

**WHAT IMPACT WILL COMMUNITY PARTNERSHIPS HAVE
ON THE PARAMILITARY STRUCTURE OF MID SIZE
POLICE AGENCIES BY THE YEAR 2006?**

**A project presented to
California Commission on
Peace Officer Standards and Training**

By

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

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CHAPTER ONE
ISSUE IDENTIFICATION

Introduction

This project, on the future impact of community partnerships on the paramilitary structure of mid size police agencies, has been completed for the California Commission on Peace Officers Standards and Training (POST). The project is a futures study as a result of data developed during the POST sponsored Command College program. It is offered as a proactive examination of impacts of changing philosophies in law enforcement organizational structures so police agencies may better prepare for and anticipate possible changes.

The introduction will provide an overview and a historical perspective of the organizational design of mid size police agencies over the last century. The structural development of municipal law enforcement, both philosophically and organizationally, has been an evolution. By examining the past, impacts on the future are more clearly presented.

The second chapter will identify the process that has been used to identify trends and events significant to the issue. The effects of community oriented policing or community partnerships will be traced to these two areas. Trends and events will be used to evaluate likely possible future actions for police and the communities they serve. Following the examination of trends and events, scenarios of three possible futures will be presented as likely outcomes from identified impacts.

The third chapter will provide a strategic plan based on data that substantiates a plan. The plan will identify stakeholders, obstacles, resources and benefits. Since the strategic plan will involve change, transition management development will be involved.

The project will conclude with a summary of the issue with both positive and negative perspectives of the structural changes that are seen in the year 2001 and possible alternatives to 2006.

Historical Overview

Oliver Wendell Holmes said, “To know what it is, we must first know what it has been and what it intends to become.”¹

The traditional model of the municipal police department has followed the military organizational model since the beginning of the twentieth century. Prior to that, the law enforcement profession was unorganized. Then, in the early nineteenth century in England, Sir Robert Peel took a step toward organizing the police profession. “In 1829, Sir Robert Peel, a member of British Parliament wrote the Metropolitan Police Act of 1829. His goal was to professionalize police.”² Ultimately, “Peel’s Principles” became the commandments of modern police and many of the fifteen principles are still applicable.

In the 1900s in the United States, police were beginning to become more involved in neighborhoods. “But close identification (to a neighborhood) led to brutality and corruption. Police were disorganized and viewed as the Keystone Cops image – bungling.”³ Structurally, police organizations did not change and remained within the Peel model.

During the late 1920s, policing became recognized as a profession, following a military model. Police officers wore uniforms, there was a command structure based on military ranks, and training was oriented toward molding an individual to fit the profession. Trainees were named cadets after the military training model. They were taught to march, and referred to their superiors as sir or ma’am. The municipal law enforcement organization was designed as fundamentally military in structure, therefore, military veterans had the

easiest transition into the profession. Education beyond high school was seen as unnecessary since police training was seen as more valuable to the job responsibilities than college or university level study.

Culturally, within the department, individuality and creative problem solving were discouraged. “Organizational research indicates that bureaucratic systems tend to demotivate members, stifle creativity, and create member dissatisfaction.”⁴ Managers were autocratic and perceived infallible in policy making. When a directive was given, line personnel were expected to carry it out without question or hesitation. The agency structure involved clear and definable lines between line personnel and staff. “It was easy to identify managers and subordinates in an organization because they are positions identified on the organizational chart.”⁵

Ideas came from upper management staff and followed a strict chain of command. A breach of the chain was reason for discipline and questioning authority was viewed as disloyalty. Disloyalty to command staff was equivalent to disloyalty to the organization and to the profession. Personal and professional ostracism could result.

Personal involvement in the community was discouraged. Officers were directed to calls for service and then handled the calls. This response typically was a short-term solution that allowed the officer to quickly become available for the next call. The officers directed the community as to what the police could and could not do in a given situation and the officer requested little public input. If problems persisted after a police response, the community blamed the police for being inadequate and unsuccessful. In some cases, the mentalities of manager and line personnel alike, were “us vs. them”. This created bitterness

in officers since they were being blamed for issues that appeared to be out of their control. Job satisfaction and morale was often low, and officers did not feel appreciated.

Police departments were closed to the public. There was a veil of secrecy about the inner workings of the police department that was exemplified by the culture of a code of silence within the profession. Service to the community meant the police were in command at an incident and the public was to be subject to their authority without question.

The physical structure of the department was a centralized unit within the jurisdiction it represented. The community came to the police department for assistance; the police were not visible or active with the community. The police were not involved with other municipal departments within the jurisdiction as they maintained a posture of isolation.

Philosophically, the police profession remained constant until society was challenged in the mid-1900s. “A revolution in social thinking was afoot in the U.S. during the 1960s, that shifted the balance among individual rights and freedoms, personal responsibilities and community interests.”⁶ Cultural norms were questioned and the baby boomer generation rejected standards of previous post-industrial societies. Civil unrest, college rioting, anti-war demonstrations all contributed to the changing values of American society. “As society changes, so must police practices.”⁷ The law enforcement community was not used to the challenges. “Our society has been significantly influenced by rapid change in the past few decades. Although most public organizations have been affected by these changes, few have experienced as much impact as have police agencies.”⁸

A Change in Philosophy

In the late 1980s, Herman Goldstein began espousing, “a whole new way of thinking about policing that would allow the police to focus directly on the problems that constitute their business.”⁹ Under this model, police and the community became partners in developing long-term solutions to problems identified by the public in order to improve the quality of life. Community policing, problem oriented policing, directed policing, or community partnerships were all synonyms for fundamentally the same ideal. The rudiments of community policing targeted the paramilitary model of municipal law enforcement for change.

To begin, it was important to understand that community policing was not merely a new technique for law enforcement, but rather a philosophy. Embracing the philosophy meant to significantly change the traditional methodologies and structures of policing on a permanent basis and not create a specialized unit within the organization.

The creation of partnerships was a fundamental component of the community policing model.

Partnerships are principles and practices which have the potential to make dramatic changes in our police systems. It produces a strong sense of ownership and responsibility for outcomes at the bottom of the police organization. It means empowering line personnel and giving more influence to customers.¹⁰

A partner is defined in Webster’s Dictionary, as “one of two people who play together in a game against an opposing side.”¹¹ Implementing this definition necessitates police becoming more open to the community and working with other municipal departments within their jurisdiction. Officers are forced to look at quality of life issues from a futures perspective of long-term rather than short-term problem solving.

Organizationally, line personnel are charged with greater decision making responsibilities and are empowered to act outside a formal chain of command. Structurally, the flattening of the agency command structure departs from the paramilitary model and encourages more formalized education rather than traditional police specific training. Officers and line supervisors migrate toward becoming generalists rather than specialists, sociologists rather than exclusively crime fighters. Greater involvement of the community equates to greater accessibility to the police department. The police join together with their community from the creation of sub-stations or satellite stations in mid size to large departments. The internal workings of the department are accessible through public education programs such as civilian police academies.

Statement of the Issue

Through this historical perspective, we can see how the community policing movement has impacted municipal law enforcement. The philosophy of community partnerships is changing how police departments at the city and county levels are organized, managed, respond to problems, develop personnel and interact within the community. The issue of this project is:

What impact will community partnerships have on the paramilitary structure of mid size police agencies by the year 2006?

“At the core of Community Oriented Policing is a police-customer partnership which seeks to empower the public in making decisions.”¹² Community partnerships refer to the elements of the philosophies referred to as Community Policing, Problem Oriented Policing, or Problem Solving Policing. Specifically, it refers to a methodology of law enforcement

incorporating the creation of partnerships between the police and other integral members of a community; including residents, business members, education (the jurisdictional school system), other public sector agency departments and special interest groups. The goals of the partnerships are long-term problem solving to enhance quality of life issues of the community. Paramilitary refers to the post World War II organizational model of the municipal police department previously described in this project. Webster's Dictionary defines paramilitary as, "of, being, or characteristic of a force formed on a military pattern."¹³

For the purposes of this project, the structure of an organization will include how the organization is formed, including missions, goals, culture and command hierarchy. Webster's refers to structure as, "the aggregate elements of an entity and their relationships to each other."¹⁴ Therefore, while examining the impacts of community partnerships within the problem oriented or community policing philosophies, organizational structure will include the physical make up, the culture and the police service philosophies of agencies.

According to Alicia Powers, a senior consultant to POST, a medium size police agency would be one that has from 50 – 999 sworn officers.¹⁵ This standard will be applied to this project.

Scope of the Issue

The structure and organizational development of the municipal police agency is a continuous evolutionary process. This evolution will be affected by variables from inside and outside the organization. These variables that influence changes are based in values. The values of the community influence those of community leaders. Community leaders,

County and City Councils, for example, influence police leadership, which in turn, creates change in the organizational values. These value systems, which are based in the partnership relationship described above, will be included in the scope of this project. “In order for an organization to have integrity, it must have an identity.”¹⁶ Municipal agencies traditionally found their identities from within the paramilitary systems they evolved from.

History has shown how the community policing strategy, fathered by Herman Goldstein, changed the services and their delivery systems of police agencies to their communities. Where the paramilitary model was centralized, the partnership model is decentralized. The paramilitary model focuses on short term, rapid police response, the partnership model delivers long-term problem solving service. Police officers were seen as authoritarians and isolated from the community in the paramilitary model, collaboration between the police and the community for improving quality of life issues is the foundation of community policing partnership model.

With the foundation of the historical overview, and the examination of the philosophical differences between the traditional paramilitary model and the community partnership model, this project will discuss what variables will most impact the organizational structure of the mid size law enforcement agency in the future. “The application of POP (problem oriented policing) to internal departmental problems, in contrast to external community problems has occurred infrequently, yet its appropriateness appears considerable.”¹⁷

During the research for this project, other variables were identified which could have an impact on paramilitary organizations; for example, the increasing Generation X population entering the work force. The value systems of this generation are different from

those of baby boomers and could impact an organization, as more of this work force is enculturated into a police agency. It is not the focus of this report to address these influences directly, but only in the context of their impact on community partnerships.

There has been an identified evolution of the municipal police agency since the turn of the century. The predominant influence historically has been the adaptation of the military organizational model for application in law enforcement. As society has evolved, so too has the public sector. Through the 1960s and 1970s, culturally, traditional roles were challenged and law enforcement has attempted to reactively change with communities. In the 1980s, the community oriented policing model was introduced creating the element of community partnerships.

A community partnership model focuses stakeholders on quality of life issues. Municipal agencies have seen their functions, duties and responsibilities adapt to the changing policing model. Part of this adaptation involves organizational structures. Police departments have begun a metamorphosis that may have significant impact on traditional models and police culture.

This project will approach the impacts of the changing policing function on the structures of the law enforcement organization, specifically to the year 2006 or five years from today. The impacts of community partnerships may take agencies in different directions in terms of their organizational structures. The influences may vary based on the age, ethnicity and gender composition of personnel of an agency or city and county leadership. This project will examine possible futures in the form of scenarios for the medium size police departments impacted by the implementation of community partnership philosophies.

For two decades, the concept of problem oriented policing has influenced how law enforcement agencies respond to the communities they serve. Because the approach concentrates on solving problems rather than solely responding to complaints, it offers agencies an opportunity to apply the technique to problems that exist within their organizations, as well as those occurring in their communities.¹⁸

It can be argued that it will not be necessary for traditional municipal agencies to change their organizations to remain functionally consistent with the community policing models. It can also be argued that by the nature of the expectations of the community embracing the partnership model, agencies accept organizational change. That is, the paramilitary structural model cannot fully operate within the partnership philosophy of customer service.

In either case, learning organizations can look to the future to proactively evaluate pending impacts in order to prepare for them. “Complex organisms, and indeed, organizations, simply cannot afford to let the future take care of itself.”¹⁹

CHAPTER TWO

FUTURES STUDY

Introduction

Community partnerships have already had impacts on law enforcement over the past decade. As discussed in Chapter One, police departments are more accessible to the communities they serve, the dress codes have become less military and officers are given more decision-making powers than the paramilitary structured model allowed. This project will examine the potential future impacts of community partnerships on the traditional police organization.

The Nominal Group Technique (NGT) was utilized to forecast the impacts of community partnerships on the paramilitary structure of police agencies. A NGT is a non-scientific, structured process that identifies and ranks trends and events important to the group's participants. The NGT identifies major strengths of the topic under investigation, provides each participant with an equal voice and generates a prioritized list of measure and improvement interventions.

This issue involves partnerships with police and stakeholders in the community; therefore, members of the private and public sectors were selected as panelists for best possible sampling. The NGT panel was comprised of members of the Anaheim Police Department, the Anaheim School District, the City of Anaheim, and the Chamber of Commerce in the community.

From the Anaheim Police Department, representatives of different specialty assignments and work levels of the organization were selected. These included: an officer assigned to the Community Policing Team, a sergeant assigned to the Operations Division,

Patrol, a lieutenant assigned to the South District of Anaheim, and a lieutenant assigned to the Vice, Narcotics and Criminal Intelligence Unit.

From the City of Anaheim, the Manager of the Planning Department, City Code Enforcement was involved. Other panelists included a Vice-Principal from the Anaheim Unified School District, and a member of the Board of Directors from the Anaheim Area Rotary Club. The group was made up of three women and four men with two of the panelists being residents of Anaheim. Prior to the date of the actual NGT, each group member was individually instructed on the NGT process. Each panelist was asked to focus on the following question:

What will be the impact of community partnerships on the paramilitary structure of a mid size police department by the year 2006?

Each panelist was given a packet that included the agenda for the NGT, definitions of terms in the issue statement and an example of a trend and an event. Each was asked to have trends and events important to them ready to discuss during the NGT and was advised all input was important to the project.

During the NGT, each participant offered trends and events until there was no more input to offer. Each trend and event was clarified, after which panelists voted on those trends and events that were felt to have the greatest impact on the issue. These were again discussed and panelists could change their vote or merge similar trends if desired. The panelists originally identified thirty trends related to the issue which are listed in Appendix B. From this list, ten were identified as most significant.

Trends

A trend is a general movement in the course of time of a statistically detectable change. A trend has a past, present and a future. It is not used to predict the future but to plot or discuss issues that may lead to a consistent activity occurring. The panelists were informed that trends are non-directional and could have a positive or negative effect on the issue.

TREND SUMMARY TABLE

	-5 Years	Today	+5 Years	+10 Years	Concern 1-10
Trend 1	40.0	100	165.7	180.7	8.3
Trend 2	34.3	100	142.9	169.3	7.4
Trend 3	36.4	100	133.6	147.9	4.9
Trend 4	70.0	100	112.9	117.9	5.0
Trend 5	62.9	100	115.7	123.6	5.1
Trend 6	42.9	100	130.7	145.7	5.6
Trend 7	54.3	100	174.3	170.0	5.9
Trend 8	35.7	100	145.7	45.7	6.7
Trend 9	58.0	100	110.0	105.7	3.7
Trend 10	44.3	100	124.3	137.1	4.7

Trend 1: Commitment to Empowerment

The panelists identified a relationship between the movement toward expanding decision-making responsibilities to all levels of the organization and the traditional paramilitary structure. They recognized that as empowerment of employees is promoted from within an organization, officers take more individual responsibility for problem solving. This would reduce bureaucracy associated with the paramilitary structure. Further, empowerment influences stakeholders outside the agency by encouraging partnerships and rejecting the paramilitary model. The panelists felt this trend will have a significant positive impact on the changing of organizational dynamics.

Trend 2: Importance of Partnerships with City and Community Groups

The NGT panel believed the evolution of community partnerships to a more interactive relationship would have significant impacts on the issue. As police organizations continue to invite active involvement of community and city groups, the internal operation and structure will be influenced. Within the panel, the civilian members, on the average, felt the impacts would be greater than the sworn police members did. The civilian panelists felt more involved with their police department now and see the effects growing as time goes on. The police panelists reported they anticipate the impacts of partnerships on the organizational structure will show a slow but steady increase in the future.

Trend 3: Impacts of Partnerships with Non-Paramilitary Organizations

Police agencies traditionally follow the paramilitary hierarchical structure. This trend examines the relationship with non-paramilitary organizations that work with the police departments.

The panel observed increasing philosophical alignment with private sector professional organizations over the last five years. With the increasing interest in the formation of community partnerships in the future, the consensus of the panel was a closer relationship to the private sector organizational structure and more distancing from the paramilitary structure. Within the panel, police managers felt the future impacts will not be as significant as they already have been and this philosophical shift has already leveled off.

Trend 4: Acceptance of Alternatives to Traditional Military Uniforms

Panelists from both the private and public sectors have observed gradual departures from the traditional police uniform. Police officers now wear a variety of more friendly apparel. Depending on the law enforcement agency, officers may wear short pants, golf

style shirts, and denim pants. The NGT panel felt this organizational evolution would effect the traditional paramilitary structure of the organization in the future. Of the trends identified, this was not projected to have as significant an impact as others do.

Trend 5: Emphasis on Pro-active vs. Reactive Responses for Service.

This trend looks at possible future impacts of emerging changes in police responses to calls for service. Traditional law enforcement responses to calls for service have been fundamentally reactive. They would provide short-term solutions to problems that would create repeat responses to the same problems. Community policing emphasizes pro-active, long term problem solving. The majority of panel members felt this would have a future impact on the issue. One panelist, a police manager, saw the trend as having no impact on the future. He believed this trend is already imbedded in the culture of his organization.

Trend 6: Training Public Education to Use Available Resources.

Within the panel, the representative from the Anaheim School District discussed the significance of police representatives teaching community stakeholders about resources available to assist in problem solving. Partnerships with the police, provides opportunities for sharing information with schools systems. Better education of stakeholders regarding available resources, enables them to better assist in quality of life problem solving.

The civilian members of the panel identified this trend as having more significant future impacts than did the police members. The panel forecasted this trend because the civilian members felt the impact.

Trend 7: Law Enforcement Emphasis on Education As Hiring Criteria.

As discussed in Chapter One, military experience was considered a benefit to employment as a municipal law enforcement officer in the 1950s. This trend continued

through the twentieth century consistent with the paramilitary modeling by municipal agencies. The community partnership model creates added dimensions to the role of the law enforcement officer emphasizing a more community interactive agenda. The selection process for police officer reflects this change. Agencies assess the profile of the police officer candidate consistent with the changes in the services the community expects. The panelists recognized the changes of values for the police organization. They felt that future impacts of this trend on the issue will become more prevalent as the profile of the entry-level police officer evolves from past paramilitary models.

Trend 8: Emphasis On Formal Education.

This trend focuses on career development opportunities for the line personnel. Traditionally, police agencies placed a high value on police specific training to assist in creating specialists within the law enforcement profession. The panel felt higher education is becoming more valuable than training specific to law enforcement. The community policing/problem-solving model of the municipal agency supports officers with a more general knowledge background rather than a specialized background. As one panel member put it, “we are teaching officers how to think, not what to think.” The NGT panel identified this trend as having significant impacts on the operational structures of police agencies in the future.

Trend 9: Implementation of Civilian Police Academies.

The panel identified the future impacts of the trend of police agencies becoming more accessible to the community for greater input and scrutiny. One embodiment of this trend has been Civilian Police Academies. This is an educational program where members of the community attend regularly scheduled presentations put on by the police department. The

students learn through lecture, observation and interaction, how their agency is structured, the training of an officer and the police role in the community as partners with the citizens. The panel consistently felt this trend will plateau after the next five years.

Both civilian and sworn panelists recognized the improved community/police relationships created by the increased efforts of police to educate the community to municipal law enforcement. The implementation of civilian police academies is a successful tool in that effort. The panel identified these programs as having significant impact on the issue, but also felt the more people are educated, the less significant the impact will be in the future.

Trend 10: Value Placed on the Development of Personal Contacts.

This trend addresses the degree to which members of a community relate to members of their law enforcement organization. The traditional policing model de-emphasized close relationships between officers and the public. Community partnerships have placed a higher value on positive relationships between police and the community.

The panel recognized that community partnerships have changed the relationships developed during traditional policing. The business, residential and tourist communities have become more involved with their police. The evolution of the change in personal contacts will alter the paramilitary structure of the municipal police by changing traditional military communication protocols. The adherence to a strict chain of command may not have the significance in the future law enforcement agency as it does today. For example, citizens are more likely to call a member of the department's command staff or a member of a community policing team rather than call the agency's dispatch for a patrol officer working a beat.

Events

An event is a one-time occurrence that has an impact on the issue in either a positive or negative way. Unlike a trend, it has a beginning and an end. It is a projected incident that may not happen, but if it did, would affect the organization. The NGT panel identified twenty-eight events that would impact the issue as listed in Appendix C. These were narrowed to nine events that were recognized as potentially having the most significant impact.

The panel was instructed to forecast event probability based on an individual assessment of the event's relationship to the issue. The panelists were asked to anticipate when they felt one of the nine events would occur. The first column of the Events Summary Table reflects how many years the panel believed it would take before the event occurs. The second column identifies what the mean value for which a panel member believed the event likely to occur within the next five years. The third column assesses the likelihood the event will happen in ten years. In the fourth column, the panel placed a value, on a scale of one to ten, of the magnitude of the impact of the event on the issue, ten being greatest impact.

The panel also indicated whether they believed the event would have a positive or a negative impact on the issue. For purposes of this project, a positive impact would be one that would support a shift away from the paramilitary structure and a negative impact would be one that strengthens the paramilitary organizational and philosophical structure of the municipal agency.

EVENTS SUMMARY TABLE

	Years > 0	+5 Years	+10 Years	Impact -10 to +10
Event 1	3.40	88.6	98.6	-6.1
Event 2	3.60	92.9	100.0	2.7
Event 3	3.00	100.0	100.0	1.1
Event 4	5.60	0	100.0	-0.4
Event 5	4.10	100.0	100.0	1.3
Event 6	1.00	100.0	100.0	3.0
Event 7	20.00	0	0	-7.3
Event 8	9.30	0	75.0	2.7
Event 9	9.10	0	77.9	-1.1

Event 1: Economic Recession.

The panel forecasted this event because members acknowledged the potential impacts of economic influences on communities. The panel indicated that a national economic event would have significant negative impact on the issue. For example, in a slowing economy, the public sector has less funding from which to draw. This limits pro-active and creative law enforcement strategies. Also, the labor force may be enhanced as the public service jobs provide greater security for the unemployed. Thus, recruitment and retention of personnel for law enforcement is facilitated.

Service levels could also be impacted. The community priorities would center on the immediate handling of emergency calls for service, or traditional enforcement model policing.

Event 2: Change in the City Management Office.

The City of Anaheim is managed by a city manager appointed through an elected city council. The Anaheim City Manager is assisted by two deputy city managers working within the city manager’s office. There are eleven departments, each is lead by a department head. The panel acknowledged the influence from the city manager’s office could have

significant impacts on the issue, if the city management staff changed. Currently the Anaheim City Manager's Office is supportive of the community partnership transition of the police department. Most panelists believed the influence will be stronger in the future. This will have a positive influence on the move from the paramilitary organizational model. One panelist, from the school district, felt the impact would be negative. She related that it could be possible that if city management were to change, it could embrace a return to the traditional structure.

Event 3: Complete Decentralization.

Currently the Anaheim Police Department is decentralized in the patrol division only. The panel identified this event as significant because of the greater impact on the community if the entire department were to follow a decentralized model.

Community policing and community partnerships foster an outreach by police agencies into the neighborhoods. Decentralization is a result of this outreach. The paramilitary model involved a centralized station from which all activities were controlled. In decentralizing, the agency operates from sub-stations within different districts within neighborhoods. In its purest form, complete decentralization offers communities individualized service and a more local, accessible or user friendly police department.

Event 4: Expansion of the City Council

The panelists decided within their group that expanding the number of city council members would impact the issue by creating greater scrutiny over the police. This issue also deals with changing demographics in Anaheim and changing influence of specialized interest groups. Ultimately, the panel acknowledged that expanding the Anaheim City

Council is inevitable within ten years, but the impact was not considered to be that significant.

Event 5: Police Department Experiences Five Percent Cut Back Funding.

For the last ten years, crime rates have been a significant political issue. During this period, the NGT panel felt city funding for law enforcement has been equally significant. It is anticipated that in the future, jurisdictions will cut back on police funding as the crime rate declines and other issues become a priority within communities. The panel felt this could happen by the five year time period.

Event 6: 3% @ 50 Police Retirement System Adopted.

At the time of this NGT process, the State of California's 3% @ 50 system of the Public Employees' Retirement System (PERS) had not been adopted for the Anaheim Police Department. On July 1, 2001, the PERS retirement system was approved by City Council and adopted for Department sworn personnel.

This event addresses the future of the paramilitary structure of police agencies on two levels. First, the implementation of the 3% @ 50 system, shortens the career of police officers. The immediate effect will be that a significant number of officers will be eligible for retirement once the system is implemented by a jurisdiction. Many police departments are not prepared to fully staff these vacancies and will be operating with a reduced work force. Creative policing strategies will be affected by this sudden loss of employees.

Second, the mass retirements will change the make-up of departments generationally. That is, the labor force once made up of baby boomers will be replaced primarily by members of Generation X. The panelists felt there are differences in values of the two generations that will cause future impacts on the paramilitary structure of police agencies. It

was the consensus of the panel that members of Generation X have demonstrated a lack of comfort in more structured environments. However, this variable is not the subject matter of this project and will not be discussed further except to identify it as it was discussed by the NGT panel.

Event 7: Issuance of a Consent Decree.

The panel recognized the impact of a state or federally mandated consent decree on the issue. A mandated consent decree diminishes an agency's authority to manage itself.

The panel discussed the impacts of any type consent decree impacting operational practices of the organization. This would include civil rights, promotional processes or financial issues. All panelists felt the impacts would be negative on the issue.

Event 8: Creation of a Civilian Review Board.

There was disagreement among the panelists as to the impact the creation of a Civilian Review Board would have on community partnerships and to the future of the paramilitary structure. The two police managers felt the impacts would be negative and not that severe. The rest of the panel believed the creation of a Civilian Review Board would encourage a move away from the paramilitary organizational structure with the two non-managerial police personnel assessing higher positive numbers than other members.

Event 9: Election of a City Council with an Anti-Police Majority.

The majority of the panel believed the election of a city council with an ideology not supportive of traditional police is inevitable within ten years. A police agency personifies the community from which the city council is elected. Therefore, the sociological philosophies of a jurisdiction's city leaders will be impacted by changes in the city leaders.

There was consensus by the panel that if a state or federal consent decree were to be imposed on an agency, there would be a significant influence on the degree empowerment would affect the traditional chain of command. A consent decree would minimize the self-managing rights of an agency. This means fewer officers would be granted decision making opportunities and the change would have a significant effect on the community relationship formed by the organization.

An economic recession was seen as having a negative influence on four of the five trends in the Cross-Impact Analysis. The recession could support agencies strengthening the paramilitary organizational structure. Civilian and sworn officer panelists saw the strengthening of the traditional organization structure as negative. The relationship between the trend involving developing officers by education versus training them was viewed as being impacted in a positive way by a recession. Panelists believed a recession strengthens the labor market for the public sector. The security of the public sector would draw more college-educated candidates than in a strong economy.

The impact of a new retirement system was observed to be a positive influence on the move away from the paramilitary system. All the panelists felt the retirement of senior officers enculturated with the traditional system makes room for younger officers with a different value system.

The Cross Impact Analysis Table shows the specific values assigned by the NGT panel to the impacts of events on trends. The scale of the table ranges from a critical negative impact to a critical positive impact as reported by the mean values of the panelists. Based on this NGT process and research, possible future scenarios have been developed.

CROSS IMPACT ANALYSIS TABLE

EVENTS	TRENDS									
	T-1	T-2	T-3	T-4	T-5	T-6	T-7	T-8	T-9	T-10
E-1	0	-1	-1	-1	-1	-2	-1	+3	-1	-2
E-2	+3	+3	0	-1	+2	+1	-1	+1	+2	+1
E-3	+3	+1	+1	+1	+2	+2	+2	+2	+2	+3
E-4	+1	+2	0	0	+1	+1	0	+1	+2	+2
E-5	-3	-3	-1	0	0	0	-1	0	-1	-2
E-6	+3	+1	0	+1	+2	+2	+2	+2	+1	+1
E-7	-2	-1	+1	+2	-1	+3	+3	+3	+3	+3
E-8	-3	+2	+3	+3	-2	+2	+2	+1	+1	+2
E-9	-2	0	-2	+3	-1	-2	+1	+1	+3	+2

TRENDS

1. Empowerment Affects the Traditional Chain of Command
2. Change in Partnerships with City and Community Groups
3. Partnerships with Non-Paramilitary Organizations
4. Softening of Traditional Uniforms
5. Change Related to Pro-Active vs. Reactive Responses
6. Change in Public Education
7. Law Enforcement Emphasis on Education
8. Changing Emphasis from Training Personnel to Formal Education
9. Civilian Police Academies
10. Development of Personal Contacts

EVENTS

1. Economic Recession
2. Change in City Leadership
3. Decentralization
4. Expansion of the City Council
5. Cut Back in Police Funding
6. Change in Police Retirement System
7. Issuance of a Consent Decree
8. Creation of a Civilian Review Board
9. Election of a City Council with Anti-Police Majority

Scenarios

Incorporating the results of the Nominal Group Technique, and the literature research for this project, three scenarios were developed as possible alternative futures. These scenarios are not presented to predict the future or future events, but are offered merely as a means of forecasting what might occur based on ideas from the data received from the NGT. The scenarios offered here are labeled normative, pessimistic and optimistic. The normative is a suggestion of what trends and events could lead to if the status quo continues. The pessimistic scenario is an idea based on negative impacts of data identified by the NGT panel that could produce a future less consistent with the values of the panel. The optimistic scenario is one that is predicated on the positive effects of community partnerships on the paramilitary organizational model.

The Pessimistic Scenario

Associated Press; Tuesday, March 16th, 2006: Chief of Police Armand Sicle advised today that police-imposed curfews would remain in effect again this month with no change in sight. The police department has been granted judicial authority to use all strategies necessary to lower the off the charts crime rate we have experienced in recent years.

The city has become a battle zone and the once community based police department has been replaced by an army. District sub-stations have been abandoned and the centralized department building is now fenced and heavily guarded. Access to command staff is not allowed without prior written authorization from lower ranking supervisors and line personnel.

Police officers' daily uniform consists of full SWAT attire and they are equipped with automatic weapons. Calls for service are handled quickly and without empathy. Problem solving is for the short term with little regard for lasting results. Due to the need for maximum staffing for scheduling, officers are not allowed to pursue educational goals. Mercenary, ex-military personnel are targeted for recruitment as police officers.

A dramatic increase in the juvenile crime rate, spurred by an unchecked increase in the population of repeat criminal offenders, was the beginning of this current phenomenon. An increase in the composition of the city council and the subsequent change in city leadership enabled the dramatic change in crime fighting strategies. Only the press has remained unaffected.

Chief Sicle could not be reached for comment.

The Optimistic Scenario

Scene One: The year is 2006; the location is Anaheim in sunny, southern California. The city is a medium sized, balanced metropolis; economically driven by the tourism industry and housing residential communities representing all income levels and ethnicities. A city which grew from the idealistic dream of a cartoonist, has itself become the dream.

The Players: The chief of police is a pleasant yet direct leader; a woman with a resume of graduate university work, published – in two languages, and with experience in management in the private sector. She, a resident of Anaheim, has an understanding of the community partnership philosophy from the variety of perspectives her resume suggests.

The city council is to be played by nine individuals, as open minded and concerned for the community, personifying the neighborhoods they represent. Support from the

Chamber of Commerce and the school district has been strong since the city has flourished with the cooperative efforts of all the dynamics of the community.

Act One: The Location: City Council Chambers

A hushed city council audience takes their seats following the traditional invocation and Pledge of Allegiance. The mayor calls the session to order with one slam of the gavel. Enter the police chief to the podium. (A shot of the city manager and staff reveals confident beaming on their faces).

“Mayor and members of the council”, she begins, “I am happy to announce that we are there. We, that is, our residents, police, the commerce, other city departments, the Community Advisory Committee and council have created a symphony of civilization. All the pieces of the puzzle are intact and the body is working in sync.”

“Five years ago, we had proposed a strategic plan which was fingerprinted by all the groups here today. The plan recognized the need for vigilance in technology, employee development, community policing, and keeping up with our shifting demographics. The Plan was kept fluid, so has to allow for trends and events that would attempt to obstruct our mission. As issues were identified from all sources local and global, our partnership with all stakeholders kept us on the path.

Line personnel were empowered decision-makers, and staff personnel became leaders not just managers. Education was a priority not only in our rhetoric, but also in our actions. Generalists were created over specialists and not even the recession of 2001 could stay our resolve.”

Pause- lighting to silhouette the chief.

“I am here only as a representative of the Anaheim community partnership to state what you already know. The plan continues as courses are adjusted, but the mission has been reached.”

Community partnerships have sociologically altered the modern metropolis; at least in Anaheim.

Lights and sound fade to black. Print it.

The Normative Scenario

The drive-through line at Krispy Kreme’s seemed endless. You’d think by 8:00, people would be at work. As usual, it would be pushing the envelope to make the weekly 8:30 District Commanders’ meeting, but they had become routine a couple of years ago. “Two dozen assorted.” It’s 2006 for gosh sakes, there has to be better technology than these voice box intercoms. \$17.98. I remember when you could buy a dozen for....well, never mind.

The meetings, although routine, are as valuable now as five years ago, when the city was first divided into districts. Following the Neighborhood Watch programs of the late 1980s, community policing brought people and their police closer by creating loosely organized partnerships. At the turn of the century, we, as an organization, authored a strategic plan based on a vision of what we wanted to be and a mission statement defining who we were. The evolution to district policing was the next logical step. It was well received in the community but created new challenges internally.

Each district involved neighborhoods with their own personalities. Each had their own priorities for the improvement of their quality of life. Organizational communication

was the first priority. Educating the community that each district office was a police department by itself was important. However, at that time the sub-stations were staffed by uniformed skeleton crews only.

Now, five years later, we have come full circle; although, I sometimes think these crullers aren't as big as they used to be. Officers who were designated as part of the Community Policing Team have been blended within the patrol officers of the different districts. Through a melting pot approach, all officers have become generalists because of their training and education. All officers handle traditional specialty responsibilities, such as detectives.

Officers' attire is now based on their role for a given day. On bike patrol, shorts and a polo style shirt; for meetings a crested sports coat with professional attire has replaced the blue, wool military uniforms of the past.

The rank designations have been replaced by private sector compatible designations consistent for sworn and civilian managers. We still refer to the C.E.O. as chief, but staff and supervisors have lost the military designations of sergeant and lieutenant.

Organizationally, management has given way to leadership. Agency and professional values are exemplified at the management levels and not just talked about. Line personnel select mentors for career and personal development with college education incentives helping to develop sociologically oriented problem solvers. A Community Advisory Group represents the community within the police department. Departmental issues are presented to this elected group and is included in decision making process for the future of the city.

This is what we envisioned in the 1980s. If we could only be part of deciding how much jelly goes into the filled donuts. Let's call this meeting to order.

Conclusion

These scenarios are only possible futures. Changing organizational patterns means changing organizational culture. Successful integration of the organizational culture of a mid size municipal police agency with the community would result in a change in the understanding of the members of the targeted community.

In investigating the issue of the effects of community partnerships on the paramilitary structure of the municipal police, the NGT panel focused on trends that primarily dealt with alternative philosophies to the traditional paramilitary model of policing. The panel discussed trends that are or could take place both inside and outside the organization. The panel examined events that would have impacts on these trends and the level of impact they would have. The members also talked about other variables to the future of the issue such as the changing generations of the community and influences of private sector organizational successes on the public sector. These last two variables are not part of the focus of this project, but are recognized as potentially significant.

Through the NGT process, panel members prioritized trends that are personified by or involve human relationships. Relationships between the organization and its customers, the organization and other city or county stakeholders, and relationships within the organization itself between management and line employees were all identified as significant.

Education and development were important to the panel. Educating internal and external stakeholders regarding the mission and visions of the agency was discussed. Also significant to the panel was developing employees of the organization toward the evolution cultural values within the organization. Finally in this area, a shift of the value of formal generalized education over law enforcement specific training was seen as an impact of the

partnership organizational structure. The NGT panel discussed the future impacts of softening the traditional uniforms and the imposition of different possible consent decrees as significant events to the issue. These were seen as consistent with the evolution that has strengthened community partnership philosophies.

A strategic plan is a road map for the goal and mission of an organization. Developing a strategic plan for this issue will pave the road beginning with where the organization is and identifying where it wants to go. A plan is not necessary for an organization to exist or even continue on a path. Wandering is to move without direction. A plan signifies a desire to move toward a destination. It is the only way to tell if you are moving forward or just moving. The next chapter will examine the development and implementation of a strategic plan.

CHAPTER THREE

Strategic Planning

Introduction

In reviewing the futures study, the literature and NGT panel recognized the directions available to be taken by municipal police agencies in terms of organizational development. The future of the structure of police departments has been impacted by influences both internal and external to the organization. The influences have been economic, demographic, cultural and social. The NGT panel has acknowledged that these same influences will affect the future of municipal police agencies.

Three scenarios were created by exploring possible alternative futures from data developed from the futures research. The Normative Scenario will be used in the design of a strategic plan. Investigating the future of community partnership impacts on organizations' philosophical and physical structures, a strategic plan will be developed. A strategic plan is a "tool to describe and sell the output of a strategic planning process to key stakeholders. A guide for the organization in setting priorities, making decisions and allocating resources."²⁰ The plan will be based on the City of Anaheim, which has been used as the subject of this project already.

The City of Anaheim is located in Orange County in southern California. It has a full-time population of approximately 330,000 within forty-four square miles. The city is a resort community and is the home for the Disneyland, California Disney Amusement Parks, the Anaheim Angels professional baseball team, and the Mighty Ducks of Anaheim professional ice hockey team. The resort area generates approximately three million visitors each year.

About four hundred sworn officers and six hundred civilian employees staff the Anaheim Police Department. The agency operates under a community policing philosophy and in 2000, it was decentralized by creating four satellite stations: East, West, Central and South Districts. The South District is also known as the Disney Resort District. The Anaheim Police Department is a mid size municipal police agency and will serve as the example in this project.

Anaheim Police Department has operated under the traditional paramilitary model until September of the year 2000. During this year, the department drafted and approved a strategic plan identifying community policing as a standard to operate within. Prior to the strategic plan, the organization incrementally implemented problem oriented policing beginning with the creation of a Community Policing Team in 1989. The original unit of one sergeant and four officers grew to two sergeants and 14 officers by 1999. In 2000, the department went through a significant structural reorganization including the creation of districts managed by district commanders at the lieutenant rank. The reorganization included philosophical changes from the traditional paramilitary system.

The preparation of the strategic plan will involve three key concepts: identifying the mission – what business is the organization in, a vision – a picture of what the organization wants to look like, and organizational values – which will be principles that will guide decisions and actions. Stakeholders will also be identified within and outside the agency. Stakeholders are “individuals or groups impacted by what the organization does.”²¹

The Planning Process

“If you don’t plan for your future, don’t worry about it – someone else will do it for you; or to you.”²²

At the foundation of the planning process, the organization defines the future by establishing mission and vision statements. The organizational mission creates the identity of the agency and defines what the organization wants to be to and what services it wants to provide to its customers, the community. Through an analysis of the jurisdictional environment, including information provided by stakeholders, the process assesses social, political, economic and technological climates within which the agency will need to grow. Identifying the direction of change desired, available resources, and evaluating organizational capabilities will all be included in the process.

In the Normative Scenario, the organization identified a vision. This vision was to provide the best quality of life for people who come to our city to live, work and play through community policing. A mission statement was written and implemented based on the vision and recognizing the stakeholders. The mission statement in this case scenario, identified the external stakeholders and included the building of community partnerships as a result.

Stakeholders from outside the organization included the business community, neighborhood special interest groups and other city departments. Stakeholders may be recognized as not being supportive to the mission of the organization. Credibility for the process may increase with the invitation for input from these groups or individuals to the plan. Identifying emerging stakeholders is equally valuable to the plan. The strategic plan

will continue to grow and evolve as time continues and variables change. Future planning would include anticipating the future stakeholders to the future organization.

Internal stakeholders are found within all levels of the agency. The greater the number of fingerprints on the plan, the greater the credibility of the plan and the greater chance of successful implementation of the plan. Accountability for the implementation will encourage members of the organization to follow through and reduce likelihood of abandonment of the plan. Communication is important for all levels of the organization to be aware of what is and is not working, progress, changes and agency-wide consistency. Problem preventers should be more valued than problem solvers. All internal stakeholders are familiar with organizational values and maintain a watch on the big picture rather than any one aspect of the plan.

Developing organizational values is the third key concept in the strategic planning process. The internal and external stakeholders list those principles that are important to the agency and the community. From these, the partnership is aligned with each member and move in concert toward the implementation of the mission and goal statements. Service to the community, impartiality, integrity, and professionalism are examples of organizational values.

The Strategic Plan

A Strategic Plan Committee would first be formed to facilitate the identification and prioritizing of initiatives. The strategic plan will serve as a road map for the organization. To facilitate the implementation of the committee, the majority of the membership will be made up of internal stakeholders. In order to build credibility and buy-in from stakeholders,

members to serve on the committee should be elected by their representative peers.

Members should embody the group they represent. The committee membership should reflect an appropriate size composition based on that of their constituents. This would not necessarily relate to stakeholders external to the organization. External stakeholders who are not on the committee will then interviewed for input as to the community's ideas and priorities.

The issue of this project involves the effects of community partnerships on the paramilitary structure. The Normative Scenario suggests a gradual evolution toward an organizational structure which employs the best of the private sector and the public sector. Initiatives are identified from concerns of the future from all the stakeholders. Three initiatives would be important to the strategic plan as it applies to this project: The Changing Community, Community Policing, and Employee Development. First year objectives within each of the initiatives will be identified. These objectives are measurable for evaluation and accountability purposes.

1. The Changing Community

Addresses changes in demographics such as age, and ethnicity changes, schools, and changes in the tourist trade.

First Year Objectives will address increasing officers in the school system, increasing bilingual employees, changing how crimes against the elderly are addressed.

2. Community Policing

Addresses the continued effort to promote partnerships with all components of the community to improve quality of life issues.

First Year Objectives include the expansion of decentralization, increasing the number of long term problem solving activities of officers, reducing the size of the specialized units so as to create more generalists and increase training of the department toward the community policing direction and moving away from paramilitary models of problem solving.

3. Employee Development

Addresses recruitment, training and job satisfaction issues of the organization. First Year Objectives include implementing recruitment strategies to target the labor force without sacrificing quality law enforcement standards, surveys of job satisfaction, and increase input of line personnel on organizational issues such as work attire, alternative work schedules and expansion of responsibilities.

Organizational analysis is built into the strategic plan at two levels. The first level is to assess the progress toward short-term goals or those identified for completion within the first year of the plan. The organization and its stakeholders need to be aware of the progress being made in order to identify the strengths and weaknesses of the plan during its implementation. During the first year, periodic audits identifies flaws that can be corrected easily early in the plan. If left unidentified or unadjusted, these flaws may become more difficult to address as time goes on. Monthly reports by staff and supervisors assigned to the different initiatives will document progress for accountability purposes.

The second level of analysis assesses long term goals. Future initiatives will be added and adjusted up to a five-year period. Adjustments made to the direction of the organization

provides for a map from which all members of the organization and its stakeholders can maintain sight of the progress of the objectives identified within the strategic plan.

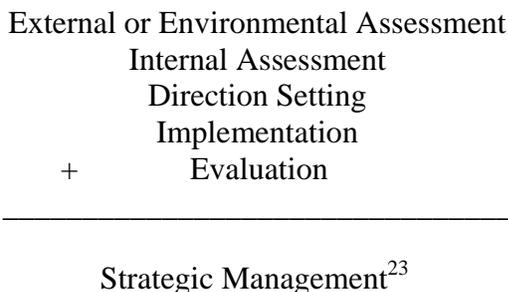
The plan is a fluid document and will include mechanisms for adjustment as internal and external variables affect the organization and the community. The final plan will be a written document and available to all the department personnel. Department wide, bi-annual meetings will be held to evaluate progress and identify future initiatives.

CHAPTER FOUR
TRANSITION MANAGEMENT

Introduction

The issue of community partnerships' impact on the paramilitary structure involves an assessment of variables affecting organizational culture. These variables have been identified both internal and external to the organization. The structure of the police agency, whether it is the philosophical or physical structure, continues to evolve and change. In this discussion, assessing the impacts on the organizational structure from the transition between the paramilitary organizational model to a community partnership model. The partnership model is one in which the underlying driving force has a foundation of principles consistent with a community policing philosophy.

The transition, incorporating the strategic plan discussed above, will encounter significant challenges since the changes include major modifications to the organizational structure and operational methodology. Dr. Carey Simon, Assistant Professor of Management of the Naval Postgraduate School, examines strategic management within the context of the following model:



This model shows the necessary elements for implementing strategic management within an organization. Having established the strategic plan, the organization has accomplished the external, environmental and internal assessments within Simon's model.

Direction setting has been accomplished through the organizational mission statement and the upper management's leadership toward departure from the paramilitary culture.

Implementation

In considering transition implementation, stakeholder commitment, the desired speed of the process, the size of the organization and the cost of the implementation (and ultimately operation) should be analyzed. Internal and external stakeholders must be committed to the transition based on consistently understood and agreed upon direction. All levels within the organization need to be involved in the formation and implementation of the direction. The desired speed would depend on the perceived problems of the current organizational culture and the service expectations of the customer: the community. The size of the organization is a variable as far as communication issues arise and the level of buy-in from all levels of the agency. The greater the conflict, the longer the process would take to implement. As stated in Gresham's Law, "Operations will drive out strategy everytime."²⁴

The strategic plan will identify the short and long term tasks involved in the transition process. Tasks identified within the plan will vary depending on the level of commitment and investment into the mission of the organization. These may include establishing satellite facilities, increased staffing and support staffing, customer survey instruments, changing uniforms, and similar considerations. The organizational impacts created by community partnerships as described herein will involve budget issues. Budget considerations for the transition is important during planning, yet become real at the implementation phase. In anticipating the future organizational structure, proposing budget

adjustments will facilitate implementation. During the planning process, committee members would be amiss not to prepare city management for the need for fiscal adjustments. Timing could be such that transitions begin at the beginning of the fiscal year and budget planning begins concurrently.

Communication is a critical element of transition management of this program. Stakeholders who are not included in knowing the status of the process will feel disenchanting and not a part of the program, thus slowing the progress. Poor communication will create confusion of direction, which will diminish effectiveness and reduce chances of success. Relationships within the organization and its partners must be managed so as to maintain commitment and accountability to the vision. “What is important to the organization always goes back to values.”²⁵

Effective evaluation is the final cog in the wheel of the management of this process. The evaluation mechanism has been identified in the Strategic Plan. Objectives, that are measurable and stand the test of the progress within each initiative, maintain the direction of the plan. The follow-up process, involving the monthly report with biannual meetings, will hold staff and line personnel accountable.

As discussed above, this organizational transition involves major changes in values, mission, and philosophical and operational structure. Responsibility for an effective transition begins at the executive staff level. The chief, sheriff and command staff will set the tempo of the culture change. As discussed earlier in this project, the traditional organizational model established a formal chain of command. Many of the employees within the organization will have been enculturated with this model. The employees will look to the command staff to see if the transition is real. The change needs to be led rather

than managed. It is at this level that credibility of the organizational direction will be observed. Line employees will look to see if the command staff truly operates within the strategic plan or merely talks about it. Likewise outside the organization, the community will watch to see if the transition and plan will be followed or merely discussed. The impacts of community partnerships on the future of the organization's structure will be the initial responsibility of the organization command staff. After the tone is set, all stakeholders will equally share in the success of the transition.

Evaluation of the transition should follow the short and long term mechanisms put in place by the strategic plan. Changes and future impacts on the organizational structures will be evaluated so as to allow for adjustments of the plan during the transition period. The change has been an evolutionary development of police agencies based on environmental and social influences discussed by the NGT panel and literature research.

CHAPTER FIVE

CONCLUSION

Sir Robert Peel wrote, “The police is the public and the public is the police.”²⁶

Municipal police agencies have as their customers the members of the communities they serve. As part of the public sector of society, they are obligated to evolve as the needs and wants of their customer base dictates. Likewise, police departments will personify the values of their jurisdictional leaders. In the example of the municipal organization such as the Anaheim Police Department, the City Council will, through community influences, create a department based on the expectations of their constituents.

The paramilitary model personified a post war era where communities were reticent to question authority. The police were an authority, which was in place to make people feel safe; protected. If all the members of the community followed this authority, society need not question the authority. The research documents that a time arrived where this service did not satisfy the changing expectations of society. Following the release of the Christopher Commission Report of the investigation into the arrest of Rodney King, law enforcement agencies throughout the nation added community policing models to their organizational charts.

As the different entities within the community and other public sector organizations became more involved with the overall quality of life issues of the neighborhoods, partnerships formed. Through this, the police agency maintains its paramilitary organization and operational model for providing its service.

Futures research does not predict but rather examines alternative possibilities. The impacts of the formation of community partnerships on the paramilitary organizational

structures of municipal police agencies will continue to evolve. Planning and anticipating the desires of the customer will ease impacts and minimize some tragedies. What will consistently drive the planning direction of law enforcement will be its core values. Steady adherence to professional ethics, customer service, and integrity will maintain an organization's direction regardless of structural or procedural adjustments.

One area of the law enforcement responsibilities that has not been addressed thus far is the police tactical response. There are incidents that require a response different from daily police activities, due to the nature of the threat. Violent or potentially high-risk situations necessitate a specialized reaction by police for officer and public safety. Incidents such as barricaded, armed suspects or hostage incidents dictate a response predicated on safety issues for officers, the community and the suspects. These types of incidents will continue to require paramilitary training, weaponry and action until such time as these situations no longer present the same level of danger.

Project Summary

What impact will community partnerships have on the paramilitary structure of mid size police agencies by the year 2006? Community partnerships will move police agencies away from the paramilitary organizational model by the year 2006. The autocratic authority model of service to the public will give way to expanded community involvement.

The traditional organization seeks to formalize organizational behavior by coordinating authority in a rational, objective and efficient manner. While this quasi-military system is appropriate for control of criminal investigation, and routine functions, it has a tendency to inhibit communication, innovation and individual initiative, characteristics that are important to effective policing.²⁷

Business, residential, and public sector segments of a community will expect to share in the development of and accountability for quality of life issues within the jurisdictions. Community Advisory Committees and/or Civilian Review Boards will be evidence of the growing expectations of community input into police issues. Greater reliance on private policing enterprises will assist in the fiscal impacts of expanded policing requirements. Public safety will be the center from which other municipal services operate.

Internally, line employees will gain greater control of their professional lives. Empowerment relates to granting authority to a person or group of people. Discussed within the organizational context, the term signifies giving more power to line personnel enabling them to take a more active role in the future or destiny of the organization. The NGT panel identified the relationship between staff and line personnel as a departure from the paramilitary model. Organizational structures will be flattened to allow for empowered employees to manifest their destinies.

The NGT group identified the change from the traditional uniform as being important. The uniform changes have allowed the police to appear more approachable and less intimidating as the paramilitary model. This has been a facet of the formation of partnerships' philosophy. The uniform changes have facilitated the police to form more and different relationships with the respective communities. Traditional uniforms will give way to user and community friendly attire. Organizations will continue to evolve toward the private sector models. The NGT panel and research also suggests the relationship between the police organization and stakeholders as being significant to the issue. The relationships with their community, other agencies, other city departments, business organizations and

special interest groups will be trends which will have impact on the structure of the police department.

Education and development of employees involves a relationship with upper management of the organization in two ways. First, it involves an investment in the development of the employee signifying a commitment by the organization. Second, it identifies a change in ideology for the development of the employee as an important investment. The traditional model of training an employee for a specialized assignment showed a short-term investment. The trend of educating an employee suggests a broader based growth for him/her. The panel also felt the trend of educating the public to self-help resources was significant to this project's issue. Leadership education with emphasis on authors such as Covey and Iaccocca will replace traditional police supervisory training.

The NGT panel identified the mandate of a consent decree and the imposition or creation of a civilian review board as significant events to the issue. These are seen as imposing to a police agency, as they take away authority to independent, self-control. From a traditional model of police organizational philosophy, it was the police who told others what to do and either of these two dynamics sterilizes the police department's authority.

Yet the NGT panel assessed a positive value to this event. They felt it will move an agency away from the paramilitary model. This event is viewed as scary to the paramilitary traditionalist. Consent decrees have been imposed as a mechanism for an agency that has shown itself to be inconsistent in regulating itself; particularly in civil rights issues. For the public, however, it demonstrates a protection by the formal relationship of the federal and state governments to protect and work with the public.

It is the goal of this project to analyze the future impacts of community partnerships on changing traditional organizational structures. This project cannot anticipate all the variables that will impact individual agencies in how their organizational structures will be affected by this dynamic. The demographics and environment it operates within will influence each organizational culture. Community partnerships are based on relationships, and the NGT panel members identified that relationships are at the basis of the future of community partnerships on the paramilitary policing model.

Implications for Leadership

First, agency managers, or those at staff levels will have to recognize that organizational leadership is found inside and outside of the organization. Within the organization it is found at all levels. They must relinquish traditional power to enable stakeholders to partner together to develop long term solutions to quality of life issues for their communities.

Second, leaders within the community as well as the organization will continuously evaluate their progress with the agency's strategic plan. As short and long term goals are met, assessments will be needed to stay focused on the future and not merely live in the present. Adjustments may be needed as challenges are encountered in order to keep the plan fluid.

Third, leaders will need to develop their successors. Educating and training for the future is important for the organization to continue to evolve with its community. The partnership organizational model means that generalists will become the priority over

specialists and formal education will be more valued than police specific training. As generations change, so too will the values of the agency personnel.

Getting to this end by 2006 will be no accident. Only through effective leadership, continuous planning, implementation and evaluation will the learning organization continue to evolve as the expectations of the community change.

The past gives us knowledge and experience, and the present gives us the power to change things; together, the past and the present allow us to envision – and shape – the future.²⁸

APPENDIX A

NGT Panel Members

Officer Mira Han
Community Policing Team
Anaheim Police Department

Lieutenant Craig Hunter
Operations Division
Resort District Commander
Anaheim Police Department

Pamela Krey
School Administrator
Anaheim Unified School District

Lieutenant Joe Liddicote
Administrative Support Division
Bureau Commander
Anaheim Police Department

Mr. John Poole
Code Enforcement Director
Anaheim City Planning Department

Dr. Natalie Strahan
Board of Directors
Past President
Anaheim Rotarians

Sgt. Steve Whalen
Operations Division
West District Supervisor
Anaheim Police Department

APPENDIX B

NGT Trends February 23, 2001

1. Empowerment impacts traditional authority.*
2. Partnerships with city departments and community groups changes.*
3. Partnerships with non-paramilitary groups impact the organization.*
4. Individual officers doing more community work.
5. Community cross training with police and schools.
6. “Character” training in schools by officers affects community.
7. Expectations of different officers’ legal knowledge expands beyond Penal Code.
8. Flattening of the rank structure.
9. Gradual softening from traditional uniforms.*
10. Opening of departments for civilians.**
11. Civilian academies.**
12. Specialized training coming from civilian organizations.
13. Autocratic v. open-minded responses to calls for service by officers.
14. Change in types or issues involved in calls for service.
15. Officers’ formal training changing to social/sociology classes.
16. Change in hiring criteria.
17. Community recognizing approachability in officers.
18. Empowering allows officers to see end results.
19. More pro-active than reactive policing techniques.*
20. Developing personal contacts affects communication protocol between police/civilians.*

21. Educating public of resource availability to aid in problem solving.*
22. Department encouraging education over military experience for hiring.*
23. Changes in attitudes toward officers questioning authority.
24. Looking more at Strategic Planning.
25. Formal leadership training including civilian leadership influence.
26. Significant importance on education rather than police oriented training.*
27. Management from bottom to the top theories.
28. Reliance on civilian managers.
29. Cultural changes to more casual or “easy-going” approach.
30. Leaders changing attitudes toward paramilitary structure.

* Included in ten highest priority.

** Combined the two trends to make one in the ten highest priority

APPENDIX C

NGT Events February 23, 2001

1. One serious act of violence at a school.
2. Economy decline (stock market crash).*
3. Change in City leadership.*
4. Forming District Commanders to be Chiefs of Police within their districts.
5. Total decentralization.*
6. Creation of Civilian Review Board.*
7. Weapons of mass destruction incident.
8. World War III.
9. State mandates regionalizing policing.
10. Legalized Vice activities.
11. A Major Police Scandal.
12. Implementing a policy changing the Department's uniform.
13. Female Chief of Police
14. Major political riot/rally.
15. Expansion of City Council.*
16. Creation of Council District.
17. Anti-police City Council majority.*
18. Cutbacks in police funding.*
19. Policy change in work schedule.
20. Resort Area closes.

21. Anaheim Hills forms its own city.
22. Open the Mexican border.
23. Privatization of police.
24. Contract with another jurisdiction .
25. Death of Chief. (Change in management.)
26. 30% @ age 50 goes into effect.*
27. Mandated tracking (racial profiling).*
28. State or Federal consent decree.*

* Selected as high priority for the exercise.

ENDNOTES

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