law enforcement service delivery priorities to the community? 3) What forms of government restructuring opportunities exist?

Part Two - Strategic Plan

A strategic plan was developed using the Monterey Police Department as the model to prevent the hypothetical ("what if") scenario, "Economic Disaster in Monterey Creates Need to Prioritize Law Enforcement Services" from occurring. Maintaining critical programs and services will require substantial planning and the goodwill of the community which the department serves. Community needs must be continualy evaluated. Innovative responses to the prospect of loosing vital economic resources must be agreed upon and implemented. The Monterey Police Department was used as the model agency for the secnario presented.

Part Three - Transition Management

To manage the change process of moving from the present state (where we are today) to the future state (where we would like to be in the future) a small manageable group called the "critical mass" was identified. In this case they are: The City Council, City Manager, Police Chief, Police Officer's Association President and Citizens of Monterey. Strategies were developed to overcome resistance and gain the necessary commitment needed to implement the plan.

Part Four - Conclusion

Loss of a major portion of an organization's economic base will have serious implications on their ability to provide safety to the community. As a result of this study, the economic impacts on law enforcement may be viewed as an opportunity for the organization to streamline its operation. The result should be a more cost-effective run organization. Preparing for the future is the key for success.

PART ONE - DEFINING THE FUTURE

WHAT IMPLICATIONS WILL THE RELOCATION OF A LARGE-SCALE INDUSTRY HAVE ON A MEDIUM-SIZED LAW ENFORCEMENT AGENCY BY THE YEAR 2001?

PART TWO - STRATEGIC PLANNING

A MODEL PLAN FOR A MEDIUM-SIZED LAW ENFORCEMENT AGENCY IN GENERAL AND THE MONTEREY, CALIFORNIA POLICE DEPARTMENT, IN PARTICULAR WITH REDUCED RESOURCES

PART THREE - TRANSITION MANAGEMENT

A DESCRIPTION OF A MANAGEMENT STRUCTURE AND COMMITMENT PLAN FOR TRANSITION INTO THE USE OF RESERVE POLICE OFFICERS, EXPANDING THE COMMUNITY SERVICES SECTION AND ELIMINATING A 4/10 WORK SCHEDULE

PART FOUR - CONCLUSIONS AND FUTURE IMPLICATIONS

THE VISION IS TO BE INNOVATIVE AND EFFICIENT IN PROVIDING LAW ENFORCEMENT SERVICES WITH AVAILABLE RESOURCES

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TABLE OF CONTENTS

INTRODUCTION 1

PART ONE - DEFINING THE FUTURE 7
- Issue Identification 7
- Futures Wheel 8
- Sub-Issues Identified 9
- Nominal Group Technique 9
- Trend Evaluation 10
- Event Evaluation 13
- Cross-Impact Analysis 16
- Scenarios 17
  - Exploratory 18
  - Hypothetical 19
  - Normative 20

PART TWO - STRATEGIC PLANNING 22
- Selected Scenario 22
- Model 23
- Mission Statements 24
- Situational Analysis 24
- Capability Analysis 27
- Strategic Assumption Surfacing Technique 30
- Stakeholder Identification Analysis 30
- Modified Policy Delphi 34
- Selected Policies 34
- Policy Implementation Strategy 37
- Key Stakeholder Identification and Negotiating Strategies 40

PART THREE - TRANSITION MANAGEMENT 44
- Critical Mass Identification 45
- Readiness and Capability 45
- Commitment Planning 46
- Commitment Strategies 46
- Transition Management Team 48
- Implementation Techniques 49
- Evaluating Process 50

CONCLUSION AND FUTURE IMPLICATIONS 52

Appendix A - Nominal Group Panel 54
Appendix B - Candidate Trends 55
Appendix C - Candidate Events 57
Appendix D - Trend Forecast Graphs 59
Appendix E - Event Forecast Graphs 65
Appendix F - Strategic Planning Group 71
Appendix G - Capability Analysis #1 72
Appendix H - Capability Analysis #2 74
Appendix I - Stakeholder Assumption Map 75
Appendix J - Alternative Strategies 76
Appendix K - Stakeholder Positions 77
Appendix L - End Notes 78
Appendix M - Bibliography 81

INTRODUCTION

INTRODUCTION

The focus of this project is to explore what would be the effect upon the provision of public safety services of a medium sized law enforcement agency if a major loss were to occur in the agency's economic base. Historically, local law enforcement organizations have expanded and grown in response to increased population, economic development and general social progress. This, however, is not the case today.

We now find ourselves in a turbulent social, political, and economic environment. Although there have been instances in our history of sudden deterioration in certain communities, they have been due to isolated historical events such as the end of a World War or migrations of large populations due to long term famines such as the one that occurred in our Mid-West during the 1920s. If we examine the history of Western Civilization, however, most decisions concerning the provision of public safety services have been predicated upon the assumption of growth and increased productivity.

The trend for the expansion, development, and modernization of American Law Enforcement increased dramatically between the Nineteen Sixties and Seventies with the Civil Rights Movement and the social unrest caused by the Viet Nam War.

The Cold War and new technology stepped-up government's defense spending and defense contractors. Not only did industries that existed because of defense contracts expand, so did the military bases. Communities developed around industries for the jobs they offered and to develop a support infrastructure.(1)

As communities expand so does the need for law enforcement services. Law enforcement agencies rely on revenue from the community to develop resources necessary to complete their mission.(2) If Disneyland were to relocate from the City of Anaheim, the impact would be severe. Millions of dollars would be lost in revenues to the City. Subsequently the Police Department would be severely impacted. (3)

On January 29, 1991, the Secretary of Defense, Richard Cheney, officially announced his proposal for military installation closures and military force realignment.(4) This was a direct reaction to the break-up and developments created by the movement of the Soviet Bloc countries towards democracy. There was no longer the constant threat of war after a failed coup in the Soviet Union virtually ended Communism in that country.(5) The end of the Cold War, and the curtailing of the twenty-four hour alert status for nuclear response (6) reduced world tensions and corresponding reductions in military strength.(7) It became apparent that the federal government would be downscaling defense budgets.(8) One method of accomplishing reduced defense spending would be the closing or downsizing of military bases around the world.(9) This action would have major social and economic implications on communities' and law enforcement.(10)

The author developed a concern regarding the issue of the effect a termination or relocation of a major employment enterprise(s) - public or private - would have upon local government because it was timely, relevant, and important to the law enforcement community.

Law enforcement must address the relocation of major employment enterprises because of the many challenges that will occur as a result of the relocation. Departments across the country are facing change that can be directly attributed to the relocation of major businesses and furthermore, the issue addressed will reflect how law enforcement deals with these changes in the future.

To explore this phenomenon, information regarding the social, economic, environmental and political aspects of the issue were gathered. Interviews and a scan of the literature were conducted. Scanning indicated a substantial shift in the economic and social system is taking place. Domestic and foreign issues are creating a turbulent economic and political environment, and a changing unstable economic future is likely.(11) This key issue was selected based on the future implications formulated while reviewing extensive literature and conducting interviews with law enforcement professionals. Unless law enforcement prepares for this changing future, it will be unable to meet the demands placed upon them.

The City of Monterey, with approximately 31,954 residents in eight square miles, is located on the Central Coast of California, situated on the southern portion of the Monterey Bay. Four other cities; Pacific Grove, Seaside, Carmel and Marina makeup the remainder of the Monterey Peninsula, which has a total population of approximately 100,000.

Ever since the Spanish established their first mission in Monterey in 1770, the military has been an integral part of the community.(12) World War II expanded the military in Monterey when the United States Government leased the Del Monte Hotel for pre-flight training. Later the government turned the property into the Naval Postgraduate School, which exists today. (13) The Presidio of Monterey has existed in Monterey since 1904. In 1917, soldiers needed more room to train, thus Camp Ord land was purchased. (14) Ever since the establishment of Fort Ord, the military and their families have been an integral part of Monterey. By creating a demand for housing and supporting businesses, they have contributed to the expansion of Monterey and the cities surrounding it.

Today Fort Ord consists of 28,000 acres (44 square miles) employing 15,639 military personnel. With them are 26,424 dependents. (15) These people attend local schools, visit the shopping centers and live and work in the community. (16) One third of the Monterey Peninsula School District is made up of military dependents. (17) In addition Fort Ord employs another 4000 civilian employees. (18) There are another 20,000 jobs related to servicing the military community that will be directly affected by Fort Ord's downsizing. (19) And finally there are 50,000 retired military living in the Monterey area. (20) A substantial change in this environment will occur with the relocation of the personnel located at Fort Ord . In turn a significant change in the way law enforcement meets the demands for service with human resources will take place.

Monterey's economy is closely tied to the visitor industry, activities at the Naval Postgraduate School, the Defense Language Institute and Fort Ord. Estimates indicate Fort Ord puts nearly one billion dollars annually into the local economy. (21)

Downsizing, relocating and /or closure of any major employment enterprise which is the economic base for a community has a major impact on the local economic environment which has been conditioned to steady and consistent growth. (22)

From 1970 to 1990 most medium sized government law enforcement agencies enjoyed unprecedented economic growth. (23) One only needs to look at the growth in San Jose (Silicon Valley) Ca., Anaheim, Ca., and Monterey, Ca., to comprehend the growth. Flint, Michigan and Norwood, Ohio diminished in size with the relocation of an industry.

City	Population	(#) Sworn Officers	
	1970	1980	1990
Monterey	26,303 (46)	27,558 (48)	31,954 (54)
San Jose	445,779 (538)	629,531 (796)	782,248 (1112)
Anaheim	180,000 (230)	219,494 (271)	266,406 (344)
Flint	193,317 (389)	159,576 (352)	140,761 (304)
Norwood	30,420 (48)	26,126 (48)	23,674 (48)

Major shifts in the economy have and continue to occur. There are increasing instances of major termination or relocation of revenue producing resources.(24) Examples include the migration of entire vegetable packaging institutions from city areas to other countries (three food processing sheds from Watsonville, California to Mexico); (25) the relocation of entire financial institutions from core city areas to other areas of the state (Wells Fargo's complex leaving San Francisco, California for Rocklin, California;(26) the closure of military installations caused by the major shifts in defense policy because of the changes in the political structure of Eastern Europe; and the Federal Department of Fish and Wildlife declaring the Spotted Owl an endangered species, resulting in the preservation of old stand redwood timber. This declaration put 50,000 persons out of work in small to medium sized cities and counties in Northern California.

In 1989, Michael Moore produced a movie titled, Roger and Me. The story centered around the economic devastation that occurred in Flint, Michigan when General Motors closed the doors of the plant located there, causing 30,000 jobs to be eliminated.(27) Entire families and their descendants had worked at General Motors and brought prosperity to Flint.(28) The closure paralyzed the city economically. Flint's main source of revenue was lost. Today's unstable economy and the ability to manufacture products at a lower cost, out of the country, was one of the reasons General Motors gave for closing the plant in Flint, Michigan.(29)

In 1988, General Motors closed another plant in Norwood, Ohio. In an interview with a high ranking Police Department official, information was provided indicating that one- third of the City's revenue was lost when the plant closed. (30) The Police Department lost 6-7 officers due to the fear that the city was going to have massive layoffs. (31) An additional six (6) positions were lost through attrition. (32) Until the closure, the Department had continuously grown and developed specialized units (SWAT and Narcotics Units) due to demands placed on them by the community. (33) If there is a lesson to be learned, it is, "You can't always depend on a company for your future."

The continual changing environment places great demands on police services. (34) Police can no longer exist as an independent body of government, handling incident after incident and pretending their job is only law enforcement. Police service delivery is an integral part of the community and part of the quality of community life. The level of police service can seriously affect the lives of its citizens.(35) Police officers cannot lose touch with public expectations or there is a potential for mistrust. Law Enforcement must be responsive to community needs. The community, government and each officer must understand what the police agency is trying to achieve, and these objectives must be responsive to the needs and desires of the community.(36)

Modern police service is a part of the governmental process that provides public safety through divergent activities. Police service is the most visible of these services. (37) Today, communities do not agree on what police priorities or actions should be. Priorities and service levels are often determined by municipal budgets. (38) Competition for municipal resources is increasing. (39) The increase in crime during the 1980's, coupled with reduced municipal expenditures, has again made levels of police protection important visible public issues. (40)

Monterey has been in a no-growth mode since 1983. In the last eight years Monterey has been dependent on revenue generated by the visitor industry and the military. Today, with revenue projections less than anticipated and the downsizing of Fort Ord looming in the future, the subject of maintaining effective community services is frequently discussed.

Monterey is entering a new era. What the future will bring is not known. One thing is certain, change will occur. The community must prepare for change. By planning, Monterey can identify, anticipate and implement future scenarios that will enhance their ability to manage and bring about a desired future by mitigating possible negative impacts.

The issue question in this research study is: What implications will the loss of a large-scale industry have on a medium sized law enforcement agency's ability to provide service by the year 2001? Three sub-issues were developed through the use of a Futures Wheel. These sub-issues are depicted, and will be explained in the first section of this study.

The first part of this study will consist of a process of defining the future. Current trends and events related to the issue will be examined. Forecasts are made of what will be occurring in specific areas of law enforcement, relating to the issue, in the next five years and ten years. Three data based scenarios of the future are then presented.

Part two presents a plan for attaining a desired future. This involves using the Monterey Police Department as the model agency. The strengths and weaknesses of the organization will be examined and stakeholders identified. Policies are then developed for implementation to ensure that the citizens of Monterey will continue to receive the law enforcement services they have come to expect.

Part three will examine the transition stage of the proposed policies. The "critical mass" are identified from the previously named stakeholders. The critical mass is then analyzed to ensure their readiness, capability and commitment for the desired level of change to take place. Then the structure is identified to make the change happen.

The last phase of the study will consist of conclusions and recommendations made from the study. It will review the key points and ensure the issue and sub-issue questions are answered. Any future policy implications will also be discussed.

PART ONE

DEFINING THE FUTURE

FUTURES STUDY

The relocation and or downsizing of a large-scale industry will pose significant challenges to the city administrators and police departments in the future. The impact of such an action was the impetus to structure the issue question. As follows:

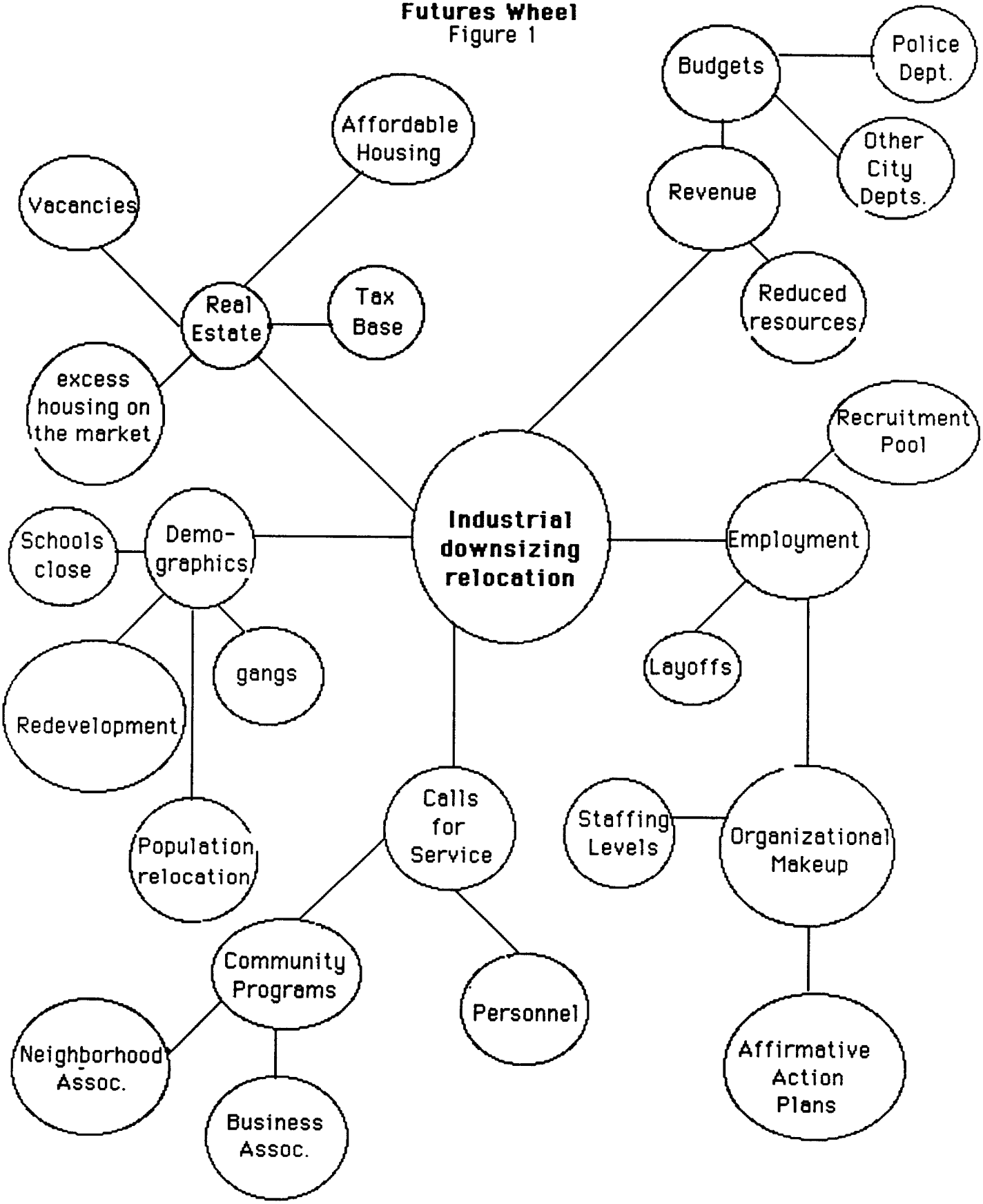
> **What implications will the loss of a large-scale industry have on a medium sized law enforcement agency by the year 2001?**

The primary purpose of this futures research project is to analyze the issue using futures research methodologies, to develop a strategic plan, a policy, and an implementation plan for other communities faced with a similar situation.

This issue was selected after extensive reviewing of literature and discussions with various law enforcement officials. Findings disclosed the issue was timely, relevant and important to the future of law enforcement. If a law enforcement agency is be be effective in the year 2001, it must be able to reasonably project the needs of the community it serves.

A Futures Wheel (Figure 1) was developed, as a result of the literature search and interviews, to illustrate the scope of the study and to develop sub-issues relating the issue question. The futures wheel also helped in focusing the study to specific areas relating to the economic impact which was determined to be the driving force of the issue.

Futures Wheel
Figure 1



Three sub-issues were identified to further examine the issue. They are:

1. **How will reduced revenues resulting from decreased property and sales tax impact law enforcement's ability to provide service to the community?**

2. **What criteria will be used to determine law enforcement service delivery priorities to the community?**

3. **What forms of government restructuring opportunities exist?**

METHODOLOGY

To examine the main issue and sub-issues, the Nominal Group Technique (NGT) was employed. NGT is a small-group technique used to reach consensus on complex issues that involves individual work and open discussion.

A Nominal Group Panel (See Appendix A) was assembled to identify and forecast trends and events relative to the issue. The panel consisted of a cross section of city and law enforcement managers, who through their employment, possess a level of expertise and degree of familiarity in the area of research. Having been provided with the issue question and sub-issues in advance, the panel met and established a candidate list of thirty (30) trends (See Appendix B) and thirty one (31) events (See Appendix C).

The panel distilled the list of candidate trends into five trends that were most relevant to the issue question, as follows:

Trend 1 - Level of Revenue in Transient Occupancy Taxes and Sales Taxes.

Trend 2 - Level of Public Interest in Creating a Regional Police Agency.

Trend 3 - Conflict Between Businesses and Residential Needs.

Trend 4 - Minority Political Influence in the Community.

Trend 5 - Emphasis on Fees for Service.

The panel employed a ratio scale and determined the trend levels of five years ago, today, and then forecasted five and ten years into the future. A value of 100 was given for today. A trend with a value less than today would have a value of less than 100, and a trend greater than today would be in excess of 100. The future forecast involves both "will be" (nominal) and "should be" (normative) forecast. Table 1 portrays the trend forecast (using panel median values). Graphs depicting the panel's trend levels are contained in Appendix D.

TREND EVALUATION
TABLE 1

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND (Today = 100)			
		5 Years Ago	Today	*5 years from now	*10 Years from now
1	Level of Revenue in Transient Occupancy and Sales Tax	110	100	90/110	125/150
2	Level of Public Interest in a Regional Police Agency	0	100	110/150	175/200
3	Conflict Between Business and Residents Needs	50	100	150/100	200/100
4	Minority Political Influence in Community	75	100	150/150	200/200
5	Emphasis on Fees for Service	10	100	150/150	200/200

Panel Medians
N=7

*Five years from now "will be"/ "should be"

*Ten years from now "will be" / "should be"

EVALUATION OF TREND RESPONSE DATA

Trend 1 - Level of Revenue in Transient Occupancy Taxes and Sales Taxes.

The panel believes the city received more revenue from taxes (Transient Occupancy and Sales Taxes) five years ago than it does today (panel medium value 110). Industry relocation or downsizing along with economic recession will have a negative impact on future tax revenues as is reflected in the panel forecast of 90 as to what tax revenue will be in 5 years. Through proper planning, revenues "should be" displaying signs of improvement in five years according to the medium forecast of 110. Ten years from now through redevelopment and projected economic recovery, local government will see light at the end of the tunnel.

Trend 2 - Level of Public Interest in Creating a Regional Police Agency

This trend was non-existent five years ago as shown by the panel's figure of 0. As cities grow and expand into each other, consideration should be given to the concept of an RPA. The panel sensed political realities (medium value of 110) would prevent a RPA from becoming an entity in five years. As economic realities impact resources, consolidation of police agencies becomes a potential future. The luxury of a municipality maintaining its own police department could grow too costly and the public may soon realize there is an unnecessary duplication of services. The panel recalled the 1978 tax revolt (Proposition 13) in California when the citizens expressed their dissatisfaction against non-cost effective government practices. The panel predicted in ten years there should be a 75% chance of an RPA. Local government will accept RPA as a political reality if no economic recovery occurs, even though it contradicts traditional ways.

Trend 3 - Conflict Between Business and Residents Needs.

According to the panel, five years ago revenue was ample. The panel's medium value of 50 indicates there was little conflict over funds. Projections were that revenue would continue to be plentiful with little competition for funds (panel medium value 100). The panel believed as revenues are depleted, competition for funds will intensify. The medium value forecast of 150 supports this philosophy. Taking an optimistic approach, the panel indicated the competing interest for funds "should be" put aside in the interest of, "what's best for the community." In ten years the trusting forecast indicated the idealistic vision of "what's best for the community," should be the frame of mind. It is interesting to note the difference in what the competition for funds "should be" (medium value 100) over what it "will be" (medium value 200).

Trend 4 - Minority Political Influence in the Community.

This trend was forecast by the panel to continue to spread in California Cities as demographics continue to change. The extent of minority political influence on a community is contingent upon the community make-up, needs and who the elected officials are. Of interest, is the panel's forecast that minority political influence "will be" and "should be" are nearly the same in five years (medium value 150) and again in 10 years (medium value 200). Government entities must be cognizant of the change and dial into it accordingly. The panel also believed the minority influence within the community will cause law enforcement to examine its cultural composition.

TREND 5 - EMPHASIS ON FEES FOR SERVICE

Fees for service were nearly non-existent five years ago. Monterey was in good health financially and virtually gave away services, which is indicated by the panel median value of 10. Panel members projected that in five years the City would begin to realize the users of the services must bear the cost for them. But the City will be reluctant to increase fees (medium value 150) as the citizens have come to expect these subsidized services. In 10 years, if economic uncertainties continue, the likelihood will be twice what it is today (medium value 200) that fees should be charged to reflect the cost of providing that service. Overall, respondents indicated the current fees for service do not cover the current costs the city absorbs to provide them, and that non-users in some instances are not receiving equal treatment.

EVENT EVALUATION

The panel also generated a list of events which would have an impact on the issue question. Thirty-one events were developed (see Appendix C). This list was distilled down by the panel to the five events they believed would have the most impact on the issue. These five events were examined by the group in relation to their probability of occurring (0-100) 0, no likelihood; 100, most probable and what impact, positive or negative, they would have on the issue. (Table 2 depicts the panel medians). Graphs of the event data are contained in Appendix E.

EVENT EVALUATION
TABLE 2

EVENT #	EVENT STATEMENT	Years until probability first exceeds zero	*Probability		Impact on the issue if the event occurred	
			5 years from now (0-100)	10 years from now (0-100)	Positive (0-10)	Negative (0-10)
1	City Budget Reduced 28%	1	50	75	1	9
2	15 Police Officers leave for other agencies in one month	3	30	60	0	8
3	Police Support Services Eliminated	2	60	90	1	10
4	Ft. Ord lays off 2/3 of its staff	1	75	100	5	5
5	Peninsula Cities Form JPA	6	0	80	3	7

*Panel Median
N = 7

EVENT 1 - City Budget Reduced 28%

Housing prices, transient occupancy taxes and sales tax already impact City revenues. In light of existing revenues, panel members believed that within one year of the industry downsizing or relocation, the city's budget would be reduced. A steady decline in the budget will continue for the next ten years with a 50 percent likelihood of the budget being reduced in five years. Unless alternative revenue sources are developed, the probability of budget reduction increases to 75% in 10 years. Police participants felt budget reduction would have a negative impact on the City budget as well as the police department's. Non-police participants viewed "streamlining" of city budgets as somewhat positive. Faced with future budget reductions, the police department must carefully review all current expenditures.

EVENT 2 - 15 Police Officers Leave for Other Agencies in One Month.

Given the circumstances, the panel projected it would take three years of budget reductions before the police officers' patience would run out. Inflation, without salary increases, will make it more difficult for the officers to support their families. The panel felt the officers "loyalty" to the department will begin to fade in five years, with a 30 % probability of the officers leaving for another agency. Eventually, a lack of salary increases, non-existent training opportunities and lack of promotional opportunities will cause even the most loyal officers to seek employment elsewhere. This event was seen by the panel as having an extremely negative impact on the department.

EVENT 3 - Police Support Services Eliminated

Participants determined this event would cause the department to begin eliminating support services one section at a time within two years. The first to go would be Community Services, where a Sergeant and three Interns would be lost, reducing contacts between the police department, Neighborhood Associations and Business Associations. No longer will there be a person in the police department to act as a liaison with the community. Panel members felt this would cut a vital communication link and create confusion in the minds of the citizens as to how to express their concerns to the department. There is a 90% probability of this event taking place within 10 years. Civilian members of the panel saw this as a positive impact. They felt this would force the cops out of the cars and into the community. Police personnel saw the negative implication. That is, officers would be too busy responding to calls, not allowing them for community involvement.

EVENT 4 - Fort Ord Lays Off 2/3 of Its Staff.

When examining the implications of an industry relocating or downsizing, employees are concerned about unemployment. Once the relocation or downsizing occurs, support personnel will face layoffs within one year. The panel projected that five years down the road 2/3 of the support personnel will be gone. Within ten years, there is a 100% probability only 1/3 of the Fort Ord support staff will remain employed at their current positions. Positive and negative impacts were rated equally at five. Panel members believed layoffs would be a factor in removing restrictions on land and water resources allowing the property to be used for parks or other redevelopment. On the negative side, vacant homes are an invitation to undesirables who are likely to cause the crime rate to escalate, impacting the police department's ability to provide service.

EVENT 5 - Police Agencies Form Joint Police Agency (JPA)

The panel was quite divided on this event. They felt it would take many years to develop because of the complexities of forming a JPA and selecting a Chief Executive Officer. The economic situation will dictate the probability of this event occurring. However, the panel projected it would be ten years before there would be any probability of this event occurring. Police participants felt the local flavor and loyalty to the community would be lost with a JPA. Conflict was sure to result over which services would be provided where. The positive impact would come from budgetary savings that would be a result of reduced operating cost.

CROSS-IMPACT ANALYSIS

Three of the original panel members agreed to determine the cross-impact of the five trends and five events. They were provided with all the median data collected from the larger panel. The remaining panel was advised that the purpose of the cross-impact analysis was to evaluate the impact each of the forecasted events, if it occurred, would have on the other events and the events on the trends. To measure the impact, the percentage of change (plus or minus) was used over the initial forecast.

This process also reveals which events are the most active and have the potential to have the most impact on other trends and events. Table 3 reflects the groups consensus.

CROSS-IMPACT EVALUATION
TABLE 3

IMPACTING EVENT	Impacted Event					Impacted Trends					Actor Hits
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
City Budget reduced 28%	X	-30	-50	0	25	90	25	80	30	95	8
15 Police Officers leave for other agencies in one month	10	X	-75	0	25	-20	15	20	25	0	7
Police Support Services Eliminated	5	-45	X	0	10	0	10	-15	5	15	7
Fort Ord Lays Off 2/3 of its Staff	-20	0	-10	X	0	-10	0	-5	10	0	5
Peninsula Cities form Joint Police Agency	70	40	0	0	X	0	100	-60	-50	30	6
Reactor Hits	4	3	3	0	3	3	4	5	5	3	

T-1 Level of Revenue in Transient Occupancy and Sales Tax
T-2 Policing by Regional Police Agency
T-3 Conflict Between Business and Neighborhood Needs
T-4 Minority Political Influence
T-5 Emphasis on Fees for Service

The cross-impact analysis identified three actor events. That is, events that have the greatest impact on the other events and trends. The actor events will be primary targets for policy action. They are:

Event 1 - City Budget Reduced 28%.
Event 2 - 15 Police Officers Leave for Other Agencies.
Event 3 - Police Support Services Eliminated.

Event one, City Budget Reduced 28% was viewed as having the most dramatic impact on the other events and trends with the exception of Event four, Fort Ord lays off 2/3 of its staff. Event one is viewed as the impetus for Peninsula Cities to form a Joint Police Agency, 15 officers leaving and police support services being eliminated. Event one will act as the biggest change agent on the issue because it will also intensify the conflict between business and neighborhood over funding and services being eliminated.

A review of the remaining events alludes to the close relationship they share with other events and trends. This is based on the number of "hits" as depicted in Table Three.

The panel's analysis of the trends and events impacting the issue, indicate the organization will effectively handle them. Innovative methods of providing law enforcement services such as a Regional Police Agency and/or Fees for Service will help in maintaining acceptable levels of service.

FUTURE SCENARIOS

For the final phase of defining the future I have selected the use of three scenarios based on data gathered and analyzed from the previous study of trends and events, literature search and interviews. These scenarios will be employed to assist in the development of a strategic policy and the management of change.

Monterey, California is the City in which scenarios are based and is the model for the remainder of this study. A more detailed description of the City will be presented in Section III of this study.

The scenarios will consist of an exploratory or "most likely" future; hypothetical or "what if" future; and the normative or most "desired" future.

Exploratory - "Most Likely"

"Monterey is Facing Rough Road to Recovery"
June 1996

"Law Enforcement Service Priorities Reviewed"
August 1995

Looking back to 1991, Monterey's economy has been on a roller coaster ride through the recession and since the announcement that the 7th Infantry Division Light was relocating in 1994. Recovery in 1996 has not been what was anticipated. Transient Occupancy Tax (TOT) and Sales Tax revenues are less than what was projected. The national unemployment of 7.5% in 1995 was partially to blame for the dwindling TOT revenues.

Concern about the economic situation is apparent at the police department. The budget has remained flat for two years and cuts in it are anticipated by the end of the year (1996). Equipment is beginning to show wear and a number of new technologies for the Records Management System that were installed in 1992 have not been implemented.

With the scheduling of salary negotiations with the Police Association, City officials were saying the hard times are not over. Officers fearing no raises, training being put on a back burner, and opportunities for promotion stalled, began searching for employment elsewhere. Three police officer positions remain unfilled as a result of the unstable economy.

The possibility of the department eliminating support services due to the lack of resources leaves the Community Services Section, "sitting on the bubble." This section, established in 1987, has been a vital communication link between the department and the community. It has helped reduce the conflict between the business and neighborhoods over services rendered. Now, with the possibility of this section being eliminated each group has taken the position that their needs have priority. It appears both groups will see some reduction in law enforcement services they receive.

In 1995, city policy makers in an effort to locate alternate and equitable ways to finance services, rather than using tax monies for services benefitting only a portion of the general tax paying public, implemented a Fees for Service schedule. If maximum fees are realized, the police department could see an increase of $445,800 in revenues.

In 1996 the police department was under pressure from the community's minority population to improve the minority make-up of the department. The chief met with minority community leaders in an effort to ease the tension. He assured them the department is doing its best to improve the department's cultural make-up.

The community has an optimistic outlook for the year 2001. Revenues from TOT and Sales Tax are projected to increase by 25%.

Surrounding cities concerned about their ability to maintain law enforcement see a Regional Police Agency by 2001 as an alternative in order to provide adequate protection and services. The luxury of each city maintaining its own law enforcement agency could grow to costly and the public may soon realize that it is unnecessary.

HYPOTHETICAL - "What if"

"Economic Disaster In Monterey Mandates
Elimination Of Law Enforcement Services"

As far back as 1991, Monterey was in a "No Growth" mode. The attitude prevailing was that tourism and the military dollars would supplement the tax base. Construction of homes and businesses was discouraged. The police department was expanding its Support Services Section after receiving direction from the new City Manager.

Then, in September of 1994, the federal government closed the doors to the Fort Ord Military Installation at once, rather than over three years as anticipated. The county immediately lost an estimated one billion dollars of the annual three billion dollar economy. Fort Ord's relocation left 4,681 residential units vacant in the county, 1,449 of which are in the City of Monterey. By early 1995, rental property owners were doing what they could to avoid foreclosure. Today lower rents are drawing the unemployed as well as minorities and immigrants. Afro-Americans, Hispanics and Asians comprise the majority of the new tenants. This is creating new challenges for the police department. Political pressure is being felt within the department to represent these new minority factions.

Complicating recovery is, the "Superfund" which was to provide funding for cleaning toxic waste sites on the military installation but has had insufficient funds to complete the job. Legislation has prevented the sale of the land until the toxicants are removed. Local communities are devastated.

The police department is under fire from the community. A lack of resources has forced the Support Services Section to be eliminated. Neighborhood Associations are demanding the Police Chief stop the gang activity that is taking over the neighborhoods. Business leaders fear tourism and convention activity will continue to decline due to the unsafe environment in the downtown area. The police chief acknowledges the problems exist, but says his officers are so busy running from call to call, they are unable to concentrate on any particular area. To further impair the department's ability to respond to community needs, only nine of the fifteen vacancies have been filled.

Now, ten years later, the Monterey Police Department along with the surrounding police departments are facing more demands for service with less resources. Yet the concept of forming a Regional Policing Agency is still a political "hot potato."

NORMATIVE - "Desirable"

A review of the 1990s has shown that Monterey has turned potential harmful events into opportunities for the police department to demonstrate innovativeness in delivering law enforcement services. Examples of which would include an expanded Community Services Section and the employment of Level 1 Police Reserves with community volunteers. As a result, staff levels and programs have remained stable. City Council members, after having met with community representative and law enforcement officials, have left the police departments 1996-1997 budget in tact.

Monterey's economic future is brighter. Once declining revenues are now on the rise. Federal funding (Superfund monies) is responsible for expediting the clean up of sites that were contaminated when the military left. Legislation was passed allowing development of the uncontaminated land, which previously could not be developed. San Jose State University, along with an unnamed private university, are negotiating for a development site. Plans indicate housing vacated by the military in Monterey will be leased for student housing once the university(s) is opened.

The City of Seaside's new theme park built on property annexed from Fort Ord was seen as an opportunity for Monterey. Accordingly, Monterey developed an aggressive tourist marketing program. This program turned out to be successful because it enticed those visiting Seaside's new theme park to stay in Monterey. Revenues generated from the transient occupancy tax were used to expand law enforcement services.

The Fee for Service plan implemented in 1996 was well received by the community. These fees offset past costs incurred by the city for special events. Expenses previously encumbered by staffing special events were now mitigated, thus freeing up resources for ongoing law enforcement programs. Now, in 2000, the police department is augmenting rather than eliminating Support Services.

Completion of the long awaited dam in Carmel Valley is envisioned for 2001. That, along with the planned saltwater desalinization plant in Marina, has bolstered the economy because building moratoriums were lifted with increased water allocations. A resolution passed by the Monterey voters in the late 1970s, prohibiting development of land without a 2/3 voter approval, was overturned in special election and has also provided an opportunity for Monterey to extend its boundaries.

Monterey's City Council, in an effort to reward the police department for its success in providing service during the readjustment period, has negotiated an equitable contract with the Police Officers Association. This may be the reason there hasn't been an opening on the department for two years, a welcomed change after the difficulty the department experienced filling vacancies in 1996.

A newly developed "Citizens Police Academy" and Police Officer Reserve program, which emphasized gender/ethnic diversity in its makeup, increased the awareness within the community of the department's capabilities. In addition, these programs changed the minority's perception of law enforcement and is seen as the reason for the improvement in the cultural make up of the department.

Plans for expansion both in services and size in order to manage the future of the City is part of the strategic plan for 2001 and beyond. This is consistent with the department's objective of maintaining a level of service the community has come to expect.

PART TWO

STRATEGIC PLANNING

A STRATEGIC MANAGEMENT PLAN FOR PROVIDING LAW ENFORCEMENT SERVICES FOR THE CITIZENS OF MONTEREY

Strategic Planning is defined as:

"A structured approach, sometimes rational and other times not, of bringing anticipations of an unknown future environment to bear on today's decisions."(41)

Part one of this study contains scenarios (visions) of the future. Human fears associated with change create chaos. A strategic plan is a procedure to bring order to the change process, reducing the confusion.

This strategic plan is designed to focus on preventing the second scenario, in which the Monterey Police Department's ability to provide law enforcement services to the community is in jeopardy. The question to be answered is, "How will the Monterey Police Department provide law enforcement services with an unstable economic future?" To address this question, a strategic plan has been developed that incorporates the following elements:

- Macro Mission Statement
- Micro Mission(s) Statement
- Wots - Up Analysis
- Capability Analysis
- Strategic Assumption Surfacing Technique (SAST)
- Modified Policy Delphi

All of these components are interactive steps the organization must go through to prevent the disastrous scenario from occurring.

SELECTED SCENARIO

The selected scenario for policy development is the hypothetical ("what if") scenario, "Economic Disaster in Monterey Creates Need to Prioritize Law Enforcement Services." All analysis thus far, suggests that if steps are not taken to prevent this scenario from occurring, the organization's ability to provide law enforcement services to the community will be severely impaired.

This scenario offers the most opportunities for the organization to develop plans in order to maintain and /or improve the level of law enforcement services it provides to the community when faced with an unstable economic future. The exploratory ("most likely") and normative ("desirable") scenarios restricted or removed from the organization any control over its ability to bring about a desired future because the organization is not able to influence the amount of revenue collected by the City. Nor is it able to influence the external factors created by adjoining communities that influence the departments ability to provide law enforcement services in the future. The department must function within the parameters established through the budget.

THE MODEL

The model to be used for this study is the greater Monterey area and specifically the City of Monterey Police Department. This organization is composed of 74 personnel, 54 sworn and 20 civilian. Organizationally, the department is structured into the typical divisions of: Patrol, Traffic, Investigations and Records/Jail.

The City of Monterey is the geographical center of seven cities which make up the Monterey Peninsula located on the Central Coast of California. It is situated on the southern portion of the Monterey Bay approximately 10 miles south of Fort Ord. Monterey's resident population of 31,954 (42) is comprised of retirees, people involved in the tourist industry, military and military support personnel. The city's population varies according to the tourist season between 55,000 and 70,000 on a given day.(43) Located within the city boundaries are the Defense Language Institute (DLI) and the Naval Postgraduate School (NPGS). The economic base of the city rests primarily on defense and tourism related activities.

MISSION STATEMENT

A "Macro" Mission Statement is a broad purpose statement of the mission of an organization. The "macro" mission statement for the Monterey Police Department is:

> *The Monterey Police Department exists to consistently and in a timely manner enforce laws, protect lives and property and provide necessary and appropriate services to the residents of and visitors to the City of Monterey.*

A "Micro" Mission Statement defines a specific activity or program. The "micro" mission statement for this study is:

> *The mission of the Monterey Police Department is to use available economic resources as efficiently and effectively as possible in the delivery of public safety services.*

SITUATIONAL ANALYSIS (WOTS UP)

The purpose of this analysis is to evaluate the department's current capability to handle change. The external and internal environments of the organization must be analyzed to determine how they will impact change. Environmental opportunities and threats along with the organization's strengths and weaknesses must considered during the planning process.(44) A group of five people (Appendix F) were chosen from within the model agency to complete this analysis. This same group also was used in completing the Strategic Assumption Surfacing Technique, Stakeholder Assumptions as well as the Modified Policy Delphi. They were chosen due to their ability to assess the organizational climate and capability to handle change.

The following represents the group's insight of the opportunities, weaknesses, threats and strengths that will challenge the Monterey Police Department.

Environment

External Opportunities (favorable situations)

- Aggressive Marketing of Convention and Tourism Facilities
- Adjoining Community Development
- New City Manager Appointed
- Increased Ethnic Population
- Recruitment Pool Expanded
- Community Support of Law Enforcement
- Community Interest in its Future
- Annexation of Available Land
- Dam/Desalinization Facilities Under Consideration
- Public Safety
- Population to Remain Stable
- Employing Alternate Means of Reporting Crimes
- Extending Law Enforcement Services to Adjoining Communities

External Threats (unfavorable situations)

- Limited Water
- Community Resistance to Change
- Unstable Economic Future
- Changes in the City
  - Housing Cost
  - Available Housing
  - No Growth Posture
- Increased Unemployment
- Increased Crime Rate
- Conflict Between Business and Resident Needs
- Losing 1/3 of Economic Base
- Infrastructure: Maintenance of Public Utilities
- Increase in the Number of Calls for Service
- Contracting for Law Enforcement Services
  - Quality of Service Would Decline
  - Financial Savings not Sufficient to Warrant

ORGANIZATION

Internal Strengths (resource or capability used to achieve objectives)

- Level of Service Provided
- Well Trained Staff
- Ability to Overcome Resistance to Change
- Career Development Encouraged (Special Assignments Are Rotated)
- New Records Management System Being Installed
- Positive Image in the Community
- Strong Community Services Section
- Patrol Divisions 4-10 Work Schedule (working conditions)
- Pride In Performance

Weaknesses (limitations or faults)

- Ability to Recover Historical Data to evaluate Past Performance
- Supervision of the Records/Jail Division
- Patrol Divisions 4-10 Work Schedule (removes scheduling flexibility)
- Low Percentage of Minority Police Officers
- Budget Restrictions Imposing Program Modification
- Bureaucratic Decisions Not Understood by All
- Cultural Awareness
- Reactive Management Style
- Disproportionate Level of Staff to Line Personnel

WOTS UP/CAPABILITY ANALYSIS SUMMARY

External Opportunities

The key external opportunities, aggressive marketing of convention and tourist facilities, adjoining community development, a new city manager and community support of law enforcement are viewed as opportunities for the department to maintain or expand its current services, even in the face of economic uncertainty. Community leaders do not want the City's image to deteriorate causing further impairment to the economy. Programs that enhance Monterey's image will be maintained.

Recently the City Manager stated the direction received from the policy makers is to improve customer service to the people of Monterey. Annexation of undeveloped land along with construction of water storage facilities are also viewed as opportunities for the department to maintain or expand its services because of the increased demand development creates.

An increase in the community's minority population will be viewed as an opportunity by recruiters to increase the minority make-up of the department.

External Threats

An unstable economic future threatens Monterey's ability to provide law enforcement services. The loss of a major portion of the economic base, such as businesses closing, housing vacated, and increased unemployment are viewed as threats to the resources the department depends upon in order to provide service. Lack of water is a major issue facing the city's future development plans that include land improvements and increased tourism as a means to stabilize the economy. Increasing conflict between business and residents over how resources are spent is seen as a threat, for each will place divisive demands on law enforcement services.

Internal Strengths

The Monterey Police Department has an innate ability to overcome resistance to change. The chief is task oriented, yet moves cautiously in an environment of economic uncertainty. His ability to listen to all sides of the issue before making a decision, is a valuable asset to the organization when change is being considered.

Their managers are young, well educated and have grown up within the organization. They are able to appropriately influence their subordinates when the environment indicates change is needed.

Training has always been a top priority. Internal and external resources are employed to ensure personnel have the necessary skills to execute required tasks.

Career development is encouraged by rotating assignments requiring special skills. Officers are encouraged to cultivate their careers by experiencing as many different assignments as practical.

Officers are encouraged to be open minded and innovative in their methods of problem solving. The staff and police officer association have an excellent working relationship. An atmosphere exists that encourages communication up and down the ranks. Ideas are solicited and welcomed from everyone.

A new automated Management Information System (MIS) is being installed. This is viewed as an opportunity to track the service being provided and to determine if the resources are being used in the best interest of the community.

The department also enjoys strong support from the community. Through support from the neighborhood associations, a new Intern program was implemented expanding the Community Services Section.

Internal Weaknesses

The department's ability to recover statistical data to evaluate individual and organizational performance needs improvement. Our current system requires vast amounts of time to recover necessary data. Until the new system is on line, sometime in 1992, the system is a weakness in the organization.

There are times when the chain of command is occasionally breached giving personnel the wrong message. The command staff on occasion bypass the supervisor and go directly to the officer. This may imply that someone in the chain of command does not respond in a timely manner.

The Patrol Division works a 4 day work week at 10 hours a day, with alternating days off. At times this is detrimental because it weakens the ability of the organization to respond to the needs of the community without paying overtime and management's flexibility to modify work schedules. This schedule also inhibits the organizations ability to transfer officers for career development because personnel are not willing to give up their time off to fill positions that are not working the 4/10 plan (Community Services and Investigations). The 4/10 work schedule is 20 % more costly than the 5/8.(45)

A small percentage of the department's staff consists of minorities and women. With demographics changing, soon the gender/ ethnic composition of the department will not mirror that of the community. This inhibits our ability to comprehend the needs of the community.

In addition, the department is viewed as having a disproportionate level of staff to line personnel. This comes from the design of the 4/10 work plan and the policy of the department to always have a supervisor on duty. This weakness is also viewed as a strength for the same reasons noted above.

To gain a better understanding of the strengths and weaknesses of the organization, a capability analysis related to resources available (Appendix G), and a readiness for change (Appendix H) was completed by the same group.

The capability analysis was used to understand the organization's strategic strengths and weaknesses. (The consensus of the group is depicted in Appendix G.) In summary, the department's technology was viewed as the area of greatest concern.The facility's condition and little potential for expanding were also seen as problem areas. On a positive note, the skills of the organization's personnel and community support are considered as being above average.

In the readiness for change analysis (Appendix H) the group consensus is the organization's management is ready to seek novel change. The reason for this is three of the seven managers have completed the Command College. Along with this is first line supervisors are attending the Supervisory Leadership Course (three have completed) which will improve their readiness to seek novel change.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

This, the final phase of the situational analysis was completed by the same panel. The purpose of this process is to identify stakeholders, snaildarters and their assumptions as related to the issue question. Stakeholders are individual(s), group(s) which impact; what you do; are impacted by what you do; or care about what you do. Each stakeholder has an interest in the success or failure of the organization's ability to maintain or improve the current level of service it provides to the community. Snaildarters are the "unanticipated" stakeholders that can radically impact your strategy. The following is a list of the stakeholders and their identified assumptions as they relate to the issue question:

1. Police Officer Association (POA): The POA is extremely interested in maintaining the current level of services they are providing.
    a. The City Council will consider staff reductions when faced with reduced revenues.
    b. Will want direct input into any proposed changes.
    c. Would oppose any action to change their 4/10 work schedule.
    d. Would see many issues as meet and confer items, such as overtime and assignments.

    For these reasons the POA will be considered a snaildarter because their position could change at anytime.

2. Police Management Association (PMA): The PMA will support action from within to maintain the current level of service.
    a. Officer's morale will be affected by threatened staff reductions.
    b. Concern over consistency in the level of service if outside agencies are contracted to provide law enforcement services.
    c. Calls for service will be prioritized.
    d. They would be responsible for managing any new programs.

3. City Council: Council members will want what is best for the city.
    a. Their position will depend heavily on politics. Any support or non-support will depend on who applies the pressure.
    b. They will be supportive of cost-effective programs that will maintain services.
    c. The council will be concerned about the city's image.

4. Chamber of Commerce: Will want visitors to feel safe in Monterey.
    a. The visibility of police officers in the business district will affect the atmosphere.
    b. Would have interest in developing revenue sources that will improve the department's economic stability.

5. Citizens of Monterey: Fear their concerns will become secondary issues for the police department.
    a. Will be supportive of programs that will maintain the level of service they have.
    b. Neighborhood Watch programs will be lost in the first round of budget cuts.
    c. The police department will become reactive rather than remaining proactive.
    d. They will bear the cost of private security
    e. Reduced law enforcement services create an unhealthy atmosphere.

6. Monterey Peninsula Unified School District: Over the years, the school district has relied on the police department for educational programs.
    a. Any reduction in law enforcement programs would affect the school districts educational programs.

7. Monterey County Board of Supervisors:
    a. Would oppose the use of their resources, deputy sheriffs, to provide law enforcement services that will stretch their resources.

8. California Highway Patrol: Normally would be interested in increasing their sphere of influence but faced with budget deficits, would not be interested in assuming additional responsibilities.
    a. Monterey would have unrealistic expectations.

9. Private Security Companies: These companies are continually looking for opportunities to expand their business.
    a. Many local agencies that depend on the police department for service would turn to them when law enforcement services are reduced.
    b. They see themselves as able to provide a more intimate service.
    c. Their image within the community will improve.

10. Police Chief: Would be cautious when considering volunteer programs.
    a. Would be concerned about training and management of a volunteer program.
    b. Would be concerned about the department's image.
    c. Would be supportive of a fee for service plan in order to maintain the current level of service.

11. City Manager: Would be looking for what is best for the city. He wants the biggest bang for the dollar.
    a. Would be opposed to new programs that add cost to the budget.
    b. Will be cognizant of the political climate as he runs interference between the city council and the city's department heads.
    c. Will discuss service priorities with the chief.

Appendix I reports the panel's mapping of these stakeholder assumptions and the projected certainty in the assumptions assigned to the stakeholders.

The majority of stakeholders believe there is a need for the department to evaluate the methods it uses to provide service to the community and that some organizational changes may have to occur in order to survive in a turbulent economic future. Current programs within the organization; Traffic, Investigations, Community Services and personnel assigned to the County Task Force would have to be evaluated as to their cost-effectiveness. If reductions were to be implemented, the desire would be for it to occur through attrition rather than layoffs. Naturally, resistance will come from a few stakeholders if they perceive the changes will have a detrimental impact their welfare.

MODIFIED POLICY DELPHI

The Modified Policy Delphi is a process used to generate strategic alternative approaches to policy issues, analyze feasibility and desirability of each policy alternative and reduce the number of them to a manageable number for more complete strategic analysis.(46)

Employing the Modified Policy Delphi process, a panel of seven individuals, representing a cross section of the community and the department, were first briefed on the prior work of the nominal group and that panel's forecast relative to the issue question. The panel formulated 11 policy alternatives (Appendix J) to mitigate or prevent the negative hypothetical scenario, "Economic Disaster In Monterey Mandates Elimination Of Law Enforcement Services" from occurring. After further discussion and rating on the desirability and feasibility, the panel selected the three policies having the highest stakeholder appeal and organizational workability. The three policies are:

1. **Community Needs Assessment and Public Awareness Program.**

   The Community Services Section of the department would be maintained. A representative would attend community association meetings to determine what the priorities of the community regarding law enforcement services are. An extensive public awareness program would acquaint the public with the department's capabilities. Alternative methods for making police reports, that did not require immediate police action would be discussed.

Pros:

- o Improve trust and respect
- o Establish cooperation and understanding
- o Determine what the priorities for service are
- o Allow the department to modify its operation
- o Improved public image
- o Ongoing process of evaluation of service
- o Benefits extend beyond service issues

Cons:

- o May become arena for complaints
- o Perception department losing control
- o May be resisted by members of the department
- o Time consuming

2. **Establish a Reserve Police Officer Program**

A reserve officer program would supplement the regular officers. Until today, the financial condition of the city did not necessitate the use of volunteers. In the past the POA has expressed concern regarding the impact Reserves would have on them financially.

Pros:

- o Minimal cost
- o Provides additional resources
- o Increases community involvement
- o Leaves the regular officers available for intensive duty
- o Fosters community relations
- o Improves visibility
- o Reduces forced overtime
- o Serves as a potential recruitment pool
- o A means to expand current services to ajoining cities

Cons:

- o Will require budgeted monies to be re-directed or additional appropriations
- o Management and supervision concerns
- o Maintaining appropriate levels of training
- o May be resisted by members of the the department
- o Training cost not reimbursed

3. **Replacing the 4/10 work schedule with a 8/5.**

This policy would require the opening "meet and confer" process because the 4/10 work schedule is part of the MOU. Any changes to the work schedule would be held in abeyance until the process is completed.

Pros:

- o 20% Cost savings
- o Additional scheduling flexibility
- o Allows expansion of Support Services
- o Reduces overtime expense
- o Improves visibility in the community
- o Enhances career development opportunities

Cons:

- o Negative impact on officers morale
- o Deepen the attitude "we" management against "them" (staff)
- o Trust would become an issue
- o Filling vacancies would be more difficult
- o Possibility of costly legal action

After discussion, the panel determined the policy that would best fill the departments needs would be a synthesis of the three selected policies. This will allow the department to realize a cost savings by modifying the work schedule and maintain the level of law enforcement services by supplementing the Community Services Section with reserve officers. These policies will also foster support and strengthen the relationship between the community and the department because of the working relationship that will develop.

As the military leaves, a small partion of Monterey's population will be lost. Estimates are approximately 1500 residential units will be vacated. Initially this may create a short fall in revenue. This loss is not anticipated to be long term because of Monterey's popularity as a place to live. Vacant residences will fill quickly.

A system to monitor revenues and law enforcement service levels is already in place. The Strategic Plan is flexible, allowing for modifications if revenue levels create a need for change. Current projections indicate the need for law enforcement services will not be reduced.

The panel also gave consideration to contracting law enforcement services with the Monterey County Sheriff's Department. The Sheriff estimates cost run from $82,000.00 to $100,000.00 to field a deputy. At that rate, it would cost the City of Monterey $4.4 million dollars for the Sheriff's Department to provide the same level of service it receives from the police department today. Additional cost would have to be figured to provide the comparable support services. The financial condition of the county will not allow it to absorb additional responsibilities without receiving compensation for them.

Recently the City of Monterey decided to have a study completed on the total impact the loss of Fort Ord will have on Monterey. This study will also develop a recovery strategy for the City.

POLICY IMPLEMENTATION STRATEGY

Once the policy has been formed and the stakeholders positions analyzed (Appendix K), a plan for negotiating and selling the policies must be developed. The first step is to determine what key points for implementation are negotiable and which ones are not. This a foundation for moving into the Section 4 of this study, Transition Management.

Negotiable Points

- o Program administrator
- o Staffing of program
- o Funding source(s)
- o Forum setting to identify community priorities
- o Work schedules
- o Recruitment area for police reserves
- o Public awareness advertisement methods
- o Scheduling public forums to develop mutual understanding
- o Eliminating the 4/10 work schedule

Non-Negotiable Points

- o Training standards
- o Budget expenditures
- o Chief of Police accountable for programs
- o Management of programs
- o How the department will allocate resources

Action Steps

The next steps require planning in the area of, action steps, resources requirements and time lines.

Action Steps:

- o Obtain approval to maintain the Community Services Section
- o Obtain approval to establish a Reserve Police Officer program
- o Police Chief appoints change agent to implement the plan during the transition
- o Schedule meetings with Business and Neighborhood Associations to improve our understanding of their needs, priorities and explain our capabilities and action plan
- o Analyze the results of the meetings
- o Recruit and staff the plan
- o Establish curriculum for training
- o Determine delivery system using reserves
- o Market the changes in the service programs

- Schedule meetings with associations to assess progress
- Determine how the department will evaluate the level of service they are providing
- The Police Chief appoints a committee to study the 8/5 work schedule
- Meet and confer sessions scheduled with POA

Resource Requirements:

- Staff to attend meetings
- Funding for marketing
- Staff to provide service
- Equipment for program
- Time to study possibility of a work schedule change

Time lines:

- Needs assessment and priorities established within six months
- Twelve to eighteen months to select, equip and train reserves
- Six months for work schedule committee to report their findings
- Modifications to level of service implemented within two months
- First external evaluation four months after modifications are implemented
- Internally, monthly performance evaluations
- Continual meetings with affected associations for situational analysis

Key Stakeholders Identification and Negotiating Strategies

Analysis of the stakeholders determined that five were considered to be key stakeholders. These are the stakeholders that were determined to be vital to the implementation of the selected policies. They are:

1. Monterey City Council
2. City Manager
3. Police Chief
4. Monterey Police Officers Association
5. Citizens of Monterey

Each stakeholder will be analyzed to determine what motivates them and fulfills their needs. Consideration was given to previous assumptions and positions of the stakeholders on the selected policies. An appropriate negotiating strategy was selected for each stakeholder to obtain their acceptance.

1. City Council

The council may support the Reserve Police Officer plan and an expanded Community Services section but find it difficult to allocate funds for new programs that will put additional stress on an already stressed financial condition. The negotiator must carefully consider the cost of the program and the position the council's constituents will take with the strategy. Pointing out changing the 4/10 work schedule to a 8/5 schedule should result in a 20% cost savings allowing new programs to be implemented.

The negotiator must be cognizant that the POA will attempt to convince the citizens that a modification of the work schedule will be detrimental to their morale, thus affecting the level of service provided. In the past the council's support base has come from the neighborhood associations. The council will continue striving to satisfy their constituents.

The council must also consider the effect these policies will have on tourism. A safe secure atmosphere will encourage conventions to utilize the city's facilities and, in turn improve the city's financial condition along with satisfying another arm of constituents.

A presentation emphasizing the vital need of these programs along with how it enhances the city's image may be the key selling point. Council members must be thoroughly informed in order to have them embrace the overall benefits of these policies.

2. City Manager

The recently appointed city manager's priority is "customer service" for the citizens of Monterey. He is the key to the resources needed for the development and implementation of policy. The negotiator approaching the city manager must point out the high visibility the department has and the impact it can have on the city's environment. The City Manager may become the key between the POA and the Council on whether the 4/10 plan is retained or not. Once convinced these policies are in the best interest of the city, it is anticipated that he will support it.

3. Police Chief

The Police Chief will be slow and cautious in his consideration of a Reserve Police Officer program in an environment of economic uncertainty. This can be approached by pointing out the advantages of having Reserve Police Officers. Such as: emphasizing reserves would be used to perform all the tasks that detract from the regular officer's time, improved safety with ride-along reserves or extra cars available for back-up and how reserves would serve to recruit minorities and women for regular positions. Reserves will also have a positive impact on the organizations ability to maintain and / or improve the level of law enforcement service which it provides the community.

The Chief understands the implications of modifying the 4/10 work schedule. He views this as a meet and confer item and would await the results of negotiations.

4. Police Officers Association (POA)

The Police Officers Association would initially oppose this plan. They would view the concept as a threat to the working conditions of full-time employees. The POA will consider the issues as meet and confer and request the meet and confer process be opened. If not negotiated properly, an adamant stance by the POA regarding the issues could result in labor unrest.

In addition the POA must remember their mission is to protect and serve the community. When they are faced with programs being eliminated or a reduction in staffing these policies should become more appealing to them.

The key to negotiating with the POA is to involve the leadership in the designing process. This will allow them to have first hand knowledge of the plan's purpose and goals. It will assure them management is not out to harm their income potential. The POA's position must be considered fragile because their position could change anytime during the negotiating process.

5. Citizens of Monterey

The citizens of Monterey want a safe environment for themselves and visitors. They will oppose any concept that will lower the level of law enforcement service impacting their quality of life.

Traditionally, the citizens have been supportive of the POA. Unanticipated problems could develop if the POA convinces the citizens elimination of the 4/10 work schedule will have a negative impact on the law enforcement service they receive.

The purpose of the strategic plan was to develop policies that will enable the Police Department to maintain or improve the level of service it provides to the community. This was accomplished by analyzing the model agency's weaknesses, opportunities, strengths and threats and allowing the organization to develop a plan employing their strengths. Key stakeholders were identified, assumptions made on their positions in order to develop alternative strategies. Three policies were developed along with a negotiating and implementation plan. Each key stakeholder was approached in a manner to bolster their support for the strategy. From here the research moves into "Transition Management".

PART THREE

TRANSITION MANAGEMENT

A Transition Management Plan to Maintain and or Improve Law Enforcement Services in the Future

Change is ongoing and constant, and because of the uncertainty that accompanies it, chaos often results. Chaos properly managed may bring a desired result. In the strategic planning phase, a plan was developed to implement a Reserve Police Officer Program, expand the Community Services Section and to explore changing the 4/10 work schedule to a 8/5 work schedule.

Transition management is defined as a methodology employed to pass from the present state (where we are today) to the future state (where we would like to be in the future). In this phase, a transition management plan is developed that incorporates the following elements:

- Identifying the "critical mass"
- Analyzing the "critical mass" as to their readiness and capability for change
- Evaluating the "critical mass" as to their current level of commitment and what the minimum level of commitment must be for success
- Identify the management structure to manage the transition
- Develop supporting technologies/methods to help those involved move from the "present state" to the "future state"
- Develop a feedback and evaluation process to measure progress

CRITICAL MASS

From the eleven stakeholders identified in the strategic plan, five have been identified as the "critical mass." The "critical mass" are those individuals or groups whose support is necessary for implementation and whose opposition likely means failure. This was accomplished with the assistance of a Command College graduate who has been involved in this study. Based on the definition the "critical mass" are identified as:

1. Monterey City Council
2. City Manager
3. Police Chief
4. Monterey Police Officers Association
5. Citizens of Monterey

Each group in the critical mass was analyzed as to its readiness and capability to change. Readiness refers to motives and willingness to change and capability refers to the power and influence needed to change. The following chart reflects each groups position:

Readiness and Capability Chart

CRITICAL MASS MEMBER	READINESS			CAPABILITY		
	High	Medium	Low	High	Medium	Low
City Council	X			X		
City Manager	X			X		
Police Chief		X		X		
POA			X		X	
Citizens of Monterey		X		X		

This analysis indicates that the four groups are at a level that indicates readiness for change that will maintain/improve the level of law enforcement services. To improve the low readiness level of the POA, their concerns must be adequately addressed.

By emphasizing to the POA the officer safety implications of ride-along reserves or extra cars being available for back-up, along with duties the reserves would perform, the POA will react in a more positive fashion.

Commitment Charting

This phase of the transition management plan projects the minimum level of commitment needed for the change to be successful. All members of the critical mass must at minimum "let change happen" and at least one member must "make change happen." The following chart reflects the current position of members and to where they must be moved for the change to occur.

Commitment Charting

Critical Mass Member	"Block Change"	"Let it Happen"	"Help it Happen"	"Make it Happen"
City Council	X----------O			
City Manager		X----------O		
Police Chief			X----------O	
Police Association		X----------O		
Citizens of Monterey	X----------O			

X = Current State O = Desired State

The chart reveals that three members of the critical mass must move from the area of "blocking change" to at least "let it happen." Motivation to move will be the adverse impacts that will occur if they choose not to move.

COMMITMENT STRATEGIES

The key to moving "critical mass" members to their desired position is demonstrating the benefits that an expanded Community Services Section and a Reserve Police Officer program offer. Any position changes by the "critical mass," on the issue of modifying the work schedule, would occur after the meet and confer process has been completed.

Monterey City Council - This group is politically caught between "blocking change" and "let it happen." Council members receive strong political support from the Neighborhood Associations and will listen to their concerns. The Council is committed to a philosophy of assuring that the citizens of Monterey receive the highest caliber of law enforcement services possible. They must be convinced the changes are in the best interest of the City.

Securing funds for new programs in an era of economic uncertainty is difficult. Emphasizing to the Council the 20% cost savings and the significant overall impact this program will have on the police department's ability to provide law enforcement services should positively influence the Council decision to "let it happen."

Council support will demonstrate to the Police Chief the policies are realistic and implemental. A commitment, on the part of the Council, will show their confidence in the Police Chief's ability to manage the department's operation. By doing this the Council will preserve their image of doing what is necessary to preserve law enforcement services and the Police Chief will be in a win-win situation.

City Manager - The City Manager is a key in causing the plan to be implemented. His position of supporting the change will be instrumental in getting the Council and Police Chief to move. As the new City Manager, he recognizes the impact law enforcement services have on the City's image. A cost efficient organization is advantageous to everyone. He will need to carefully monitor the meet and confer process to be aware of a possible labor dispute.

Police Chief - The Police Chief's goal has always been to improve the level of law enforcement services provided to the community. By eliminating the 4/10 work schedule and reverting to a 8/5 plan a 20% budget savings would be realized. This could be the leverage needed to sell the Reserve Police Officer and expanded Community Services programs. Realizing the positive impact the new programs will have on law enforcement services, he will make change happen.

To ensure the POA's support, he will need to address its concerns. The Chief assists in causing the POA and City Council to change positions that support the selected strategies by having the POA's support. The citizens of Monterey should view the Chief's actions as adaptive and as a sincere effort to efficiently improve service to the community. The Chief's positive repositioning will cause other members of the critical mass to support the plan's implementation.

Police Officers Association - Members of the POA are dedicated to maintaining the level of service which they provide to the community. Their work environment is indeed of concern to them. A faction of the POA has expressed concern about the impact the policies will have on their overtime. In order to convince the POA to change its position they will have to be convinced the changes will have minimal financial impact.

Involving the POA in the program development, training, and supervision will give them a stake in the success of the plan. Movement by the POA will show the community that there is a team effort to improve the level of law enforcement service provided to them.

Citizens of Monterey - This group includes the Neighborhood and Business Associations whose shared concerns focus on maintaining a safe environment and promoting tourism to increase revenue. Politically they have the strength to "block change." The plan's design will offer the citizens a number of opportunities to become an integral part of this team effort. This in turn assists in developing a mutual trust in a supportive atmosphere.

THE STRUCTURE FOR TRANSITION MANAGEMENT

To manage the implementation of the strategic plan smoothly, it is imperative to have a carefully chosen management structure. The structure will begin with the appointment of a project manager, preferably a lieutenant who is close to the operation and issues. This person must have strong interpersonal and management skills to handle the rigors associated with implementing change. Other members of the team would be:

- Police Chief
- President of the Police Officers Association
- Community Services Sergeant
- Field Supervisor
- Field Training Officer
- Representative from the Community

The Police Chief would oversee the actions of the team and set parameters for the plan. The Chief would also provide the conduit to the City Manager and City Council to keep them informed of the plan's progress.

The Police Officers Association President would present the concerns of the Association and assist in mitigating those concerns. This person's knowledge of the City and organization will be valuable in solving problems during the transition.

The Community Services Sergeant has established a good relationship with community leaders. This position will serve as catalyst to set in motion community meetings needed to establish the community priorities. The sergeant will also provide insight for the resources needed to set parts of the plan in motion.

The Field Supervisor will have the working knowledge needed to ensure the proposed changes are practical.

The Field Training Officer is necessary to ensure training standards are known and how training will be achieved.

The Community Representative will ensure a good working relation is maintained between the department and community. This person should provide valuable insights into the community concerns and act as a conduit to keep his/her constituency informed on transition progress.

IMPLEMENTING TECHNOLOGIES

The final phase of the transition plan will explain technologies and methods to be used to successfully implement the recommended policies. Exposing the committee to agencies employing Reserve Police Officers, that have extensive Community Community Service programs and that have changed to an 8/5 work schedule will give them a clearer understanding of what they will be dealing with.

The technologies and methods to be used to mitigate negatives and enhance commitments are:

Responsibility Charting - Early in the process a Responsibility Chart should be developed by the Police Chief and the Project Manager. This will serve as a means to clarify responsibilities and authority for everyone during the transition.

Communicating the Vision - To gather support for change, people must know where they are going. The vision must have the benefits clearly defined and a time line for completion in order to reduce uncertainty. This will be especially true when the work schedule change is implemented.

Community Forums - These meetings will serve three purposes. First, they will involve the community in determining what law enforcement services will be provided. Secondly, they will allow the department and the community to develop a clearer understanding of one anothers concerns and capabilities. Thirdly, they will let the citizens know how they can become involved. Valuable information should be exchanged to enhance the change and relieve anxiety.

Managing the Neutral Zone - This zone is a gap that develops between the pre-change and the post change. It is a natural slump period, which is characterized by loss of direction. Training must be provided to recognize this so appropriate action can be taken to regain focus. Periods like this may arise between community forums and the implementation of plans by the department. Everyone must realize change takes time and allow for it.

Milestone Recognition - The plan will reach points where progress can and should be noted. Formal announcements will be made to recognize significant achievements and communicate the accomplishments to everyone.

Evaluation Process

On a monthly basis, the project manager would make (formative evaluations) reports to the Police Chief on the progress. This will ensure the plan's goals and objectives are kept in focus. In addition any modifications that need to be made can be made in a timely manner, avoiding frustration.

Once the plan is operational, annual evaluations are necessary to ensure the goals set are being met. The following methods are suggestions to monitor progress:

- Survey the community to determine the community's satisfaction with the plan.

- Keep newspaper files to ascertain the press's view of the plan.

- Survey the Regular and Reserve Officers to see how they view the success of the plan.

- Track the number of complaints received regarding law enforcement services

- Monitor the department's budget to determine the cost effectiveness of the policies

The transition plan outlined will allow the organization to maintain and/or improve law enforcement services. The critical mass was identified, members moved to the required commitment level and an implementation plan developed that will maintain the level of law enforcement services the Monterey Police Department delivers.

CONCLUSION

AND

FUTURE IMPLICATIONS

CONCLUSION

The purpose of this research study is to determine the impacts that downsizing/relocation of a large-scale industry would have on a medium sized law enforcement agency by the year 2001. The study determined that the economic impact would be the driving force that would impact a medium sized law enforcement agency's ability to provide service. A plan for law enforcement agencies serving communities faced with a similar situation was developed.

Through research and futures study, it became apparent communities had entered an era of economic uncertainty. Corporations once thought to be entrenched began downsizing, relocating or closing their doors. Communities were faced with less revenue yet were expected to maintain a suitable safe environment with available resources.

Preparing for this scenario is the key to success. Analyzing the organizational environment reveals a need and readiness for change. Developing a Community Needs Assessment plan, improving Public Awareness and establishing a Reserve Police Officer program and modifying the 4/10 work schedule are viewed as the most workable policies for the organization to employ in order to fulfill the obligations set forth in the mission statement. Other possible solutions discussed were viewed as being unrealistic given the projected future needs. This view could change as the economic picture changes.

A plan to implement the recommended policies was developed. This entailed carefully selecting a team from within the organization that would manage the transition. Communicating the vision to everyone will make implementing the programs easier. The Monterey Police Department was used as the model to guide any law enforcement agency faced with similar challenges.

Success is achieved when objectives are reached. Monthly formative evaluations will keep the transition management team and others informed on the plan's progress. This will allow for any needed modifications to be made in a timely manner.

Once the policies are implemented the evaluation process will ensure the program's goals and objectives are met. Those "markers" are provided in this study. Continued evaluations will determine if course corrections are needed. Overall evaluation will determine if the program is as successful as predicted.

Future Implications

This research brought to light the need to research the area of privitizing law enforcement services. Interesting points have been raised regarding privately owned companies providing additional investigative services for law enforcement. In the future, private companies may be able to provide these services cheaper than a law enforcement agency can especially with the escalating cost of a police officer's benefit package.

In order for law enforcement to maintain or improve the level of service provided to the community in the future, its methods must be be efficient and innovative. Future law enforcement administrators must be aware of trends that affect their ability to provide law enforcement services. Changing the traditional methods of law enforcement is a challenge to future leaders that must be met to fulfill law enforcement's mission of providing service to the community.

APPENDIXES

APPENDIX A

Nominal Group Panel Members

1. Police Executive
2. Police Captain, Field Operations Commander
3. Public Facilities Director
4. City Manager
5. Police Lieutenant, Platoon Commander
6. Director of Research
7. Sheriff's Captain, Field Operations Commander
8. Community Development Director
9. Personnel Director

APPENDIX B

Candidate Trends

1. Level of Revenue in Transient Occupancy Taxes, Sales Taxes
2. Revenue Loss Off-Set by Revenue Enhancements for other Other Property Use
3. Calls for Service will be Affected
4. Seaside's Destiny Directly Affects Monterey
5. Policing by a Regional Police Agency
6. Demands on the Infrastructure/Schools
7. Level of Property Crimes
8. Federal Assistance during Transition Period
9. Emphasis on Fees for Service
10. Interest in Annexing Property to Increase Revenue
11. Reliance on Private Security Firms
12. More or Less Demands for Housing
13. Greater Emphasis on Social Services
14. Disproportional Reduction in Police Personnel
15. Emphasis/Dependence on Tourist Related Activity
16. Reducion in Force + Increased Crime + Reduced Tourism = Recession
17. Level of New Development

18. Strained Labor and Management Relations

19. Increased Medical Cost

20. Major Unemployment

21. Conflict Between Residence and Business Needs

22. Larger Split Between the "Haves" and the "Have Nots"

23. Number of Community Service Programs

24. Demand for Leisure/Recreational Activities

25. Transition to a College Town

26. School Closures

27. Critical Skill Positions Lost in Medical Field

28. Affordable Housing

29. Minority Political Influence in Community

30. County Population Fluctuates

APPENDIX C

Candidate Events

1. Salary Rollbacks
2. Reduction of Non-Essential Police Services
3. 15 Police Officers Leave for Other Agencies in One Month
4. Race Riot
5. Middle East Crisis Resolved
6. Fort Ord Downsizes - Excess Property Given to Private Sector, Economy Improves
7. Federal Funds made Available for the Transition
8. Police and Fire Departments Consolidate
9. Police Department Support Services Section Eliminated
10. 1/3 of Monterey Peninsula Unified School District Schools Close
11. Re-emergence of Community Unrest
12. A Dam is Built
13. Military Retirees Lack Support
14. Fort Ord Property Deeded to County as a Park
15. City Budget Cut 28%
16. Staff Lay Offs Continue

17. A New City Manager is Hired

18. The City of Seaside Disincorporates

19. City Contracts with County for Law Enforcement Services

20. Major City Program Realignment

21. Fort Ord Lays Off 2/3 of the Civilian Staff

22. Early Retirements/Silver Handshakes for City Management

23. Sports Center Cost Overruns Exceed 50%

24. The City of Seaside is Annexed to Monterey

25. Peninsula Cities form Joint Police Agency

26. Desalinization Plant Built

27. The City of Marina Disincorporates

28. Stock Market Crashes

29. Federal Prison Planned for Fort Ord Property in 1997

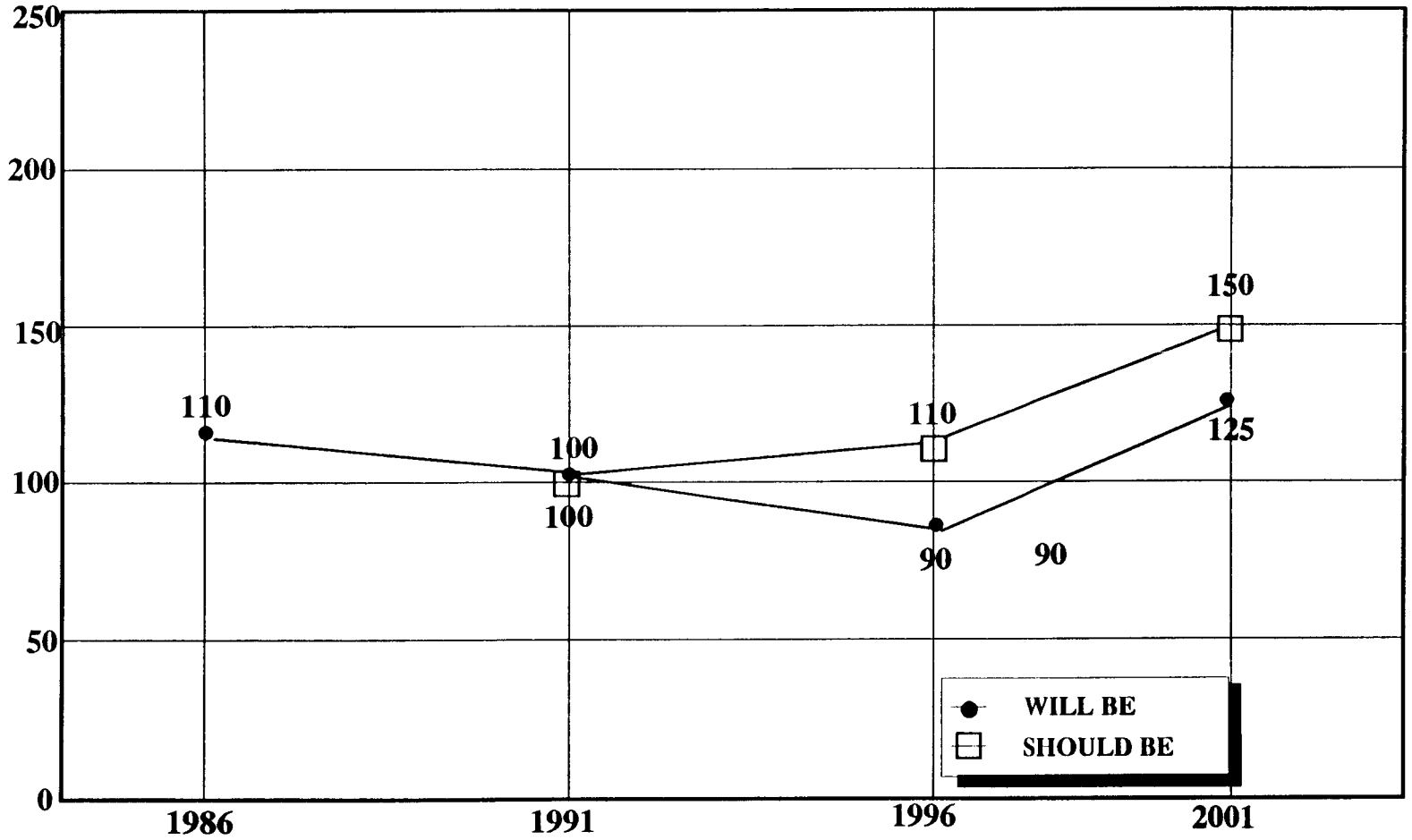
30. University of California Buys 10,000 Acres for University

31. Soviet Union Coup Fails

APPENDIX D

TREND 1 — Level of Revenue in Transient Occupancy and Sales Tax

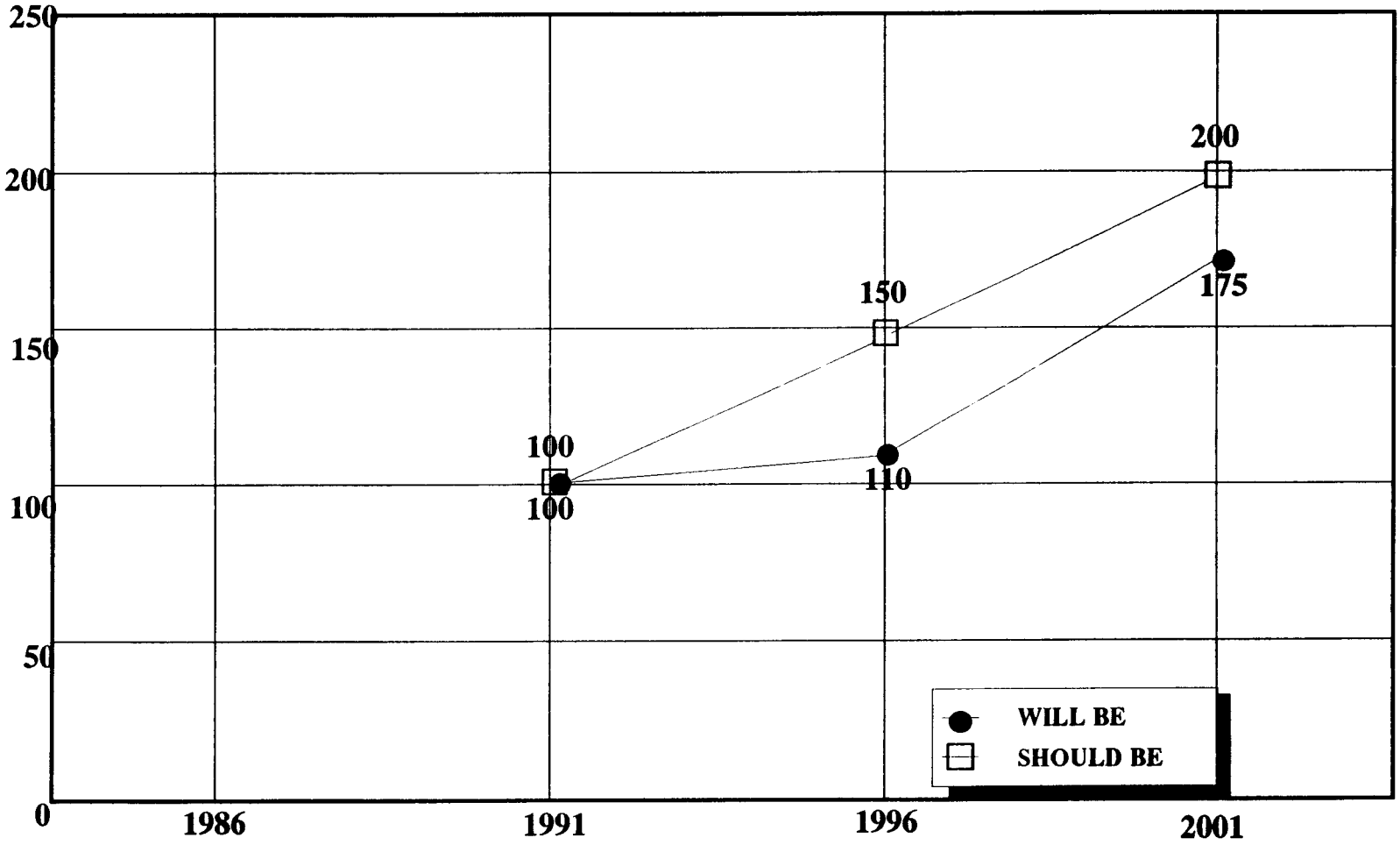
(Numbers in Parenthesis Represent High/Low Forecasts)



	1986	1991	1996	2001
WILL BE:	110(100-115)	100	90(80-95)	125(110-190)
SHOULD BE:			110(105-125)	150(125-200)

TREND 2 — Level of Public Interest in Creating a Regional Police Agency

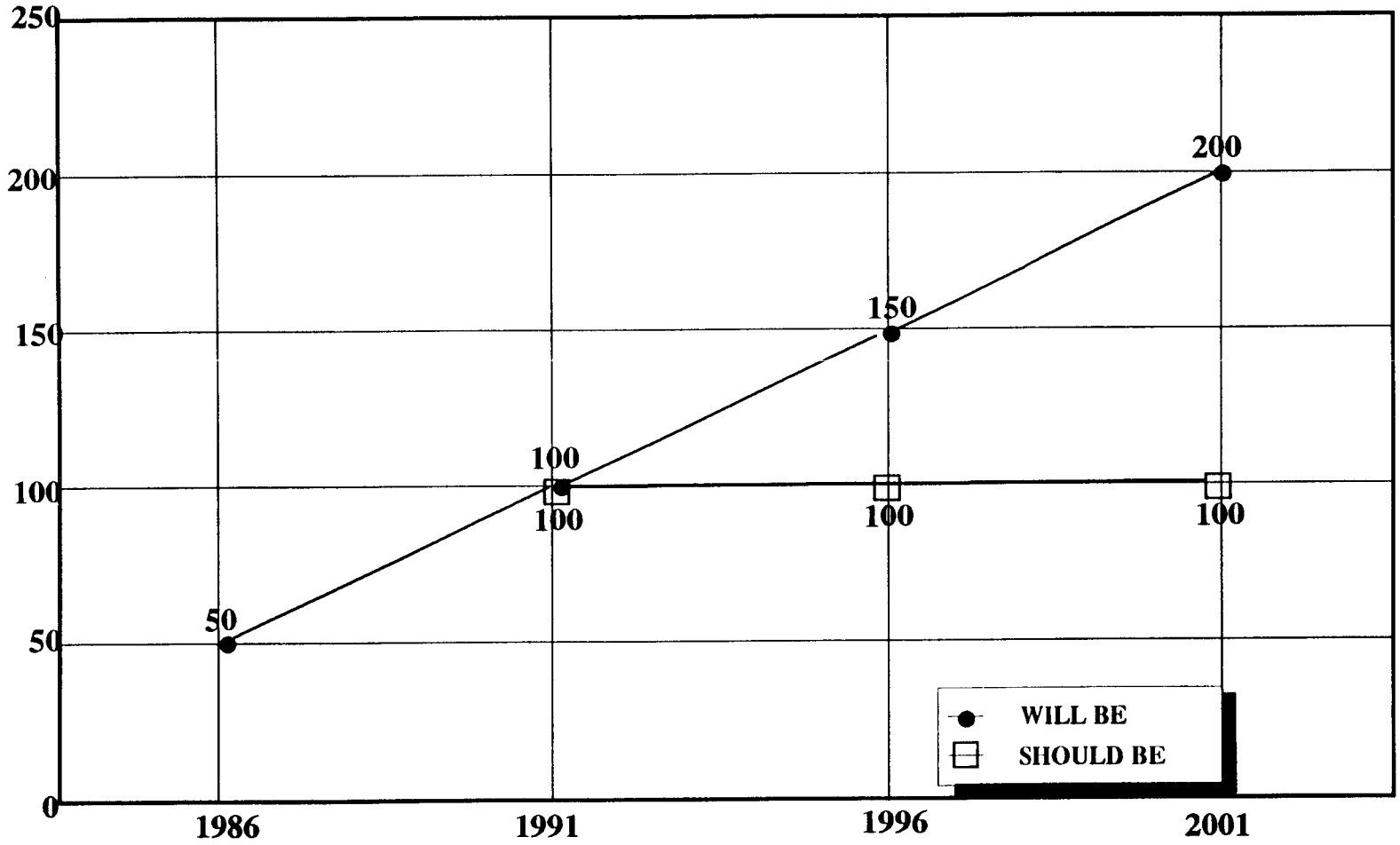
(Numbers in Parenthesis Represent High/Low Forecasts)



	1986	1991	1996	2001
WILL BE:	Trend did not exist	100	110(100-150)	175(150-200)
SHOULD BE:			150(100-190)	200(150-225)

TREND 3 — Conflict Between Business and Resident Needs

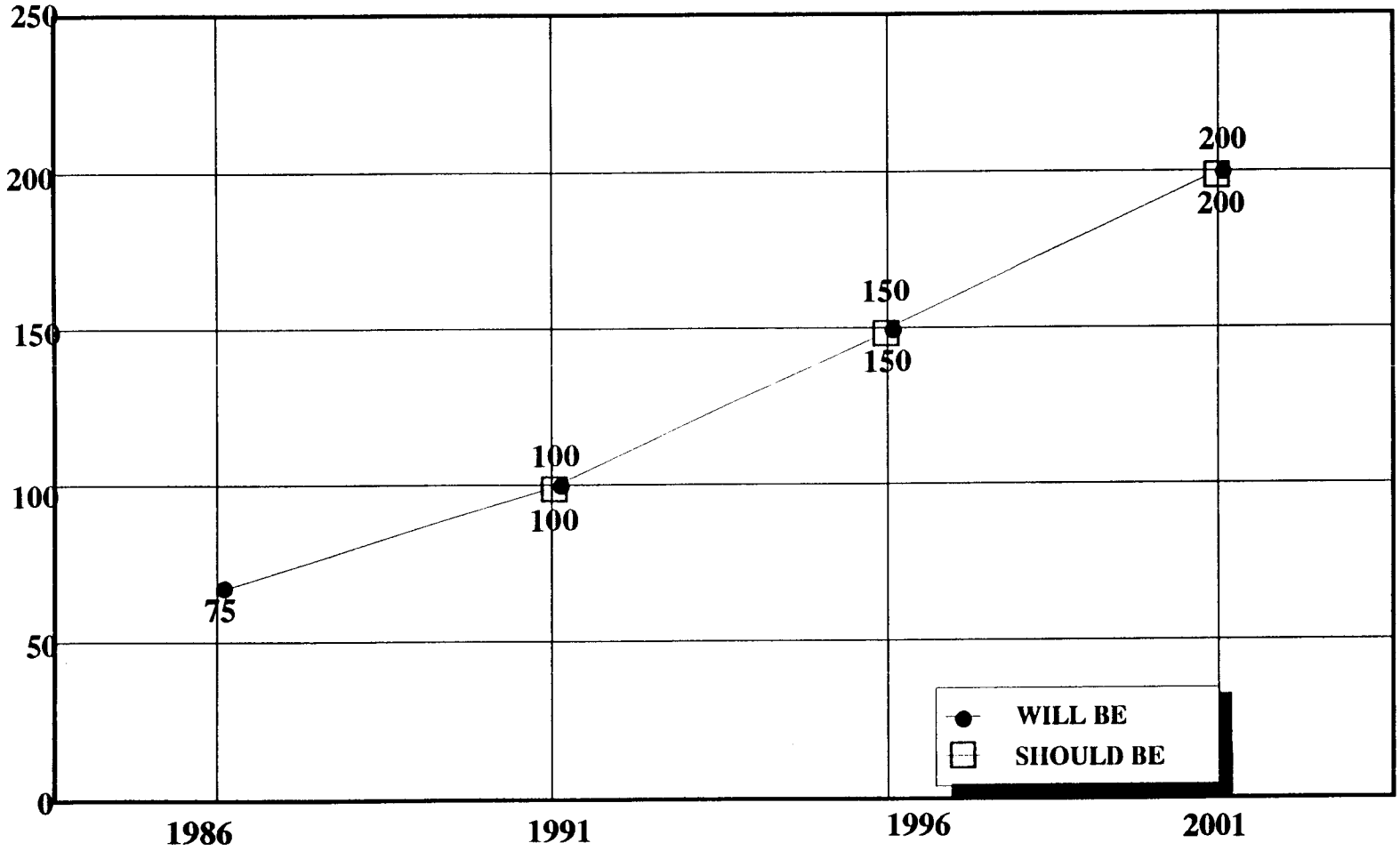
Numbers in Parenthesis Represent High/Low Forecasts)



	1986	1991	1996	2001
WILL BE:	50(0-75)	100	150(100-180)	200(150-250)
SHOULD BE:			100(100-125)	100(100-150)

TREND 4 — Minority Political Influence in Community

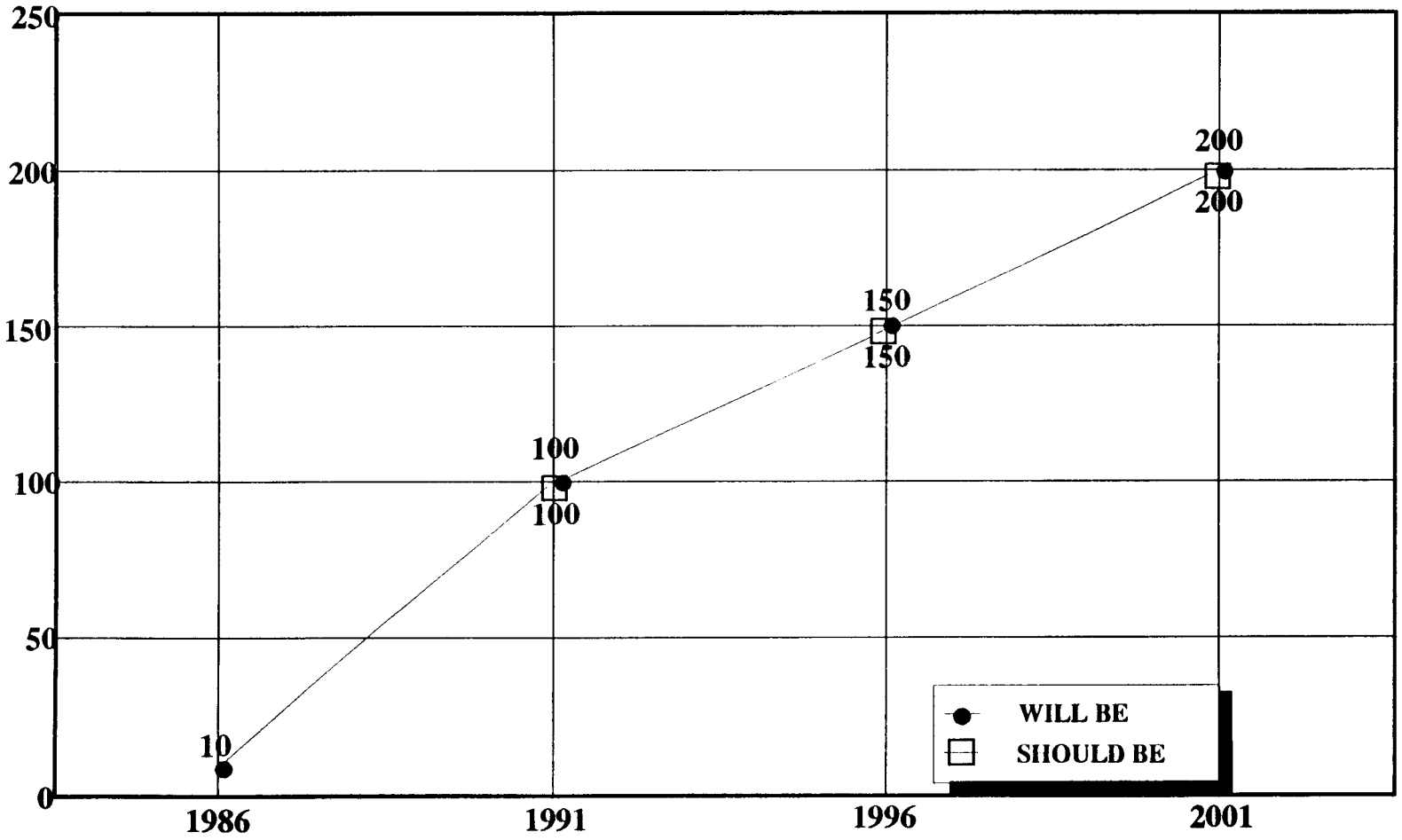
(Numbers in Parenthesis Represent High/Low Forecasts)



	1986	1991	1996	2001
WILL BE:	75(0-80)	100	150(100-225)	200(180-250)
SHOULD BE:			150(125-250)	200(175-275)

TREND 5 — Emphasis on Fees for Service

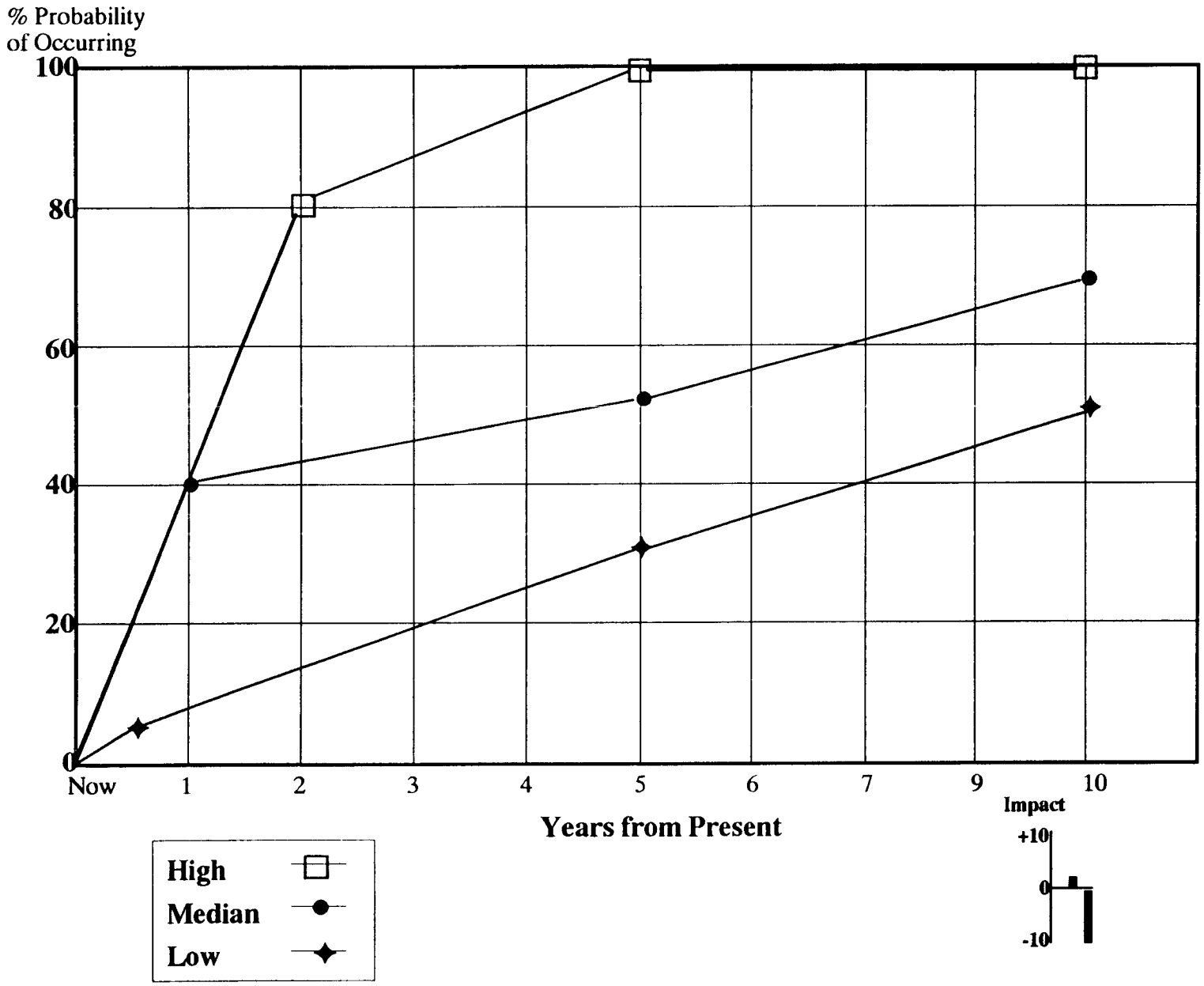
(Numbers in Parenthesis Represent High/Low Forecasts)



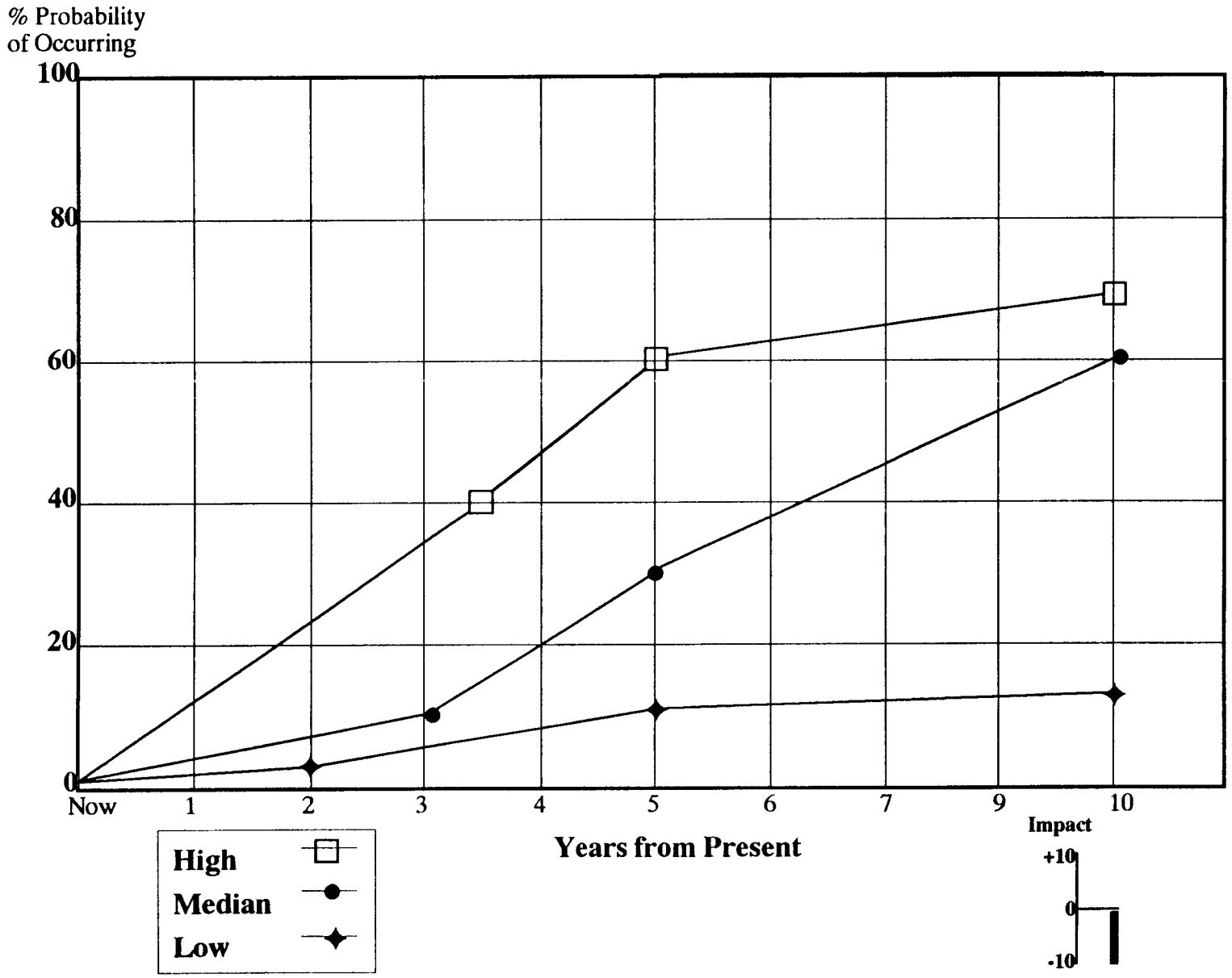
	1986	1991	1996	2001
WILL BE:	10(0-50)	100	150(100-225)	200(125-275)
SHOULD BE:			150(100-175)	200(100-275)

APPENDIX E

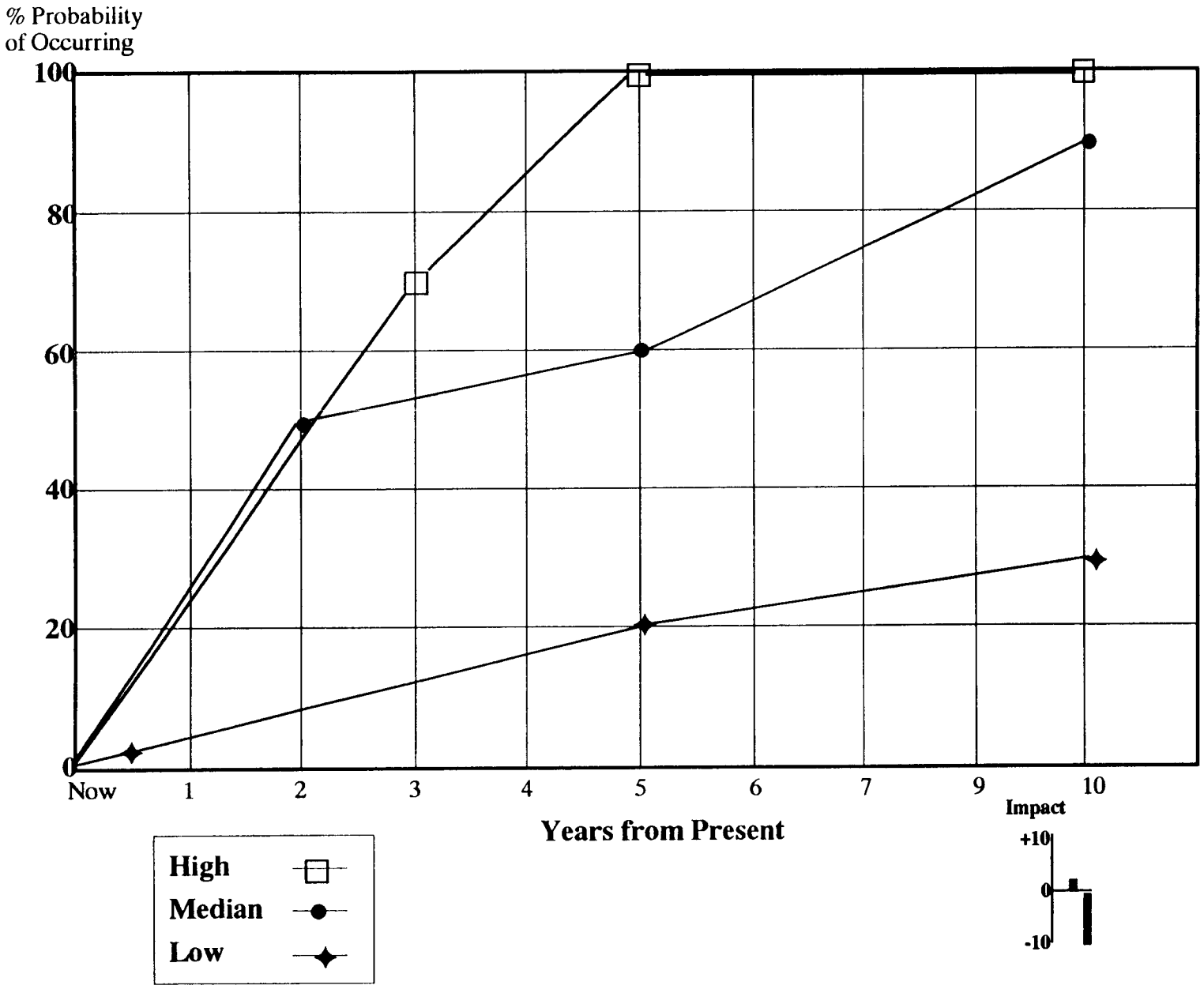
EVENT 1 — City Budget Reduced 28%



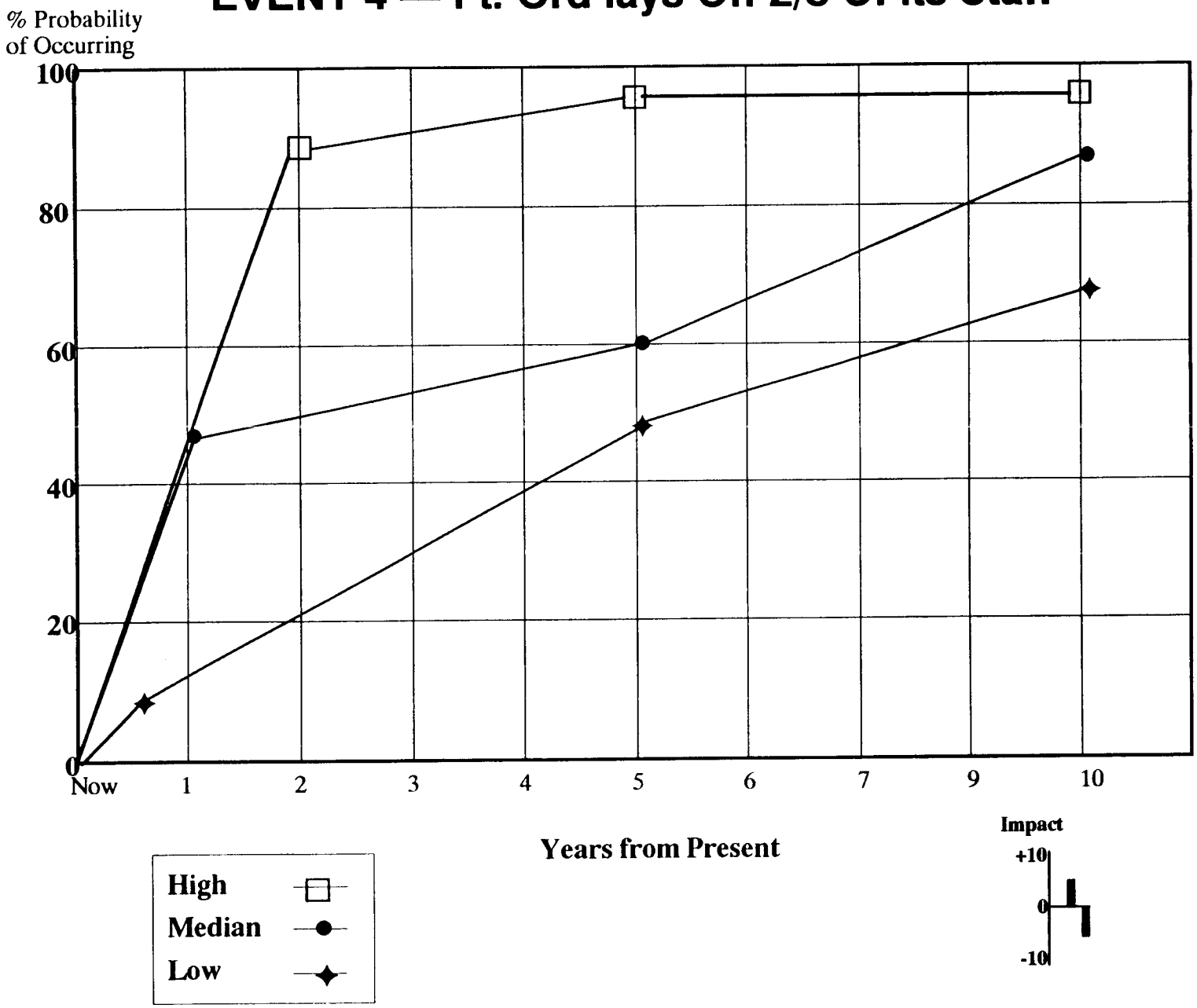
EVENT 2 —15 Police Officers Leave for Other Agencies in One Month



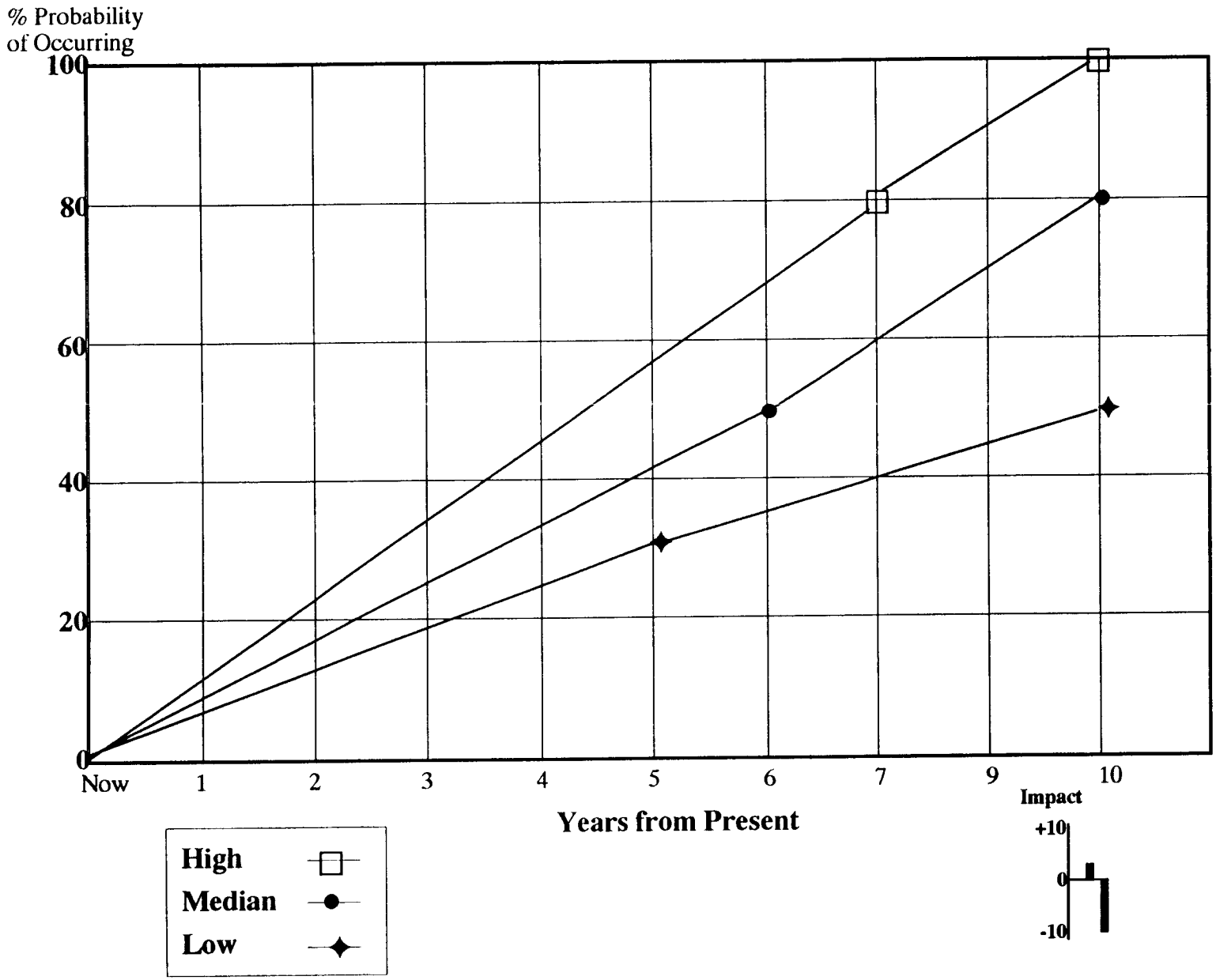
EVENT 3 — Police Support Services Eliminated



EVENT 4 — Ft. Ord lays Off 2/3 Of Its Staff



EVENT 5 — Peninsula Cities Form Joint Police Agency



APPENDIX F

Strategic Planning Analysis Group

Police Lieutenant, Field Operations

Police Sergeant, Community Relations Section

Real Estate Broker

Neighborhood Association Member

Police Officer's Accociation President

APPENDIX G

Capability Analysis: Rating

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, Not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve

Category	I	II	III	IV	V
manpower			X		
technology				X	
equipment			X		
facility				X	
money			X		
calls for service			X		
supplies		X			
management skills		X			
P.O. skills		X			
supervisory skills		X			
training		X			
attitudes			X		
image		X			
Council support		X			
C.M. support		X			

Evaluate for each item, as appropriate, on the basis of the following criteris:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems
- III Average. Acceptable. Equal to competition. Not good, Not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve

Category	I	II	III	IV	V
growth potential				X	
specialties			X		
mgt. flexibility		X			
sworn/non-sworn ratio				X	
pay scale		X			
benefits		X			
turnover		X			
community support		X			
complaints rec'd		X			
enforcement index		X			
traffic index			X		
sick leave rates		X			
morale			X		

APPENDIX H

Capability Analysis: Rating 2

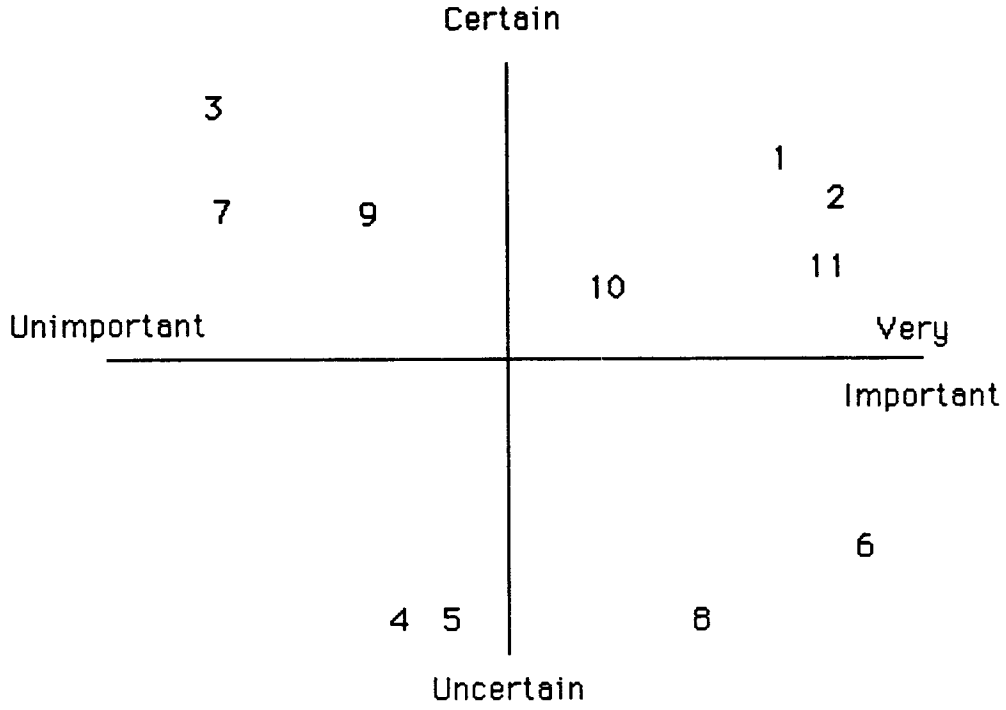
Evaluate each item for your AGENCY as to what type of activity it encourages:

I	Custodial	-	Rejects Change
II	Production	-	Adapts to Minor Changes
III	Marketing	-	Seeks Familiar Change
IV	Strategic	-	Seeks Related Change
V	Flexible	-	Seeks Novel Change

Category	I	II	III	IV	V
TOP MANAGERS					
Mentality Personality				X	
Skills/Talents					X
Knowledge/Education					X
ORGANIZATION CLIMATE					
Culture Norms			X		
Rewards/Incentives			X		
Power Structure				X	
ORGANIZATION COMPETENCE:					
Structure			X		
Resources			X		
Middle Management					X
Line Personnel		X			

APPENDIX I

ASSUMPTION MAP



1. Police Officers Association
2. Police Management Association
3. City Council
4. Chamber of Commerce
5. Citizens of Monterey
6. Monterey Peninsula Unified School District
7. County Board of Supervisors
8. California Highway Patrol
9. Private Security Companies
10. Police Chief
11. City Manager

APPENDIX J

Alternative Strategies

1. Maintain Community Services Section
2. Develop a Public Awareness Program
3. Develop a Citizen's Police Academy
4. Modify the Patrol Divisions 4 day 10 hour Work Schedule
5. Establish a Volunteer Program to Staff Community Services
6. Expand Intern Program
7. Develop a Reserve Police Officer Program
8. Institute a Fee For Service Plan
9. Contract with Other Law Enforcement Agencies for Specific Services
10. Develop a Plan Offering Alternative Ways to Report Crimes
11. Use Part-Time Officers
12. Form a Joint Police Agency (JPA)

APPENDIX K

Stakeholder Positions

Policy	Stakeholders 1 2 3 4 5 6 7 8 9 10 11
1. Community Needs Assessment and Public Awareness Program	S S S S S S I I I S S
2. Establish a Reserve Police Officer Program	O S C S S S I I I C C
3. Eliminate 4/10 Work Schedule	O S S C C I I I I S S

S = SUPPORT O = OPPOSE C = CHANGE I = INDIFFERENT

STAKEHOLDERS

1. Police Officers Association
2. Police Management Assn
3. City Council
4. Chamber if Commerce
5. Citizens of Monterey
6. School District
7. County Board of Supervisors
8. California Highway Patrol
9. Private Security
10. Police Chief
11. City Manager

APPENDIX L

ENDNOTES

1. Elko, Nevada, Chamber of Commerce, July 1991.

2. Dale Brown, "A Model Plan For Police Agencies Facing Major Community Development", Command College Paper, 1991.

3. Jack Paara, Lieutenant, Anaheim Police Department, Anaheim, CA. Interview, September 1991.

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9. "Closure guidelines criticized", The Herald, p 1, December 3, 1991.

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11. ibid

12. Randall Reinstedt, More Than Memories, p 5, 120, 233, 257, 1985.

13. ibid

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APPENDIX M

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