

HOW WILL RAPID URBANIZATION IMPACT COMMUNITY ORIENTED POLICING IN
A MID-SIZED LAW ENFORCEMENT AGENCY IN CALIFORNIA BY 2008?

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

By

Captain Gary R. Hampton
Tracy Police Department

Command College XXXIV

Sacramento, California

June 2003

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 are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

Copyright 2003

California Commission on Peace Officer Standards and Training

TABLE OF CONTENTS

	Page
LIST OF TABLES	iii
CHAPTER ONE – INTRODUCTION	1
Issue Identification	1
Historical Review	4
Implications of Issue	8
CHAPTER TWO – FUTURES FORECASTING	13
Introduction	13
Nominal Group Technique	13
Trend Summary	14
Event Summary	22
Cross Impact Analysis	29
Alternative Scenarios	31
Scenario #1 Normative	32
Scenario #2 Optimistic	34
Scenario #3 Pessimistic	36
Summary	37
CHAPTER THREE – STRATEGIC PLAN	40
Introduction	40
Strategic Plan	42
Situational Analysis	43
Stakeholder Analysis	45
Objectives	46
Alternative Strategies	47
CHAPTER FOUR – TRANSITION MANAGEMENT	49
Implementation	49
Commitment Planning	50
Responsibility Planning	51
Evaluation	52
CHAPTER FIVE – FINDINGS AND CONCLUSION	54
Summary	54
Recommendations	55
Conclusions	55

APPENDICES 57
 Appendix A – NGT Panel Members 57
 Appendix B – NGT Trends 58
 Appendix C – NGT Events 60
 Appendix D – TREND TABLES 62
 Appendix E – EVENT TABLES 68

ENDNOTES 74
BIBLIOGRAPHY 75

LIST OF TABLES

	Page
Table 2.1 Trend Summary	15
Table 2.2 Event Summary	23
Table 2.3 Cross Impact Analysis	30
Table 3.1 Stake Holder Analysis	45
Table 4.1 Commitment Chart	50
Table 4.2 Responsibility Chart	52

CHAPTER ONE

INTRODUCTION

Issue Identification

This project was undertaken as part of the California Peace Officers Command College course, sponsored by the California Commission on Peace Officers Standards and Training. The project serves as a vehicle to examine the issue of rapid urbanization and its impact on Community Oriented Police Service (COPS) in a mid-sized law enforcement agency in California.

The subject of rapid urbanization and its impact on COPS is in fact an issue for futures study. Contrary to recent world urbanization and migration studies, California is likely to continue experiencing suburban sprawl. The trend of rural areas being converted to suburban communities seems to be in conflict with predictions by demographers. It is estimated that as of the year 2000, there were 2.9 billion people living in urban areas, comprising 47 percent of the world population. Demographers project by 2030 the number will grow to 4.9 billion, or 60 percent of the world population. In 2001, demographers projected that virtually all population growth in the next decade will be concentrated in the urban areas of the world.¹ Again, California seems to be bucking this trend. Statistical Abstract of the United States reported in the 2000 edition of The National Data Book (2000), published by the U.S. Department of Commerce, that during the years 1996 through 1999 there were, on average, 332,000 dwellings constructed in California each year; of those more than 76% were single family dwellings located outside urban areas.²

To better understand the term urbanization, it is necessary to understand how the meaning of the word urban is applied to this topic. What does urban really mean? Not surprisingly, the

short answer is many things. A United Nations publication, World Urbanization Prospects 1990, identifies the various definitions, which remain in current use. The definitions vary widely depending on the country. Canada, for instance, considers urban to be all incorporated cities, towns, and villages with a population of 1,000 or more, while in Burkina Faso, urban is the sum of 14 towns.³ In the United States, the Census Bureau defines urban areas as comprising all territory, population, and housing units in areas and places of 2,500 or more persons. More specifically, the term urban refers to territory, persons, and housing units in places of 2,500 or more persons incorporated as cities, villages, boroughs, and towns, but excluding the rural portions of “extended cities.”⁴

The term urbanization is more straightforward. In his book An Urban Problematic: The Challenge of Urbanization for Development Assistance, Richard Stren (1998) defines urbanization as the proportion of a nation’s total population that resides in areas that are designated as urban. His definition, however, entails a further dimension. For Stren, urbanization also implies a broad and ongoing process of economic and social transformation.

Again, contrary to many reports, studies, and projections by demographers, Americans simply do not like to live in central cities. Americans have been flocking to cities for centuries, but as soon as they make enough money, their first thought is to move to the suburbs or buy a home in the country. In his book A Scientist in the City, James Trefil (2000) quotes a letter from the Persian ambassador to Babylon (539 B.C.): “Our property seems to me the most beautiful in the world, it is so close to downtown that we enjoy all the advantages of the city, and yet when we come home we are away from all of the noise and dust.”⁵ Mr. Trefil’s quote from the ambassador affirms that this is not a new phenomenon. Everybody, it seems, wants to have it

all – the excitement and bustle of the city and the peaceful quiet of the countryside. Thus, suburban sprawl was created.

How sprawl came about is the next question that must be answered. Far from being an inevitable evolution or historical accident, suburban sprawl is the direct result of a number of policies that were put in place to encourage urban dispersal. The federal policy to promote home ownership and expand transportation routes encouraged, although not necessarily intentionally, urban sprawl. The most significant of these were the Federal Housing Administration and Veterans Administration loan programs which, in the years following the Second World War, provided mortgages for over eleven million new homes.⁶ These mortgages, which were developed to typically cost less than paying rent, were directed at new, single-family construction. Simultaneously, a 41,000 mile interstate highway system program, coupled with federal and local subsidies for road improvements and the neglect of mass transit, helped make automobile commuting affordable.

Currently, the United States has a land area of about 3.5 million square miles and somewhat more than 70 million households. If every household were located on an equal parcel of land, there would be about 20 houses per square mile, with each house commanding a bit more than 30 acres.⁷ This is the maximum possible dispersal that could be achieved with the American population, the farthest apart home owners could be from each other. Obviously, current state population densities do not reflect sprawl anywhere near this magnitude; it is unlikely, of course, that everyone will decide to leave the cities and head for rural areas. However, these statistics simply demonstrate that even modern urban sprawl has come nowhere near exploiting the living space available. When translating this to California, the picture

remains the same. The state's vastness offers unlimited opportunities for continued urbanization of rural areas.

Think for a moment how new emerging technology will affect this issue. Using a combination of fiber optics, or other advanced data transmission technology, coupled with virtual reality, nearly all everyday travel could be eliminated. With these advances most everyone could live where they wanted, in principal at least, regardless of what they do for a living. Therefore, if work in the future is completed largely in cyberspace, will people continue to group themselves into huge communities known as urban cities? Alternatively, is it more realistic to believe that the populous of California will continue moving out to rural areas seeking their Babylon?

A quick review of the history of California growth, which will be covered in the following segment of this chapter, will support that California rural areas can expect to continue experiencing rapid growth. With the majority of California law enforcement agencies adopting a COPS philosophy in serving the citizens of their community, this trend and its impact on COPS must be considered and weighed. Core components of every COPS program reflect the demographics of its community. In those communities where growth is progressing rapidly, how does a mid-sized California law enforcement agency project the impacts of that growth? More importantly, how can a mid-sized law enforcement agency develop a strategic plan within their COPS programs that will insure continued success under the strains of rapid urbanization?

Historical Review

As one creeps along a highway, widened just three years earlier, one passes that awful new billboard: COMING SOON - NEW HOMES! Already the bulldozers are plowing down trees and unearthing wild landscape. A thin layer of mud is oozing into the roadway. Over the past few years, a lot of forests and farmland have been replaced by rooftops, but this one

remaining open area had been left unscathed. How could this be happening? The answer to the question is urbanization.

During the late 1970s and through the 1980s, a number of experts were writing off the American family, saying that it was emotionally unstable, economically weak and not up to the task of raising children. In fact, in 1990, the U.S. Census Bureau reports indicated that there were 63.5 million family households in the United States, but only 57.6 percent included married couples.⁸ The rest of the family households were headed by one parent. One of the factors that affected family patterns was the increasing number of women working outside the home. This trend played a large role in many projections and predictions regarding rural and suburban communities. Many experts felt that the unraveling of the family component would lead to mass urban communities.

Since the early 1990s, society has come to know Generation “X,” those born in the 1970s. Generation X has led to many surprises, including the reestablishment of the family component. The March 2002 edition of American Demographics magazine reported fewer divorces in the Generation X population as compared to the Baby Boomer generation. Moreover, Generation X seems to be less dedicated to careers and more committed to free time and enjoying life. This generation has also demonstrated the resurrection of the great American dream of purchasing a home, but not just any home. Generation X has demonstrated that they are drawn to suburbs and rural communities based on the patterns of their home purchases.⁹

Unprecedented growth in rural communities of California can also be linked to other notable trends and events. Shifts in the movement of people from urban cities to outlying rural areas has some demographers reevaluating their projections for California. Still, a large number of demographers believe that this is just a fluke and argue that this pattern will not hold, referring

to it as merely a trend. However, for the past five years this migration to rural areas has been consistent.

The economy is another example of a trend that seems to act as a rudder steering Californians to where they decide to live. In the November 2001 Western City Magazine, an article projects that between 1997 and 2020, California will likely see more than 12.5 million new residents forming approximately 5 million new households.¹⁰ A good majority of these households are expected to be developed within urban and suburban communities. With the economy strong, and interest rates remaining fairly stable, the housing market seems to be stimulated.

A recent example of an event which is expected to have a significant impact on the number of Americans migrating further into the rural areas is the terrorist attacks of September 11, 2001. Real estate representatives report a large volume of transactions resulting from the attack on America. Californians are no different. Drove of Californians are reportedly seeking refuge in quiet suburban and rural areas which they believe are not on the maps of terrorists.

Although there is evidence supporting demographers' theories that society will evolve to regional urban communities, California does not seem to be falling in line with these predictions. Because of this and in the aftermath of the terrorist attacks of September 11, 2001, experts are beginning to reconsider their position. Headlines in the August 25, 2002 edition of the Bay Area Sunday Times read, "Density will determine destiny of housing debate for East Bay and surrounding regions." The article reviews growth predictions of 708,301 new residences expected to populate the region over the next 25 years and projects that there is enough open space to house every last one of them. The article also reports that less than a fifth of land area in the region "sprouts urban trappings." Considering that the Bay Area of California is the most

populace area in northern California, it is a telling sign of the future: continued suburban sprawl.¹¹

Though much of the information provided to this point has addressed growth and some general demographics pertaining to growth, the project will examine how that growth affects COPS efforts in a mid-sized law enforcement agency. The nexus between growth and COPS is very real. Many law enforcement professionals have forgotten one of the largest aspects of COPS and why it was adopted by so many small to mid-sized law enforcement agencies in California: crime prevention, shared goals, and the shared base aspect of COPS.

At its heart, COPS, like all policing since the time of Sir Robert Peel, is about crime prevention. In an era of decreasing resources, crime prevention offers a cost-effective way to make communities safer; COPS engages residents as well as law enforcement in that sizeable task. By making the most of both, communities greatly increase their capacity to resist crime, reduce fear, and restore or sustain civic vitality. The overarching goal of both crime prevention and COPS is enhancing public safety and community health. Modern crime prevention arose out of findings in the 1970s that individuals and neighborhood groups were capable of contributing importantly to their own security.

COPS arose out of crime prevention experiences, which showed that more direct engagement between law enforcement officers and the community they serve reduces crime and fear, while instilling a belief that solving problems is preferable to continually reacting to them. Like crime prevention, COPS owes its inspiration, in large part, to the legacy of rethinking public safety that arose out of the U.S. Department of Justice anti-crime efforts of the 1970s.¹²

Many small and mid-sized law enforcement agencies utilize COPS to get the job done. COPS programs can often compensate for a lack of adequate public safety staffing in areas

where a continuous flood of people fleeing cities to rural and suburban areas has created rapid urbanization. Rural and suburban communities, impacted by rapid urbanization, often find they are unable to sustain organizational growth with community growth. In the struggle to provide adequate service, implementation of COPS programs, with its citizen volunteer component, has helped meet the needs of many communities.

Another impact to mid-sized law enforcement agencies experiencing rapid urbanization is the sheer number of criminal activities committed in their communities requiring police resources. People fleeing cities for rural and suburban areas may find themselves less safe than they were in the city. A University of Virginia study concludes that some sparsely settled outer communities in the United States are more dangerous than the metropolitan areas they surround. Residents moving to outer suburban areas may be at greater risk for traffic fatalities, homicides by strangers, and assorted property crimes.¹³ Researchers ranked crimes committed in 60 U.S. metropolitan counties and 9 central cities to develop this opinion.

Implications of Issue

Using the City of Tracy in a case study approach, the implications that rapid urbanization has had on this community will be examined in order to further flesh out why this is an issue for futures studies.

The City of Tracy is located in Northern California at the southwest edge of San Joaquin County. Positioned on the eastern fringes of the San Francisco Bay Area, the city is well known by travelers visiting Yosemite National Park, which is a two-hour drive east of the city. The City of Tracy is well managed by a progressive and dedicated city manager and city council. In a county that has realized a growth in population of 18% from 1990 to 2000, Tracy stands out as

the growth leader, with a 67% increase in population during the last decade. The population of Tracy, 44,000 in 1994 and nearly 70,000 today, clearly represents rapid urbanization.

One only needs to drive into Tracy from Interstate 205 to see that most of that growth is attributable to families moving into new homes. With a median age of 31, an average household income of \$62,100, and 93.5% of the population having attended college (9.6% of whom attained a graduate degree), the picture of Tracy's growth is that of a town attracting young, professional families. When asked, business owners in the downtown district, who have first-hand knowledge of their customers' desires and needs, reaffirm the picture that many of these young professionals are coming into Tracy from the Bay Area for better, more affordable housing. They are able to purchase newer, larger homes than they could afford in Contra Costa, Alameda, Marin, or Santa Clara counties. These are sophisticated residents who consciously chose to move their families to a quieter, more family-centered community. Based on a survey conducted by the City of Tracy in 2000, Tracy residents are deeply committed to education and to providing their children with every opportunity to grow and develop.¹⁴

Talking with almost any member of staff working for the City of Tracy will cause one's head to spin when asked how rapid urbanization has affected the city department in which they work. Every member of this dedicated city staff will tell stories of trying to keep pace with changing demands and expectations. Stories range from trying to care for facilities that are supporting twice the population for which they were originally designed to providing a level of service that new community members expect based on their past experiences in an urban community, where resources were more readily available. More important, however, are stories related by staff members regarding the impacts of change that came without warning.

Command staff, supervisors, and line level personnel within the Tracy Police Department also outline a picture of rapid urbanization. When specifically asked for insight on how they believe rapid urbanization has impacted COPS, it seemed as though the impacts left nothing within the COPS strategy untouched. Some of the staff explained that all workload priorities have been reshuffled. Programs that were priorities or hot topics in 1994 have virtually disappeared, and new programs have emerged because of the changing population base.

In 1994, the priority for the Tracy Police Department was dealing with graffiti and youth groups trying to identify with gangs. These problems galvanized the community to mobilize and do something about the problem. Thus, volunteerism and participation in community activities, like Neighborhood Watch, were at high levels. Today, however, it is difficult to maintain interest levels in volunteer programs and the focus on what is important to the community has changed drastically.

As previously stated, rapid urbanization left nothing within the police department's COPS efforts untouched. This included police administration and their style of leadership. Because of changing needs of the community, leadership styles appropriate in 1993 no longer proved effective. Today's leaders have to be more agile, flexible, and inclusive of community feedback. To that end, a participative and consultive style of leadership has been adopted by all departments of the City of Tracy. This has served to facilitate input by the community on their priorities and the response to those priorities through customized deployment strategies. The department has also found the need to change service delivery styles, to be more responsive to changing demographics, service expectations, cultural diversity and language issues.

The police department has faced community needs that have required police services never previously experienced in the community. Examples of this can be seen in traffic

enforcement needs, resulting from a 65% increase in the number of registered vehicles within the city. This has resulted in severe traffic congestion, increased collisions, and pedestrian safety concerns. Increased youth offenders requiring youth intervention services is another example. Because recreation and entertainment facilities lag behind growth, the increasing youth population spends much of their free time in an unstructured entertainment/recreation environment.

As a result of rapid urbanization, it is clear that the City of Tracy and its police department have been challenged by changing expectations and service demands. Some in the police department argued early on that COPS was a service that the department could no longer afford, because it was believed that staffing requirements exceeded available personnel resources. Others argued that it was a program that would allow the department to serve the changing and increasing service demands of the community. It was suggested that through COPS, the department could do more with less. Rather than viewing COPS as a labor-intensive nicety, it could be viewed as a strategy that would supplement staffing through volunteerism. In 2001, the department began researching programs within the COPS philosophy that would supplement the department's efforts to serve the community, seeking a plan that would allow the department to help the community to help itself.

It is clear that peacekeeping is no longer simply a job in which law enforcement's primary focus is on preventing and solving crimes. Rather, with the emergence of COPS programs, "police are the public and the public is the police: the police officers are those who are paid to give full time attention to the quality of life of every citizen."¹⁵

People moving from urban cities to rural areas bring higher service demands, thus requiring police services to be broader. Mid-sized law enforcement agencies, in the immediate

five-year future, will continue to see the rural and suburban communities that they serve develop further through changing demographics requiring diverse police services.

Police services that could be delivered to the community, by the community, are: parking enforcement, reporting of misdemeanor cases having no suspects, vehicle abatement, school ground patrols, retail center foot patrols, neighborhood living conflicts such as barking dogs, speed monitoring in residential developments, non-injury collision reporting, graffiti reporting and abatement, and traffic control for community events. These service demands currently fall on both sworn and non-sworn personnel of the Tracy Police Department and have traditionally competed for staffing with traditional COPS programs designed to engage the community. A collaborative effort would retain a COPS strategy in Tracy, while supplementing the ability of the city to offset the impacts of rapid urbanization on police services. COPS would become a resource in delivering police services, rather than a demand upon the services – it would be self-sustaining.

In the next chapter, the results of a Nominal Group Technique (NGT) exercise will examine the impact of urban sprawl on Community Oriented Policing in a mid-sized law enforcement agency in the future. For the purposes of this project, a mid-sized law enforcement agency is one that services a population of 50,000-100,000.

CHAPTER TWO

FUTURES FORECASTING

Introduction

In order to determine the impact that rapid urbanization will have on COPS in a mid-sized law enforcement agency by 2008, a Nominal Group Technique (NGT) exercise was conducted in August 2002, using the City of Tracy in a case study approach, to forecast trends and events that may affect COPS in the future. An NGT is a non-scientific brainstorming session, facilitating input from a diverse group of people, generating discussions and analysis of ideas that can be used to impact the issue.

Nominal Group Technique

Nine individuals were selected to participate in the process. Participants were selected based on their backgrounds and interest in the issue. Both public and private sector professionals were utilized to ensure the best possible sampling of ideas. The group included representatives from the education profession, youth services profession, public safety profession, technology sector, and the community at large.

Several days prior to the panel meeting, panelists were provided with materials to aid them in fully understanding the NGT process and the task at hand. The materials provided included an introductory letter that described the NGT process and the issue to be discussed, literature review on the subject, an outline explaining the difference between a trend and an event, and a time line for the NGT process itself.

The panel was tasked to answer the following question:

How will rapid urbanization impact Community Oriented Policing in a mid-sized law enforcement agency in California by 2008?

An extraordinary amount of information was developed through the NGT process, which expanded the areas of this research paper. This was attributed to the panel members being well prepared coming into the session.

Trend Summary:

A trend has a past, present, and future. It is not used to predict the future. It is only used to plot or discuss issues that may lead to a consistent activity occurring.

During this NGT session, the involved participants were asked to determine if the trend would impact the future partnership between police and the community. All panelists were informed that trends are non-directional in nature and could have a positive or negative impact on the issue statement.

The panel identified 23 trends that were likely to have an effect on rapid urbanization and its impact on COPS. The panel then utilized a voting process, taking into consideration the level of importance and expected impact of each trend, to narrow the original 23 trends to twelve. The table below lists the final 12 trends selected. A brief narrative provides further clarification of the interpretation of each trend by the panel. Any debate or specific issues that the panel addressed during their discussions for each trend is overviewed in the trend narratives.

In Table 2.1 Trend Summary, the panel rated the likeliness of each trend occurring in the designated time period. The column labeled “- 5 Years” indicates five years in the past, “Today” indicates what is currently occurring, “+5 Years” indicates the time period five years from now and up to ten years, “+10 Years” indicates the time period ten years from now and longer. The column labeled “Concern” indicates the level of concern, rated from 1-10, panel members had that each trend would affect COPS in a mid-sized law enforcement agency, with a concern level of one equaling very little concern and a concern level of ten equaling the greatest concern. The table values for each column represent the median of the ranking of all panel members.

Table 2.1 Trend Summary

Trend	-5 Years	Today	+ 5 Years	+10 Years	Concern
T1. Level of non-English speaking ethnic groups	50	100	175	150	9
T2. Registered vehicles per capita	75	100	200	300	9
T3. Ethnic diversity	50	100	200	300	8
T4. Time span between needs for service and availability of funding	100	100	150	150	6
T5. Number of infrastructure facilities required to sustain population	75	100	200	200	8
T6. Level of interest in the law enforcement profession declining	100	100	200	200	9
T7. Volunteerism involvement per capita	25	100	50	25	7
T8. Number of gang related crimes	75	100	150	200	8
T9. Level of service expectations	75	100	150	150	7
T10. Number of youth programs per youth capita	75	100	200	200	8
T11. Number of police officers per capita	75	100	200	300	9
T12 Median housing cost	50	100	175	200	5

Note: The table represents the median taken from all individual ranking provided by the panel members. The actual predictions by individual panel members can be viewed in Appendix D under the member's name and trend topic.

T1: Level of non-English speaking ethnic groups - The panel believed that this trend has had a significant impact on law enforcement agencies for the last five years, but has largely gone unaddressed. They felt the percentage of non-English speaking ethnic groups would increase by 75% of current levels over the next five years, and that the impact on COPS would be substantial; however, the panel also indicated they suspected that after ten years this trend, while still 50% higher than current levels would be reduced from the five year level. Through technology, the panel felt that the development of electronic translation equipment would resolve much of the impact this trend has on law enforcement. One panel member felt that society is a melting pot, will always be a melting pot, and with rapid urbanization, this trend will continue to

be a COPS issue for law enforcement agencies. Another opinion expressed was that the issue would become more prominent, creating mistrust for police. The panel rated the concern level for this trend at nine, or one of high concern for mid-sized law enforcement agencies.

T2: Registered vehicles per capita - The level of vehicle traffic was identified as a trend that has continued to evolve for some time and will continue to be a problem for law enforcement agencies, increasing in intensity as time goes by. They felt that while the trend was 25% less of a concern five years ago, 5 years from now the trend would increase by 100% and in ten years by 200%. Some members held the pessimistic attitude that the issue has never been addressed and probably will never be addressed. Others could see solutions such as the possibility of persons opting to work from home, flexing hours for travel during less congested travel times, or development of mass transit alternatives. The panel believed that an increase in vehicle traffic would impact law enforcement agencies by creating a need for more personnel to be used to control traffic issues. Law enforcement agencies would be faced with the dilemma of cutting programs and services, such as COPS, or requesting more funding in order to continue these programs. Again, the panel rated the concern level for this trend at nine, or one of high concern for mid-sized law enforcement agencies.

T3: Ethnic diversity - There was a high level of concern expressed by the panel with regard to this trend. The panel was adamant that rapid urbanization would almost certainly result in greater diversity in any community. They saw it as being 50% less of a trend five years ago than it is today, but projected that five years from the now the trend will have increased by 100% and ten years from now it will have increased 200%. They felt this demographic change would come with definite ramifications that would directly affect COPS. The panel believed that the impacts would be profound. The need for a diverse police officer pool that could relate to

diverse cultures was one of the topics the panel discussed as being critical to COPS efforts. Interestingly, however, their level of concern for this trend was rated at eight, lower than the previous two trends, even though the previous trends were seen to increase at the same or lower levels over the next five and ten year periods.

T4: Time span between service needs and availability of funding - The panel discussed this trend at great length. They felt that this trend was at the same level five years ago as it is today, but that it would increase by 50% within five years. At that point, they felt it would hold steady, staying 50% higher than it is today in ten years. Recognizing that as a community grows, tax revenues usually lag behind occupancy of new homes by as much as eighteen months, the panel believed that this trend could result in severe financial hardship for a community experiencing rapid urbanization. The panel talked about the fact that if growth occurs in such a rapid fashion, revenues will never keep pace with service needs, thus funding to provide the service needs will not be available. The panel believed that, in the case of rapid urbanization, this is a recipe for service failures. The impact this trend would have on COPS in a law enforcement agency would be one of dollars and cents dictating priorities, just as it has been in the past. While there was some concern about this trend, it was rated at a concern level of six, which is lower than the other trends discussed thus far. This may be because of the group's perception that law enforcement agencies have accepted that this trend will always be an issue for them and have developed strategies to cope with it.

T5: Number of infrastructure facilities required to sustain population - The panel defined infrastructure facilities as roads, parks, fresh water and wastewater treatment plants, and so forth. They believed through rapid urbanization, cities would be faced with the inherent necessity to meet infrastructure facility needs to offset population growth. Therefore, it was believed by the

panel that local leaders would commit funds, both local and state, to place the basic demands for infrastructure facilities above those for COPS programs. They saw this trend being 25% less of an issue five years ago, increasing in importance by 100% five years from now but leveling off at that rate at the ten year mark. This trend was rated at a concern level of eight. It was seen as a trend to cause high concern for mid-sized law enforcement agencies.

T6: Level of interest in the law enforcement profession declining - The panel discussed the current waning interest level in the law enforcement profession and considered its impact on retention and recruitment problems that law enforcement is currently facing. They believed that shortages of law enforcement officers caused by this trend would directly impact the ability of communities to continue COPS efforts. The panel further discussed the fact that COPS programs require more staffing, thus when staffing shortages exist, only basic police services can be provided. Therefore, in communities experiencing rapid urbanization, this trend is only likely to exacerbate staffing shortages experienced through growth. The panel members indicated that the trend was the same five years ago as it is today. They saw the trend increasing by 100% in the next five years, but not increasing further after ten years. They rated the concern level at eight, suggesting another trend of high concern for mid-sized law enforcement agencies.

T7: Volunteerism involvement per capita - The panel saw this issue as possibly a cyclical trend. The impact on a law enforcement agency's COPS program could be apathy as it relates to certain programs such as Neighborhood Watch. People could adopt an "I don't care who my neighbor is" attitude, wanting to do what is easiest or right for themselves. They believed the level of volunteerism involvement per capita was 25% less five years ago than today because people were more involved in their communities and volunteerism was more popular. They felt that five to ten years from now volunteerism would decline due to apathy. The panel's

concern rating for this trend, at seven, was lower than many of the trends. There was a belief by some that this trend would not be long lasting, with neighborhoods increasing their volunteerism again over the next ten years. Unfortunately, the panel believed that in these cases a significant traumatic event is usually what brings a community back together.

T8: Number of gang-related crimes - This trend implies an increase in the number of gang-related crimes by local gangs would be brought on by an influx of contemporaries from urban areas. The panel theorized that local gangs, which were formerly socially-driven, could become influenced by newcomers to become involved in criminally-driven activity. Concern was high that this trend would impact COPS for law enforcement agencies, with the trend increasing by 50% in five years and 100% in ten years. One panel member submitted to the group the possibility that gang problems could actually decrease as the community grows if the cost of living within the community becomes unaffordable for most gang members. Criminal enterprise could get pushed out. The concern level for this trend was rated an eight.

T9: Level of service expectations - The panel had differing opinions as to how this trend would impact COPS in a mid-sized law enforcement agency. One panel member proffered that people from urban areas moving to a rural area could have higher expectations of services than what would be available. Another felt that people coming into the area might not necessarily migrate from larger cities. This participant felt those coming from other parts of the country could be impressed with the services provided. It was also noted that people of affluence have a very high expectation of what services they want provided. The panel felt this trend might not even be an issue of importance with time. However, they indicated that service expectations would increase by 50% over the next five years, leveling off within the next ten years. There was a consensus among the panel that ten years from now citizens will have become more

self-sufficient and will not call the police department requesting services they are capable of handling themselves. The concern level for this trend was rated as seven.

T10: Number of youth programs per youth capita - The panel discussed this trend at length and it became somewhat of a heated topic of debate. Although the panel attempted to restrict their discussions to those programs facilitated through COPS programs, they did discuss the full spectrum of programs required to sustain growing youth populations. These programs included: youth sports leagues; library services; and restorative justice programs or youth intervention programs, such as DARE, School Resource Officers, and COPS officers in housing projects. It was noted that many communities are already at the point where the community is not capable of providing adequate programs for their youth. The panel was adamant that with rapid urbanization the situation would only worsen. One panel member suggested that there might be a lower youth population in the future, brought on by future generations having fewer children. The panelist further suggested that funding would eventually catch up, so that the level of services would increase. This was the cause of debate, in that his theory was not supported by other panel members. The panel rated this trend as an eight, and one of quite high concern for law enforcement agencies. They felt the number of youth programs per capita would need to increase by 100% over the next five years. In ten years, they still saw the need for youth programs per capita increasing by 100% of today's programs. One panel member expressed his sentiment with the statement, "If we don't take care of our kids today, one way or the other, they are going to take care of us tomorrow."

T11: Number of police officers per capita – The panel believed that the number of police officers per capita required to provide public safety, through a COPS philosophy, increases in a suburban community compared to that required in a rural community. The panel also discussed

the need for drastic increases in hiring of police officers to offset rapid urbanization and how the increased hiring of police officers could be misconstrued as being inordinate in the community's opinion. Keeping the community focused on officer per capita numbers was something the panel believed was extremely important. The panel did, however, believe that because of recent terrorist acts, communities today have a heightened awareness and understanding of public safety and are more receptive to increased numbers of police officers. They were not as confident about the future, indicating that they believed there would be a 100% increase in the need for police officers per capita within five years and 200% increase in ten years. This trend was rated a level of concern of nine.

T12: Median housing cost - The panel felt that housing costs in communities transitioning from rural to suburban are generally insurmountable for most new police officers. Although police officers who reside in the community at the onset of urbanization generally reap the benefit of increased housing values, as the community struggles to fill new police officer positions emerging from the growth, the new officers are rarely able to afford to reside in the community. It was the panel's feeling that communities experiencing rapid urbanization seldom maintain employee salaries consistent with the cost of housing. They felt that housing costs would rise by 75% in the next five years. In ten years, they saw it increasing by 100% from today's housing costs. The panel looked at this as a significant negative impact, in that a majority of police officers would not reside within the community they work. The panel's opinion was that having no nexus to the community in which a person works fares poorly for COPS. While the panel verbalized their obvious concern, they only ranked their concern overall at a level of five, considerably less than most of the trends.

The panel next considered events that could occur and the effect those events would have on COPS in a mid-sized law enforcement agency.

Event Summary:

An event is something that takes place and has an impact on the issue statement, whether good or bad. These are projected incidents that have not yet occurred, which if they did, would create a response by the organization. Like trends, events can have a positive or negative impact on the issue.

The panel identified 22 events that were likely to have an impact on a mid-sized law enforcement agency experiencing rapid urbanization and its impact on COPS. From the original 22 events, the panel narrowed the number to 12 for the purposes of further evaluating their impact. This was completed through a voting process by the panel, which took into consideration the level of importance and expected impact of each event. Any debate or specific issues that the panel may have addressed during their discussions of each event are overviewed in the event narratives as well.

In Table 2.2 Event Summary, the panel projected the earliest year the event could occur, from the date the panel met, and listed that in the column entitled “Year>0.” In the next two columns, “+5 Years” and “+10 Years” the panel determined the probability that each event would actually occur within five years and ten years. In the last column, “Impact (-10 to +10),” the panel determined the level of impact they felt the event would have on COPS in a mid-sized law enforcement agency experiencing rapid urbanization, negative or positive, with -10 equaling the greatest negative impact and +10 equaling the greatest positive impact. The table values in each column reflect the median of the ranking of all panel members.

Table 2.2 Event Summary

Event	Year >0	+5 Years	+10 Years	Impact (-10 to +10)
E1. Use of force incident	7	0%	90%	-4
E2. Large retail center closes	8	0%	40%	-2
E3. Passage of public safety tax	5	50%	80%	+8
E4. Hazmat spill resulting in evacuation and major injuries	1	25%	50%	-7
E5. Local public safety labor dispute	6	0%	15%	-3
E6. Local terrorist cell revealed	5	5%	10%	-2
E7. Gang-related shooting on school campus	3	25%	30%	0
E8. Collapse of major traffic route	10	0%	5%	-8
E9. 8.0 earthquake	10	0%	15%	-5
E10. Water shortage – allocation cut 50%	5	2%	15%	-1
E11. Race-based case of excessive force	3	20%	25%	-8
E12. Loss of wastewater treatment facility	5	2%	5%	-1

Note: The table depicts the median of the ranking provided by the panel members. The actual predictions by individual panel members can be viewed in the table section under the member’s name and event topic.

E1: Use of force incident – The panel considered a use of force incident, not related to ethnicity, resulting in criticism of law enforcement in a rural community experiencing rapid urbanization as a possibility in the future. The panel could not recall such an event having previously occurred in or around the Tracy area. They felt that this event would be likely to occur in a rapidly growing community because its law enforcement agency would be in a transition process, and a majority of staff would be fairly inexperienced. The panel drew a nexus between inexperience and undeveloped decision-making processes and judgment. They felt an event such as this could occur within seven years of the date of the panel, with a 90% chance that it will have occurred in ten years. All panel members felt such an event would negatively impact COPS, but at least one felt the impact would be greater than most.

E2: Large retail center closes – The panel felt that COPS in a city affected by rapid urbanization would be impacted if a major retail center closed. The panel initially discussed the impact of this possibility under the scenario of lost tax revenue. However, the discussion quickly evolved into the arena of development. Panel members hotly debated the impact rapid urbanization has on retail and commercial development and its nexus to COPS. Specifically, panel members discussed the practice by most rural communities of allowing new development to occur on the outer fringes of the city. This trend has seemed to leave older neighborhoods with vacant buildings that soon generate conditions of blight. These new retail developments seem to also follow new housing developments, creating division of the community by socioeconomic statuses, thus creating a clash between new and old areas. The panel did not deem that this would be likely to happen soon, with a 40% probability that it could happen ten years in the future. However, if it did occur, the consensus was it would have a negative impact.

E3: Passage of public safety tax – The panel cited the September 11th terrorist attacks and recent child abduction/murders as incidents that have created a heightened awareness of the need for developing greater resources for public safety. Each day the public is bombarded with media reports of continued threats to public safety in this country and abroad. The prevailing attitude of the panel was that the public could be more open to accepting a public safety tax as a community rapidly transitions from rural to suburban. The panel projected that there was a 50% probability that a public safety tax could be passed in five years, with the probability increasing to 80% in ten years. This event was perceived as having a very positive impact on COPS in a mid-sized law enforcement agency, providing funding for expansion of projects.

E4. Hazmat spill resulting in evacuation and major injuries – The discussion of how an event such as a HAZMAT spill resulting in evacuation and major injuries would impact COPS

for a mid-sized police agency in a community experiencing rapid urbanization revealed varied opinions. One participant felt it would drain the community-policing budget. Another did not believe an event such as this would have any long-term impact. Others felt that while it would be expensive initially, putting a drain on resources, there would be no long-term effects. An interesting conclusion reached by at least one panelist was that this event could force departments within the city to work together, thus having the potential for a positive outcome for the future. The panel felt this event could happen as soon as one year in the future, with a 25% possibility of such an event occurring within the next five years, and a 50% possibility that it could happen in ten years. On final analysis, the panel concluded that this would have a highly negative impact on COPS.

E5. Local public safety labor dispute – The panel felt that a public safety labor dispute would probably not occur for at least six years, with a 15% probability that it would occur in 10 years. Discussion centered on the fact that labor disputes generally are viewed negatively by the public. Many within the community may feel public safety employees are paid enough and question why they are complaining. If the labor dispute is long-lasting, there could also be a backlash of public sentiment due to reduced services. The panel felt the effects of a public safety labor dispute could last for several years after its resolution, negatively impacting COPS in law enforcement agencies.

E6. Local terrorist cell revealed – Panelists agreed the possibility of discovering a terrorist cell operating within the city was an event that could occur at any time, considering the current environment. However, the consensus was that this sort of event would not happen sooner than five years, with a 5% probability that it could happen at that time, and only a 10% probability that it could happen within ten years. Some members of the panel felt that there

could be positive effects for COPS, while others perceived the event only from a negative perspective. Those panel members who aligned themselves with the positive aspects theorized that the reality of terrorists in their midst could cause the public to support the increase of law enforcement activities through COPS. Others members thought it would be difficult to sustain the COPS philosophy, believing the public would demand more forceful and visible steps be taken to secure public safety. The panel concluded this event would have a negative impact on COPS.

E7. Gang-related shooting on school campus – The panel felt that an event such as a gang-related shooting on a local school campus could happen within three years. They concluded that there was a 25% chance that this event could happen within five years, with the probability increasing to 30% for such an event to occur within ten years. It was decided an important factor in how the event was perceived by the public would be whether the injured party/parties in the event were other gang members or person(s) the public deemed to be innocent. Discussion revealed that most panelists felt the public school system, and its administrators, would be impacted by this event more than COPS. With a rating of zero, the panel concluded this event would have neither a positive nor a negative impact on COPS.

E8. Collapse of major traffic route – The panel believed the collapse of a major traffic route accessing a rural community that is experiencing rapid growth, no matter what the cause, would have devastating impacts on COPS. The panel did not foresee this event happening for at least ten years, and only rated the probability of it happening at that time at 5%. However, they felt that if it did occur, it would create chaos in the short term and a plethora of transference of monetary resources and labor for years to come. Panelists determined that this event would have a lasting negative effect on COPS for a mid-sized law enforcement agency, because that

agency would easily be overwhelmed with the impacts of traffic traveling through the community. The point that the panel was making is that rural and most suburban communities simply do not have the resources to offset the sustained impacts of such an event. Therefore, programs such as COPS would probably be discontinued.

E9. 8.0 earthquake – A large magnitude earthquake occurring was an event the panel felt would not happen for at least ten years. They considered the probability of this event occurring in ten years to be only 15%. Discussion by the panel centered on their belief that a major earthquake was not an event that was likely to happen. The view was expressed that while there is a high level expectation for service connected with events such as these, they do, however, often serve to pull people together. Conversely, the view was also put forward that such an event could have profound negative effects on a law enforcement agency, draining resources from all areas, but especially COPS. On final analysis, the panel concluded that while they did not consider this event to have a high probability of occurring, if it did occur, it would have a moderately negative impact on COPS.

E10. Water shortage - allocation cut 50% – A water shortage caused by a cut in allocation of 50% was deemed by the panel as an event that could occur within five years. They viewed the possibility of a water shortage occurring within five years at only 2% and within ten years as 15%. The discussion of the occurrence of this event ranged from the opinion that it would not have an impact on COPS to the idea that it would promote a COPS philosophy by creating partnerships. Some panelists felt this event could have a positive impact on COPS. However, one concept that was advanced was that there could be a reverse migration of people, away from the area. The resulting lowering of the population could mean less demand for

COPS. With that in mind, the panel concluded this event could have a very low negative impact on COPS in a law enforcement agency.

Ell. Race-based case of excessive force – The panel discussed that even though an event such as this gets a lot of press when it occurs in urban communities, they could never recall such an incident in the Tracy area. The panel suspected that a situation such as this has not occurred in Tracy, because rural Tracy has more of a one-on-one relationship with most residents, and in the case of an outsider, the individual is approached in the same manner by law enforcement as a resident would be. Although the panel believed that this event had a low probability of occurring in Tracy, they did believe that, given the situation of rapid growth, this event was likely to occur within three years. The panel projected a 20% probability of it happening in the next five years and a 25% chance of it happening in ten years. If it did occur, there would be long-term negative reaction from public. Public confidence would be eroded so that their acceptance of the COPS philosophy would be compromised. The result would be a highly negative impact on COPS programs.

E12. Loss of wastewater treatment facility – When anticipating a complete loss of a wastewater treatment facility through some sort of major structural damage, the panel felt that this could happen within five years of the onset of rapid urbanization. They did not feel, however, that there was a great probability of this occurring, concluding there was only a 2% likelihood of it happening in five years and a 5% chance of it happening in ten years. The panel believed this event would cause an immediate stoppage of growth in housing and business developments. Schools and businesses would be closed, putting people, young and old, into the community and out on streets, causing more demands for police. Money would most likely be diverted from COPS to handling other community policing issues, or paying for repairs to the

sewer treatment facility. On the other hand, the event could promote community partnerships, a strong component of the COPS philosophy, and actually serve, in the end, to foster an environment more conducive to acceptance of COPS. Considering all issues, the panel concluded there would be a relatively low negative impact on COPS.

Cross Impact Analysis:

A Cross Impact Analysis was completed on the trends and events previously discussed. The Cross Impact Table depicts the severity of the impact that events would have on each trend. Through discussion and debate the panel evaluated the impact, positive or negative, as well as the relative level of impact on a scale of +1 to -10. The panel was directed to consider the impact on each other as they relate to social, technological, environmental, economic and political issues. A discussion surrounding the artificial creation of the trends and events was also completed to determine if a desired outcome could be achieved. Considerable debate centered on the significant determination that an event considered negative could actually create a positive impact, as was the case with Events 6, 7, 8, 9, and 11. The table lists the trends across the top, with Trend 1 being designated as T1 and continuing for all 12 trends to T12. The events are listed on the left side of the table, with Event 1 being designated as E1 and continuing for all 12 events to E12. The impact each trend would have on each event, either negative or positive, is listed in the table, using the median of all values compiled. Both events and trends are listed in another table directly below the Cross Impact Table.

Table 2.3 Cross Impact Table

	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	T11	T12
E1	-1	0	0	-2	0	-3	-5	-1	0	0	0	0
E2	0	+1	0	-1	-2	0	0	-1	0	0	-2	0
E3	0	0	0	+5	0	+2	+1	+5	-1	+2	+8	+1
E4	0	0	0	0	0	0	0	0	0	0	0	0
E5	0	0	0	-1	0	-2	-2	-2	-1	0	0	0
E6	0	0	0	+2	0	+2	+2	0	+1	-1	+1	0
E7	0	0	0	-1	0	+1	+2	-5	-5	+2	0	0
E8	0	+2	0	-5	0	0	+2	-5	-5	-5	0	0
E9	0	0	0	-8	-10	0	+10	-5	-5	-5	0	0
E10	0	0	0	-2	-2	0	0	0	-2	0	0	0
E11	0	0	0	+2	0	-2	-3	-2	0	0	0	0
E12	-2	0	-2	-8	0	0	-5	-2	-3	-2	0	0

Events	Trends
E1 Use of force incident	T1 Level of non-English speaking ethnic groups
E2 Large retail center closes	T2 Registered vehicles per capita
E3 Passage of public safety tax	T3 Increased ethnic diversity changes
E4 Hazmat spill resulting in evacuation and major injuries	T4 Time span between needs for service and availability of funding
E5 Local public safety labor dispute	T5 Number of infrastructure facilities required to sustain population
E6 Local terrorist cell revealed	T6 Level of interest in the law enforcement profession declining
E7 Gang-related shooting on school campus	T7 Volunteerism involvement per capita
E8 Collapse of major traffic route	T8 Number of gang-related crimes
E9 8.0 earthquake	T9 Level of service expectations
E10 Water shortage - allocation cut 50%	T10 Number of youth programs per youth capita
E11 Race-based case of excessive force	T11 Number of police officers per capita
E12 Loss of waste water treatment facility	T12 Median housing cost

The two events projected by the NGT panel that seemed to have an impact on the most trends were passage of a public safety tax (E3) and loss of wastewater treatment facility (E12). While Event 3 had a positive impact on almost all the trends, Event 9 draws attention because it is a negative event with a positive impact as it relates to volunteerism involvement per capita (T7). The panel felt that a natural disaster would certainly generate a spirit of increased volunteerism.

Event 6 dealt with the uncovering of a local terrorist cell, yet the panel believed that it would most certainly result in positive effect on several trends. For example, the panel believed

that if a community were to locate and reveal a terrorist cell, the event would result in increased funding for local law enforcement organizations, increased volunteerism, improved interest in the law enforcement profession, and a decrease in the number of complaints regarding service requests. Overall, the panel believed that communities would witness the creative evolution that COPS brings to a mid-sized law enforcement agency, as it seeks to serve and protect the public. Through these observations, and with increased patriotism, law enforcement would benefit from improved relations with all sectors of the community it serves.

The panel spent a great deal of time discussing the impact that the passage of a public safety tax (E3), would have on many of the trends. Although this event did not have the most severe impact on any one trend, it did, however, have the broadest impact across the list of trends. The impact to trends, in nearly all cases, except in one, was positive. The panel believed that with the onset of terrorist attacks on America and the need for more homeland security, public safety taxes could prove to be popular with communities. The panel believed that communities would support a safety tax if they were assured that it would only be utilized for safety. The only negative impact surrounded Trend 9, which relates to complaints for services. The panel believed that the community would certainly be less patient and have higher expectations if they were paying an additional tax to improve public safety.

Alternative Scenarios

Three scenarios were created based on information developed through the Nominal Group Technique. One scenario is normative, bringing to light the travails of many small to mid-sized agencies whose acceptance of COPS as a viable strategy has led to a struggle to generate substantive programs over philosophical theories. The second scenario is optimistic, in which the COPS philosophy is willingly embraced by law enforcement and the public, thereby

empowering community members to police themselves. The third scenario is pessimistic, in which law enforcement, unprepared for the increased crime that rapid urbanization brings, has completely abandoned COPS strategies.

The use of these scenarios is to provide a tool to peer into the future by utilizing the trends and events described by the panel members. These scenarios can develop a stage from which ideas can be infused into forecasting what might occur. They are meant to inspire further thought on trends and events that could possibly shape the future of how COPS efforts in a mid-sized California law enforcement agency are developed to accommodate rapid urbanization.

For the purposes of these scenarios, the setting will utilize the City of Tracy, California, in the year 2008. In order to fully benefit from the purpose of the scenarios, it is assumed that the current population of the City of Tracy in 2008 is 90,000. The city has experienced continual growth and rapid urbanization since 1997, when the population was 44,500. Again, for the purpose of the scenarios, it is assumed that the Tracy Police Department adopted a COPS philosophy in 1997 when the department was allocated 46 sworn officers. Today, 2008, the department is allocated 95 officers.

Scenario #1 - Normative:

Over the past three months, this reporter, under assignment from ABC Times News Agency, has completed an investigation into the policing strategies of the City of Tracy law enforcement. The findings of my investigation revealed a policing strategy utilized in the city that has garnered state and federal support through tax dollars over the past 20 years. Law enforcement agencies across California have adopted policing philosophies referred to as “COPS.” The strategy first emerged in larger law enforcement agencies in the late 1970s and early 1980s, promoted as “Team Policing,” grabbing headlines about their community outreach

components. It is not uncommon today to see nearly every California law enforcement agency having some component of COPS attached to either their mission statement or deployment strategies. This reporter, for one, was suspicious in regards to the reported ongoing successes of this strategy. What follows is the first of a three-part series into the findings of my investigative report.

The Community Oriented Policing Strategy (COPS) seems to have permeated every level of law enforcement in the City of Tracy. Although, on the surface, law enforcement officials speak to the ongoing successes of this program, there are whispers among the law enforcement community indicating that the city employs more philosophy than tangible programs. As this reporter began interviewing deep into the ranks of law enforcement, there was overwhelming evidence to support that the City of Tracy, as well as other law enforcement communities, find it difficult to fund COPS programs without financial assistance through state and federal grants.

Wishing to remain anonymous, law enforcement officials in this mid-sized agency spoke frankly, explaining that many of the programs developed to support COPS are extremely labor intensive. The officials explained that most, if not all, California rural and suburban communities are experiencing such rapid growth that they struggle to simply maintain adequate service levels. One law enforcement official from the city referred to the inception of COPS across California as “another government sponsored/funded program, which lost funding once the programs no longer served a political agenda.” The official referred to the promotion of the COPS program by state and federal officials as “creating a community expectation/dependency,” which most agencies did not evaluate and/or study relative to the future. The official said, “We were so pleased with the seemingly endless flow of state and federal funding that no

consideration was given to establishing an expectation that may not be able to be met through local funding.”

This reporter learned that although the local law enforcement agency is committed to COPS and believes it is a valuable asset to serving the community, there is a struggle to support tangible programs. An official explained that in the wake of the terrorist attacks, serving the primary security and safety needs of the community has proven to be a detriment to many COPS programs.

Scenario #2 - Optimistic:

Today, this reporter for the ABC Times will share with you the findings of his investigation into the depths of Community Oriented Policing Strategies (COPS) within the City of Tracy Police Department. The City of Tracy Police Department continues to promote its COPS philosophies, which drive many policies and programs within the agency, facilitating community input as to how public safety service is delivered in each community. More importantly, today, the community is directly involved in policing themselves. As opposed to being a voice, the public is a resource. Is this truly accurate? Or, is this merely politically correct talk that law enforcement agencies preach but do not practice?

Numerous interviews and hours of research have revealed that the City of Tracy Police Department has struggled in recent years to continue supporting COPS. This reporter discovered that the COPS philosophies were vacillating with local budgetary resources, as state and federal funding dried up. Moreover, with the rapid growth the City of Tracy is experiencing, a trend facing many California rural and suburban areas, simply providing adequate law enforcement services has become a challenge. This is due to far lower officer per capita numbers existing in rural and suburban communities like Tracy, as opposed to rural communities.

The City of Tracy, along with other small and mid-sized California law enforcement agencies representing rural and suburban communities, in the last year has been on the brink of abandoning the COPS strategy. Officials stated, “The traditional programs supporting the COPS philosophy are labor intensive, and when you are struggling to provide adequate service, it is difficult to continue with programs that seem to be niceties.” Officials explained that in the aftermath of the terrorist attacks of September 11, 2001, law enforcement was urged to get back to basics, which was believed to be the best manner to insure public security and safety.

Having nearly scrapped two decades of development in the COPS philosophy, City of Tracy law enforcement officials state that today there is a renewed vision and perspective on COPS. Department philosophy no longer focuses on the strategy of law enforcement engaging the public to work as a team in solving community problems. Rather, today, Tracy law enforcement officials state that the strategy has broadened and progressed engaging society, through collaborative efforts with law enforcement, to police themselves.

Sound silly? Not so fast. This reporter found that in many cities this new COPS is receiving great praise. The City of Tracy Police Department, along with other rural and suburban community law enforcement agencies, feel that the renewed perspective not only offsets the impacts of rapid growth on mid-sized law enforcement agencies and staffing levels, but truly allows the community to get involved in policing. An agency is able to deliver levels of service that would not otherwise be possible with available staffing levels. In essence, the law enforcement agencies are using COPS, originally designed as a crime prevention program, to help communities to help themselves, through self-policing. The idea of the community working with law enforcement to police themselves has brought about a lot of praise by citizens of these communities. Police Chief David Bacon is quick to point out “This is not to say that community

members are being tasked to strap on a gun and patrol the streets. Rather, they are being empowered to police themselves in areas that do not necessarily require a sworn police officer. Imagine, if you will, through a volunteer program, your Neighborhood Block Captain having the ability to handle minor parking complaints, youth activity complaints, or street crossing guard activities.” Sound interesting?

Scenario #3 - Pessimistic:

This week the California Department of Justice (DOJ) released shocking statistics, which reverberated throughout the nation, revealing that violent incidents per capita in the state’s suburban communities have exceeded the number of violent incidents in urban areas. The revelation by the DOJ has led many in the public sector to begin wondering what has brought about the onset of this new trend.

This reporter briefly peered deeper into the DOJ statistics and immediately discovered what Captain Jan Smythe of the Tracy Police Department says California law enforcement agencies have known for years: Police officer staffing levels per capita in suburban and rural communities fall well short of the average police officer per capita in urban communities. “Our department has not been able to find qualified individuals fast enough to fill staffing shortfalls,” Captain Smythe stated. She went on to point out that the interest level in the law enforcement profession is waning, citing the inability of communities to provide competitive salaries or affordable housing as a possible reasons for this lack of interest.

Abundantly apparent from the DOJ report was the high degree in which communities that recently transitioned from rural to suburban suffered from low police officer per capita ratios. One can easily wonder if there is nexus between police officer staffing per capita and violent

incidents of crime. When this question was posed to the state's Attorney General, the answer was a resounding, "Yes!"

Attorney General Roger Rudd was adamant that rural California was growing far too fast, with little or no oversight to insure that public safety infrastructure can support the growth. Mr. Rudd went so far as to infer that there might need to be some state growth regulation to control the mass movement of Californians to rural areas. He pointed out that many small to mid-sized law enforcement agencies throughout the state, overwhelmed by the issues of violent crime, have abandoned the highly touted COPS programs. He states that "The negative impact of abandoning the proactive concept of Community Oriented Policing is just beginning to come to light with the release of these statistics." Unfortunately, he predicts that violent crimes will continue to increase unless immediate steps are taken to halt the current trends.

Summary

Much of what has been discussed in this chapter is conjecture based on forecasting completed by members of a Nominal Group Technique panel and the literary license used in developing the normative, optimistic, and pessimistic scenarios. The primary intention of this chapter, however, has been to peer into the future, through these contemporary processes, in an attempt to weigh the impacts that rapid urbanization will have on COPS in a mid-sized city in California by the year 2008.

Oddly, the Nominal Group Technique panel became overly consumed by events and trends that were primarily negative as related to the impact upon society. The panel did not consider trends or events that were positive in nature, such as the potential of the stock market increasing in value by 20% overnight, or a peace accord in the middle east that would bring about democracy there as a standard form of government. The Nominal Group Technique panel

could have been more effective in forecasting future impacts of rapid urbanization had the panel been more diverse in their thought processes. However, in light of the recent terrorist attacks on America, this is understandable.

The futures forecasting of the Nominal Group Technique panel suggests that rapid urbanization will have tremendous impacts on COPS efforts in mid-sized California law enforcement agencies. More importantly, forecasting by the panel revealed just how susceptible COPS is to events abroad. Although COPS has proven to be a popular and effective program in serving the needs of society, as they related to law enforcement, the NGT revealed that in many cases COPS programs are viewed as a nicety and not essential to a community.

The Nominal Group Technique panel, at times, seemed to be in conflict with some of its forecasts. As mentioned in the previous paragraph, the panel seemed to forecast the future of COPS in communities experiencing rapid urbanization as a nicety. However, the panel also forecasted COPS as a means for law enforcement to cope with the impacts of rapid urbanization. The panel specifically discussed COPS programs being utilized to forge partnerships with communities that will serve to create an environment where community and law enforcement work together in offsetting the impacts on law enforcement by rapid urbanization. In effect, law enforcement agencies would serve the community through a philosophy of “helping the community to help themselves,” thus COPS serves as a platform for law enforcement to provide adequate, or in some cases increased, levels of service with fewer officers per capita.

It is clear that rapid urbanization will have a tremendous impact on COPS in mid-sized law enforcement agencies in California by 2008. There seemed to be no question that California will continue to experience growth and, given information researched and discussed in chapter one which suggests that much of that growth will occur in rural and/or suburban communities,

the growth could very well be detrimental to COPS programs. However, through the futures forecasting process completed in this chapter, one could draw the opinion that COPS should be viewed as the tool that law enforcement will have to offset the impacts of rapid urbanization. In fact, this very recommendation was discussed by the Nominal Group Technique panel as the process drew to a close.

In the next chapter, a strategic plan will be discussed to insure that COPS in mid-sized law enforcement agencies experiencing rapid urbanization is retained and utilized to offset the negative impacts of growth.

CHAPTER THREE

STRATEGIC PLANNING

Introduction

Through information revealed and discussed in the previous chapters, it is reasonable to conclude that rapid urbanization of rural and small suburban communities in California will continue through the year 2008. Through this rapid urbanization, mid-sized law enforcement agencies in these communities will continue to be challenged to provide adequate service levels with resources that lag behind growth. The research completed thus far in this project suggests that the impacts of rapid urbanization on mid-sized law enforcement agencies will likely result in the abandonment of COPS philosophies in those agencies. Generally speaking, research indicates that COPS is viewed by many mid-sized law enforcement agencies as a nicety, requiring increased staffing levels that simply cannot be sustained without outside financial resources.

Within this chapter, a strategic plan will be outlined that retains COPS within agencies experiencing rapid urbanization. The plan will focus on COPS from a different perspective; one that utilizes COPS as a tool for mid-sized law enforcement agencies to do more with less. The plan will utilize the COPS philosophy in a manner that allows law enforcement agencies to engage their community to help police themselves, thus allowing the agency to provide levels of service that would otherwise not be provided with existing staffing. Essentially, the strategic plan will focus on mid-sized law enforcement agencies transitioning to a COPS strategy that engages the community to take the next step – being actively involved in the policing of their communities.

To this date, the majority of COPS strategies involve programs, staffed by law enforcement officers, that are designed to reach out to the community providing them a voice in solving community problems, as well as a say in how their community is policed. This plan will turn that voice into action. Through volunteerism, the partnership forged between communities and their law enforcement agencies will be utilized to empower citizens to actively police the community in those services that do not necessarily require law enforcement officers. This will realign COPS, allowing it to be utilized as a multi-faceted tool which not only serves as a crime prevention and/or a community relation's tool, but that provides tangible police services to the community, by the community.

Before developing the strategic plan, it is essential that the purpose and components of the plan be understood. A strategic plan is a management tool that looks at tomorrow's problems, rather than today's. It is a tool that attempts to resolve a situation or problem, rather than the symptoms of that situation or problem. It serves to focus the energy of an organization, insuring that efforts and resources expended by the organization are focused and unified in their application. In short, strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it, with a focus on the future.

The process of developing a strategic plan is disciplined in that it calls for a certain order and pattern to keep focused and productive. The plan utilizes a model agency, in this case the City of Tracy, and then provides a situational analysis of both environmental and organizational impacts. This analysis focuses on external threats and opportunities coming from the environment surrounding the organization and strengths and weaknesses within the organization itself. The plan will provide a stakeholder analysis, identifying who is impacted by this strategy,

what issues/concerns relate to the plan, and finally identification of those stakeholders who will be critical to the success of the plan. Next, the plan will clearly identify the objectives, specifically detailing what will be accomplished. Multiple strategies will be proposed, outlining both the positive and negative aspects of each strategy. The final component of the strategic plan will include recommendations as to which strategy should be implemented, with an evaluation method outlined to determine if the recommended strategy is succeeding.

Strategic Plan

In developing this strategic plan, the City of Tracy Police Department will once again be utilized as the case study for this project. Although in both chapters one and two, detailed information is provided describing the City of Tracy and the rapid urbanization that it has experienced, the following synopsis of that information is offered. The City of Tracy, California, is currently a community of 70,000, growing from a population of 44,500 just five years ago. In 1997, the department staffed 45 sworn police officers to serve the community. The past five years have resulted in controlled and measured growth of the department that now staffs 72 sworn police officers. Many of these officers were initially employed through state and federal grant programs supporting COPS strategies and programs. For the purposes of this plan, it is assumed that population estimates in the City of Tracy for 2008 will reach 90,000. Based on current officer per capita staffing levels, police officer staffing levels in 2008 will be projected at 95.

The COPS strategy in Tracy will be taken to its next generation. Through a structured and closely managed citizen volunteer program, citizens will be empowered to perform certain functions of policing that are currently delivered through the services of sworn police officers. Many of the services will be quality of life issues that greatly impact the community, but yet

draw a fairly low priority by the department because of staffing limitations, which are primarily consumed by higher priority criminal offenses. Thus, the results will be: the community experiencing an increased level of service in quality of life issues, police officers having more time to effectively and proactively focus on criminal offenses, and the community and police department becoming one. This will reflect the ultimate collaborative approach to policing a community, one which none of the current COPS strategies have attained. This is not just a philosophy that touts itself as being community oriented; it is, rather, a program comprised of the community. More importantly, it is a program that delivers a public safety service, rather than a program that requires public safety services.

Police services that will be delivered to the community, by the community, are: parking enforcement, reporting of misdemeanor cases having no suspects, vehicle abatement, school ground patrols, retail center foot patrols, neighborhood living conflicts such as barking dogs, speed monitoring in residential developments, non-injury collision reporting, graffiti reporting and abatement, and traffic control for community events. Currently, all of these service demands fall on the sworn personnel of the Tracy Police Department and have traditionally competed for staffing with traditional COPS programs that were designed to engage the community. The collaborative effort will retain a COPS strategy in Tracy, while supplementing the ability of the city to offset the impacts of rapid urbanization on police services, because COPS will now be a resource in delivering police services, rather than a demand upon the services – it will be self-sustaining.

Situational Analysis

The situational analysis will employ the “SWOT” analysis method, which evaluates the potential environmental (external) and organizational (internal) impacts on the proposed strategic

plan. The impacts will be evaluated by examining the strengths, weaknesses, opportunities, and threats that exist, as they relate to the proposed plan. These factors will be viewed by applying the “STEEP” (Social, Technological, Environmental, Economic, Political) concept to each of these areas, ensuring that every consideration is given.

Strengths: Management in both the city and police department are contemporary intellectual leaders who are experienced in transformational leadership. The police department prides itself as one that is on the cutting edge and not afraid of change. This attitude is consistent from top to bottom of the organization. The organization’s leaders are risk takers and are supported by the first line supervisors. Change within the organization has been previously embraced and viewed as progressive.

Weaknesses: The police officers union could see this program as one that will prevent additional officers from being hired. There may also be concern by the police union that if the program proves successful, citizen volunteers replacing sworn officers could be viewed as a potential strategy for balancing budget deficits.

Opportunities: The strategic plan, which facilitates the community working side-by-side with police officers, in policing the community, clearly brings about a collaborative between the community and law enforcement never previously achieved in Tracy. The experience citizens would gain in delivering law enforcement services would allow them to understand emerging issues in the community better than ever before, and, even more importantly, citizens would become promoters of their law enforcement agencies. The other side of this opportunity will be gleaned from police officers working closer than ever with citizens, allowing the officers to learn firsthand what is really important to the community. This will allow service models to be developed that will focus on what the public sees as the priority for law enforcement.

Threats: Threats to the program exist in the potential of a community member overstepping their authority as citizens working in law enforcement, resulting in the city being exposed to increased liability.

Stakeholder Analysis

A stakeholder analysis is a technique used to identify and assess the importance of key people, groups of people, or institutions that may significantly influence the success of the plan proposed herein. The stakeholder analysis is used to anticipate the kind of influence, positive or negative, these groups will have on the plan and help to develop strategies to get the most effective support possible for the plan and reduce any obstacles to successful implementation of the program.

Stakeholder Analysis Matrix:

Table 3.1 Stakeholder Analysis

Stakeholder	Stakeholder Interest(s) in the Project	Assessment of Impact	Potential Strategies for Obtaining Support or Reducing Obstacles
City Council	Political / adequate service levels.	High	City Manager must secure Council support in Developing the policing strategy.
City Manager	Political / Adequate service levels / Employee Union acceptance	High	City Manager must be brought on board at infancy stage to insure he/she is willing to support program.
P.D. Employee Unions	Personal	High	Employee unions must support the program and aid in its development and presentation to the public.
Community	Safety / Service Level	Moderate	A community panel must be included at the development stages to attain early buy in.
Business Community	Safety / Service Level	Moderate	The business sector must be represented on the community panel.
School District	Safety / Service Levels	Moderate	School representation must be included at community panel
Chamber of Commerce	Safety / Service Levels	Moderate	Chamber CEO must be included at community panel.
County District Attorney	Impact on prosecutable cases	Low	Confer with D.A. on any impacts the program may have on prosecution of cases.

The stakeholder analysis matrix provides a visual aide to determine who is impacted by the proposed plan, as well as who could affect the plan. From the analysis, it is clear that the

critical stakeholders are inclusive of all that are impacted, or may impact the plan. For that reason, the plan must be carefully developed through stages that include input of all stakeholders. Groups or individuals who may have an opposing influence that was not projected or considered are referred to as “snail darters.” Because every plan has the potential of being impacted by these snail darters that may not have been considered, or were overlooked in the analysis process, the approach taken to guard against these unforeseen influences would be to review and update, on a regular basis, the stakeholders list. This review will be completed with the input of those individuals and groups that were initially identified as stakeholders.

Expectations are that the community will receive an increased level of personalized service that brings citizens together as a community, being fully knowledgeable of community problems. Concerns lie in the fact that citizen involvement in the program will require careful scrutiny to insure that the wrong person is not empowered to take advantage of others, and that citizens are not placed in harm’s way. The desired outcome of the program is that a new generation of COPS will emerge, bringing the community together, while providing the police department with additional resources to offset the impacts of rapid urbanization that could otherwise result in the abolishment of COPS. A secondary benefit of the program surfaced through the recent terrorist attacks on this country. The new COPS program will not only allow citizens to attain a comfort level through association with public safety, but it will also empower them to impact the level of safety that is provided to the community.

Objectives

This strategy, which empowers citizens in the community of Tracy to participate in policing their community, is a vision that takes the theory of COPS to a new level. It will usher in a new era of policing, enacting a truly collaborative approach, rather than a series of programs

espousing a collaborative approach. More importantly, however, is the vision of sustaining COPS in the City of Tracy, while offsetting the impacts of rapid urbanization, which is projected to ultimately result in the demise of COPS.

Alternative Strategies

When considering alternative strategies, there are only two other alternatives. Alternative one is to do nothing. It is clear, through the information revealed in this project for mid-sized law enforcement agencies in California experiencing rapid urbanization, doing nothing is likely to result in the termination of COPS out of the necessity to maintain adequate service levels.

The second alternative strategy would be to adopt, through formal City Council processes, COPS as the model for delivering law enforcement services to the community of Tracy. It is, however, understood that this option would come with significant cost ramifications. It is estimated that this alternative would require an immediate augmentation of seven police officers, representing an ongoing annual cost of nearly \$750,000. Although expensive, the community would continue to benefit. The greatest obstacle to this alternative is the cost. In the case of the City of Tracy, the city's general fund could not bear these costs without some form of supplemental taxation to the community, such as a public safety tax, expressly for the purposes of supporting the COPS program. Based on the history of the public's feelings toward additional taxes, it is likely that the community of Tracy would not support a public safety tax to support this alternative strategy.

The vision explored in this chapter is one of a collaborative effort between citizen volunteers working side-by-side with police officers to create a new generation of COPS. By empowering local citizens to police themselves, the objective of providing an increased level of

security and safety in the community is an attainable goal, limited only by the possibility that rapid urbanization may impact the city so greatly as to cause the program to be abandoned.

Chapter Four will address the implementation of the new generation of COPS. An identification of roles and responsibilities will be defined, as well as a discussion of a commitment plan to be utilized to insure the success of the program. A commitment chart and a responsibility chart will be introduced to clarify issues to be addressed by the police department, city staff, and the community.

CHAPTER FOUR

TRANSITION MANAGEMENT

Implementation

This new generation of Community Oriented Policing Services will be implemented through a careful waltz of the critical mass previously identified. It is critical for everyone to understand his/her role and responsibilities.

The implementation will generally be initiated by the chief of police and department command staff meeting with the city manager to facilitate a formal presentation proposing the COPS strategy that engages the community to participate in collaborative policing. The presentation will obviously focus on cause and effects, which have been detailed in previous chapters, in order to create a sense of urgency around the issue. It is this very sense of urgency that will provoke the city manager to informally query the city council. Obviously, this initial inquiry will be followed with a formal presentation to Council during a closed session.

Once having received the support of the city manager and city council, the police department will begin meeting with the identified stakeholders individually, inquiring as to their opinions, concerns, and interest levels in the program. The stakeholders should be provided with the alternative strategies so they are fully aware of available options. At this same time, stakeholders should be challenged to broaden the stakeholder list from their point of view.

At this point, the police department will possess adequate stakeholder input to determine whether to proceed to the next step. That step will involve obtaining community input/feedback on the strategy. The community will need to be armed with full details of the situation that has led to the development of the strategy, as well as alternative strategies. If, in fact, there is the level of excitement and support that is believed to exist in the community for such a program, the

police department should proceed slowly to avoid overlooking anyone who may be an unidentified stakeholder, also standing ready for that “snail darter” who may not have been previously identified.

Commitment Planning

A commitment plan is a strategy, described in a series of action steps, devised to secure the support of the critical mass, individuals and/or groups that are critical to the change effort. The steps in developing a commitment plan include: identifying the critical mass whose commitment is needed, refining that list to the essential critical mass to ensure the effectiveness of the change, and developing a plan to attain the commitment of that critical mass. Depicted below is a commitment chart that identifies the critical mass and depicts the commitment required by each for this issue:

Table 4.1 Commitment Chart

Key Players	<i>No Commitment</i>	<i>Let It Happen</i>	<i>Help It Happen</i>	<i>Make It Happen</i>
Mayor	X	O		
City Manager	X		O	
Chief of Police				OX
P.O.A. President	X			0
District Attorney	OX			
Chamber CEO	X		0	
School District Superintendent	X	O		
Patrol Sergeants			OX	
Command Staff				OX
City Attorney	X		0	

X = Present degree of commitment. O = Minimum commitment required.

As depicted in the chart, it is clear that, with the exception of the chief of police and command staff, the remaining individuals of the critical mass require a higher level of commitment to insure the success of the change. The district attorney has no impact on the change. In order to attain the necessary commitment from the city manager and mayor, a full

presentation on the program, depicting how it will serve the department, as well as the community overall, should be fairly effective in attaining their full commitment. However, the presentation must contain some insight into the overarching political ramifications that come with the program, as these issues will weigh heavily in attaining support.

One of the largest movements in commitment will have to come from the police officer unions. Because there will be a high degree of concern regarding loss of police officer jobs and/or a tool for future budget cuts, there will need to be some assurances and agreements early on from the city manager that this is not the case. It could very well be a situation that will call for a side letter agreement to the police officer memorandum of understanding.

Responsibility Planning

As previously mentioned, this implementation can only be successful if everyone understands the roles and responsibilities they assume in effecting this change. Described in previous sections of this chapter, the roles of stakeholders and the critical mass implementing the change has been explored. The following table now takes the implementation a step further and identifies responsibilities required to attain success in the implementation of the change. The charting of responsibilities is done to reduce ambiguity, wasted energy, and adverse emotional action between individuals or groups whose relationships are affected by the change.

Table 4.2 Responsibility Chart

Decisions or Acts	Mayor	City Manger	Chief of Police	Command Staff	P.O.A. President	District Attorney	Chamber CEO	School District Sup.	Patrol Sergeants	Command Staff	City Attorney
Sell to City Council	R	R	S	S	S	-	S	S	S	S	S
Develop program participation guidelines	-	I	S	R	I	-	-	-	I	S	S
Gain union approval	-	I	R	S	S	-	-	-	S	S	-
Gain public support	S	S	R	S	S	-	S	S	S	S	-
Gain business sector support	S	S	R	S	S	-	S	-	-	S	-
Community outreach	I	I	S	R	S	-	S	-	S	S	-
Legal Support	I	I	S	S	-	S	-	-	-	-	R

R = Responsibility (not necessarily authority), A = Approval (right to veto), S = Support (put resources toward), I = Inform (to be consulted before action), - = Irrelevant to this item

In reviewing the charting of responsibilities, those of the city manager and mayor are essential to the onset of the change. However, the responsibilities of the police chief are monumental and will make or break the successful implementation of the change. The support role that the remaining staff within the police department will play will be just as important.

Evaluation

In order to insure that implementation of the change to the new COPS strategy is progressing smoothly, an evaluation process is necessary. In this case, the evaluation process will take the form of progress meetings with both the critical mass implementing the change and the stakeholders impacted through the change. The measurement of success will be attained through the energy level displayed by the involved individuals, as well as their success in maintaining a sense of urgency, which will keep the process moving.

In addition to this, a secondary evaluation method will be achieved through weekly updates of the commitment and responsibility charting. The charting will be utilized to insure

that commitments and responsibilities are being met. As problems arise, the charts will be adjusted accordingly.

Chapter five will summarize the findings brought to light during the course of this project. A case will be made to carry the COPS program to a new, expanded level, enabling the police department to serve the community more effectively through the empowerment of its citizens.

CHAPTER FIVE
FINDINGS AND CONCLUSIONS

Summary

This research has brought to light the potential impacts that rapid urbanization will have on COPS strategies within mid-sized law enforcement agencies in California by the year 2008. It is clear that the impacts will likely result in these agencies abandoning COPS. Abandonment of the COPS strategy will result out of the necessity of these agencies having to meet increased service demands, with officer per-capita staffing levels far reduced from those when COPS was originally adopted by their agencies.

California has and will continue to experience the majority of growth in rural and suburban communities. Unlike other states in this country, residents of California have an unquenchable desire to move away from urban communities, rebuffing the theories of demographers that suggest that society is evolving toward urban areas. This is resulting in a continued rapid urbanization of rural and suburban communities. Research also suggests that there is no indication that this trend is likely to end in the next eight to ten years.

The rapid urbanization of rural and suburban communities is having a tremendous impact on mid-sized law enforcement agencies serving these communities. Over the past six to eight years, state and federal grant programs have subsidized COPS strategies adopted in many of these communities, which have allowed the law enforcement agencies to advance and develop through this resource. However, with the lack of ongoing funding, these same mid-sized law enforcement agencies are now struggling to offset the increased demands caused by the population explosions within their communities. The pressures to meet service needs are resulting in the potential of COPS being abandoned, in exchange for meeting basic service

demands. Although effective, the COPS strategy is beginning to be viewed as a nicety, that really yields no tangible service. There is no argument regarding its effectiveness, but in the context of want versus needs, it is seen as a want by many of these agencies.

Recommendations

It is recommended that the City of Tracy pursue implementation of the COPS strategy in an effort to preserve community oriented policing, which has been the foundation that has developed community relations between its police department and community. No attempt should be made to retain any type of COPS that is solely based on a philosophy that is serviced with words and no tangible efforts.

In the case of mid-sized law enforcement agencies experiencing rapid urbanization, many of these agencies, including the City of Tracy, are being forced in the direction of COPS by the adoption of philosophy over meaningful programs that yield a service to the community. This is obviously occurring because agencies must provide basic levels of police service to exploding populations.

Conclusions

COPS is a policing strategy that has proven to be effective. It is a strategy that serves to unite the community and their law enforcement agency, facilitating a collaborative approach in resolving community problems, deterring crime and effectively making the community and law enforcement one. However, these are philosophical gains, not necessarily tangible services, which have become the issue for many of the mid-sized law enforcement agencies in California experiencing rapid urbanization. Therefore, the approach of transitioning COPS to the next level will be its savior. COPS must be expanded to provide both programs that embrace the community in the philosophical sense and tangible programs that empower the community to

police themselves, working hand-in-hand with law enforcement to serve the community. This new generation of COPS will equip mid-sized law enforcement agencies in California, which are experiencing rapid urbanization, with the ability to meet service demands while retaining a COPS philosophy.

APPENDIX A

NGT Panel Members

The participants were:

Juan Espinoza, Police Lieutenant
City of Tracy

Cindy Estruth, Community Volunteer
City of Tracy

Rebecca Frame, Director of Student Services
Tracy Unified Schools

Susan Johnston, Head Librarian
San Joaquin County Library
Tracy Branch

Oz Jungagwa, Ph.D., Computer Engineer
Sun Microsystems

Larry Santos, Senior Probation Officer
San Joaquin County Probation Department

Mark Senkle, Police Lieutenant
City of Pleasanton

Kevin Tobeck, Deputy Director of Public Works
City of Tray

Debbie Vertar, Police Commander
California Highway Patrol

APPENDIX B

NGT

TRENDS

October 3, 2000

- Level of non-English speaking ethnic groups
- Demand on recreational and cultural facilities
- Registered vehicles per capita
- Level of ethnic diversity changes
- Time span between needs for services and availability of funding
- Equipment/facility demands to meet population demands
- Shared vision between community agencies
- Interest level in law enforcement professions
- Volunteerism involvement per capita
- Contemporary training needs for public employees
- Number of gang related crimes
- Time lapse in law enforcement hiring process compared to existing need
- Number of complaints regarding service expectations
- Society's expectation of the criminal justice system
- Civilianization of law enforcement duties driven by police officer salaries
- Disparity of city services between new and old sections of city driven by tax dollars from residents
- Greater accountability of city government by community demands/expectations
- Accessibility to drugs and variety by community

- Youth programs per youth capita
- Number of legislative mandates driven by urban recognition
- Technological advances for solving urbanization problems
- Number of officers per capita
- Median housing cost

APPENDIX C

NGT EVENTS October 3, 2000

- Use of force incident
- Large retail center closes
- Passage of public safety tax
- Large fire in town (mall, city blocks)
- HAZMAT spill resulting in evacuation and major injuries
- Child kidnap/murder
- Public safety labor dispute
- Electrical power blackout
- Local terrorist cell revealed
- Legalization of controlled substances
- Water shortage – allocation cut 50%
- Gang-related shooting on school campus
- Riot at sporting event
- Collapse of major traffic route
- Road rage murder
- KKK relocates national headquarters to city
- Race based case of excessive force
- 8.0 earthquake
- Entertainment event resulting in riot

- Gang fight on campus
- Loss of water treatment facility
- White flight from traditional schools – voucher law passed

APPENDIX D

TREND TABLES

TREND 1

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	75	100	150	200	10
Cindy Estruth	50	100	150	150	9
Rebecca Frame	30	100	200	150	9
Oz Jungagwa	30	100	200	200	8
Susan Johnston	50	100	175	250	8
Larry Santos	50	100	200	250	9
Mark Senkle	100	100	150	100	8
Kevin Tobeck	50	100	150	125	7
Debbie Vertar	30	100	200	150	9
Median	50	100	175	150	9

TREND 2

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	75	100	150	200	7
Cindy Estruth	50	100	150	300	5
Rebecca Frame	50	100	200	300	9
Oz Jungagwa	100	100	300	400	9
Susan Johnston	100	100	100	100	8
Larry Santos	85	100	150	350	10
Mark Senkle	90	100	200	400	9
Kevin Tobeck	75	100	200	300	8
Debbie Vertar	75	100	500	900	10
Median	75	100	200	300	9

TREND 3

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	75	100	200	400	9
Cindy Estruth	50	100	150	300	8
Rebecca Frame	50	100	200	300	9
Oz Jungagwa	50	100	250	400	7
Susan Johnston	50	100	200	300	8
Larry Santos	50	100	150	200	7
Mark Senkle	75	100	250	250	7
Kevin Tobeck	75	100	150	200	8
Debbie Vertar	50	100	250	300	7
Median	50	100	200	300	8

TREND 4

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	100	100	100	100	5
Cindy Estruth	100	100	150	150	8
Rebecca Frame	100	100	150	150	9
Oz Jungagwa	100	100	150	150	6
Susan Johnston	150	100	150	100	6
Larry Santos	75	100	100	100	6
Mark Senkle	75	100	125	150	7
Kevin Tobeck	100	100	150	150	7
Debbie Vertar	100	100	200	200	6
Median	100	100	150	150	6

TREND 5

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	50	100	300	300	8
Cindy Estruth	100	100	250	300	8
Rebecca Frame	100	100	200	300	9
Oz Jungagwa	75	100	200	200	9
Susan Johnston	75	100	200	200	8
Larry Santos	75	100	200	200	7
Mark Senkle	75	100	200	200	7
Kevin Tobeck	75	100	200	250	9
Debbie Vertar	75	100	300	200	9
Median	75	100	200	200	8

TREND 6

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	50	100	400	200	10
Cindy Estruth	75	100	200	200	10
Rebecca Frame	100	100	400	500	10
Oz Jungagwa	100	100	300	200	8
Susan Johnston	100	100	200	200	8
Larry Santos	75	100	300	150	8
Mark Senkle	100	100	200	200	10
Kevin Tobeck	100	100	200	200	9
Debbie Vertar	100	100	200	200	9
Median	100	100	200	200	9

TREND 7

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	25	100	100	50	8
Cindy Estruth	25	100	50	25	7
Rebecca Frame	50	100	100	25	8
Oz Jungagwa	25	100	50	25	7
Susan Johnston	50	100	100	25	7
Larry Santos	50	100	100	50	6
Mark Senkle	25	100	50	50	7
Kevin Tobeck	25	100	50	25	6
Debbie Vertar	50	100	50	50	8
Median	25	100	50	25	7

TREND 8

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	90	100	150	300	7
Cindy Estruth	75	100	150	200	8
Rebecca Frame	20	100	150	200	8
Oz Jungagwa	75	100	200	250	8
Susan Johnston	75	100	200	250	8
Larry Santos	85	100	150	200	8
Mark Senkle	75	100	100	75	6
Kevin Tobeck	75	100	150	150	6
Debbie Vertar	50	100	200	200	8
Median	75	100	150	200	8

TREND 9

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	75	100	200	150	8
Cindy Estruth	50	100	100	150	6
Rebecca Frame	50	100	200	200	8
Oz Jungagwa	100	100	150	200	8
Susan Johnston	50	100	150	150	6
Larry Santos	75	100	150	75	6
Mark Senkle	75	100	200	300	7
Kevin Tobeck	75	100	150	150	7
Debbie Vertar	100	100	150	100	6
Median	75	100	150	150	7

TREND 10

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	75	100	200	250	8
Cindy Estruth	50	100	100	150	8
Rebecca Frame	50	100	200	100	8
Oz Jungagwa	100	100	150	250	8
Susan Johnston	75	100	200	200	8
Larry Santos	100	100	300	400	10
Mark Senkle	75	100	200	200	7
Kevin Tobeck	90	100	150	125	7
Debbie Vertar	110	100	300	100	7
Median	75	100	200	200	8

TREND 11

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	75	100	200	300	10
Cindy Estruth	75	100	100	300	8
Rebecca Frame	75	100	150	200	9
Oz Jungagwa	75	100	200	200	8
Susan Johnston	75	100	200	200	8
Larry Santos	100	100	200	250	9
Mark Senkle	100	100	250	300	9
Kevin Tobeck	100	100	150	300	8
Debbie Vertar	100	100	250	350	9
Median	75	100	200	300	9

TREND 12

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
John Espinoza	50	100	100	150	7
Cindy Estruth	60	100	150	200	5
Rebecca Frame	50	100	200	200	5
Oz Jungagwa	50	100	200	300	5
Susan Johnston	50	100	75	100	2
Larry Santos	25	100	50	75	2
Mark Senkle	75	100	150	200	7
Kevin Tobeck	50	100	100	150	5
Debbie Vertar	75	100	150	200	8
Median	50	100	175	200	5

APPENDIX E

EVENT TABLES

Event 1

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	4	75	90	-4
Cindy Estruth	7	0	90	-7
Rebrecca Frame	7	0	60	-4
Oz Jungagwa	5	75	100	-2
Susan Johnston	5	50	50	-2
Larry Santos	7	0	50	-4
Mark Senkle	7	0	90	-5
Kevin Tobeck	5	75	75	-4
Debbie Vertar	7	0	100	-5
Median	7	0	90	-4

Event 2

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	6	0	50	-2
Cindy Estruth	8	0	40	-3
Rebrecca Frame	15	0	20	-2
Oz Jungagwa	10	0	0	-1
Susan Johnston	10	0	20	-2
Larry Santos	8	0	40	-1
Mark Senkle	6	0	40	-2
Kevin Tobeck	6	0	20	-2
Debbie Vertar	10	0	50	-1
Median	8	0	40	-2

Event 3

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	5	50	100	10
Cindy Estruth	5	50	80	8
Rebecca Frame	5	50	100	10
Oz Jungagwa	4	60	75	8
Susan Johnston	4	50	80	6
Larry Santos	4	80	100	8
Mark Senkle	7	0	50	9
Kevin Tobeck	6	0	50	8
Debbie Vertar	2	50	80	7
Median	5	50	80	8

Event 4

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	1	25	50	-7
Cindy Estruth	2	10	25	-7
Rebecca Frame	1	25	50	-8
Oz Jungagwa	1	50	50	-1
Susan Johnston	8	0	20	-8
Larry Santos	2	15	25	-5
Mark Senkle	1	25	50	-2
Kevin Tobeck	3	25	50	-1
Debbie Vertar	1	50	75	-8
Median	1	25	50	-7

Event 5

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	5	10	25	-2
Cindy Estruth	6	0	10	-3
Rebecca Frame	8	0	15	-4
Oz Jungagwa	10	0	15	-1
Susan Johnston	6	0	15	-4
Larry Santos	5	5	10	-3
Mark Senkle	5	15	30	-4
Kevin Tobeck	6	0	15	-2
Debbie Vertar	10	0	2	-1
Median	6	0	15	-3

Event 6

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	5	10	10	3
Cindy Estruth	5	5	10	3
Rebecca Frame	5	0	25	-2
Oz Jungagwa	1	20	20	-3
Susan Johnston	5	5	5	1
Larry Santos	4	20	25	-2
Mark Senkle	1	1	1	5
Kevin Tobeck	10	0	5	-3
Debbie Vertar	3	10	20	-6
Median	5	5	10	-2

Event 7

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	4	10	25	-4
Cindy Estruth	2	25	50	1
Rebecca Frame	1	10	25	-2
Oz Jungagwa	4	10	25	-3
Susan Johnston	3	30	30	0
Larry Santos	3	25	35	-5
Mark Senkle	2	10	15	5
Kevin Tobecl	3	50	50	0
Debbie Vertar	1	25	50	0
Median	3	25	30	0

Event 8

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	10	0	5	-8
Cindy Estruth	10	0	5	-8
Rebecca Frame	7	0	10	-8
Oz Jungagwa	8	0	5	-8
Susan Johnston	10	0	5	-7
Larry Santos	10	0	10	-9
Mark Senkle	7	0	10	-7
Kevin Tobecl	10	0	5	-3
Debbie Vertar	10	0	2	-8
Median	10	0	5	-8

Event 9

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	10	0	5	-5
Cindy Estruth	10	0	15	-5
Rebecca Frame	10	0	10	-10
Oz Jungagwa	5	5	25	-5
Susan Johnston	7	0	20	-3
Larry Santos	5	10	25	-5
Mark Senkle	10	0	2	-8
Kevin Tobeck	5	5	15	-3
Debbie Vertar	10	0	20	-10
Median	10	0	15	-5

Event 10

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	8	0	15	-2
Cindy Estruth	5	0	15	-1
Rebecca Frame	5	15	25	-3
Oz Jungagwa	10	0	15	
Susan Johnston	4	15	20	-1
Larry Santos	7	0	10	-2
Mark Senkle	5	2	10	-1
Kevin Tobeck	5	20	40	0
Debbie Vertar	5	2	5	1
Median	5	2	15	-1

Event 11

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	3	30	30	-8
Cindy Estruth	3	20	25	-8
Rebecca Frame	5	15	20	-7
Oz Jungagwa	5	15	25	-9
Susan Johnston	3	20	25	-7
Larry Santos	2	25	35	-8
Mark Senkle	5	15	20	-8
Kevin Tobeck	5	10	20	-7
Debbie Vertar	1	30	30	-9
Median	3	20	25	-8

Event 12

	Year >0	+5 Years	+10 Years	Impact (1-10)
John Espinoza	1	2	5	-2
Cindy Estruth	5	2	10	-1
Rebecca Frame	1	5	7	-9
Oz Jungagwa	1	5	10	
Susan Johnston	5	5	5	-1
Larry Santos	6	0	5	-2
Mark Senkle	7	0	5	3
Kevin Tobec	5	5	5	-1
Debbie Vertar	1	0	5	0
Median	5	2	5	-1

ENDNOTES

- ¹ United Nations, Report on Urbanization and Migration, 12
- ² U.S. Department of Commerce, Economics and Statistics Administrations, Statistical Abstract of the United States, 723-725
- ³ International Development Information Center, Global Urbanization: Towards a better Understanding, 3
- ⁴ U.S. Census Bureau, Population Division, 1990-2000 Census, 231
- ⁵ Trefil, James, "A Science of the City," Anchor Books Publishing, New York 2000, 117
- ⁶ Duany, Andres, "Suburban Nation," North Point Press, 1999, 81
- ⁷ U.S. Department of Commerce, Economics and Statistics Administrations, Statistical Abstract of the United States, 843-861
- ⁸ U.S. Census Bureau, 231
- ⁹ American Demographics Magazine, March 2000 edition
- ¹⁰ League of California Cities, Western City Magazine, "Housing, Land Use and Local Control," 5
- ¹¹ Bay Area Sunday Times Newspaper, "Density will determine destiny of housing debate for East Bay," 1
- ¹² United Nations Report, 12
- ¹³ The Futurist Magazine, "Cities Rated Safer Than Suburbs," 11
- ¹⁴ Tracy Tomorrow 2000 and Beyond, A Strategic Plan for the Future of Tracy, prepared by the City of Tracy, November 2000
- ¹⁵ Patterson, Jefferey, "COPS: Learning the Lessons of History," 2001, 144

BIBLIOGRAPHY

California Attorney General's Office, A National Evaluation Of The Effect Of COPS Grants From 1994 To 2000, December 2001

Diaz, Fred, City Manager, City of Tracy. Interview by Author

Duany, Andres, "Suburban Nation", North Point Press, 1999

Gay, Kathlyn, "Changing Families", Enslow Publishers, 2001

Howard, Michael, "The Oxford History of the Twentieth Century", Oxford University Press, 1998, 331-344

International Development Information Center, Global Urbanization:Toward a Better Understanding, <http://www.acdi-cida.gc.ca>

Kochan, Thomas A. and Michael Useem, Transforming Organizations. Oxford University Press, New York, 1992

Patterson, Jefferey, "COPS: Learning the Lessons of History", Brandon Publishing, 2001

Redburn, Ray, ET Al. Confessions Of Empowering Organizations: Who's Doing It And How. Cincinnati Association For Quality and Participation, 2001

Rothwell, William, Et. Al.. Practicing Organizational Development: A Guide For Consultants. Pfeiffer & Company, San Diego 1995

Schiraldi, Vincent, "Building Blocks for youth.", Executive Summary on Youth, Race & Crime, United States Youth Law Center, April 2001

Stren, Richard, The Challenge of Urbanization for Development Assistance, New York Publishing, 1998

Tracy Tomorrow 2000 and Beyond, A Strategic Plan for the Future of Tracy, prepared by the City of Tracy, November 2000

Tracy Urban Management Plan, 2001

Trefil, James, "A Science of the City", Anchor Books Publishing, New York 2000

United Nations, World Urbanization Prospects, Update Report 2000

United Nations, World Urbanization Prospects, 1990

U. S. Census Bureau, Population Division, 1990-2000 Census, 278

United States Department of Commerce, Statistical Abstract of the United States, 119th Edition,
16-46

United States Department of Justice, Excellence in Problem-Oriented Policing, November 2001

United States Department of Transportation, Report To Congress – Safe Communities, July 1999