

HOW WILL PERSONNEL SHORTAGES IMPACT LAW
ENFORCEMENT'S RESPONSE TO CALLS FOR SERVICE IN A MID-
SIZED AGENCY BY 2008?

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

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

Defining the future differs from analyzing the past because the future has yet to occur. 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 is influencing the future through creativity, constraint and adaptation. A futures study points the way.

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CHAPTER ONE

ISSUE IDENTIFICATION

Introduction

Defining the role of police is much more than chronicling the history of where the profession has been. The profession is also more than a summation of its evolution or where it will go in the future. The police profession is a reflection of society's soul. It is a reflection of the political leaders, reformers, scholars, community leaders, and police executives who have shaped the profession to deal with a range of social problems such as immigration, population growth, urbanization, racism, poverty, gender bias, fiscal challenges and technological change as well as crime (Vila, 1999. P. 24). As such, the profession is forever changing to meet the demands of an ever-changing society.

Enforcing the law is no longer the bread and butter of the profession, but one task among many that are provided to the community. Officers are teachers through such programs as DARE; they are counselors and work to preserve a neighborhood's tranquility through conflict resolution teams and restorative policing collaborations. They are crime prevention advisors to private industry, making recommendations as to environmental design, and, community advocates.

Law enforcement agencies are providing services that are not traditionally law enforcement's responsibility, but are nonetheless, beneficial to the community. DARE programs, Mental Health Restorative Policing Programs, School Police Officer Programs, and community citizen academies are but a few that come to mind.

Nobody will argue that as police agencies diversify, their breadth of community outreach is enhanced. However, when human capital is in scarce supply due to societal

and economic influences, the question becomes more focused as to how the police will continue to provide the same level of service with reduced human resources.

The theme for this paper is in this vein, but specifically addresses the question, “How will personnel shortages impact law enforcement’s response to calls for service in a mid-sized agency by 2008?” Calls for service, for the purposes of this paper, are the overt and subtle requests to handle the vast range of incidents affecting the community’s sense of security and safety. Alternatively, identified community needs requiring a response by law enforcement.

This paper will address the issue in several ways. First, there are the many influences vying for law enforcement’s attention that will be discussed. Not all influences will be identified, but a sufficient number so that the reader may understand the diversity and complexity of the problem from the political, technological, environmental, economic and social view points. Secondly, the current trends for law enforcement’s call management and a look at the events that could shape or change those trends are explored in chapter two of this paper. There will be the development of the strategic plan and the discussion of transitional management, in chapter three, to address the issue at hand. Finally, the conclusion, chapter four, will address the positive and negative implications for the recommended changes. The overarching goal is to address, in a practical sense, how personnel shortages will impact law enforcement’s response to calls for service in the future.

As mentioned, the police profession is a reflection of society’s sole. It is shaped by the political leaders, reformers, scholars, community leaders, and police executives as they dealt with social problems such as immigration, population growth, urbanization,

racism, poverty, gender bias, fiscal challenges and technological change as well as crime. It is more of an art, than a science, but always at the whim of society. The influences tugging at law enforcement's scarcest of resources, personnel, are many and come from every nook and cranny of society.

One such influence on calls for service is technology, the 9-1-1 system. Like so many other problems, 9-1-1 started out as a solution. In 1967, the presidential Commission on Law Enforcement and Administration of Justice recommended that 'a single number should be established' nationwide for reporting emergencies. AT&T soon announced its choice of 9-1-1, and the first 9-1-1 call was made in Haleyville, Ala., in February 1968. Today, 9-1-1 system covers some 85 percent of the population in the United States.

Reported in the U.S. World Report article "This is 9-1-1 ... Please Hold" (June 17, 1996) the number of 9-1-1 calls started growing in the 1970s and has mushroomed to an estimated 268,000 nationwide a day in 1996. The sheer volume of calls is not the only problem, however an ever-increasing percentage of 9-1-1 calls do not fit anyone's definition of an emergency. Landmark research in several cities has found that most of the calls in which officers are dispatched - 50 to 90 percent in most places - are not about crime. Fewer than 5 percent of most cities' total dispatched calls, the researchers concluded, are made quickly enough for officers to intervene or make an arrest. Researchers conclude these problems with 9-1-1 system were brought about because the system was sold too aggressively, and the police failed to teach the public how to use it properly. Secondly, 9-1-1 is convenient and easy to use. Finally, policing

strategies of the past encouraged the police to respond to all calls for service, emergency or not (Witkin, Gordon, Monica Guttman, and Tracey Lenzy, 1996, pp. 30-37).

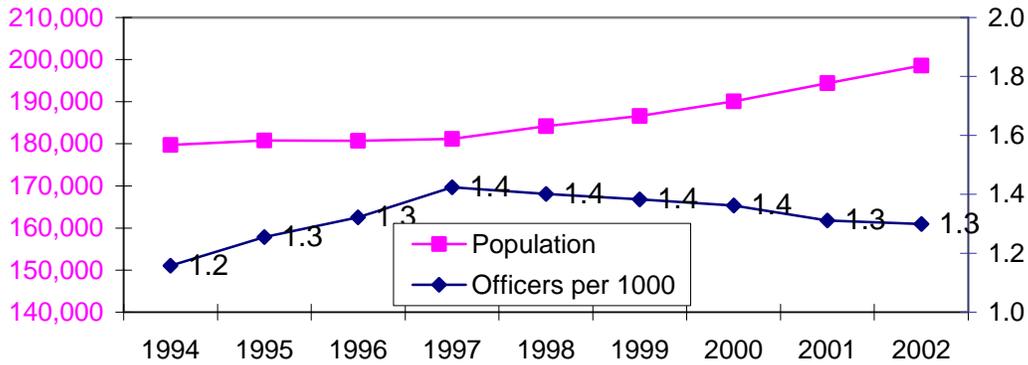
Candace Caviglia, supervisor with the Stanislaus County Regional 9-1-1 Communications Center in the City of Modesto, concurs. Based on her observations over the years, the 9-1-1 system enhanced accessibility to law enforcement, and with the advent of the community oriented policing philosophy, the 9-1-1 system made contacting government convenient.¹

Today, the issue is how to wean the public off frivolous 9-1-1 calls. Sort out the non-emergencies, service the public in ways other than by a response by an officer to non-emergency incidents, and give officers more time to work with neighborhoods in fighting crime – a basic tenet for the community oriented policing philosophy.

Another influence on calls for service is social, such as population growth. Stanislaus County's, California, growth rate from July 2001 to July 2002 was the third among the 58 counties within the state with a growth rate of 3.5 percent. The surrounding counties growth rates were 3.1 to 3.4 percent. A contributing factor impacting local municipal government services are those populations traveling to Stanislaus County for business and pleasure activities (Carlson, Ken, 2003).

According to Ken Carlson, based on information from the Census Bureau, internal migration from other areas of the state, and the birth rates that exceed the death rate, puts greater stress on the infrastructure and local government services. His statement is supported through recent research² conducted by city of Modesto staff and illustrated on the graph on page five.

Modesto Population and Officer Ratio



Comparison of 2003 Census Data and City of Modesto Police Department's Sworn Staffing

As the population within the city of Modesto increased, the number of officers per one thousand decreased. Other factors will impact the population and officer ratios, however, if all variables were to remain constant, the mere increase in population will affect the ratio.

Accompanying the increase of the population is the increase in crime. In The American Demographics, November 1990 issue, data from the Census Bureau and the FBI was used to examine the link between growth and serious crime as reported in the FBI's Crime Index. The analysis found that 10 of the 15 fastest-growing states were also among the 15 states with the highest crime rates. Those ten states, in order of crime rate, are Florida, Texas, Arizona, Washington, California, New Mexico, Nevada, Georgia, Colorado, and Hawaii.

Seven of the ten fastest-growing states are in the top ten for crime rates. Of those, California was number five in growth and number six in crime. On the other hand, eight of the slowest-growing states are among the 15 states with the nation's lowest crime rates.

Those are North Dakota, Wyoming, Nebraska, Kentucky, Indiana, Pennsylvania, Iowa, and West Virginia - the state with the lowest crime rate of all.

There are two demographic variables that are excellent predictors of a high crime rate: a high rate of population growth, and a high share of people living in metropolitan areas. Fast growth and big cities do not cause crime. Nevertheless, often they are breeding grounds for the things that do. "Poverty, lack of education, and a broken family are the three major factors behind crime. When you pack people meeting these factors together, you have a situation just made for crime" says Everett Lee, research scientist and professor emeritus of sociology at the University of Georgia in Athens (Exter, Thomas and Joe Schwartz. Nov 1990, v12, n11, pp. 24-25).

There are numerous theories of thought as to the correlation between population growth and crime, such as the "boomtown model" that attributes "a breakdown in local services to a sudden influx of migrants into a community." Geographer Michael Broadway at the State University of New York-Geneseo said that the first social problem associated with growth is usually a housing shortage. "Eventually, after public services like health care, schools, and law enforcement lag behind growth, social order begins to unravel," he said.

Craig Little, professor and chairman of the Department of Sociology/Anthropology at the State University of New York College at Cortland commented on widespread diversity of people also being associated with crime. This will be another contributing factor that will impact calls for service. He said, "When you discuss the FBI's serious crimes, it is important to mention the heterogeneity of populations. Metropolitan areas with a high degree of heterogeneity, especially in social

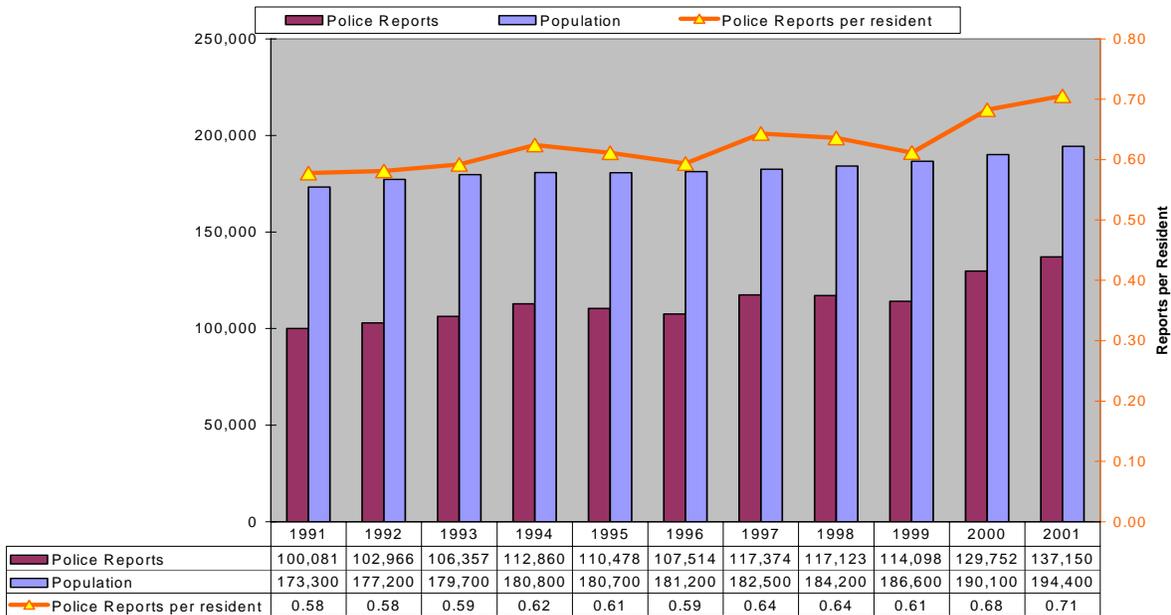
class, tend to be high-crime areas. A lot has to do with the growing gap between the poor and the well off in our society." Interestingly enough, this trend was discussed by the members of the Nominal Group panel and reported upon in detail in chapter two of this paper.

Craig Little also said, that the age distribution of an area can also predict its crime rate. Areas with a greater share of young people are more crime-prone, because teenagers and young adults commit most street crimes. Drug use is also related to criminal activity, but in Little's opinion, it is the source of a myth about crime. He said, "A major misconception is that the crime rate is the result of drug use. But drug-crazed individuals aren't behind crime. The business end of the drug trade most often causes the violence" (Exter, Thomas and Joe Schwartz. Nov 1990, v12, n11, pp. 24-25).

Although the data is 13 years old, it is still a strong indicator of the trends and correlations involving population growth and crime. For example, in *The Futurist*, May-June 2003, Gene Stephens observed that the new socioeconomic trends of growing unemployment, stagnation of wages, and the growing numbers in the adolescent male population are at work in today's terror-wary climate and may signal crime increases ahead (Stephens, Gene. May-June 2003, v37, i3, pp. 40-47). In addition, the NGT Panelist perceived certain attributes of the information as impacting police management of calls for service.

In a study conducted by the Modesto Police Department, there was a correlation between population growth and the number of reports per resident.³ As illustrated in the graph on page eight, as the population increased, so did the number of requests for service.

**Modesto Police Reports & Population
with Reports per Resident**



As population increases so will the requests for service

The influence of the economy also affects the management of calls for service. Balancing the budget is a reality that government agencies face 24/7! For services that have high human capital, there is little room for cuts that will not affect personnel. In 2000, a study was conducted regarding the state of the budget for the City of Modesto, California, and the impact that budget reductions would have for that city’s police agency. What was discovered was the principal sources of revenue expenditure for the City of Modesto Police Department were generated through seven categories. They were Employees Services, Professional and Contract Services, Materials and Supplies, Internal Service Charges, Other, Capital Non-Capital improvement programs, and Department carry-over budget overages that deducted from new fiscal year’s budget - in accordance to the Accountability Budgeting System⁴ (ABS).

Employee Services, that includes salaries and wages, compensated time off cashouts, holiday cashouts, overtime payments, meal allowances, employee leave

reimbursement and employee benefits, accounted for 70.55% of the budget. Employee Services are nondiscretionary expenditures to the budget.

Professional and Contract Services was 17.9% of the budget. Professional and Contract Services included costs for postage, conference expenses, business expenses, training expenses, utilities, rental of real property, repair and maintenance from outside vendors, *Stores* services - an in-house vendor of supplies, other professional services - such as Kelly Girl Services, jail booking fees, delivery services and services city forces. These are quasi-nondiscretionary expenditures from the budget. The department head and employees may control some of these costs by being very selective in the selection of personnel for training, minimizing the use of utilities, reducing the number of prisoners booked into the county facilities and etceteras. Nevertheless, the estimated savings would be minimal since some costs are contractual and fixed.

Material and Supplies was 1.3 percent of the budget. Material and Supplies includes office supplies, books and periodicals, tools, shop and field supplies. Expenditures from this category are discretionary. Again, to restrict expenditures from this category would generate very little savings, however, it would increase the level of frustration (a cost) for the employees if they were unable to obtain the tools needed do their job.

The next category of expenditure was Internal Services Charges at 10% of the department's budget. Internal Services Charges included inside mail services, equipment pool rental, inside building services, the informational services infrastructure - computer development and maintenance, informational services replacement, informational

services operations, property insurance and liability insurance. Expenditures from this category are internal and nondiscretionary.

Other expenditures include memberships and dues, miscellaneous unclassified costs, other special charges and account for .6 percent of the budget. Expenditures for Other are quasi-discretionary. Capital Non-Capital Improvement Projects was .09 percent of the budget and are discretionary used for low cost repairs and miscellaneous expenditures not over \$300.00.

The final category for expenditures was Department ABS Carryover. The ABS carryover is that amount of expenditures above those approved for the fiscal year based on the previous year's performance. In the 98/99 fiscal year the police department's budget was over \$167,148. As such, the approved budget was reduced by that amount which represented an expenditure of .5 percent. This nondiscretionary expense for the police department was imposed by the finance department under the direction of the City Council. (Finnerty, Kevin C., January 2000).

Law enforcement agencies have high human capital and very little discretion within the budget structure. When the department needs to reduce costs due to budget constraints the savings will inevitably be through the reduction in staffing and/or not staffing all positions fully and/or the elimination of a special functions such as DARE. The reduction in staff has a ripple effect on the services provided by the agency and will impact calls for service.

Interviewees for the research paper Expenditures for Modesto Police department; a Review of the Budget believed that California's fiscal woes began in 1978 with the passage of Proposition 13, the Jarvis-Gann initiative, to reduce the size of government.

With the change in the tax structure, the belief was that government entities do not have the revenue streams that existed pre-Proposition 13. However, researched conducted by Gary M. Galles and Robert Sexton in 1998 suggested just the opposite.

The study demonstrated that the restrictions on property tax revenues to California State and local governments did not permanently reduce the governments' size. This was based on the fact that real per capita state and local government revenues as well as the sum of property taxes plus fees and miscellaneous charges were once again greater than their pre-Proposition 13 peaks within the decade. Gary M. Galles and Robert Sexton concluded that those restrictions were completely circumvented in that time frame. Therefore, the belief that Proposition 13 had delivered the lower tax burden that the majority of voters had sought was in fact, incorrect. In fact, real per capita revenues exceeded their previous peaks by the late 1980s. As such, governments should have been able to provide increasing levels of services to their citizens. (Galles, Gary M. and Robert L. Sexton., Jan 2000 v59. p133)

Therefore, Proposition 13 shifted the tax burdens from the property owner to the consumer of goods. The byproducts of proposition 13 were two-fold. First, after 1978, there was the proliferate use of the Initiative Process to affect fiscal change. Second, was the demonstration of Californians unwillingness to be taxed, a tax revolt (McQueen, Iris, Nov 1990, v105, n11, pp. 22-23)! In other words, revenues have been reduced through tax initiatives while expenditures increased to manage the costs of government doing business, such as higher salaries so government may compete with private industry to obtain and retain qualified candidates. The dilemma that is created in organizations that have high human capital is that higher salaries need to be balanced by a reduction of

personnel when there is no other revenue stream available to provide for the salaries of those employees.

Continuing to explore the influences that demand attention for the agency's resources, there is one that is significant for police executives and that being the ever-present political influence that shapes service delivery. To paraphrase an interview with the City of Modesto, California, Deputy City Manager Donna Hansen, the constant challenge for law enforcement will be the management of the tension between calls for service and proactive policing. Neglect either and the political influences will drive the focus of police service towards the other. This creates a paradox inasmuch as focusing on one will create neglect for the other when additional resources are not provided. Therefore, balance is the key.

As discussed earlier in this chapter, there are services provided by the agency that are not traditionally law enforcement's responsibility, but nonetheless, beneficial to the community. Such examples were the DARE program, Mental Health Restorative Policing Programs, the School Police Officer Program, and community citizen academies. To abandon these programs in favor of putting more officers back onto the street may appear to be the best alternative. However, such action could result in a political quagmire for the police executive and city officials due to policy makers and community desires to ensure that these programs survive, even during times of fiscal hardships. So balance between the community's desires and traditional police work is the key and will be explored in subsequent chapters.

Finally, the influences of the environment in which the law enforcement agency thrives should be considered when addressing call for service management. Public

attitude towards crime and criminal justice related topics set the tone for how the law enforcement agency may conduct business. In the extremes, if the community believes that the agency is too repressive in its approach, then community review boards could be established to audit the agency's conduct. In the alternative, when the agency has a laissez faire attitude towards the community's concerns, then there could be the call for restructuring of the department or government entity. The point to be made is that the law enforcement agency must have a good feel for the community that it services.

For a snapshot of the environment in which law enforcement functions currently, survey data may be used. In the Sourcebook of criminal justice statistics 2000, 9% of the United States population felt that crime and violence were the most important problem facing this country today. However, crime and violence were ranked third. Ethics, moral and family decline were ranked number one at 13%. Education and quality of education being ranked number two at 12%. Finally, international problems and foreign affairs tied crime and violence for being the most important problem facing this country at 9% (Gallop, George Jr. No. 396, p34). In The Harris Poll, the results were very similar. The most important issues facing government were identified by the respondents were education at 21%, Health care at 15%, Taxes at 12% and crime and violence at 11% (Harris Interactive, Inc., Apr. 19, 2002.).

The Pew Research Center reported results that were consistent with the Gallop and Harris Polls. When respondents were asked what they thought was the most important problem facing local communities in 2001, 14% said it was education while 12% responded that it was crime, gangs, the justice system and violence. In 1994, when the Pew Research Center asked this very question of the respondents, the percentages

were quite different. In 1994, 29% of the respondents said that crime, gangs, the justice system and violence were the most important and 11% indicated that education was so (The Pew Research Center for The People & The Press, Mar. 21, 2001).

The inference to be drawn from this information is that there is a greater concern for health care, education, taxes and the ethical and moral behavior of our citizens than there are for crime and violence. In addition, data provided insights to the level of confidence that the United State's population had for its law enforcement agencies. In 2001, the Gallup Organization asked, "... how much confidence do you, yourself, have in each (institution)?" Fifty seven percent of the respondents indicated that they had a "great deal or quite a lot" of confidence in the police (The Gallup Organization, Inc., June 25, 2001). When respondents were asked to rate the honesty and ethical standards of police in 2000, 12% said that the standards were very high and 43% said the standards were high. When, in 2000, the respondents were asked, "How much respect they had for the police in their area, 60% said a great deal and 30% said some (Gallop, George Jr., No. 450, September 2000). This survey information indicates that the United States population has a positive regard for the honesty and ethics of the nation's police officers with a moderately high confidence rating for them as well.

The Harris Poll in 2000 conducted a survey and asked respondents to rate the police within several categories. Responding quickly to calls for help and assistance, 69% of the respondents said that the police were pretty good to excellent. Not using excessive force, 72% of them said that the police were pretty good to excellent. Treating people fairly, the police receive 67% approval rating. Being helpful and friendly, 74% of the respondents said they were doing an above average job. 69% of the respondents said the

police were good at preventing crime, and 63% of them said they were good at solving crime (March 1, 2000). From this information, it appears that the public, at a moderate to high level, believes that the police are doing a good to excellent job.

When the Gallup Poll asked in 2000, “Is there more crime in the U.S. than a year ago, or less?” 47% of the respondents said there was more, and 41% of them said that there was less. Only 7% said that there was the same. When asked if there was more or less crime within their own area, 34% said that there was more whereas 46% said there was less. Only 16% said that there was the same amount of crime (The Gallup Organization, Inc., Jan. 30, 2001).⁵ Respondents felt that the top three reasons for crime in the United States were due to the use of drugs, 59%, the lack of moral and ethical training in the home, 51%, and the absence of fathers in the home was 45% (The Gallup Organization, Inc., <http://www.gallup.com/poll/surveys/2000/topline000829/topline000829.asp>, Mar.20, 2001). Finally, in 2000 the National Opinion Research Center asked whether, as a nation, we were spending too little money, about the right of money or too much money to halt crime. Fifty-nine percent (59%) of the respondents indicated that too little money whereas 38% of them felt that there were sufficient or too much monies being spent (National Opinion Research Center, 1972-2000.). The information obtained through these surveys suggests that the overall perception is that crime is lower within the respondents’ area, however higher on a national level. Finally, the top causes of crime are related to drugs, absentee fathers, and moral and ethical training in the home – both being social issues.

The influences that the environment will upon the law enforcement agency are dependent upon many variables. At this point in time, the survey data infers that the

United States population has a greater concern for social issues, such as taxation, medical care, ethical and moral teachings within the family unit, and single parent families more so than crime and violence. Also, the law enforcement profession enjoys a moderate level of confidence from the public, and is held in good regard as to the delivery of services and treatment of the communities' citizens. The data infers the role of law enforcement officer should shift towards social services and away from crime fighting, although this will remain a task to be performed at some level within the profession. As such, the environment is encouraging a change in policing philosophy.

This chapter has but been a snapshot of the social, technological, economic, environmental and political influences manipulating and molding the methodology for the delivery of government services by law enforcement. Understanding the complexities and the nuances of those influences would be next too impossible, but the simplest of laypersons recognizes and appreciates their existence.

So, "how will personnel shortages impact law enforcement's response to calls for service in a mid-size urban agency by 2008?" Chapter Two begins to explore this question and offers some of the community's insights to this dilemma.

CHAPTER TWO

FUTURES STUDY

To assess how a mid-size urban policing agency would handle calls for service in the future, a nominal group technique was hosted to identify and forecast trends and events, which may lead to sweeping policy changes regarding call management. A nominal group technique, or NGT, manages many problems encountered by groups in trying to generate ideas, encourage high member involvement, and maintain agendas and time schedules. Very often, some group members are excluded from active participation for a number of good, and frequently not so good, reasons. In other situations, discussion is monopolized by a few group members with meeting outcomes often not accurately reflecting the group's opinion. Typically, as meetings progress, everyone either talks or listens. However, there is not time for people to think through the issues at hand.

To counter many of these problems, Andrew Delbecq and Andrew Van de Ven developed the nominal group technique. The purpose of the NGT is to eliminate social and psychological dynamics of group behavior, which tend to inhibit individual creativity and participation in group decisions. For the time that the group uses the technique they avoid the normal problems that arise as a result of group “forming” dynamics, of a few individuals doing all the talking and the rest listening, and very few people taking the time to actually think about the issue at hand. Also, individuals can be more creative, and everyone is given a structured opportunity to participate. (Delbecq, Andrew L., Van de Ven, Andrew H. and Gustafson, David H., 1971, pp. 466-492).

The NGT is a nonscientific analysis involving stakeholders in the issue at hand. In this instance, the NGT was formed to assess management strategies that may be

employed in the future to address how personnel shortages will impact call for service responses for mid-size urban police department by 2008.

Nominal Group Technique

For this NGT, ten community members were invited to participate. The participants were a multi-disciplinary group of subject matter experts and stakeholders. Participants represented the City of Modesto's Neighborhood Watch Program and two community based organizations – the Westside Collaborative and the King/Kennedy Center. Also represented were the National Association for the Advancement of Colored People (NAACP), Habitat for Humanity, the local Homeless Coalition, the Regional 9-1-1 Communications Center, and the three City of Modesto Police Department's labor unions. Appendix A provides a list of the participants and the companies and agencies they represented.

The methodology for the NGT began with the definition of a trend and the definition of an event. A trend was defined as an ongoing activity that had a past, present and future – although the group could not know what the future would be; the activity could be measured either qualitatively or quantitatively; and it was non-directional. On the other hand, an event was defined as something that occurs at a future point in time; there is a probability that the event will affect the status quo of the trend; and the event must be demonstrable.

Then there was the statement of the open-ended question, "What are the trends (events for the second session of the NGT) affecting the issue statement how will personnel shortages impact calls for service responses in a mid-size urban police

department by 2008?” Each person spent ten minutes in silence individually brainstorming all the possible ideas and jotted these ideas down. The ideas were shared with the group in a round-robin fashion (one response per person each time), while all trends and events were recorded on a flipchart. No criticism was allowed, but clarification in response to questions was encouraged. Through the process of clarification, some ideas were combined to complete and complement an idea shared by the group. Each person evaluated the ideas. Then, individually and anonymously, group members voted for their top five trends and events. The votes were shared with the group and tabulated. The result nine trends and five events being identified as being pertinent to the issue at hand.

Unfortunately, participation by the government entities was minimal and the NGT panel make-up favored community organizations. The lack of balance in representation between community organizations and government services could have biased the responses obtained through the NGT process. To enhance objectivity, additional interviews were conducted with City of Modesto executives, labor organizations and the Regional 9-1-1 Communications Center personnel.⁶ The one on one interview process is diametrically opposed to the concepts of the NGT. Those interviews are discussed at the end of this section.

NGT Session:

On April 21, 2003, an NGT was hosted to identify and project trends and events as they may relate to how mid-size urban policing agencies will handle calls for service by the year 2008. The NGT Panel identified forty trends and seven trends were identified

through the interviews. Ten events were identified through the NGT Panel and five events were identified through the interviews. Appendices B and C provide complete lists of trends and events obtained through the session and a breakdown as to which were obtained from the NGT panel and those from the interviews.

Trend Summary:

The top nine trends identified are summarized in the Trend Summary Table, below. The first row of the table is for the titles for the various columns. Subsequent rows are the top nine trends identified by the panelists. Column one of the table identifies the trend and the subsequent columns provide an overview of the panelists’ opinion of the importance of the trend over a fifteen-year time span; past, present and 5 to 10 years into the future. The final column is the level of concern that the panel had for the trend. All numbers presented are an average of the panelists’ individual ratings.

Trend Summary Table:

| Trend | - 5 years | Today | +5 years | + 10 years | Concern 1 to 10 |
|---|------------------|--------------|-----------------|-------------------|----------------------------|
| T1 Level Community Expectations | 73.3 | 100 | 141.6 | 162.5 | 9.5 |
| T2 The gap between the haves and the Have-nots. | 70.8 | 100 | 158.3 | 208.3 | 8.8 |
| T3 Level of Directed Police Services | 55.8 | 100 | 129.1 | 125 | 6 |
| T4 Level of Community Policing Services | 76.6 | 100 | 117.5 | 118.3 | 9.6 |
| T5 Degree of Low Income Communities access to L.E. Services | 79.1 | 100 | 96.6 | 91.6 | 7.7 |
| T6 Officer visibility | 99.1 | 100 | 75.8 | 70.8 | 9.1 |
| T7 Shift in Policing Strategies | 100.8 | 100 | 130 | 135.8 | 8.6 |
| T8 Number of calls for service regarding social issues | 75 | 100 | 108.3 | 118.3 | 8.5 |
| T9 Acceptance of profiling as an enforcement tool | 111.6 | 100 | 138.3 | 169 | 7.8 |

T1 Level of Community Expectations

The demographics of the population moving into the City of Modesto have a different expectation of service delivery than those residents that currently reside in the city. The difference of opinion, or lack of consensus, between these two groups, long

term residents versus the short term residents, clouds policy decision making and specific direction to what government services should be provided, where are they needed most and when should they be provided. The paper projected that community expectations would increase significantly over the next 5 years.

T2 The Gap Between the Haves and Have-nots

The panelists identified the social and economic divide within the community. The divide was based on cultural, generational, communication and fiscal differences that were visible in the community. For example, there are an increased number of ethnic groups living in the community. Age is a factor; the younger generation has more free time to be in the community. The different generations and ethnic groups have their own method of communicating within their group. Finally, material wealth is more prevalent.

T3 Level of Directed Patrol

Police services are more reactive than proactive, and based on the “flavor of the month.” As such, the directed patrols combined with the reduction in personnel leave other areas of the community unprotected and/or lacking in preventive patrol services. Therefore, a free-for-all attitude is prevalent within certain neighborhoods where the police presence is absent.

T4 Level of Community Policing Services

The city made an attempt at community policing in the early 1990s. However the city is moving away from the decentralization of services model to a centralization of

services model that focused on enforcement. There were varying opinions regarding this trend. The panelists felt the decentralization of services put more employees into the neighborhoods, working through collaboratives to resolve problems. Centralization took the employees out of the neighborhoods and put them back into one central location, the main police facility.

On the other hand, two panelists felt that COP program provided no benefit to low income-high crime rate neighborhoods since the officers were ever present. In these panelists' opinion, the change of philosophy to move to a more centralized model of COP from a decentralized model had very little effect on these communities.

T5 Degree of Low Income Communities Access to Law Enforcement Services

Low income communities' access to law enforcement services is good because the officers are in the neighborhoods dealing with social issues within those communities for the reasons stated within Trend 4. The panelists acknowledged that officers perceive low income neighborhoods as synonymous with high crime rate. The officers' perceptions bias their response and enhance tensions within these low income communities. The panelists felt that access to law enforcement services would decrease.

T6 Officer Visibility

The panelists' perception of the past was that the community believed that an officer was around every corner and as such, the perception of officer availability was a deterrent to criminal activity. The perception was manifested due to the number of vehicles and officers seen proactively patrolling the neighborhoods. As the number of

patrols decreased, so has the community's sense of safety. The panelists said, presently the perception no longer exists due to the fact that the officers and the black and white patrol vehicles are not seen in the neighborhoods until the call for services had been made. The panelists felt that the increase or decrease in officer visibility has a direct correlation to the community's sense of security and the crime rate. The panelists projected that officer visibility would decrease significantly over the next 5 to 10 years.

T7 Shift in Policing Strategies

Law enforcement is molding its enforcement strategy to accommodate community needs and fiscal restraints. Law enforcement has moved from enforcement to community collaborations. The community oriented policing philosophy and programs, such as the use of Area Commands, was desired by this NGT Panel, however, it was apparent through discussions that law enforcement's perception of the success of the program was significantly different than the panelist.

In addition, one panelist argued that the primary strategy by government was increased taxation to provide basic police services. Therefore, basic policing services would not be delivered unless it was purchased. One example cited was the proposed verified alarm response program that redirects police response cost back to the alarm vendor and resident.

T8 Number of Calls for Service Regarding Social Issues

There is an attitude within the community that the police are the first line responders for all social issues, whether they are criminal, civil and/or anti-social

behaviors. As such, the community has become accustomed to calling the police when they identify an issue with which they disagree. Very few community members will interdict and resolve the issue on their own without law enforcement assistance.

T9 Acceptance of Profiling as a Law Enforcement Tool

The reduction in numbers of officers working in the community results in the racial profiling to establish probable cause for police interdiction activities. Some of the panelists saw this as a negative aspect to the reduction in personnel and a return to the civil rights violations the nation experienced during the 1950s, 1960s and 1970s. The panelists projected that there would be a greater acceptance of the practice in the future by the community, but it would be problematic as well.

Conclusion:

The NGT panelists thought that a critical component of service was the visibility of the uniformed officer in the neighborhoods (Trend 6) and spontaneous interactions between the officers and the community during those neighborhood patrols. Therefore based on the interview and the NGT, the inference could be drawn that calls for service detracted from that spontaneous interaction because the officers were going from call to call and did not have the time, or the desire due to the workload, to interact with the community.

Another discussion by the NGT panelists worthy of noting included the Council's use of increased revenue streams due to population increases. As the population increases, so do taxes based on the increased demand for goods. However, the funding

for emergency services is not proportionate to those increases inasmuch as the funding is diverted by the policy makers to pay for other projects. As such, emergency services are under-funded and not keeping pace with the increasing population. One panelist advocated for the “earmarking” of a percentage of tax revenue for emergency services.

The final two interesting discussions by the NGT panelists were on officer accountability to enforce the law and education. Officers should be held accountable to reduce criminal activity and keep the community safe. Not that there should be a quota of citations or arrest, but the officers should be focused on reducing crime not other civic projects. Finally, the officers’ training should focus on the community’s history, attributes, diversity, the different types programs available through private and public entities, community organizations and groups, communication styles, and leadership. The panelists thought that such an education would provide the officer with a sense of appreciation for the members of the community.

During separate interviews, two additional trends were identified. In an interview with Deputy City Manager Donna Hansen, she observed that there are tensions between calls for service and doing proactive (on-view) law enforcement.⁷ Calls for service drive the officers’ workday and assignments. As such, there is the lack of time to do proactive policing activities. Her observation was consistent with the information obtained from the NGT panelists.

In separate interviews with Lieutenant Gary Watts, Katherine Laughton and Candice Caviglia, they said that increases in population have dramatically increased the demand for service.⁸ One example was the correlation between the census studies of the population and the number of calls for service documented for the past 5 years. Both

documented an increase. Another example was the ratio between calls for service and the populations. The ratio shows the calls for service were proportionately outpacing the number of people residing in the community.

As part of the discussion regarding population, the interviewees considered the effect that the community policing philosophy, changes in cultural demographics, and generational attitudes focusing on social services had on calls for service. This discussion was similar, in part, to the NGT panelists discussion for Trend 8. The inference to be drawn from the observations between the interviewees and the NGT panelists was that an increase in population diversity would result in an increase in the number of calls for service, regardless of other influences.

Event Summary:

An event was defined as an occurrence in the future with a definite starting and stopping point. There is a probability that the event will affect the status quo of the trend. The event must be demonstrable. Finally, panelists had to consider how the event related to the issue statement, “How will personnel shortages impact calls for service responses in a mid-size urban police department by 2008?”

The top five events identified are summarized in the Event Summary Table, below. The first row of the table is for the titles for the various columns. Subsequent rows are the top five events identified by the panelists. Column one of the table identifies the event. The second column is an average of the number of years, in the panelists’ opinion, as to when the event could first possibly occur. The second and third columns are the probability that the event would occur within five and ten years, respectively. The

final column is the level of impact that the event would have on the issue statement. All numbers presented are an average of the panelists' individual ratings.

Event Summary Table:

| Event | Years > 0 | + 5 years | + 10 years | Impact |
|---|-----------|-----------|------------|--------|
| E1 Gulf War Triggers Mass Exodus of Immigrants from the Middle East | 2.5 | 60% | 70.8% | -5.8 |
| E2 Acts of Civil Disobedience due to Racial Profiling | 5.3 | 0 | 67.5% | +5.8 |
| E3 Major Earthquake on Hayward Fault | 4.8 | 30% | 50.3% | -8.8 |
| E4 State cuts 30% funding to the local entity | 1.3 | 60% | 72.1% | -7.6 |
| E5 Construction of Homeless Shelter to House the local homeless community | 4.1 | 35.8% | 95.8% | +8.3 |

E1 Gulf War Triggers Mass Exodus of Immigrants from the Middle East

The panelists felt that a Gulf War and current Middle East regimes could cause a large immigration of 100,000 persons to the Central Valley as persons began to flee their countries. The influx of the new immigrants would strain local government due to the lack of understanding of the cultures of the Middle Easterner by government employees and United States citizens. In the alternative, there would be the immigrants' lack of understanding of the American culture, laws and life style that would cause them to gain the attention of law enforcement personnel. Finally, the panel felt there would be an increase in the reported hate crimes due to repercussions upon the Middle Easterners because of the September 11, 2001, attacks and the conflicts in the Middle East. [Note: The NGT Panel occurred before the 2003 Gulf War.]

The panel felt that the immigration of Middle Easterners would occur within two and a half years with a 60 percent probability of being within five years and approximately 71 percent probability by 2013.

E2 Act of Civil Disobedience due to racial profiling

Racial riots due to profiling and stereotyping were discussed. The panelists felt that the police department does not understand Modesto's diverse demographics to the extent that they should. In addition, the police are seeking a methodology that will enhance services and at the same time reduce the number of resources to provide the services. The failure to understand the diverse nature of Modesto and the desire to use methodologies, such as profiling to expedite the detection of criminal activity, will enhance tensions and lead to civil disobedience such as race riots.

The panelists also felt that the events of September 11th, 2001, terrorism in general and the Iraqi War compound underlying tension within the community. This will focus hatred, or at the very least and apprehension or biases, by one ethnic group towards another – the Middle Easterners. This will increase the likelihood of biased reporting based on suspicion and not actual occurrences of crime-related activity.

Interestingly enough, the panel did not project that a riot would occur for another five and one half years, with a projected probability of 67.5 percent of the event occurring by 2013. However, the panel felt that such an event would have a moderately high impact on the current trends for managing calls for service.

E3 Major earthquake along the Hayward Fault of a rating of 7.5 on the Richter scale

The panelists thought that an earthquake along the Hayward Fault of significant size, 7.5 on the Richter scale, would cause a migration of Bay Area Residents into the Central Valley. The move would not only increase the population being served by the

local government, but drive costs of goods up and beyond the purchasing capabilities of current residents – supply and demand.

Also, there is, and would be, a lack of fiscal infrastructure to support the projected rapid increased requests for government services. As such, the panelists felt that such an event would have a significant negative impact on the police response to calls for service.

E4 The State of California Cuts 30% Funding to Local Municipalities

The loss of state funding will affect services inasmuch as the local entities are dependent upon state funding to supplant reductions in the revenue as a result of the “tax payers’ revolt” to tax initiatives. The reduction of funding through tax initiatives was perceived as a negative by the panelists. However, they acknowledged that a reduction in taxes would force privatization of services. With the privatization of services, the panelists believed that services could be maintained. However, there are negatives to privatization, such as no commitment from the vendor to the end user to ensure quality of services being provided, and no accountability.

The event was seen as having a negative impact, -7.6, on government and calls for service response.

E5 Construction of a homeless shelter to provide housing and other services to the homeless community

Homelessness and panhandling are two current community concerns. They are also the most visible in the Central Valley of California, with homeless camps being set up in the parks, and panhandling occurring at intersections within the local jurisdictions. Due

to the prevalence of these problems, they were very much in favor of the construction of a homeless shelter.

The insight that the panelists brought to the NGT panel discussion on this event enhanced the panel's belief that a homeless shelter would reduce the number of police responses for social issues. Therefore, the panel felt that the construction of such a shelter would have a significant and positive effect by reducing the calls for service.

Cross Impact Analysis Summary:

Cross Impact Analysis is a further means of measuring the correlation between variables and, in this case, the impact that an event would have on a trend. It is most commonly used to assess the affect one variable will have on another and whether the strength of that association will influence the outcome. In other words, the cross impact analysis provides the analyst with the ability to show how one situation impacts another.

The analysis was an assessment of the impact each event had on each trend and the analysis was based on the NGT panel's discussion. For example, the panel considered the effect immigrants fleeing from the Middle East (E1) had on the community's level of community expectations for service (T1). This process was repeated until each event had been compared to each trend. Upon the conclusion of each discussion, the panelists rated the relationship between the variables with a score that ranged from +5 to -5. A score of +5 suggested that the panelist perceived a significant and positive outcome between the variables, whereas a score of -5 was perceived as having a significant negative outcome. A score of zero would indicate that there would be no impact on the issue.

In the Cross Impact Table, the rows in are the five events and the columns are the nine trends identified during the NGT panel discussion. The numbers are the average of the panelists' individual assessment on the impact that the event would have on the trend.

Cross Impact Table

| Trends / Events | T1 | T2 | T3 | T4 | T5 | T6 | T7 | T8 | T9 |
|-----------------|------|------|------|------|------|------|-----|------|------|
| E1 | -4.2 | -4.2 | -3.7 | -2.3 | -.3 | 0 | 1.5 | -1.3 | -4.7 |
| E2 | -5 | -3.2 | -5 | -.3 | 1.35 | -1.5 | 1.8 | -.3 | 1.5 |
| E3 | -2.6 | 0 | 0 | 0 | 0 | -.83 | 0 | -.6 | 0 |
| E4 | -3.4 | -5 | -5 | -5 | -5 | -5 | -.6 | -1.3 | -4.3 |
| E5 | 2.8 | 0 | 1.5 | 0 | .8 | 0 | 2 | 2.5 | 2 |

Trend and Event Legend:

| | | | |
|----|--|----|--|
| T1 | Level Community Expectations | E1 | Gulf War Triggers Mass Exodus of Immigrants from the Middle East |
| T2 | The Gap Between the Haves and the Have-nots. | E2 | Acts of Civil Disobedience due to Racial Profiling |
| T3 | Level of Directed Police Services | E3 | Major Earthquake on Hayward Fault |
| T4 | Level of Community Policing Services | E4 | State cuts 30% funding to the local entity |
| T5 | Degree of Low Income Communities access to L.E. Services | E5 | Construction of Homeless Shelter to House the local homeless community |
| T6 | Officer Visibility | | |
| T7 | Shift in Policing Strategies | | |
| T8 | Number of calls for service regarding social issues | | |
| T9 | Acceptance of profiling as an enforcement tool | | |

Several relationships were identified as being significant by the panelists. The level of community expectations (T1) being influenced by the immigrants fleeing from the Middle East (E1) was perceived as having a significant impact to the community. The belief was the immigration of Middle Easterners would heighten the community's fears. There would be cultural misunderstandings as to how gentiles (Christians) versus non-gentiles (Jewish) should conduct themselves and the resistance by Middle Eastern

men to accept the changing roles that women and children have in western society. One panelist thought there would be zero impact to the level of community expectations (T1).

The immigrants fleeing from the Middle East (E1) impact on the gap between the haves and the Have-nots (T2) was determined to have a significant impact by all panelists, except one. This panelist felt that the immigration would add to the population on welfare and the economic divide would not be noticeable. Finally, the effect that immigrants fleeing from the Middle East (E1) would have on the acceptance of profiling as an enforcement tool (T9) was perceived by many panelists to be “off the chart.” The feeling was that law enforcement does not understand its current community’s diversity. The immediate and huge influx of a new culture to the region would add to the complexities and diversity of a community that is already misunderstood!

The event perceived by the NGT panel as having the greatest cumulative impact was the state of California reducing funding to local municipalities by 30% (T4). Without exception, the NGT panel acknowledged the reduction of funding by a significant level, and in this instance 30%, would require reductions in staffing levels to balance the city’s budget.

The reductions in staffing are foreseeable and based on a study conducted in 2000 by the author and documented in a memorandum titled, Expenditures for Modesto Police Department; a review of the Budget. As noted in the study, the principal sources of revenue expenditure for the City of Modesto Police Department are generated through seven categories, which are Employees Services; Professional and Contract Services; Materials and Supplies; Internal Service Charges; Other; Capital Non-CIP; and department carry-over from the ABS (Accountability Budgeting System).

Employee Services accounts for 70.55 percent of the budget or \$23,571,146. Employee Services includes salaries and wages, compensated time off cashouts, holiday cashouts, overtime payments, meal allowances, employee leave reimbursement and employee benefits. These are nondiscretionary expenditures to the budget.

Unlike most other city departments, the police department has very little discretion within the budget structure. When the department needs to reduce costs due to reduction in state allocations or budget over-runs the savings inevitably is created through a reduction in staffing. Unfortunately, the reduction in staff has a ripple effect on the services provided by the agency.

The panelists saw the ripple effect from the reduction of law enforcement personnel as negatively impacting the directed police services, community policing programs, low income families access to law enforcement, officer visibility, the strategies used to conduct policing, and enhancing the tensions between proactive policing verses handling calls for service. Universally, the reduction of personnel precludes the staffing of these services and others that are personnel dependent. The gap between the haves and the Have-nots (T2) was negatively impacted as well due to the reduction of public monies to promote economic equality through social programs and employment opportunities.

The state of California reducing funding to local municipalities by 30% (E4) and an increase in population, as discussed by the Lieutenant Watts, Candice Caviglia and Katherine Laughton would have a negative and positive impact in this author's opinion. The reduction of the numbers of personnel capable of providing the public services would negatively impact calls for service. There would be too few people to handle the increased requests for service. However, there would be also a positive impact.

Shortages of public service providers would force privatization of many services by encouraging the public to purchase services through private enterprises and community organizations that once were publicly funded.

This analysis demonstrates that events may impact trends. The impact may be negative or positive. As such, favorable trends may be nurtured to bring about positive results. For example, the varying expectations of the population regarding service delivery (T1) may be altered if the public knew what the capabilities of the city's services were and to what extent they would be available under what circumstances. By educating the community, the community's expectation of services would fluctuate as the demand increased or decreased, regardless of the event. Therefore, unreasonable demands for service at the time of crisis could be mitigated.

On the other hand, unfavorable trends or events may be manipulated, altered or avoided if the appropriate stimulus were to be used that encourages an event to occur, or be abated. For example, using profiling as an enforcement tool (T9) was perceived as a negative trend by the panelists. It was suggested that a trend of this nature would serve as a catalyst for an event such as civil disobedience (E2). The unfavorable perception of the trend and the unfavorable event may be avoided by encouraging another event to occur, such as a Town Hall meeting to discuss Profiling programs. This law enforcement "tool" may be explained to alter negative perceptions as well as promote inroads into the community to quell civil unrest prior to its onset.

The NGT process promotes futures thinking and timely interdiction into unfavorable foreseeable outcomes. The result may lead to policy changes that have a positive impact for the organization and the community.

Three scenarios were developed using the information obtained through the NGT process to paint a picture of what the future may hold. They are an optimistic (best case) scenario, a normative (most likely) scenario and pessimistic (worse case) scenario. The scenarios are about the Model Police Agency (MPA) and in respect to the issue statement, how a mid-size urban policing agency would handle calls for service in the future?

Scenarios

Optimistic:

The Police Chief was hired last year, in 2007. Since his arrival, there have been sweeping changes within Model City's Police Agency (MPA). The community and police are working together in strong collaborations, calls for service are down, officers have more time to be proactive in the delivery of services, and citizens are taking an interest in their neighborhoods. As a result, blight is almost non-existent and crime rates have dropped. Nevertheless, it was not always so. Actually, Model City was not the place to raise a family a year ago when the chief first arrived.

One year ago, the previous MPA Chief of Police retired after years of criticism about his style of management, the increasing crime rates and the community's dissatisfaction with the Police department's response to neighborhood concerns. With the employment of the new police chief, one of his first acts as the new chief was to hold Town Hall meetings to gather information about the community's needs and to gain an understanding of the direction that MPA should undertake to improve service.

What he found most disturbing through these meetings was that the tensions were high in the moderate to low-income neighborhoods. The tensions were brought about, in part, by the behavior of his officers. It appears that tensions have been building for the past five years and there is a direct correlation between the officers' use of profiling techniques and the increased number of calls for service. It was apparent that the officers were lacking the time to develop leads and be proactive. Time constraints were real because of the number of calls for service. The department had become more reactive over the years and the officers' investigation skills were suffering. Consequently, the officers were depending upon profiling techniques to further the probable cause for detentions.

Of immediate concern was the focus of the officers' time being in the moderate to low-income neighborhoods. Some discreet inquiries lead the chief to understand that the officers failed to understand the diversity and uniqueness of these communities and they were equating low-income to criminal activity. The state of affairs was at a critical junction, and one event could result in civil disobedience that could take years to mend.

Recognizing the inevitable negative outcome if the trend to use stereotyping and profiling to direct police services, the chief undertook action to reinvigorate the concepts of the departments community oriented policing program. The chief divided the city into geographic regions. Within each region there were districts (beats) created. There were no more beats than the number of officers available to fill them. Finally, the officers were assigned to those beats for no less than two years. The chief's idea was to assign officers to specific beats, and those officers would be responsible for the delivery of

police department services in those beats, unless an emergency required an immediate response from another area to supplement staffing resources.

This was a significant shift in policing philosophy for MPA; no longer were calls for service driving police response. Non-emergency calls for service were directed to the beat car and held until the officer was able to respond, which could take hours based on other scheduled activities that the officer had. However, emergency calls for service were handled as they always had - officers available at the time the call was received responded.

In addition, Town Hall meetings were held so that the officers met the formal and informal leaders within their areas. The officers facilitated community meetings to learn the issues of concern within their district and acted upon this information. The officers attended community meetings as part of their assigned duties and reported on the information received. Finally, the officers provided crime prevention training to the districts, which included information regarding the agency's capabilities and what neighborhoods could accomplish for themselves that exceeded MPA resources.

Training was another component to the chief's reinvention of COP. Officers would learn about the diversity of the districts in which they policed. They would be given information about city resource availability and how these resources could be accessed. Finally, the officers would become the teacher and train new employees to the agency.

Accountability was the final component to the reinvention of MPA policing philosophy. The officers' success was measured by many different factors that included the crime rate, traffic-related incidents, and blight levels within the district. Community

involvement by the officer and the citizens was another factor for measuring success.

The final measurement of success was the reduction of calls for service. When the officers deployed resources effectively and the appropriate training was provided to the community to reduce crime, then calls for service naturally dropped.

The benefits are being reaped today as a result in the policy changes made by the chief. Calls for service are ever present but are given the regard due to them; they are not the driving forces behind the MPA policing philosophy. In fact, they are down and this is attributed to the community's understanding of resource (staffing) scarcity and taking more of an active role in resolving a problem without police intervention. Officers are actively involved in their districts and are advocating for their districts service needs. As a result, the agency overall has become more fluid in the delivery of services and is responsive to the community's needs, being able to flux and change as the demands do. Finally, the officers have more control over their work environment and as such, public relations have improved tremendously.

Normative:

In September of 2005, the policy makers for Model City and the executive team from the police department are watching the state's budget. They are trying to anticipate what course of action would be necessary because of current and projected shortfalls that will run into the billions of dollars and will affect local revenues. Recently, Model City placed a freeze on hiring and vacancies were going unfilled. Through the salary savings, department budgets are being balanced for the current fiscal year. However, the current strategy will not continue to protect human capital.

The growth rate for Model City has been steady and the city peaked this year with 225,00 residents. The ratio differences of officers to the residents have increased and officer visibility is decreasing as the number of officers is reduced. Calls for service are driving the delivery of services, at times. However, critical investigations or activities that create a significantly emotional event will drive calls for services as well. The City Manager recognizes that the city's employees are working in ambiguous times, trying to meet the needs of a diverse community with very little direction from the council. It seems to him as though the best that the employees can do is to keep a lid on the problems and deal with them as they arise.

The chief recognizes the problems as well and is frustrated that nothing has worked to reduce the demands placed on his staff so they may be proactive and interactive with the community and each other. Morale is good, but will degrade if something is not done to improve the way calls for services are managed.

Through the communications center the chief learns that most people who call the emergency 9-1-1 line do not have an in progress emergency to report. A majority of the calls are to report a belated incident or someone just seeking information. The system is not being used as it was designed. To compound matters and make them even worse, the center is a joint operation between several law enforcement and fire agencies. Therefore policies, procedures and practices between the agencies gets confused by the dispatchers and calls are entered for service that should be directed to another agency or private enterprise.

The chief during his weekly staff meeting discusses the dilemma. Through discussions, it is determined that prescreening the calls before they were sent into the

dispatch center by trained personnel from MPA would reduce the number of non-emergency calls entered for dispatch. By redirecting non-emergency calls into a service center, employees in the center could initiate the request for service telephonically thereby leaving the beat officers available for proactive activities and emergency calls for service.

The chief created a telephonic reporting team (TRT) that would be the first point of contact for persons calling 9-1-1. The team members would occupy the workstations currently used by complaint takers in the communications center. They would function as the complaint takers for the center, however, they would have the authority to transfer non-emergency calls to other members of the telephonic reporting team who would assess the specific need(s) and schedule the service to be provided by the appropriate agency. If the service requested was not a service provided by Model City, then the caller would be redirected to private industry.

The composition of the members should include those agencies participating in the joint dispatch operations (i.e. the other law enforcement and fire agencies). The overarching goal for the team is to reduce the number of calls for service by redirecting requests for non-emergency services to the appropriate agency.

Over the course of the six months and after the chief's decision to implement the TRT, management staff met with allied agencies, the communications center and prepared a report and recommendation for adoption of the TRT by the City Counsel and the County's Board of Supervisors. There was resistance to the plan. The arguments against the implementation of the TRT were philosophical and based on the belief that taxes pay for police services. Therefore, when 9-1-1 is called, an officer should respond!

Unfortunately, funding reductions and the citizens' refusal to adopt new tax initiatives for public safety will not provide for an officer response to every call in a timely manner. To do so would keep every officer busy responding to calls for service and no proactive policing activities. A choice had to be made.

September of 2006, the council and Board of Supervisors heard the proposal for the development of a countywide TRT, and accepted the recommendation. By the summer of 2007, the TRT was developed. The team was composed of police and fire personnel from city and county services. In addition to the law enforcement and fire component of the team, there were the members from public works, Parks and Recreation, and the Streets departments. There were sufficient personnel to provide coverage twenty-four hours a day, seven days a week.

Law enforcement and fire handled the initial calls into the 9-1-1 communications center. If the call was of a non-emergency nature, it was transferred to another member of the TRT. By the summer of 2008, the TRT was an integral part of the communications function. Calls for service were decreased and community satisfaction increased as a result of being directed to the appropriate department for service delivery.

Pessimistic:

The MPA's watch commander for the first shift walks into his office and looks at the calls for service holding on the computer screen. There had to be no fewer than 20 waiting to be dispatched. "Geez, how can I have my officers working proactively when all they do is run call to call?" he thought. "Oh well, we have had calls for service holding for the past 20 years. Here it is 2007 and nobody has expressed a real

dissatisfaction on how we do our job, so everything must be good! Besides, we have private enterprise providing patrol services.”

As the watch commander scans the current ComStat report, he notices that there is a slight rise in crime for the city over the past week. The increase is across the board, very gradual, as it had been for the past 10 years, but nothing dramatic. “This won’t even pop up on the chief’s radar screen at today’s staff meeting”, he muttered.

As the morning turns to afternoon, nothing of any significance occurs before the department staff meeting. Oh, there are the typical home invasion robberies, the daily assault with a deadly weapon - but this one does not look like it will result in a homicide, and the numerous property crimes that go unreported, but nothing of significance. During the department staff meeting, the chief hands the watch commander a citizen inquiry from the Northside Neighborhood Collaborative. In the complaint, the Neighborhood Watch Coordinator expresses concern about the increase in graffiti, stolen automobiles and residential burglaries. The watch commander reviews the report, chuckles, and, speaking aloud to nobody in particular says: “We can’t be everywhere at once; we have calls to clear that have held for days! I’ll give the coordinator a call and refer the Collaborative to the private security firms working their area for extra patrol.”

Due to the increased calls for service and funding shortfalls that required the reduction of staffing to balance the city’s budget, MPA found it necessary to contract patrol services with a private security firm. At first, the contract seemed like a good idea. Officer visibility would be increased leaving the police officers available to handle the calls for service. Also, the contract services are less expensive than hiring salaried employees.

Unfortunately, nothing had been done in years to address the type of calls for service that the officers were responding to nor has there been any consideration for the increases in population which are impacting the officer to citizen ratios, dramatically. Also, the officers are dealing with more social issues than crime related activity, which has been brought about by our failure to assess our community oriented policing strategies/philosophy. We do not have a strategy for managing the increases in population, and the diversity of our neighborhoods. Additionally, the security officers are not trained to the level of a police officer and as such, they are not permitted by to take certain and necessary actions when suspicious or criminal activity is observed.

It has become a real “Catch 22” situation for MPA. Reduction in police staffing, increases in population which brings with it more demands for service, and due to the lack of training and authority to interdict in criminal/suspicious activity, the security officers are now reporting incidents and thereby adding to the call for service workload. There appears to be no end to the insanity for the watch commander!

The meeting concludes two hours later and the watch commander returns to his office. As he prepares to leave for the day, he glances at the computer display one last time and notices that the number of calls holding has risen slightly. He thinks to himself that tomorrow will be one day closer to retirement.

Summary

This chapter described the nominal group technique and the product of the NGT panel as they identified, described and discussed the trends and events as they related to the issue statement, “how will personnel shortages impact law enforcement’s response to

calls for service in a mid-size agency by 2008?” The cross impact analysis demonstrated the impact that variables, trends and events, could have on one another. Finally, these scenarios were projected from the information obtained through the NGT process and painted a picture as to the effect that the trends and events could have upon an agency, and in this instance, the Model City.

Chapter Three is dedicated to the development of a strategic plan and transition management that will assist law enforcement leaders in facilitating activities and programs to reduce calls for service.

CHAPTER THREE

STRATEGIC PLAN

As the state of California's local municipal budgets continue to be squeezed and as long as economic conditions vary in such a way that funding prospects for local communities are grim, there will continue to be problems at the local level to fund law enforcement agencies. Through the development of a strategic and transition management planning, there will be an increased ability and agility of local government managers and the community to evaluate, select, and implement alternative approaches to the financing and delivery of public services. Such application of strategic planning, thinking, and management can have significant positive effects on the efficiency of local government, the improvement and simplification of selected service delivery functions, and the financial viability of the Modesto Police department and local municipality.

In order to manage the change process, it is critical to demonstrate an understanding of the environment in which the Modesto Police Department exists. For this purpose, the SWOT Model for analysis was used. Strengths and weaknesses (SW) refer to the internal state of the organization. Opportunities and threats (OT) are external to the organization. Opportunities are circumstances that can help to accomplish the goal whereas threats threaten its success.

An internal scan of the city of Modesto's police department, suggest the strengths are:

- The likelihood of the employees knowing one another is good.
- Communications within the agency are moderately strong and information can be disseminated rapidly and with a certain level of accuracy.

- First-line supervisors are tenured officers. Thereby, the working environment is stable with minimal changes in working conditions.
- Typically, employees were raised in the community as children and live within the agency jurisdictional boundaries and possess have an intimate knowledge of the community, community leaders, history, political affiliations and so forth. There is a strong commitment to the community, ethical practices, and doing the right thing!
- Employees are retrospective in their thinking, always seeking to improve themselves through training opportunities.
- There are good labor-management relations and employees at all levels are involved in the decision processes that affect the organization.

These strengths provide the inroads into the community and enhance the likelihood that the implementation or change in the methodology for service delivery would be readily accepted by the community and by the employees. However, there are the organizational weaknesses that may counter the benefits derived from the internal strengths of the organization.

Weaknesses are:

- The strong informal information communication structures, in other words the grapevine. It can lead to the free-lancing of ideas without proper or informed approval. In addition, stakeholders may be overlooked in the development of ideas.
- Internal politics, or personal preference over practical application, has been the basis for some decision-making processes.

- Lack of staff and funding to test new programs, reconfigurations of teams, and collaborations in divisions other than patrol and investigation functions.
- Due to the 3% at 50 years of age retirement benefit, many senior managers retired from the organization earlier than expected. Succession planning was not done prior to their departure.
- Supervisors lack formal education, experience outside of patrol and investigation functions and have received limited management and supervisory training.
- Finally, the Modesto Police Department is not as competitive in the labor market recruiting new employees as other agencies or the private sector. As such, staffing levels are difficult to maintain.

As mentioned, understanding the environment in which the organization exists not only includes the internal scan of the strengths and weaknesses, but an external scan of the opportunities and threats. Assessing the external environment of the organization infers that the opportunities include:

- Unprecedented public support and community confidence.
- An opportunity exists as a result of the budget reductions that will force the department to evaluate all of the organizational practices, which will result in reforms, adoption of new ideas and technology, and improved practices.
- New retirement plans, 3% at 50 years, resulted in senior managers leaving the field at a younger age. Consequently, promotional opportunities are enhanced permitting the agency to recruit personnel from outside the organization to bring new ideas to the agency.

- Finally, there are stronger collaborations developed within the community, with private enterprise and other government and law enforcement agencies to continue services provided despite of the state's budget deficit.

The threats posed by the environment are:

- The reductions in federal and state funding.
- Noticeable decrease of qualified applicants applying to law enforcement agencies.
- Political leaders may resist the cutback of services, privatization of specific services or the elimination of programs.
- Bleak economic times are projected for the state of California for the next six years. Based on past statistical correlations between the two values, fiscal viability and crime, six years of deficit spending will result in crime rates increasing (Exter, Thomas and Joe Schwartz. Nov 1990).

Stakeholders who hold an interest in the development of this strategic plan are people who play a significant role in the assessment of the issue and are influential in the success of the plan. The stakeholders that must be involved in the development are the community. The community is the end user. As such, they must be informed and participate in the decision as to which services should be delivered to whom, when and how the service delivery should occur. In other words, what will be an acceptable practice within the community regarding call response and reporting of incidents?

The employees of the police agency are stakeholders inasmuch as they are the front-line providers and know which services are mandated by law and delivered on a daily basis versus those services that address special interest needs. Regional 9-1-1 Communications Center employees are also front-line providers of services as well, and

possess knowledge regarding community practices and standards for call priority systems and dispatch, alternative forms of telephonic reporting, and emerging technology that will enhance reporting.

Police management can provide insights as to past practices that succeeded or failed. In addition, they can structure sequentially the changes that should occur for the plan to succeed.

Politicians should be present to monitor group feedback, to commit to certain aspects of the plan and to gain insights into the overall process. Involvement will ensure that questions are addressed and answered before public hearings and publication of the plan.

The Chamber of Commerce and representatives from private enterprises will be the nexus between the government, the community, and the private sector. As government reassesses what can be done to manage costs, services that are no longer provided, but are desired, will need to be addressed by private providers. A shift in service delivery would be based on demand. Since demand is predictable for certain services, private enterprise should assess business practices, and develop strategies so that the overall industry may prepare for the changes in government service delivery methodology. For example, if a Verified Alarm Response Program⁹ were to be implemented by the Modesto Police Department, then the alarm industry needs to know of this change in protocol so that they are prepared to assume the new service demand. When private industry is prepared to assume traditional service delivery roles once performed by law enforcement, then there is no void in service delivery. This results in a seamless transition from public to private providers and the mitigation of complaints.

Taxpayer Associations and related special interest groups may perceive privatization as another form of taxation or government's laissez faire approach as not providing services paid for through taxation. Therefore, involvement in the planning stages may mitigate and/or prepare the group developing the strategic plan for future objections by these organizations.

Inclusion of the above listed stakeholders in the planning stages will enhance the likelihood for success of the strategic plan. However, it is safe to say that not all of the stakeholders have been identified. Therefore, it is critical that when the strategic planning group is formed vacancies are held for others that should be included. Failure to do so could result in strong opposition. Persons who could be considered snail darters – a term that has come to mean stakeholders who have not been identified, but could become an unexpected obstacle, could include Commission for Accreditation of Law Enforcement Agencies (CALEA). There is the potential that service reduction could impact the agency's commitment to adhere to specific national standards. The question to be addressed is whether the national standard is reasonable in light of the services sought by the community.

Special interest groups may take notice of the types of services relegated to the private sector inasmuch as associations such as the Homeless Coalition, the Westside Collaborative and the National Association for the Advancement of Colored People may see the shift in service delivery as discriminatory. As the strategic plan takes form, these special interest groups should be apprised of the plan's progress and provided the opportunity to review the implementation plan before any changes in service methodology occur. With the implementation of the various components of the plan,

these associations should be included in the follow-up assessment or evaluation processes.

The Modesto Police Department's mission statement defines the fundamental purpose of the department:

... to provide professional police services. Together, in a partnership with the community and through the effective use of resources, we (the agency and employees) will achieve a safe and secure environment in which to live and prosper.

A set of strategies that will promote the mission of the organization and address how personnel shortages will impact law enforcement's response to calls for service in a mid-sized agency by 2008, are:

- (1) The education of the community and City of Modesto's council.
- (2) The development of an ad hoc committee to assess the community's service demands that must be addressed by law enforcement and those desires that could be managed by another government agency (ies) or private enterprise.
- (3) Re-evaluation of the call priority system and at the very least, developing criteria for emergency and non-emergency responses by law enforcement personnel.
- (4) The creation of a law enforcement call response team that interdicts when the initial calls for service are received in the communications center.
- (5) Promoting privatization of many police services such as alarm responses, DARE and School Police Officer programs, and subpoena service.
- (6) Using civilian personnel to manage and/or perform traditional police officer responsibility such as investigation and telephonic follow-up of misdemeanor "cold" calls for service, and criminal investigations.

(7) Finally, a public safety tax initiative that allocates a percentage of current taxes and public billings that are dedicated to fund law enforcement services.

The objectives for each strategy are, to begin with, to form a teaching cadre of members from the Modesto Police Department that will host town meetings. This team's focus is to provide fiscal overview for the agency's revenue streams and expenditures, statistical data regarding service workload, staffing overview and service delivery parameters. Secondly, a Blue Ribbon Committee, which is comprised of members from the community and government stakeholders group, should be created. The Blue Ribbon Committee would assess the fundamental services delivered by the Modesto Police Department and make recommendations for services that should be contracted or discontinued.

The next objective is to establish a Regional 9-1-1 Communication Center ad hoc committee that will assess the call priority system. Research conducted for this project demonstrated that the call priority system was developed before the advent of mobile computing technology. The current priority system is based on the highest priority of calls addressing felonies will be handled first with crimes holding a lesser status being addressed later than sooner.

The ad hoc committee would develop a call response protocol for deployment of resources to in-progress activities over those events that are stabilized and where there is no longer a threat to life or property. Secondly, the ad hoc committee would identify the vendor/resource best suited to respond to provide the service. Hypothetically, in-progress events involving a threat to life or property would receive an immediate police officer

response and those that did not, would receive a response that would involve the use of a Community Service Officers or self-reporting or private vendor or a combination thereof.

Fourth, create a law enforcement call response team comprised of tenured peace officers and members from the Telephonic Report Unit. The law enforcement component of the team would be assigned to the Regional 9-1-1 Communications Center. These employees would be the initial contact by callers to the Regional 9-1-1 center. The complaint would be triaged and routed by this team to a Regional 9-1-1 Complaint Taker if an immediate response is required, or to the appropriate agency for service delivery later.

Privatization of government services offers many opportunities. Such as permitting the contracting of police services for special interests needs, paid by that special interest group, minimizes the impact the agency's budget without impacting the level of police service provided. In the alternative, law enforcement agencies should encourage the community to contract with private security firms and allow these organizations to assume some traditional police roles. Such as providing policing services at special events or conducting routine patrols of neighborhoods. The contracting of services would be left to the parties of the agreement. Nevertheless, the city is a direct benefactor. Because of the business relationship, revenues paid through taxation and licensing fees and the shifting of the burden for the costs of the services from the police agency to the market place increases revenue streams and decreases expenditures.

Another benefit of privatization is the shift in the community's dependency upon government services to the market place for those same services. The public will become

more resourceful and a smarter consumer as a result. Finally, with the decreases in calls for non-essential services, officers will have more time to interdict in criminal behaviors (Savelli, Gregory, November 2001).

The next objective is the employment of civilian personnel to assist sworn personnel in service delivery. Civilian personnel have been fulfilling traditional police roles for many years in such fields as evidence collection, minor accident investigation, parking enforcement and the like. The objective is to expand the traditional role that civilians have played in agencies based on an assessment of what assignments should be filled by sworn and civilian personnel. For example, civilians could fill many management positions such as police records, property and evidence facilities, and personnel functions such as background investigations, internal affairs investigations and training unit functions. Civilian personnel could conduct cold case follow-up investigations in misdemeanor and felony cases. Expanding the civilian force within the agency has several benefits. It would cost less than increasing the force with the same numbers of sworn personnel; and release sworn personnel from support functions and return them to calls for service functions without increasing the numbers of sworn personnel. Another benefit of increased numbers of civilian personnel within the police department's line and staff structure is the inherent change to the bureaucratic dynamics of the organization that occurs when infusing non-police perspectives into the traditional police methodologies for service delivery.

The final objective to the strategic plan is a taxation protocol for existing tax revenue sharing processes that ensures dedicated funding for law enforcement personnel, programs and projects. For example, a portion of the sales tax revenues from a

jurisdiction is dedicated to that jurisdiction's law enforcement agency. The same could hold true for property taxes, taxes on fuel, vehicle licensing fees, and so forth.

The successes of the strategic plan will depend upon the transition management from a current state of affairs to a desired future state for conducting business. Transition management, Chapter Four, is a discussion of that process and will include issues ranging from the readiness of the leader to reinforcing and institutionalizing the revised response to calls for service.

CHAPTER FOUR

TRANSITION MANAGEMENT

Organizational and Community Assessment

Change is difficult because it causes anxiety among the employees, the community and the end users of the services provided. To facilitate the change, the organization and end users must be ready for change to occur and be involved. An assessment of the current state of affairs can be used to determine the level of readiness for change to occur.

The Modesto Police Department is inundated with requests for service. On any given day at any given hour, there will be calls for service where no employees are available to respond. Anecdotal evidence suggests that the community is frustrated by the time delays for police response and the amount of time the officer can spend addressing concerns before the officer leaves for the next assignment.

In spite of the community's frustration, the community is a strong supporter of the department and is sympathetic to its needs. This was demonstrated by the recent mid-contract pay and benefit increase awarded to the police department to enhance recruitment and retention of employees efforts. The inference is that proposals for change would be entertained as long as the community is involved.

The officers are dedicated to the community; they are frustrated with their inability to immediately respond to a service request and they seek out new service delivery processes to reduce response times. The employees are ready for change to occur as long as they are involved in the process.

The goals seem to be clear and have been shared by the chief and staff. The vision for the department and the community is the resolution of events at the time the service is requested.

An aspect of transition management is that the future needs to be separated from the past. This is occurring at the Modesto Police Department, due in part to the new retirement plans and attrition of personnel for other reasons. Institutionalized knowledge regarding past practices is fading. As such, the timing is good for training programs that emphasize changes in service delivery processes and the implementation of this strategic plan.

The window of opportunity for implementing changes to manage calls for service is closing. As the state's budget recovers, monies will become available for law enforcement staffing. As the agency's personnel crunch improves, there will be no sense of need to re-approach call management because the increases in personnel is the most likely short-term solution. Finally, with time, memories begin to fade. The end users and police officers will acclimate to the conditions by working harder, and will not be a bit smarter! There is a need for change to occur, conditions are right for change to begin, and there is likelihood that change will be successful.

Critical Mass Identification

To be successful with change in the organization, it is extremely important that the stakeholders from across the organization and the end users are involved. There is a critical mass of individuals whose active commitment is necessary to develop the synergy

for the changes to occur. This requires that all employee and end user groups be represented, which may be accomplished by taking a cross section from both groups.

Commitment Planning and Responsibility Charting

For the implementation of the plan to move forward, the readiness of the leader selected to create change should never be underestimated. For it is the leader who will decide what change will occur, how it will occur, when it will occur and to what degree change will be implemented. Change must be managed well, and the leader must be ready to take on that task. Once the train of change has departed the station, much is at stake to ensure that the train reaches its final destination.

Therefore, the leader sought to implement the strategic plan must be ready for the change to occur. Attributes that would serve this leader well are courage, being a visionary, loyalty, honesty and tenaciousness. Courage is thought of as willingness to move the plan forward despite personal and professional risks. He should be a visionary and have the ability to communicate that vision to others in such graphic detail that others not only see the vision, but they also see their role in the transition towards that vision. The leader must be loyal to the ideals of the stakeholders and the tenets of the profession, thereby striking a balance for doing the right things the right way. The leader should communicate openly and honestly, and should seek involvement and trust from others. Finally, the leader must be tenacious in the pursuit of the implementation of the strategic plan, but should also be flexible to change as events dictate.

The critical mass for improving response to calls for service is as follows:

- The Chief of Police. He is selected because of his pivotal role as the link pin between the department, the community and the policy makers for the city.
- The three employee unions.
- The Regional 9-1-1 Communications center.
- The Safe and Communities subcommittee for the City Council.

This group understands call load, call response times, and case management processes. These groups can educate politicians, community leaders, and the community.

The following commitment planning chart illustrates the current positions (X) of these key stakeholders and the commitment needed from them (O) to make change happen.

Commitment Planning Chart:

| Key Players | No Commitment | Let it Happen | Help it Happen | Make it Happen |
|-----------------------------------|---------------|---------------|----------------|----------------|
| Chief of Police | | | X | O |
| 3 Unions | | X | | O |
| Comm. Center | | | X | O |
| Safe and Communities Subcommittee | | X | | O |
| CALEA | | | | X O |

X = Current position

O = Desired Position

For instance, the chief is currently inclined to “Let Change Happen” and needs to move to “Make the Change Happen.”

Responsibility charting is a method aimed at clarifying the role relationships as a means of reducing ambiguity, adverse emotional reactions and wasted resources. The chart beginning on the next page identifies stakeholders and their individual roles and responsibilities.

Responsibility Chart:

| Actors: | Project Manager | Chief of Police | Management | Union | Subcommittee | Comm. Center |
|---|-----------------|-----------------|------------|-------|--------------|--------------|
| Decisions or Acts: | | | | | | |
| Polling | R | I | R | S | A | S |
| Research | S | I | A | R | I | R |
| Policy Development | I | A | R | S | I | S |
| Develop Call Priority System | I | A | S | R | I | R |
| Private Enterprise and vendor education | S | A | R | S | S | R |
| Selection of Personnel for Call Response Team | S | A | R | S | I | S |
| Personnel Training | A | I | S | I | I | R |
| Testing/Evaluation | I | A | R | S | S | S |
| Public Education | S | I | S | R | S | S |
| Identify streams of revenue | S | S | I | I | R | I |

Legend:

(A) = Approval of actions or decisions with the right to Veto

(R) = Responsibility to see that actions or decisions occur

(S) = Support of actions or decisions by provision of resources but with no right to veto

(I) = Informed of actions or decisions but with no right to veto

Resistance to change is a phrase to describe a person who is having difficulty adapting. To overcome the resistance and promote the ideals for change, the transition management plan would begin with educating the stakeholders. The creation of a group of educators, comprised of select members from the stakeholders' group, would educate the community on the need for change and the objectives of this strategic plan. This would be an ongoing program and, as milestones for implementation were reached, this group would release the data to the community and receive feedback.

Polling within the community, legal research regarding state mandates and a records review of police contacts would be completed by the police department and the

Regional 9-1-1 Communications center to assess the service mandates and demands. The report would include:

- 1) The day and time of the request for service;
- 2) The classification of the crimes that by their very nature or by legislative mandate had to be addressed by law enforcement; and
- 3) The services that could have been managed by civilian employees, other government agencies or private enterprise.

A Blue Ribbon Committee would be established from among the stakeholders to review the call priority system used by Regional 9-1-1 Communications Center. This Committee would be tasked with the creation of a framework for emergency and non-emergency response criteria and policy development.

With the creation of a call priority system that focuses on legitimacy of the service requested and in-progress over belated calls for service, many services once provided by the agency may fall to the wayside. To ensure the success of the transition management plan, private enterprise should be involved. Through private enterprise, vendors for services may be identified, vendors may prepare internally for the increased demand for services, and the vendors should be tasked with the public preparation for the shift from government to the market place providing the services.

Along these lines, the Modesto Police Department would assess tasks performed by the agency and determine which employee group is better suited to perform the task. Such as telephonic follow-up of belated calls for service, misdemeanor and felony investigation follow-ups not requiring a contact with the perpetrator, DARE and School

Police Officer programs, and support service functions would be better suited for civilian personnel.

The creation of a law enforcement call response team to answer the calls received by the Regional 9-1-1 Communications center is necessary for the success of the plan. These teams of call takers interdict when the initial calls for service are received in the communications center. They have the training to know what services are readily available to receive referrals. In addition, they have the time and authority to refer the service request. Therefore, this team should be trained and established before the new call priority system is implemented. If not, then delays in call response will persist whereas Regional 9-1-1 employees will only do what the Dispatch Directives or supervisors instruct them to do and little time to do it due to the number of calls received per day, per shift.

Mentioned earlier is that the stakeholders would include members from the various taxpayers' associations. The final recommendation is the development of a team of representatives from the law enforcement profession and the Taxpayers Associations to craft legislation to ensure percentages of current taxes and public billings are dedicated to law enforcement services.

Enabling processes for the implementation of change include the development of a test site and testing protocols. Specifically, the use of call takers' pods – 2-seat cubicle, in the Regional 9-1-1 Communications center could be used to receive and triage calls for service. Currently, there are unstaffed pods¹⁰ available for use. The personnel for the test site should be Modesto Police Department employees who have typing skills and a background in dispatching.

These employees would be trained in protocols for receiving and referring emergency calls for service to a Regional 9-1-1 Complaint Taker or Dispatcher, familiarized with city services, and provided referral names and telephone numbers. The departments within city government would be briefed on the test site protocols. There should be no surprises.

Once the test site is staffed and functioning, the call response team will select calls for service as they are received by the center. As the test site, they would not be expected, nor could they handle, all calls for service. Nevertheless, they should track the services provided. For example, the time for the response to the call, whether the call sent to a call taker takes less time to enter than if the call taker initiated the response, and the success of the referral. The level of satisfaction should determine the success of the referral for the caller, to include the efficient use of resources and the timeliness of the resolution of the event.

Dissemination of information throughout the organization and through the media regarding the implementation of new referral system in the regional 9-1-1 Communications Center keeps the agency and the public abreast of changes. Seeking input on the processes through feedback commits persons to the success of the test inasmuch as they see themselves as part of the solution.

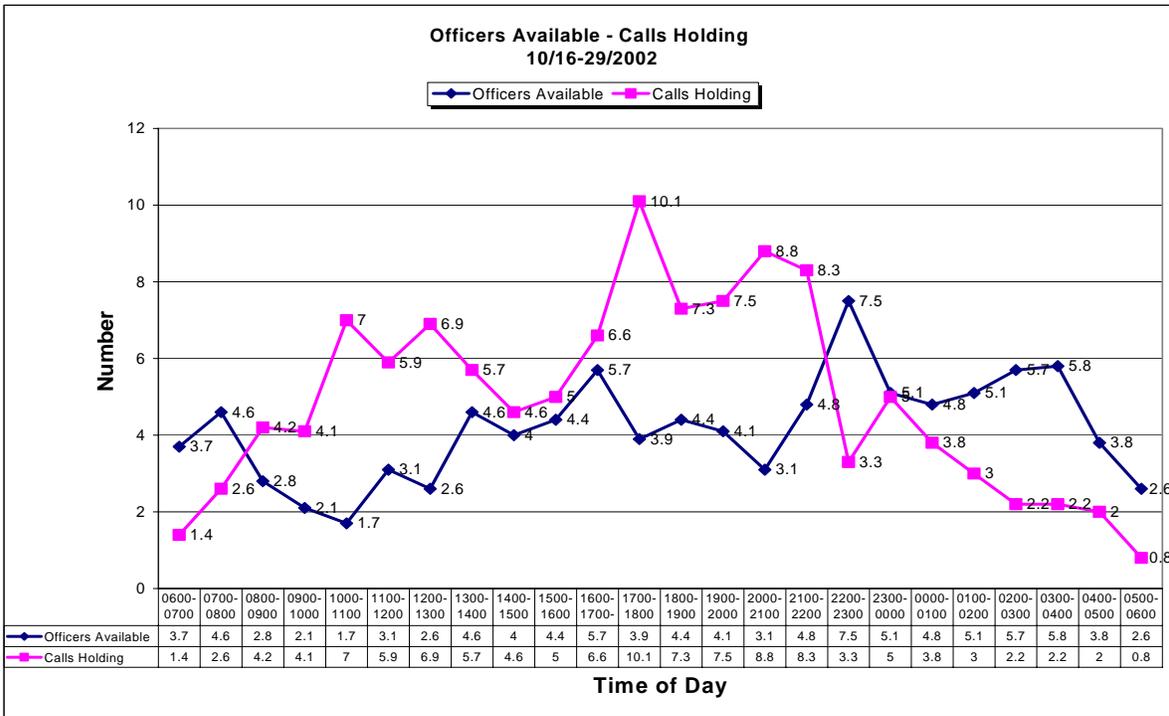
Finally, projecting costs for the employment of employees to expand the civilian workforce and Call Response Team, along with identifying revenue sources, prepares the city for future implementation of the strategic and transition management plans.

Transition management moves the organization from the status quo to a desired state. Chapter Five summarizes the discussions to this point and answers the question, how will personnel shortages impact law enforcement's response to calls for service.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

The purpose of this research project was to address the impact of police personnel shortages on calls for service responses. Historically, the logical response to increased demands for service was to increase staffing. However, fiscal times being what they are for the state of California, that option is no longer viable. Eliminating non-essential programs without alternative service plans, delaying responses or not responding at all to requests for service is not an attractive alternative as well. For example, calls for service are held by the Regional 9-1-1 Communications Center due to the lack of sworn personnel to respond. Calls that are held generate frustration for the community and detract from the quality of service that is provided. The below graph is an hour-by-hour



Comparison of the number of calls for service requests and the level of law enforcement staffing available to respond ¹¹

representation of a typical workday for the Modesto Police department. It illustrates the calls for service holding in comparison to the number of officers available to respond to those calls at any given time during the day.

The question that was posed “how will personnel shortages impact law enforcement’s response to calls for service in a mid-sized agency by 2008?” began the quest for the development of solutions that would be non-traditional and innovative. What was learned is that the community’s policing services must be tailored to the needs of the community, by the community, with consideration as to what the community’s resources can support. A give and take exists that is dynamic, ever changing and adaptable to the strengths, weaknesses, opportunities and threats posed by the internal and external environments of the agency and the community.

As for the City of Modesto, assessing service requests, and identifying alternative vendors for non-essential law enforcement services and developing referral protocols would serve the agency and the community well is critical to resolving the issue. Building strong collaborations that embrace changing paradigms for call management and staying the course of action based on resources available to the city will be the challenges for community and government leaders.

There are also budget implications to the recommendations. To begin with, there is the time commitment to nurture the collaborations, prepare and present information, and to obtain feedback from the community. There are the costs for employment and training of personnel to create the Call Response Team and to expand the civilian workforce to respond to non-emergency and low priority calls for service. In addition, there are the costs for the development of reference materials for referrals.

The development of a budget will be paramount to the funding of the strategic plan. However, this may be a pay as you go process. If the decision is to minimize costs for the first year, then the Blue Ribbon Committee should be formed as an ad hoc committee to the Regional 9-1-1 Communications Center's Dispatch Liaison Team. Instruments to track data can be created and research conducted which would result in little or no costs to the agency. As the information is explored and issues are understood, then budgets could be projected to manage the program as it develops.

Finally, the budgetary concerns should be spread among the departments of the city, and there should be costs sharing for the employment of the Call Response Team members by the communications center, city departments, and other user groups. The justifications for costs sharing include reduced workload by the call takers and dispatchers for the Communications Center. Secondly, there is the reduction of time spent by other city employees to research and refer the caller to the appropriate division or department. Finally, there are the increases in customer satisfaction because of the efficient use of a single-resource-contact-point for government services. Remember that time is of the essence inasmuch as the window of opportunity is narrowing as the state's budget improves.

Rethinking traditional methods of conducting business and then plotting the course so that change makes sense to those involved and others, watching the metamorphous of the organization, is transformation management. Being creative in service delivery processes to address the impact caused by personnel shortages will require collaborations, concessions, and fiscal planning and management if change is to occur by 2008.

The success for the implementation of the strategic plan will rest on the breadth and depth of the preparation that goes into the transformation management plan. Such as the buy-in and collaborations developed as the plan moves forward, and the commitment of managers and leaders to incorporate new behaviors into the day-to-day operations for the agency.

If nothing is done to address the personnel shortages in law enforcement, the impact to the calls for service will be:

- More calls for service than the number of officers available to handle the workload during any given shift.
- Increases in the amount of time that a call for service will wait for the dispatch of police services.
- Increases in criminal activity due to a decreased fear of apprehension.
- Community dissatisfaction with the department's calls for service response times.
- Perceptions that the department is unable to stop criminal activity.
- A negative effect on the community's sense of security and safety.
- Political or private intervention at all levels of the department that may be contrary to the best interests of the department, its members and the community.
- Low morale of the employees; there may even be increases in stress claims due to the never-ending backlog of calls for service.

- High numbers of voluntary terminations by line-level employees. They will leave the department to seek opportunities at agencies where there is discretionary work-time for proactive law enforcement activity.

To mitigate the problems that are projected because of the impact that personnel shortages will have on law enforcement's response to calls for service, the department should implement a Law Enforcement Call Response Team. This team would telephonically triage and respond to requests for service. In addition, the department and the Regional 9-1-1 Communications center should collaborate on a call priority system that ensures the appropriate personnel and resources are deployed for the service requested. Finally, the department and the Safe and Communities subcommittee should assess the types of calls the department should provide a service for and consider the privatization of other public services. Doing so shifts the burden for providing certain non-emergency services from the public sector to the private without depriving the public of that service.

In conclusion, as the population for the city of Modesto increases, so will the calls for service. Unfortunately, fiscal constraints prevent the city from hiring additional officers to meet the increasing demands for service. The department's personnel must rethink the traditional methods for handling calls for service. This research project provides viable suggestions to resolve the impact that personnel shortages will have on calls for service by the year 2008. Nevertheless, success in the future on this issue requires action today.

APPENDIX A

NOMINAL GROUP TECHNIQUE PANEL AND INTERVIEWEES

Host Kevin C. Finnerty, Lieutenant, Modesto Police department

Assistant Hosts Steve Pierce, Captain, Davis Police department
Greg Savelli, Captain, Modesto Police department

NGT Panels participants:

| | |
|---|---|
| Susan Johnsen Neighborhood Watch Coordinator La Loma Neighborhoods | Carol Collins King-Kennedy Collaborative |
| Gladys Williams NAACP | George Russel Westside Forum |
| Anita Hellum Habitat for Humanity | Nikki Lane Homeless Coalition |
| Shirley Hawn Community Services Officer for the Modesto Police Department | |

Interviewees:

| | |
|---|--|
| Donna Hansen Deputy City Manager City of Modesto | Candice Caviglia Regional 9-1-1 Communications Center |
| Gary Watts, Lieutenant Tactical Patrol Unit Modesto Police Department | Katherine Laughton Regional 9-1-1 Communications Center |

APPENDIX B

TRENDS

1. Response Times
2. Reactive Policing
3. Changes in Law Enforcement Styles
4. Community Policing
5. Change in population numbers
6. Selective Enforcement
7. Lack of Enforcement
8. Age of Population
9. Workload
10. Dependency on Grants
11. Dictating Law Enforcement Direction
12. Council Funding priorities
13. Capital Facility Fees/programs set for specific agencies/services are diverted
14. Special Taxes
15. Individual Community Expectations of Police
16. Change in sentencing Structure/Terms
17. Change in access to Police services to Low Income Persons
18. *Call the Police* attitude to handle Social Problems
19. Change in Officer Accountability
20. Crime Prevention Program Changes
21. Citizen Apathy
22. Privatization of Police Services
23. Shifting prevention Programs
24. Changes in the Community
25. Use of Profiling/Stereotyping as it relates to ethnicity, economic resources and age
26. Community Education as it relates to law enforcement practices and staffing

27. Police Department Education on the community's culture, ethnicity's, behaviors, social and economical statuses
28. Perception of law Enforcement
29. Officer Visibility in the community is changing
30. Change in law Enforcement Attitude towards Effective Policing
31. Directed Patrol towards "Hot issue of the Month"
32. Training of the Officer
33. Change in Law Enforcement Strategy
34. Change in Traffic Congestion
35. Changes in State funding allocations to local municipalities

Trend Changes / Conversions / Modifications¹²

36. Demographics of Population Moving to Modesto have a Different Expectation of Current Resides regarding service delivery
37. Old Residents Feel Threatened by Differences of New Population
38. Commuters Sense of Connection to Community
39. Residents Sense of Commuters Connection to Community
40. Changes in Socio-Economic Divide of Community
41. Costs to Live in Modesto
42. Change in Law Enforcement's Expectations of Community's Education of Local Law Enforcement Services to Achieve a "Self-Help" Attitude

APPENDIX C

EVENTS

1. Riot due to Racial Profiling
2. State Cuts 30 percent of revenues to Local Governments
3. New Technology is Adopted
4. There is an Earth Quake along the Hayward Fault
5. Shelter for the Homeless Community is Opened
6. There is a Technology Platform developed that Permits Government Agencies to
Electronically Communicate
7. The Government Adopts a 10 percent Flat Tax
8. President of the United States Eliminates the Office of Homeland defense
9. Sudden Influx of Middle eastern Immigrants

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ENDNOTES

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- ¹ Interview with Candice Caviglia on March 19, 2003.
- ² Data compiled by Modesto Police Department Crime Analysis Unit staff and used in the presentation titled “Report to City Council Public Safety Ad Hoc Committee on Police & Fire” by Chief Roy Wasden.
- ³ Data compiled by Modesto Police Department Crime Analysis Unit staff and used in the presentation titled “Report to City Council Public Safety Ad Hoc Committee on Police & Fire” by Chief Roy Wasden.
- ⁴ Accountability Based Budgeting System was a program introduced to the City of Modesto that created a revenue stream for specific departments that did not spend the fiscal year’s allocated funding.
- ⁵ Information may be found at <http://www.gallup.com/poll/releases/pr000907.asp>
- ⁶ The participants in the interviews were included in Appendix A.
- ⁷ Interview with Deputy City Manager Donna Hansen in November of 2002
- ⁸ Interviews conducted on March 19, 2003.
- ⁹ Verified Alarm Response Program requires initial response to an audible alarm by security firms to verify the alarm’s authenticity before police are dispatched.
- ¹⁰ Pod is a work cubicle in the Regional 9-1-1 Communications Center.
- ¹¹ Graph of data comparisons used by Chief Roy Wasden, Modesto Police Department, in the presentation titled “Report to City Council Public Safety Ad Hoc Committee on Police & Fire”.
- ¹² As the Trend statements were developed into a meaningful reflection of the panelists thoughts, the Trends listing grew to include those listed after the sub-category heading.