# WHAT WILL THE ROLE OF LAW ENFORCEMENT BE IN MANAGING COMMUNITY GROWTH IN ORDER TO EFFECTIVELY DELIVER POLICE SERVICES BY THE YEAR 1993?

This study examines the role of California Law enforcement in managing the phenomenal rate of growth occurring in the state and provides a five-year plan designed to manage this issue.

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COMMAND COLLEGE CLASS VII

PEACE OFFICERS' STANDARDS AND TRAINING

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# WHAT WILL THE ROLE OF LAW ENFORCEMENT BE IN MANAGING COMMUNITY GROWTH IN ORDER TO EFFECTIVELY DELIVER POLICE SERVICES BY THE YEAR 1993?

WAYNE HARP

## EXECUTIVE SUMMARY

Since the end of World War II, California has experienced unprecedented urban growth. This situation has produced controversy as communities attempt to come to terms with the consequences of growth. Law enforcement has had only a minimal involvement in growth management. This paper examines the direction of urban growth in California through the year 1993.

Futures methodologies have been utilized to formulate scenarios. These scenarios portray a situation where, absent strategic management of the issue, law enforcement will be falling further behind the demand for services while simultaneously facing shrinking resources.

If law enforcement is to avoid these scenarios, several steps will be necessary. It will have to convince the public that it is effectively using its resources. If, as suggested by the scenarios, these efforts do not solve the community's crime problem, or reduce their fear of crime, then additional steps will be required. Agencies will have to involve themselves more closely with growth management and revenue enhancement measures. Only in this way will law enforcement be able to mitigate the impacts of rapid growth and inadequate funding.

If growth is to be managed and revenues enhanced, law enforcement managers will need to play a lead role. This role will occur both within the organization and in the community. Obviously, law enforcement will not be able to do the job alone. It will need to develop broad-based community support. By developing this support, law enforcement will enhance the probability that it will receive adequate funding and will be able to effectively provide police services to a growing population.

The future of this issue can be managed. Law enforcement administrators will need to play a key role in this management process. The public must be convinced that proper planning and adequate funding are essential for the effective delivery of police services and ultimately for maintaining a community's quality of life. In this way the widespread support essential for change implementation will be developed. This process will serve to further the police community partnership which is essential for combating crime.

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# WHAT WILL THE ROLE OF LAW ENFORCEMENT BE IN MANAGING COMMUNITY GROWTH IN ORDER TO EFFECTIVELY DELIVER POLICE SERVICES BY THE YEAR 1993?

by

WAYNE HARP

This study is devoted to exploring law enforcement's impact on the growth process. Growth is an inevitable process occurring daily in the State of California. It is abundantly clear that unmanaged growth in an urban setting creates conditions conducive to criminality. Knowing this, law enforcement managers need techniques for impacting the management of growth.

This paper has been designed to probe the future of this issue. The data developed during this research has been incorporated into future scenarios. Using the most favorable scenario as a goal, policies have been developed with an emphasis on achieving the optimum state.

Finally this paper includes a transition plan which has been developed in order to identify and analyze the "critical mass" and subsequently implement the policy recommendations.

## Project Background

Rapid growth has been an observable phenomenon in California since the end of World War II. In 1940, California's population was only 6.9 million. At that time

the majority of the population lived in three urban counties, Los Angeles, San Francisco, and Alameda. Today, California has a population in excess of 28 million people. Of the state's 58 counties, 14 have populations in excess of half a million people. One-fourth of all growth in the United States during the 1980's has occurred in California. Clearly, California is the fastest-growing state in the nation (Hayward, 1988). Initially, California with its vast land areas and resources was able to easily absorb this growth. But since the latter part of the 1970's, this situation has changed.

Growth is no longer restricted to traditional urban centers. It has now spread to areas which were once considered low-density suburban residential locales. This change in demographics has brought to the suburbs problems formerly associated with large urban centers. These problems include traffic congestion, overcrowding, and crime.

Prior to the passage of Proposition 13, one of the favorable by-products of growth was accompanying increases in monies available to public agencies, including law enforcement. However, since the passage of Proposition 13 increased, local growth has not even generated enough revenue to maintain the status quo in the delivery of public services. This has certainly exacerbated the problem of growth.

Law enforcement administrators need to become aware that the issue of growth, from the perspective of service delivery, is one that cannot ignored. As stated earlier, Proposition 13 has severely curtailed the revenues previously generated

by residential growth. Nevertheless, demands for police services continue unabated. Survey after survey has demonstrated that crime is one of the most important issues in the minds of the public. All of this has created a demand for the law enforcement administrator to search for more efficient ways to provide services demanded by the public. Active involvement in management of the growth process certainly seems to be one of the ways to increase law enforcement efficiency.

Research indicates that uncontrolled growth breaks down the sense of community cohesiveness which has traditionally served as a deterrent to crime. This breakdown in the sense of community cohesiveness also increases the fear of crime. Cook and Roehl, in their articles "Preventing Crime and Arson: A Review of Community Based Strategies" states:

> As fear of crime and isolation increase, residents use their neighborhood less and feel less responsible for its condition; crime may indeed rise and encourage further neighborhood deterioration. Environmental neglect contributes to the neighborhood deterioration cycle. Indicators such as houses in disrepair, abandoned or deteriorated structures, unkempt lawns, graffiti, and broken street lights are signals that social cohesion and feelings of territoriality which deter crime and vandalism have broken down (Cook and Roehl, 1983: 32).

Again, this clearly illustrates the relationship between uncontrolled growth and crime.

A review of the literature reveals that law enforcement's interest in growth began in approximately 1969 when the National Institute for Law Enforcement and Criminal Justice began research in an attempt to assess the relationship

between design features of environmental settings and citizens' fear of vulnerability to crime (Moody, 1977). This research was carried out by, among others, Oscar Newman, who found that physical design features of housing impacts both the rates of victimization and the residents' perception of personal security. His work lead to a two-pronged concept, (1) that physical design could be useful in deterring crime, and (2) this same physical design could be useful in encouraging citizens to protect their own property and thus assist in law enforcement's crime prevention efforts. This concept has been described as creating a "defensible space." Newman's concept of defensible space appears to have been the cornerstone upon which all of law enforcement's efforts in the areas of environmental design and growth control were built.

One newly emerging trend revealed during the scanning process was the use by law enforcement of crime data to control the issuance of alcohol beverage control licenses. Specifically, enforcement agencies are becoming aware of a relationship between ABC licensees and crime. Areas where ABC licenses are located are suffering higher rates of theft and other property crimes.

Another recent phenomenon is the proliferation of growth control measures. At the end of 1987, 65 cities and counties in California had adopted anti-growth measures affecting some 4.5 million people, or 17 percent of the population. Most of these measures were adopted by ballot initiative. Some forbade

growth for a specified period of time. Others limited the numbers of building permits. Some discouraged high-density development, while others prohibited multi-family dwellings altogether. These growth control measures, which earlier had been occurring in smaller or medium-sized cities, are more recently spreading all over the state. Recently, a growth control initiative was on the ballot in Orange County; however, it was voted down.

Certainly, the proliferation of these growth control measures will have an impact on the issue. On one hand, they may determine the demographics of the various political jurisdictions which law enforcement is mandated to serve, while on the other hand, they frequently have a tendency to reduce revenues and thus directly impact the abilities of these jurisdictions to pay for law enforcement services (Hayward, 1988).

Another issue closely related to growth is increased freeway congestion in California. Hayward, in his article stated:

> Los Angeles has the most heavily traveled freeways in the nation. The three busiest points on them are now near urban villages--miles from downtown Los Angeles and its four-level interchange, which once held the city's traffic record, but has now fallen to fifth place. To reach these record setting traffic levels, these Los Angeles freeways--like the slow moving highways outside other cities--do not have a morning rush hour in one direction and an evening rush hour in the other. Commuter traffic now comes to a standstill at morning and early evenings in both directions, and slow downs occur frequently throughout the day. (1988-22)

This increased freeway congestion has a dual impact on the

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This increased freeway congestion has a dual impact on the

issue. The first is that congestion is serving as a prime motivator for the aforementioned growth control measures. Secondly, the freeway congestion appears to have the potential for altering the way California communities develop by forcing businesses to relocate from many of the crowded urban areas where land and housing is highly priced to some of the outlying counties where housing is still affordable. This trend is being exacerbated by the E.P.A.'s enforcement of the federal air quality standards.

Another matter for consideration is a complaint frequently leveled against the concept of crime prevention through environmental design. This complaint is that all this form of crime prevention really accomplishes is to displace, rather than prevent, crime. Certainly, this criticism calls into question the effectiveness of one of law enforcement's key efforts in the growth management process. A research paper from England appears to refute this criticism (Clark, 1983). Clark posits that there is a situational phenomenon associated with crime, and as a result many crimes are committed opportunistically. This school of thought focuses on the offender's decision-making process and concludes that displacement is not the inevitable result of changing the situation. This appears to be particularly true for those offenders only marginally involved in criminal activity.

Interviews

In order to develop past, present, and future trends and events which might impact on the issue area, three interviews were conducted. The interviews were with experienced practitioners and educators in the area of the management of growth by law enforcement.

All of these interviews were conducted using a semi-structured interview format designed to collect data. Interviewees were briefed about the futures orientation of this project and the purpose of the interview. They were specifically asked to identify trends and/or events which either have impacted the issue or have the potential to impact the issue the future. They were also interviewed with reference to related issues.

The first interview took place on August 24, 1988. This interview was with R. Bruce Ramm, the Executive Director of Security Consulting of Orange, California. Mr. Ramm provided information which set the issue into its historical perspective. His primary contribution to the literature was the identification of one of the principal trends impacting on the issue, crime prevention through environmental design (CEPTED). Mr. Ramm described CEPTED as a process wherein "an environment is created which discourages criminality and encourages self-policing." Another trend identified by Mr. Ramm was the adoption of CEPTED on a forced basis by cities seeking to deal with both growth and decreasing revenues. This trend is based on the theory that decreasing revenues

will force politicians and bureaucrats to turn to less expensive alternatives in order to reduce crime.

On September 15, 1988, interviews were conducted with Paul A. Dubois, of Tomasi-Dubois and Associates, of Los Gatos, California, and Chief James A. Frank of the Brentwood, California, Police Department. The same semi-structured interview format was used in conducting these interviews. The following issues were identified during that interview.

1. How will law enforcement become involved in regional land-use planning?
2. How will demographic data relating to calls for service (crime) be used in land-use planning?
3. How will developing property be placed on the tax role's sooner so that, even during the construction phase, it generates revenue which will offset calls for service?
4. Is the purpose of crime prevention through environmental design to prevent calls for service or to prevent crime?
5. How will law enforcement use conditional-use permits in controlling the growth process?

Structuring The Issue

The context of California law enforcement has been used to structure the issue of managing community growth. Law enforcement's involvement in the growth issue began in the early 70's with the publication of Oscar Newman's book, Defensible Space: Through Urban Design. The emphasis since

then has been on crime prevention through environmental design and law enforcement involvement in the planning process.

This issue has been projected five years into the future using futures research methodologies. Special emphasis was placed on strategic planning and policy development for law enforcement. Though there has been an attempt to narrow this study's focus to growth through the development of undeveloped land in urban areas, it was impossible to ignore growth via annexation, and internal growth through the redevelopment process.

In structuring the issue for study, related issues from the past, issues emerging in the present, and potential future issues were identified. The related issues from the past are:

1. How will the various municipal and county jurisdictions throughout California provide adequate funding for law enforcement?
2. How will law enforcement, facing restricted budgets, deal with the increasing demands by the public for law enforcement services?
3. What is the relationship between urban growth, density, and the delivery of law enforcement services?

The related issues emerging in the present are:

1. How will population growth in California affect law enforcement?
2. What will the impact of building costs be on target hardening proposals?

3. How will resistance to growth in communities throughout the state impact land use planning?

The potential futures issues were:

1. Will the property taxation formula, based upon Proposition 13, be changed?
2. What will be the role of urban planning in contributing to the crime prevention effort?
3. How will the proliferation of voter-mandated growth control measures impact the issue?
4. What will the impact of public agencies reaching their Proposition 4 spending limitations be?

For the purposes of this study, all of these issues were considered viable and to have potential impact on the main issue.

Reason For Study

A reading of any major newspaper serving the urban areas of California will quickly demonstrate the need for this study. Growth is a burning issue throughout the urban areas of California; it is impacting the quality of life through increased density, traffic congestion, and increasing crime. Clearly, this is not an area that law enforcement can ignore; it is an area where strategic planning and careful policy development are critical.

Presently, the principal technique which police administrators use to impact growth is involvement in the planning process. This paper, while still acknowledging the importance of police involvement in the planning process,

projects law enforcement activity into additional areas, with special emphasis on revenue-enhancement measures. Despite the obvious importance of growth to law enforcement today, the future of this issue appears to be largely unexamined. This paper examines the development of the issue through the year 1993 and makes some specific proposals for law enforcement's involvement in the process.

This project should be useful to any law enforcement administrator, particularly those who are working in the more rapidly developing areas of the state. Others, however, both in government and industry, should find something of pertinence in this project. Planners, for instance, will see that land-use decisions dramatically impact the delivery of safety services. Developers will recognize that both commercial and residential construction, when properly designed, can serve as a deterrent to crime and therefore provide a safer environment for people to work and live in. Conversely, poorly planned development will create unsafe neighborhoods, blight, and ultimately increasing crime.

## Futures Research

### Introduction

In the examination of the future of the this issue, the first objective was to analyze and study the general issue using futures research methodologies. Trends and events impacting on the issue were identified during a nominal group technique (see Appendixes A and B). During this same nominal group technique, the five most important trends and events, relative to the issue, were identified and discussed. Finally, the relationship between the events and the trends was described by conducting a cross impact analysis.

### Trends

Based on the results of the NGT, the five most important trends, in rank order, are as follows:

1. Law enforcement input into the planning process.
2. Residential growth not generating enough revenue to pay for the public services it consumes.
3. Shrinking public monies as a result of lingering effects of Proposition 13.
4. Controlling growth through the planning process.
5. More citizen involvement in crime prevention.

After identification of the five leading trends the level of the trends was then determined (see Exhibits 1 through 6).

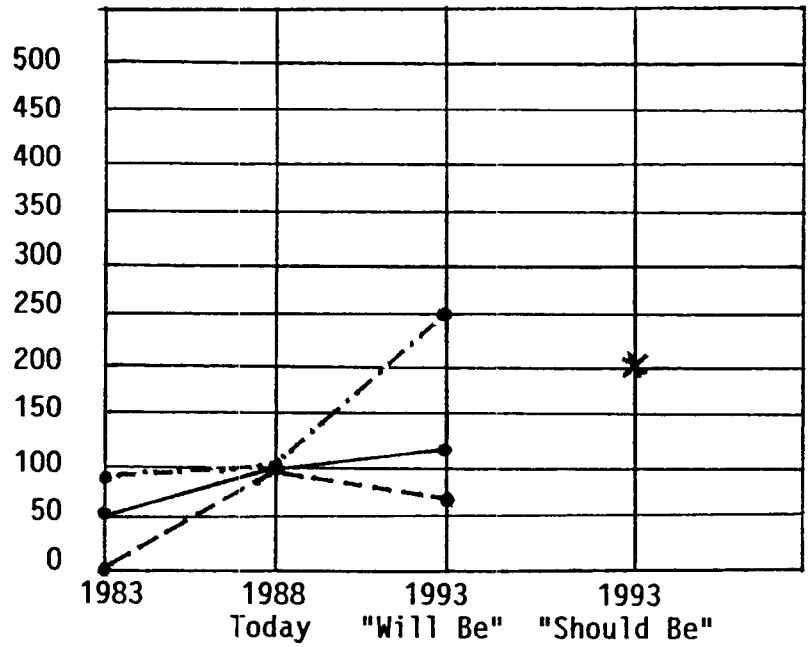
### Events

The five events with the most impact on the issue were:

1. Proposition 13 tax formula is changed.

TREND 1:

Law Enforcement Input Into Planning Process




Median

High

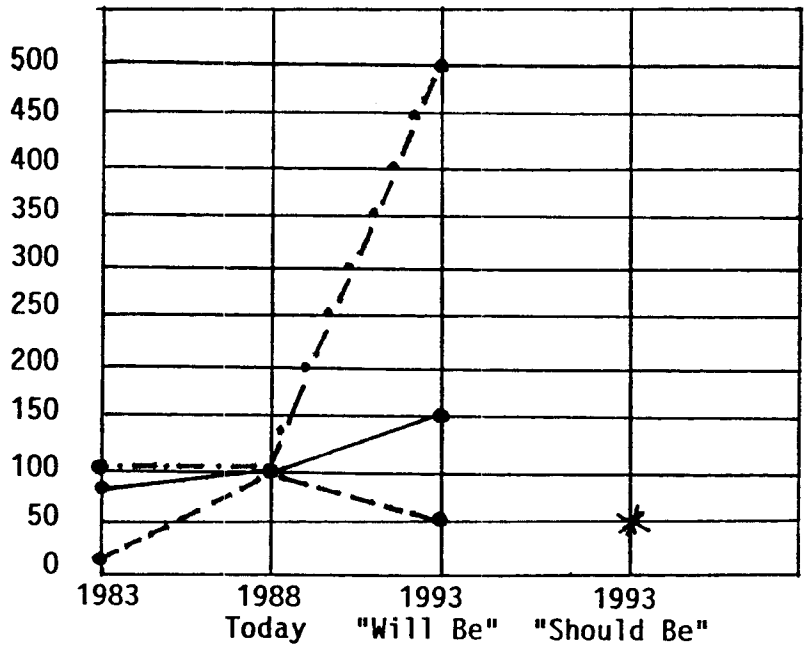
Low

* Median "Should Be"

This trend refers to law enforcement's increasing involvement in the planning process, and includes the use of law enforcement-suggested environmental design techniques as crime prevention tools.

TREND 2:

Residential Growth Not Creating Enough Revenue To Pay
For The Public Services It Consumes




_____ Median

-.-.-. High

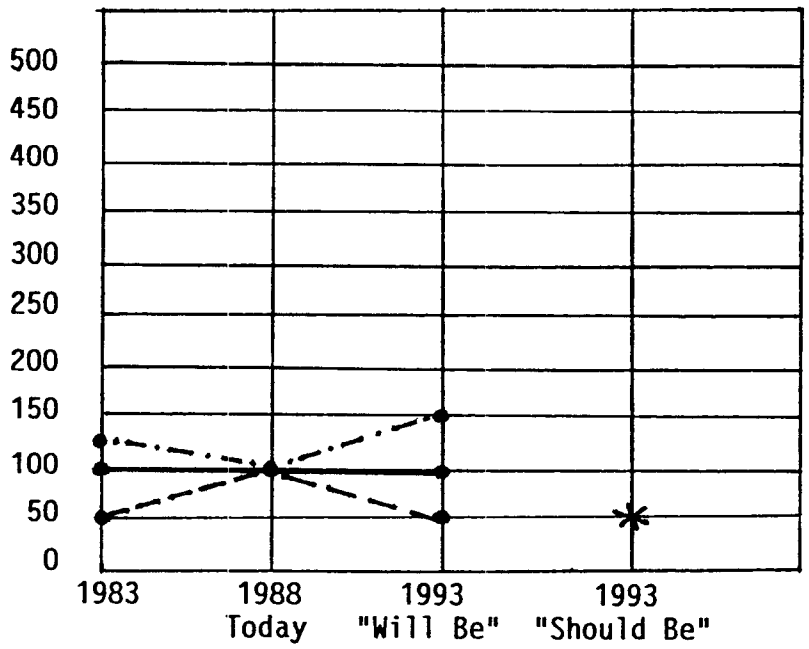
- - - Low

* Median "Should Be"

This trend was commonly understood by the attendees at the NGT to stand for the proposition that residential construction does not generate enough taxes or fees to pay for the public services consumed by these developments.

TREND 3:

Shrinking Public Monies as a Result of Lingering Effects of Proposition 13




_____ Median

-.-.-. High

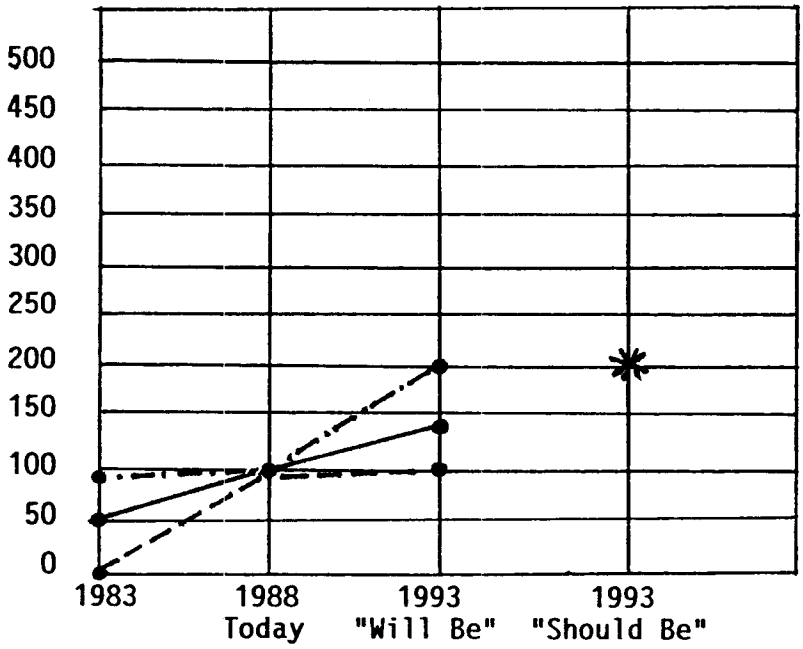
- - - Low

* Median "Should Be"

This trend referred to the reduction in potential property tax revenues as mandated by Proposition 13. There was a consensus among the group members that local government is just now feeling the full impact of loss of these monies.

TREND 4:

Controlling Growth Through The Planning Process




_____ Median

-.-.-. High

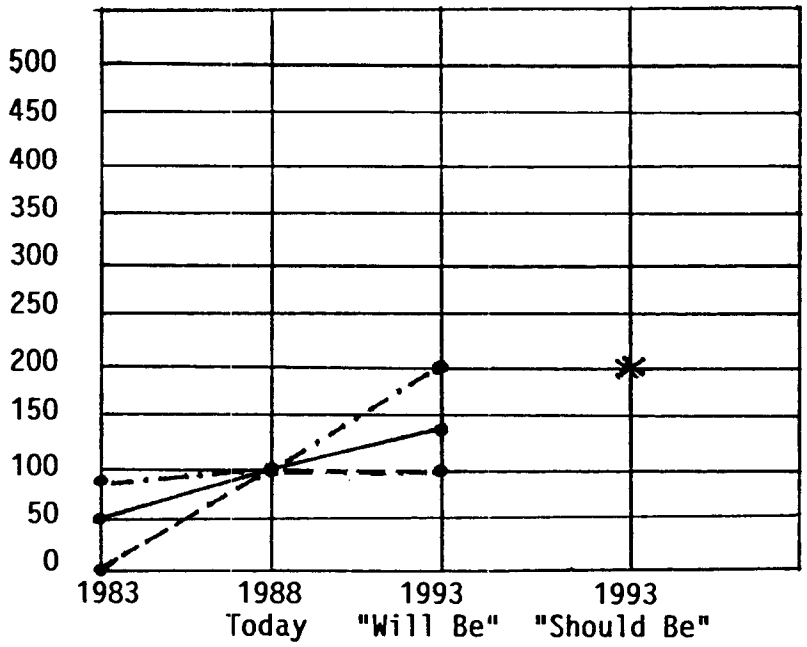
- - - Low

* Median "Should Be"

This trend refers to the use of the planning process to control growth by creation of general plans which can alter the mix of high-density to low-density development, determine the residential to commercial mix, and mandate certain environmental design techniques which reduce crime.

TREND 5:

More Citizen Involvement In Crime Prevention




Median

High

Low

* Median "Should Be"

This trend was understood by attendees at the NGT to refer to general community involvement in crime prevention efforts, including but not limited to Neighborhood Watch and We Tip, and other similar programs.

# TREND EVALUATION FORM

MEDIAN SCORES

| TREND STATEMENT | LEVEL OF THE TREND (RATIO: Today = 100%) | | | |
|---|---|---|---|---|
| | 5 Years Ago | Today | Will Be In 1993 | Should Be In 1993 |
| 1. Law Enforcement Input Into Planning Process | 50 | 100 | 125 | 200 |
| 2. Residential Growth Not Creating Enough Revenue To Pay For The Public Services It Consumes | 80 | 100 | 150 | 50 |
| 3. Shrinking Public Monies As A Result Of The Lingering Effects Of Proposition 13 | 100 | 100 | 100 | 100 |
| 4. Controlling Growth Through The Planning Process | 50 | 100 | 140 | 200 |
| 5. More Citizen Involvement In Crime Prevention | 55 | 100 | 140 | 200 |

This was understood by NGT attendees to refer to a change in the property taxation formula mandated by California's Proposition 13. There was a lack of group consensus as to the specifics of this change.

2. Environmental disaster.

This was meant to describe events such as a nuclear mishap, a discovery of previously unknown levels of water contamination, or a drought which would grievously impact the delivery of water to California's consumers. This event was considered separate from the occurrence of an earthquake.

3. A city or county government goes bankrupt in California.

4. A depression.

This was defined as a prolonged recession, lasting one or more years, to include the following:

a. decrease in business sales,

b. slow growth or decline in the gross national product,

c. increasing unemployment in the aggregate labor market.

5. The locked-in Proposition 4 revenue expenditure formula is changed.

This refers to a change in the Proposition 4 spending formula which mandates that California governments may only spend revenues collected up to a level defined by the population increase and the rate

of inflation. This formula has the potential for mandating that governments in California cannot spend all the revenues they collect. This is particularly true in an era of low-inflation rates. The change, as discussed in the NGT, would involve an alteration in the spending formula so that revenues collected could be spent even though inflation remained low.

After the five top events were identified, the probability of their occurrence and their impact on the issue area was evaluated (see Exhibit 7).

Cross-Impact Analysis

After identification of the key events and trends, an evaluation of their impact on one another was discussed. Based on that discussion, a cross impact evaluation form was filled out by group members and the median results plotted on Exhibit 8.

In the examination of the cross impact evaluation form, the interrelationship of the trends and events is readily apparent. Event 1, a change in the Proposition 13 property tax formula, impacted on two events and two trends. It reduced by 50 percent the probability of a city or county government in California going bankrupt. This is a result of the potential that a Proposition 13 change would result in more local government financing and thus enhance local government's ability to pay its bills.

Event 1 increased the probability of Event 5, the locked-in Proposition 4 spending formula being changed, by 25

## EVENT EVALUATION FORM

Exhibit 7

| EVENT STATEMENT | PROBABILITY | | | NET IMPACT ON THE ISSUE AREA (-10 to +10) |
|---|---|---|---|---|
| | Year that Probability First Exceeds Zero | By 1990 (0-100) | By 1993 (0-100) | |
| Proposition 13 Property Tax Formula is Change | 1990 | 10 | 50 | + 10 |
| Environmental Disaster | 1990 | 25 | 50 | - 5 |
| A City or County Government In California Goes Bankrupt | 1990 | 25 | 50 | - 5 |
| A Depression | 1991 | 0 | 25 | - 5 |
| The Locked In (Prop. 4) Spending Formula Is Changed | 1990 | 25 | 50 | + 10 |

This Chart Represents The Median Results Generated During
The Event Evaluation Portion Of The NGT.

## CROSS-IMPACT EVALUATION FORM

Exhibit 8

| Suppose that this event actually occurred | with this probability ..... | ..... How would the probability of the events shown below be affected? | | | | | TRENDS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| EVENTS | | 1 | 2 | 3 | 4 | 5 | 1 | 2 | 3 | 4 | 5 |
| E-1 | 50 | X | — | ↓ by 50% | — | ↑ by 25% | — | ↓ by 50% | ↓ by 50% | — | — |
| E-2 | 50 | ↑ by 50% | X | ↑ by 50% | ↑ by 20% | ↑ by 25% | — | — | — | — | — |
| E-3 | 50 | ↑ by 100% | — | X | ↑ by 10% | ↑ by 50% | ↑ by 25% | — | ↓ by 25% | ↓ by 10% | — |
| E-4 | 25 | — | — | ↑ by 100% | X | — | — | — | ↑ by 100% | — | — |
| E-5 | 50 | ↑ by 50% | — | — | — | X | — | — | ↓ by 25% | — | — |

E-1 The Proposition 13 property tax formula is changed.
E-2 An environmental disaster.
E-3 A city or county government in California goes bankrupt.
E-4 A depression
E-5 The locked in Proposition 4 formula is changed.

T-1 Law enforcement input into the planning process.
T-2 Residential growth not generating enough revenue to pay for the public services it consumes.
T-3 Shrinking public monies as a result of lingering effects of Proposition 13.
T-4 Controlling growth through the planning process.
T-5 More citizen involvement in crime prevention.

percent. Here it seems likely that any willingness by the public to increase public funding through changes in Proposition 13 would probably also be reflected by changes in Proposition 4. Furthermore, changes in Proposition 13, in the direction of additional funding, would not be effective unless the Proposition 4 spending caps were changed.

Event 1 raised the level of Trend 2, residential growth not creating enough revenue to pay for public services it consumes, by 50 percent. This is also indicative of the possibility that a change in Proposition 13 would change the residential taxation formula and thus increase governmental funding.

The final impact of Event 1 is on Trend 3, shrinking public monies as a result of Proposition 13. The occurrence of Event 1 would reduce the level of the trend by 50 percent. Again, this is indicative of a change in Proposition 13 occurring which would increase governmental funding.

Event 2, an environmental disaster, impacts all four of the other events but has no impact on the trends. An environmental disaster would create impetus for a change in Proposition 13 because it would make the public aware of the need for additional governmental funds to cure the problem. Furthermore, such an event would motivate taxpayers to support revenue-enhancement changes. Event 2 raises the probability of a city or county government in California going bankrupt due to the costs associated with an environmental disaster. Certainly, a city or county directly impacted would face a

higher probability of bankruptcy. Event 2 also slightly increases the probability of a depression. It would do this by disrupting the business climate, putting people out of work, and/or reducing productivity.

Event 2's impact on Event 5, change in the locked-in Proposition 4 spending formula, is much the same as its impact on Event 1. Here again a disaster of this nature would serve as a public awareness-raising incident and would also motivate the public to provide additional funding to solve the problem.

Event 3, a city or county government in California going bankrupt, is the strongest actor event. It impacts on three of the other events and three of the trends. Its impact on Event 1 is much the same as Event 2's impact on Event 1. A bankruptcy would alert the public to a serious revenue shortfall in California government. It would serve as a motivational factor in encouraging the public to enhance governmental revenues. This would certainly increase the probability of the Proposition 13 property tax formula being changed in order to increase revenue.

Event 3's impact on the occurrence of a depression is a result of the potential unemployment and the disruption in labor relations which would be created by a local government going bankrupt. However, the impact is slight, reflecting questions about the national impact of a single bankruptcy at the local level. However, were numerous such bankruptcies to occur, the level of the impact would almost certainly have increased.

Trend 1, law-enforcement input into the planning process, is impacted due to the fact that a bankruptcy would heighten the public demand for more governmental efficiency and cost-effectiveness. Improved planning would be one way to meet these demands.

The level of Trend 3 would be reduced by 25 percent were Event 3 to occur. This is indicative of the feeling that the public would be more amenable to revenue-enhancement measures, including a change in the property assessment formula, if it could be demonstrated that inadequate governmental funding resulted in a bankruptcy.

Finally, Event 3 has a slight impact on Trend 4, controlling growth through the planning process. It reduces the level of the trend by 10 percent. The group never reached a high level of consensus about this impact and it seems contradictory to Event 3's impact on Trend 1. The impact would perhaps occur due to a call for increased growth as a revenue-enhancement measure.

Event 4, a depression, is also a strong actor event. It impacts on one of the events and two of the trends. The occurrence of Event 4 increases the probability of Event 3 by 100 percent. Obviously, a national depression brings with it economic constraints which make a local governmental bankruptcy more probable.

Event 4 also increases the level of Trend 2 and Trend 3 by 100 percent. It increases the level of Trend 2, residential growth not creating enough revenue to pay for the services it

consumes, by reducing the ability of homeowners to pay higher housing costs. Additional fees, which allow residential growth to pay for the services it consumes, would not be popular during a depression. It would be more likely that public services would be cut back rather than fees raised. Trend 3, shrinking public monies as a result of Proposition 13, is increased because a depression would tend to reduce property values. A reduction in property values obviously brings with it a reduction in property tax revenues, thus, an increase in the trend towards shrinking public monies.

Event 5, a change in the Proposition 4 spending formula, impacts on one event and one trend. It increases the probability of Event 1 occurring by 50 percent. Events 1 and 5 appear synergistic in that the occurrence of either one increases the probability of the other occurring. This is a result of the close relationship between the two events. They are related in that the public perception of the two events is intertwined; a change of the public's attitude towards one event will also be reflected by a change in the public's attitude towards the other.

Event 5 also reduces the level of Trend 3 by 25 percent. Event 5 increases the probability of the Proposition 13 taxation formula being changed. Therefore, it follows logically that a change in Proposition 13 would reduce the trend of shrinking public monies as a result of Proposition 13.

Only one event was unaffected by the occurrence of the other events. This was Event 2. It was clearly the group's

consensus that an environmental disaster would not be impacted by any of the other events. Trend 5 was also not impacted by the occurrence of any of the events. Citizen involvement in crime prevention is more a function of the police-community relationship than the financial and planning considerations represented by the other trends and events.

Trend 1, the most important according to the group, was only impacted by the occurrence of Event 3. This is an important consideration as law-enforcement input into planning is critical to the growth management process. Furthermore, the occurrence of Event 3 tends to raise the level of the trend in a more favorable direction.

## Scenarios

From the trends and events identified during the NGT, and their relationships as described in the cross impact evaluation, three future scenarios were created. Scenario one represents the worst case, scenario two the development of events if they follow the current progression, scenario three the best case.

### Scenario One: The Worst Case

Law enforcement administrators of 1993 look back on the past 5 years with mixed emotions. On one hand, they have seen steady growth in the trend towards citizen involvement in crime prevention efforts. They now have twice as many active neighborhood watch groups as they had in 1988, and the groups are functioning effectively. Besides neighborhood watch, the public has found other ways of assisting law enforcement in

their crime prevention efforts. Agency administrators find citizen groups raising money to buy equipment and provide for other law enforcement needs which were formerly funded with public monies.

However, this same law enforcement administrator is providing services for a rapidly expanding population which has grown by 10 percent since 1988. He also realizes that the public is involving itself in fund raising efforts for law enforcement because adequate public monies are no longer available to fund the ever-increasing demands for police services.

The administrator of 1993 has seen his average response times, from receipt of call for service until arrival on scene, double and triple since 1988. Every conceivable effort has been made to deploy personnel for maximum effectiveness. Nevertheless, the numbers of personnel available to the administrator, due to funding shortfalls, have simply not kept up with community growth. These lengthened response times have resulted in the police rarely, if ever, making on-site arrests. The primary function of the police officer has become that of a report taker. Efforts were made to deploy selected groups of personnel solely for crime prevention and apprehension purposes. These efforts were foiled by the ever-increasing demand for routine police services which could not be adequately met by the remaining personnel. Thus the police administrator finds himself in a classic "catch 22" situation. Funding restrictions are such that his personnel are relegated

to nothing more than responding to calls and then only after lengthy delays. Yet the public is demanding more than "report taking"; they are demanding that the police do something about crime, something much more effective than just writing reports about it.

Law enforcement administrators had tried several approaches to dealing with community growth and the problems associated with it. For ten years, they had been sitting in on the plan review process, providing input into community growth. However, the administrator's position that high-density development brought with it increasing crime problems was not persuasive. Many people agreed with the position taken by law enforcement. Still, the overwhelming need for additional fees to finance government services took a higher priority. Administrators were able to suggest ways that high-density development could be built while still minimizing opportunities for crime and creating a sense of ownership by the occupants. But these efforts were unable to mitigate growth and the increasing crime associated with it.

These efforts, although somewhat effective, were simply not adequate. The answer was clearly that more money was needed. Increasing residential growth was not providing adequate revenues to offset the ever-increasing demand for police services. This problem was exacerbated by the change in the Proposition 13 tax formula. This change altered the way residential property taxes were computed. Proposition 13 had frozen property taxes at their 1975 assessment level, allowing only a 1 percent increase in valuation per year,

except when the title was transferred. During the ensuing years, this had created a situation of rapidly differing assessed valuations for neighboring properties of equal value. In an effort to redress this imbalance, the assessment formula was changed so that, when properties change hands, the average value for similar properties in the area was used to develop assessed valuation. This served to further lower residential property tax revenues and thus created additional funding problems.

In synopsis, the law enforcement administrator of 1993 finds himself in a lose/lose situation. The community he is required to provide services for is growing rapidly while the funds required to provide those services are not. Nevertheless, the demands for critical police services continue unabated and the crime rate continues to increase. The administrator's only hope appears to be making it to retirement before the city council turns to new blood.

Scenario Two: Reasonable Scenario

December 1, 1993: Chief Holmes sat in his office looking back on 1988, the year he was first appointed chief. As he did so, he contemplated the changes he had seen and how he would describe his tenure as chief to his grandchildren in years to come.

In 1988, the chief's city, as was most of California, was undergoing a period of rapid growth. The California State Department of Finance was forecasting a 10 percent population increase by 1993; even a casual observer of the flourishing

construction industry would have readily agreed to this forecast.

The chief knew, even in 1988, that this residential growth would not generate enough revenues to pay for the services it would require. He did, however, have some alternatives for providing a safer community.

A trend towards citizen involvement in crime prevention efforts had been ongoing during the 1980's. The chief realized this was an opportunity to create a citizen/police partnership which would involve all community members in crime prevention efforts. In fact, the chief was able to expand this partnership by developing community funding sources for much-needed police equipment. Nevertheless, despite the increased community involvement in policing, growth and the crime associated with it continued to increase at a much faster rate than public funding.

In an effort to manage the growth process, the chief, as one of his first steps, had department personnel sit in on the plan review process. In this way, the chief was able to make some recommendations for incorporating crime prevention through environmental design techniques into the city's building codes. This appeared to be having some effect in reducing crime, but not to the extent that it balanced out the problems associated with the continuing growth.

Fortunately, in 1990 a real solution, increased funding, came along. Unfortunately, this solution, as many are, was the result of a disaster. The water in a northern California

county was discovered to have been so heavily polluted by a hazardous waste dump that the wells serving most of the population had to be shut down. the county, and the water district which it owned, attempted to solve the problem by digging additional wells and treating the contaminated water. This process became so financially burdensome that the county was forced to declare bankruptcy and curtail almost all governmental services.

This disaster triggered a reevaluation of the proposition 13 property tax formula and resulted in the passing of an initiative to change the formula. The formula was changed so that commercial property was reassessed, in 1990, to fair market value. From that point on, commercial property was reassessed annually as it had been done prior to Proposition 13. thus, a disaster in one part of california became a windfall for the rest of the state.

These additional monies, while not providing funding at the generous pre-Proposition 13 rate, still allowed the chief to maintain staffing commensurate with the growth in his community. This increased staffing, along with police input into the planning process, and the police community partnership fostered by the chief, allowed the department to keep up with the services demanded by the public.

As these thoughts occurred to Chief Holmes, it appeared to him that he could best explain his tenure as chief to his grandchildren as being an unlikely convergence of good planning, misfortune, and good luck. The chief's good planning

was reflected in his efforts to improve the relationship between the police department and the community, and by his increasing involvement in the planning review process. Misfortune was certainly the case as an environmental disaster resulted in a California county going bankrupt. But this environmental disaster brought with it the third ingredient of the chief's success. This ingredient was the good fortune that the disaster resulted in changes, in the property tax formula and the governmental spending formula, which allowed public revenues, and thus the chief's department, to grow.

Scenario Three: The Best Case

December 1, 1993: Chief Hoover sat in his new office his first day as chief. Only the night before, he had attended a retirement dinner for the outgoing chief, Chief Kelly. This dinner, representative of Kelly's entire career, had been a great success. As Chief Hoover sat in his office, contemplating these events and his new responsibilities, he tried to focus on those actions his predecessor had taken which ultimately resulted in a five-year success story.

In 1988, when kelly was appointed chief, the city was faced with numerous problems. The community was undergoing rapid residential expansion. However, the residential growth was not creating enough revenues, either through fees or taxes, to pay for the services demanded by the new residents, let alone the increased service demanded by the long-term community members. The Proposition 13 property tax formula simply did not provide for a high enough assessed valuation on property to generate the necessary revenue.

These problems were being exacerbated by a drain on city revenues due to the contamination of their water delivery system. Wells were being shut down all over town after a plume of water containing an industrial solvent was discovered moving south through the city's underground water supply. The expense of treating these contaminated wells was diverting large sums of money from the rest of city services, including, of course, funding for the police.

Many chiefs, faced with this burgeoning list of problems, would have been content to merely serve as organizational caretakers, using the problems as an excuse for the organization's failure to perform. Chief Kelly, however, was not this kind of man. A recent graduate of the P.O.S.T. Command College, he understood the value of strategic planning and issues management. he put these skills to good use during the next five years.

Chief Kelly evaluated the situation and observed some favorable trends in the community. There was an active neighborhood watch group which had been established by his predecessor. This group certainly had the potential for development in the direction of forming a police community team to combat crime. The department also had a crime prevention officer who spent several hours each week on plan review. In this way the department had a small impact on limiting, if not managing, growth.

Chief Kelly built upon these favorable trends and took steps designed to mitigate the impact of the unfavorable ones.

He vigorously encouraged the growth of the city's neighborhood watch organizations. Moreover, he encouraged additional community involvement in the ongoing operations of the department. He realized that if he was to solve any of the community's problems, he would need to develop a sense of community ownership in the police department. He also realized that the community had the potential to provide volunteer funding for many of the department's needs which were going unmet through the normal budgetary process.

The chief also built upon the department's ongoing input into the planning process. He identified an employee with interests and a background in this area, and provided him with advanced training in the planning process and in the growing area of crime prevention through environmental design. He then assigned this employee to plan review on a full-time basis. At first, he received criticism for this, but as his efforts began to bring results, the criticism soon abated and was replaced by kudos.

Chief Kelly also recognized that the fees being assessed by the city against developers were inadequate to pay for the resources their developments consumed. Therefore, he encouraged the city council to hire a professional consulting team to examine the city's fee structure. This was done and, as he had suspected, the consultants recognized the inadequacy of the fee structure. They made recommendations for more appropriate development fees and demonstrated to the city council how these fees would contribute to the community's quality of

life. Since the council had paid for the study, and due to the consultant's built-in credibility, the proposed assessment fee structures were adopted. These fees were soon put to good use in repairing the city's deteriorating infrastructure and building parks and roads. They also allowed city monies, earlier earmarked for these other projects, to be used for law enforcement services.

Many chiefs, faced with the shrinking of public monies due to Proposition 13 and the Proposition 4 spending restrictions, would simply have conceded that they were state issues over which they had no control. Fortunately, Chief Kelly was not this type of man. He felt that since the Propositin 4 spending limitation was based on a mix of growth and inflation, this was the least of his two problems. He hoped that community growth would take care of Proposition 4 concerns. However, Proposition 13 was another matter.

By 1988, communities throughout the state were facing problems identical to those faced by Chief Kelly's city. Even a casual reading of the newspapers revealed a high level of citizen discontent with the level of police services they were being provided. It occurred to the chief that, using statewide organizations of chiefs and sheriffs, a successful initiative could be developed. Many scoffed, initially, when the chief introduced his proposal that the tax role's for residential and commercial property be split, with the property taxation formula for residential property remaining the same but commercial property being reassessed every year at fair

market value. Despite the naysayers, support developed around the chief's idea, and in 1990 a successful initiative, modifying Proposition 13, was passed.

All of these efforts paid dividends. By 1993, the city had grown by 10 percent. This growth had been well managed and, although requiring increased levels of service, was now paying for itself.

The community's involvement in the police department had also grown. This involvement had paid unexpected dividends for the organization. Not only was neighborhood watch a viable entity actually contributing to the elimination of the crime problem, members of the neighborhood watch organizations had become a powerful lobby for the police department with the local politicians. The additional taxes received, as a result of the changes in Proposition 13, augmented by the taxes and fees generated by new residential development, had gone a long way towards solving the city's financial problem. Although not completely out of the woods, the city was making real progress towards solving its water contamination problems and was providing an adequate level of funding for the police department. All of these factors, taken together, had certainly improved the quality of life for all the local residents.

Looking back on this unparalleled five-year record of achievement, Chief Hoover wondered what he should do to fill the giant footsteps left by his predecessor. He decided that perhaps his first step would be to apply to the command college and find out exactly what strategic planning is.

## Strategic Plan

### Introduction

The purpose of strategic planning is to bridge the gap from an analysis-defined present to a scenario-defined future. For the purposes of this research project, the strategic plan is designed to focus on attaining scenario three, the best case scenario. It will do so by providing a framework for the organization to analyze the environment it functions in, its own internal capabilities, and the relationship the organization has with important stakeholders.

The execution portion of the strategic plan provides a series of actions which the organization must take if the strategic plan is to be implemented. The administration section of the plan describes the steps the organization must go through and the actions it must take in order to implement the plan.

Finally, the control and accountability describes a feedback mechanism designed to monitor and evaluate the organization's progress towards plan implementation. All of these plan components are interactive and are steps the organization must go through in order to achieve the desired future scenario.

### Situation Analysis

#### Environment

For purposes of environmental assessment, the key trends and events identified during the NGT were evaluated and their potential impact on the issue identified.

Trend 1, law enforcement's input into the planning process, should slow high-density development. It will also speed the development of building codes which include crime prevention through environmental design (CEPTED) considerations. As these environmental design considerations are incorporated into residential construction, they will serve to encourage self-policing of communities by their residents. Trend 1 is exclusively an opportunity for law enforcement, and there are no apparent threats associated with it.

Trend 2, residential growth not generating enough revenue, impacts the issue from a funding perspective. Law enforcement, as a public service, relies on public revenues for its needs. The failure of residential growth to generate adequate revenues impacts on law enforcement funding needs. It does so primarily by siphoning off general fund revenues to infrastructure requirements which should be funded through development fees. As law enforcement funding lags behind its needs, police agencies are unable to meet the expectations of the communities they serve. The reduction of police services creates discontent throughout the community. This discontent frequently focuses in on police managers and elected officials.

Associated with deteriorating governmental infrastructures, and inadequate law enforcement funding, are increased crime rates. Although there are numerous other factors which enter into crime rates, the appearance and condition of a community, and the effectiveness of their police services, certainly enter into the picture. Increasing crime rates bring with them an

increase in the community's fear of crime and ultimately a reduction in the perceived quality of life. These impacts clearly represent threats in the environment and no obvious opportunities other than perhaps an opportunity for rapid turnover in top police management.

Trend 3, shrinking public monies as a result of the lingering effects of Proposition 13, also impacts the ability of law enforcement to meet the continuing demands for its services. It impacts law enforcement essentially by reducing funding. This reduced funding impacts law enforcement services and creates a situation where community expectations are not being met. As law enforcement's ability to provide service lags behind the demands for service, organizational morale continues to plummet. Absent adequate funding, law enforcement's only recourse is to more effective service delivery techniques. These techniques include increasing the role of the community in the law enforcement effort and an ever-growing reliance on volunteers.

This trend represents both a threat and an opportunity. It is threatening in that reduced funding and decreasing morale certainly make the job of policing more difficult. However, there is obvious merit associated with involving the public more closely with the delivery of police services. The use of citizen volunteers within police agencies certainly enhances the police community relationship. It also allows paid police personnel to be assigned to more visible crime control assignments.

Trend 4, controlled growth through the planning process, presents a consistent pattern of favorable impacts on the issue

area. It should reduce high-density residential development, which is more difficult to police. It should slow the rate of growth, thus allowing law enforcement resources to more closely match the numbers in the population they serve. Increased emphasis on controlling growth through the planning process will encourage the incorporation of crime prevention through environmental design strategies into both residential and commercial construction. Finally, controlled growth brings with it a more optimized mix of high-density, low-density, and commercial development. Again, this serves to ease the task of delivering law enforcement services and improve the perception of a community's quality of life. The impacts associated with Trend 4 are thus exclusively favorable. As such, Trend 4 represents a opportunity for law enforcement to favorably impact the issue area.

Trend 5, more citizen involvement in crime prevention, provides a great opportunity for law enforcement in general, and for favorable impact on the issues specifically. Traditionally, those citizens who have become more involved with law enforcement have become increasingly more supportive of it. As these citizens become more supportive, they develop a sense of ownership over their police agency. This atmosphere makes a community much easier to police and increases public cooperation. As the police rely on the public for not only their funding, but for their assistance in crime control efforts, this close relationship is essential. Police agencies are also using community volunteers to assist in police department operations. This has

provided a useful outlet for people in the community who wish to donate their time or wish to become more knowledgeable about police operations.

The increased level of public involvement in policing, and the increased level of public support this has created, has resulted in alternative funding sources for law enforcement. Specifically, volunteer organizations have frequently been able to raise substantial funds for police operations outside of the normal budgetary process. These funds are used to augment the regular operational budget.

One unfavorable impact associated with this trend is attempts by various citizen groups to increase their influence over the day-to-day operations and decision-making process of the agency. Increased citizen involvement tends to bring with it increased demands for citizen control, and although ultimately every police agency is controlled by the public, traditionally police managers feel that the day-to-day operations of their agency are best handled by the department staff.

Event 1, change in the Proposition 13 property tax formula, can have either a favorable or unfavorable impact on the issue. The impact will be favorable if the formula is changed to create additional revenues. These additional revenues will allow for a rate of organizational growth more consistent with community growth. However, if the Proposition 13 formula is changed to reduce revenues, a real possibility, law enforcement organizations will be adversely affected since they are one of the principal consumers of public monies.

Thus, Event 1 may be either a threat or an opportunity depending on the specifics of its occurrence. It was predicted by attendees at the NGT that there was a 50 percent probability of Prop. 13 being altered by the year 1993. However, there was no group consensus as to the specifics of this alteration. Thus, this event requires consideration during policy development.

Event 2, an environmental disaster, has both favorable and unfavorable impacts on the issue. Certainly the delivery of police services in the actual city or county going bankrupt would be adversely affected. However, the occurrence of this event increases the probability of a favorable change in the Proposition 13 taxation formula. It also increases the probability of the Proposition 4 spending cap being removed or changed. Finally, the heightened visibility of law enforcement as it copes with an environmental disasteris likely to improve the attitude of the public towards law enforcement. Thus, this event represents both threats and opportunities in the environment. This event is not susceptible to policy-making at the law enforcement level.

Event 3, a city or county government in California going bankrupt, also provides both favorable and unfavorable impacts. The occurrence of this event dramatically increases the probability of a favorable change in the Proposition 13 taxation formula. It also increases the probability of the Proposition 4 spending cap being lifted. However, it would destabilize local government labor relations, not only in the jurisdiction declaring bankruptcy, but throughout the state. It would also adversely impact the financial stability of whatever retirement

system its employees are enrolled in. This event, like Event 2, brings with it the potential of threats and opportunities. Again, it is felt that this is not an issue which can be impacted by law enforcement policy.

Event 4, a depression, increases the probability of a city or county going bankrupt, and thus brings with it all the impacts associated with Event 3. It brings with it an increase in the trend towards shrinking public money as a result of Proposition 13 by potentially reducing the value of residential construction.

However, on the favorable side of the issue, depressions have traditionally made the job of policing appear more attractive as the law enforcement profession has been a secure one during economic downturns. By making the job of policing appear more attractive, it will ease law enforcement's recruiting efforts. Event 4 falls into the same category as Events 2 and 3. Although it can have serious impact on the issue, and presents both threats and opportunities for the organization, it is not susceptible to law enforcement policy-making.

Event 5, the locked-in Proposition 4 formula being changed, would be a favorable event both for law enforcement and for the issue. It would allow local government to spend all the funds generated by additional growth, even if the rate of inflation remains low. Increased funding is certainly one of the key concerns for law enforcement in managing the issue.

As an opportunity perceived in the environment, Event 5 requires policy attention. Proposition 4 is a statewide law and to impact on it would require policy development at the statewide level. Nevertheless, impetus for change in statewide policy

can begin with a grass roots effort at the local level. This event was addressed in policy development.

## Internal Capability Assessment

In analyzing the capability and resources of California law enforcement, the San Bernardino Police Department, a typical medium- to large-sized police agency, was used as a representative organization.

In order to conduct this organizational survey, two capability analysis rating instruments were used. The first of these, Exhibit 9, was used to assess the organization's present position. The second, Exhibit 10, was used to evaluate the organization's ability to change. These evaluations were obtained by conducting a survey of various department personnel. The people used to fill out the surveys ranged form middle to top management administrators working in various divisions of the organization.

Upon return of these survey instruments, all the data was averaged. In the evaluation of the organization's present position, it received scores ranging from a high of 2.0 to a low of 4.2. Areas receiving the highest scores included management skills, sworn to non-sworn ratio, pay scale, and community support. The area receiving the lowest score was the department facility. Also receiving scores in the "4" column were manpower and calls for service. 60 percent of the total scores were in the "3", or average, acceptable category.

Exhibit 9

CAPABILITY ANALYSIS: RATING

ORGANIZATION'S PRESENT POSITION

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 | | | | 4 | |
| Technology | | | 3.0 | | |
| Equipment | | | 3.4 | | |
| Facility | | | | 4.2 | |
| Money | | | 3.0 | | |
| Calls for service | | | | 4 | |
| Supplies | | | 3.0 | | |
| Management skills | | 2.0 | | | |
| P.O. skills | | 2.4 | | | |
| Supervisory skills | | | 3.0 | | |
| Training | | 2.8 | | | |
| Attitudes | | | 3.0 | | |
| Image | | | 3.0 | | |
| Council support | | | 3.0 | | |
| C.M. support | | | 3.0 | | |
| Growth potential | | | 3.0 | | |
| Management flexibility | | 2.2 | | | |
| Sworn/non-sworn ratio | | 2.0 | | | |
| Pay scale | | 2.0 | | | |
| Benefits | | | 3.0 | | |
| Turnover | | | 3.0 | | |
| Community support | | 2.0 | | | |
| Complaints received | | | 3.0 | | |
| Expertise In crime prevention through Environmental Design | | | 3.0 | | |
| Morale | | | 3.0 | | |



Exhibit 10

CAPABILITY ANALYSIS: RATING 2

ORGANIZATION'S ABILITY TO CHANGE

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 | I | II | III | IV | V |
|---|---|---|---|---|---|
| TOP MANAGERS: | | | | | |
| Mentality Personality | | | 3.6 | | |
| Skills/Talents | | | | 4 | |
| Knowledge/Education | | | | 4 | |
| ORGANIZATION CLIMATE: | | | | | |
| Culture/Norms | | | 3 | | |
| Rewards/Incentives | | 2.8 | | | |
| Power Structure | | | | 4 | |
| ORGANIZATION COMPETENCE: | | | | | |
| Structure | | | 3.6 | | |
| Resources | | | 3.2 | | |
| Middle Management | | | 3.6 | | |
| Line Personnel | | 2.8 | | | |

The evaluation of these results, it appeared that the department's present position was slightly better than average. Several important areas were rated above average. Management skills, certainly a critical consideration for organizational change, was rated as a 2.0., one of the highest scores received. Community support, another critical area, received a 2.0 rating. These are areas which will be critical in strategic planning and transition management.

The organization's main weakness, as noted in the survey, was the police facility itself. The facility received a score of 4.2. This score is certainly consistent with ongoing community recognition of the police facility's inadequacy and with an attempt, which is presently in progress, to build a new structure.

Another area of concern in the present position survey was the degree of support received from the city council and city administrator. Both of these areas received scores of 3.0. The score for the city administrator must be considered tentative at best. This is due to the fact that the city presently has an acting city administrator whom the council is no longer considering for the permanent position. While these are average scores, they are in critical areas relative to the issue, particularly the matter of city council, and are addressed in policy development and transition management.

In evaluating the rating of the organization's ability to change, the overall impression is that top management is more amenable to change than the rest of the people in the

organization. In evaluating the top managers, they received two scores of 4.0 and one score of 3.6. This certainly suggests a willingness to change. However, three of the five people who filled out this form belong to the top management group and this may have skewed the results. Nevertheless, the results suggest above average competence in this area.

These results suggest some interesting implications. It appears that the management group needs to make a concentrated effort to explain and sell the change process to the organization's line personnel. If these efforts are not made, or are not successful, change, in the short term, will be difficult to implement. However, in the long term, there appears to be a real potential for organizational stagnation to occur.

Other organizational weaknesses revealed during this survey include the system of rewards and incentives of line personnel. Both of these scores were in the 2.8 range and thus slightly below the median level. As discussed earlier, this resistance to change in line personnel will need to be addressed during transition management. A change of the organization's system of rewards and incentives will need to be considered.

Overall, the organization appears to have the capability to meet the challenges and to take advantage of the opportunities present in the environment. The organization, as it exists today, is in a slightly better-than-average situation. Top management appears to be one of the strongest components of the organization, with better than average skills and adaptability to change. Taking advantage of the threats and opportunities

present in the environment, relative to the issue of growth, will be primarily a management function. Certainly line-level support will be needed. Top managers will serve as the principal change agents.

The areas of concern noted in the organization include the system of rewards and incentives, line personnel, and support from the city council. An appropriate system of rewards and incentives will be needed if changes, as advocated in the strategic plan, are to be accomplished. Nevertheless, the most serious problem, with reference to the issue, is the lack of support from the city council. City council support will be absolutely essential if the issue is to properly managed and the strategic plan implemented. All of these concerns will be addressed in the strategic planning and/or transition management component of this document.

Stakeholder Analysis (SAST)

Stakeholder analysis is the third key ingredient in conducting a situational audit, the first two ingredients being an analysis of the environment and and analysis of the organization.

Stakeholders represent those key individuals or groups who are (1) impacted by what the organization does in reference to the issue; (2) are able to impact the organization vis-a-vis the issue, or; (3) are concerned about the issue and/or the organization. It is critical that these stakeholders and their

assumptions be identified. Without taking into consideration important stakeholders, the organization will be making policy in a vacuum, unaware of the impact that others can have on policy choices and implementation. Based on these considerations, the following list of key stakeholders was developed by the writer:

1. Construction unions.
    A. They are pro-growth.
    B. They support law enforcement's efforts to control crime.
2. Developers.
    A. They are pro-growth.
    B. They are motivated by profit.
    C. Profits are higher in areas with a perceived high quality of life.
    D. There is a relationship between the perceived quality of life and crime rates.
3. Police Management.
    A. Recognizes the importance of growth management in accomplishing its mission.
    B. Supports the concept of law enforcement input into the planning process.
4. Business community.
    A. They are pro-growth.
    B. They are motivated by profit.
    C. Profits are higher in areas with a perceived high quality of life.
    D. View California as a good place to locate their businesses.

E. Resist additional taxation.

5. Schools.

   A. They are negatively impacted by growth.

   B. They are not receiving enough funding to keep up with growth.

   C. They are competing with law enforcement for a piece of the ever-shrinking government dollar.

6. Government Leaders.

   A. They are unclear as to how growth should be controlled.

   B. They are concerned about being re-elected.

   C. They generally support law enforcement.

   D. They are concerned about the quality of life issues in their community.

   E. They recognize that crime is one of the key quality of life concerns.

   F. They see development as an additional revenue source.

7. Homeowners.

   A. Will resist higher property taxes.

   B. They are against high density growth.

   C. They are concerned about the environment.

   D. They want good schools.

   E. They are concerned about crime.

8. Police Associations.

   A. They have political influence.

   B. Their members are primarily home owners.

C. The prime objective of these associations is to obtain higher wages and benefits for their members.

9. Peace Officers' Standards and Training (P.O.S.T.).

A. They will provide training so that law enforcement can effectively participate in the planning process.

10. County and Municipal planners.

A. They feel law enforcement should have a role in the planning process.

B. They are committed to developing general plans which are designed to manage growth.

C. They understand the role of crime prevention through environmental design (CEPTED) in the planning process.

11. Immigrants.

A. They view California as a desirable place to relocate.

12. Home Buyers.

A. They are deterred from buying homes in the high-priced urban areas of California.

B. They are buying homes in areas which were once considered suburban or rural.

C. They are still commuting to those areas where their jobs are located.

D. Business has not followed the migration of the home buyer.

E. Commuting from home to business is increasing freeway congestion.

13. Taxpayers Groups.

A. They will resist additional taxation.

B. They are supportive of law enforcement's goals and objectives.

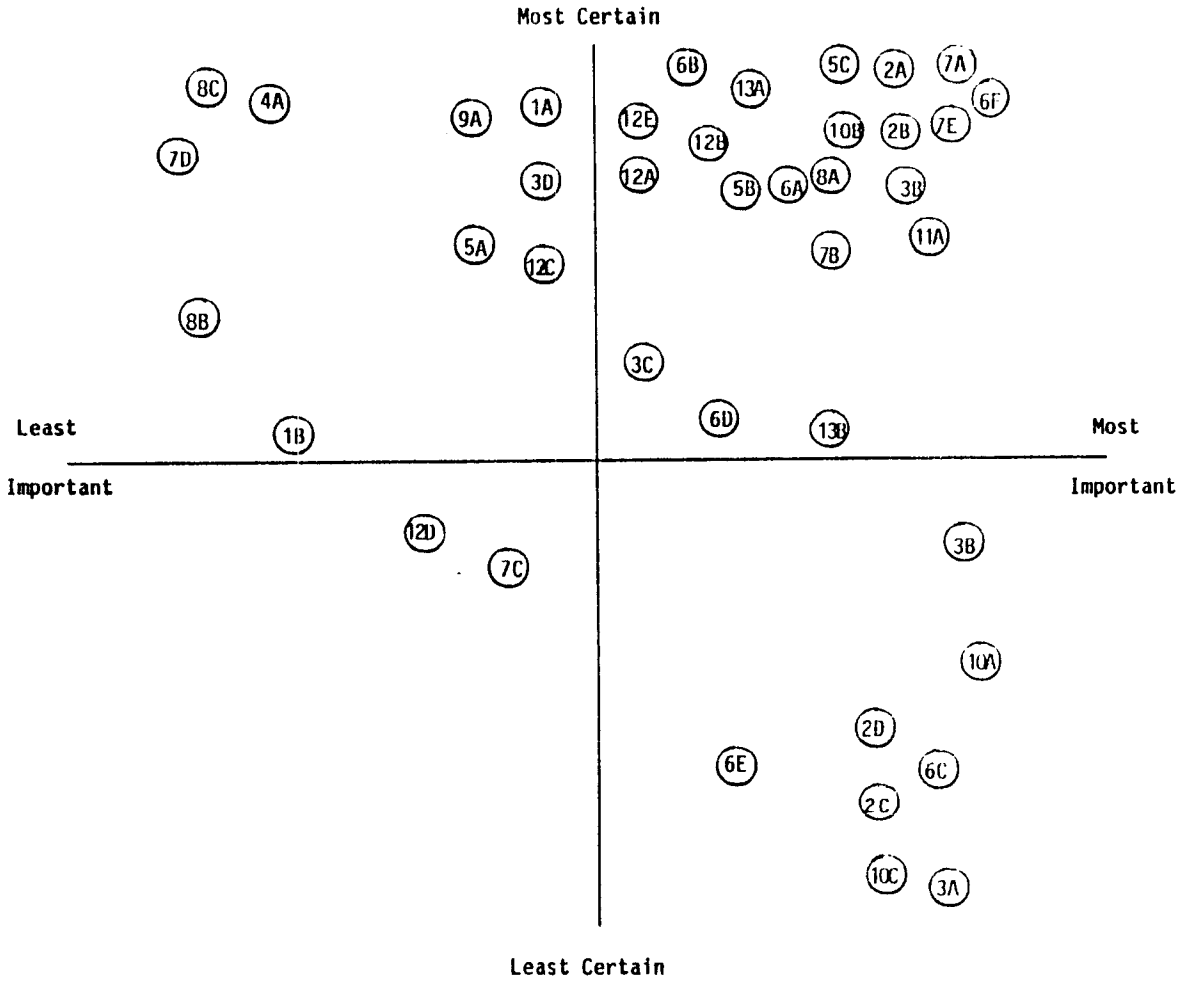
After developing this list of stakeholders and the assumptions associated with them, the information was plotted on a Strategic Assumption Surfacing Technique Plot (Exhibit 11). This is a technique where the importance of the assumption to the issue and the certainty that the stakeholder holds this assumption can be visually portrayed.

The analysis of the stakeholder assumption chart, the most critical areas for policy development are those assumptions and stakeholders which fell into the most important, but uncertain, category. Contained within this category were eight assumptions held by four different categories of stakeholders. These stakeholders included developers, police management, government leaders, and county and municipal planners.

As stated earlier, stakeholders can have an important impact on the organization, its policy decisions, and implementation efforts. Thus, it is critical that important assumptions held by key stakeholders be addressed in policy development. If these important, but uncertain, stakeholder assumptions are found to be incorrect, an adverse impact on policy implementation is likely. Thus, this lack of certainty

Exhibit 11

STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT



about stakeholders and their assumptions will be addressed further in the execution section of this paper.

## Mission

### Macrostatement

The general mission of law enforcement is (1) to enforce the laws, (2) to provide service, (3) to maintain order, and (4) to prevent crime.

### Microstatement (Issue Specific)

With reference to the issue of law enforcement's role in managing growth, the mission should be (1) to recognize that growth in California is inevitable but must be managed, (2) to ensure law enforcement input into the planning process, (3) to recognize that law enforcement personnel cannot do the job alone; they must actively solicit community assistance in accomplishing the law enforcement mission, (4) that law enforcement will use every available opportunity to convince the public that effective law enforcement requires adequate funding.

## Execution

For the development of a strategic management plan, policy development is essential. In order to develop policy, a modified policy delphi was conducted. During the modified policy delphi, six policies were identified (see Appendix D). From these six, three were selected for additional policy consideration.

After the three policies were selected, a discussion was held in order to focus on the strengths and weaknesses

associated with them. As a result of that discussion a list of pros and cons associated with each of the three policies was developed. The policies discussed and the pros and cons were as follows.

I. Policy One: The Growth Control Policy

This policy recommends that law enforcement be involved in community planning by direct input into the planning process, byinput before the city council approves any project, and through the enactment of laws or ordinances which would require an examination of all proposed projects by law enforcement prior to approval by the city.

With reference to municipal financing, this policy advocates that law enforcement be provided with a stable means of income and resources in order to provide for future needs and increasing demands for services. This will be done by creating an assessment district which will generate revenue for law enforcement funding and improvement in the community's infrastructure. Consideration will also be given to the creation of enterprise funds which will be established so that special services may be offered to the public without creating a drain on regular revenues. Finally, this plan proposes increased citizen involvement in the law enforcement effort. This citizen involvement will include neighborhood watch and other volunteer efforts,

recruitment of people presently employed in other public service agencies into the police reserve program, the utilization of citizens band radio and ham operators as volunteers, recruitment of senior citizens as police volunteers, and the use of school-age children to establish junior patrols emphasizing safety and crime lookout.

A. Pros of Policy.

1. This policy recognizes that law enforcement must become involved in planning decisions.
2. Controlling growth is an essential component in managing the issue.
3. This policy advocates the creation of assessment districts designed to raise revenues for law enforcement purposes.
4. It was felt by members of the modified policy delphi that the creation of assessment districts, with funds earmarked specifically for law enforcement, would have the potential for achieving mandated two-thirds voter approval.
5. It was felt that law enforcement-mandated environmental reviews would have a positive impact on developers' profits.
6. Volunteerism was seen, by some, as part of the solution for dealing for dealing with declining revenues and increased growth.

7. Using volunteers with professional skills, such as accountants and auditors, would provide law enforcement with useful reinforcements in accomplishing some of their tasks.
8. It was felt that a large cadre of volunteers could be used to augment law enforcement resources during emergencies.
9. Volunteers, actively involved with police department operations, can become a strong outside lobby for law enforcement interests.
10. Senior citizens, being used as police volunteers, were considered a resource with great potential.
11. Recruiting school-age children to assist police would mesh well with ongoing drug abuse-resistance programs.

B. Cons of Policy

1. Political interference will diminish law enforcement efforts to control growth.
2. Law enforcement objections to developments, if officially recorded, may increase municipal liability.
3. Powerful special interests will resist growth control.

4. Appointed planning commissions are frequently overwhelmed by the amount of material they must review.
5. Some members felt that obtaining a two-thirds vote of approval for a law enforcement assessment district would not be feasible.
6. The constitutionality of providing geographical areas which were better able to pay for law enforcement services with a higher level of service was questioned.
7. Politicians will resist the creation of earmarked funds over which they have no control.
8. Law enforcement needs appropriate statutes so they can enforce their recommendations for crime prevention techniques using environmental design.
9. Increased use of civilian volunteers may bring about civilian interference in the day-to-day operations of the law enforcement agency.
10. Citizen apathy was seen as a problem.
11. Many group members felt that volunteerism was not working.
12. It was felt that some citizen volunteers may make unreasonable demands of law

enforcement as their expectations for law enforcement services are too high.

II. Policy Two: Fee Assessment Policy

This policy recommends that law enforcement identify and implement alternative funding sources specific to public safety. This will be done through the initiative process and fee assessments. It also recommends developing a formula which ties growth to appropriate revenue sources. The policy suggests that a procedure be established so that the public at large can assist in establishing priorities for governmental expenditures. The policy also encourages law enforcement to become actively involved in the planning process, with this involvement to include membership on the Planning Commission, law enforcement endorsement of planning proposal, and law enforcement identification of costs associated with planning proposals. Finally, the policy suggests the examination of law enforcement regionalization as an alternative to conventional service delivery methods.

A. Pros of Policy

1. This policy ties growth with the creation of appropriate revenue sources.
2. Included among the suggested revenue sources are initiatives designed to raise taxes for law enforcement purposes, and fees or assessments to be used for law enforcement purposes.

3. The strategy advocates identifying specific fees to be used for other than law enforcement purposes, including parks, sewers, and facility development.
4. This policy mandates that, when public revenues are inadequate for providing all required public services, the voters be given a role in establishing spending priorities.
5. Political influence will be minimized by allowing the voters to prioritize the expenditures of public monies.
6. This policy recognizes that law enforcement should be closely involved with the planning process. This involvement should include law enforcement representation on the planning commission, law enforcement endorsement of planning proposals, and law enforcement's identification of costs associated with development proposals.
7. Regionalization was felt to be, in many cases, a more efficient way to deliver police services.
8. It was felt that regional land-use planning would provide for more orderly development.

B. Cons of Policy

1. It is impractical to go to the electorate for guidance in day-to-day decision making.
2. Having the electorate prioritize expenditures would be too cumbersome a process.
3. Increased regionalization brings with it fears of a loss of local control.
4. This loss of local control over law enforcement and planning would be distasteful to the politicians.
5. Establishing a formula which ties growth to the development of revenue sources would need to be part of the general plan and as such would be too inflexible.
6. Political considerations will negatively impact the feasibility of tying growth to revenue development.
7. Law enforcement is already assigned more tasks than their staffing will allow them to perform adequately. The additional staffing to support law enforcement involvement in the planning process will be unnecessarily burdensome.

III. Policy Three: Planning Policy

This policy advocates law enforcement taking a more active role in the planning process. This role

will include the incorporation of crime prevention through environmental design strategies into planning. The policy advocates the police department's taking the initiative in finding new funding sources and curtailing the delivery of non-law enforcement services currently provided. Suggested in this policy is additional citizen involvement in the crime prevention effort. Citizen involvement includes programs such as business watch, block mother, disaster preparedness, and neighborhood watch. It is recommended that additional volunteer programs be identified and developed.

A. Pros of Policy

1. This policy advocates controlling growth through the planning process.
2. This policy advocates law enforcement taking the initiative in finding new funding sources and curtailing some of the services presently provided.
3. This policy advocates increasing the utilization of volunteers in police activities.

B. Cons of Policy

1. There is a concern that increased citizen involvement in law enforcement operations will bring with it increasing demands for citizen control over day-to-day operations.

An analysis of all three of these policies points out many more similarities than differences. Each of the policies advocates law enforcement input into the planning process and the generation of additional revenues. Policies one and two advocate that these revenues be collected in a manner that earmarks them as law enforcement purposes. Policies one and Three both advocate increased utilization of volunteers in law enforcement operations. This utilization of volunteers goes beyond neighborhood watch to include numerous other areas. These concerns, which are consistently cited throughout the three policy statements, are important considerations for developing recommended strategies for the organization.

Another issue of concern, prior to development of the selected policy, was an analysis of the positions key stakeholders have relative to the three selected policies. This is not only important for policy development, but will also be important for transition management.

These stakeholder positions are displayed on the Stakeholder Position Plot (see Exhibit 12). It is clear from an analysis of this plot that the positions held by key stakeholders, with reference to policies one and two, are relatively consistent. In neither policy is there a stakeholder whose position shifts from "for" to "against" or vice versa. The position of the stakeholders relative to policy three differs to a larger degree from the first two policies. However, the stakeholder positioning is still consistent with the positions held relative to the first two

Exhibit 12

**STAKEHOLDER POSITION PLOT**

| Stakeholder | Policy One GROWTH CONTROL POLICY | Policy Two FEE POLICY | Policy Three PLANNING POLICY |
|---|---|---|---|
| Contruction Unions | Against | Against | Against |
| Developers | Against | Against | Against |
| Police Management | For | For | For |
| Business Community | Split | Split | For |
| Schools | Split | Split | For |
| Government Leader | Split | Split | For |
| Homeowners | For | For | For |
| Police Associations | For | Split | For |
| P.O.S.T. | Neutral | Neutral | Neutral |
| Professional Planners | Split | For | For |
| Immigrants | Split | Split | For |
| Home Buyers | Split | Split | For |
| Taxpayer Group | Split | Split | For |

policies. There are no stakeholders who shift from a "for" or "against" position on either policies one or two to the opposite position on Policy three. All of the differences are a change from a "split" position on one of the other two policies to a "for" position.

It is clear that the three policies developed during the modified policy delphi are remarkably similar. This is clear both from an analysis of the policies themselves, and from the positions the stakeholders hold relative to the policies. This is clearly an important consideration for policy development.

Recommended Strategy

This policy represents a synthesis of the three selected during the policy delphi. It is also designed to take into consideration the data revealed during the situational analysis and the stakeholder assumption surfacing technique.

1. The organization will increase its commitment to the planning process in the following ways:
   A. By training a sworn person in crime prevention through environmental design techniques.
   B. By dedicating that person full time to the planning review process and onsite inspections for compliance.
   C. By advocating the use of conditional use zoning for commercial development.

D. By a amending the city's general plan to mandate law enforcement input and CEPTED concerns into the land development process.

E. By developing a formula linking the approval or denial of ABC licenses with crime rates in the area where the licensee is to be located.

2. The organization will aggressively seek revenue enhancements in order to accommodate community growth and continue to provide an acceptable level of service delivery.

A. A formula will be developed linking calls for service, unstructured patrol time, response time, and other services required of the police department with changes in the city's population. This formula will provide municipal policy makers with the information they need to identify and fund the level of police service they want.

B. A development fee structure will be created so that adequate revenue is generated by residential, commercial, and industrial development. These fees will be used for capital improvements, roads, parks, storm drains, and maintenance of the city's infra-structure.

C. If these fees and assessments do not allow the department to provide the level of service required by the policy makers and the public, a citywide special assessment will be proposed as

an alternative revenue-generating method.

D. The department will use the statewide organizations its members are affiliated with as a vehicle for advocating a change in Proposition 13. This change will provide for additional revenues to improve law enforcement services.

3. The department will increase its use of citizen volunteers to assist in law enforcement efforts.

A. Aggressive recruitment efforts will be undertaken to increase the department's reserve component.

B. Efforts will be made to create an active neighborhood watch group in every reporting district in the city.

C. Existing neighborhood watch groups will be recontacted to ensure that they remain active.

d. Professionals in the community who have skills which law enforcement needs will be asked to donate time for specialized activities which require their skills.

E. Retirees will be recruited to assist in law enforcement efforts to include crime analysis, receptionist duties, and data entry.

F. A full-time position, augmented by other components within the department, will be used to coordinate these volunteer efforts.

4. Regionalization will be examined as a strategy to more efficiently deliver law enforcement services.

A. The department will coordinate the formation of a committee, comprised of community leaders, policy makers, and law enforcement officials, which will make recommendations for law enforcement functions which are appropriate for a regional approach.

B. Regionalization will be only advocated at a level which is consistent with the concerns of local policy makers and the affected police officer associations.

C. Department personnel, involved in the planning process, will encourage the city's professional planning staff to advocate regional land-use planning in those instances when it is clearly appropriate.

5. The department will make every effort to generate community support for the strategic plan.

A. It will be demonstrated that there is a relationship between the quality of life in the city and the effective delivery of law enforcement services.

B. Key stakeholders will be shown that quality of life concerns can have a dramatic impact on land values, assessed valuation, and, ultimately, profits.

C. Citizens in the community will be shown that adequate funding for law enforcement will be essential for controlling crime.

D. Efforts made by the department to more efficiently provide police services, without requiring additional funding, will be made known to the public in order to obtain their support.

Administration

The strategic plan, as described in the "execution" section of this paper, is extremely complex. However, complexity in the plan simplifies administration because it provides specific details about policy implementation. A description of the steps necessary to administer the strategic plan occasionally overlap into the plan itself.

Timelines

Under the planning component of the strategic plan, the first step should be the identification of the police officer who will represent the department in the planning process. Once this person is identified, he/she will then be scheduled for appropriate training in municipal planning and crime prevention through environmental design.

As there has already been some limited involvement of the department in planning, enhancing the level of involvement, will not represent a large break with the past. Nevertheless, the city's planner will need to be briefed on our intent to increase efforts in this area and his support will need to be obtained.

Training an officer for involvement in the planning process should take approximately four to six months. After the training phase, the officer will begin to accomplish some of the other elements of the planning component. Making many

of these changes will be time consuming, requiring either planning commission or city council approval. Some of the changes (for example, zone changes) will require that affected property owners be notified; thus, initially, these kinds of changes will only be initiated on a small-scale basis and only in those areas where they are clearly needed. As plan implementation proceeds, a more generalized change in municipal zoning will be recommended.

The revenue enhancement component will probably extend beyond the five-year futures horizon of this paper. The first portion of this component, development of a staffing formula, should take place immediately and require no longer than three months to produce. Within 18 months after plan implementation begins, development fees should either be in place or well on their way towards approval.

Proposing the creation of a special assessment for law enforcement funding will need to await an evaluation of the development fees as a revenue source. If development fees are not approved, or are inadequate, then the feasibility of a general assessment will be studied. This should not take place until approximately three years after initial plan implementation.

Any kind of modification to the Proposition 13 tax initiative will have to take place on a statewide level and will obviously require extremely broad-based support. Personnel belonging to statewide organizations, such as the California Chiefs of Police and the California Police Officers'

Association, will use these contacts to lobby for law enforcement interests should this support develop.

Component three, increased use of volunteers, is also an ongoing department function and will only require enhancement. It will probably take until midway through the 1989-90 fiscal year to actually create the position of a full-time volunteer coordinator. While awaiting the created position, existing department personnel will immediately take steps to enhance the volunteer component, as articulated in the strategic plan.

Law enforcement regionalization is an extremely sensitive issue and, thus, in the strategic plan it was recommended that it be evaluated by a broad-based committee. Included on this committee would be elected officials and police managers from the affected jurisdictions. They would be charged with examining the issue of law enforcement regionalization from a viewpoint of enhancing the efficiency of service delivery. They would also be cautioned to take into consideration concerns for local control of policing. Some enthusiasm for the idea will need to be created even prior to forming the committee. This will take approximately six months to one year, and the committee should then be given another six months to prepare a report.

Regional land use planning has a broader base of support than law enforcement regionalization. Efforts in this area should begin immediately after the agency increases its involvement in the planning process.

Support will be needed from a wide range of key stakeholders if this plan is to be successfully implemented. Many

of these key stakeholders will initially be either against the plan or ambivalent about it. Thus, efforts to sell the merits of the plan will take the highest priority. They should begin immediately upon plan implementation and be accelerated prior to attempts at the implementation of the more controversial components of the strategic plan.

Resource Requirements

The key resources required for plan implementation are money and community support. At least two full-time positions will be needed to implement this plan, one full-time police officer for the planning component and one full-time volunteer coordinator for the volunteer component. These positions will obviously require funding.

The second key resource, community support, will follow the successful implementation of component five of the strategic plan. Environmental scanning reveals a high level of interest and support for growth control and growth management. It also reveals a high level of support for law enforcement's efforts to control crime. These two factors can be built upon successfully to sell the strategic plan and thus create community support.

Control

In development of a feedback mechanism designed to alert the organization to the progress of the strategic plan, an evaluation of the rate of change in the environment was conducted. Environmental scanning and the other research conducted indicates that growth in California will be continuous and recurring during the five-year planning horizon. There

will be frequent change, as growth continues unabated, but change will take place in a recurring fashion.

During the NGT, event one, a change in the Proposition 13 property tax formula, and event five a change in the locked in Proposition 4 spending formula, were both given a 50 percent probability of occurring by 1993. Nevertheless, their impact on trend four, which appears most likely to slow growth in California, is negligible. There appear to be no trends or events forecast during the NGT which would alter the rate of change in the environment.

Planning, in this kind of environment, will be done by trend analysis. The rate of growth in the community will be plotted to see if it conforms to earlier estimates. Milestones and time lines have been incorporated into the execution and administration portions of the strategic plan. Successful completion of these milestones will be, for the most part, readily apparent and thus easily monitored.

In conducting an ongoing evaluation of progress towards the successful implementation of the plan, these same milestones will be used. Of the five major plan components, the one whose success will be most difficult to gauge is component five, which deals with marketing the strategic plan. The successful implementation of the other components of the plan will certainly be indicative of the success of component five. Furthermore, community sentiment, which component five is primarily designed to manage, will make itself readily known via election decisions and public sentiment about planning decisions.

## TRANSITION PLAN

### Introduction

The purpose of the transition plan is to develop the transition process by which the plan, developed in objective two, is strategically managed to produce the selected future scenario.

### Commitment Planning

The strategic plan is relatively complex, consisting of five components. People who belong to the critical mass of one component may not be critical to the execution of other components. Their level of commitment to one component of the plan may be different from their level of commitment to other components. Thus, an identification of the actors in the critical mass has been conducted for each component of the strategic plan (see Exhibit 12).

For the first component, police involvement in the planning process, the planning director will be a key actor in this change. He plays a lead role both with the city council and with the planning commission in making planning decisions. If the police department is to increase the level and impact of their planning involvement, support from the holder of this position will be essential.

Presently, the planning director appears to be somewhat ambivalent towards the role of police in the planning process. His level of commitment will be relatively easy to change. Awareness raising is the recommended strategy for increasing

COMMITMENT PLANNING
Type of Commitment

Exhibit 12

| Actions In Critical Mass | Block Change | Let Change Happen | Help Change Happen | Make Change Happen |
|---|---|---|---|---|
| **COMPONENT ONE: POLICE INVOLVED IN PLANNING** | | | | |
| Planning Director | | X → | → | → O |
| Planning Commission | | X O | | |
| City Council | X → | → | → O | |
| Chief of Police | | | | XO |
| Staff Services Captain | | | X → | → O |
| Mayor | | X O | | |
| | | | | |
| **COMPONENT TWO: REVENUE ENHANCEMENT** | | | | |
| City Council | X → | → | → O | |
| Business Community | X → | → O | | |
| Tax Payer Groups | X → | → | → O | |
| Police Management | | X → | → | → O |
| Mayor | | X → | → O | |
| | | | | |
| **COMPONENT THREE: VOLUNTEERS** | | | | |
| City Council | X → | → | → O | |
| Senior Citizen Groups | | X → | → | → O |
| Staff Services Captain | | X → | → | → O |
| Neighborhood Watch Grps | | | | XO |
| Area Commanders | | | | XO |
| | | | | |
| **COMPONENT FOUR: LAW ENFORCEMENT & PLANNING REGIONALIZATION** | | | | |
| Mayor | | | X → | → O |
| City Council | | X → | → O | |
| Police Chief | | | | XO |
| Planning Director | | | | XO |
| Police Off's Association | X → | → O | | |
| Other Cities | | X → | → | → O |
| | | | | |
| **COMPONENT FIVE: SELLING THE STRATEGIC PLAN** | | | | |
| Chief of Police | | | | XO |
| Police Dept. Staff | | X → | → | → O |
| Business COmmunity | X → | → O | | |
| Mayor | | X → | → | → O |
| | | | | |

X = Now  O = Need To Be

the planning director's commitment to the "make change happen" range.

The planning commission is an appointed body which typically approves staff recommendations. Only rarely do they disagree with the professional planning staff. They are in much the same situation as the planning director in that they are not aware of the important role law enforcement should play in the planning process. Raising the level of awareness of the planning commission should also serve to increase their level of commitment.

The city council will play two key roles in this component of the strategic plan. First, they must be convinced to support the concept of increased law enforcement involvement in the planning process. Secondly, they must provide the revenue to fund the required position. When the problems associated with lack of police department involvement in the planning process are pointed out to them, their support for the concept will develop. If a strong enough level of support can be developed, then appropriate funds will be made available.

The chief of police is open to change and has a strong vision of his organization's future role in this area. As he is the head of the department, his commitment will be necessary to make change happen. He presently demonstrates that necessary level of commitment.

The staff services captain supervises that portion of the department's table of organization which would include the

planning component. This represents a critical role. Presently, that actor is an imaginative and innovative leader who, when properly motivated, can make change happen. His level of commitment to this plan is high already and could easily be raised by the logic of this strategic plan.

The mayor is a strong advocate for community growth. As a business person in the community, the mayor knows that growth brings with it additional business revenues. she is aware that growth, and the fees associated with it, are needed to augment city revenues. The mayor will need to be shown that planned growth, while possibly slowing down growth in the short run, will increase long term revenues and allow the city to be run more efficiently.

Component two of the strategic plan recommends that a staffing formula for the department's patrol division be developed, linking calls for service, unstructured patrol time, and other services required of the police department by city population. This component also suggests various revenue-enhancement measures. It brings with it a different critical mass.

The members of the critical mass will be supportive of the development of an unstructured time formula. All of them recognize the impact of crime on their interests and desire enhanced law enforcement services. This formula will allow them to know up front exactly what they will be getting at the various levels of funding. However, when it comes to the actual provision of the funding for the level of service

desired, the level of support from the critical mass will deteriorate.

The city council, as a whole, consistent with the positions taken by most legislative bodies currently in office, is opposed to raising taxes. However, it is felt that it would support developing and implementing a fee structure which would require that developers fund the level of municipal services which their developments consume. When the purpose and rationale for raising fees is demonstrated to the council, the potential will exist for a majority of its members to support such a fee structure.

Convincing the council to support a citywide general assessment for law enforcement purposes will also not be difficult. Presently, law enforcement is one of the key issues facing city leaders. There is a high level of support for additional law enforcement resources, both in the council and in the community at large. Therefore, the council will see that it is in its best interests to support such an effort. Supporting additional law enforcement services puts the council in a win-win situation. This is due to the fact that it is simply supporting a ballot measure which the public will then vote on.

The business community will initially be strongly opposed both to additional fees and to the creation of an assessment district. This opposition will be based on their traditional resistance to increased taxation in any form. Nevertheless, they are also feeling the impact of crime in the community and

are looking for police resources to deal with this problem. This awareness brings with it the potential for convincing the business community not to actively block the change effort.

Taxpayers' groups are in much the same position as the business community. They will be slightly more willing, initially, to support additional development fees. However, they will bring with them a fairly high level of resistance to additional taxes through the creation of an assessment district. Nevertheless, they are highly aware of crime in the community and its impact on their lives, and pro-law enforcement sentiment in the community should win them over.

The police management group has been faced with two consecutive budget years which were extremely lean. They need to have their collective talents focused on a solution to the problem. This strategic plan represents that solution, and they will commit to the plan.

The mayor will need to assist if this component of the strategic plan is to succeed. Her position here will be much the same as it was in the earlier component. She is aware of the crime problems in the community and the need for additional police resources, and recognizes the impact of these issues on her electability. However, she is opposed to fees and taxes. The mayor's opposition to fees and taxes can be overcome by the overriding community concern about crime.

The third component to the strategic plan is an increased use of volunteers in the law enforcement effort. This component will be relatively easy, certainly compared to

component two, to implement. The costs associated with it are limited and there appears to be a relatively ample supply of potential volunteers in the community.

The city council's support will be needed because this component calls for one additional funded position in the police department. The city council will be needed to approve this funding. This will be a hard sell and will depend on demonstrating to the city council that these monies will bring with them offsetting increases in departmental efficiency.

Senior citizen groups represent an important part of the critical mass as they will actually be expected to volunteer their services. Our existing situation indicates that many senior citizens are willing to do so. What appears to be needed is a concerted effort to recruit volunteers, and once in place to, coordinate their efforts. This is called for in the strategic plan.

The captain of the staff services division is, as described earlier, innovative and willing to change. Nevertheless, he brings with him an anti-volunteer bias. This is based upon his perception of the failures of past volunteer efforts and the inadequacy of ongoing efforts. This bias will need to be overcome. It can be overcome by convincing him that if we do show real efforts at enhancing the volunteer component of the department, and thus enhancing overall department efficiency, that the realization of components one and two of the strategic plan will be easier. His commitment to these two components is at such a high level that his

commitment to the third component will flow naturally.

Neighborhood watch groups are an ongoing and generally successful volunteer effort, presently coordinated by the police department. They serve as the department's most efficient and publicized volunteer group. The neighborhood watch organization is so large that it has the potential for spinning off volunteers to assist in other department activities. As they are active involved volunteers, their present level of commitment is at the highest level, where it will be needed if this component is to succeed.

The police department presently breaks the city into six geographic zones. Each zone has a lieutenant as area commander who is responsible for law enforcement activities in his area. Among the activities they are responsible for is the coordination and development of the neighborhood watch organization. Given this responsibility, they represent important actors in the success of this component. They are generally very supportive of the Neighborhood Watch organization and are highly committed to volunteerism as a concept. Their present level of commitment is appropriate.

The fourth component of the strategic plan is actually comprised of two sub-components; one is regionalization of law enforcement and the other regional planning. Some of the members of the critical mass for these plans are the same and some are different. This difference will be commented on in the analysis of the critical mass.

The mayor is aware of the impact that poor planning has on

community development. Furthermore, she has demonstrated a willingness to cooperate with other local governments in regional planning efforts. Her present position is one of helping change happen. For this component to really succeed, she will need to become a role model as a supporter of the regional planning effort. When the problems associated with poor planning are pointed out to her, her level of commitment will rise appropriately.

With reference to regionalized law enforcement, the mayor is neither committed nor opposed. There are presently only limited areas where local law enforcement is regionalized. These efforts at regionalization exist in the delivery of helicopter services and in a regional crime lab. The mayor will support law enforcement regionalization as long as it does not threaten local control. This is a position that all members of the critical mass in this component will hold. Thus, any efforts at regionalization which negatively impact local control are doomed to failure. A high level of regionalization is not critical for the overall achievement of the strategic plan. What is critical is that the organization demonstrates that it has examined regionalization as a technique to improve efficiency and has implemented regionalization where appropriate.

The city council, much as the mayor, supports regional land-use planning. Awareness-raising activities will be needed to bring its level of commitment to the appropriate range. The council's position in reference to regionalized law enforcement will also mirror that of the mayor's, and as long

as local control is not threatened, it will not object to additional law enforcement regionalization.

The police chief, as has been described earlier, will support the change effort as being in the best interests of the community and the police department. His only reservations with reference to this component will be in the aforementioned loss of local control during the law enforcement regionalization process.

The planning director and his staff are strong proponents of regional land-use planning and presently are at the appropriate level of commitment. Their support will certainly be needed if this component is to succeed. They will have no impact on the other sub-component, law enforcement regionalization.

The police officers' association will be opposed to law enforcement regionalization as its members will feel that it is a threat to their jobs. By demonstrating that this is not the intent, and will not be the result of this component, their level of commitment can be raised. The association will not be a critical mass with reference to regional planning efforts.

In any effort at regionalized planning, the level of commitment of the surrounding communities will certainly be critical. Regionalized efforts cannot succeed if all the governmental bodies in the region do not cooperate. Unfortunately for the communities, but fortunately for this plan, all the surrounding communities are suffering through the same

problems of rapid growth and increasing crime. Therefore, the existence of strong role models, in this case the city's mayor and the planning director, and an appropriate solution, should provide local communities with a vehicle for solving their problems. This awareness raising should raise the level of commitment.

Component five, selling the strategic plan, is both part of the strategic plan and the essential ingredient in developing stakeholder support. It will also raise the level of commitment of many of the members of the critical mass.

The chief of police will be a key actor in selling the plan. His organization will be taking a lead role and he will need to be out in front convincing the community that this plan is in their best interests. Fortunately, his level of commitment is such that he will readily adopt this position.

The police department's management staff will need to support the chief in his efforts. They will need to take advantage of their contacts throughout the community to sell the merits of the strategic Plan. Presently, their overall level of commitment is in the "let change happen" range and it will have to be moved to the "make change happen" range. The chief, taking an active part in selling the plan, should serve as an adequate role model for other members of the department staff and thus assist in raising their level of commitment. Furthermore, the organization's system of rewards will need to be subtly altered so that active commitment to the plan is rewarded as a meaningful accomplishment.

In this way, the staff's commitment level will be appropriately developed.

As noted earlier, the commitment of the city's business community will, overall, be one of blocking the changes articulated in the strategic plan. It is not likely that its members will ever actively participate in selling the strategic plan. Nevertheless, through some of the strategies articulated earlier with reference to the business community, they can be convinced to allow the strategic plan to proceed without actively opposing it.

The mayor will also need to actively participate in selling the plan. As mentioned earlier, she was involved in the business community prior to being elected mayor. This experience brings with it built-in credibility with the city's business interests. If the Mayor assumes an active role in selling the plan, it will assist in mitigating business opposition to the plan. Additionally, her active role will serve as a role model for other key actors whose commitment is needed for plan success.

Management Structure

In guiding the organization through the transition phase of plan implementation, the existing line organization will be utilized. The chief of police will function as the project manager.

The organization's existing line structure is suitable for managing the transition state. The chief of police, already exhibits the required level of commitment. His unique

openiness to change within the organization makes him the perfect role model for others who are also critical to plan implementation. The importance of this plan to the chief, and ultimately to the well-being of the organization and the city, is such that he will have to take an active role in insuring its success.

The line organization is also presently formatted in such a manner that responsibility for the various components of the transition plan will flow naturally to different areas of responsibility. This factor will allow the chief to appropriately delegate tasks to an extent that he is still able to carry on with his day-to-day management responsibilities.

The organization consists of four divisions; two of these divisions will have primary responsibility for plan implementation during the transition phase. The division with the highest level of involvement during the transition state will be the staff services division which provides administrative support for the rest of the department. This division will be responsible for initiating and managing the planning component of the strategic plan. This division also contains the organization's public information officer. This position will be essential in developing public support for the revenue-enhancement component of the strategic plan. The organization's budget officer is also contained in this division and will be utilized to develop long-range budget forecasts designed to demonstrate the need for budgetary enhancements.

The volunteer component of the strategic plan will be an interdivisional effort. The proposed position of volunteer coordinator will be located within the staff services division, and that division will have primary responsibility for volunteer recruitment and supervision. However, the department's largest volunteer effort, neighborhood watch, is supported by the community services division which contains the department's patrol element. The community services division will continue in this role, with primary responsibility for recruitment and support in the neighborhood watch arena. Other volunteer activities, and support for the citywide neighborhood watch board, will be provided through the staff services division.

The fourth component of the strategic plan, regional land use planning and law enforcement regionalization, will again be executed by the staff services division. Regional planning needs to be initiated through the city's policy makers and the planning division. The chief, in his role as project manager, will need to provide the impetus in this area. However, the department's planning officer will actually be involved in the committee and day-to-day operations.

Law enforcement regionalization is visualized as initially being addressed via the formation of a regionalization committee. While regionalization is certainly an important component of the strategic Plan, it is more important that its feasibility be examined than that it actually be implemented. The department's staff services division commander would be an

appropriate person to assign to such a committee.

The final component of the strategic plan is marketing the plan. This will need to be done both inside and outside the organization. The department head will serve as the role model for people within the organization by actively promoting the plan, with particular emphasis on the more controversial revenue-enhancement recommendations. It will be important that the police officers' association also become actively involved in this component. As revenue enhancement will clearly support the goals of the police officers' association, their support should be easily obtained.

It will also be necessary to generate support for this component from outside the organization. Again, it will be the chief's primary responsibility to generate this support with local policy makers and bureaucrats. His efforts will be augmented by awareness-raising seminars and team-building efforts.

Plan Support and Facilitation

In order to facilitate the implementation of the strategic plan, and to develop support for it, certain activities will be scheduled. A management consulting group, which specializes in municipal financing, will be hired to examine the city's growth patterns and fee structures. It is anticipated that the results of their report will support the revenue-enhancement component of the strategic plan. Specifically, this report should underscore the inadequacies of the city's fee structure and the high level of growth forecast for

the next five years. Furthermore, their report should be supportive of the planning component of the strategic plan as they will be asked to study this area. This report should generate impetus for the strategic plan and raise the level of commitment of several of the actors in the critical mass.

A team building workshop will be held with members of the organization who are involved in plan implementation, the mayor, and key councilpersons. Also invited will be planning commissioners and planning staff. This team building workshop will be designed to accomplish two things. The first will be to develop additional support for the strategic plan. Secondly, responsibilities for plan implementation will be assigned and time lines for accomplishing tasks will be developed. Also during this team-building exercise, lines of communication will be established between actors who do not normally interface but will need to do so for purposes of plan implementation. During the team-building exercise, sub-groups who have specific tasks associated with the strategic plan, will break out of the larger group, meet, and establish agendas for additional meetings.

These two exercises, the study and the team-building work-workshop, will begin the plan implementation process.

During the process, the various sub-groups as mentioned above will continue to meet. This will be necessary to actually conduct the day-to-day business of plan implementation. However, additional follow-up team-building exercises will be necessary to maintain momentum. Brief one-day team-

building exercises will be scheduled annually for the first three years of the plan. These exercises will not only be used to maintain enthusiasm for the plan and the appropriate level of commitment, but will also be essential in fine-tuning the plan as inadequacies reveal themselves.

Responsibility Charting

Responsibility charting was done to develop written agreement as to which actor is going to be responsible for which key actions. It also describes the role of the other key actors with reference to each action.

The responsibility chart was created as part of a collaborative effort between the writer and two other management level personnel within the organization. These personnel had been involved in either the NGT, the modified policy delphi, or both. Furthermore, they had been briefed about the content of the strategic plan, the commitment plan, and the purpose of responsibility charting. Based on this collaborative effort, Example 12 was created.

This chart describes twelve key actions required for the implementation of the strategic plan and twelve actors who are involved in some or all of these key actions.

One of the key actors, whose commitment to the strategic plan was described as not being in the desired position, was the city council. The city council was found to be responsible for four of the actions necessary for plan implementation. These actions include funding additional police department positions, incorporating CEPTED requirements into the city

Example 12

RESPONSIBILITY CHART

ACTORS

| Decision or Action | City Planning Dir. | Mayor | Chief of Police | City Council | Police Area Commanders | Staff Services Captain | Community Services Captain | Planning Commission | Planning Dept. Staff | Police Officers Association | Neighborhood Watch Groups | Other Local Govt. Leaders | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Fund Additional Positions | — | A | S | R | I | S | S | — | — | — | — | — | |
| Approve Enhanced Police Role In Planning | R | A | A | A | I | S | I | S | S | — | — | — | |
| Zoning Change From Commercial to Cond. Use Permit | S | A | S | A | — | — | — | A | S | — | — | — | |
| CEPTED Requirements in General Plan | S | A | S | R | — | I | I | S | S | — | I | — | |
| Restrict ABC LIcenses | I | S | R | I | I | — | I | I | I | — | — | — | |
| Place General Assessment On Ballot | — | A | S | R | I | I | I | — | — | S | S | — | |
| Lobby for Change in Proposition 13 | — | S | R | S | — | — | — | — | — | R | S | S | |
| Volunteer Recruitment | — | S | A | S | S | R | I | — | — | S | S | — | |
| Neighborhood Watch Support | — | S | S | S | R | — | A | — | — | I | S | — | |
| Form Regional Planning Committee | R | A | I | A | — | S | — | A | S | — | — | S | |
| Form Law Enforcement Regionalization Committee | — | S | R | S | — | S | S | — | — | S | — | A | |
| Build Support For Strategic Plan | S | S | R | S | S | S | S | S | S | S | S | S | |
| Prepare Formula for Unstructured Patrol Time | — | A | A | A | I | I | R | — | — | S | S | — | |
| Hire Consulting Team For Fees | S | A | S | R | I | I | I | S | S | S | — | — | |

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

general plan, placing a general assessment for law enforcement services on the ballot, and hiring a consulting firm to examine the city's fee structure. This clearly points out the importance of raising the level of commitment of the city council.

Another key actor in the responsibility chart was the city's mayor. While not responsible for any of the actions, the holder of this position was described as having the right of veto over eight of the actions. Again, this emphasizes the importance of the mayor holding the appropriate level of commitment to the plan.

Contrary to commonly accepted practice, two "R's" (responsibility for the decision or action) were assigned to lobbying for a change in Proposition 13. These "R's" were assigned to the department's chief of police and to the police officers' association. The chief of police will be responsible for lobbying with statewide law enforcement management groups while the police officers' association will lobby with state organizations which represent line-level personnel.

Finally, the responsibility chart will be used as a guideline for the department's transition management structure during the plan implementation phase. This guideline will allow them to focus on those actions which they are specifically responsible for and those actions which they need to ensure are accomplished. The responsibility chart describes who needs to be approached for plan support and which key actors need to be informed about the progress of the strategic plan.

## CONCLUSIONS AND FUTURE IMPLICATIONS

This project was undertaken in hopes of providing the law enforcement manager of 1988 with a plan for organizational management during a period of unprecedented growth. This growth is certainly the case in many of the urban areas of California. Associated with this growth is increasing crime, particularly those crimes associated with increasing density. While growth and crime have increased, funding has lagged behind. This has created a situation wherein law enforcement managers find their resources becoming increasingly inadequate as they struggle to maintain the status quo in service delivery. All this demonstrates the need for a strategic plan to guide law enforcement into the 1990's.

A key focus of this project was a general futures research study of the issue. Five trends and events were identified. The trends were (1) law enforcement input into the planning process, (2) residential growth not generating enough revenue to pay for the public services it consumes, (3) shrinking public monies as a result of lingering effects of Proposition 13, (4) controlling growth through the planning process, and (5) more citizen involvement in crime prevention. The events were (1) Proposition 13 property tax formula is changed, (2) an environmental disaster, (3) a city or county government goes bankrupt in California, (4) a depression, and (5) the locked-in Proposition 4 revenue expenditure formula changed.

After development and analysis of the trends and events, a cross-impact evaluation was conducted. With the data gener-

ated during the Cross Impact Analysis three scenarios were developed. The best-case scenario was selected for policy development.

The best-case scenario described a situation where an activist chief of police was aggressively developing a police community team to combat crime. He was doing so by the active development of neighborhood watch and other volunteer activities. This scenario predicted an active involvement by the law enforcement agency in the planning process. This involvement included an employee with specialized training and full-time responsibility for plan review. Included in this scenario is a description of a community which has studied the issue of development fees. This study, conducted by a consulting team, has recommended assessing these fees at a level which is adequate to develop parks, roads, and other facets of the communities infrastructure. Finally, the scenario portrays the activist chief as lobbying for a statewide initiative to reconfigure Proposition 13. An initiative is successfully mounted, passed, and changes the Proposition 13 assessment formula so that commercial property is reassessed every year at fair market value. Using this scenario as a goal, the second objective of the paper focused on developing a strategic plan.

The strategic plan contains the following five components: (1) the organization will increase its commitment to the planning process, (2) the organization will aggressively seek revenue enhancements in order to accommodate community growth

and continue to provide an acceptable level of service delivery, (3) the department will increase its use of citizen volunteers to assist in law enforcement efforts, (4) regionalization will be examined as a strategy to more efficiently deliver law enforcement services, and (5) the department will make every effort to generate community support for the strategic plan. It is by implementation, or progress towards, the strategic plan that law enforcement will manage community growth. Without this structured growth management, law enforcement will fall increasingly behind the demands for its services.

Finally, this project addresses actual implementation of the strategic plan. Recommended steps towards implementation include identifying the critical actors in the change process and assessing their present level of commitment towards the plan. These key actors include local politicians, people involved in the planning process, law enforcement management, and potential volunteers. Secondly, a management structure designed to take the organization through the transition process was described. It was proposed that the normal structure of the organization, with the chief executive serving as project manager, would be adequate for the transition phase. The final phase of the transition plan was the development of a responsibility chart. In this chart, key actions or decisions were described and the role of key actors in making these decisions or taking these actions was assigned.

In interpreting these outcomes, several things are

apparent. Certainly, the level of ambiguity, as represented by a 50 percent probability of occurrence, associated with changes in the Proposition 13 property tax formula and the Proposition 4 spending formula, is an issue that clouds the future. It still remains unclear whether a change in the Proposition 13 property tax formula would occur in such a way as to be favorable or unfavorable to the issue. It is absolutely clear that adequate funding will be necessary if law enforcement is to effectively manage growth. Propositions 13 and 4 are key roadblocks to governmental funding; however, they are statewide issues and must be addressed at a statewide level. Nevertheless, if these events are to be managed, and the uncertainty around them controlled, local government leaders must get involved in the process.

One area where local government does control its own destiny is in assessing development fees. Presently, many communities have development fees which do not adequately provide funding for the resources consumed by these projects. It is essential that this component of the strategic plan be successfully implemented if law enforcement and other governmental services are to keep pace with growth. The future appears bleak if these recommended steps for revenue enhancements are not taken. The demands for law enforcement services will continue to grow while resources lag further and further behind. As this occurs, public dissatisfaction with law enforcement and local government leaders will increase. The public will become increasingly frustrated as they see their communities deteriorate and their fear of crime increases.

This frustration may bring with it a solution in the form of additional revenues. However, if the motivation for additional revenues is created by public frustration rather than a persuasive strategic plan, the credibility of local government and its leaders will be diminished. There will be so much discord and anxiety associated with the change that law enforcement's ability to effectively deliver services will be hampered. Certainly, public frustration with law enforcement failures will adversely impact the police-community bond which the volunteer component of the strategic plan is designed to enhance.

It is also essential that law enforcement upgrade its commitment to involvement in the planning process. This is a key component of the strategic plan, there are really few costs associated with it, and it will ultimately pay large dividends.

In assessing the implications of this study on the future of the issue, it appears that the issue is one that can be managed successfully. Although the strategic plan contained five key components, it is not essential to the success of the plan that all five of them succeed. As stated earlier, changes in Proposition 13 and Proposition 4 may never occur. However, there are certainly other approaches to generating governmental revenues. Involvement in the planning process is already an ongoing phenomenon and needs to be enhanced. Law enforcement agencies are increasingly using volunteers. This trend also needs to continue. All of these three components

are entirely within the control of local government and will go a long way towards the effective delivery of law enforcement services.

If the issue is not successfully managed, serious impacts on quality of life concerns will take place. The physical appearance of communities will deteriorate, the sense of citizen pride in their communities will decrease, and crime rates will increase. These factors do not bode well for local government in general or law enforcement specifically. Rightly or wrongly, law enforcement is frequently held responsible for rising crime rates. When law enforcement appears to fail in carrying out this responsibility, calls for change occur. These changes are frequently unplanned, ineffective, and ultimately damaging to the law enforcement agency, all of which serves to underscore the importance of planned change and careful management of the issue.

Recommendations for future study, include (1) an examination of volunteerism, specifically neighborhood watch, with reference to its effectiveness in reducing crime, (2) an examination of crime prevention through environmental design efforts again with an emphasis on determining their effectiveness in crime reduction, (3) an examination of one candidate event, which was not selected for forecasting during the NGT, was a technological breakthrough which provides for low-cost security systems. This is an event which could have dramatic impact on the delivery of law enforcement services, especially on the prevention of property crimes. Several dramatic breakthroughs in this area are on the drawing boards and their impact should be studied.

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## Appendix A

TRENDS DEVELOPED DURING THE NOMINAL GROUP TECHNIQUE

1. Regionalization of law enforcement services.
2. Law enforcement input into the planning process.
3. The use of environmental design as crime prevention tool.
4. The use of conditional use permits in controlling law enforcement hazards.
5. Using municipal crime data, via census tract or other small areas, as justification to reject ABC license applications.
6. Increasing numbers of anti-growth measures.
7. Increasing freeway congestion.
8. Increasing cultural heterogeneity.
9. Increasing housing costs.
10. Rapid growth no longer confined to urban areas, but now spreading to the suburban areas.
11. Residential growth not generating enough revenue to pay for the public services it consumes.
12. Shrinking public monies as a result of lingering effects of Proposition 13.
13. The use of building code enforcement as a technique for eliminating police hazards.
14. Increase in the population in California.
15. Deteriorating municipal infrastructures.
16. More citizen involvement in crime prevention.
17. Using calls for service data in land use planning.
18. Law enforcement liaison with law making bodies.
19. Greater use of computers in trend analysis.
20. Changing income tax laws.
21. Movement from rural to urban.
22. Freeway congestion changing work hours.
23. Increased legal activity involving public agencies.
24. Controlling growth through the planning process.
25. Stricter enforcement of clean air laws by the Environmental Protection Agency.
26. Increased law enforcement planning efforts geared towards community growth.
27. Greater police and private awareness of hazards management.
28. Redevelopment of inner cities.
29. Increased attempts at bond financing of schools, public improvements, and environmental improvements.
30. Increased private policing.
31. More special interest participation in the planning process.
32. Redevelopment of deteriorating areas and areas that are becoming police problems.
33. Law enforcement reporting of building code violations.
34. Using the municipal general plan to develop goals and objectives for development.
35. Increased consumer borrowing and changing interest rates.
36. Cutthroat competition for private business and industry among local communities.

37. Dealing with displaced persons.
38. Trend towards less state and federal money but with continued state and federal involvement in local operations.
39. Examining law enforcement services through the environmental review process.
40. Increased freeway costs.
41. Former law enforcement officers running for elective office.
42. Increasing demands for police resolution of social problems.
43. Failure of pedestrian malls.
44. Team approach to community problem solving.
45. More year-around schools and crowded campuses.
46. Changing crime rates.
47. Dependence of fees rather than taxes for local financing.
48. Increasing time for local government bodies to make political decisions.
49. Accelerating pace of social and technological change.
50. More local control of services desired by public.
51. Increase in violent crime.
52. Urban flight.
53. Growth blurring the distinctions between municipal and county jurisdictions.

## Appendix B

EVENTS GENERATED DURING THE NOMINAL GROUP TECHNIQUE

1. Proposition 13 property tax formula is changed.
2. Major water shortage in California.
3. A depression.
4. A "great quake" in an urban area of California.
5. Majority of California cities reach their Proposition 4 spending limits.
6. The locked in "Proposition 4" formula is changed.
7. An appellate court decision invalidating anti-growth initiatives.
8. Technological breakthrough which provides for low cost security systems.
9. 
10. Race riot in a California city.
11. Separation of California into two states.
12. Major medical catastrophe.
13. Major medical breakthrough.
14. Development of police robot.
15. Environmental disaster.
16. Norton Air Force Base closing.
17. Ban on gasoline as fuel.
18. Initiative for a part-time California legislature.
19. Building moratorium due to environmental concerns.
20. Public employees retirement system goes bankrupt.
21. Habitation of other planets.
22. War.
23. Overthrow of the government.

## Appendix C

ATTENDEES AT THE NOMINAL GROUP TECHNIQUE

Attendees at the nominal group technique were told that their names would not be used in this paper. However for descriptive purposes the backgrounds of the attendees are included.

Involved in the NGT was an elected city councilman, an elected municipal finance expert, two municipal planners with responsibilities for developing a municipal general plan, and three municipal police department management level personnel.

## Appendix D

POLICIES DEVELOPED DURING THE MODIFIED POLICY DELPHI

Six policies were initially considered during the modified policy delphi. Three of them are described and discussed in the execution section of this paper. The other three are:

1. A policy which suggests that law enforcement strategy will be to increase their involvement and influence in the planning process by having a police employee representative on the planning commission. This employee will be involved in more than environmental design review. The employee will also project the cost of police services so that this information will be included in the decision making process leading to development approvals.

2. This policy contains the following three components: (1) Law enforcement will develop revenue generating services in order to continue to provide optimum services. (2) Law enforcement will draft ordinances which will require businesses to conform to security oriented building codes thereby reducing calls for services. (3) Law enforcement will develop a liaison with the city council and planning commission to provide advice on crime prevention through environmental design.

3. The third policy recommends that the organization take five actions:

    (1) Review present police service and categorize sworn or non-sworn functions maximizing the non-sworn involvement in police service delivery.

    (2) Review present police service with an eye towards alternative delivery methods.

    (3) Develop a larger volunteer force to assist in police operations.

    (4) Initiate and ongoing initiation/revitalization of business and neighborhood watches.

    (5) Research present law enforcement related technological developments which have the potential for significant future cost savings and service delivery enhancements.