ECONOMICS AND RECRUITING - 1997

HOW WILL MEDIUM SIZED DEPARTMENTS IN AFFLUENT SUBURBS COPE? (25 TO 100 OFFICES)

GARY E. JOHANSEN
COMMAND COLLEGE IV
PEACE OFFICER STANDARDS AND TRAINING
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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

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

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

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

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EXECUTIVE SUMMARY

The medium sized police departments in affluent suburbs are under pressure. As cost of living, cost of housing, and salaries, continue to soar, recruitment problems do the same. The new officer or the lateral officer who cannot afford to live in or near his place of employment is a problem looking for a happening. By 1997, the problem may create a major lack of qualified candidates willing to work in these areas.

The focus of this project was to identify the affected agencies, research current recruitment problems, and look to the future. The future must hold new ways of creating the desire and the ability to work in these cities. It was accomplished through futures forecasting, strategic planning and strategic management practices.

The out come of this project was the recommendation to establish a Housing Assistance Unit, either within the police department or elsewhere within city government. This unit will oversee several means of providing housing assistance to the officers who live in the city. Several alternatives are provided to insure that if an officer wants to live within the city he is able to and that the extra benefit to the department and the city is recognized.

INTRODUCTION

The medium sized police departments in affluent areas, are facing some very unique recruitment problems. In the next ten years, 1987 - 1997, these agencies of 25 to 100 officers, will find it increasingly difficult to attract and retain qualified individuals. One of the major reasons will be directly related to the economic issues that face these communities. The economic issues which most directly affect law enforcement are:

1. Cost of housing in the area.
2. Cost of living in the area.
3. Salaries for the department.
4. Salaries of near by agencies.

Over the past several years the cost of living and the cost of housing near major metropolitan areas have risen drastically. Increases in home purchase costs of $1,000 per month are not unusual. However, salaries have not kept pace with these major increases. This presents the problem that a young officer, or a lateral officer, may have to locate many miles outside the city. This may allow him to qualify to buy a home at lower costs, but means he will spend many hours each week in commuting.

Commuting is a problem which leads to many other problems. The officer runs a greater risk of being late for work, either by his mistake or by traffic problems beyond his control. He spends more time away from his family and other social activities. He is more likely to abuse his sick leave. The cost of vehicles and gas can become a burden. Plus, the fatigue factor becomes very high, especially when working shifts and responding to court time and meetings. He is nearly unavailable to respond to emergency call outs due to extended response times.

The general costs of living in these areas are very high. Items like insurance, food and clothing tend to be higher, since the market will allow it. These may only be in the area of 5 to 10 percent, but if taken over a period of time, that adds considerably to the household expenses. Over a period of a year it will amount to a major expenditure. With all of these things taken into consideration it has become increasingly difficult for these departments to recruit. As the potential officer looks at the city as a possible place to live, he sees many costs, some of which he cannot meet. He may also see that if he simply seeks employment in the smaller, less affluent

areas, he will be able to buy a home, spend less money in many areas, and cut down his commuting time be several hours a week.

The general parameters of this project were to examine the present recruiting practices for medium sized agencies of 25 to 100 officers. Look at the trends and events which effect those agencies near major population centers, San Diego, Los Angeles, and San Francisco. To examine the trends and events with the future as the goal and look back to examine the past. To establish new policies and procedures to establish a means of attracting qualified applicants. To attempt to find new ideas, or old, which will allow officers to live in the area of the city of employment.

The project is directed to 1997. The problem with most recruitment is that it is directed at the "now", and not at the "future". New avenues of revenue and thinking must be developed which will allow for the cities to subsidize new employees in some way. If this is not accomplished, when major disaster strikes one of these cities, they will not have the readily available manpower to deal with the problems which will arise. This may well lead to large amounts of money being spent by the cities to defend against lawsuits for faulty recruitment and hiring practices.

The results of this monograph are directed towards Pleasanton Police Department. However, the established policies could be used throughout city government. They might well be applicable to other agencies, both large and small, as well. It is hoped that the results will enable the departments to recruit and retain qualified entry level officers, as well as lateral entry officers. Since they may be the ones looking for homes sooner than the new officers.

METHODOLOGY

BACKGROUND

The initial step in this project was the formulation, printing, and distribution of a questionnaire. The questionnaire was distributed to 86 police agencies throughout the state. These were those agencies established as being in the 25 to 100 sworn officer range, near major urban areas in the state. The list of agencies is contained in Appendix A, and the questionnaire is contained in Appendix B, the cover letter is contained in Appendix C.

The questionnaire consisted of 21 questions intended to answer questions in several areas. They were:

1. General information - name, location, size, growth, budget, salaries, years of service.

2. Recruitment - open positions, problems, economic issues, methods of dealing with problems.

3. Housing - availability, cost, location in relationship to city.

4. Future events.

Of the 86 questionnaires mailed, 67 were returned. This constitutes a 78% return. From those returned an average police department was established. The department consisted of the following:

1. 51 sworn officers

2. 25 non-sworn

3. Growing

4. Service area - 13 square miles

5. City budget - 21 million dollars

6. Police department budget - 4.5 million dollars

7. 31% of sworn officers live in the city
   36% of sworn live within 10 miles of city
   33% of sworn live over 10 miles from city

8. Salary range - per month
officer - $2156 to $2684
Sergeant - $2607 to $3241

9. Years of service - average
officer - 6.75 years
sergeant - 13.5 years

10. Two sworn positions unfilled

11. Experiencing recruitment problems:
46% related to economics
57% will get worse by 1997

12. New employees
62% can not afford housing in the city
91% will not be able to afford housing by 1997

The complete break down of data from the questionnaire is contained in Appendix D.

The questionnaires were also used to establish a list of emerging trends and a list of events which would impact recruitment in the next ten years. The lists, not in order of importance, which was established are included as Appendix E and F.

While conducting the futures research several persons were contacted for input and consideration. They included the following:

1. Kenichi Mizuo - Toyota Corporation, New United Motor Manufacturing, Coordinator General Affairs.

2. Mark T. Hogan - New United Motor Manufacturing, General Manager, General Affairs and Comptroller.

3. R. A. Gonsalves - New United Motor Manufacturing, Security Manager.

4. James Walker - City of Pleasanton, City Manager.

5. Brian Swift - City of Pleasanton, Planning Director.

6. Peter McDonald - City of Pleasanton, City Attorney.

7. Kenneth Edwards - Weyerhaeuser Corporation, Employee Services Manager.

8. John Garvin - Private attorney.

9. Ernie O'Boyle - National Criminal Justice Research Center.

These individuals were consulted based on their expertise in various areas relating to recruitment and the economic issues relating to the field.

Mr. Mizuo is a citizen of Japan. He is in the United States for a limited period of time. His duties include public relations and employee relations. The job includes the responsibility for locating housing for the many Toyota Employees who work at the New United Motor Manufacturing Plant, in Fremont, California. These employees are in the country for a limited period of time and then return to Japan and Toyota.

The New United Motor Manufacturing is a joint venture between General Motors and Toyota. The Japanese employees work in the United States plant for from three months to five years. While they are here, the company pays them a living allowance. The amount is sufficient to allow them to rent a two bedroom apartment or condominium in the South Bay Area.

The Japanese worker, when he is at home in Japan, has many labor - management and working conditions which are different than his American counterpart. They include:

1. Labor Unions - company wide only.

2. Forty days off per year including vacations and holidays.

3. Lunch subsidy.

4. Commuting allowance.

5. Housing assistance.

6. Education allowance and assistance.

7. Recreational facilities.

8. Company hospital.

9. Co-op Association.

10. Social activities.

The Japanese worker is encouraged to buy his own home. This may be single family or condominium type. To facilitate the effort many corporations provide various types of Company Housing, at very low rental rates.

For the single worker, a dormitory type living arrangement is provided. They consist of a room approximately 6X8 feet, which is simply a bedroom. The cost is 2 to 3 percent of the employees monthly salary. The utilities are paid by the worker and meals are eaten in the Company Cafeteria or eaten out.

If the employee marries he moves to company provided apartments. They consist of approximately 800 square feet and cost 10% of the monthly salary. While small, they are very comfortable with many multi-purpose rooms, and movable walls. Many of these apartments are really houses built by the Toyota Corporation and marked under the name of "Toyota Home".[1]

To encourage employees to move into their own homes, time limits are set on company housing. Single housing has a 10 year limit and married housing is limited to 8 years. It is felt that the very low rents for many years should allow the saving of enough money to allow the purchase of a home, by the employee.[2]

Following the interview with Mr. Mizuo an interview was conducted with Mr. Hogan and Mr. Gonsalves. They are both long time employees of General Motors with over 40 years of service between them. They discussed the problems of Management Recruitment for the corporation. The major problem, before the merger, was the inability to attract Eastern Managers to the West Coast. The single most difficult problem was the cost of housing and living. While this does not relate directly to new hires, it does show the problems associated with housing costs.

The City of Pleasanton Employees were contacted mainly to determine the extent of recruiting problems throughout the City. They were also interviewed as to any legal questions which might arise. These conversations revealed that the same recruiting problems were being experienced by other departments in the City.

The Weyerhaeuser Corporation Employee was contacted as a resource to United States Companies which provide housing assistance to employees. They were very reluctant to disclose exact information, but did confirm that they provide some housing and housing assistance to employees. The company has been doing this for years in remote locations.

A private attorney was also contacted for information on the legalities of employee assistance. Mr. Garvin found no problems in city assisted employee benefits, if no "gifts" of public funds were involved. He seemed to believe the idea had merit.

LITERATURE SEARCH

In excess of twenty hours were spent on literature searches. These included the following efforts:

1. Two National Institute of Justice Topical Searches:
   A. Police Personnel Selection
   B. Police Minority Recruitment

2. Two POST Library Topical Searches:
   A. Recruitment (Police)
   B. Employee Incentives

3. INFOTRAC - Computer Search - California State University Hayward
   A. Police
   B. Recruiting
   C. Business
   D. Employee Incentives
   E. Housing

4. DIALOG - Computer Search - University of California Berkeley:
   A. Police Recruiting
   B. Business Recruiting
   C. Employee Incentives

The total results of these searches, computer runs, and numerous hours in all three libraries, was a complete lack of any information directly or indirectly related to the economic issues of employee recruiting. A few articles were found on employee incentives for management personnel in major corporations. But, these did not touch the problems of entry level or lateral employees. No other related information was located and after talking with several librarians, no other possibilities were determined to be available.

FORECASTING

On March 16, 1987, a nominal group was formed at the Pleasanton Police Department. The group was made up of individuals from Law Enforcement, Business, and Public Service. The list of participants and their positions are included as Appendix G.

The first focus of the group was on establishing a list of current trends that are affecting law enforcement recruiting in the economic areas. They used the list that had been derived from the questionnaire and added several of their own. The full list is shown on Appendix E.

CURRENT TRENDS

Using the Nominal Group Technique (NGT)[3], the group decided that the following five trends would have the most impact on law enforcement recruiting in the next five years.

1. Increase in size of police departments.

2. Decrease in qualified applicants.

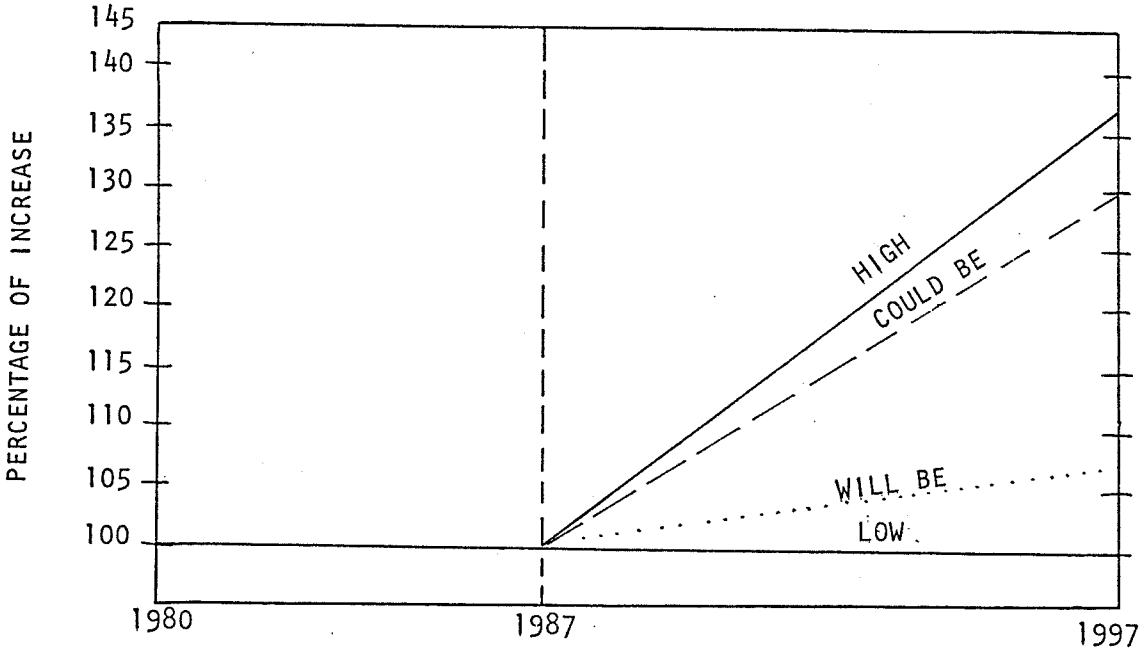
3. Better benefits.

4. Cost of Living increase.

5. Young people staying at home longer.

The group then forecast the impact of the trends on law enforcement by 1997, using a trend evaluation form. The ten year range was determined by the group as being a realistic space of time within which educated decisions could be made. The results of the forecasting are shown on the following charts.

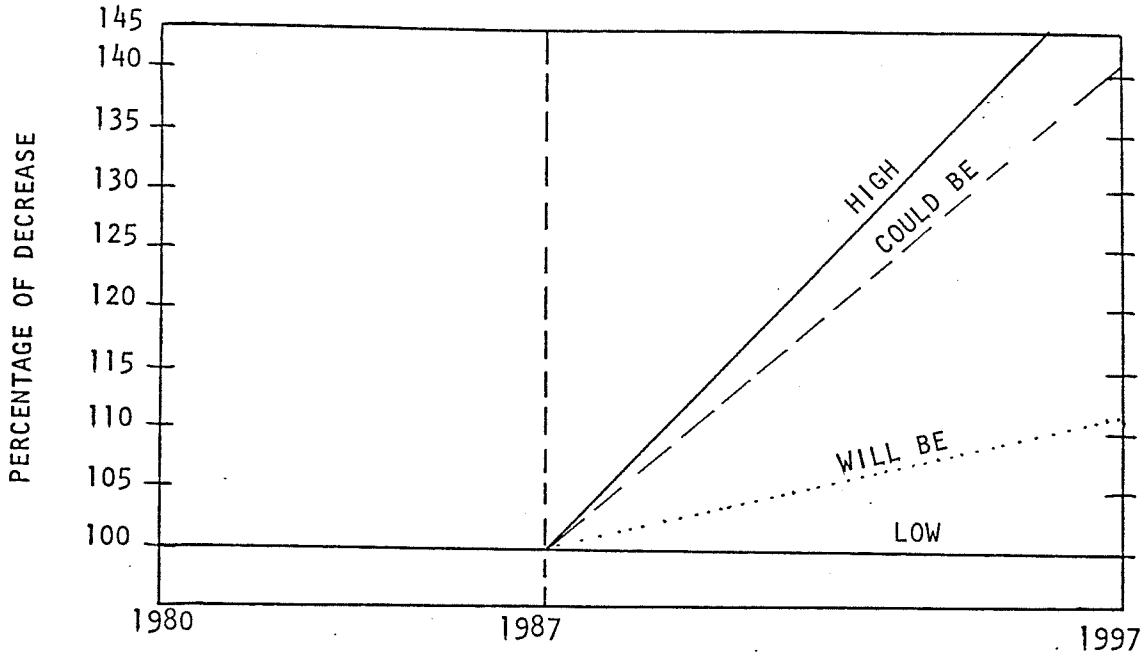
INCREASE IN SIZE OF POLICE DEPARTMENTS



1. INCREASE IN SIZE OF POLICE DEPARTMENTS

The population in most cities in California continues to increase. This calls for more police officers to handle the calls for service. The increase, in turn, puts a heavier demand on available housing. Overall the group saw at least a 7% increase in the size of police departments and a "could be" increase of 30%. This could mean major demands for new employees which the departments are not going to be in a position to handle, attract, or train.

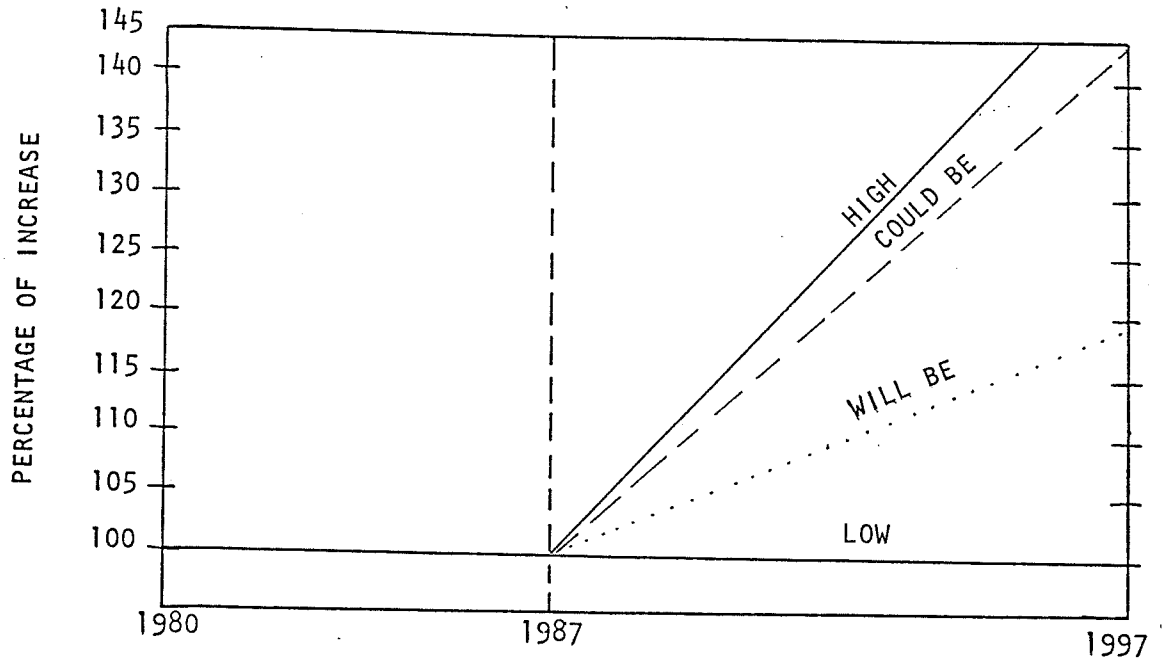
DECREASE IN QUALIFIED APPLICANTS



2. DECREASE IN QUALIFIED APPLICANTS

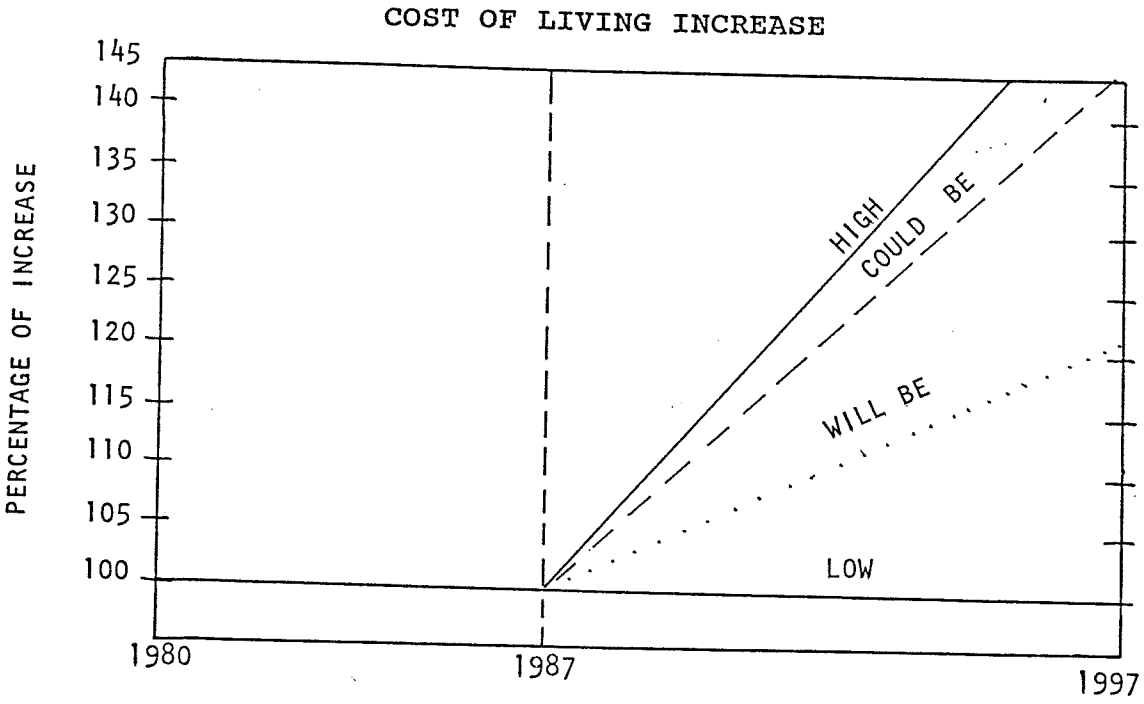
The consensus of the group was that the overall number of candidates was falling. They also found that within those reduced numbers the qualified individuals were declining at a rapid rate. The group felt that the minimum percentage of decrease would be 12%, with the possibility of going to a decrease of 41%. This amount of decrease will cause havoc within the departments as positions go unfilled and officers begin to question the worth of the occupation.

INCREASED EMPLOYEE BENEFITS



3. INCREASED EMPLOYEE BENEFITS

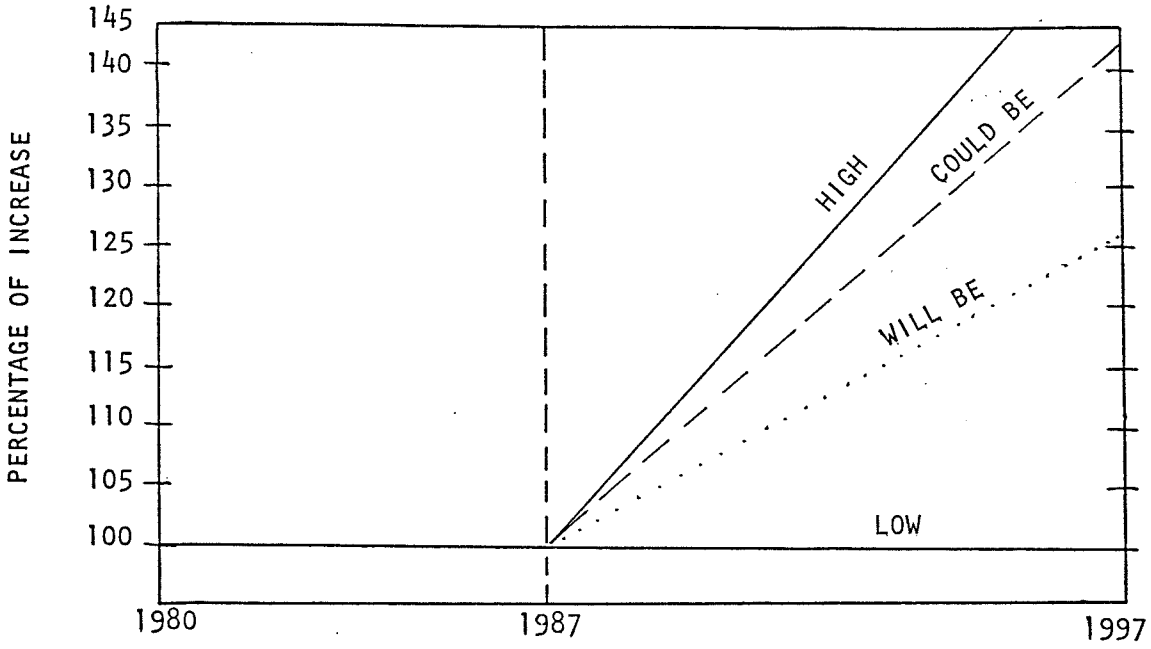
With the changes in the work force that are occurring, and will continue, increased employee benefits are becoming a fact. Many employees are looking for things such as time off, deferred compensation, possibly even subsidized housing. The group saw the rise as being from 19% to 48% in increased employee fringe benefits.



4. COST OF LIVING INCREASE

While the group agreed that the cost of living was rising very slowly at the present time, it felt that would change very soon. It also saw that the cost of living increase was very dependent on the demographics of the area where the department was located. The participants felt that the increase would be at least 22% and could be as high as 47%.

YOUNG ADULTS LEAVING HOME LATER



5. YOUNG ADULTS LEAVING HOME LATER IN LIFE

Young adults are finding home so comfortable that they do not want to leave.[4] The group felt that this trend would continue for the next several years. They also felt that the percentage would increase as costs of living went up. They saw the increase going to 27% higher than 1980 by 1997 and felt it could go as high as 43%.

FUTURE TRENDS AND EVENTS

Using the previously discussed NGT, a list of emerging trends and events were generated. From the list the following five were selected as having the most impact on future recruitment. The entire list is included as Appendix F.

1. Improved city council involvement
2. More stable society
3. Increased housing costs
4. "Baby Boom" job pool
5. Energy crisis

These five were then evaluated for impact on recruiting, using an event evaluation form. The results of this and a cross impact evaluation are shown on the following pages.

EVENT OR TREND	PROBABILITY BY 1997
1. Improved City Council Involvement Due to major recruiting problems the council will be forced to take an active role, especially in the funding area.	65%
2. More Stable Society Due to increases in housing and living costs, less movement, more stability will become the rule, especially among younger workers. A return to the inner city is also possible.	47%
3. Increased Housing costs Cost will continue to rise at 10 to 15 percent per year, eventually pricing the average employee out of the housing market, unless help is available from some outside source.	87%
4. Baby Boom Job Pool This major pool of employees will be gone by 1997, employers will have to be creative in attracting new employees.	95%
5. Energy Crisis The United States is once again depending on foreign energy sources and the supply could be cut at any time. This would leave a major area of recruitment that would need to be addressed.	62%

Cross Impact

The cross impact of these future trends and events were established by the group as follows:

IF IMPROVED CITY COUNCIL INVOLVEMENT OCCURS THE IMPACT WILL RESULT IN:

Stable Society	47%	increase to	82%
Increased Housing Costs	87%	decrease to	72%
Baby Boom Job Pool	95%	decrease to	80%
Energy Crisis	62%	no change	62%

IF A MORE STABLE SOCIETY OCCURS THE IMPACT WOULD RESULT IN:

City Council Involvement	65%	increase to	82%
Increased Housing Costs	87%	decrease to	61%
Baby Boom Job Pool	95%	decrease to	72%
Energy Crisis	62%	decrease to	51%

IF HOUSING COST INCREASE THE IMPACT WOULD RESULT IN;

City Council Involvement	65%	increase to	87%
Stable Society	46%	increase to	71%
Baby Boom Job Pool	95%	no change	95%
Energy Crisis	62%	no Change	62%

IF THE BABY BOOM JOB POOL DECREASES THE IMPACT WOULD RESULT IN;

City Council Involvement	65%	increase to	87%
Stable Society	47%	decrease to	31%
Increased Housing Costs	87%	decrease to	52%
Energy Crisis	62%	no change	62%

IF AN EXTENDED ENERGY CRISIS OCCURRED THE IMPACT WOULD RESULT IN:

City Council Involvement	65%	increase to	90%
Stable Society	47%	increase to	77%
Baby Boom Job Pool	95%	no change	95%
Increased Housing Cost	87%	increase to	94%

SCENARIOS

The three scenarios, which will be presented, will use the Average Police Department established from the Questionnaires, as a basis. In 1987 the department has 51 sworn officers and 25 civilians. It serves an area of 13 square miles and is growing at a steady pace. The city has a budget of 21 million dollars and a police department budget of 4.5 million dollars. A major portion of this is spent on salaries for officers and sergeants. The salary range for officers is $2156 to $2684 per month and for sergeants it is $2607 to $3241 per month. With this money 31% of the officers can afford to live in the city, 36% live within 10 miles, and 33% live more than 10 miles from the city limits. The department is two sworn officers below authorized strength. It is experiencing recruitment problems of several types, 46% related to economics. New officers have a problem finding housing within the city. Of the existing officers, 62% cannot afford to purchase homes in the city and by 1997 this will raise to 91%.

SCENARIO #1

The date is July 4, 1997. The energy crisis that occurred four years ago has become a fact of life. The populace is adjusting well. Law enforcement has made some major changes to accommodate the shortage of fuel. City government looks very different than it did five years ago.

The City Council passed an ordinance last year ordering all new employees to live in the city. This was only a token act since no city employee hired in the past two years has lived outside the city. Many of the older employees who lived outside the city have moved back to town.

The main reason for all the changes is the lack of fuel. Gasoline and Diesel fuel have been rationed since early 1994. The average family can get 10 gallons per week and that only after waiting in two to three hour lines. There is talk of reducing that to 8 gallons next year.

Motor cycle and bicycle sales have skyrocketed. City streets look like European streets with all the bicycles. Many city workers are using bicycles to get their work done, including the police. Only emergency calls are now dispatched to patrol cars. All non-priority calls are handled by the bike patrol. Response times have gone to 30 minutes to an hour routinely, with two and three hours not unusual.

The cost of housing in the suburbs has fallen drastically as people move closer to their work. Inner city housing is once more at a premium and bedroom communities are empty. For those who work in the smaller bedroom type communities, the cost of housing is no longer a problem. The problem for the future is that no new homes are being started and if the energy crisis were to end, the price of housing would again go wild.

No relief is in sight for the next several years. Industry is working hard to come up with alternative energy sources, but, they are years behind. Research that should have been done in the 1980's and was not, is now costing dearly. Society will live with the mistakes for many years. The police department will need to adjust to these problems and will be required to stay in the current mode for the next several years.

Even if the energy crisis should end in the near future it would still take time to regroup and get back to the level of service that was being met prior to the crisis.

SCENARIO #2

The date is July 4, 1997. The economy of the country is stable and on the upswing. The demographics of the 21st century will surely be different than the 20th century. Stability is the password for the foreseeable future. The population is staying where it is. Moving has become the exception, instead of the rule.

Housing costs are stable or declining slightly. They reached peak around 1993 when many major builders went bankrupt. Most of them because they could not sell the housing which had been built due to the outrageous costs. While homes are still expensive, they are not out of reach of the normal citizen, if, he has some help.

The City Council, in 1992, passed the Employee Housing Assistance Act. This is similar to ones passed in many cities recently. With the decline in the labor pool from the ":Baby Boom" era, something had to be done to attract and keep good employees. This bill provides for housing assistance to employees who live in the city. This assistance can take many forms such as public housing, Living Allowances, subsidized loans, contract purchasing, and residency bonuses. This help has allowed the city and the police department to stay competitive in the job market.

The biggest change in the police department has been caused by the housing assistance. Now 68% of the new employees can afford to live within the city and the figure is rising rapidly. Within five years it is expected to be at 80%. This is a complete turn around from what had been projected in 1987, when it was expected 91% would not be able to live in the city by 1997.

The figures now show that 72% live within the city, 21% live within 10 miles, and only 7% live more than 10 miles from the city. Those who live any distance from the city are usually the older employees who are living there by choice, not out of necessity. Call-out problems are a thing of the past. Emergency response is down to a minimum, with over 90% of employees within 15 minutes response time.

Recruiting problems are down, even with the smaller pool to draw from. The council has done several things to make the city an attractive employment opportunity.

Pay and benefits are very comparable to the public sector, working conditions are improving, time off is easier to get, and the housing allowance is the "icing on the cake".

SCENARIO #3

The date is July 4, 1997. The cost of an average house in the city is over $400,000. The only people who can afford to purchase housing are high level management from the private sector. Public employees are living further and further from the city. Recruiting has become a full time, major problem.

Recruiting within each city department now occupies a full time employee. The Police Department now has an authorized strength of 83 sworn positions and 48 non-sworn. However, they are currently 11 sworn and 7 non-sworn positions below authorized strength. Response times have more than doubled in the past five years. Employee morale has hit an all time low.

The end of the "Baby Boom" work pool and the increased housing costs have combined to cause major problems. Not only are there fewer applicants to work from, but they cannot afford to live in the city or in the surrounding areas. Even management level employees cannot purchase a house in the city. Over 60% of employees now live more than 10 miles outside the city. Emergency call outs are a thing of the past. When an emergency occurs, the watch commander knows the only help he will have are those people on duty at the time.

The city council has finally decided that they need to get involved in the problems of recruitment. They realize that the biggest problem is economic, but they are still so involved in the politics of the issue that they can not make a decision. Chances are good for housing assistance, but it will get worse before it improves.

ACTION PLAN

This section will deal with the three areas that must be addressed in order for any futures research to be implemented. They are:

Part 1. Strategic Plan

Part 2. Implementation Plan

Part 3. Policy Changes

For the purpose of this section of the report the City of Pleasanton Police Department will be the model department. The Pleasanton unit very closely resembles the Average Department discussed in the Methodology Section. This will allow more accurate data to be gathered. The similarities are sown in the situation section of Part 1.

Part 1 will be divided into five units including the following::

1. Situation
2. Mission
3. Execution
4. Administration and Logistics
5. Planning System

Part 2 will be divided into three units including:

1. Negotiable and Nonnegotiable Issues
2. Stake Holder Positions
3. Negotiation Strategy

Part 3 will include the needed policy changes and additions in order to implement the plan.

PART 1

STRATEGIC PLAN

Situation

The City of Pleasanton is located in the Livermore Valley approximately 40 miles southeast of San Francisco, California. It is strategically located at the intersection of State Highways 680 and 580, and enjoys a very mild climate. Population of the city is currently 45,000 and is anticipated to grow to nearly 80,000 by 1997. These are resident population figures, not daytime figures.

Commercial growth is in what must be called an explosion mode. Prior to 1980, the commercial growth of the city was extremely limited and had been restricted to the areas of service industries for local residents. Since 1980, the growth has been in business parks and hotels. There are currently five major business parks being constructed within the city with the largest being Hacienda Business Park, a Prudential Insurance Company project of 880 acres. At build out this project will include nearly eight million square feet of office space. It will include two major hotels, several restaurants, numerous banks, and many major companies such as AT&T, Hewlett Packard, Pacific Bell, and other major employee centers.

Along with the Hacienda Park, several other parks are being constructed. The total space of these will be approximately equal to that of Hacienda and they will include three major hotels and many companies that are deeply involved in people. The daytime population is expected to exceed 150,000 by 1997.

The Pleasanton Police Department has grown rapidly during this period. In 1080, the department has 26 sworn officers. As of January 1, 1987 it had 57 sworn officers. By 1992, it is expected to increase to 80 and will probably be in excess of 100 by 1997. This is a tremendous growth pattern for any department to deal with and has resulted in some growing pains. However, as will be discussed, the organization is very strong and determined to deal with all related problems.

The City of Pleasanton, as might be expected, is in very sound financial condition. The tax base is expanding very rapidly and money is not a major problem. The city has worked very closely with all the developers in town to see that assessment districts are established. These districts have resulted in major road and environmental improvements which have been

accomplished at little or no expense to the local taxpayers. The improvements have included such things as major road work, sound walls, landscaping, traffic signals, and major contributions toward increased public safety services.

In the methodology portion of this paper, several trends and events were established which will have a major impact on the City of Pleasanton. These trends were established to show the effects of the economic issues of recruiting on the police department specifically and the city staff in general. These trends also relate directly to the model department established from the questionnaire. Since the economic issues of recruiting are present now and getting worse, many of the present trends have just as much impact as the future trends and events.

The present trends are:

1. Continued increase in size of the Police Department.
2. Decrease in qualified applicants for employment.
3. Increased employee benefits.
4. Cost of living increase.
5. Young adults leaving home later in life.

These and many others will have a direct relationship to where law enforcement will be by 1997.

The future trends and events which were established as having an impact , were the following:

1. Improved city council involvement.
2. More stable society.
3. Increased housing cost.
4. "Baby Boom" job pool.
5. Energy crisis.

These five were picked from a list that was much longer and may or may not be important by 1997. However, these five will be examined for their impact on the Pleasanton Department.

As indicated in all three scenarios the City Council will play a major role in recruitment in the next ten years. They can do this through action or through inaction, actively or passively. If they respond to the problems ahead in a positive manner, the economic issues could be minimized or completely eliminated.

However, if they choose not to act, the problems will increase to the point of irreversible damage to the Department and the City.

If our society moves into the 21st century with the continual movement from place to place, problems will continue. However, if , due to external or internal factors, as discussed in the scenarios, the population were to become stable, major differences could develop. Many of the forecasted trends would be changed drastically. The impact of many would be greatly reduced. Employees would be forced to seek employment closer to home. The job pool might increase as more local residents were forded into local occupations. Home prices would drop and fuel consumption would be reduced.

Employee benefits are coming under more pressure. Employees are changing, they want time off, shorter hours, flexible scheduling, deferred compensation, help in housing. Employee benefit packages by 1997, will be completely different than 1987. They will cost the city more and may well contain items unheard of in the market of today. Home buying assistance may be a fact of life.

As the cost of housing continues to rise, so do the problems of recruitment. When new hires cannot afford to live in the city they work in, they must look further away. The further away they live, the more problems they can encounter. If this cost can be reduced by the city, then everyone involved will benefit. The department will have a more satisfied employee who is better able to respond to emergencies. The worker will save money. The city will save money by less down time on the worker. In general, a satisfied employee is more likely to be on the job and trying harder, than the one who is looking at an hour drive home after work.

"Baby Boom" job applicants have been great. Almost a unlimited supply of workers just waiting to be hired. By 1997, they will be gone. The Police Department and the City will have to develop some strategy to attract the fewer numbers of workers available or establish a plan to do without them. One way to do this may be through the use of housing assistance possibilities. They may include many areas from subsidized loans to residency bonuses.

An energy crisis similar to that of the early 70's is again a major possibility. If one were to occur it would help many of these trends and events along the route to implementation. As discussed in Scenario #1,an extended reduction in the amount of fuel available to the people and to business would have a drastic effect on public service agencies. When employees cannot get to work, the job comes to a stop. In this case, people would eventually be forced to move closer to their job or find other employment. The whole idea would cause chaos for a time, but would result in some positive changes in the end.

CAPABILITY/RESOURCES

The resources available to the Pleasanton Police Department are currently very good. All the growth, both commercial and residential, is bringing large amounts of money into the city. Proposition 4 is somewhat of a problem with its spending limits, but can be worked with.

A review of the department's weaknesses, opportunities, threats, and strengths, (WOTS-UP) was conducted. Capability analysis rating one and two were also conducted. Along with these a historical budget analysis was also prepared. All of these brought out some major areas of concern if the department is going to deal with the recruitment problems effectively.

The WOTS-UP analysis was conducted as a brain storming type session, see Appendix H. The participants included a police officer, a dispatcher supervisor, a police sergeant, and a police captain. These were selected as a cross section of civilian, officer, supervisor, and middle management. Their names are included as Appendix I. The resulting analysis seems to show a very good mixture from all four areas. The overriding thought was that now is the time to begin working on the entire area since many of the strengths and opportunities may not last indefinitely. They also grow with time and that at some point we would be totally unable to deal with them. The analysis is shown on the next page. It seems to show a department that has the opportunity and the ability to move into the 21st century in a very determined fashion.

WOTS-UP ANALYSIS

Opportunities

1. Available private resources from business and industry.
2. Major employee users within the city.
3. Resources available from city.
4. Could be proactive.
5. Acceptance of growth of housing cost by population.
6. Affluent society.
7. Hire trained people.
8. To present a different image to the public of policemen living in their city.
9. Monitor and control economic issues.

Threats

1. Legal issues from public.
2. Competition for employees.
3. Unfilled positions.
4. Reduced response times.
5. Employee resistance:
6. City council.
7. Reduced "Job Pool"
8. Resistance from builders.

Strengths

1. Good personnel control.
2. Internal security.
3. City has money,
4. Attracting more and better educated people.
5. Ability to hire policemen who want to live in the city.
6. Good moral within the department.
7. Good time to get into a new field, that is growing.
8. Forward thinking personnel.
9, Management open to change.

Weaknesses

1. High cost to city initially.
2. City hall resistance.
3. Lack of understanding.
4. Organized need.
5. Needed legislation.
6. Relocation cost to employee.
7. Some officers do not want to live in city.
8. Big brother aspect.

The capability analysis was conducted within the department. Thirty-three people were surveyed and a sample survey is attached as Appendices J and K. The survey was conducted anonymously from a complete cross section of the department. The respondents included the Chief of Police, Captain, lieutenants, sergeants, officers, clerks, dispatchers, secretaries, police assistants, and community service officers. They were taken from all three shifts on the same 24 hour period. Rating sheet 1, on the capability analysis showed a very stable, satisfied, well managed organization. Of the total 28 categories, 88% of all ratings were in or above the Average level. 46% were in the Better Than Average or Higher Category. Ten of the 28 showed 50% or more of the ratings in or above the Better Than Average Category. All 28 categories showed 64% or more in the Average area or higher. One-half of the 28 showed over 90% of all responses in the Average Category or higher. Only 12% of all responses were Below Average and only .003%, or three responses from a total of 924 possible, were in the Real Cause For Concern Category. The totals of the ratings are shown on the following page.

CAPABILITY ANALYSIS; RATING 1

Instructions

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

I Superior. Better than anyone else.
II Better than average. No problems.
III Average. Acceptable. Not good, not bad.
IV Problems here. Must be improved.
V Real cause for concern. Must take action.

Category	I	II	III	IV	V
manpower	1-3%	10-30%	18-55%	4-12%	
technology		8-24%	13-39%	11-33%	1-3%
equipment	2-6%	10-30%	17-52%	4-12%	
facility	7-21%	24-73%	2-6%		
money	6-18%	16-48%	9-27%	2-6%	
c.f.s.		12-36%	19-58%	2-6%	
supplies		15-45%	15-45%	2-6%	1-3%
mgt. skills	3-9%	17-52%	11-33%	2-6%	
P.O. skills	1-3%	20-61%	10-30%	2-6%	
spvr. skills	2-6%	12-36%	15-45%	4-12%	
training	2-6%	13-39%	14-42%	4-12%	
attitudes		9-27%	13-39%	10-30%	1-3%
image	5-15%	14-42%	14-42%		
C.C. support	3-9%	14-42%	12-36%	4-12%	
C.M. support		11-33%	19-58%	3-9%	
grow. potent.	17-52%	13-39%	3-9%		
specialties		17-52%	13-39%	3-9%	
mgmt. flex.	2-6%	11-33%	15-45%	5-15%	
sworn/non swn.		7-21%	21-64%	5-15%	
pay scale	1-3%	13-39%	15-45%	4-12%	
benefits	2-6%	17-52%	11-33%	3-9%	
turnover	5-15%	9-27%	19-58%		
comm. support	1-3%	12-36%	14-42%	6-18%	
complaint rec.		6-18%	20-61%	7-21%	
enforc. index	1-3%	15-45%	16-48%	1-3%	
traffic index	2-6%	18-55%	11-33%	2-6%	
sick leave		9-27%	18-55%	6-18%	
morale		9-27%	13-39%	11-33%	
	63-7%	361-39%	390-42%	107-12%	3-.003%

Capability Rating Sheet 2, was not as easily analyzed. The explanation which was given to the same 33 respondents was that they were to evaluate the department on its ability to deal with change. The five categories were further defined as:

I. Very resistant to change.
II. Slightly resistant to change.
III. Reactive to change.
IV. Slightly proactive to change.
V. Very proactive to change.

The results seem to show a department that is very well able to deal with change. 34% of all responses were in the Proactive area and 73% were in the Reactive area or Proactive. Only 24% of the responses were in the Slightly Resistant area and most of those were directed at line personnel. An insignificant 3% of the responses were in the Very Resistant Category and all of these were directed at line personnel. Only one category showed less than 50% in the Reactive or Proactive Category and that one was line personnel again. The totals for the survey are shown on the following page.

CAPABILITY ANALYSIS: RATING 2

Instructions

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

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

Category

TOP MANAGERS	I	II	III	IV	V
Mentality Pers	_____	6-18%	14-42%	8-24%	6-18%
Skills/Talents	_____	4-12%	11-33%	14-42%	4-12%
Knowledge/ Education	_____	7-21%	7-21%	9-27%	10-30%
ORGANIZATION CLIMATE:					
Culture/Norms	3-9%	9-27%	15-45%	4-12%	2-6%
Rewards/Incen.	2-6%	6-18%	18-55%	6-18%	1-3%
Power Struct.	2-6%	12-36%	8-24%	7-21%	4-12%
ORGANIZATION COMPETENCE:					
Structure	1-3%	7-21%	16-48%	9-27%	
Resources	_____	4-12%	15-45%	11-33%	2-6%
Mid. Mang.	_____	9-27%	16-48%	7-21%	1-3%
Line Pers.	3-9%	15-45%	8-24%	6-18%	_____
	11-3%	79-24%	128-39%	81-25%	30-9%

The last portion of the analysis was the historical budget review. The review covers the 80/81 budget year through the 86/87 budget year. These figures were very revealing about the Police Department and the growth patterns of the city. Some interesting thoughts were that the support services budget for 85/86 was within 7% of the total departmental budget for 80/81. The 86/87 operations budget is more than double the budget for 84/85. The overall budget has increased 227% over the seven year period, operations up 296%, investigation up 273%, and support services up 109%. The smallest percentage of increase was from 80/81 to 81/82, at 13%, and the largest 84/85 to 85/86, at 29%. A copy of the historical budget evaluation is included as Appendix L.

The figures shown in the survey relate almost directly to growth within the city. Growth during the past 24 months has been amazing. The housing starts are up approximately 250%, commercial starts up 300%. Many of these starts will have a direct impact on recruitment in Pleasanton since many of the businesses are in high people industries.

Two major messages come through on all of the analysis which was done. First is that the City of Pleasanton and the Pleasanton Police Department are growing. That they are doing it in a responsible way and the money is being spent to keep police services abreast of the growth. That the Police Department is in great need of a plan to deal with the recruitment that is going to have to occur in the next ten years and they have the organizational competence and climate to accomplish the needed goals. The second is that the Pleasanton Police Department is willing and able to deal with all the changes which will need to be made in the Department over the next several years.

All analysis which was done shows a true picture of the Pleasanton Police Department. The overall ratings held no surprises and matches well with the actual results being shown by the Department. Both low areas were anticipated and are probably accurate.

STAKEHOLDER DEMANDS

The number of stakeholders in the ability of the Pleasanton Police Department to deal with the economics of recruiting could be extensive. Due to that, an attempt has been made to deal with ten of the most important. They are as follows:

1. Police Officers
2. Police Department Management
3. City Manager
4. Personnel Director
5. City Council
6. Home Builders
7. Financial Organizations
8. Residents of City
9. Local Businesses
10. Real Estate Developers

The assumptions or positions of these stakeholders may change over time. As the recruitment problems become more acute it may be much easier to gain their support. When it becomes evident that the level of service is falling within the city, a need will also become evident. In 1987, there may well b e opposition, but by 1997, that will diminish to the point of demanding some relief. Their positions at the present time may be the following:

1. Police Officers
   - A. Will welcome possibility of reducing vacancies.
   - B. Resistance to trying to force employees to live in the city.
   - C. They will support the efforts if they feel all are treated fairly.

2. Police Department Management
   - A. Support ways to allow better recruitment.
   - B. Will demand equal treatment of officers.
   - C. Assist in implementation of program.

3. City Manager
   - A. Will cooperate if all city employees are included.
   - B. Could be good liaison with City Council and business community.

C. Will have major concern over budget impact.

4. Personnel Director
   A. Will resist because it was not his idea.
   B. Resist change because it is change.
   C. Could be help in time as needs get worse.

5. City Council
   A. Could support if they are shown the legalities and benefits.
   B. Will have major impact on other stakeholders.
   C. May pass needed local ordinances to allow housing assistance.

6. Home Builders
   A. Will resist any further costs to them.
   B. Could benefit if city builds housing units.
   C. Will support if they see a benefit to them.

7. Financial Organizations
   A. Will be a major problem.
   B. Resist any move be city to become a loan provider.
   C. Need to be assured that no loss of business is involved.

8. Residents of City
   A. Mixed feelings likely some will support, some will resist.
   B. Support will go up as service goes down.
   C. Could be moving force to force City Council to improve recruitment.

9. Local Business
   A. Major supporters.
   B. Chance to increase revenue through sales.
   C. Will see benefit of improved response times and quicker call-outs.

10. Real Estate Developers
    A. Could help supply finds to implement.
    B. Will mean increased sales.
    C. Good support and willing to lobby city council.

Using the Strategic Assumption and Surfacing Technique (SAST) the stakeholders and assumptions were examined in a group exercise. The group included a line officer, a sergeant, and a civilian employee. The stakeholders were discussed and agreed on. The assumptions were then established and they were then plotted on an Importance-Certainty Graph. The graph was changed slightly to a Difficult-Change Graph. The results are shown on Appendix M.

The Difficult-Change Graph establishes some very interesting ideas. Only four assumptions from the possible thirty were plotted in the "easy-change" area. Six assumptions were plotted in the very "difficult-change" area and all six dealt with resistance at basically a line level. It was established that 66% of the assumptions were on the "same" side and 50% were in the "same easy" area.

The basic idea established by the group was that most stakeholders would support the police department in recruitment issues. However, they felt that, in some areas, she support was going to be difficult to generate. They saw lip service being paid to the issue but hard dollars being difficult to raise in some areas. This is not to say that it could not be done. In fact, it was felt it would be done, but was a matter of education, especially with the city management.

MISSION

MACRO LEVEL

The mission of medium size agencies (25-100 sworn) throughout California is to develop a plan to address recruitment problems. They must deal with two major areas, that of quality of candidates and the economic issues of salaries and housing. This may require a statewide effort with cooperation between agencies and legislative bodies, both locally and at the state level. A joint effort is the key to keep the duplication of effort to a minimum.

MICRO LEVEL

The mission of the Pleasanton Police Department is to establish a Housing Assistance Program within the city. This program will need a coordinator who will work with the Police Department first and then the entire city to establish:

1. Internal structure to develop a Housing Assistance Policy.
2. Needed City Council action to facilitate the program.
3. Liaison with business, financial, and development interests. to generate support or understanding.
4. Aggressively pursue all possible aspects of housing assistance available to city employees.
5. Develop and implement a public education program to inform the citizens and other stakeholders.

EXECUTION

For the execution portion of this study the same individuals listed in Appendix G, were again polled. They were requested to develop various policy ideas that would address the economic issues of recruitment and the possibility of establishing a housing assistance position within the city. Since the respondents represent a good cross section of the city, a good mixture was obtained.

Once these responses were received, a Modified Policy Delphi was undertaken. An example of the Delphi Rating Sheet is included as Appendix N. The alternatives were as follows:

1. Implement a Housing Assistance Program within the city.
2. Police Management lobbies City Council for needed assistance.
3. Establish liaison with business and financial communities.
4. Establish an education program to deal with community residents.
5. Actively participate in existing police officer representative units for support and education.
6. Establish a priority of needs list throughout city personnel.
7. Gain support of City Manager through education and example.
8. Actively solicit funding from local real estate and building community. Could include housing donation.

Once the alternatives had been established, a group of seven people were assembled. They included one captain, one lieutenant, two sergeants (one from Training and one from Operations), one detective, one officer, one secretary. They represented a complete cross section of the department and several special interest groups. The group was given rating sheets and asked to score them for the eight possible alternatives.

The scores established were very close in relation to each other. It was felt that nearly all the alternatives would need to occur in order for the plan to have any chance of success. A decision was made by the group to deal with the top three.

The decision to deal with three issues was based on one fact. If all three were not addressed it would be impossible to establish the unit. It was felt that they were too closely related to separate and still achieve the desired outcome. It is also considered that several others may be included for considerations in the final recommendations.

The group was then asked to look at the alternatives established and evaluate them. This was done on the style of Pro-Con considerations involved with implementation and productivity.

The first alternative was "Implement a Housing Assistance Program within the city".

PRO
1. Expertise
2. Easier recruiting
3. City wide effort
4. Better response times
5. Emergency personnel available

CON
1. Resistance from employees
2. Cost to City
3. Resistance from citizen
4. Increased work load
5. Legal issues

The second alternative was: "Police Management lobby City Council for needed support".

PRO
1. Easier acceptance by City Council
2. Better understanding of problem
3. Improved Police - City Council relationship
4. Improved communication with other city staff
5. Involvement of top management

CON
1. Lack of support by Council
2. Seen as Police only project
3. Resistance from other departments
4. Time
5. Political involvement

The third alternative was "Actively participate in existing Police Officer representative units for support".

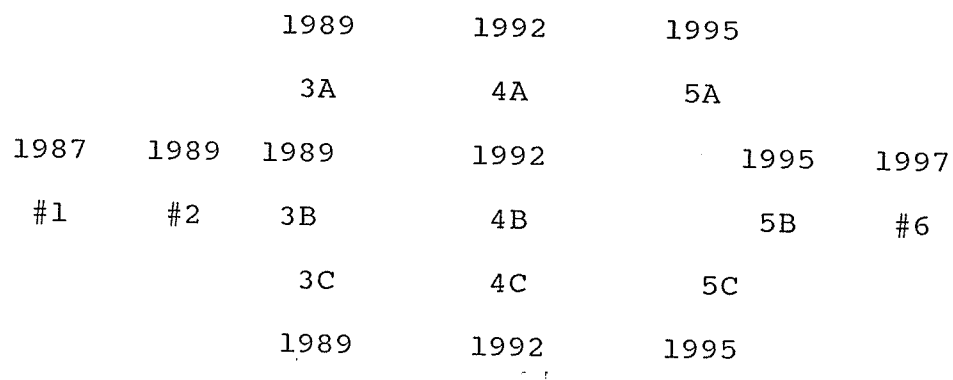
PRO

1. Establish support at line level
2. Better education of officers
3. Clarification of project
4. Establish exact needs
5. Show awareness of officer problems

CON

1. Reinforce officer resistance
2. Seen as meddling
3. Lack of control
4. Create separation within the unit
5. Confusion with other issues

After review of the alternatives it became evident that others from the original list of eight needed to be examined. Some of them were very closely related and some could be implemented short term while others were more suited to long term solutions. From the review a time line of implementation was established. The time line is as follows:



The implementation may take two divergent paths around the year 1989. Depending on which is chosen, a specific path will be followed until 1995, at which time they would come back together regardless of the path chosen.

The first recommendation in the process is that during the period 1987-1989, two things be done. The first is that a police liaison position be established with the business community. This should be done with a sworn position either officer or sergeant. This could be accomplished during the first six months of 1987, and all the required training scheduled. The second step, to begin near December 1987, is a training program involving the city and the police personnel units. The main thrust should be the education of the public

community as to what recruitment problems exist and how and why they must be corrected.

The first two years of the program would use existing recruiting laws to deal with the problem. The year 1988 would be used as the final push to lobby the legislature at both the local and state levels ,if necessary, to push for legislation to better enable law enforcement to deal with recruitment problems. The reason for the delay in lobbying will be to allow the liaison person to undertake a study of the extent of problems within the state. Once the study is completed, recommendations will be made to the Chief of Police, City Council, and State Legislature, as to needed legislation.

By the middle of 1989, a decision must be made as to the direction the department will take. This decision will affect the department until at least 1995 and possibly until the year 1997. There will be three directions which may be followed:

A. Establish Housing Assistance for all City Employees

B. Continue to function with current recruitment techniques within the department

C. Establish Housing Assistance Unit within the department, manned by a sworn officer or sergeant, not city wide

There are several ramifications to each direction. An attempt will be made at this point to look at each and analyze the pro and con of each direction.

DIRECTION A

This would establish Housing Assistance for all city employees. It would deal with recruitment problems of an economic nature, throughout the city. This would require the hiring of a Director of Housing in order to control the various types of housing and assistance. This person could also act as liaison with the rest of the community.

The negative side of this alternative is the salary required for the position. This would need to be a well rounded individual who was well aware of the many aspects of housing assistance. They could include the problems of rental units, leased units, and sales of homes. It could also deal with housing allowances in terms of cash paid to employees who live in the city. This would require a top salary to attract and retain a qualified individual.

Weighing both sides of this issue it is felt that this is the most viable alternative. By the year 1992 the Pleasanton Police Department will have 80 sworn positions and will be rapidly approaching or exceeding 100 sworn. This is a large department that will be dealing with big city problems and a daytime population in excess of 150,000 people by 1997. It will take an expert to deal with the recruitment problems that will be occurring in the Police Department and in the rest of the city.

DIRECTION B

This is the least desirable of the three alternatives. It would mean that the department will be experiencing major recruitment problems. It will mean that the department is unable to deal with them. It will mean a large increase in vacancies and in response times. The hiring of new employees would require the lowering of standards and the increased costs of hiring all entry level officers. The department would be in a constant state of change as employees came and went.

The only positive aspect of this would be to retain most control of recruiting in the Police Department. The more programs which are run by the city staff, the less control the department has. But this is far outweighed by the problems created by excessive vacancies within the unit.

DIRECTION C

This direction would be to establish a housing assistance position within the Police Department. While this is not as acceptable as Direction A, it would meet the needs of the Department, at least on an interim basis. It would help to address the economic recruitment problems as noted.

The major problem with this direction is that it only involves the Police Department. Many problems would result from this solution. They would include:

1. Lack of city wide support
2. Reinforcement of "Them and Us" problems with other city employees
3. Limit on resources
4. misunderstanding by citizens

These are only a few of the many problems which would have to be addressed if this direction were chosen.

OVERVIEW

The three directions shown are varied in their approach. The Pleasanton Police Department is well able to deal with the changes which will be necessary. Based on all information shown in the capability analysis, the changes will be met in a professional, articulate manner. They will be executed in a manner which allows for maximum use of the resources of the department and maximum recruiting benefits.

EVALUATION

By 1997 the Pleasanton Police Department should have over 100 sworn officers and the City over 150,000 day time population. Housing costs will have stabilized and the society will be much less mobile. The Housing Assistance Act will have been in effect since 1992 (see Scenario #2), and now some questions will need to be answered. At this point the Housing Assistance needs to be examined and several decisions made:

1. Is there any longer a need for the unit?

2. Have housing costs risen to the point of making living in the city out of the question, even with assistance?

3. Should one of the other alternatives be reevaluated?

4. Should some new alternatives be developed?

Regardless of the path chosen, by the year 1997, the department will be heading down unexplored paths. At that time a new path will need to be charted and new alternatives established.

ADMINISTRATION AND LOGISTICS

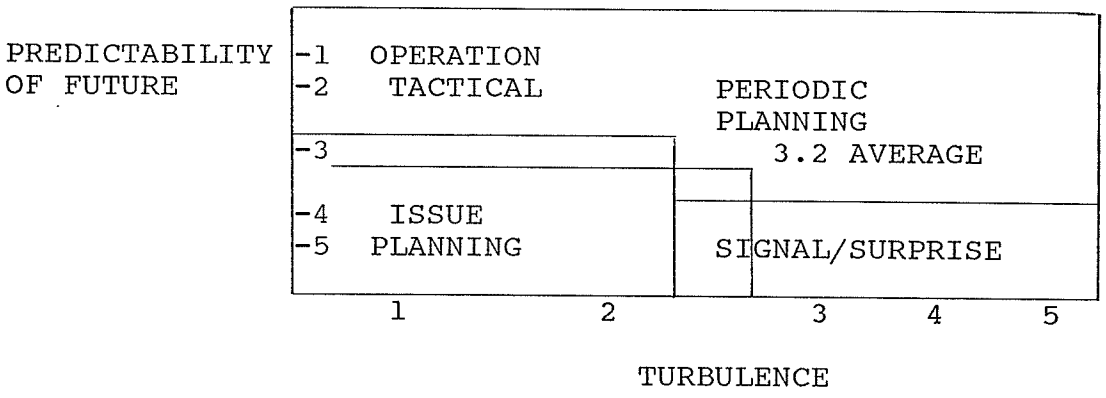
Support will be needed from several areas if a civilian expert is going to be hired to run a Housing Assistance Unit. First and foremost will be the support and understanding of the Chief of Police. He will be needed to maintain liaison with the City Manager and the City Council to convince them that the position is needed. The second most important support must come from the other police personnel. They will need to provide a stable, comfortable, healthy, atmosphere for the person to work in. They must accept that he is a highly paid expert who is supplying a badly needed commodity and not a person who is filling a position which should be filled by a sworn officer. The third area will be the support of the business community. If they refuse to cooperate and have not been educated by the time he is hired, he will fail. The fourth support needed is legislative. The laws must have been adjusted to allow him to develop recruitment programs or he will be operating in a vacuum.

The timing of the whole process is very critical. The first steps must be taken within the next several months. The citizens and businesses must be made aware. They must be persuaded to "buy into" the program. They must be educated to the extent and needs of dealing with the problem. The Department must continue to be able to hire competent officers.

Logistically the only real problem will be money. It must be spent now to establish the unit. If this is not done it could delay the whole program by several years. Money must also be allocated in 1989, to begin paying the expert. This will be a costly unit, approximately equal to another officer, with fairly large ongoing costs. This is because the expert will need to stay an expert and that will mean ongoing training. There will be no real differences if the position should be filled with a sworn officer. The support would be less of a problem but training will need to be addressed. The cost factor will remain high, as the need will exist to pay some type of bonus pay to the officer involved in order to keep him and the ongoing training costs will be high. The person who runs the Housing Assistance Unit, whether it be city wide or Department only, will be a cost factor. The quickest way to ruin this program would be to fill it with untrained individuals.

PLANNING SYSTEM

In order to establish which planning system was best suited to this problem a survey was conducted among fifteen departmental employees. These employees were from the entire cross section of the department from management to clerks. The survey was based on the following "Dimensions of Environment: rating sheet and the results are shown below. The Dimensions of Environment rating sheet is included as Appendix O.



The overall results shown were of a department which is changing very rapidly, but is accomplishing the change in a predictable manner. This fits the other surveys which have been done throughout this research. It also shows a very true representation of the department as it currently exists.

The method of planning chosen was "Periodic Planning". That is consistent with the current direction of the department and is what must be used to deal with housing assistance and the programs that must be developed to deal with it. This type of Planning will provide the department the needed expertise to make an intelligent choice and attract good candidates.

Planning will be placed in the hands of the three divisional commanders and the Chief of Police. The Chief will act only in an advisory capacity until final recommendations are made. This type of planning system is already in place and functions very well and should be able to handle this new assignment.

The recommended alternatives would be taken to this group. They would then analyze all presented material and make a recommendation to the Chief of Police. He would then oversee the implementation of the planning and installation stages of the project. He would then make a recommendation to city staff if he supported the project and determine if it should be city wide or limited to the Police Department.

PART II

IMPLEMENTATION PLAN

Based on the information contained in the first five sections of this Strategic Plan, and on the results of a Police Department brain storming session, an implementation plan was developed. The plan is divided into the following three sections.

I. Negotiable and Nonnegotiable Issues

II. Stakeholder Positions

III. Negotiation Strategy

NEGOTIABLE AND NONNEGOTIABLE ISSUES

NEGOTIABLE ISSUES

The process has established four important issues that could be negotiable during the implementation of the plan. The issues, in order of most to least negotiable, were:

1. Staffing of the Housing Assistance Unit by police officers or civilians. Negotiations could go either way on this matter and still not drastically effect the implementation of the plan.

2. The type and extent of training needed for the staff requirements and for the housing community. The industry needs could be negotiated, at the time of implementation, to meet the current needs of the community. Training required for the staff will depend on the staff selected. A civilian staff would need some police type training, while police type staff would need housing or real estate training.

3. Needed legislation and the means to insuring passage. The are various levels that need to be addressed here. The main push could be at the State or National level or they could stay at a local level. The various levels would be addressed, based on the commitment of the City Government and the business community.

4. The exact timing on implementation is very flexible. The plan could be initiated immediately or delayed for up to two years without major consequences.

NONNEGOTIABLE ISSUES

The process also established four important issues which were required for the plan to function and which could not be negotiated. They were as follows:

1. The need for a Housing Assistance Program is absolute. It must be established in one form or another during the next two years.

2. There must be a training program which brings local government into the program. If this is not done the plan is doomed to failure before it is implemented.

3. A citizen liaison position must be established as a forerunner of the Housing Assistance Unit. This will be the ground breaker. The person must be picked very carefully and have a strong interest in establishing lines of communication with the community and developers.

4. On going funding must be made available through the department budget or the city budget. This is a program which will have a big impact and will not be easily discontinued.

STAKEHOLDER POSITIONS

The three stakeholders established for inclusion in the negotiating process were:

1. Pleasanton Police Officers' Association

2. Pleasanton Police Department Management

3. Pleasanton City Manager

Their positions are established with the unknown factor of what could occur during initial negotiations as to the scope of the Housing Assistance Plan.

Pleasanton Police Officers' Association

Two Scenarios will be examined from the Police Association point of view.

Scenario #1 - A Housing Assistance Unit is established within the department utilizing a police officer to monitor and develop a plan.

The Association will take a positive position. They must understand the advantages of the officers living close to the city.

The Police Association will support the establishment of the Housing Assistance Program in principle. The will support:

A. Specific need for the program.
B. Education of the community to the needs of the department.
C. Increased legislation to allow legal monetary assistance to employees.

They will oppose the issues if:

A. All of the police department is not treated equally.
B. This is seen as an effort for the police department to control their lives.

Scenario #2 - A Housing Assistance Program is established within the city, utilizing a staff and drawing on outside experts on an as-needed basis.

This scenario should bring the Police Association into a cooperative mode. Support issues will still be included from Scenario #1, plus the concerns will be addressed from the negative side. All threat of "Big Brother" would be removed and a new area for active recruitment would become available. The only question might be the equal treatment of existing and new employees. This could be handled through the negotiating process to establish the win-win situation for the officers themselves.

Pleasanton Police Department Management

Department Management could live with, and support, either of the scenarios presented in stakeholder section I. The Housing Assistance Program will be supported for the following reasons:

1. Better meet the needs of the community.

2. Relieve liability for failure to deal with the problems of officers who live extended distances from the city.

3. Meets expressed goals of the department to improve recruitment and the work force availability.

The only negative area could be in the budget. The program would be costly but could be handled with existing resources, if the City Council were to buy into the program.

Pleasanton City Manager

The City Manager could be expected to support the creation of a Housing Assistance Program. He would be in a cooperative - compromise position during their negotiations. The most support would be the result of the following:

1. Improve the personnel climate within the city.

2. City has major commitment to continued growth which would be encouraged by a program to attract, and retain, qualified employees.

3. Program establishment could be supported by the City Council.

The only two areas of resistance would again come in the area of the budget and in fear of further expansion of the Police Department. This would only be a problem if the program only affects the Police. The City Manager has not been a major supporter of the Police Department and is concerned with the power of the Chief of Police. This could lead to some negative flow, but could be shown to him in a win-win situation to make him look good to the City Council.

NEGOTIATION STRATEGY

The goal of this entire plan is to establish a Housing Assistance Program within the Pleasanton Police Department or in the city. The negotiating strategy will be to do what is necessary to sell the idea to whatever extent is necessary to accomplish that goal. Several major issues will be addressed to establish the need for the program and are shown below:

1. Improved security within the business and residential community due to a full compliment of officers and other city staff.

2. Prosecution of criminals who are now going unaccountable due to low manpower.

3. Attraction of additional business to the community.

4. Improved relationship with members of the community due to increased presence.

5. Reduced liability for failure to provide safe living and working environment.

6. Improved quality of police service to the entire community.

The individual strategy to be used with the stakeholders is outlined ion the following sections.

Police Association

An atmosphere of cooperation must be established with this group. The must feel that they are winning, regardless of the other benefits to establishing the program. This is a very short sighted group of people whose only real concern is with what is in it for them. They can be shown that they will all benefit and they should then become supporters.

Police Administration

Negotiations here should take a tact of cooperation and mutual benefit. The administration will need to be convinced of the need for the program and then be shown a win-win situation with all stakeholders getting what will meet their needs. Concern must be shown for the image within the City and for the opinion of the City

Council. The final approval for, and the specific make up of, the program must remain in their control if approval is to be forthcoming.

City Manager

The City Manager must be handled very carefully. He must be convinced through compromise and cooperation that the program is to his advantage. That can be accomplished by continuing to show that the City Council supports the Program, since they are committed to growth in the community. They want to do what ever is necessary to show an image of safety for that community.

CONCLUSION

The negotiating package, in the entirety, must be handled in an atmosphere of cooperation and accommodation. All factions need to be put in a position so that they feel a need for the Housing Assistance Program. The most difficult stakeholder will be the City Council itself. As addressed in the first section, the liaison will be the pivotal person. It must be a careful selling job to a very skeptical customer. The department knows the need for better recruitment and must transfer the knowledge to them and then provide the service level they will be expecting.

PART III

TRANSITION MANAGEMENT

PLAN

CRITICAL MASS

This portion of the project is devoted to the effort to establish a Housing Assistance Unit within the Pleasanton Police Department by 1989-1990.

The Critical mass in the effort is in three major factions. They are:

1. Police Department

2. City Management

3. Business and Residential Community

These three were expanded to include the following units within the critical masses:

1. Police Department

   A. Chief of Police
   B. Police Managers - Captains and Lieutenants
   C. Police Officer

2. City Manager

   A. City Council
   B. City Manager
   C. City Personnel

3. Business and Residential Community

   A. Present Business
   B. Building Industry
   C. Citizens of the City

After extensive interviews with representatives from each of the critical masses, several evaluations have been completed. "Assessing Your Organization's Readiness for Major Change" charts were prepared on the Chief of Police, Captains, and Lieutenants, Police Officers (Police Association), and the City Manager. They are included as Appendix P. The "Readiness/Capability" chart was also completed and is included as Appendix Q. "Characteristics of Healthy Organizations" chart was also prepared on all critical mass elements. The results are shown on Appendix R.

The individual members of the critical mass were evaluated in the following ways.

The Chief of Police will be a supporter of the establishment of the Housing Assistance unit. He will support it because it will meet the needs of the community. It will also relieve his liability for failure to deal with recruitment problems. His only negative area could be in the budget. It would be an expensive operation depending o n staffing.

The Captain and Lieutenants will support the plan and be a big part of implementation. They have the same basic goals as the Chief and will be relieved of liability also. It will require them to become more aware of housing needs and methods of providing for relief.

The Police Officers will generate several questions including, how will existing employees be handled, and will they have the same benefits as new hires. They must be brought into the project.

The City Council will support the establishment of the Housing Assistance Unit. They are not particularly concerned with how it is staffed. They see it as a very positive move that will improve the recruiting. Any improvement in recruiting will enhance their goals for further growth.

The City Manager will need to be worked with. He is resistant to change of any type. He will need to be convinced that the plan is supported by the City Council and City Staff, as well as the Business and Residential community. Once this is done he will support the issue.

City Personnel will be involved in being sure that all legalities are handled in the hiring process. If we hire a civilian they will be concerned with cost and benefits. If we use an officer, training costs will be their concern. They will not block the formation of the unit. They will also work in the establishment of the exact assistance that will be made available.

Present Business will need to be handled carefully. They will need to be shown that a need exists for the Program. Once this is accomplished and they realize it will provide better police service for them, it will be easier to involve them.

The Building Industry may have a very low interest level initially. They will need negotiations and time to realize the advantages to them. This can be done if

they are given relief in other areas. If they can be relieved of some of the responsibility for roads and other types of improvements, they might be willing to participate in a different type of program.

On the other hand, the Citizens of the City will be somewhat mixed in their support. Some will be very enthusiastic and will see a direct relationship between attracting good officers and their personal safety. Some will oppose the idea of paying officers to live in the city. They will have the attitude that it is such a nice place to work that officers should want to live in the city. These are the ones who must be shown that, without help, even those who want to live in the city have a problem.

MANAGEMENT STRUCTURE

In order to facilitate the creation of a Housing Assistance Unit an in house quality circle will be established. The group will consist of at least four members, a Captain,a Lieutenant, and two officers. These four will work as an advisory unit to the Chief, who will have the final approval on what ever decision is made.

The group will be charged with examining and making recommendations on several key questions. They are as follows:

1. Should a Housing Assistance Unit" be established?

2. What should the manning be for the unit?

3. What is the timing for the establishment of the unit?

4. What will the scope of the unit be?

5. Where should the unit be placed in the existing organization.

These questions will be presented to the quality circle prior to their first meeting. This should save time once the actual meetings begin. They will then be charged with answering those questions and the one major question which still has not been addressed. That is, what form should the housing assistance take and how much should be distributed. This will be the most important task of this group and will be addressed under the Technologies section which follows. They will be under extensive review by all the stakeholders identified in the futures portion of this paper. This will need to be a balancing act in order to keep all parties satisfied and still meet the established needs of improved recruitment within the Department and the City.

TECHNOLOGIES

The first order of business for the quality circle at their first meeting will be the completion of a ":Responsibility" chart and a "Commitment Planning" chart. They are included as Appendix S and T, and have been filled out. The purpose of the Commitment Planning Chart is to plot where the group feels the various "Critical Masses" are and where they need to be in order for the project to move forward. The Responsibility Chart is designed to show what responsibility the established "Critical Mass" will have and who will be responsible for each decision. It will also show who needs to approve, support, or be kept informed, as to the project as it progresses.

The quality circle will also be charged with reviewing all the trends and events that were established in the futures project relating to the subject. Once this is accomplished they will need to meet with representatives from all "critical masses" to determine their exact needs and expectations for the Housing Unit. They will also establish ground rules for working with these groups once the Housing Assistance Unit is in Place.

Once all these areas have been addressed, a suitable working plan should be developed. It should include:

1. A time line for establishment of the unit.
2. Staffing recommendations - civilian or sworn position.
3. Parameters for the units focus.
4. Placement of the unit within the existing organization.

When the tasks have been completed a formalized plan should be developed. It should be submitted to the Chief of Police for final approval and will then be ready for implementation if approved and funded.

The scope of the assistance will be the most difficult assignment for this circle. For this purposes a quality circle was again established. The structure followed that which was outlined in the preceding section.

The circle required three, two hour, meetings to accomplish the assigned task. Their final recommendations were:

1. A Housing Assistance Unit should be established within the Police Department or the City Government.

2. It should be in place and functioning by July 1988.

3. That the unit should be evaluated every year and if new directions were taken they should follow the time table established in the Execution section of the paper.

4. If the unit is only established within the Police Department, it should be a civilian position in order to avoid conflict within the organization as to length of assignment and other problems.

Since their task also included establishing the scope of assistance and how it should be distributed, the group continued. For the purpose of this portion of the exercise the circle decided to concentrate on a Housing Assistance Unit established within the Police Department. Their recommendations showed many types of assistance that could be used. Some would be more acceptable than others, but it was felt that many different types of officers were needed and various means would be needed to meet their needs. The recommendations were that an employee be eligible for <u>one</u> of the following:

1. 15% incentive pay to all members of the Police Department who live within the City Limits. This would not be a gift since it can be proven that officers living within the city are more valuable to the Department, than those living outside the city.

2. Subsidized loan at 50% of the current interest rate established by local financial institutions. That would mean that if the current interest rate was 9%, the employee would obtain a loan (for home purchase only) at 4.5%. The city would also be the loan maker, therefore reducing cost to the officer. All closing costs and loan costs would be waived and only a 5% down payment would be required.

   The employee would sign a contract with the Police Department. The contract would

require the employee to remain with the city for a period of seven years. If he resigned or was terminated, before that time, he would be liable for all costs waived on the loan and payment of the other 4.5% loan interest rate.

3. City owned Housing - Lease purchase. For each fifty homes built in the city, a builder would be required to deed one house to the city. This could be done in lieu of other normal costs for parks, streets, lighting, or other costs. These homes would then be sold, at prices will below market value, to Police Officers. The loan interest rate would be 25% below the current market rate carried by the city. The employee would be in a contract situation that allowed the purchase of the home, from the city at the end of seven years, if the officer was still employed by the Pleasanton Police Department. It would also allow all payments made under the lease agreement to be applied to the purchase price. The interest rate would be set at the beginning and when ownership changed to the officer the loan interest rate would remain. The purchase price of the house would also be set at time of original lease.

4. City Rentals. This would require that the city purchase, over a period of three to four years, a number of homes, condominiums, and apartments. These would be made available to officers as rentals, with a limit of five years occupancy. At the end of five years the officer would have to obtain his own housing or purchase a home.

   The rent on these units would be 50% of the current local rental rates for comparable units. Again this would require a contract with the officer and if he resigned or was terminated, he would be evicted.

All of these proposals would include clauses to deal with an officer injured or killed on duty. That would allow the officers family top remain even though the employee was no longer employed by the city.

CONCLUSION

Can medium sized departments of 25 to 100 sworn officers cope with the economic problems of recruitment in the future? This project has attempted to prove that they can. While the departments can do little to affect the cost of living or the cost of housing, they can cope. They can reduce the impact on new and existing employees. Reduce the percentage of income spent on housing. They can establish a Housing Assistance Unit.

The Housing Assistance Unit will be charged with following through on the new policies established. The unit will be the property management unit. It will be a Police Real Estate Agent, providing all necessary information and guidance to employees so that they can qualify for housing assistance through the city program.

This program will be expensive, however, it will help to pay for itself in several ways. They include:

1. Reduce employee turn over and the extensive rehiring costs.

2. Reduce sick leave. Employees who live long distances from the job tend to use more sick leave than those who live close.

3. Reduce Call-Out costs. An employee receives call out pay from the time he is called, if he is over an hour away, it increases the cost drastically.

4. Reduce overtime. This is to fill for sick leave and response time for those living long distances from work.

5. Increase the number of applicants for jobs. There will be more good candidates, reducing wasted backgrounds.

While these examples may not cover the entire cost, they will be offset by the improvement of police services. It is a given that, an officer who lives in the city he works in, will take a more active interest in that city and the problems which it faces. Response times will be reduced and the citizens will receive better service.

Better service is the key to this project. Give the customer a better product and he will pay more for it. Show him the value and he is a satisfied customer. Show the citizen the advantages of officers and city employees who live in the city, and they will support the project. This support will force all stakeholders to agree and the dream will become a reality.

Appendix A - Responding Agencies
Appendix B - Questionnaire
Appendix C - Cover Letter
Appendix D - Questionnaire Data
Appendix E - Present Emerging Trends
Appendix F - Future Events and Trends
Appendix G - Nominal Group
Appendix H - WOTS - UP Analysis
Appendix I - Brain Storming Group
Appendix J - Capability Analysis - Rating #1
Appendix K - Capability Analysis - Rating #2
Appendix L - Historical Budget Analysis
Appendix M - Difficult Change Graph
Appendix N - Modified Policy Delphi
Appendix O - Dimensions of Environment
Appendix P - Assessing Your Organization
Appendix Q - Readiness/Capability
Appendix R - Characteristics of Healthy Organization
Appendix S - Responsibility Chart
Appendix T - Commitment Planning
Appendix U - Definitions

APPENDIX A

Chief Joseph Molloy
Alhambra Police Dept.
220 W. Woodward Ave.
Alhambra, Ca. 91801

Chief Len Herendeen
Antioch Police Department
301 W. 10th Street
Antioch, Ca. 94509

Chief Lloyd Wood
Azusa Police Department
P.O. Box 369
Azusa, Ca. 91702

Chief David Snowden
Baldwin Park Police Dept.
14403 E. Pacific Ave.
Baldwin Park, Ca. 91706

Chief Floyd Sanderson
Belmont Police Dept.
1215 Ralston Ave.
Belmont, Ca. 94002

Chief Pierre Bidou
Benicia Police Dept.
200 E. L Street
Benicia, Ca. 94510

Chief Robert Reber
Buena Park Police Dept.
6650 Beach Blvd.
Buena Park, Ca. 90620

Chief Alfred Palmer
Burlingame Police Dept.
P.O. Box 551
Burlingame, Ca. 94010

Chief Leslie Ginn
Calexico Police Dept.
420 5th Street
Calexico, Ca. 92231

Chief Donald Burr
Campbell Police Dept.
70 N. First Street
Campbell, Ca. 95008

Chief Vincent Jimno
Carlsbad Police Dept.
1200 Elm Ave.
Carlsbad, Ca. 92008

Chief William Winters
Chula Vista Police Dept.
P.O. Box 1087
Chula Vista, Ca. 92012

Chief Charles Lines
Claremont Police Dept.
570 W. Bonita Ave.
Claremont, Ca. 91711

Chief Gerald Galvin
Clovis Police Department
1033 5th Street
Clovis, Ca. 93612

Chief John Cleghorn
Corona Police Dept.
849 W. 6th Street
Corona, Ca. 9172-0

Chief Gerald Boyd
Coronado Police Dept.
578 Orange Ave.
Coronado, Ca. 92118

Chief John Lentz
Covina Police Department
444 N. Citrus
Covina, Ca. 91723

Chief Ronald Lowenberg
Cypress Police Department
5275 Orange Ave
Cypress, Ca. 90630

Chief Mel Nelson
Livermore Police Dept.
1050 S. Livermore Ave.
Livermore, Ca. 94550

Chief Richard Brannan
Los Altos Police Dept.
#1 No. San Antonio Rd.
Los Altos, Ca. 94022

Chief Frank Acosta
Los Gatos Police Dept.
P.O. Box 973
Los Gatos, Ca. 95030

Chief Gordon Skeels
Madera Police Department
203 W. 4th St.
Madera, Ca. 93637

Chief Ted Mertens
Manhattan Beach Police
420 15th St.
Manhattan Beach,CA.90266

Chief Robert Markwith
Martinez Police Dept.
525 Henrietta St.
Martinez, Ca. 94553

Chief James Murray
Milpitas Police Dept.
455 E. Calaveras Blvd.
Milpitas, Ca. 95035

Chief B. Tubbs
Monrovia Police Dept.
140 E. Lime Ave.
Monrovia, Ca. 91016

Chief Gregory Caldwell
Montclair Police Dept.
P.O. Box 2308
Montclair, Ca. 91763

Chief Leslie Sourisseau
Montebello Police Dept.
1600 W. Beverly Blvd.
Montebello, Ca. 90640

Chief Harold Benandom
Monterey Police Dept.
351 Madison Street
Monterey, Ca. 93940

Chief Jon Elder
Monterey Park Police Dept
320 W. Newmark Ave.
Monterey Park,Ca. 91754

Chief John Smith
Mountain View Police
1000 Villa Street
Mountain View, Ca. 94041

Chief Kenneth Jennings
Napa Police Department
1539 First Street
Napa, Ca. 94558

Chief Terry Hart
National City Police Dept
1200 A. Ave.
National City, Ca.92050

Chief Kenneth Jones
Newark Police Department
37101 Newark Blvd.
Newark, Ca. 94560

Chief Charles Brobeck
Novato Police Department
909 Machin Ave.
Novato, Ca. 94947

Chief Victor Mentink
Davis Police Department
226 F Stree
Davis, Ca. 95616

Chief Patrick Reeve
El Cerrito Police Dept.
10900 San Pable Ave.
El Cerrito, Ca. 94530

Chief Joseph Maltby
Emeryville Police Dept.
2449 Powell St.
Emeryville, Ca. 94608

Chief Charles Huchel
Fairfield Police Dept.
1000 Webster Street
Fairfield, Ca. 94533

Chief Ben Abernathy
Fontana Police Dept.
17005 Upland Ave.
Fontana, Ca. 92235

Chief Robert Norman
Foster City Police Dept
1030 E. Hillsdale Blvd.
Foster City, Ca. 94404

Chief Richard Propster
Gardena Police Department
1718 W. 162nd St.
Gardena, Ca. 90247

Chief Gregory Cowart
Gilroy Police Department
7370 Rosanna St.
Gilroy, Ca. 95020

Chief Oliver Posey
Glendora Police Dept.
150 S. Glendora Ave.
Glendora, Ca 91740

Chief Kenneth Stonebraker
Hawthorne Police Dept.
4440 W. 126th St.
Hawthorne, Ca. 90250

Chief Geano Contessotto
Huntington Park Police
6452 Miles Ave.
Huntington Park,Ca.90225

Chief Leo Peart
Irvine Police Department
P.O. Box 19575
Irvine, Ca. 95640

Chief Ronald Meehan
La Habra Police Dept.
150 N. Euclid St.
La Habra, Ca. 90631

Chief Wesley Stearns
La Verne Police Dept.
2061 3rd Street
La Verne, Ca. 91750

Chief Neril Purcell
Laguna Beach Police Dept.
505 Forest Ave.
Laguna Beach, Ca. 92651

Chief John Matteson
Pacific Grove Police
580 Pine Ave.
Pacific Grove, Ca. 93950

Chief Al Olson
Pacifica Police Dept.
171 Salada St.
Pacifica, Ca. 94044

Chief Robert Murphy
Petalum Police Dept.
22 Bassett St.
Petaluma, Ca. 94952

Chief Leonard Castiglione
Pittsburg Police Dept.
55 Civic Ave.
Pittsburg, Ca. 94565

Chief Harold Fischer
Placentia Police Dept.
401 E. Chapman
Placentia, Ca. 92670

Chief James Nunes
Pleasant Hill Police Dept
330 Civic Dr.
Pleasant Hill, Ca. 94523

Chief Robert Brickley
Redlands Police Dept.
P.O. Box 1025
Redlands, Ca. 92373

Chief Roger Moulton
Redondo Beach Police Dept
401 Diamond St.
Redondo Beach, Ca. 90277

Chief Anthony Guardino
Redwood City Police Dept.
P.O. Box 189
Redwood City, Ca. 94064

Chief Raymond Farmer
Rialto Police Department
128 N. Willow
Rialto, Ca. 92376

Chief Robert Dennett
Rohnert Park Police Dept.
435 Southwest Blvd.
Rohnert Park, Ca. 94928

Chief Frank Hedley
San Bruno Police Dept.
567 El Camino Real
San Bruno, Ca. 94066

Chief Owen McGuigan
San Carlos Police Dept.
666 Elm St.
San Carlos, Ca. 94070

Chief Kelson McDaniel
San Clemente Police Dept.
100 Avenido Presidio
San Clemente, Ca. 92672

Chief Dominick Rivetti
San Fernando Police Dept.
120 MacNeil Street
San Fernando, Ca. 91340

Chief Don Tutich
San Gabriel Police Dept.
P.,O. Box 130
San Gabriel, Ca. 91778

Chief Robert Maginnis
San Leandro Police Dept.
901 E. 14th Street
San Leandro, Ca. 94577

Chief Don Englert
San Luis Obispo Police
P.O. Box 1328
San Luis Obispo, Ca. 93406

Chief David Sylstra
San Pablo Police Dept.
#5 Alvarado Square
San Pablo, Ca. 94806

Chief Henry Ingwersen
San Rafael Police Dept.
P.O. Box 60
San Rafael, Ca. 94902

Chief Stacy Picasia
Seal Beach Police Dept.
911 Seal Beach Blvd.
Seal Beach, Ca. 90740

Chief Lindsey Miller
Simi Valley Police Dept.
3200 Cochran St.
Simi Valley, Ca. 93065

Chief Norman Phillips
South Gate Police Dept.
8620 California Ave.
South Gate, Ca. 90280

Chief William Reese
South Pasadena Police
1422 Mission Street
South Pasadena, Ca. 91030

Chief Robert Eason
Stanton Police Department
P.O. Box 8
Stanton, Ca. 90680

Chief Larry Kissell
Tracy Police Department
P.O. Box 1029
Tracy, Ca. 95376

Chief John Johnson
Turlock Police Department
P.O. Drawer "T"
Turlock, Ca. 95381

Chief Charles Thayer
Tustin Police Department
300 Centennial Way
Tustin, Ca. 92680

Chief Phillip Green
Twin Cities Police Dept.
250 Doherty Drive
Larkspur, Ca. 94939

Chief Michael Manick
Union City Police Dept.
34009 Alvarado-Niles Rd.
Union City, Ca. 94587

Chief Coy Estes
Upland Police Department
177 East D. Street
Upland, Ca. 91786

Chief L. Espinoza
Vernon Police Department
4305 S. Santa Fe Ave.
Vernon, Ca. 90058

Chief Karel Swanson
Walnut Creek Police Dept.
1666 N. Main Street
Walnut Creek, Ca. 94596

Chief Donald Saviers
Westminster Police Dept.
8200 Westminster Ave.
Westminster, Ca. 92683

Chief James Bale
Whittier Police Dept.
7315 S. Painter Ave.
Whittier, Ca. 90602

Chief Robert McDonald
Woodland Police Dept.
520 Court Street
Woodland, Ca. 95695

APPENDIX B

QUESTIONNAIRE

1. Name of Police Department _____

2. Closest Major Metropolitan Area _____

3. Number of Sworn Personnel _____

4. Number of Non-Sworn Personnel _____

5. Is Your Department

   Growing?_____ Stable?_____ Declining?_____

6. Size of Area Served: (in square milea) _____

7. City Budget _____

8. Police Department Budget _____

9. Number of Sworn Personnel Who Live:

   Within City Limits _____

   Within Ten Miles of City Limits _____

   More Than Ten Miles from City Limits _____

10. Salary Range for:

    Police Officer: From _____ to _____

    Sergeant: From _____ to _____

11. Average Years of Service to Your Department by:

    Police Officer _____

    Sergeant _____

12. Number of Authorized Sworn Positions Not Filled at this Time:

    _____

13. Is Your Department Experiencing any Recruitment Problems at this Time?

    Yes _____ No _____

14. If Yes to Question 13, are any of the Problems Related to Economics of the Area, such as Costs of Living, Housing, etc.?

Yes _____ No _____

Please Explain:

15. Could any of these problems be addressed with some form of City Housing or Living Allowance?

Yes _____ No _____

Please Add any Thoughts on This Idea:

16. By 1996 do you Anticipate This Problem Becoming:

Worse _____ Same _____ Improved _____

Please Explain:

17. What, if anything, is your department doing to deal with existing or anticipated future recruitment problems?

18. Can newly employed officers afford to purchase homes within the city?

Yes _____ No _____

Will This Change by 1996?

Yes _____ No _____

19. Does your department experience any problems such as scheduling, emergency response, call-out, or special assignments, caused by the distance officers live from your city?

Yes _____ No _____

Please Explain the problems:

20. What is the average cost of housing in your city?

Rent (per month) _____

Purchase _____

21. What events do you foresee happening in the next five to ten years which will have an affect on recruitment for your department? Please be specific and creative.

APPENDIX C

CITY OF PLEASANTON

P.O. BOX 520 • PLEASANTON, CALIFORNIA 94566-0802

CITY OFFICES
200 OLD BERNAL AVE.
CITY COUNCIL
847-8001
CITY MANAGER
847-8008
CITY ATTORNEY
847-8003
FINANCE
847-8033
PERSONNEL
847-8012
PLANNING
847-8023
ENGINEERING
847-8041
BUILDING INSPECTION
847-8015
COMMUNITY SERVICES
847-8160

FIELD SERVICES
5335 SUNOL BLVD.
PARKS
847-8056
SANITARY SEWER
847-8061
REETS
847-8066
WATER
847-8071

FIRE
4444 RAILROAD AVE.
847-8114

POLICE
4833 BERNAL AVE.
P.O. Box 909
847-8127

January 14, 1987

Chief
Agency
Street
City

Dear Chief ChiefName

I am currently conducting research for a class project in the P.O.S.T. Command College, I would sincerely appreciate it if you or a member of your staff would complete the attached questionnaire and return it to me in the enclosed envelope by February 6, 1987.

The information received will be used in an attempt to deal with the many recruitment problems facing medium sized departments in today's changing society.

Thank you for taking the time to assist me in completing this project.

Sincerely,

Gary E. Johansen
Captain

GEJ:jh

APPENDIX D

All answers are averages of the total respondents for each question.

Questions 1 and 2 refer to the responding agencies.

3. 55.22 sworn

4. 25.1 non-sworn

5.

Grow	Stable	Declining
34	26	1
55.7%	42.6%	1.7%

6. 12.76 square miles

7. $20.96 million city budget

8. $4.52 million police budget

9.

Within City	Within 10 miles	Over 10 miles
17	20	18
31%	36%	33%

10.

Officers	Sergeant
Low - $1622-2622	Low - $2018-3133
High - $1973-3187	High - $2286-3876
Average - $2156-2684	Average - $2607-3241

11.

Officers	Sergeant
6.75 years	13.67 years

12. 2 positions down

13.

Yes	No
38	24
61%	39%

14.

Yes	No
21	25
46%	54%

15.

Yes	No
19	25
43%	57%

16.

Worse	Same	Improved
28	15	6
57%	31%	12%

17. Suggestions only

18.

Yes	No
21	35
38%	62%

Yes	No
5	50
9%	91%

19.

Yes	No
8	51
14%	86%

20.

Under $400 per month - 3 - 5%
$400 - 500 per month - 6 - 10%
$501 - 600 per month - 12 - 20%
$601 - 700 per month - 13 - 22%
$701 - 800 per month - 11 - 18%
Over $800 per month - 15 - 25%

21.

UNDER $75,000	1 - 2%
75 - 90,000	6 - 10%
91 - 100.000	7 - 12%
101-125,000	14 - 24%
126 - 150,000	11 - 18%
OVER L5L,000	21 - 34%

APPENDIX E

Present Emerging Trends

1. Less Entry Level Applicants
2. Academy Graduates Only
3. Increase in size of Police Departments
4, Competitive Salaries
5. Career Development
6. Decrease in Qualified Applicants
7. Increased Employee Benefits
8. Improved Working Conditions
9. Recruit from City Residents
10. Civilianization
11. Cost of Living Increase
12. Changing Work Ethics
13. Recruit from Civilians Within the Agency
14. Better Minority Recruitment
15. Better Female Recruitment
16. Young Adults Leaving Home Later
17. Less Life Experience
18. Reduced Interest in Law Enforcement
19. Increased Salaries
20. Distance Requirements for Living
21. Better Educated Officers
22. Use of Retired Officers

APPENDIX F

FUTURE EVENTS AND TRENDS

1. Alternative Career Paths
2. Improved City Council Involvements
3. Increased Population in Urban Areas
4. Contract Law Enforcement
5. More Stable Society
6. Aging Society
7. Return to Inner City by Affluent
8. City Financial Problems
9. Increased Housing Costs
10. Social Unrest
11. Controlled City Growth
12. Baby Boom Job Pool
13. Regionalized Policing
14. Changing Demographics
15. Extended Energy Crisis
16. Increased Living Costs
17. Two Worker Households
18. Major Disaster

APPENDIX G

NOMINAL GROUP

1. Capt. Phil Coleman
   Oakland Police Department

2. Capt. Mary Ann DeSouza
   SanFrancisco Sheriff Department

3. Lt. Phil Doran
   Berkeley Police Department

4. Mr. Allen French
   Kaiser Industries

5. Mr. John Garvin
   Private Lawyer

6. Mrs. Adele Johansen
   Bank Of America Executive

7. Sgt. Gary Tollefson
   Pleasanton Police Department

APPENDIX H

WOTS-UP Analysis

Opportunities

Threats

Strengths

Weaknesses

(Check if critical.)

APPENDIX I

BRAIN STORMING GROUP FOR WOTS-UP

1. Leila Dobscha
   Records Supervisor

2. Gary Johansen
   Captain

3. Michael Stewart
   Lieutenant

4. Dow Timmen
   Officer

5. Greg Wixom
   Sergeant

APPENDIX J

CAPABILITY ANALYSIS: RATING

Instructions

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

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

Category	I	II	III	IV	V
manpower					
technology					
equipment					
facility					
money					
calls for service					
supplies					
management skills					
P.O. skills					
supervisory skills					
training					
attitudes					
image					
Council support					
C.M. support					
growth potential					
specialties					
mgmt. flexibility					
sworn/non-sworn ratio					
pay scale					
benefits					
turnover					
community support					
complaints rec'd					
enforcement index					
traffic index					
sick leave rates					
morale					

APPENDIX K

STRATEGIC NEED AREA _____

CAPABILITY ANALYSIS: RATING 2

Instructions

Evaluate Each Item For Your AGENCY as to what type of activity it encourages:

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

Category

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

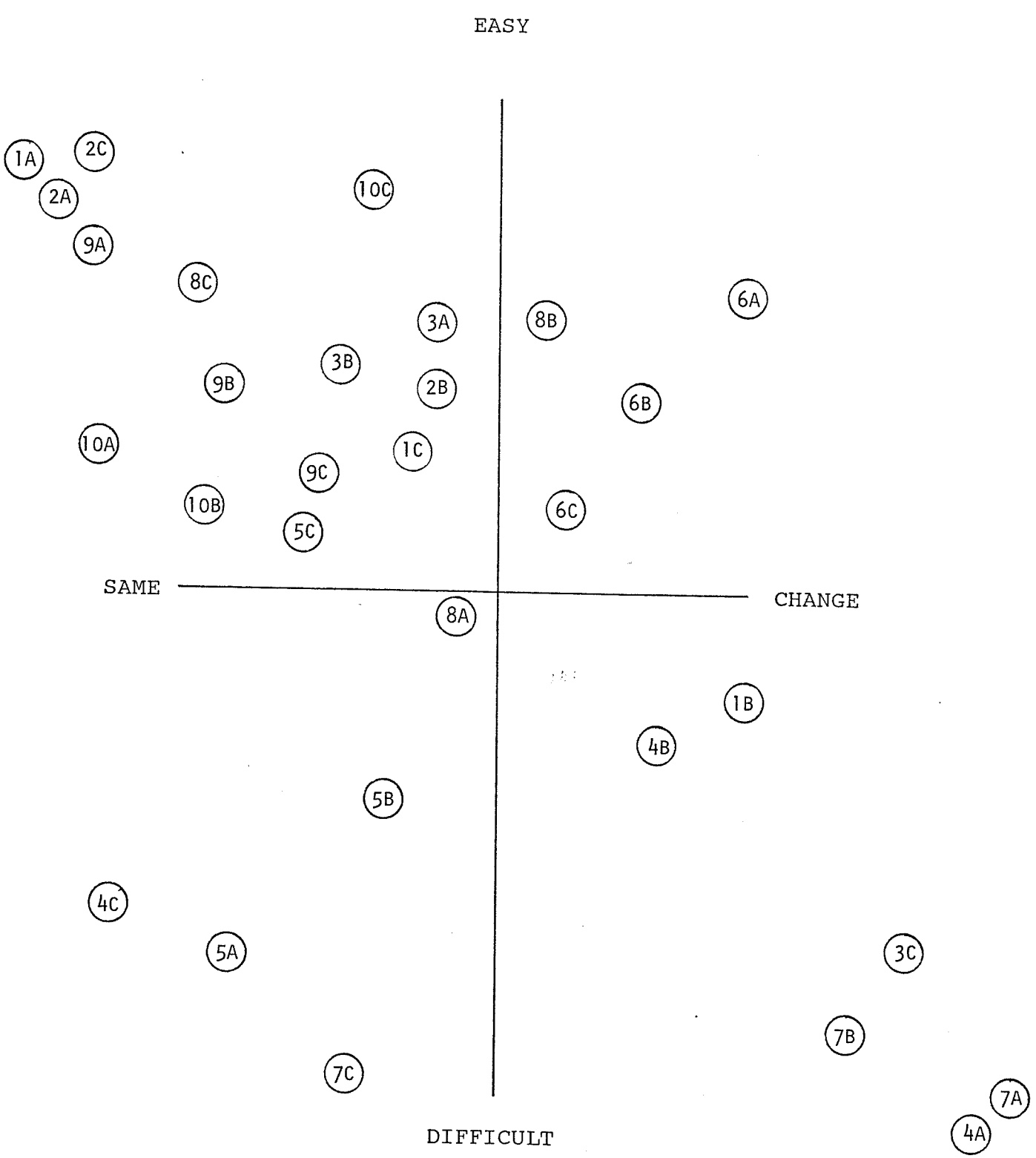
APPENDIX L

APPENDIX "L"
HISTORICAL BUDGET ANALYSIS

FUNCTIONAL AREAS	BUDGET AND PERCENTAGE	80/81	81/82	82/83	83/84	84/85	85/86	86/87
OPERATIONS	BUDGET	825,035	881,274	1,038,555	1,278,775	1,343,319	2,088,630	3,267,324
	PERCENT OF TOTAL	53%	49%	49%	52%	47%	52%	64%
INVESTIGATIONS	BUDGET	173,445	179,574	241,276	265,619	392,629	476,222	647,115
	PERCENT OF TOTAL	11%	10%	11%	11%	14%	12%	13%
SUPPORT SERVICES	BUDGET	549,833	717,407	845,159	803,731	1,116,147	1,442,951	1,150,915
	PERCENT OF TOTAL	36%	41%	40%	37%	39%	36%	23%
TOTAL BUDGET	BUDGET	1,548,313	1,778,255	2,124,990	2,448,125	2,852,095	4,007,803	5,065,664
	PERCENT OF GROWTH		13%	16%	13%	14%	29%	26%
	PERCENT OF 86/87 BUDGET	30%	35%	42%	48%	56%	79%	100%

APPENDIX M

DIFFICULT CHANGE GRAPH



APPENDIX N

RATING SHEET FOR POLICY DELPHI

Alternative 1:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 2:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 3:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 4:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 5:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 6:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 7:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 8:

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Feasibility;

Definitely Feasible	no hindrance to implementation no R&D required no political roadblocks acceptable to the public
Possibly Feasible	indication this is feasible some R&D still required Further consideration to be given to political or public reaction
Possibly Infeasible	some indication unworkable significant unanswered question
Definitely Infeasible	all indications are negative unworkable cannot be implemented

---

Desirability:

Very Desirable	will have positive effect and little or no negative effect extremely beneficial justifiable on its own merits
Desirable	Will have positive effect, negative effects minor beneficial justifiable as a by-product or in conjunction with other items
Undesirable	will have a negative effect harmful may be justified only as a by-product of a very desirable item
Very Undesirable	will have a major negative effect extremely harmful

APPENDIX O

DIMENSIONS OF ENVIRONMENT

TURBULENCE (# of CHANGES)		PREDICTABILITY of FUTURE	
No Changes	(1)	Recurring	(1)
A Few/Occasional Changes	(2)	Forecast by Extrapolation (Trends)	(2)
Changes on a Regular Basis	(3)	Predictable Threats and Opportunities	(3)
Many Changes	(4)	Partially Predicted Weak Signals	(4)
Almost Continuous Change	(5)	Unpredictable Surprises	(5)

APPENDIX P

ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

CHIEF OF POLICE

	VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
	1	2	3	4	5	0
AWARENESS DIMENSIONS						
1. Awareness of the nature of the organization's **current** environment	☐	☐	☐	☐	☒	☐
2. Understanding of the nature of **inter-relationships** among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☐	☐	☒	☐	☐
3. Appreciation that the change situation has some **unique** and **anxiety-producing** characteristics	☐	☐	☐	☐	☒	☐
4. Appreciation of the **complexity** of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☐	☐	☒	☐	☐
	1	2	3	4	5	0
MOTIVATIONAL DIMENSIONS						
5. Willingness to specify a **detailed "vision"** of the future for the organization	☐	☐	☐	☐	☒	☐
6. Willingness to **act** under **uncertainty**	☐	☐	☐	☐	☒	☐
7. Willingness to **develop** contingency plans	☐	☐	☐	☐	☒	☐
8. Willingness to **activate** (follow) contingency plans	☐	☐	☐	☐	☒	☐
9. Willingness to make **achievement** of the **"vision"** a **top priority**	☐	☐	☐	☐	☐	☐
10. Willingness to **assess own** theory of organizational behavior	☐	☐	☐	☒	☐	☐
11. Willingness to increase organizational **dissatisfaction** with current situation	☐	☐	☐	☒	☐	☐
12. Willingness to use **non-authority** bases of **power** and **influence**	☐	☐	☐	☒	☐	☐
13. Willingness to **share responsibility** for managing change with other key leaders in organization.	☐	☐	☐	☒	☐	☐
	1	2	3	4	5	0
SKILL AND RESOURCE DIMENSIONS						
14. Possesses the conceptual skills to specify a **detailed "vision"** of the future for the organization	☐	☐	☐	☐	☒	☐
15. Possesses **assessment skills** to know when to activate **contingency plan(s)**	☐	☐	☐	☒	☐	☐
16. Possesses **interpersonal skills** to effectively employ **non-authority** based **power** and **influence**	☐	☐	☐	☒	☐	☐
17. Possesses **personal relationships** with other **key leaders** in the organization	☐	☐	☐	☒	☐	☐
18. Possesses ready **access** to **resources** (time, budget, information, people, etc.)	☐	☐	☐	☐	☒	☐

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ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

CAPTAIN AND LIEUTENANTS

	VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
	1	2	3	4	5	0
AWARENESS DIMENSIONS						
1. Awareness of the nature of the organization's **current** environment	☐	☐	☐	☒	☐	☐
2. Understanding of the nature of **inter-relationships** among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☐	☐	☒	☐	☐
3. Appreciation that the change situation has some **unique** and **anxiety-producing** characteristics	☐	☐	☐	☒	☐	☐
4. Appreciation of the **complexity** of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☐	☒	☐	☐	☐
	1	2	3	4	5	0
MOTIVATIONAL DIMENSIONS						
5. Willingness to specify a **detailed "vision"** of the future for the organization	☐	☐	☒	☐	☐	☐
6. Willingness to **act** under **uncertainty**	☐	☐	☐	☒	☐	☐
7. Willingness to **develop** contingency plans	☐	☐	☒	☐	☐	☐
8. Willingness to **activate** (follow) contingency plans	☐	☐	☐	☒	☐	☐
9. Willingness to make **achievement** of the **"vision"** a **top priority**	☐	☐	☒	☐	☐	☐
10. Willingness to **assess own** theory of organizational behavior	☐	☐	☒	☐	☐	☐
11. Willingness to increase organizational **dissatisfaction** with current situation	☐	☐	☐	☒	☐	☐
12. Willingness to use **non-authority** bases of power and **influence**	☐	☒	☐	☐	☐	☐
13. Willingness to **share responsibility** for managing change with other key leaders in organization.	☐	☐	☒	☐	☐	☐
	1	2	3	4	5	0
SKILL AND RESOURCE DIMENSIONS						
14. Possesses the conceptual skills to specify a **detailed "vision"** of the future for the organization	☐	☐	☒	☐	☐	☐
15. Possesses **assessment skills** to know when to activate **contingency plan(s)**	☐	☐	☒	☐	☐	☐
16. Possesses **interpersonal skills** to effectively employ **non-authority** based **power** and **influence**	☐	☐	☒	☐	☐	☐
17. Possesses **personal relationships** with other **key leaders** in the organization	☐	☐	☐	☒	☐	☐
18. Possesses ready **access** to **resources** (time, budget, information, people, etc.)	☐	☒	☐	☐	☐	☐

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ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

POLICE OFFICERS

	VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
	1	2	3	4	5	0
AWARENESS DIMENSIONS						
1. Awareness of the nature of the organization's **current** environment	☐	☐	☒	☐	☐	☐
2. Understanding of the nature of **inter-relationships** among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☐	☒	☐	☐	☐
3. Appreciation that the change situation has some **unique** and **anxiety-producing** characteristics	☐	☒	☐	☐	☐	☐
4. Appreciation of the **complexity** of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☒	☐	☐	☐	☐
	1	2	3	4	5	0
MOTIVATIONAL DIMENSIONS						
5. Willingness to specify a **detailed "vision"** of the future for the organization	☐	☒	☐	☐	☐	☐
6. Willingness to **act** under **uncertainty**	☐	☐	☒	☐	☐	☐
7. Willingness to **develop** contingency plans	☒	☐	☐	☐	☐	☐
8. Willingness to **activate** (follow) contingency plans	☒	☐	☐	☐	☐	☐
9. Willingness to make **achievement** of the "vision" a **top priority**	☐	☐	☐	☐	☐	☐
10. Willingness to **assess** own theory of organizational behavior	☐	☒	☐	☐	☐	☐
11. Willingness to increase organizational **dissatisfaction** with current situation	☒	☐	☐	☐	☐	☐
12. Willingness to use **non-authority** bases of power and **influence**	☐	☐	☒	☐	☐	☐
13. Willingness to **share responsibility** for managing change with other key leaders in organization.	☐	☐	☒	☐	☐	☐
	1	2	3	4	5	0
SKILL AND RESOURCE DIMENSIONS						
14. Possesses the conceptual skills to specify a **detailed "vision"** of the future for the organization	☒	☐	☐	☐	☐	☐
15. Possesses **assessment skills** to know when to activate **contingency plan(s)**	☒	☐	☐	☐	☐	☐
16. Possesses **interpersonal skills** to effectively employ **non-authority** based **power** and **influence**	☐	☒	☐	☐	☐	☐
17. Possesses **personal relationships** with other **key leaders** in the organization	☐	☐	☒	☐	☐	☐
18. Possesses ready **access** to **resources** (time, budget, information, people, etc.)	☒	☐	☐	☐	☐	☐

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ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

CITY MANAGER

	VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
	1	2	3	4	5	0
AWARENESS DIMENSIONS						
1. Awareness of the nature of the organization's **current** environment	☐	☒	☐	☐	☐	☐
2. Understanding of the nature of **inter-relationships** among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☐	☐	☒	☐	☐	☐
3. Appreciation that the change situation has some **unique** and **anxiety-producing** characteristics	☐	☐	☐	☒	☐	☐
4. Appreciation of the **complexity** of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	☒	☐	☐	☐	☐	☐
	1	2	3	4	5	0
MOTIVATIONAL DIMENSIONS						
5. Willingness to specify a **detailed "vision"** of the future for the organization	☒	☐	☐	☐	☐	☐
6. Willingness to **act** under **uncertainty**	☒	☐	☐	☐	☐	☐
7. Willingness to **develop** contingency plans	☐	☒	☐	☐	☐	☐
8. Willingness to **activate** (follow) contingency plans	☐	☒	☐	☐	☐	☐
9. Willingness to make **achievement** of the **"vision"** a **top priority**	☐	☒	☐	☐	☐	☐
10. Willingness to **assess own** theory of organizational behavior	☒	☐	☐	☐	☐	☐
11. Willingness to increase organizational **dissatisfaction** with current situation	☐	☐	☒	☐	☐	☐
12. Willingness to use **non-authority** bases of power and **influence**	☒	☐	☐	☐	☐	☐
13. Willingness to **share responsibility** for managing change with other key leaders in organization.	☐	☒	☐	☐	☐	☐
	1	2	3	4	5	0
SKILL AND RESOURCE DIMENSIONS						
14. Possesses the conceptual skills to specify a **detailed "vision"** of the future for the organization	☐	☒	☐	☐	☐	☐
15. Possesses **assessment skills** to know when to activate **contingency plan(s)**	☒	☐	☐	☐	☐	☐
16. Possesses **interpersonal skills** to effectively employ **non-authority** based **power** and **influence**	☒	☐	☐	☐	☐	☐
17. Possesses **personal relationships** with other **key leaders** in the organization	☐	☒	☐	☐	☐	☐
18. Possesses ready **access** to **resources** (time, budget, information, people, etc.)	☐	☐	☐	☒	☐	☐

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APPENDIX Q

READINESS/CAPABILITY CHART

FILL IN THE FOLLOWING CHART AS IT APPLIES TO YOUR SITUATION. IN THE LEFT HAND COLUMN, LIST THE INDIVIDUALS OR GROUPS WHO ARE CRITICAL TO YOUR OWN CHANGE EFFORT. THEN RANK EACH (HIGH, MEDIUM, OR LOW) ACCORDING TO THEIR READINESS AND CAPABILITY WITH RESPECT TO THE CHANGE.

	READINESS			CAPABILITY		
	HIGH	MED	LOW	HIGH	MED	LOW
1. Chief of Police	X			X		
2. Capt. & Lt.		X		X		
3. Police Officer			X		X	
4. City Council	X				X	
5. City Manager			X			X
6. City Personnel			X			X
7. Present Business		X			X	
8. Building Industry			X	X		
9. Citizens of City		X			X	

APPENDIX R

CHARACTERISTICS OF HEALTHY ORGANIZATIONS

A healthy (effective) organization has some characteristics that tend to apply regardless of the organizational setting. Indicate your evaluation of the effectiveness of *your* organization (or section of the organization) by using the following five-point scale.

Characteristics	Rating (1 = low; 5 = high) 1	2	3	4	5
1. The organization operates in a purposeful and goal-directed mode.	☐	☐	☐	☐	☒
2. Structures are designed based on work requirements. Form follows function.	☐	☐	☐	☒	☐
3. Decisions are made based on location(s) of information rather than roles in the hierarchy.	☐	☐	☐	☒	☐
4. Rewards are balanced between what you know and what you do.	☐	☐	☒	☐	☐
5. Communication is relatively open (differences are valued).	☐	☐	☒	☐	☐
6. Collaboration is rewarded when it's in the organization's best interests.	☐	☐	☐	☒	☐
7. Conflict is managed, not suppressed or avoided.	☐	☐	☒	☐	☐
8. The organization is seen as an open system. Demands of the environment (other systems and subsystems) are managed.	☐	☐	☒	☐	☐
9. Individuality and individuals are valued.	☐	☒	☐	☐	☐
10. There is a "learning" mode of management. Feedback systems for assessing, regulating, and responding to plans and actions are built in.	☐	☐	☐	☒	☐

APPENDIX S

RESPONSIBILITY CHART

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

Actors

Decision	CHIEF OF POLICE	CAPTAIN LIEUTENANTS	POLICE OFFICERS	CITY COUNCIL	CITY MANAGER	CITY PERSONNEL	PRESENT BUSINESS	BUILDING INDUSTRY	CITIZENS OV CITY
ESTABLISH HOUSING UNIT	R	S	S	A	A	S	S	S	S
STAFFING FOR UNIT	A	R	S	I	S	I	I	-	I
TIMING FOR ESTABLISHMENT	R	A	I	I	I	I	-	I	I
SCOPE OF UNIT	A	R	I	S	S	I	I	-	-
PLACEMENT IN ORGANIZATION	A	R	S	-	-	-	-	-	-

APPENDIX T

COMMITMENT PLANNING

- WHAT DO YOU NEED FROM THE "CRITICAL MASS"?
- WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

TYPE OF COMMITMENT

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
CHIEF OF POLICE				X
CAPTAIN & LIEUTENANTS				X
POLICE OFFICERS			X	
CITY COUNCIL		X		
CITY MANAGER			X	
CITY PERSONNEL		X		
PRESENT BUSINESS		X needs X		
BUILDING INDUSTRY	X needs X			
CITIZENS OF CITY		X		

APPENDIX U

DEFINITIONS

Critical Mass - Those individuals who collectively make up the stakeholder groups and represent their positions within the group

Cross Impact - Comparison of future trends and events to each other and to the changes which will or have occurred.

NGT - Nominal Group Technique - a structured group process which follows a proscribed sequence of events to arrive at a series of answers

Stake-holder - A person or group with an interest in the out come of a particular event or procedure

Strategic Assumption and Surfacing Technique -
A group exercise used to establish stakeholder positions and which will need to be changed or effected by negotiations

FOOTNOTES

[1] Outline of Toyota (Honsha, Japan: Toyota Motor Corporation, March 1985), p.19.

[2] TOYOTA (Aichi-Ken, Japan: Toyota Motor Corporation, 1985), p. 33.

[3] Wayne Boucher, "Forecast Trends," Command College Hand Out Material, June 1986.

[4] Martha Farnsworth Riche, "Mysterious Young Adults," American Demographics, February 1987, p. 43.

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