WHAT WILL BE THE ROLE OF CRIME PREVENTION IN IMPACTING CRIME IN THE SMALL COMMUNITY BY THE YEAR 2000?

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

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

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

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

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Executive Summary

WHAT WILL BE THE ROLE OF CRIME PREVENTION IN IMPACTING CRIME IN THE SMALL COMMUNITY BY THE YEAR 2000?

The study examines the role of crime prevention in impacting crime in the small community by the year 2000. The central issue and related sub-issues from the past, present and the future of crime prevention's role to impact crime are analyzed. The information is used to assist the manager in effectively administering his/her organization.

CHAPTER ONE - THE FUTURES STUDY

In chapter one, five trends and events relevant to the crime prevention issue are identified by using various scanning methods and analyzed using the Nominal Group Technique. The velocity level of the trends were forecasted and the probability of each event occurring estimated. The five selected trends were: the expanding role of crime prevention, personal safety concerns, the increasing population of California, number of vehicle thefts and the level of illiteracy. The five selected events were: a 30 percent budget reduction, a major earthquake, traffic congestion, water shortage and computers used in the home. Three scenarios are presented, two normative and one hypothetical, to play out the trends and events, so the reader can see in the mind's eye, the impact and relationship the events and trends have on the environment. The data becomes the focus for the development of policy alternatives to help the organization produce a desired future.

CHAPTER TWO - STRATEGIC MANAGEMENT

A small California police department was used as a case study to analyze the internal and external resources, planning structure and the general readiness of the organization. A stakeholder analysis and commitment level was completed. A modified delphi panel selected three policy alternatives for the department to consider to reach their desired future. The first two alternatives are the most desired and the third is the most polarized among the panel. The alternatives are: the development of a Citizen Patrol Program; the cross training of advanced crime prevention methods to all sworn members of the department and the polarized selection was to establish a regional crime prevention unit. A plan for the implementation of the alternatives was prepared. An analysis of the organizations planning strategy reveals their methods under predictable and turbulent conditions.

CHAPTER THREE - TRANSITION MANAGEMENT

Six actors were identified as the critical mass. An analysis of their commitment level, readiness and capability to make the change process successful was completed. The project manager is

identfied and the logistics and technologies for the transition formulated.

PREFACE

This project is a futures study to examine what crime prevention programs can do in impacting crime in the small community by the year 2000.

The writer became interested in this topic after witnessing the decline in the popularity of the Neighborhood Watch Program in his agency's community. It appeared as if the crime prevention unit was spending a great deal of time, money and energy keeping the Neighborhood Watch Program active.

The number of active Neighborhood Watch groups had steadily declined over the past eighteen months, despite the attempts of the crime prevention unit to maintain enthusiasm in the community. There appeared to be an apathy for the program throughout the community. The management staff and the crime prevention practioners began asking themselves and other community leaders similar questions. Was the crime prevention unit providing the appropriate programs to the community? And, were the programs having any impact on the communities crime problems?

The focus of this study will be to present crime prevention alternatives and a strategic model for the small police agency and its management team to consider for implementation by the year 2000.

NEED FOR THE STUDY

The role of crime prevention has been to provide information to the community. In the future this role, as in the past, will have to continue in some form in order for law enforcement to meet the crime prevention program needs of the community. Consequently the methods used by the police to provide needed and demanded services needs to be examined. The role of crime prevention to meet the challenges that faces law enforcement as the year 2000 approaches should be to assist the community to have an impact on crime. To meet the challenge, law enforcement should begin examining the methods and programs offered and determine if the best possible service to their community is being provided.

"Crime prevention will be emphasized. Over the last two decades law enforcement gradually has been shifting from a primary reactive to pro-active mode"(Burden:1) The pro-active approach to the war on crime is one way to address the problems facing law enforcement. The myopic eye of crime prevention units that only focuses on the Neighborhood Watch concept may not meet the needs of the community in the future.

This study will propose to the law enforcement practitioner alternative crime prevention programs available for consideration by the crime prevention units.

INTRODUCTION TO THE STUDY

The purpose of this study is to suggest a strategic crime prevention model for law enforcement to consider for the 21st century.

The study explores possible crime prevention methods a police agency could use as we near the year 2000. The emphasis of the study is on the input a small police department can have on their community. For the purpose of the study a small police department is defined as having less then 60 sworn members. A small community is defined as having a population of less than 30,000 citizens.

The small agency routinely has one or two individuals assigned to their crime prevention unit. The individuals assigned can be sworn personnel, civilian, or a combination. The limited personnel can also restrict the number and types of programs the unit is capable of providing. It is for that reason the small department must maximize its efforts and explore alternative program ideas to be implemented by their crime prevention units.

The process used for this study is the research technique taught by the Peace Officers Standards and Training (POST) Command College program. Over the 24 month period of the Command College, participants are exposed to the research design process used in a futures study.

The study is presented in three chapters. In Chapter One, "The Futures Study" a forecast of trends and events noted during the scanning process are identified. The researcher identifies trends and events by scanning the environment through literature, personal experiences, and interviews. The scanning process provides data for the nominal group to consider for a cross-impact analysis and

scenario preparation.

In Chapter two,"Strategic Management", a strategic plan is presented for the organization to rely on during its preparation for the future. In this chapter the organization's environment is analyzed, stakeholders are identified, and policy alternatives are developed.

In Chapter three,"Transition Management", the transition plan for the organization is developed. The organization itself is analyzed to identify the principal characters who will come into play during the transition of the organization and the negotiation methods employed for each.

Each chapter has its own characteristics. The final product is an in-depth analysis of the central issue.

CHAPTER ONE:
THE FUTURE STUDY

CHAPTER ONE: THE FUTURES STUDY

WHAT WILL BE THE ROLE OF CRIME PREVENTION IN IMPACTING CRIME IN THE SMALL COMMUNITY BY THE YEAR 2000?

The Traditional Role

What changes have taken place that have moved law enforcement into the community information, crime prevention business? Judith D. Feins in her article published in the June 1983 issue of the National Institute of Justice wrote:

> Over the years the role of the police has become almost soley a reactive one; police respond to citizen's calls for aid. As the United States experienced tremendous growth in the late 1950's and 1960's, the police were required to answer calls for service from larger population and over a broader geographic area. In order to meet these increased demands, police departments moved away from walking beats toward mobile patrols. One unintended consequence was that the daily contact between patrol officers and the community was diminished. They had less chance for interaction with residents and were themselves rarely known as individuals. They also knew less about the community they served. (Fein:2)

Over the past several years law enforcement has removed itself from intimate contact with its community, it must now attempt to regain contact with the public it serves. The community is law enforcements customers, what their needs and expectations must be learned, so programs can be established to meet those needs. Crime prevention units seemed to be the obvious solution to the problem of getting the people informed so they can help their police agencies fight crime. The various crime prevention programs offered to the community provides an excellent path for the flow of information between the department and them.

How law enforcement got into the crime prevention arena is of some interest and provide an insight to its evolution. Crime prevention concepts in the United States began to emerge in the literature, and in practice during the 1960's.(Duncan:3) In 1968, John C. Klotter, of the University of Louisville School of Police Administration, began studying the British concepts of crime prevention and its potential for the criminal justice system in the United States.(Formbyand and Smykla:4) Klotter's crime prevention research led to how the American police emphasis on detection and apprehension could be changed to the prevention of the crime. Klotter's study of burglary prevention methods employed in England led to the pilot program at the University of Louisville in 1969. The program was entitled,"The National Crime Prevention Institute" and was undertaken in cooperation with the Kentucky Crime Commission and The Law Enforcement Assistance Administration (LEAA). (POST:5)

The programs developed from the National Crime Prevention Institute (NCPI) crime prevention programs presented by law enforcement through out the United States today. The main theme for the programs was to involve citizens in preventing crime opportunities through the use of the various preventive methods taught by the crime prevention officer.

The basic assumption behind the theory was that the police alone did not have nearly enough resources to solve America's crime problems, and the potential victim, would have to play a larger role in fighting crime.

Programs such as Operation Identification, Community Radio Watch and Woman's Safety programs were typical crime prevention

programs offered by a crime prevention unit. These programs, as well as many others, encourage citizen awareness and involvement in crime prevention practices and have proven to be successful. (Gore:6)

One of the most widely known programs to date has been the Neighborhood Watch Program. The start of Neighborhood Watch and its rise in popularity across the United States put law enforcement into the citizen's front room. The police were providing information on crime prevention methods to their citizens, so they could help themselves and the police impact crime. The Neighborhood Watch group concept is an informative, participative program. The citizens want information made available to them to make their homes resistant to crime.

The battle was on, the citizens were involved and ready to fight crime. In California the "Crime Dog" symbol and his slogan "take a bite out of crime" had caught on throughout the state, and nationally. Popularity for the program was high. Citizens, through the neighborhood watch activities, fostered a sense of community responsibility to protect their neighbor from the criminal elements in the society.

The effectiveness of crime prevention programs depends on who you talk to. Some programs have demonstrated varied success in reducing certain property crimes. Others candidly admit they are experiencing problems recruiting and maintaining Neighborhood Watch members.(Gore:7)

A Crime Prevention Specialist for a small police department in Southern California said it continues to be a struggle to maintain interest in the Neighborhood Watch Program. The primary reason cited

for the decline in the program was a general lack of interest by the community. Approximately 60% of the Neighborhood Watch groups were too busy to spend the time attending meetings.

The researcher interviewed several Neighborhood Watch group members. There was agreement that the police department should continue the crime prevention programs. They also said they felt secure in their homes and believed that gang and traffic congestion problems had taken the spotlight as the communities main concern on crime and social problems.

Is it a safe assumption to believe that crime prevention in the United States had lost some of its importance over the past few years? If so, was this caused by the apparent decline in the burglary crime rate, or possibly due to society changing its priorities? Another possible explanation is that the program met the saturation point. If there is an apathy towards neighborhood watch programs, is it time for law enforcement to change their crime prevention philosophy?

Is it time for other crime prevention strategies to be explored? Michael Smith, Director of the Vera Institute of Justice says," A crime control strategy that does not incorporate fundamental, radical changes in the style and objectives of policing and programs in economic development strategies and targets in family policy and in educational policy, is not a good crime control policy."(Copenhgan:8) If crime prevention is going to meet the needs for tomorrow, law enforcement must start now and develop innovative methods to meet the challenge of the future.

LOOKING TOWARDS TOMORROW

What role can the small police department take in the crime

prevention arena without taxing the organizations resources beyond its a reasonable levels and still have impact on the communities crime problem?

On May 19, 1988, the future of crime prevention was the topic of discussion in Washington D.C., at the meeting of the National Crime Prevention Councils. Faye Warren, of the National Crime Prevention Coalition (NCPC), brought together experts from across the country to address key questions concerning the future of crime prevention. The questions being asked by members of the coalition concerning crime prevention were:

* How does the public view crime prevention?
* How has crime prevention changed over the years?
* Where will crime prevention be in 10 to 20 years?
* Which citizens are participating in crime prevention? (Which are not?)
* Which crime prevention activities have been successful? (Which have not?) (Teague:9)

The above questions are being asked by crime prevention practitioners everywhere, but there are still no answers to the questions. During a telephone interview Faye Warren said, the National Crime Prevention Coalition would be issuing their report on their finding later in the year.

"By the dawn of the 21st century police methods and practices will no doubt, have changed in a few specific's but the guess here is that a police officer's responsibilities and daily tasks will be very much like they are today."(Burden:10) Law enforcement has introduced new crime prevention concepts around the United States to continue the war on crime. Citizen patrols, environmental design enforcement, community based crime prevention concepts have expanded the crime prevention role.

This study will examine the application of Crime Prevention

programs and their use by the small police agency. Following is a brief explanation of programs being used today. Nothing listed is a totally new concept, but many Crime Prevention units have not made use of them.

CITIZEN PATROL - Communities are taking advantage of the increasing members of retired citizens by asking them to help with volunteer programs. One such program is citizen patrol. In Southern California, the San Bernardino County Sheriff's Department has begun to use the citizen patrol program in their contract city of Rancho Cucamonga. The program emphasis is to place trained volunteers into a "marked" patrol unit and be the extra eyes and ears in the community. This program has taken the citizens out of the Neighborhood Watch concept of "peeking out windows" and moved them into other neighborhoods. The Citizen Patrol moves throughout the community conducting residential security checks, reporting the activity of suspicious persons and vehicles and provides additional resources to the department's deployment.

ENVIRONMENTAL DESIGN - Crime Prevention Through Environmental Design (CPTED) is a program spreading across the country. The key to CPTED is the opportunity to reduce crime by designing the environment in such a way to minimize the susceptibility of criminal attack. Through designs of housing and business a "defensible space" concept for urban planners and architects can create living areas, reinforce legitimate social interaction, delineate paths for physical environment, define area's and appropriate uses, and provide a mechanism for natural surveillance by residents. (Boostrom/Henderson:11) In Montclair, California the

police department has been involved with the planning review process for the past ten years. At the weekly meetings blue prints submitted by perspective developers are scrutinized to insure that public safety concerns are incorporated. The review board is made up of experts from every department in the city. The representative provides input on recommended design strategies and requirements.

COMMUNITY BASED CRIME PREVENTION - The central premise of community based policing is that the public should play a more active and coordinated role in the crime prevention programs. An appropriate phrase for the role of the citizen was said by Stephen Percy, "the public should be seen as co-producers with the police and safety and order".(Percy:12) Community policing imposes a new responsibility on the police, namely, to devise appropriate ways of associating the public with law enforcement and its efforts to impact crime. Benefits of community policing is the possibility of improved crime prevention programs.(Bayley:13) The concepts of Neighborhood Watch, Citizen Patrol, the Prevention Against Lost (PAL) program, are examples of the programs used in a community based crime prevention program. The key to these Crime Prevention methods is to have the community identify the particular needs of the community and keep them informed and involved.

FUTURE ROLE

Whatever role law enforcement chooses to take in the future, the role of crime prevention will be to keep the community informed and involved with the organization and the programs it employs to impact crime. The role of Crime Prevention units or personnel will be to maintain a close working relationship with the community and

addressing their needs.

In order to effectively implement crime prevention strategies, questions and issues related to crime prevention need to be evaluated by police manager. In this futures study, sub-issues related to the central issue were identified from the input received from informal discussions with other department members, crime prevention practioners and from the environmental scanning process. The sub-issues have been listed in three time parameters: past, present, and future periods.

The following issues where identified as being germane to the past.

1. What sociological influences impacted the popularity of the "Neighborhood Watch" program?
2. How impactful was the crime prevention program in the community?
3. Were crime prevention programs politically motivated in order to provide an information link to the community?
4. How effective were the programs in terms of "time, money and energy" spent by the crime prevention officers?

Present issues connected to the general topic were identified as being the following:

1. Can the crime prevention program "Neighborhood Watch" be re-vitalized in the community?
2. Should law enforcement discontinue their involvement of time, money and energy on programs having no identifiable impact on crime?
3. What other community awareness programs are available to replace neighborhood watch?
4. Is the neighborhood watch program so deeply rooted into the community that it would not be possible to discontinue using the program in a pro-active way?
5. What is the political attitude towards the neighborhood watch program?
6. Is the decline in the neighborhood watch program a universal trend?
7. What demographic changes in the community might have caused the decline in the program?

Looking now to the future, the following issues having a potential impact were developed.

1. Should the name "Crime Prevention" be discontinued and replaced

with a title that reflects the actual role the unit plays, that being an information bureau to the community?

2. Should crime prevention programs be provided by a private company outside of the police organization, using only a liaison person to ensure the type of information is presented?
3. What will the political structure in the community demand of the police agency in the area of crime prevention programs delivered to the community?
4. What portion of the community will desire to remain or become involved in crime prevention programs?

As the study progresses into the futures chapter, a brief explanation of the terms and phrases used in the study would be helpful to the reader. The following terms and definitions were used in the futures chapter.

LITERATURE SCAN - The process of reviewing written material including books, magazines articles, trade journals, periodicals, newspapers, and scholarly papers that pertain to the general issues sub-issues which provide data for the researcher so that events and trends germane to issues can be identified.

PERSONAL INTERVIEWS - Scanning information by using face to face contacts with individuals having knowledge and experience in related disciplines of the topic being studied.

PERSONAL REFLECTION - Concepts, knowledge and information held by the researcher based on experiences,education and opinion.

STEEP - The acronym for Social, Technological, environmental, Economical, and Political. A method of referencing information during a futures research. The STEEP method is useful for the researcher to classify the identified trends and events into the specific area of the STEEP.

FUTURES WHEEL - A graphic representation of the information

related to the general issue and sub-issues and their relationship to one another.

TRENDS - An observation, over time, of social, technological, environmental, economical or political (steep) process.

EVENTS - A one time occurrence affecting the social, technological, environmental, economical, and political (steep) areas.

NOMINAL GROUP TECHNIQUE (NGT) - A group of individuals brought together who are knowledgeable in contemporary and futuristic issues to discuss the central issue of a study. The purpose is to select trends and events that relate to the study area and perform the cross impact analysis process.

CROSS IMPACT ANALYSIS - A process of interacting the selected events and trends against one another to determine the amount of change that might occur as a result of the cross impact of the areas.

FUTURE SCENARIOS - A hypothetical story based on a sequence of events proposed or planned, real or imaged and matched against a selected trend.

METHODOLOGY

The first step of the futures study is to bring together the various scanning methods. Personal experiences, reflections knowledge, literature review and interviews where used to locate relevant material on the future, crime prevention, and of general law enforcement roles.

Information about the history of crime prevention,

accomplishments, programs and their impact was reviewed. A look at the demographic changes across the United States and especially in California lead to the identification of emerging events and trends, all of which could impact the role of law enforcement and crime prevention as we move towards the twenty-first century.

To organize the information being gathered a "futures file" was assembled. A futures file is a method of organizing material using the STEEP process. Information with potential importance to the study was placed into the file in a systematic order for future reference.

After the literature scan was completed interviews with various knowledgeable people took place. Identified from articles, personal acquittances or from word of month reference the individuals were sought out.

A sample of members of the California Crime Prevention Officers Association (CCPOA) were interviewed. Their impressions and beliefs on what the future might hold for crime prevention were obtained. A random selection of twenty-five crime prevention practioners where asked several questions (See Table 1-1) which pertained to the crime prevention role and its impact in the community. The purpose of the survey was to find out if other crime prevention units were experiencing similar problems with their programs. The results of the inquiry are shown in Table 1-1. It was not surprising to discover that other police departments are having difficulties maintaining their crime prevention programs, especially Neighborhood Watch.

Table 1-1 Survey Results

	QUESTION ASKED	YES	NO
1.	Is your program declining?	23	2
2.	Do you know the reason for the decline?	10	15
3.	Do you pro-actively recruit for the program?	20	5
4.	Is your burglary rate down?	19	6
5.	Is your program sufficiently staffed and funded?	5	20
6.	Do you believe that you are spinning your wheels most of the time?	14	11
7.	Is the demographics of your community changing?	17	8
8.	Of your groups, are the majority a 2 person working family?	21	4
9.	Do you feel that you are currently having an impact on your crime rate through your program?	10	15

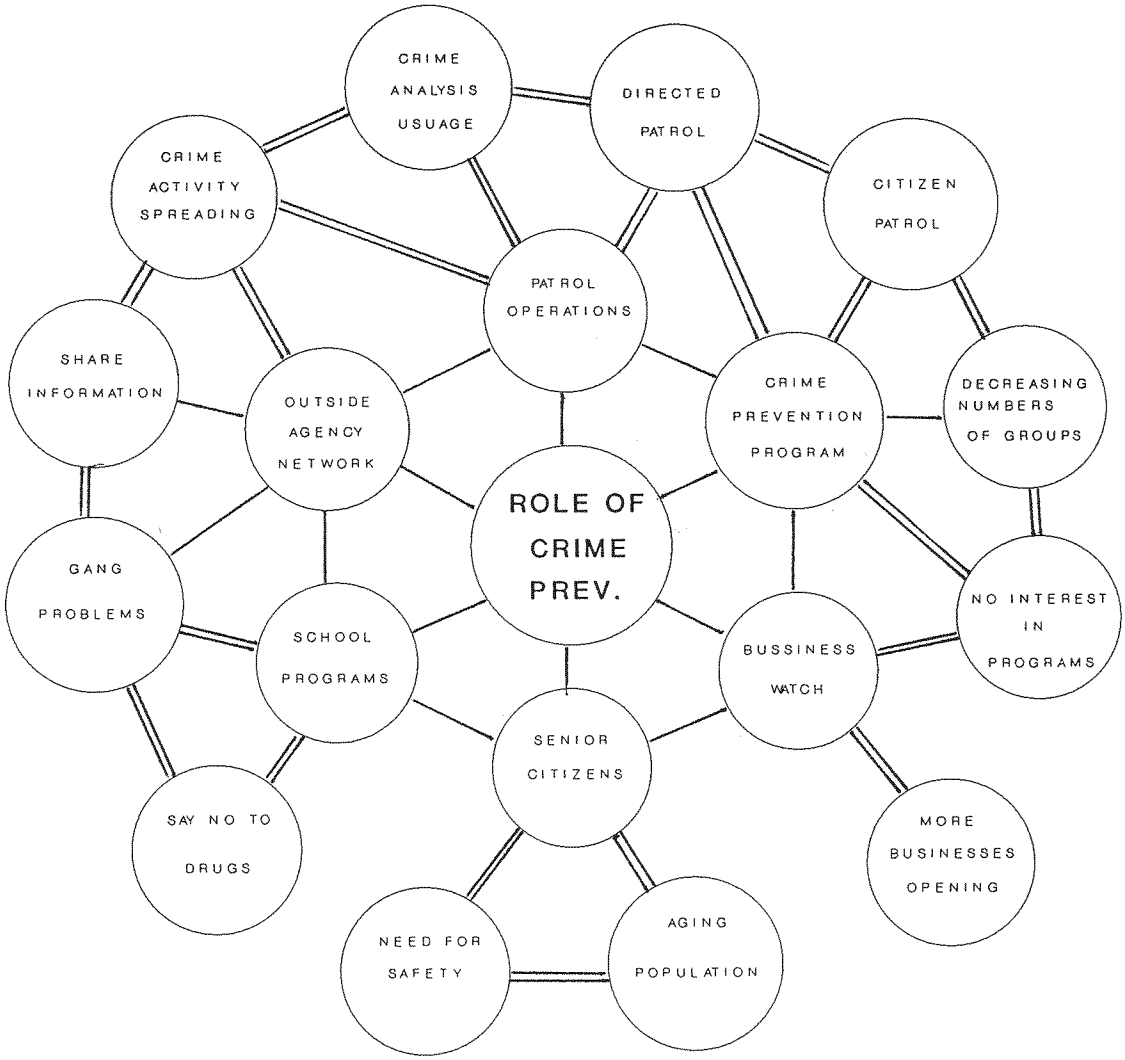
After the scanning process had been completed, the general issue was divided into sub-issues. The sub-issues and their relationship to the central issue, the researchers interest in the topic and the feasibility for the study were evaluated. A major portion of the sub-issue criteria was based on information received from the environmental scanning process.

The "Futures Wheel", Figure 1-1, show's the main issue and the sub-issues. The general topic is the center hub of the wheel with the connecting lines, the spokes of the wheel, tying the sub-issues together showing the relationship to one another.

Candidate list of trends (Appendix A) and events (Appendix B) were developed by the researcher and finalized by the Nominal Group panel. The list brought together all of the identified environmental areas as identified in the STEEP process that related to the role of crime prevention, and its impact on crime.

The Nominal Group Technique (NGT) process was used for the final selection of trends and events believed to standout in their importance to the study and the environment. The NGT panel also conducted a cross impact analysis of the events and trends.

FUTURES WHEEL
(CRIME PREVENTION ISSUES)



CENTRAL ISSUE: ———— *SUB ISSUE:* ═══

FIGURE 1-1

The Nominal Group panel selected were individuals with a diversified area of knowledge. The members were assembled from law enforcement management levels, crime prevention practitioners, community interest groups and municipal government positions other than law enforcement. The assembled group had a chief of police, a police captain, two crime analysis experts, a city Planning Director, a senior citizen from the city, two crime prevention unit members, a member of the chamber of commerce, a city administrative assistant, two Neighborhood Watch block captains and a city Assistant City Administrator. All were experienced and knowledgeable in community affairs or the role of crime prevention.

The NGT panel reviewed the candidate list and forecasted the events and trends. The discussions among the NGT members narrowed the events and trends down to the five events and trends believed to have the greatest importance to the study.

SELECTED TRENDS

The Nominal Group panel narrowed the list of 34 candidate trends down to the five believed to have the greatest impact on the topic. The rating levels were made during four time frames, 100 being "Today", the rating five years ago, 1984, and what it might be in six years, 1995 and the rating in the year 2000.

The 5 following trends were chosen by the NGT panel:

Trend 1 - EXPANDING ROLE OF LAW ENFORCEMENT
Trend 2 - LEVEL OF CONCERN FOR PERSONAL SAFETY
Trend 3 - POPULATION LEVEL OF CALIFORNIA
Trend 4 - INCIDENTS OF VEHICLE THEFT
Trend 5 - LEVEL OF ILLITERACY

TABLE 1-2

NORMATIVE EVALUATION OF SELECTED TRENDS

BY THE NOMINAL GROUP

TREND	WILL BE 6 YEARS	WILL BE 11 YEARS	SHOULD BE 6 YEARS	SHOULD BE 11 YEARS
T-1 ROLE OF LAW ENFORCEMENT	115	120	115	120
T-2 PERSONAL SAFETY	115	125	95	80
T-3 CALIFORNIA POPULATION	110	130	110	130
T-4 VEHICLE THEFT	115	125	90	95
T-5 LEVEL OF ILLITERACY	105	110	65	65

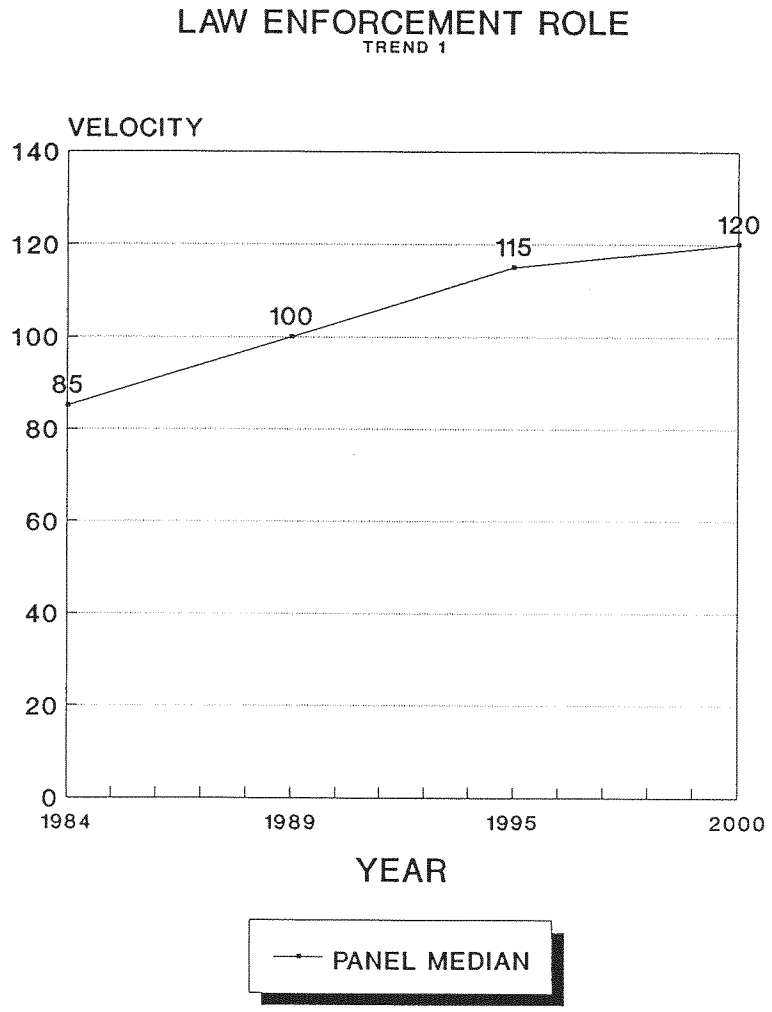
QUESTION ASKED: IN THE LEFT TWO COLUMNS ARE THE TREND LEVELS AS THE GROUP BELIEVES THEY WILL BE, IF YOU COULD DIRECT THE TREND LEVELS WHAT DO YOU BELIEVE THEY SHOULD BE?

EXPANDING ROLE OF LAW ENFORCEMENT - Law enforcement will be performing more task imposed on them by the legislative system, courts or the community.

The NGT Panel forecasted data is shown in Graph 1-1. In 1984 the velocity (rate of occurrence) level was at 85. The Panel felt that law enforcement was not as encumbered by the demands established by the environment in 1984. The rating level of 100, in 1989, was sit by the researcher as a starting reference point for the rating levels. Because of the increased gang, drug and various social problems encountered by law enforcement, the velocity level would increase to 115 by 1995, and 120 by the year 2000.

The Panel also agreed that the future role of crime prevention programs in the police department would be to keep the citizens

informed of current programs and community problems and to keep them involved with the department.



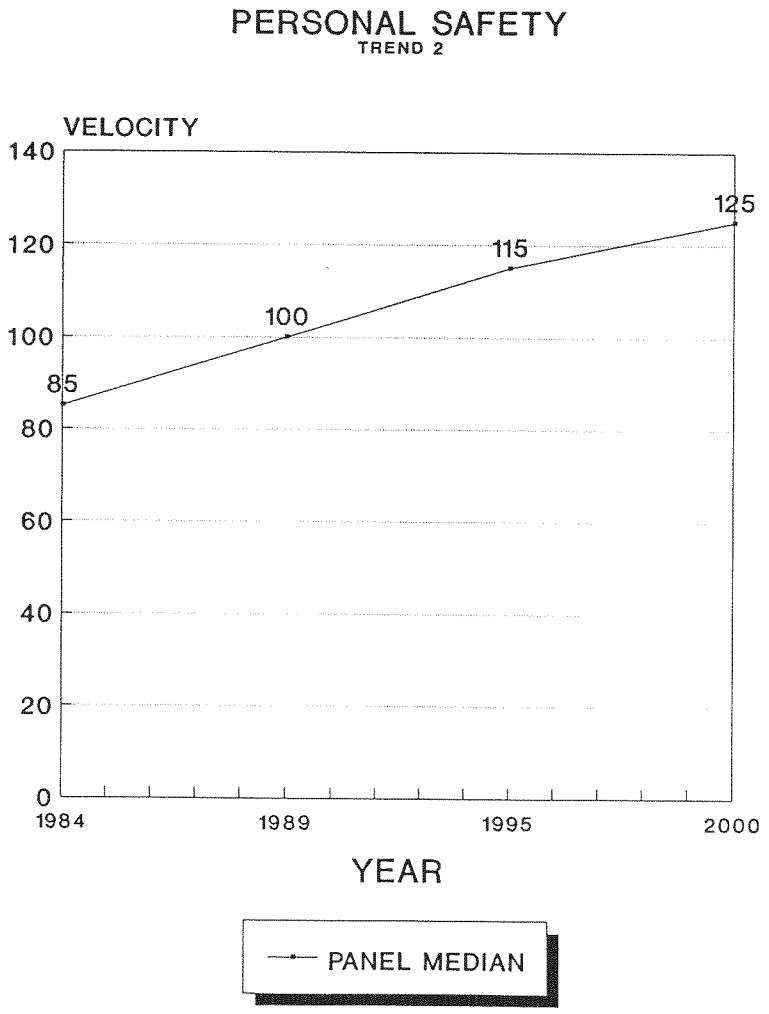
GRAPH 1-1

LEVEL OF CONCERN FOR PERSONAL SAFETY - An increase in violence associcated with gangs, drugs and society itself as raised some concerns by many citizens about how safe they are in their communities.

There is no doubt that fear of crime is the largest, single issue facing American cities today.(National Institute Of Justice:14) The increased activity of violent incidents have made many citizens

fearful of the society they live. The population is getting older as the baby boomers generation reaches retirement age. Many of these senior citizens in the community feel a venerability to become a victim.

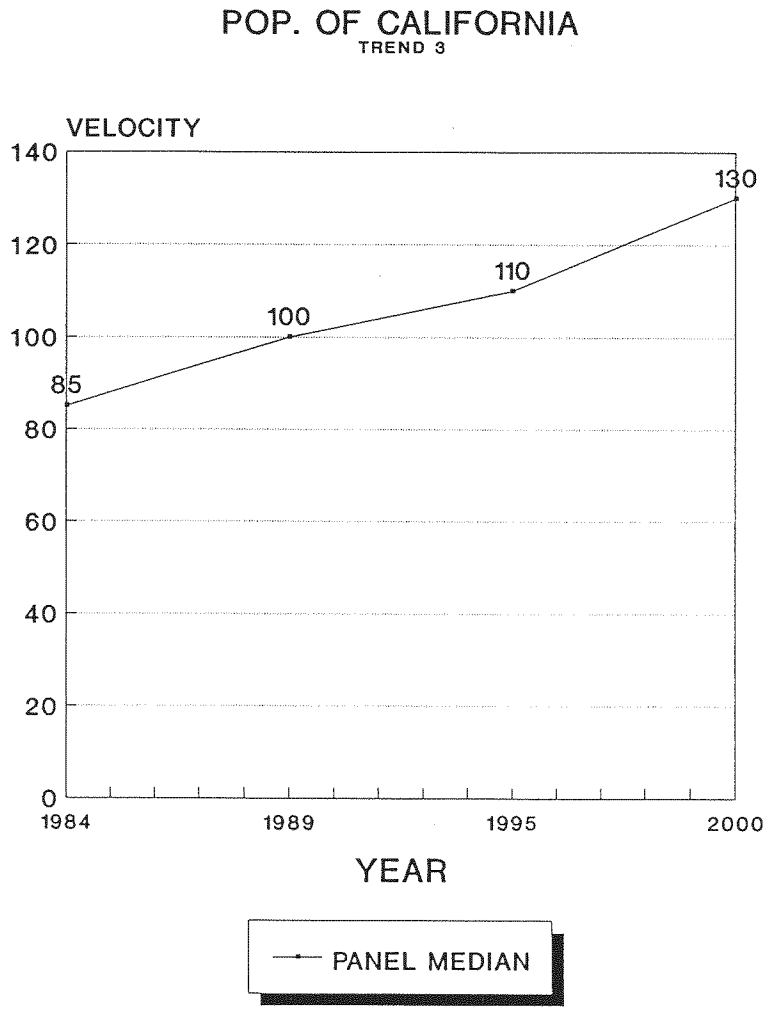
The NGT Panel forecasted data is shown in Graph 1-2. In 1984 the velocity level was at 85. The panel felt that society was less concerned for their safety then. The problems with gang and drug related violence was not so prevalent as it is today. The data shows a steady increase in the velocity rate leading into 1995, 115 and 125 into the year 2000. The primary reason was contributed to the uncontrolled problems with the gangs and drug usage.



GRAPH 1-2

POPULATION LEVEL OF CALIFORNIA - There is an increasing numbers of people moving into the State of California each day. People are moving into the Pacific Rim state at a rate that exceeds the states ability to accommodate them.

This was of no surprise to any of the Panel members, since the growth of California is in the media on a daily basis for one reason or another.



GRAPH 1-3

The forecasted projection was surprisingly close to the United States Census Bureau's report on November 17, 1988. Their projection gave for the State of California an increase of 33.5% by the year 2000. (Dunn:15) The increase of the population will place on law enforcement a challenge to provide programs and other community based crime prevention information services.

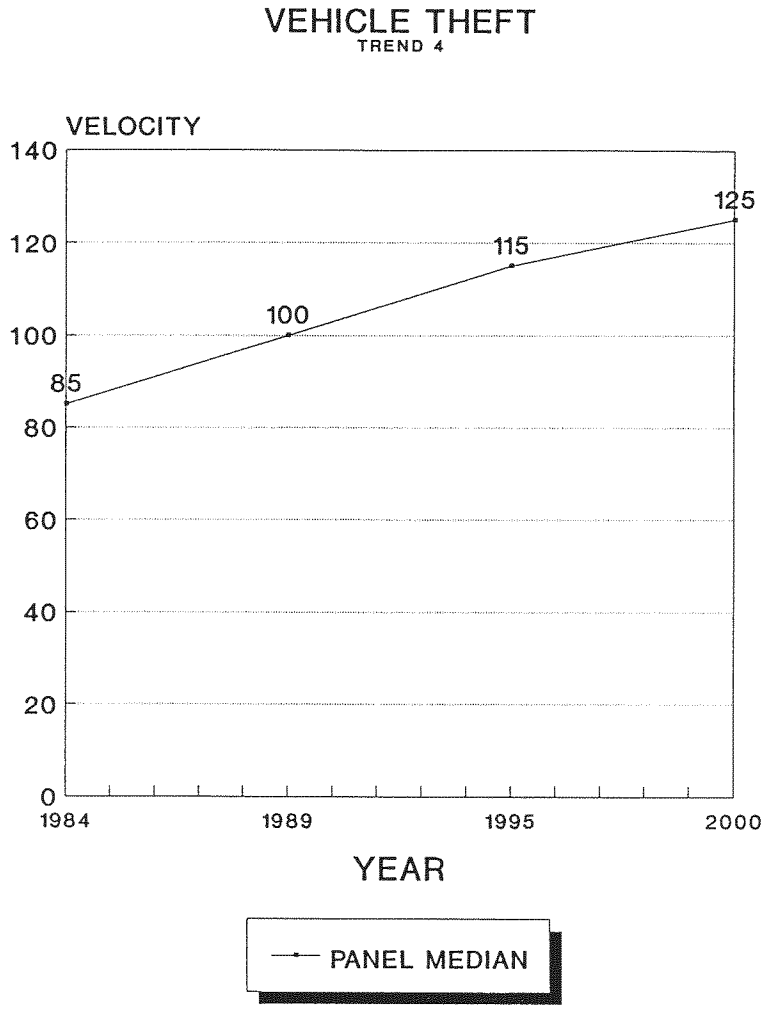
The NGT Panel forecasted data is shown in Graph 1-3. In 1984 the velocity level was rated at 85. The NGT Panel felt that the influx of new residents had already begun as a result of business and personal opportunities believed to be in California. This increase is reflected into 1995 with a velocity level of 110 and continues to climb to 130 by the year 2000.

INCIDENTS OF VEHICLE THEFT - The thefts of motor vehicles continues to increase at an unchecked rate and plaques most communities on a daily basis.

The NGT Panel felt the vehicle theft problem was more than just a quick passing crime spree and it had to be considered for the future. A small community in Southern California experienced a 55% increase of stolen vehicles between January 1988 and January 1989. Across the state, auto thefts also increased. The Department of Justice in Sacramento, California reported in 1986 an increase of 13% with even more vehicles being stolen between 1885 and 1986. (DOJ:16)

The NGT Panel forecasted data is shown in Graph 1-4. The Panel felt that there has been an increasing number of vehicle thefts over the last several years. The velocity level in 1984 was sit at 85, and with no resolution to the problem, the increase would continue into 1995. The velocity level in 1995 was sit at 115 and 125 into

the year 2000.



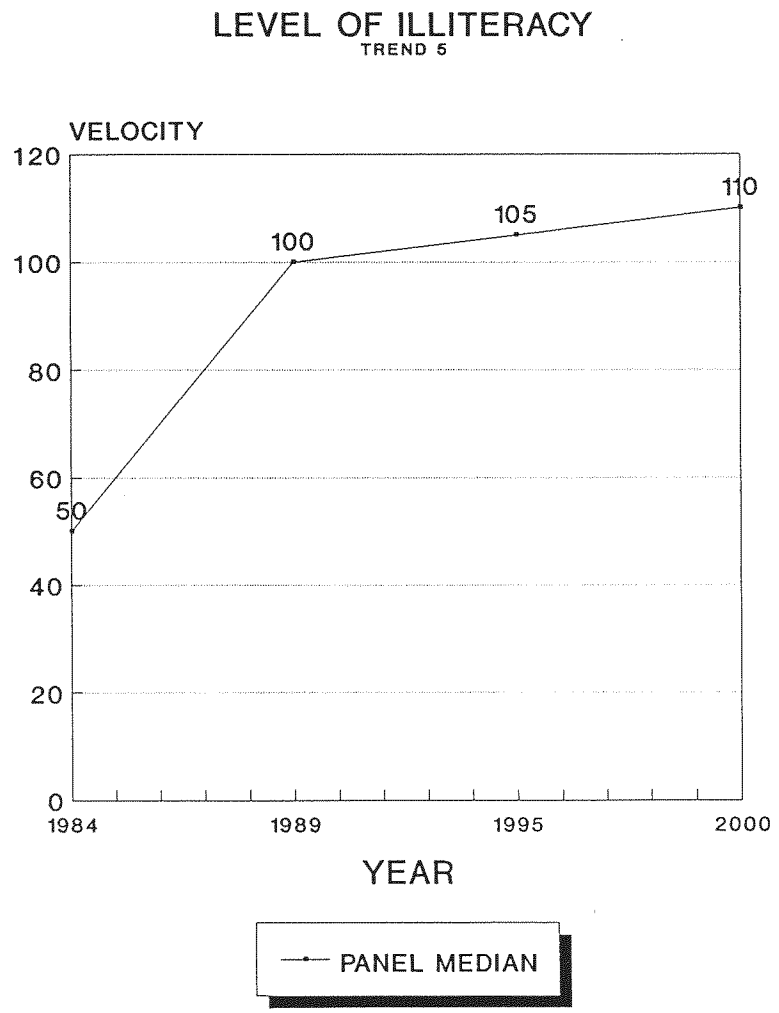
GRAPH 1-4

LEVEL OF ILLITERACY - There is an increasing awareness of the number of people in the society who can not read or write. The NGT Panel felt that this trend would have an impact on society, the environment and their ability to work with law enforcement.

In the book, Megatrends by John Naisbitt, he wrote:

> "The decline in literacy is scandalous. Perhaps it is because we've asked less and less of our kids in school and they have given us less and less. There are a lot of potential explanations For the first time in American history, the generation moving into adulthood is less skilled then their parents."(Naisbitt:17)

The NGT Panel forecasted data is shown in Graph 1-5. In 1984 the velocity level was rated at 50. The low level was contributed to society not being aware of the illiteracy problem and its wide spread existence. The increase velocity levels to 115 in 1995 and 110 in 2000 reflects that the problem continues to grow however, it slows as a result of publics awareness and programs to help the illiterate.



GRAPH 1-5

SELECTED EVENTS

During a brainstorming session the Nominal Group Panel selected 35 candidate events (Appendix B). The panel narrowed the list to 5. The selected events are:

Event 1 - BUDGET REDUCTION OF 30%
Event 2 - EARTHQUAKE
Event 3 - TRAFFIC CONGESTION
Event 4 - WATER SHORTAGE
Event 5 - HOME COMPUTER WORK STATIONS

The events were evaluated by their probability of occurrence by 1995 and by the year 2000. They were rated on the amount of impact the event would have on the topic. In Table 1-2 the data for the selected events is shown.

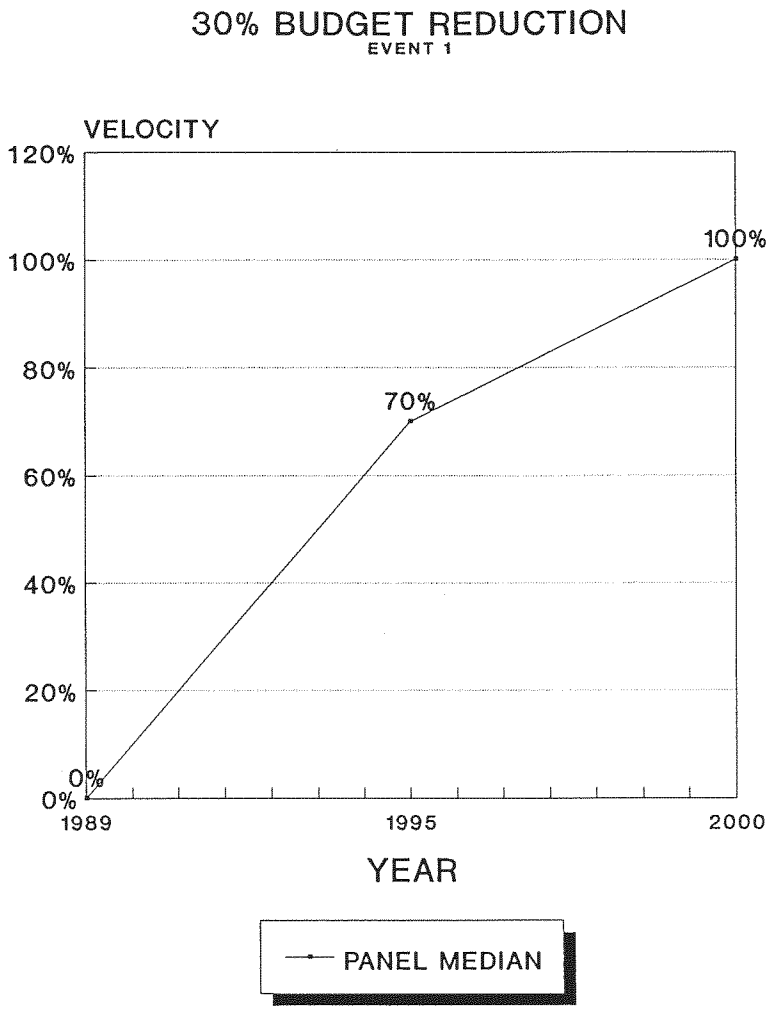
TABLE 1-2: EVENT EVALUATION

EVENT		IMPACT ON THE ISSUE	PROBABILITY % 1995	PROBABILITY % 2000
E-1	Budget Reduction	7	70	100
E-2	Earthquake	-7	50	95
E-3	Traffic Congestion	-8	40	90
E-4	Water Shortage	-8	80	80
E-5	Home Computers	5	60	80

BUDGET REDUCTION OF 30% - A reduction of 30% from the police departments crime prevention operating budget imposed by the city council.

In Graph 1-6, Event 1 data is shown. The NGT panel felt there was a 70 percent probability of a 30% budget reduction by 1995 and a 100 percent probability by the year 2000.

The small police department that is hit with a sudden lost in operating revenue would be required to cut the number of programs offered to the community. The crime prevention practioners would have to select the programs and services to best serve the needs of the community.



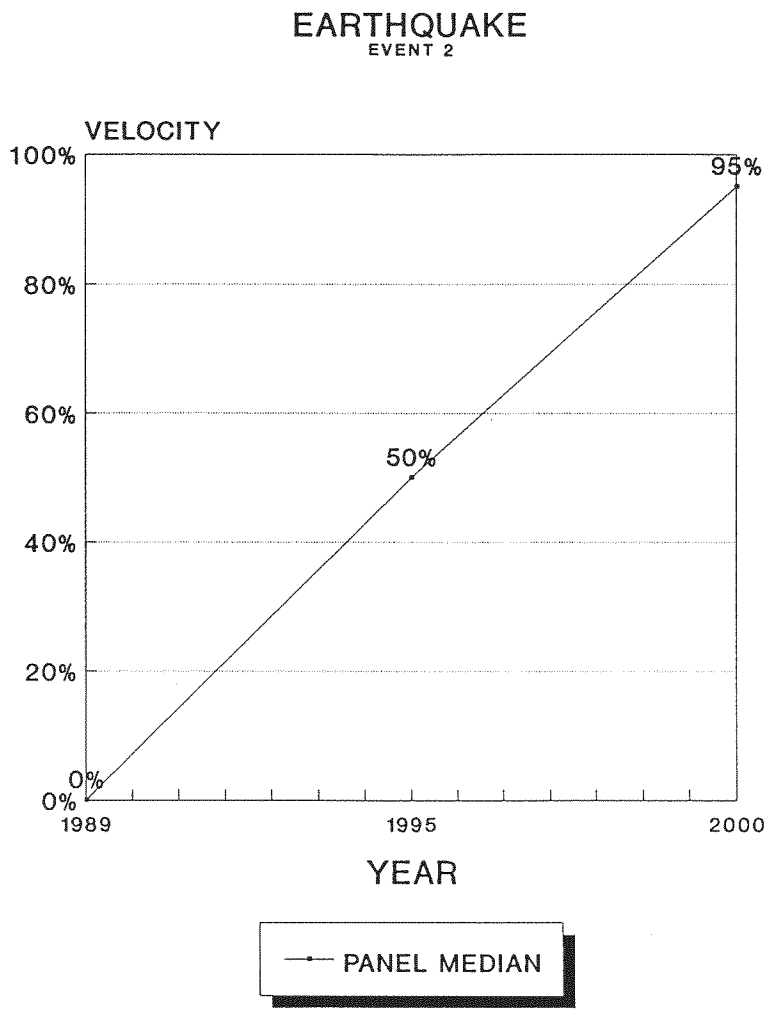
GRAPH 1-6

EARTHQUAKE - The probability of an earthquake with an 7 - 8 point Richter scale level was the next event selected.

In Graph 1-7, Event 2 data is shown. The NGT Panel felt there was an 85 percent probability of a major earthquake occurring by 1995 and a 95 percent probability by the year 2000. The impact of a major earthquake striking Southern California would have a tremendous, negative, impact on law enforcement, and in their ability to provide effective service. There would be an immediate need to put into affect the earthquake preparedness plans developed throughout the county. Every officer would be placed on a 12 hour,

emergency work day. Servicing the added community with crime prevention programs would be impossible.

Servicing the commercial areas to prevent looting, attending to the injured, and generally bring order back order to a panicked community would be the top priority of the police department.



GRAPH 1-7

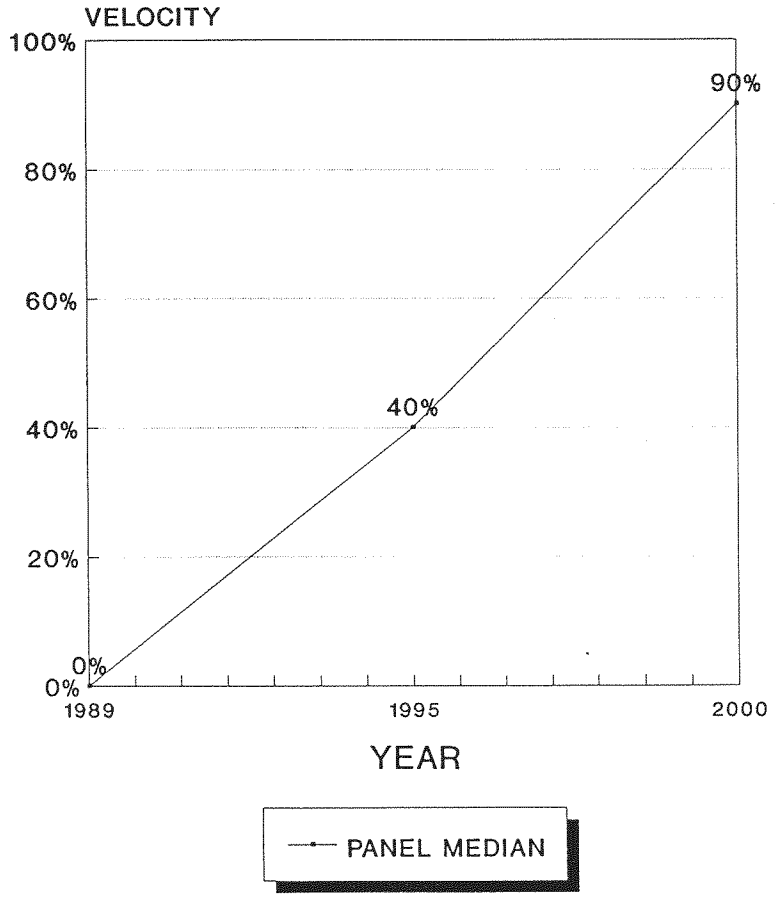
TRAFFIC CONGESTION - The ever increasing number of vehicles on the highways was the next event selected. The problem of traffic congestion is a daily topic and experience of anyone who drives in Southern California. The amount of time for the everyday traffic jam called "the daily commute" to work is steadily increasing.

A Rancho Cucamonga, California woman said she sometimes spends 4 hours a day commuting to and from work in Pico Riveria, California, a 30 mile distance.(Madsen:18) According to the California Transportation Division (Caltrans), the average rush hour freeway speed is 35 MPH.(Madsen:19)

In Graph 1-8, Event 3 data is shown. The NGT Panel felt there was an 85 percent probability of a total grid lock on the freeway system during peak travel periods(commuter time) by 1995 and a 95 percent probability by the year 2000.

Congestion on the streets and freeways of Southern California are predicted to reach a stand still by the year 2010 unless something is done to improve the area's transportation system. (Madsen:20)

TRAFFICE CONGESTION
EVENT 3

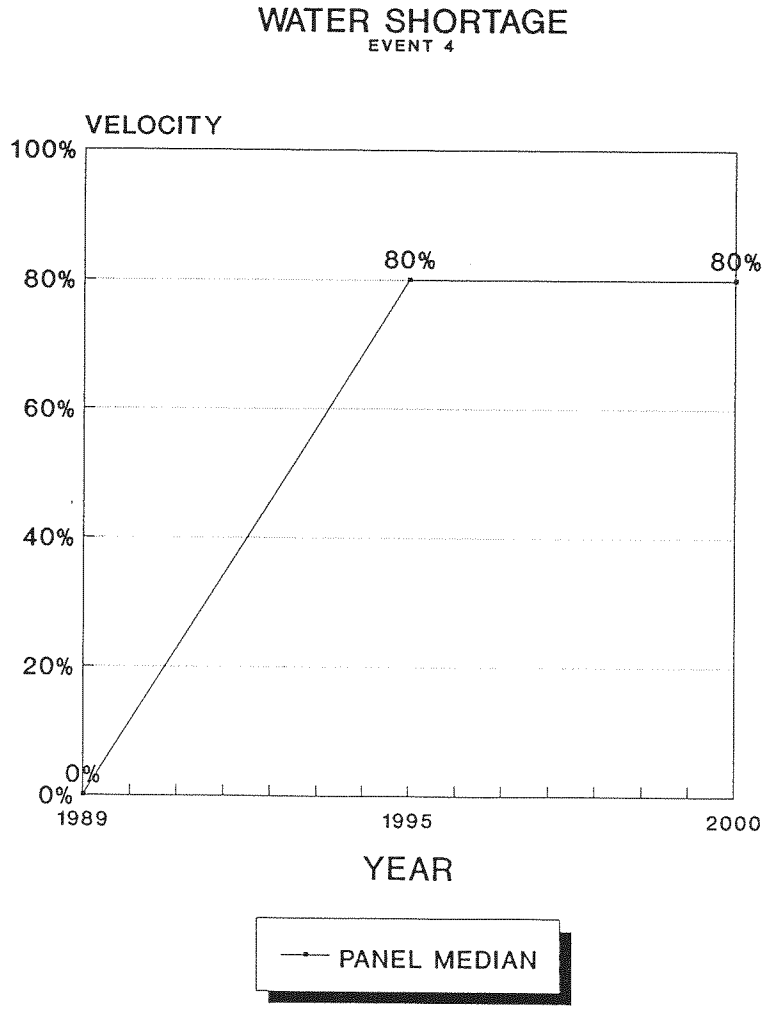


GRAPH 1-8

WATER SHORTAGE - This event is a drop in the water table in the western states leading to severe limitations on the use of water.

In Graph 1-9, Event 4 data is shown. The NGT Panel felt there was an 80 percent probability of a water shortage by 1995 and the probability of a shortage remaining at an 80 percent probability into the year 2000.

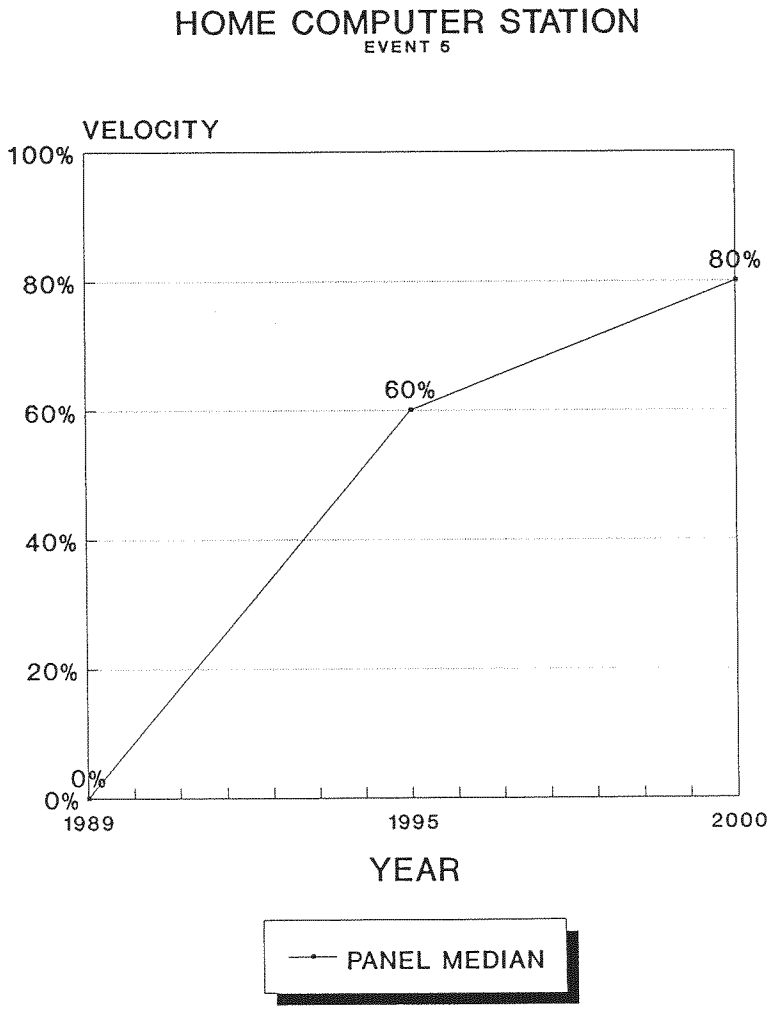
"Water planners in many corners of the world in humid climates as well as dry, in affluent societies as well as poor ones project that within two decades water supplies will fall short of needs". (The Futurist:21) In California (1980) a daily average of twenty-five billion gallons of water was consumed by residential consumer users and another thirty-seven billion gallons for irrigation.(US:22)



GRAPH 1-9

HOME COMPUTER STATIONS - The use of personal computers for everyday functions, such as: business, banking, shopping and entertainment will take place for the individual citizens home. The 1990's will be a golden era of home computer usage. There will be an estimated 240 million households in the United States in 1990 with the youth of today providing the computer skills for most of them. (The Futurist:23)

In Graph 1-10, Event 5 data is shown. The NGT Panel felt there was a 60 percent probability of homes being equipped with home computers by 1995 and a 80 percent probability by the year 2000.



GRAPH 1-10

CROSS IMPACT ANALYSIS

After the Nominal Group Panel completed the process of selecting the trends and events, a cross impact analysis was done by the Panel. The cross impact determines the inter-relationship of the events and the impact of event on the trends.

Chart 1-1, depicts the results of the cross impact analysis. Each event was systematically taken through the cross impact process to determine what, if any, impact would occur as a result of the event taking place. The events had more of an impact on the trends then did the event to event impact.

CROSS-IMPACT EVALUATION

EVENT AND THE PROBABILITY BY 2000	EVENTS					TRENDS				
	E 1	E 2	E 3	E 4	E 5	T 1	T 2	T 3	T 4	T 5
E-1 100% REDUCTION OF 30%	X X X X X X X	NONE	NONE	NONE	NONE	+20	NONE	NONE	NONE	NONE
E-2 95% EARTHQUAKE	NONE	X X X X X X X	TO 95%	TO 90%	NONE	+20	+20	-10	+5	NONE
E-3 90% TRAFFIC CONGESTION	NONE	NONE	X X X X X X X	NONE	NONE	+5	+5	-10	NONE	NONE
E-4 80% WATER SHORTAGE	NONE	NONE	NONE	X X X X X X X	NONE	+5	-10	-30	NONE	NONE
E-5 80% HOME COMPUTER STATION	NONE	NONE	TO 65%	NONE	X X X X X X X	-5	-20	NONE	-20	-10

IF THIS EVENT OCCURRED - THESE WOULD BE THE RESULTANT IMPACTS BY THE YEAR 2000

+ =INCREASE - =DECREASE

(SELECTED BY NOMINAL GROUP)

E 1 - 30% BUDGET REDUCTION
E 2 - EARTHQUAKE
E 3 - TRAFFIC CONGESTION
E 4 - WATER SHORTAGE
E 5 - HOME COMPUTER STATIONS

T 1 - LAW ENFORCEMENT ROLE
T 2 - PERSONAL SAFETY CONCERNS
T 3 - POPULATION IN CALIFORNIA
T 4 - VEHICLE THEFT
T 5 - LEVEL OF ILLITERACY

CHART 1-1 : Cross Impact

FUTURE SCENARIOS

The information from the cross impact analysis was used to create the future scenarios from which the futurist can gain a pictorial image of the forecasted future. There is no way to predict the future with a 100% certainty. The scenarios are presented to play out the events and trends in such manner that the reader can see in the minds eye, the impact and relationships the events and trends have on the future. In this futures study three scenarios will be presented: two normative and one hypothetical.

The first scenario, a normative expression presented in the mode "fear but possible" the reader is looking back from 1995. No events have taken place and the trends are taking place as the NGT Panel projected.

" CRIME IN THE CITY "

Crime Prevention Specialist Jim Martin and Police Officer Jack Smith are members of West City Police Departments Crime Prevention Unit. Today is September 17th, 1995, a Monday, and the unit is preparing for a Neighborhood Watch meeting scheduled for 7:00 pm.

As the pair go throught their preparation routine, the lack of optimism can be seen in their faces. It seems the last several meeting have drawn only a small number of interested people. They are not totally surprised at the small numbers, its been this way for the past few years. It just makes it difficult to get mentally ready for the presentation.

The lack of enthusiasm is surprising to them. The city began to experience a population explosion back in 1987. There was only 20,000 people living in the city, and now there is almost 30,000, a

50 percent increase in only eight years. Every where there was a piece of land a developer was building homes. One would think that with such a large increase of homes there would be more people interested in the Neighborhood Watch program.

As expected, the increase in the population also brought with it a higher crime rate and a public concern for safety. The crime prevention unit was receiving daily telephone calls from citizen asking about the crime problems in the city, and wanting to know what the police department was doing about the crime in the city.

Not only had crimes against persons increased with the population explosion, the number of vehicles stolen from the city was around 10 per day, an increase of 65 percent per day. Officer Smith was certainly puzzled at the community's lack of interest in the department's crime prevention programs. Yet, the number of inquiries of what the department was doing to impact crime had not slowed down. The citizens seemed to be interested in their community, but continued to stay away from the crime prevention meeting.

The pair glance at each other as they finish with tonights presentation material, they're both thinking the same thoughts, maybe tonight will be the turning point.

The second scenario is also written in the normative mode. The scenario takes place in 1995 after the identified events have occurred at the 30 percent level of probability. As defined in the futures material, a 30 percent impact level is considered to be "Turbulent".

" WHAT WENT WRONG "

I sit in my office of a small California police department, I've been the chief of police for almost four years, a life long accomplishment. Here I sit, 30 years of police service and know I'am getting ready to retire.

Looking back a few years ago to 1989, I was a captain. I commanded the Special Services Division back then. The experts were forecasting a massive earthquake to strike California at anytime. The population was increasing by 1000 people a day. We were in a drought and the traffic congestion was so bad you could go no where without planning for an all day excursion.

In 1991 disaster struck, there was a massive earthquake that measured 8.3 on the Richter scale. The earthquake caused wide spread damage in the city. Buildings, streets and essential services for survival were lost and hundreds of people injured.

After the earthquake, the role of law enforcement changed very quickly. The department's manpower deployment was at an all time low and to compound that problem the damage to the roads plus injuries to off duty officers put us in a real bind to handle all of the demands for police service.

There was chaos everywhere in the community. People were vulnerable to crime, their homes were damaged; many were homeless, living in the streets. There was wide spread looting and violence everywhere. The people certainly did not feel very safe. There was truly chaos in the streets.

The crime prevention unit for several years had been trying to get the community involved in the many community awareness programs they offered to prepare for such a disaster. Now after the earthquake

the crime prevention unit personnel seemed to feel personally responsible for the suffering of citizens. Maybe if they had tried a little harder to get them involved with crime prevention.

The drought we had been experiencing before the earthquake, began to affect us a little later in the year. The demands for the use of water to recover from the quake caused a severe water shortage. Many of the water tables and wells were so badly damaged that the water being pumped out of them was contaminated.

Sanitation then became a big problem. We had hundreds of calls for service related to people fighting to keep their share of water.

Traffic congestion became even worse then what it had already been for the 6 or 7 years prior to the quake. The freeway system was so badly damage it could not be used. Everyone began to use the surface streets resulting in a total grid lock in the city.

The years that followed the earthquake were not real positive for the department. People continued to move into the city, gangs from other parts of the state were becoming very active. There are drive-by shootings, drug transactions and street robberies demanding a lot of the departments attention.

The crime prevention unit was very busy after the disaster. The request for programs filled their calendar for six months, every type of program the department had to offer. It was unfortunate that it took an earthquake and the following hardships to wake the people up.

The last scenario for the futures study is in a hypothetical mode of expression. You are in the year 2000 and looking back at the impacts of the events and trends. In this scenario the events, and their impacts have been altered by the use of policy changes and with the discovery and use of technological systems to offset

their impact. The scenario demonstrates what can be accomplished by the political intra-structure of the police department. To recognize certain events and trends, and forecasting their occurrence, organizations policy can make changes to offset the impact of a changing world.

" THE ENDING OF A CAREER "

As I dress to attend my retirement dinner, I reflect on the 30 years of my law enforcement career. It had been rewarding, not in terms of money, but in the believe that I had been associated with the most challenging profession I believe exist, I carry a badge, I'am a cop.

I was lucky over the years, I promoted rather quickly. The promotions were not without hard work, such as the P.O.S.T. Command College that I attended back in 1989. But finally, I reached the top back in 1994. I've been really fortunate, I always seemed to have a good staff to help me along the way.

One of the most exciting things for me was the advancements we made in the use of computers. Being such a small department and meeting the over whelming demands of the community innovative methods had to be used.

Back in 1989, we began the traffic enforcement program. The department, along with the city's traffic engineering department, took a close look at our traffic problems. We were able to direct our attention to the primary traffic flow problems identified throught the use of the computer system. We targeted our problems with pro-active traffic enforcement plus a new traffic flow design supplied by the engineers to ease our traffic congestion.

The Citizen Patrol Program implemented was a success in the community. The department was putting 3 cars out into the community almost everyday. The program certainly has gotten the citizens involved with fighting crime in the community. They are making security checks on vacationing residents, conducting stake outs of high crime areas and cruising the neighborhoods identified as having a high crime problem.

The Community Awareness Unit (old crime prevention unit) was started in 1990. They have really brought the community out of the tail spin we saw with the old program. We have them more directly involved with the environmental design and the citizen's patrol programs. Both of these programs aided in beating the gangs out of their "turf". The community took back their neighborhoods with pro-active, innovative methods developed by the department.

The crime analysis people, assigned to the community information unit, began displaying the crime picture on the Mobile Data Terminals (MDT'S) in our police cars. The directed patrol teams had on-line data to work from. The land-track system used with the MDT's plotted out the troubled spots and the teams moved into those areas. What really helped this system work was the capability to input and retrieve from the computer system immediate on line, crime, suspect and general information.

I guess we could talk about all of the changes we made. The key to our success was the fact we saw through environment scanning what might be in store for us and we responded to the challenge.

SUMMARY

The future, and what it might being can be previewed by every manager, in any type of business. The key is to identify the trends and events that could impact their world. Establish the level of probability of the events of occurring and the amount of impact they may bring. By seeing throught the eyes of scenarios prepared from the information the manager can begin to prepare for the future. In Chapter One this process to the future has been discussed. By using the techniques presented, every manager can prepare for the future.

CHAPTER TWO:
STRATEGIC MANAGEMENT

CHAPTER TWO: STRATEGIC MANAGEMENT

A MODEL PLAN FOR A SMALL POLICE AGENCY IN GENERAL AND PARTICULARLY FOR THE CITY OF MONTCLAIR, CALIFORNIA

INTRODUCTION

In this chapter, a strategic plan is developed using the hypothetical scenario (The Ending of A Career) from Chapter One as the environment desired by the police agency. A small, police department located in Southern California was used as a case study for the development of the strategic model.

ENVIRONMENTAL SITUATION

The environment where the strategic plan is going to be implemented has to be assessed so the individuals developing the strategic plan knows what must be consider during the planning stage.

THE COMMUNITY - The city of Township, California (a pseudonym community) is located approximately 30 miles east of Los Angeles, at the western edge of the San Bernardino County - "The Inland Empire". The cities 24,500 population enjoys a panoramic view of the San Gabriel Mountains, and is within a short drive of the deserts and the Pacific Ocean.

The city has gone through many changes over the last 20 years. Changing from a quite, suburban community, with few crime problems, to a busy metropolitan area, that is feeling the crime pressures of a growing area. The population of the community has not changed in the number of residents. What has changed is the variety of the ethnic races living in the community. The apartments and homes are 30 to

40 years old. They are not pleasing to the eye on either the exterior or interior. The design of the apartments is not conducive for a higher standard of living. Most of the residents in the city are made up of the 2 working adults with small families, trying to make ends meet. There is a growing gang problem. There has been a recent influx of gang members who fled other areas and have relocated in the city apartment areas. The gangs brought with them increases in gang related activity.

The city has worked very hard to bring in commercial and retail business to increase the revenue income to the city through sales tax revenue. The city has the only regional mall within a 20 mile radius that generates police problems, along with the revenue. On any given day the population in the city increases from the 24,500 residents to approximately 80,000 visitors having the potential need for police service.

The city is governed by a Mayor - Council form of governing body and is managed by the City Administer and his staff. The annual operating budget for the city is $13.5 million dollars. The city offers a full range of community services which include: police, fire, public works, planning, parks and recreation and community services (seniors services and counseling).

THE POLICE DEPARTMENT - The police department has 76 full and part time employees. Blended together are 47 sworn police officers, 5 police assistant a(report writers), 6 cadets, 6 dispatchers, 11 records clerks and 1 crime prevention specialist. The department provides a full range of police services to the community, which includes specialized operations of canine units, motorcycle and narcotic task force operations, as well as the traditional patrol

operations services and crime prevention programs. The department has a hierarchy form of leadership structure. There are 2 captains, each commanding one of the two divisions: Field and Administrative Services. The 3 Lieutenants plus a non-sworn Records supervisor command one of the 4 operational programs: Patrol, Investigations, Personnel and Training and Records. There are 8 Sergeants, 5 assigned to patrol as field supervisors, 1 to investigations and 2 in Administration Services.

The department as a history of being pro-active and progressive in the way it deals with the city crime problems. The department has always worked in a cooperative spirit when dealing with other law enforcement agencies. The management staff's approach to problems and challenges has been participative and pro-active. The rank and file members of the department are primarily youthful, ranging in ages 25-32. The department has an annual turn-over rate of about 10 percent. The patrol officers have the opportunity to move into specialized operations such as motorcycle operations, canine handler, narcotic task force and the Investigations Bureau.

The patrol operations program philosophy is the "directed patrol" process, a flexible, situational method of pro-actively servicing the community and their police needs. Each member of the patrol force is encouraged to be innovative, trying new ideas in their approach to impacting crime problems in the community. The methods used may include plain clothes operations; riding bicycles, acting as repairman, saturation of a area, or heavy traffic stops and field identifications in problem areas.

The Crime Prevention unit has historically focused on two types of programs: Neighborhood Watch and school programs. Having

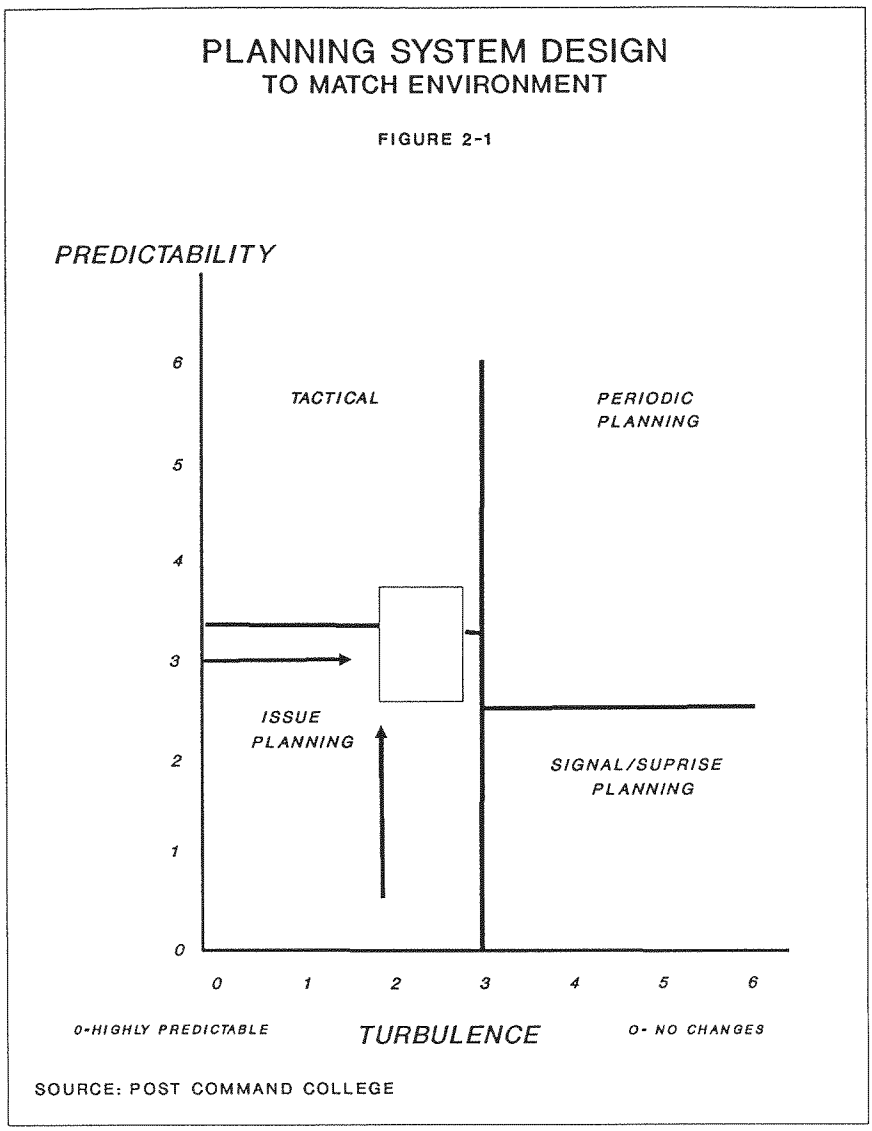
only one full time person in the program, the demand for crime prevention services far exceeds the ability to supply the services. Programs for the schools, shopping mall displays, tours of the station, and attempts at keeping the Neighborhood Watch Program active exhaust the crime prevention officers time.

PLANNING SYSTEM

The methods used by an organization in making its decisions and the development of their plans is an important element to understand when dealing with the formulation of a strategic plan. Knowing how the agency responded to other incidents and what can be expected from the management staff when dealing with other issues will assist in the successful out come of the plan.

The police department's planning system falls under the category of "issue planning". Using the environmental dimensions of predictability and turbulence the department's planning method has been illustrated in Figure 2-1.

The environmental predictability and turbulence for the central issue is shown as the small boxed area in Figure 2-1. The department's planning system has been impacted by few changes that have came as a surprise. An example of changes that are not usually predictable are, court decisions like the "Miranda Decision" or a voter passage of a bill such as "Prop 13, the state tax measure. Those examples of events are the exceptions to the planning method and not the everyday practice of the management planning system used by the department's management staff.



Usually there is ample time for the management staff to establish ad-hoc committees or task force groups to study the problems and make recommendations for the course of action taken by the department. As shown in Figure 2-1, the crime prevention role is predictable. The city needs can be analyzed, the available methods explored and recommendation for the best course of action for the crime prevention unit presented. The amount of turbulence

is minimal to the overall operation of the organization. The crime prevention role, as practiced by the department has very little turbulent reaction on the remaining operation of the department.

WOTS-UP

One step in the strategic planning process is to analyze the department's Weaknesses, Opportunities, Threats and Strengths (WOTS-UP). Here several processes take place to accomplish the WOTS-UP analysis. The identified trends are evaluated to determine the impact on the department in terms of what threat or opportunity to the environment may take place, and the organizations strengths and weaknesses are analyzed.

THREATS and OPPORTUNITIES - The impacts of the trends or the trend based events are evaluated in terms of threats or opportunity they may have on the organization. Over the next eleven years law enforcement will be faced with the challenge of providing meaningful Crime Prevention programs to the community to help impact crime. There are 8 trends or trend based events discussed in Chapter One which were selected to be analyzed to determine their threats and opportunities to the Crime Prevention program.

The following trends or trend based events where selected:

A. THE LAW ENFORCEMENT ROLE of the traditional protect and serve has more of a social intervention and community service role placed upon them.

   IMPACTS-

   1. Threat to the available number of police officers to respond to pro-active crime fighting programs.

   2. Threat to the crime prevention practitioners to have sufficient time and resources to provide programs.

   3. Threat to the fiscal allocations provided through the

budgetary process. No increase of funds, yet an increase for services may result in cuts somewhere in the department.

4. Opportunity to be more in touch with the community. Having to respond to a larger number of citizens places the officer within the community.

5. Opportunity for the residents to decide on where their priorities for funding allocations are to be directed.

6. Opportunity for the police officer to become involved with more prevention type crime programs in the community by offering advice to the citizen they meet.

B. PERSONAL SAFETY as become of major concern for many people. They are in afraid when out in the community. The communities fear will require that the police be more responsive to the community.

IMPACTS -

1. Threat to police resources to provide more protection to citizens by taking away from directed, pro-active programs in other areas.

2. Threat to the image of the community of being an undesirable place to live.

3. Opportunity for crime prevention to rally the community together to impact the personal fear problems and aid the police combat crime problems in the community.

4. Opportunity to the police to seek grant funds to develop programs to combat crime problems in the community.

5. Opportunity for the police managers to demonstrate their innovative skills in developing methods to address the problems.

C. THE POPULATION OF CALIFORNIA continues to increase faster than the services to handle the increases.

IMPACTS -

1. Threat to the city to provide available resources to meet the demands put on them by the community.

2. Threat to police deployment and equipment to field sufficient officers to handle the calls for service.

3. Threat to the water supply which is already dangerously low to handle the current population needs.

4. Threat to the crime prevention units of the police department to be available to meet program request asked of them by the community.

5. Opportunity to increase the number of police department employees to meet the service needs of the community.

6. Opportunity to re-vitalize the Crime Prevention program and its spirit in the community.

D. The number of VEHICLE THEFTS occurring in the state is increasing at an alarming pace. This type of crime is requiring more and more time of the police.

IMPACTS -

1. Threat to police departments time and resource allocations.

2. Threat to the citizen for the payment of larger auto insurance policies to cover the loss of their vehicles.

3. Opportunity to network with other law enforcement agencies to combat the vehicle theft problem.

4. Opportunity to use the news media to spread Crime Prevention tips on vehicle theft preventive methods and departmental steps aimed at the problem.

E. THE LEVEL OF ILLITERACY continues to be increasing at an alarming pace. There are more and more citizens who can not effectively communicate (read or write)in our society.

IMPACTS -

1. Threat to the social and economic structure of our society.

2. Threat to those individuals who are illiterate who may become the victims of crime due to their inability to read or write.

3. Threat of civil unrest between the social class levels.

4. Opportunity for school and education reform.

F. THE TRAFFIC CONGESTION in the state continues to increase beyond a point that the highway system was designed to accommodate.

IMPACTS -

1. Threat to the service condition roads as more and more vehicles use them.

2. Threat to the budget allocations by the city to repair and add new roadways.

3. Threat of violent acts (shootings,assaults) by unhappy motorist.

4. Threat to the police in being able to cope with the increased demands for traffic related problems.

5. Opportunity for political figures to move towards better mass transit systems.

6. Opportunity for the police to increase their traffic program by using block grants to obtain additional traffic enforcement units.

ORGANIZATIONAL CAPABILITY AND RESOURCES

The next step of the WOTS-UP process is to assess the organizations strengths, weaknesses and resources to determine if their adequately prepared to meet the challenges presented to them in the strategic plan stages.

Using two surveys: Capability Analysis Rating Form and the Strategic Needs Area Rating Form (Appendixes D and E) A survey of the organization was conducted. Ten evaluators were randomly selected from the organization plus other city departments and assembled to complete the surveys. They independently rated the organization using both survey forms. Their responses were averaged together and a composite view of the organization developed. The results of the organizational capability and resource surveys are shown in Figure 2-2.

The results described the organization as having a better than average capability and resource capacity. The evaluators saw a positive image in the organization in almost all areas, typified by a high level of management, supervisor and officer skills and ability. They were shown as flexible and having strong community support. The weaknesses found dealt with conditions out of the control of the organization. The weak areas include the physical condition of the facility, benefit items and some growth potential.

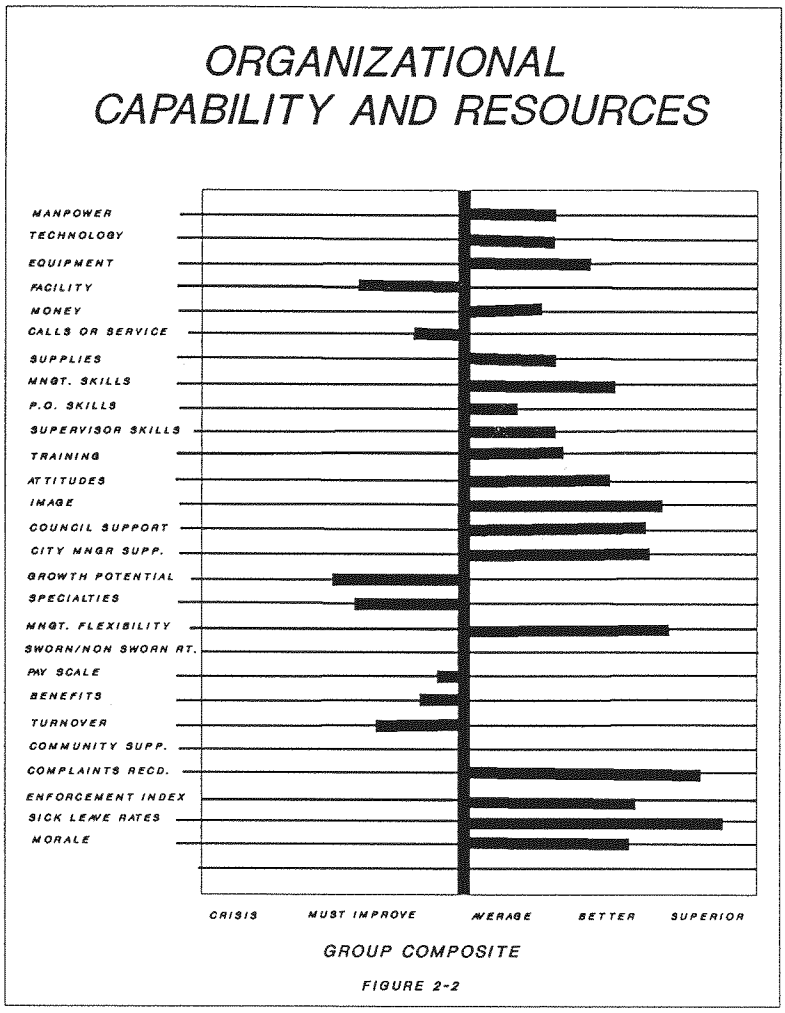


FIGURE 2-2

The second rating form evaluated the organization's management capability. From the survey, the management group was depicted as being highly educated, motivated and skillful. In Figure 2-3, Organizational Capability, management is shown to have the skill and knowledge to formulate change through policy considerations related to the issues facing the organization.

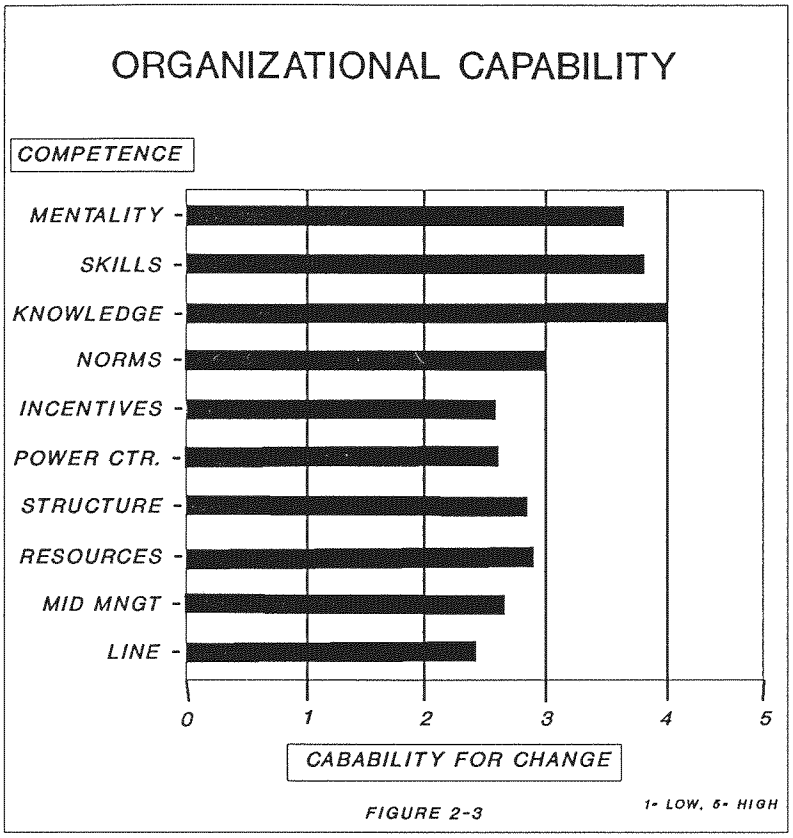


FIGURE 2-3

What ever the policy being introduced by the management team, its implementation will require in-depth, pre-orchestrated ground work to bring about a smooth, non-destructive change. The management team and the line level members have demonstrated in the past a good communication and network link with one another. They work together in concert, in order to bring about the changes necessary to meet the needs of the organization and the community in the future.

MISSION STATEMENT

The mission statement is contained in the organization's rules and regulations manual or policy manual. It establishes the central mission that the organizations efforts are focused upon in order to

meet the needs of the community.

The following mission statement is from the Township Police Department, and it states:

> The mission of the police Department is to create an environment in which the organization strives to adequately address the needs of its employees, the residents of the community, the business community and visitors to the city. Officers shall preserve the peace, provide general services, protect life and property, prevent crimes, apprehended criminals, recover lost and stolen property and enforce in a fair and impartial manner the ordinances of the city, the laws of the State of California and of the United States.
>
> Officers shall preserve the public by direction, counsel and in other ways that do not interfere with the discharge of their responsibilities; by ready offering of service to the public without regard to their wealth, social standing, race, religion or national origin; by ready exercise of courtesy and good humor, and by ready offering of individual sacrifice in protecting and preserving life.
>
> Members shall respect and protect the rights of individuals and perform their services with honesty, zeal, courage, direction, fidelity and sound judgment.
>
> The members of the Police Department will strive to make the City a safe place to live, work and visit by seeing that all employees are treated with dignity and respect; and by establishing an environment in which employees feel that service is our most important product.

The crime prevention unit has no specific mission statement written solely for their operation. The general departmental mission statement has been written to govern all of the separate unit functions.

The WOTS-UP analysis process was used to analyze the organizations strengths, weaknesses and capabilities. The mission statement sets the guidelines for the organizations directions and attitudes. The case study department, the Township Police Department has been shown to have the tools, skills and motivation to move forward with policy considerations to impact their environment.

STAKEHOLDER ASSUMPTIONS

Support and opposition comes from many different sources. It

may come from a group or an individual who share the same concern; a concern in the crime problems facing the community, and to discover ways the community can help to impact the crime. These groups and individuals are identified as "stakeholders" and the organization will have to work in concert with them. The organization makes an educated guess on the assumptions the stakeholders may have on the issue of, crime prevention's role to impact crime. The positions are analyzed, and strategies on the most effective way to work with the stakeholders formulated.

To make the determinations of the stakeholders assumptions, the Stakeholder Assumption Surfacing Technique (SAST) method was used. A candidate list of fifteen possible stakeholders (Appendix F) was developed. Using a small group of department members: a Crime Prevention Specialist, a Captain, a Sergeant and myself the list was developed. The list was narrowed to the stakeholders believed to have the most significance in terms of influence, role, and concern for the issue. Following is the list of the stakeholders and their assumptions dealing with the issue:

1. CITY COUNCIL

    a. Has a strong interest in crime prevention activity.

    b. Will be supportive of any pro-active program.

    c. Will have the welfare of the community as its primary concern.

    d. Will continue to believe the police as responsive and attentive to the community needs.

    e. Will be reluctant to provide budgetary support for many new crime prevention programs.

2. CHIEF OF POLICE

    a. Is supportive of crime prevention programs.

b. Is willing to change departmental priorities to address moving trends.

c. Recognizes the role of crime prevention and the impact it can have in the community.

d. Is supportive of community involvement with the departments crime prevention programs.

e. Is responsive to the city councils.

f. Is aware of the changing demographics of the city.

3. CITY ADMINISTRATOR

a. Will not support increases in personal.

b. Is supportive of the police department's programs.

c. Will not support a reduction in the crime prevention program offerings to the community.

d. Will not support any budgetary increases.

e. Has the interest of the city council as his first priority.

4. CALIFORNIA CRIME PREVENTION OFFICERS ASSOCIATION (CCPOA)

a. Is supportive of new crime prevention roles.

b. Will recognize the need to prepare for the future.

c. Will resist attempts to move away from Neighborhood Watch.

d. Recognizes the decline in the Neighborhood Watch program.

e. The group has little influence with local agency program selection.

5. SENIOR CITIZEN GROUPS

a. Are concerned with their safety.

b. Has political clout with the city council.

c. Number of seniors is increasing giving the group more clout.

d. May participate in program development.

6. POLICE ASSOCIATION

a. Is not generally concerned with the role of crime prevention.

b. Demand to take part in the decision making process.

c. Is politically active.

d. Is supportive of the management staff.

e. Has the lessening ear of the city council.

f. Support new and innovative methods.

7. PEACE OFFICER RESEARCH ASSOCIATION OF CALIFORNIA (PORAC)

a. Has little influence in local decisions.

b. Sees crime prevention as a necessary program.

c. Would consider any effort to civilianize crime prevention as a threat to the rank - file.
d. Will support the police association on all issues.

e. Is concerned with legal issues.

8. CRIME PREVENTION SPECIALIST

a. Is supportive of new methods in crime prevention.

b. Supports crime analysis methods.

c. Recognizes the decline in the Neighborhood Watch program.

d. Does not have the ability to create new method alone.

e. Will resist the efforts of the department to force a re-vitalization program of Neighborhood Watch.

9. CHAMBER OF COMMERCE

a. Supportive of the police department.
b. Is concerned with the change in the community.

c. Has the interest of the business community first.

d. Is politically active in the city.

10. COMMUNITY AT LARGE

a. Supportive of the police as a positive image and attitude.

b. Will demand police to be responsive to their request.

c. Has the ear of all city department heads and the council.

d. Is alarmed at the increase of gang activity.

e. Will support tax increase to fight crime.

f. Wants crime prevention programs to be available but has no desire to help in the development of the programs.

11. SCHOOL OFFICIALS

a. Supportive of the police department.

b. Recognizes the decline in the educational process effectiveness.

c. Will not spend any funds toward law enforcement types of programs.

d. Has some influence with the city council.

e. Does not deal with societal types of issues.

f. Wants the police to handle all of their problems on campus.

THE SNAILDARTER

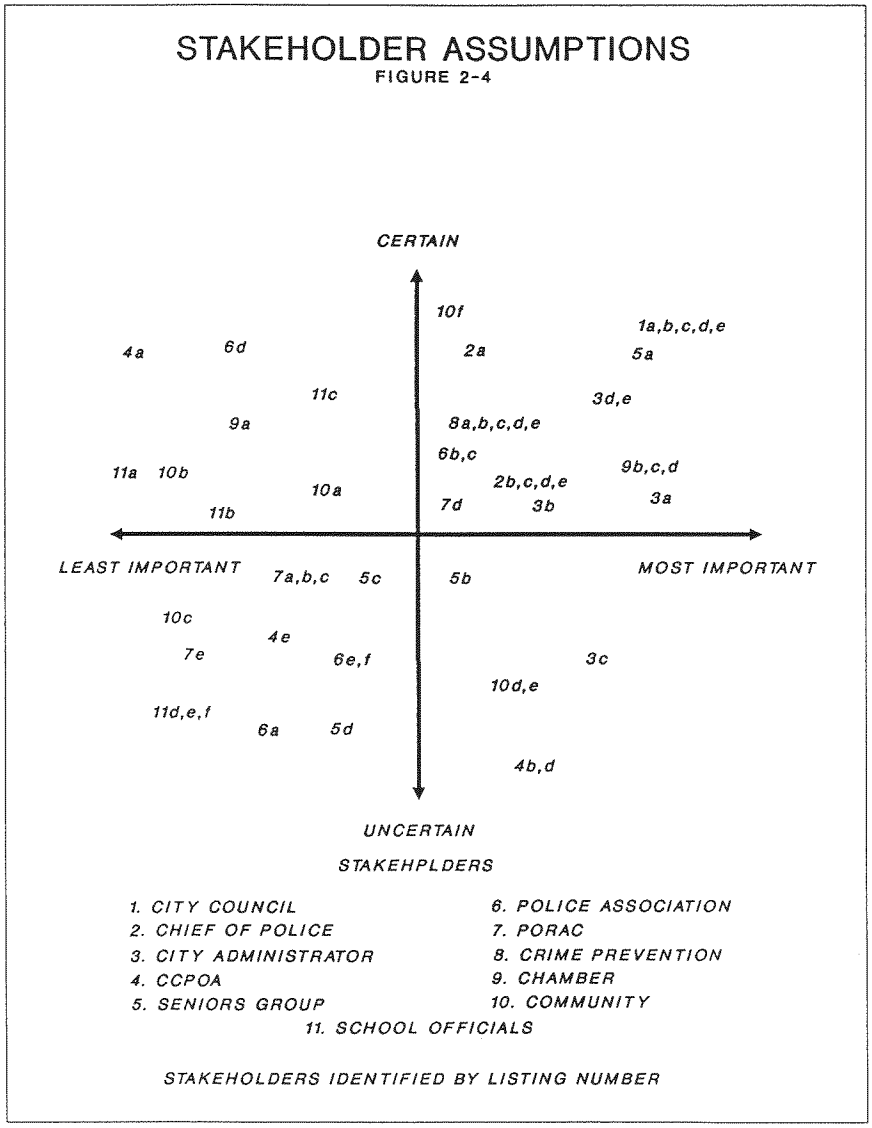
Like the small, hard shelled insect that has the ability to destroy your garden, the snaildarter of the strategic plan can also have a similar impact. The snaildarter in the strategic planning process is the stakeholder who may not be as obvious as others who are involved but can influence the planning process. The snaildarter is the individual or a group that the planner has forgotten to consider their position or input during the planning process. When developing the strategic plan and thinking about stakeholders every possible area of concern has to be considered.

In this study, the school officials have identified has the snaildarter. They have a significant following in the community and could become very influential when new programs or methods of police service are formulated. To avoid problems with the snaildarter, planner should include that particular person or group in the planning process. Keeping them involved lessens their impact on a plan they perceive not be in their best interest.

SAST MAPPING

The final step of the Stakeholder Assumptions Surfacing Technique (SAST) is to present the stakeholders assumption for the

central issue on a map which illustrates their assumptive position. Figure 2-4, the stakeholders assumptions are categorized in four dimensions: certain, uncertain, most important and least important. The map shows the attitude that the stakeholder may possibly have concerning the central issue (role of crime prevention). Having this basic information will aid in the preparation of the negotiation process that will take place later in the strategic process.



POLICY ALTERNATIVE PROCESS

In order for the organization to be directed towards a desired environment, policies for the change will have to be developed. A panel was assembled to develop policy alternatives for consideration, as guides for the organization to use as it moves towards the future. The panel was also commissioned to narrow the alternative candidate list to three alternative choices: the two most desired and the one with the greatest polarization among the panel members. The panel had twelve members from law enforcement and two individuals from the community. There was one Chief, two Captains, two Lieutenants, four Sergeants, three Patrol Officers, a Public Works manager and a Chamber of Commerce official.

The panel used a process known as a Modified Policy Delphi when they selected the policy alternatives. The panel was supplied with information related to the topic, the research methodology, and the hypothetical scenario from Chapter One. The panel prepared in advance of the meeting policy statements related to the central issue. The statements would be used as starting points for the panel when engaged in the Modified Policy Delphi process.

The meeting was conducted at the police department. The researcher acted as the moderator, and provided little input to the discussions, only clarifying questions that were asked. The moderators role of the researcher was a conscious act not to influence the panel in their selection of the policy alternatives. Each panel member presented their policy alternatives, along with supporting information.

Using the Modified Policy Delphi process, 15 alternative policies were pared down to the final three. The process was

accomplished by using a rating from (Appendix F) and evaluating the alternatives in terms of "feasibility" and "desirability".

SELECTED POLICY ALTERNATIVES

The following policy alternatives were selected by the panel:

#1 - All sworn members of the department will be required to have 24 hours of advanced crime prevention program training.

#2 - Develop a volunteer, Citizen Patrol program.

The policy considered as the most polarized by the panel was :

- Establish a regional crime prevention unit to service all of the departments who are represented.

SELECTED ALTERNATIVES - PROS AND CONS

The organization should not jump into any changes without first taking the time to analyze each of the selected policy alternatives for their good sides (pros) and bad sides (cons) they may have on the community and the organization. Using personal knowledge and understanding of the issue and the attitude of the organization, the selected policy alternatives were reviewed to determine the pros and cons for each.

Policy Alternative #1 - Train all sworn personnel in advanced crime prevention programs and methods to be administered when they come in contact with the community while handling calls for service.

Pros -

1. Patrol officers will have a better understanding of the impact crime prevention can make in the community.

2. The community can be provided with crime prevention information on routine bases.

3. Expand the crime prevention program without the financial impact of employing new personnel.

4. Department employees become more involved with the communities efforts to improve the role of crime prevention.

5. Career enhancement for the patrol officer.

Cons -

1. Increase cost for the over time to train the department personnel in advanced crime prevention programs.

2. officers may not be willing to participate in the program.

3. Patrol operation enforcement programs loose their impact when all of the officers time and energy is directed to crime prevention programs.

4. Calls for service may not allow the time for the officers to spend talking to the citizen about crime prevention programs.

Policy Alternative #2 - Develop a Citizen Patrol Program to supplement patrol operations and to get the community directly involved with crime prevention programs other then the Neighborhood Watch Program.

Pros -

1. Added personnel services without the financial impact.

2. Will get citizens involved in their community.

3. More patrol coverage of the city.

4. Citizens obtain first hand information on criminal activity in their community; there by, becoming more knowledgeable of programs to impact the crime.

5. Enhance the crime prevention program with a new dimension: Citizen Patrol.

Cons -

1. Potential liability to the city for the volunteer involved in the program.

2. Requires coordination and cooperation by department personnel.

3. The volunteer may not recognize their limited role and go beyond that limited authorization.

4. May give the community a false sense of security.

5. No participation by the community.

Polarized Policy Alternative - Establish a regional crime prevention unit.

Pros -

1. Expand the role capabilities of the departments crime prevention unit.

2. Networking of information, ideas and resources of various programs used by crime prevention.

3. Maximize the crime prevention practitioners time by not being confined to one community.

4. Gain the use of resources not readily available to the small crime prevention unit.

Cons -

1. Loss of department control of programs personnel.

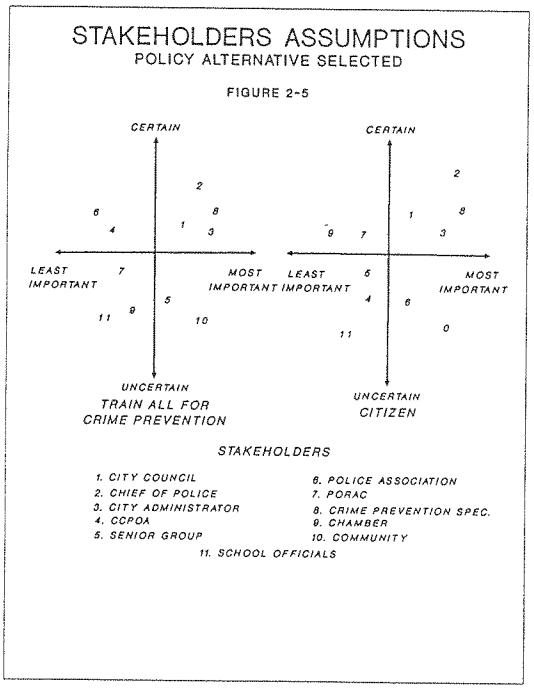
2. Not responsive to the community needs.

3. Loss of community identity in the types of programs offered.

4. Involvement will be time consuming.

5. May not be politically acceptable for the city to be in the program.

The panel members believed that both policy alternatives would be desired for implementation by the department, and could best impact the role of the crime prevention program in the following years. In preparing for the next step (negotiations) of the strategic plan the stakeholders assumptions for the two policy alternatives were plotted on a SAST MAP, Figure 2-5.



NEGOTIATION STRATEGY SELECTION

The development of negotiating strategies is the next step in the process. A key element to the successful implementation of the strategic plan is knowing how to sell the alternatives to the stakeholders. Each stakeholder assumption and need is considered by the management staff when preparing their actions for the organization strategy implementation.

Determining the key strategic points of any recommendation is essential when negotiating with the stakeholders. The strategy for selling the plan should be developed before the actual process begins. Knowing what areas of relevant concern the stakeholder will "comprise" or "not compromise" will aid in the negotiating process. Some of these areas can be identified from the stakeholder's assumptions. Here you can obtain a good idea of the stakehoder's needs and what will satisfy those needs. During this phase of the process informal, behind the scene negotiations will help to identity the stakeholder's needs and the areas which will not be compromised.

The issue of what crime prevention's role might be leading into the year 2000 have been reviewed and two policy alternatives were suggested for implementation selected. The method to be used for the actual negotiation process, to gain support for the alternatives will be a "behind the scene" type of negotiations with the stakeholders. As stated previously, the stakeholder's positions are a critical component to having successful negotiations. It is equally important that the position of the organization is also identified prior to the negotiation process. The following areas were the identified positions of the organization's management staff that would not be compromised or that may be negotiable through out the process.

AREAS THAT WILL NOT BE COMPROMISED

1. The police department management staff will have complete control of implementing the policy.

It is important to the management staff that they maintain control of the policy development and implementation. They are better qualified to determine the methods of implementation, resource allocations and quality control for the program.

2. The policy will not have a sunset clause attached to it.

The policy has to be given the chance to succeed. The management staff will need to have insurances from the power structure of the city that the policies are not scheduled to be terminated at any specific date or time.

3. Job descriptions will be developed by the police management staff.

The criteria, selection and training needs of the individuals to be used in the department's programs proposed in the two policy alternatives will have to left solely in the hands of the police department. The city's personnel department will have to work hand and hand with the police during the developmental processes for the screening and selection of the individuals who take part in the programs.

AREAS OF COMPROMISE

1. The actual number of individuals to be involved in the programs will have input from outside of the department.

There are stakeholders who may desire to have input into the development of the programs. Allowing them to take part in some aspect of the process satisfies their need for involvement. The actual number of personnel desired for the program is not a major concern of the police management staff.

2. The type of vehicle to be used for the Citizen's Patrol Program.

The type of vehicle to be used is of no major concern to the department. The only area of input by the police department is that the vehicle would not be equipped with any type of emergency equipment: siren,red/blue lights or weapons.

The stakeholders having the greatest impact on the establishment of the policy alternatives will be the City Administrator, the Police Association and the Chief of Police. Each of these entities have areas they will or will not compromise.

CITY ADMINISTRATOR - He has generally been supportive of the innovative progressive approaches the police department's management staff demonstrates, in managing the department. Historically he has not been placed into a position of needing to defend the department or himself as a result of some type of action the police department has taken. He has never been"burned" by the department, or made to look bad in the eyes of the city council. As a result of the previous actions, there is a solid trust between the City Administrator and the department's management staff.

The Citizen Patrol program alternative will be met with an open mind and with enthusiasm. When the topic is of how to get the community involved with the city crime problems, the administrator is supportive.

A concern that will have to be addressed with the City Administrator is the "liability" issue. The Citizen Patrol alternative should not place a citizen into a life threatening situations. The city must be able to minimize the as much liability exposure as possible. The City Administrator will require a complete staff report that outlines the roles and responsibilities of the participants in

the program.

The City Administrator has no concern about the time frames or the scheduled transition for the plans. He is amiable to any area as long as the city is thought of first and for most, and the program is presented in a staff report format.

POLICE OFFICER ASSOCIATION - It is the second stakeholder to be considered. The primary concern here is the board of directors. The board's primary concern will be the welfare of their members. They will be protective of future employment considerations that may be deleted as a result of the Citizen Patrol program. They will not compromise police officer positions. The association will have to be included in formulating the programs.

CITY COUNCIL - They are the last stakeholders identified as critical in the negotiation process. Being elected community officials, and having different concerns and personalities, they are difficult to judge what their position will be on the two policy alternatives. In the past, the council has been very supportive of what ever the police department proposed to improve service to the community. There is no reason to believe that their attitudes towards the department will change.

The council will always place the welfare of the community first and foremost. They will not compromise any issue that impacts the budgetary structure of the city. They will demand to have a complete staff report that outlines the policy alternatives being proposed by the department. They will not permit the community to lose police related services as a result of the departments program structures.

The first step for the preparation of the negotiation process has

been accomplished by the identification of the key stakeholders and the perceived positions and attitudes for the selected alternatives. Understanding their position allows the management staff to prepare the strategies to gain support and acceptance of the policy alternatives.

Negotiating strategies are reviewed from a broad, over all perspective. The overall strategy of the organization will be of compromise so that some settlement can be reached on the major points. This position will result in the department and the stakeholders obtaining only part of their desired goals, but overall everyone achieving a "win/win" situation.

The negotiations with the City Administrator will require that all of the data be available and the negotiator has good information and input. He is aware of the city council members and department heads needs, so negotiators must supply him with answers to possible questions. The meetings will be informal, taking place in a casual sitting and discussing the issues with as little pressure as possible. There the City Administrators position on the alternatives are discussed and the compromising takes place.

Dealing with the Police Association directors will require that their input is obtained prior to any policy implementation affecting the police officers. The board will be handled one at a time when discussing the issues. This way they are provided with information to discuss between themselves, before having a general meeting. As long as the Police Association has insurance that no police officers positions are being placed in jeopardy, they will be supportive of managements new, innovative concepts.

The City Council will be approached in much the same way as the

Police Officers Association. By meeting with each member of the council individually, the policy alternatives can be discussed with each council member and their specific concerns expressed and compromising areas agreed upon. It is important that the council does not perceive that the department is attempting to play the council against one another. They should be made aware that other council members have been given the opportunity to give input on the formulation of the policies.

The implementation plan for negotiating and selling of the proposed policy alternatives to the stakeholders provides analysis for the future negotiating processes. By using negotiating methods such as prepare, discuss, propose and bargain, the stakeholders can be brought in to an agreement for the desired policy alternative.

ADMINISTRATION AND LOGISTICS

To move forward with the strategic plan and putting it into motion all involved parties will have to have a clear understanding of the policies and their purpose. Reaching down from the highest level of the organization, the role of the citizen patrol program will be made very clear.

The first step in the program would be to develop an ad-hoc committee which is representative of every part of the organization. Here, the alternatives basic concepts are outlined and feedback obtained. A basic job outline and classification is recommended for the development of the position, responsibilities and general function within the organization.

Once the preliminary research and development of the programs have been completed, the logistic portion of the alternatives are identified and put into motion. The recommendations are sent to the

City Council for review and consideration. Here the staff report related to the programs are discussed, and questions are answered. When the programs are adopted by the council the entire operation can be put into motion, to get the organization moving towards its transition.

The city newspaper and the Crime Prevention network will be the primary source for the advertisement, testing and development of an eligibility list of acceptable candidates for the position. The Crime Prevention Specialist will provide advanced crime prevention information training to the department's field police officers. The training will be given at scheduled, in-service training classes.

The Citizen Patrol Program will be placed under the direction of patrol operations. Even though their primary concern is with preventative measures, the patrol operations supervisors can regulate their activity. The training would be administered by the station sergeant in the specified areas as identified in the program proposal and policy guidelines.

SUMMARY

In chapter two the organizations management staff has taken the first step towards meeting the challenge of the future. The evaluation of the environmental situation, the identification of the key players along with their possible attitudes towards the selected alternatives. The organization selected the policy alternatives they believe will meet the challenge of the crime prevention role by the year 2000. The organization itself was analyzed using the WOTS-UP method; the organizations mission statement was presented, and the impacts of the alternatives reviewed. The key stakeholders and their basic assumptions were identified using the SAST method plus mapping

out their positions for the central issue as well as the selected alternatives. Finally, the basic negotiation strategies for the key stakeholders was laid out and possible strategies for the negotiations identified.

CHAPTER THREE: TRANSITION MANAGEMENT

CHAPTER THREE: TRANSITION MANAGEMENT

A DESCRIPTION OF A MANAGEMENT STRUCTURE FOR A PLANNED TRANSITION OF A POLICE AGENCY

INTRODUCTION

The third segment of the futures study is to move the organization into the transition mode. The alternative policies selected in Chapter Two is the emphasis for the planned transition for the organization. Once the organization has the course it will travel, the key people of the organization, the "critical mass", are identified. Critical mass members have the influence and position to help or hinder the organization transition. They are identified, and their position analyzed to determine their commitment for the transition.

To accomplish the task of preparing for the transition, the following steps were used to analyze the organization:

A. Critical Mass Analysis.
B. Readiness, Capability Charting.
C. Commitment Planning.

In Chapter Two several stakeholders were identified for their potential impact on the central issue. They are from inside and outside of the organization. In the transition management phase of the process, the stakeholders are not necessarily the participants in the transition phase. There are persons from within the organization whom we identify as those people who can help or hinder efforts to implement the selected polices. These individuals are called the "critical mass", the primary actors in the organization frame work.

The second task in the transition is to access the "readiness and capability" of the critical mass actors. In this process the

critical mass actors are rated on a chart to determine their readiness and capabilities for change.

The final segment is to analyze the critical mass actors commitment to the changes being proposed. Each actor is analyzed to determine their current commitment and where the organization would prefer them to be and what efforts it will take to get them to the desired commitment position.

CRITICAL MASS

While stakeholders play an important role in the strategic planning process, their importance may change or they maybe completely removed during the negotiation process. There comes into play the "critical mass" group. These individuals are usually in the organizational structure and can generate enough "clout", both positive and negative to impact the strategy alternative and the organizations future. There have been six individuals identified as the Critical Mass Actors in this study. These individuals can have a significant impact on the role of crime prevention and the organization. The six critical mass actors were:

1. The Chief of Police.
2. The Administrative Services Captain.
3. The Police Association President.
4. The Patrol Operations Lieutenant.
5. The Crime Prevention Specialist.
6. The Field Services Captain.

To begin the analysis of the critical mass actors, their readiness and capability for change was determined. The bases for the criteria of the evaluation, was my personal knowledge of each of the individuals. Illustrated on Figure 3-1, the "Readiness and Capability Table" the actors were analyzed in two ways: readiness and capability. The level for each category was in terms of being:

high, medium or low.

READINESS/CAPABILITY CHART

ACTOR	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
CHIEF OF POLICE	X			X		
ADMIN. CAPTAIN		X		X		
PATROL LT.	X			X		
ASSOCICATION PRES.		X			X	
CRIME PREV. SPEC.		X			X	
FIELD SERV. CAPT.	X			X		

ACTOR'S ABBILITY WITH RESPECT TO CHANGE

FIGURE 3-1

To further evaluate the assumptions made about the critical mass actors readiness and capability, their commitment for change, using the strategy alternatives as the focal point was also completed. To aid in accomplishing this task each actor was looked at in four categories: block change, let change happen, help change, or make change happen. Each actor was placed into one of the above categories, based on the knowledge known about each one of them. There position was evaluated to determine where it (position) would be most desirable in order to achieve a successful transition. To move a desired position, there would have to be negotiations take place with the individual to obtain the move. In Figure 3-2, "Commitment Planning" the position of each critical mass actor is

shown along with the desired position to achieve the transition.

COMMITMENT PLANNING

FIGURE 3-2

O WHAT DO YOU NEED FROM THE "CRITICAL MASS"?
X WHERE DOES "CRITICAL MASS" STAND NOW ON THE CHANGE?

TYPE OF COMMITMENT

CRITICAL MASS ACTORS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE			X → O	
ADMIN. CAPT.			O →	X
PATROL LT.		X →	O	
ASSOC. PRES.		X → O		
CRIME PREV.		X →		O
FIELD CAPT.			X →	O

SOURCE: POST COMMAND COLLEGE HANDOUT

KEY ACTOR EVALUATION

To help in the commitment evaluation process of the key actors, each one of them had to be analyzed. In this process the actors position, commitment and expert involvement in the transition was reviewed.

CHIEF OF POLICE - He is the person who will be held to the highest level of responsibility and accountability for the future role of the department. It is at his level that the "buck" stops. The chief is supportive of the efforts made by the department to provide crime prevention programs to the community. He recognizes the importance of having a pro-active, innovative program. He will have to give leadership in the direction he wants the organization to move. The programs will have to conform with the guidelines he lays down. The Citizen Patrol programs and department wide Crime Prevention

training recommended are the type of functions the chief recognizes as having the potential to improve the involvement of the community. In retrospect, he has concerns with the potential of a high liability to the city resulting from the program.

He is the type of manager who requires that all of the department's "ducks" are lined up before he takes a shot. In terms of having to work with him, have the answers for the questions, have recommendations for the questions and be prepared to sell the program to the organization.

ADMINISTRATIVE SERVICES CAPTAIN - Is the person responsible for the crime prevention unit and its function. Once the chief has endorsed the policy implementation strategies, the captain will be the person to put the plan into motion. He will be placed into the driver's seat to implement the program and to see that it meets the objectives of the future role of the organization's role in crime prevention.

Open, on-going commitment will be vital. The input for decisions is one area that the administrative captain always desires. Being an analytical person, he needs a lot of information before he acts. The selection of the project's sub-structure, the group assembled to work the policy into operation, will be his function. He will select the project manager and provide the required support to the sub-structure to accomplish their task.

The captain is committed to the expansion of the department's role in crime prevention methods; using civilians as patrol observation vehicles and to take reports in the field.

POLICE ASSOCIATION - The board of directors, and especially the

president has the task of maintaining the communication link open between the management team and the rank and file personnel. The president has an open door, free flowing communication link with the chief of police. Any concerns presented by either person is easily discussed. They will be a vital part to the success of the policy strategies. Their support will be essential in order for the program to succeed.

PATROL OPERATIONS LIEUTENANT - He is the person in charge of all primary field functions. The strategies selected will be placed into motion under the direction of his personnel. The Citizen Patrol personnel will be placed at the supervisory control of the patrol operations supervisors.

The Patrol Lieutenant is a pro-active, innovative and situational type of manager. The entire operation is run with a mutual respect for the role everyone has and the expectation for the operation well defined. The addition of personnel to the operation will be met with open acceptance. Being a strong supporter of using the civilian patrol operation, the selling process will be easily accomplished. The effectiveness of the programs will be evaluated from the input received from the patrol lieutenants operation.

CRIME PREVENTION SPECIALIST - The networking of information between the organization and the community, to determine the needs for the program will fall onto the shoulders of the Crime Prevention Specialist. The locating of the necessary volunteers to fill the requirements of the citizen patrol program, plus the collections of relevant information pertaining to the program will be left to the

Crime Prevention Specialist.

The Crime Prevention Specialist is an excellent ambassador for the organization. The community, other crime prevention practioners respect the abilities, judgment and motivation of the current crime prevention specialist for new programs in the crime prevention area.

FIELD SERVICES CAPTAIN - One of the most powerful individuals in the organization and the right hand person to the chief. He is a key player to the proposed policy strategies. His influence on the entire organization makes him a vital link for success. Fortunately, this power person is also a advocate for the policies being proposed. A innovative, pro-active manager he recognizes the need for community service and meeting the challenges of the future incorporate into his everyday thought processes.

The captain is in charge of all field services operations. He will be held responsible and accountable to the chief for the success or failure of the programs. He will over see the patrol lieutenants activity and provide leadership and direction when it becomes necessary.

STRUCTURE AND CONTROL

In order to achieve a successful transition the organization's leaders will need to place personnel in the appropriate positions to insure a productive outcome. Working with and through the members of the organization, especially the individuals identified as the critical mass actors, the policy implementation process can proceed.

Any change desired to take place should have a single person to report progress to the department head, receive feedback and

have general operating control over the desired change.

A Project Manager must be designated by the department head or his designee. The project manager will be responsible to form the sub-structure within the organization and to keep them moving towards the desired outcome.

To affect the desired change, the Project Manager should be given the autonomy to make decisions and be the spokes person for the department. The management staff will be kept informed of the progress that the group is making toward the implementation of the selected alternative strategies.

RESPONSIBILITY ASSESSMENT

The various members of the organization associated with the implementation segment will have different levels of responsibility, accountability or involvement. The responsibility levels will depend on the amount of involvement, authority and influence they have in the organizations hierarchy. During the transition there will be several task required to be accomplished. Not every person has to be held responsible for all that must be accomplished, however they need to be aware of who plays what role in the different task.

A responsibility chart, Figure 3-3 is used to illustrate the different levels of responsibility for the implementation process. There are several actions listed along the left axis with the actors listed along the top horizontal axis. Each member is rated in one of four levels of responsibility: R- responsible, S- support, A- approval, I- informed. Using the responsibility chart through the process allows each participant to visualize their role in the entire transition process, plus who they can go to for information and update feedback about the program.

RESPONSIBILITY CHART

ACTIONS CONSIDERED	CHIEF OF POLICE	ADMIN. CAPTAIN	PATROL LT.	ASSOC. PRES.	CRIME PREV. SPEC.	FIELD SERV. CAPTAIN
PROCEDURE DEVELOPMENT	A	R	A	S	I	I
PROGRAM DESIGN	S	R	A	I	S	S
RECRUITMENT SCREENING	A	R	S	I	S	S
JOB DESCRIPTION	S	R	A	I	S	R
TEAM COMMUNICATION	A	R	S	S	S	S
TRAINING DEVELOPMENT	A	R	S	S	I	S
IMPLEMENTATION TIMING	A	I	I	I	R	I
AUDIT	A	I	I	I	S	R
CHANGES	S	S	S	S	S	S

R= RESPONSIBILITY (NOT NECESSARY AUTHORITY)

A= APPROVAL (RIGHT TO VETEO)

S= SUPPORT (PUT RESOURCES TOWARD)

I= INFORM (TO BE CONSULTED)

FIGURE 3-3

SUPPORTING TECHNOLOGIES

The implementation of the selected alternatives will be a time consuming, involved process. There will have to be a lot of information passed between the various people in the organization as well as the critical mass actors to accomplish the task.

To facilitate the process there will be an ad-hoc committee formed to gather information and exchange ideas. The key actors as well as a random selections of organizational members will be asked to take part in the process. Several meetings with the stakeholders, critical mass actors and members from the community will be arranged to obtain information, along with guidelines for the implementation

and transition of the organization. A task force will be used to get the program started. Here the Project Manager will be involved to assign task, form sub-committee assignments and provide feedback to the organization leadership.

The management structure will meet with the project manager to establish the guidelines for the strategies. One on one discussions can take place to express fears and concerns can be made known. The lines of responsibility, accountability and the expectations will be established so that everyone involved has a clear understanding of were the organization is heading in the future.

SUMMARY

In Chapter Three the organization takes the steps needed for the implementation of the selected strategies. The critical mass actors, their readiness and capability for change has been identified. The amount of commitment an the responsibility associated with the implementation of the strategies assigned. The structure and technologies to be used throughout the process was presented. The organization as made the move to take them into the new programs with the direction of the management staff and the efforts of the entire organization.

CONCLUSION

CONCLUSION

One function of this paper was to present a model for structuring a strategic plan for the future role crime prevention programs, and the impact on crime in their communities. To accomplish the task, the study involved the presentation of three sections: The Futures Study, Strategic Management and Transition Management.

The study suggest that to impact crime in the future, the role of crime prevention will be similar as what is practiced today. The police department will have to keep the community involved and informed on how they, the citizens, can fight crime. There is a willingness among the people in the community to be involved with the crime prevention programs offered by the police department. The key is to go out into the community and get the community moving into the right direction.

In the strategic model the researcher presents alternative programs to be introduced into the community by the crime prevention unit and the department as a whole. The alternatives suggested in the study are: a Citizen Patrol Program and the cross training of all sworn department members in crime prevention techniques. Both alternatives are aimed at keeping the community and the officers informed and involved in the role of crime prevention. The data also suggest that crime prevention can be impactful by the direct involvement of the community. It is the function of the police department to motivate the community and to help them understand their role and importance in the fight against crime.

Several independent issues relevant to the study surfaced during the research and writing of this study. Each of the

issues are worthy of future exploration and important considerations for the manager to think about as the year 2000 approaches.

The first was, Does a community really want to be involved with law enforcement's efforts to fight crime? This paper suggest that they do, however is this belief based on data or emotional belief of the crime prevention program officer? Does the community feel that they need not get involved with the problems since they pay taxes for the police to protect them?

Should the crime prevention units continue to identify themselves as "Crime Prevention Units" or should they change their title? By using the title of "crime prevention" the community may get a feeling of a false security. Could it be that the crime prevention officer has provided the community with a sense of security that may not actually be present? Why not call the program by what is actually accomplishes, the offering of "information" to the community? The program should be called "The Public Information Bureau".

How law enforcement decides to implement crime prevention programs to impact crime in the community will depend on two factors; the police agency and the community. Whether the programs are administered by the traditional program methods or by the methods discussed in this study, it is clear that the community must be involved in someway. The community must help themselves and at the same time they will be helping the police. By using the techniques of crime prevention offered by law enforcement they will be able to fight back against the tide of crime in the United States.

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APPENDIXES

APPENDIX A

CANDIDATE LIST OF TRENDS

1. Day care facilities for working parents.
2. Aging population.
3. Communications technology.
4. Computer crimes being reported to law enforcement.
5. Home security devices being use in the community.
6. Municipal governments establishing user fees for services.
7. Civilianization of law enforcement positions.
8. Traffic congestion reaches grid lock scale.
9. The role of law enforcement.
10. The role of work associations.
11. The family unity is becoming a stronger institution.
12. Increased use of volunteers in law enforcement.
13. Personal safety concerns of citizen out in the community.
14. Increase in the crime rate above that reported by the F.B.I.
15. Convenience orientated society.
16. Work force age and demographic make up change.
17. Social class separation.
18. Decline in job skill levels.
19. Law enforcement spending for services.
20. Quality of life has increased.
21. Higher amounts of disposable income.
22. Population of California increase.
23. Cost for services to the public.
24. Law enforcement duties being done by private firms.
25. Court decisions that affect working habits of law enforcement.
26. Use of robotics in the environment.

27. Planned communities increase in developers plans.

28. Number of workers doing their jobs in the home.

29. The number of vehicles stolen on a continuous increase.

30. The cellular telephones by the public.

31. The work force continues to age.

32. Level of illiteracy in the United States continues to increase.

33. Increase in the number of immigrant workers.

34. The continued influence of the pacific rim on the environment.

APPENDIX B

CANDIDATE LIST OF EVENTS

1. Social use of drugs is legalized.
2. Mass transit is developed in Southern California.
3. Auto theft is totally stopped.
4. Four - day work week.
5. Salaries are tied to the profits of the employer.
6. Free home computer terminals.
7. A 30 percent budget reduction.
8. A major earthquake strikes California.
9. Traffic congestion reaches grid lock proportion.
10. Server water shortage in California.
11. The green house affect begins.
12. Home computer work is incorporated into 70 percent of work force.
13. Employer operated day care centers.
14. Personal identification is established for all citizens.
15. Interest rates reach lowest level in 30 years.
16. Minimum wage is sit at $6.00 per hour.
17. Artificial intelligence is used in all aspects of life.
18. Electronic mail replaces manual delivery service.
19. Voice activated computers replace manual type.
20. Household incomes dip below the cost of living scale.
21. Long term health care is established and funded by the federal government.
22. There is a global depression.
23. A total police state is established.
24. A no growth policy is passed by the California governor.
25. There is no minimum wage level.

26. There is a run away inflation in California.

27. Total war breaks out in the middle east.

28. A total police strike hits California law enforcement.

29. P.O.S.T. decreases the standards for employment for peace officers.

30. No fault insurance is the law of the land.

31. Civil unrest breaks out in the United States.

32. The crime rate increases by 40 percent over the federal level.

33. A paper less work environment is created.

34. The United States has a total monetary collapse.

35. The police department uses the first robotic employee.

APPENDIX C

CAPABILITY ANALYSIS - RATING ONE

STRATEGIC NEED AREA: ROLE OF CRIME PREVENTION IN THE FUTURE

1 Superior. Better than anyone else. Beyond present need.
2 Better than average. Suitable performance. No problems.
3 Average. Acceptable. Equal to competition. Not good, not bad.
4 Problems here. Not as good as it should be. Deteriorating. Must be improved.
5 Real cause for concern. Situation bad. Crisis. Must take action.

CATEGORY:	1	2	3	4	5
MANPOWER		2.2			
TECHNOLOGY			3.0		
EQUIPMENT		2.1			
FACILITY			3.6		
MONEY			3.0		
CALLS FOR SERVICE		2.4			
SUPPLIES		2.0			
MANAGEMENT SKILLS		2.3			
P.O. SKILLS		2.2			
SUPERVISORY SKILLS		2.2			
TRAINING		2.0			
ATTITUDES	1.9				
IMAGE	1.6				
COUNCIL SUPPORT		2.2			
CITY MGR. SUPPORT		2.0			
SPECIALTIES			3.4		
MGT. FLEXIBILITY		2.2			
SWORN/NON-SWORN RATIO			3.0		
PAY SCALE			3.0		
BENEFITS			3.1		
TURNOVER			3.4		
COMMUNITY SUPPORT			2.0		
COMPLAINTS REC'D	1.8				
ENFORCEMENT INDEX		2.0			
TRAFFIC INDEX		2.0			
SICK LEAVE RATES	1.5				
MORALE		2.3			

APPENDIX D

CAPABILITY ANALYSIS: RATING TWO

STRATEGIC NEED AREA: ROLE OF CRIME PREVENTION IN THE FUTURE

1 Custodial	Rejects Change
2 Production	Adopts To Minor Changes
3 Marketing	Seeks Familiar Change
4 Strategic	Seeks Related Change
5 Flexible	Seeks Novel Change

CATEGORY:	**1**	**2**	**3**	**4**	**5**
TOP MANGERS:					
Mentality Personality			3.5		
Skills/Talent			3.8		
Knowledge/Education				4.0	
ORGANIZATIONAL CLIMATE:					
Culture/Norms			3.0		
Rewards/Incentives		2.4			
Power Structure		2.4			
ORGANIZATION COMPETENCE:					
Structure		2.6			
Resources		2.8			
Middle Management		2.6			
Line Personnel		2.2			

APPENDIX E

CANDIDATE STAKEHOLDER LIST

1. Chief Of Police
2. Police Association
3. City Council
4. Community Residents At Large
5. Senior Citizens Groups
6. Crime Prevention Specialist
7. California Crime Prevention Officers Association (CCPOA)
8. National Crime Prevention Coalition
9. Block Captains Group
10. Cal Chiefs Association
11. City Administrator
12. City Planning Department
13. Redevelopment Agency
14. School Officials
15. San Bernardino County Chief's Association

APPENDIX F

RATING SHEET FOR POLICY DELPHI
(*MEDIAN RATINGS ARE SHOWN)

ALTERNATIVE 1: **CHANGE CRIME PREVENTIONS TASK DESCRIPTION**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 5
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 2: **DEVELOP CITIZEN PATROL PROGRAM**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 6
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 3: **CITIZENS ATTEND PLAN REVIEW MEETING**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 5
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 4: **ALL DEPARTMENTAL PERSONNEL GET 24 HOUR CRIME PREVENTION TRAINING**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 4
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 5: **DEVELOP CRIME PREVENTION PROGRAMS TO MEET DEMOGRAPHIC CRIME ACTIVITY NEEDS**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 4
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 6: **EXPAND THE POLICE ASSISTANT PROGRAM**

FEASIBILITY	DF	PF	PI	DI	SCORE= 6
	(3)	(2)	(1)	(0)	
DESIRABILITY	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

ALTERNATIVE 7: **ESTABLISH REGIONAL CRIME STATISTIC COMPUTER**

FEASIBILITY	DF	PF	PI	DI	SCORE= 4
	(3)	(2)	(1)	(0)	
DESIRABILITY	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

ALTERNATIVE 8: **ESTABLISH A HOUSING IMPROVEMENT TASK FORCE**

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

ALTERNATIVE 9: **INCREASE STAFFING LEVEL OF CRIME PREVENTION**

FEASIBILITY	DF	PF	PI	DI	SCORE= 4
	(3)	(2)	(1)	(0)	
DESIRABILITY	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

ALTERNATIVE 10: **ESTABLISH A DIRECTED PATROL STRIKE FORCE**

FEASIBILITY	DF	PF	PI	DI	SCORE= 4
	(3)	(2)	(1)	(0)	
DESIRABILITY	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

ALTERNATIVE 11: **INSTALL MDT SYSTEM INTO POLICE UNITS**

FEASIBILITY	DF	PF	PI	DI	SCORE= 4
	(3)	(2)	(1)	(0)	
DESIRABILITY	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

ALTERNATIVE 12: **ESTABLISH AD-HOC COMMITTEE TO DISCUSS CRIME PREVENTION NEEDS**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 4
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 13: **RECOMMEND THAT P.O.S.T. BEGIN A VOLUNTEER TRAINING PROGRAM FOR CITIZEN PATROL CONCEPTS**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 5
DESIRABILITY	DV (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 14: **ESTABLISH A REGIONAL CRIME PREVENTION UNIT**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 4
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

ALTERNATIVE 15: **DO NOTHING AT ALL "STATUS QUO"**

FEASIBILITY	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 5
DESIRABILITY	VD (3)	D (2)	U (1)	VU (0)	

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* Total score is obtained by adding FEASIBILITY score to DESIRABILITY score.

DEFINITIONS OF TERMS

FEASIBLITY:

DF - Definitely Feasible	No hindrance to implementation. No R&D required. No political roablocks. Acceptable to the public.
PF - Possibly Feasible	Indication this is implementable. Some R&D still required. Further consideration to be given to political or public reaction.
PI - Possibily Unfeasible	Some indication unworkable. Significant unanswered questions.
DI - Definitely Unfeasible	All indications are negative. Unworkable, cannot work.

DESIRABILITY:

VD - Very Desirable	Will have positive effect and little or no negative effect. Extemely beneficial. Justifiable onits own merits.
D - Desirable	Will have positive effect, negative effects are minor. Beneficial. Justifiable as a by-product or in conjunction with other items.
U - Undesirable	Will have a negative effect. Harmful. May be justified only as a by-product of a very desirable item.
VU - Very Undesirable	Will have a major negative effect. Extremely harmful.

APPENDIX G

POLICY ALTERNATIVES

1. Change the current crime prevention job classification to include crime analysis functions.

2. Develop a volunteer, citizen patrol program to enhance the crime prevention opportunity for the community to get involved.

3. Invite citizens to the weekly meetings of the city's plans review committee.

4. All members of the department will be required to have 24 hours of advanced crime prevention program training.

5. Develop a demographic profile of the community. Identify the various types of crime prevention programs necessary to meet the needs of the community.

6. Increase the number of civilian Police Assistants working in the department.

7. Establish a regional crime prevention / crime analysis unit.

8. Establish a Housing Improvement Task Force to address identified problems with the housing stock in the community.

9. Increase the staffing levels of the crime prevention unit, and change the name to "Community Information".

10. Establish a "Directed Patrol Strike Task Force" to address identified crime problems.

11. Obtain state of the art computer equipment for the police unts (MDT'S).

12. Esttablish an ad-hoc committee comprised of community and police members to discuss the future needs of the crime prevention program.

13. Recommendation to P.O.S.T. they creat a citizen patrol training program.

14. Establish a regional crime prevention unit.

15. Do nothing. This is always an alternative to any problem.