EXTERNAL INFLUENCE UPON CRIME PREVENTION IN LARGE CALIFORNIA POLICE DEPARTMENTS BY THE YEAR 2000

by

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COMMAND COLLEGE CLASS IX
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA
1990

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PART I - A FUTURES STUDY

What will be the extent of external influence upon crime prevention programs offered by large police departments in California by the year 2000?

PART II - STRATEGIC MANAGEMENT

The development and implementation of a strategic management plan to assist large California police departments in providing successful crime prevention programs.

PART III - TRANSITION MANAGEMENT

The development of a plan to successfully manage the transition to external influence upon crime prevention programs in large California police departments.

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Abstract

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Abstract

The study consists of three parts: a futures study on the external influence upon crime prevention programs of large California police departments by the year 2000; a model strategic plan; a transition management plan for large police departments. Literature search, interviews and nominal group forecasted five trends: private communities formed for safe neighborhoods, government funding of crime prevention, ethnic advisory committees, private industry funding crime prevention, and Neighborhood Watch groups patrolling neighborhoods. High probability events were: consolidation of City/County government, taxes levied for crime prevention, school/community/business/police unity, community advisory board and educational programs in schools, community and businesses to reduce serious crimes. Scenarios were developed. The model strategic plan includes generic concepts and specific implementation systems. The transition management plan presents a feasible management structure and process for implementation. Demographic data, forecasting results; graphs and tables, additional data; instruments in appendices, endnotes and bibliography are included.

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EXECUTIVE SUMMARY

Historically, the role of the police is to enforce the laws. Efforts to reduce crime have been frustrating to the police and the community which they serve. In the early 1970s, large police departments throughout California planned and developed crime prevention programs through police and community involvement. Community participation has been, and continues to be, very low. Police officials see their role as developing and providing crime prevention programs and services. Existing programs are eliminated or revised and new ones developed by police staffs based on their perception of the needs of the community.

The focus of this monograph is to specifically answer the question, "What will be the extent of external influence upon crime prevention programs offered by large police departments in California by the year 2000?" Using background information as a foundation, futures research methodologies were used to evaluate changes affecting the issue. Future trends and events that could impact the issue of external influence upon crime prevention programs were forecasted. Three future scenarios were created. One scenario has been selected as desirable and attainable from community and police perspectives.

To reach the desired future, a strategic plan was developed. Techniques were used to identify threats and opportunities to the plan and the strengths and weaknesses of the police department. The study identified and analyzed groups and individuals known as stakeholders who have a special interest in the desired future. An implementation plan was used including negotiation strategies to gain stakeholder support.

Finally, a transition plan was created to advance from the present state to the desired future state. Members of the critical mass are analyzed in terms of their level of commitment to the success of the plan. A transition team was formed consisting of police representatives and members of the community. Responsibility charting identifies their roles during the transition period. A process to monitor and evaluate the program was established.

This study will provide a formula to large police departments for the future success of crime prevention programs. It suggests that police officials look to active community input into crime prevention in the future.

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INTRODUCTION

Historically, the role of police departments is to enforce laws. Police departments' response to crime and community concerns has been, and continues to be, reactive. Techniques such as preventive patrol and foot beats have been the primary method of preventing crime. Community involvement is insufficient and, traditionally, not advocated by large police departments.

Efforts to reduce crime have been frustrating for the police and communities. Citizens are upset with the police when crime increases. When approached with community concerns, police officials respond with more enforcement action. This does not impact the reduction of crime.

By the early 1970s, California police officials realized that law enforcement was reactive to crime. They began to understand that their role was not restricted to action after the fact. It was recognized that if the increases in crime were to be halted and reversed, positive action was necessary. The community was identified as an important component of this effort.

Desire, ability and opportunity were identified as necessary elements for a crime to occur. The need for communities to be actively involved in crime prevention efforts was identified. Crime prevention involves public education, awareness and involvement. Large police departments throughout California began planning and developing crime prevention programs through police

and community involvement. The goal is to reduce crime by eliminating the opportunity for crime to occur.

This was a new concept for the community and police employees, and the community was suspicious. There was a general feeling that the police wanted to use crime prevention as a guise to get into their homes and spy on people. Police employees supported the old practices of enforcement and did not view crime prevention as their role. Despite these reservations, crime prevention programs were established in large police departments throughout California.

Neighborhood Watch was, and continues to be, the cornerstone of crime prevention. It was developed to reduce residential burglaries and now includes reporting drug and gang activity. Crime prevention's goal is to organize citizens into small neighborhood groups to assist the police in reducing crime.

Over the past twenty years, crime prevention programs have been a part of large police departments. Old programs have been eliminated or modified. New ones have been developed such as auto theft prevention and drug and gang awareness.

Crime prevention units are not a high priority in large police departments. During difficult budget times, crime prevention programs are susceptible to budgetary cuts. Due to their already low budgetary status, crime prevention units are unable to meet the requests for presentations. They continue to be understaffed and underfunded.

Generally, community participation is extremely low. The various crime prevention programs offered are requested by a small

percentage of the city's total population. People in the affluent areas do not feel they need the information. People in low income neighborhoods are suspicious of the police, are not aware of the programs or do not see the value.

Police officials see their role as developing and providing crime prevention programs and services. They have defined community involvement as citizens participating in crime prevention programs. Existing programs are eliminated or revised and new ones developed by police staffs based on their perception of the needs of the community. Crime statistics are the basis for the majority of the programs. Police officials have been reluctant to accept community input. They feel they are the experts in the field.

Large communities throughout California are resistant to police departments' crime prevention programs. While there will be continued sporadic participation, the majority of residents and business owners do not "buy-in" to the police concept. The specific needs of communities are not being addressed. Upper, middle and low income neighborhoods, ethnic and business communities, schools, and churches have concerns which need to be heard. This makes it extremely difficult to get communities to participate in crime prevention programs. To be successful, it is essential that crime prevention programs be evaluated, revised and developed based on the changing but specific needs of the community.

The purpose of this research project is to focus on the extent of external influence upon crime prevention programs offered by

large police departments in California by the year 2000. The study will examine the role between large police departments and communities related to this issue.

In this project, a large Northern California police department will be studied. It will be identified as the Capitol Police Department.

Crime prevention is defined as a program to reduce crime through police/community involvement. It is directed at the prevention of crime through the reduction of opportunity. Its goal is to deter crime through community cooperation in identifying and eliminating conditions that provide the opportunity for criminal activity. Crime prevention programs provide information on preventable crimes such as burglary, robbery, rape, shoplifting, and gang and drug activity.

Through the use of futures research, this project will identify trends and events which are relevant to the issue. Scanning of literature will develop past, present and future sub-issues. In addition, structured interviews will be conducted with crime prevention specialists from large California police departments to determine community influence into their crime prevention programs. The existence of community crime prevention boards will be determined. How new crime prevention programs are developed will be identified. Methods used to solicit ideas for new crime prevention programs will be collected.

A Nominal Group Technique panel will develop candidate trends and events. They will select the final trends and events. The

impact of the final events on each other and the final trends will be studied. The "actor" events and "reactor" trends and events will be identified. Three scenarios will be developed using data collected in the literature scan, interviews and Nominal Group Technique. One will be selected for strategic and transition management.

A strategic management plan will be prepared. The objective will be to make the selected scenario come true. A panel of police supervisors will meet and access the issue and the case study police department. A WOTS UP analysis will be done examining the scenario's trends and events in terms of the threats and opportunities they present to the issue. The department's internal strengths and weaknesses will also be analyzed.

A list of stakeholders will be prepared. They will be people and groups who impact or are impacted by what is being done or care about what is being done. Key stakeholders will be identified. At least one snaildarter will be identified, and the Strategic Assumption Surfacing Technique will be used.

Strategic alternatives to the policy issues will be created. The feasibility and desirability of each will be determined. They will be reduced to the two highest and one lowest rated alternatives. The policy to be implemented will be the one that will help set the desired direction for the future. Macro-mission and Micro-mission statements will be developed. The Macro-mission statement will be basic to the Capitol Police Department. The Micro-mission statement will relate to the futures issue.

An implementation plan will be developed. A stakeholders analysis will be done identifying their position on the plan. Negotiable and non-negotiable points will be identified. An appropriate negotiation strategy will be used.

A transition management plan will be developed to proceed from the present to the desired future. The critical mass will be identified and a commitment plan prepared. Responsibility charting will be done to define the performances necessary to execute important assignments, acts and decisions. The management structure for transition management will be identified.

PART I

WHAT WILL BE THE EXTENT OF EXTERNAL INFLUENCE UPON CRIME PREVENTION PROGRAMS OFFERED BY LARGE POLICE DEPARTMENTS IN CALIFORNIA BY THE YEAR 2000?

The first objective of this research study is to examine the general issue through the use of futures research methodologies. The scanning process identified related forerunner issues, present emerging sub-issues and potential sub-issues that could emerge in the designated future of this study. The issues and sub-issues identified were explored. Exact sub-issues of the general issue were selected for study. Related literature was reviewed for an evaluation of the issue. Structured interviews about crime prevention were done with representatives from ten large California police departments. The Nominal Group Technique was used to forecast trends and events and to conduct a cross-impact analysis. This process resulted in three futures scenarios.

SCANNING PROCESS

To understand the issue, one must survey past, present and future issues and sub-issues which may affect it. A review of germane data on community participation in crime prevention has generated the following associated past issues:

1. What effect did the increase in population in large cities have on police departments' crime prevention programs?

2. What demands for police services have been made by the public?
3. Why has there been a lack of community input into crime prevention programs?
4. What effect has the increased diversity of the population had on large police departments?
5. What demands have been put on large police departments with the rapid growth of business and housing developments?

Review of the background portion of this study demonstrates that these issues continue to be pertinent. While large police departments in California have established crime prevention units, there has been an enormous lack of community influence into the development of the programs. The increase and diversity of populations in large cities in California along with rapid commercial and residential developments did not open lines of communications to address community concerns for crime prevention.

Following the review of past issues, data was reviewed to identify present emerging sub-issues which have an impact on this study. The following sub-issues were identified:

1. Will large police departments accept community input into crime prevention programs?
2. Will large police departments continue to be reactive when developing and offering crime prevention programs?

3. How will large police departments respond to the public demand for pertinent crime prevention programs?
4. Are large police departments allocating enough money to crime prevention?

Upon completing the examination of past issues and present sub-issues, future sub-issues which may arise by the year 2000 were considered. The significance of future sub-issues were assessed based on their potential impact on the development of futures scenarios. The following future sub-issues were identified:

1. What will be the future financial and manpower constraints on large police departments?
2. Will special taxes be levied to support crime prevention programs?
3. Will ethnic minorities demand culture-related crime prevention programs?
4. Will large police departments redefine crime prevention concerns based on neighborhood perspectives?

Examining past issues and emerging present and potential future sub-issues, three specific sub-issues related to the general issue were developed for the purpose of this study. They are:

1. What level of community influence upon crime prevention programs will be used by large police departments in California by the year 2000?
2. What level of private industry influence upon crime prevention programs will be used by large police departments in California by the year 2000?
3. What level of public and private school influence upon crime prevention programs will be used by large police departments in California by the year 2000?

"Level of influence" refers to the amount of participation large police departments will use from businesses, schools, and community residents and organizations in determining what crime prevention programs will be developed and provided. "Community" includes residents, community based organizations, churches, social service organizations, and non-profit organizations.

STUDY DATA

Literature data. Scanning of literature relative to the issue was done to develop a background evaluation of past, present and future issues and sub-issues related to external influence upon crime prevention programs. The social, technological, environmental, economic, and political (STEEP) issues were reviewed for pertinent information associated with crime prevention. Numerous newspapers, books, law enforcement related publications, and futures magazines contained material related to the general

issue. Four publications and one newspaper article provided useful information during the scanning process. Information from these five sources are referred to below.

George B. Sutherland examines the resistance of communities to take responsibility for crime management. He identifies community control as the necessary element to suppress deviant criminal activity. He concludes community control can be accomplished through the community partnership with crime prevention units.[1]

Dan A. Lewis, Jane A. Grant, and Dennis P. Rosenbaum analyze the activities of community groups in Chicago establishing crime prevention programs. They provide an evaluation of each groups' successes and failures in reducing neighborhood crime, and the groups' relationship with the police department.[2]

Richard Cohen addresses the priority of crime prevention in America. He parallels crime to industries such as auto and steel. He discusses the costs related to protection from crime such as security hardware for homes and security guards. He writes about the psychological costs that comes with the fear of crime. He surmises that citizens must make crime prevention the number one enterprise in the United States.[3]

S.W. Greenberg discusses approaches to crime prevention. He asserts that they must be tailored to the community. He acknowledges that collective crime prevention approaches are more difficult to establish in lower income, mixed neighborhoods. Residents generally fear and mistrust each other, and there is a

low rate of participation in formal structures. He notes that crime prevention must reflect the social formation of neighborhoods.[4]

R.R. Bennett and S. Baxter address police and community participation in crime prevention. They maintain that it is imperative for successful crime prevention programs to take the needs of the community into consideration when developing programs. Although most police departments develop programs based on the department's perspective of community issues, there must first be an assessment of community needs from the community's perspective. Bennett and Baxter think that there must be scheduled surveys of residents so that changing community concerns can be addressed to maintain interest.[5]

The five sources emphasize that crime prevention is a high priority, and citizens must make it a top concern. It stresses there must be a partnership between communities and police departments to reduce crime. Crime prevention needs to reflect the social and ethnic makeup of the community. To be successful, police departments must assess community needs from the community's perspective and do surveys to identify changing community concerns.

Interviews with representatives from large police departments were done to determine present procedures used for crime prevention. Areas addressed included types of crime prevention programs offered, community involvement in developing crime prevention programs, and methods used to evaluate community response to the programs.

Interview data. Structured interviews were conducted with representatives from ten large California police departments having expertise in the field of crime prevention. Those people interviewed were commanders of their department's crime prevention unit or knowledgeable of the operation of the unit. (Appendix A) The interviews were conducted over the phone and consisted of seven questions related to the issue and three sub-issues. (Table 1) (Appendix B)

TABLE 1 INTERVIEW SURVEY OF TEN LARGE CALIFORNIA POLICE DEPARTMENTS' CRIME PREVENTION EXPERTS

QUESTION / AGENCY	1 # OF PROGRAMS	2 COMMUNITY INPUT	3 C.P. BOARDS	4 SOLICIT IDEAS EXTERNAL	5 IMPLEMENT NEW PROGRAMS	6 EVALUATE RESPONSE	7 POPULATION IMPACT
ANAHEIM	10	YES	NO	YES	YES	NO	YES
FRESNO	9	NO	NO	NO	YES	NO	YES
LONG BEACH	12	NO	NO	NO	YES	NO	YES
LOS ANGELES	10	NO	NO	NO	YES	YES	YES
OAKLAND	10	YES	NO	YES	YES	NO	YES
RIVERSIDE	10	NO	NO	YES	YES	YES	YES
SAN DIEGO	8	YES	NO	NO	YES	YES	YES
SAN FRANCISCO	9	YES	YES	YES	YES	NO	YES
SAN JOSE	15	YES	NO	NO	YES	YES	YES
SANTA ANA	9	NO	NO	NO	YES	YES	NO

The respondents were first asked: How many main crime prevention programs does your department have and the types? Four departments have ten programs. One department has eight, and one has fifteen. All of the departments have Neighborhood and Business

Watch, personal safety programs, and safety fairs. Nine have a drug awareness program in the schools, and seven have a gang awareness program in the schools. Eight departments have a drug and gang awareness program for the community. Three departments have programs unique to their area. Two have an earthquake preparedness program, and one has a program for the military.

The second question was: Does your community have input into your department's crime prevention program? Five said yes, and five said no. The five which have community input receive it mainly through Neighborhood Watch groups. One department also receives input at community meetings. The five respondents said the input has minimal effect on their programs due to lack of manpower and funding.

The third question was: Does your city have any community crime prevention advisory committees? Nine of the cities do not. One of these nine cities had one which went defunct due to a lack of community interest. One city has crime prevention councils independent of the department in their sub-station districts. Department crime prevention people meet with them to address community concerns.

The fourth question was: What methods are used to solicit and develop new crime prevention programs? Six departments use internal means. They include direction from the chief and the management staff, officers, and members of the crime prevention unit. Crime statistics are an integral part of new program development. The other four departments use the same internal

methods and limited community assistance. These departments consider suggestions from Neighborhood Watch groups.

The fifth question was: How are new crime prevention programs implemented in your city? All of the departments have some method which is used to promote and start new programs. One department informs people who call the crime prevention unit. The most common methods used by the other nine departments are Neighborhood Watch groups, a newsletter, and public service announcements, in addition to informing people who call their crime prevention unit.

The sixth question was: Do you evaluate community response to your crime prevention programs? Five of the departments do evaluations. Two of these departments use as a guide crime statistics, requests for presentations, and the number of people who attend the presentations. Two hand out questionnaires at presentations. One uses crime statistics.

The final question was: How has the change in your city's population has impacted your crime prevention programs? Eight said it has. The primary impact on these departments was the lack of increase in the crime prevention staff to keep up with the population increase. Five of the departments identified a language barrier as another major problem due to the increase in Hispanics and/or Southeast Asians populations in their cities.

The interviews indicate that police departments generally have structured crime prevention programs such as Neighborhood Watch and personal safety. Five of the departments receive community input into their crime prevention programs. However, the input is

minimal and largely ineffective. Few departments seek community assistance in program development, and this is very limited. The implementation of new programs is done mainly through existing Neighborhood Watch groups. Half of the departments evaluate community response to their crime prevention programs. Crime statistics are the most common indicator.

FORECASTING PROCESS

Nominal Group Technique. A Nominal Group Technique panel consisting of nine persons convened for trend and event forecasting. (Appendix C) The panel consisted of representatives from law enforcement, community-based organizations, the business community, an insurance agency, schools, and the low income community. All participants had knowledge of and/or interest in the issue. The standard Nominal Group Technique was used. The panel identified candidate trends and events and selected five final trends and events for futures forecasting. A Cross-Impact Analysis was conducted by the panel using the final trends and events.

Before the Nominal Group meeting, each participant was sent a letter identifying the purpose of the meeting, the issue to be considered, and their role. They were also provided with background information about the issue. This included the three sub-issues, a sample of candidate trends and events, and current crime prevention programs offered by the police department. (Appendix D)

At the meeting, the panel was briefed on the Nominal Group Technique method. They were instructed to individually develop ideas to forecast candidate trends and events which were significantly related to the issue.

The participants were asked to forecast candidate trends defined as a consistent pattern of events over time which might impact the issue. They developed twenty-seven trends which they felt had the greatest significance to the issue. (Appendix E) After a discussion of each trend, the panel individually rated their choice for the five most pertinent trends related to the issue and sub-issues on a scale of 1 to 5. The first vote reduced the list to nine trends. After a discussion of the remaining nine trends, a second vote was taken which resulted in the final five trends:

1. Level of private communities formed for private security-safe neighborhoods - Neighborhoods have their streets declared private by the City Council in order to hire private security due to increased crime and a reduction of police services. Residents pay for security services.
2. Level of government funding of crime prevention programs - A State agency grants and distributes State and Federal monies designated for crime prevention programs to large police departments.
3. Level of advisory committees representing ethnic communities - Ethnic communities feel ignored by police

departments. Advisory committees comprised of ethnic minorities are formed to work with the police to see that their community's needs are met.

4. Level of private industry funding of crime prevention programs - Private industry includes businesses which have 25 employees or more and are within the City limits and developers who have responsibility for business and residential developments within the City limits.

5. Level of Neighborhood Watch groups patrolling their neighborhoods - Due to the reduction of police services, Neighborhood Watch groups assume the role of a patrol officer by patrolling the streets in their area.

The final five trends were evaluated by the panel based on their personal knowledge and group discussion. They estimated the level of each trend five years ago, at present, five years into the future, and ten years into the future. The participants rated the trends on what the trends "will be" and what they felt the trends "should be" (desirable) in five and ten years. Using a value of 100 for today, the participants independently rated all five trends. The median of the panel response was used in determining the numerical rating. (Table 2)

TABLE 2 TREND EVALUATION

TREND STATEMENT		LEVEL OF THE TREND (Ratio Today = 100)			
		5 YEARS AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
LEVEL OF PRIVATE COMMUNITIES FORMED FOR PRIVATE SECURITY - SAFE NEIGHBORHOODS	T-1	30	100	130* / **110	150* / **125
LEVEL OF GOVERNMENT FUNDING OF CRIME PREVENTION PROGRAMS	T-2	60	100	140* / **150	160* / **180
LEVEL OF ADVISORY COMMITTEES REPRESENTING ETHNIC COMMUNITIES	T-3	30	100	150* / **180	175* / **200
LEVEL OF PRIVATE INDUSTRY FUNDING OF CRIME PREVENTION PROGRAMS	T-4	10	100	125* / **150	150* / **175
LEVEL OF NEIGHBORHOOD WATCH GROUPS PATROLLING THEIR NEIGHBORHOODS	T-5	40	100	120* / **110	160* / **120

MEDIAN RESPONSE OF NGT PANEL USED FOR SCORING

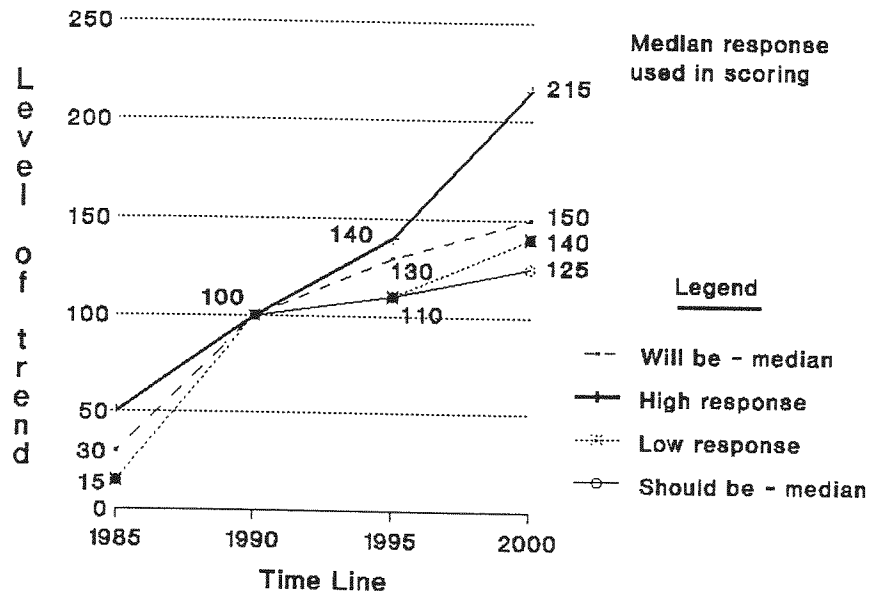
* WILL BE
** SHOULD BE (DESIRABLE)

The final five trends for analysis were:

* <u>T-1 Level of private communities formed for private security - safe neighborhoods</u> - The consensus of the panel was that the level of neighborhoods which had their streets declared private by the City Council was very low five years ago. This trend was projected to increase through the year 2000. They projected the "will be" level at 130 by 1995, and 150 by 2000. The high response was 140 by 1995, 215 by 2000; low response 110 by 1995, 140 by 2000. The panel speculated that neighborhoods will opt for private security to reduce crime and establish safe neighborhoods.

The panel thought this phenomenon should occur at a slower rate than the "will be." They projected the desirable level to be lower at 110 by 1995, and 125 by 2000. (Chart 1)

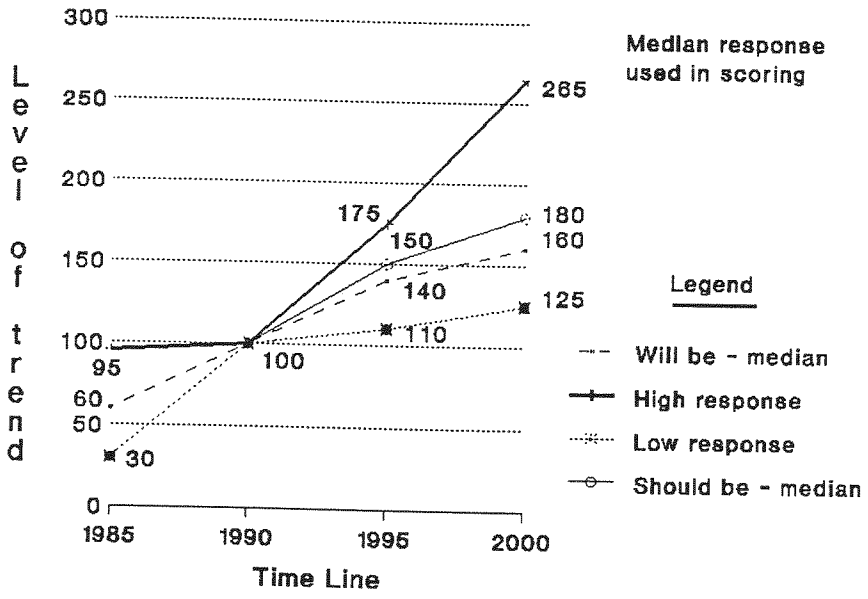
CHART 1 LEVEL OF PRIVATE COMMUNITIES FORMED FOR PRIVATE SECURITY - SAFE NEIGHBORHOODS



* T-2 Level of government funding of crime prevention programs - The panel felt the level of government-funded crime prevention programs was somewhat less five years ago than today. This trend was projected to increase through the year 2000. They projected the "will be" level at 140 by 1995, and 160 by 2000. The high response was 175 by 1995, 265 by 2000; low response was 110 by 1995, 125 by 2000. The panel surmised that a special crime prevention support agency will be established. It will distribute Federal and State monies in the form of grants with less restrictions. The monies will be designated solely for new and existing crime prevention programs which cannot be funded by police departments.

Panelist felt this should occur at a faster rate as many police departments are unable to meet the needs of the community. They projected the desirable level to be higher at 150 by 1995, and 180 by 2000. (Chart 2)

CHART 2 LEVEL OF GOVERNMENT FUNDING OF CRIME PREVENTION PROGRAMS

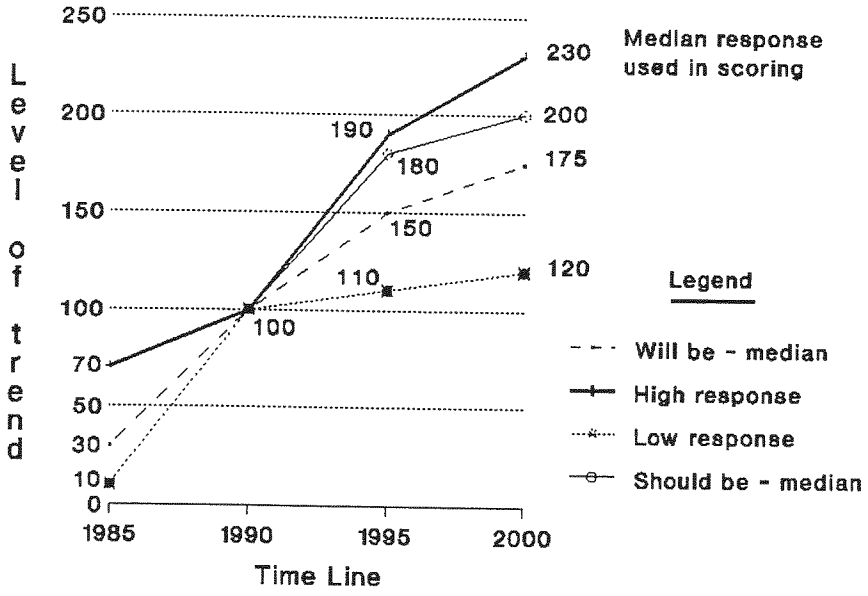


* T-3 Level of advisory committees representing ethnic communities - The panel felt the existence of ethnic advisory committees was very low five years ago. This trend was projected to increase through 2000. They projected the "will be" level at 150 by 1995, and 175 by 2000. The high response was 190 by 1995, 230 by 2000; low response 110 by 1995, 120 by 2000. The panel theorized there will continue to be heavy immigration of ethnic groups into California. They will demand police services. The

panel felt ethnic community needs can best be met through the establishment of advisory committees. The panel believed ethnic communities will demand that crime prevention programs address their needs.

The panel felt ethnic communities' demands must be recognized. They believed advisory committees should be formed and recognized at a faster rate. Panelists projected the desirable level to be higher at 180 by 1995, and 200 by 2000. (Chart 3)

CHART 3 LEVEL OF ADVISORY COMMITTEES REPRESENTING ETHNIC COMMUNITIES

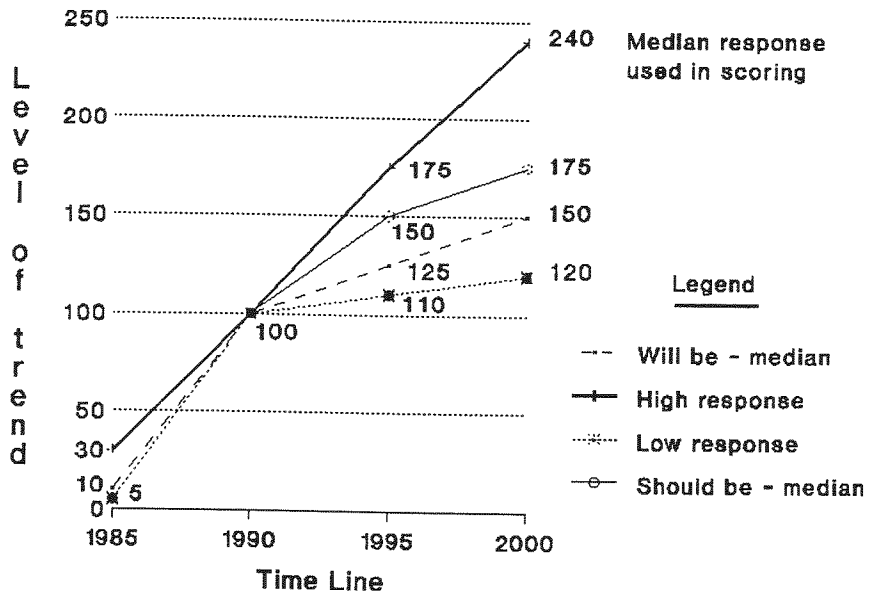


* T-4 Level of private industry funding of crime prevention programs - The panel felt that private industry funding crime prevention programs was sporadic five years ago. This trend was projected to increase through the year 2000. They projected the

"will be" level at 125 by 1995, and 150 by 2000. The high response was 175 by 1995, 240 by 2000; low response was 110 by 1995, 120 by 2000. The panel felt crime prevention programs have faced a lack of funding from their departments due to budget problems. Monies needed to provide adequate staffing, materials, and equipment has been very limited by budget constraints.

The panel thought private industry will recognize the industry's role in the community and the importance of working together with the police to provide a safe community. They felt the funding should occur sooner. They projected the desirable level to be higher at 150 by 1995, and 175 by 2000. (Chart 4)

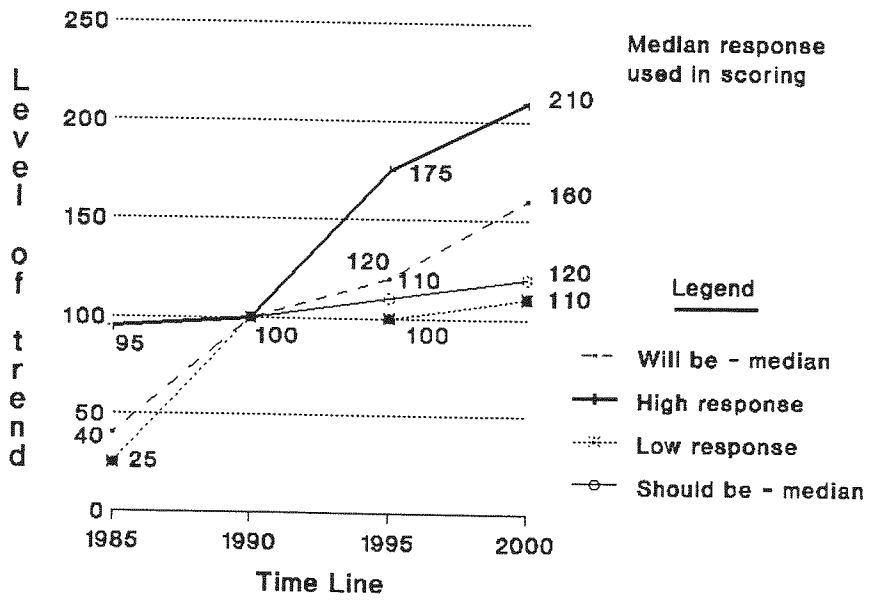
CHART 4 LEVEL OF PRIVATE INDUSTRY FUNDING CRIME PREVENTION PROGRAMS



* <u>T-5 Level of Neighborhood Watch groups patrolling their neighborhoods</u> - The consensus of the panel was that the level of Neighborhood Watch groups patrolling their neighborhoods was very low five years ago. This trend was projected to increase through the year 2000. They projected the "will be" level at 120 by 1995, and 160 by 2000. The high response was 175 by 1995, 210 by 2000; low response was 100 by 1995, 110 by 2000. The panel felt there will be a continued increase in calls for police services. The delay in response time of officers to calls will increase. They believed these groups will take a limited, non-enforcement role of patrol officers by patrolling the streets in their neighborhoods.

The panel felt residents will be less inclined to function in this role because of the potential danger involved. They believe this should occur at a slower rate. They projected the desirable level to be lower at 110 by 1995, and 120 by 2000. (Chart 5)

<u>CHART 5</u> LEVEL OF NEIGHBORHOOD WATCH GROUPS PATROLLING THEIR NEIGHBORHOODS



The participants were asked to forecast candidate events. Events are a single occurrence verifiable in retrospect which might impact trends and the issue. The panel developed fifteen candidate events which they felt had the greatest significance to the issue. (Appendix F) After a discussion of each event, the panel individually rated their choice for the five most pertinent events related to the issue and sub-issues on a scale of 1 to 5. The first vote reduced the list to seven events. After a discussion of the remaining seven events, a second vote was taken which resulted in the final five events:

1. Consolidation of city/county government - The City and County merge into one metropolitan city providing police services under one government agency.
2. Special taxes levied to support crime prevention programs - Crime prevention funding is limited due to decreased police department budgets. Crime prevention services are reduced. Special taxes support crime prevention programs.
3. School, community, business, police unity - Schools, the community, businesses and the police work together to provide safety fairs, crime prevention workshops and anti-drug/gang rallies.

4. Community advisory board on police issues formed - A single, citywide advisory board on police issues is formed. Members represent various segments of the community.

5. Implementation of educational programs in schools, community, and businesses to reduce level of serious crime - Crime prevention programs are developed and provided to reduce serious crime. Training is provided to students, teachers and staff, residents, and employees within the City limits.

The final five events were evaluated by the panel based on their knowledge and on group discussion. They rated each event on the year of the probability of the event would first exceed zero and the percent of the probability the event occurring five years from today and ten years from today. They then rated the positive and negative impact on the issue if the event occurred separately on a scale of 0 to 10. The median of the panel response was used for each event level to determine the numerical rating. (Table 3)

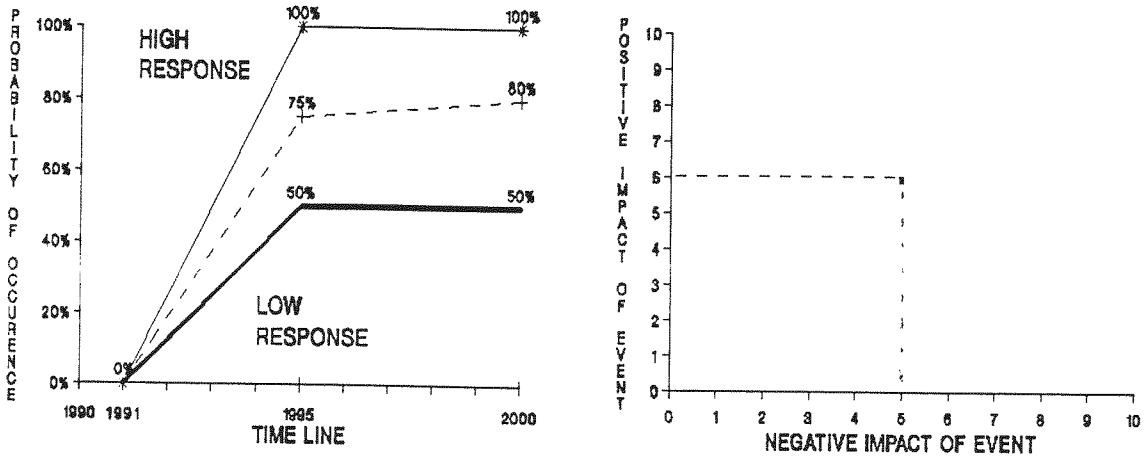
TABLE 3 EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	YEAR THAT PROBABILITY FIRST EXCEEDS ZERO	FIVE YEARS FROM NOW (0 - 100)	TEN YEARS FROM NOW (0 - 100)	POSITIVE	NEGATIVE
E-1 CONSOLIDATION OF CITY/COUNTY GOVERNMENT	1991	75	80	6	5
E-2 SPECIAL TAXES LEVIED TO SUPPORT CRIME PREVENTION PROGRAMS	1993	60	85	8	3
E-3 SCHOOL, BUSINESS, COMMUNITY, POLICE UNITY	1992	70	90	10	0
E-4 COMMUNITY ADVISORY BOARD ON POLICE ISSUES FORMED	1991	80	95	10	2
E-5 IMPLEMENTATION OF EDUCATIONAL PROGRAMS IN SCHOOLS, COMMUNITY, & BUSINESSES TO REDUCE SERIOUS CRIME	1993	65	95	9	1

MEDIAN RESPONSE OF NGT PANEL USED FOR SCORING

* E-1 Consolidation of City/County government - The panel felt that budgetary difficulties will force city and county governments to consolidate into metropolitan cities to provide efficient, quality services at a low cost. Consolidations will be resisted by residents of both cities and counties but will become a reality as services are reduced and/or cut. It was projected that this event may first occur in 1991. The probability of it occurring in five years is 75%, in ten years 80%. Should this event occur, it would have a slightly more positive than negative effect on the issue. The impact of this event on the issue is a positive 6 and a negative 5. (Chart 6)

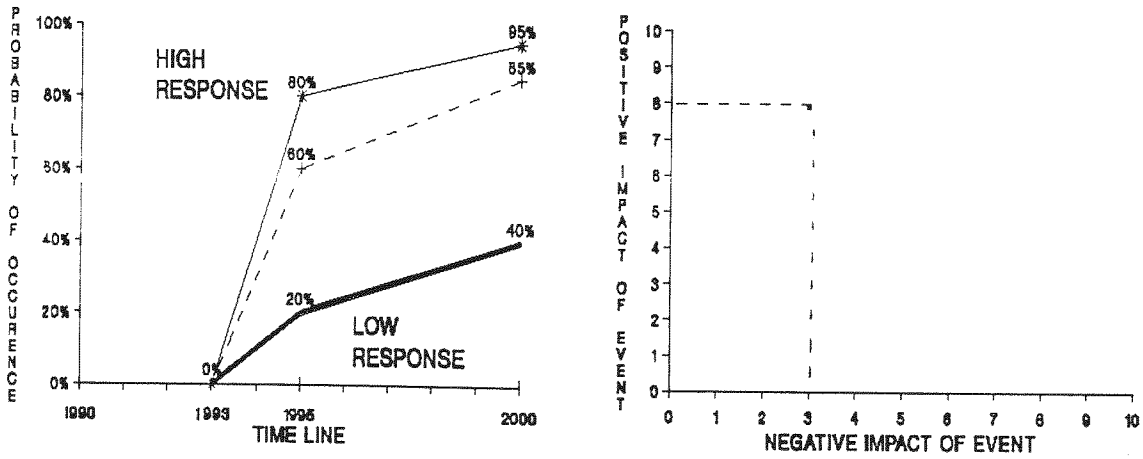
CHART 6 CONSOLIDATION OF CITY/COUNTY GOVERNMENT



MEDIAN RESPONSES USED FOR SCORING

* E-2 Special tax levied to support crime prevention programs - The panel agreed that police budgets will continue to be unable to meet the public's demand for services. Crime prevention funding will be further limited. Reductions in crime prevention services will occur. The alternative will be a special tax levied to pay for crime prevention. It is projected that this event may first occur in 1993. The probability of it occurring in five years is 60%, in ten years 85%. Should this event occur, it would have a strong positive effect on the issue. The impact of this event on the issue is a positive 8 and a negative 3. (Chart 7)

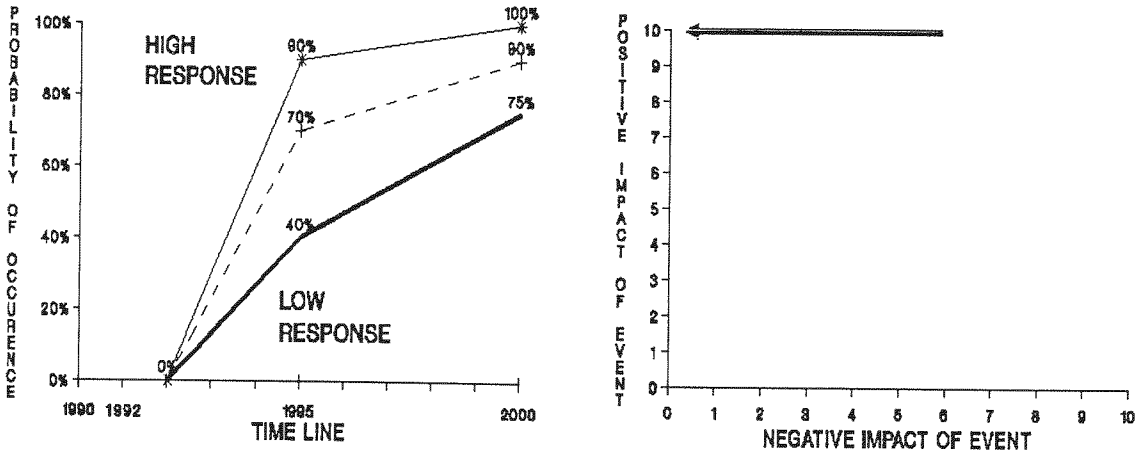
CHART 7 SPECIAL TAXES LEVIED TO SUPPORT CRIME PREVENTION PROGRAMS



MEDIAN RESPONSES USED FOR SCORING

* E-3 School, community, business, police unity - The panel believed the increase of violent crime will force schools, residents and businesses to form a strong alliance with the police. School/community/business/police sponsored safety fairs, workshops and anti-drug/gang rallies will become commonplace. It will have a positive impact on crime. It is projected that this event may first occur in 1992. The probability of it occurring in five years is 70%, in ten years 90%. Should this event occur, it would have a dominate positive effect on the issue. The impact of this event on the issue is a positive 10 and a negative 0. (Chart 8)

CHART 8 SCHOOL, COMMUNITY, BUSINESS, POLICE UNITY

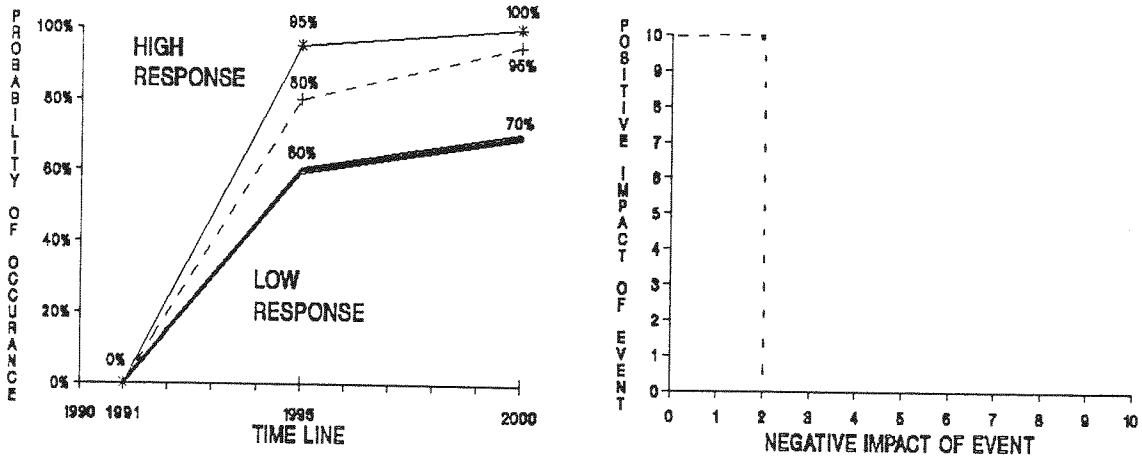


MEDIAN RESPONSES USED FOR SCORING

* E-4 Community advisory board on police issues formed - The panel felt that public demand for police services, police sensitivity to the ethnic communities, accountability, crime prevention programs to meet their needs, and open communications will result in establishing a community advisory board on police issues. Many segments of the community are generally satisfied with its police department. However, ethnic and low income communities feel they are not receiving equal police services. They demand to be listened to and their concerns addressed by police officials. It is projected that this event may first occur

in 1991. The probability of it occurring in five years is 80%, in 10 years 95%. Should this event occur, it would have a very strong positive effect on the issue. The impact of this event on the issue is a positive 10 and a negative 2. (Chart 9)

CHART 9 COMMUNITY ADVISORY BOARD ON POLICE ISSUES FORMED

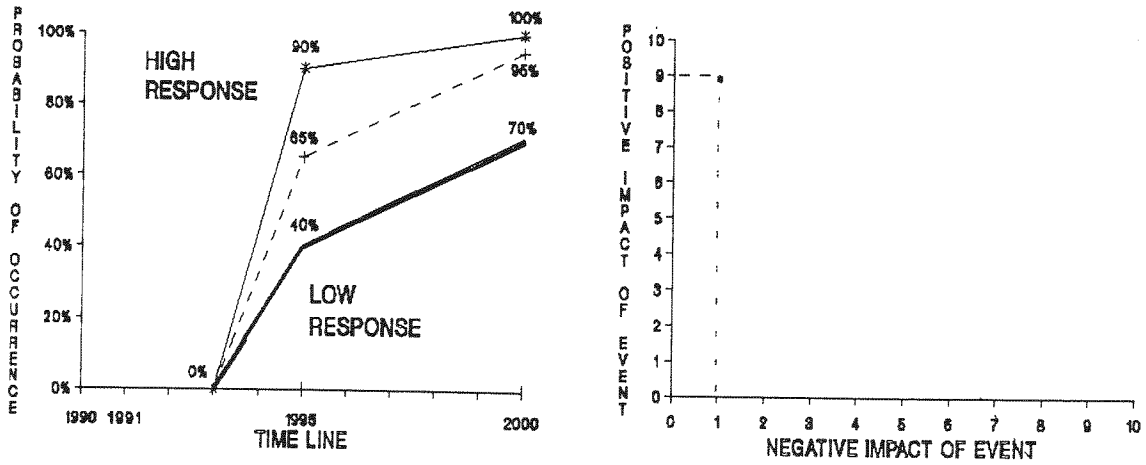


MEDIAN RESPONSES USED FOR SCORING

* <u>E-5 Implementation of educational programs for schools, businesses and the community to reduce level of serious crime</u> - The panel felt educational programs on safety, drug and gang awareness, and related safety subjects were critical to reduce serious crime. Crime prevention personnel have the training, knowledge and skills to achieve this goal. To be successful, schools, businesses and

the community must be committed and must participate. It is projected that this event may first occur in 1993. The probability of it occurring in five years is 65%, in ten years 95%. Should this event occur, it would have a strong positive effect on the issue. The impact of this event on the issue is a positive 9 and a negative 1. (Chart 10)

CHART 10 IMPLEMENTATION OF EDUCATIONAL PROGRAMS FOR SCHOOLS, BUSINESSES AND COMMUNITY TO REDUCE LEVEL OF SERIOUS CRIMES



MEDIAN RESPONSES USED FOR SCORING

Each final trend and event was reviewed by the panel to determine its potential impact on the issue. The panel agreed all

are measurable and germane to the issue, and would be examined in the Cross-Impact Analysis.

Following the development of the final five trends and five events, the participants did a Cross-Impact Analysis of the data. A Cross-Impact Matrix was developed, based on a consensus of the panel, to study the impact of the final five events on each other and the final five trends. (Table 4) The median score was used.

TABLE 4 CROSS-IMPACT EVALUATION

Suppose that this Event actually occurred.....

		How would the probability of the events shown below be affected?					How would the level of these trends be affected?				
				REACTOR	REACTOR	REACTOR				REACTOR	
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
Actor	E 1		+30	+20	+70	+35	---	+20	---	+10	+10
	E 2	---		+50	+20	+80	-20	---	---	-40	-30
	E 3	---	---		+50	+60	---	---	+20	+10	+10
Actor	E 4	+10	+55	+20		+95	-10	+20	+40	+20	---
Actor	E 5	+20	+40	+80	+30		---	+10	+20	+50	---

E-1 Consolidation of City/County government
E-2 Special taxes levied to support crime prevention programs
E-3 School, business, community, police unity
E-4 Community Advisory Board on Police Issues formed
E-5 Implementation of educational programs in schools, community & businesses to reduce serious crimes

T-1 Level of private communities formed for private security - safe neighborhoods
T-2 Level of government funding of crime prevention programs
T-3 Level of advisory committees representing ethnic communities
T-4 Level of private industry funding of crime prevention programs
T-5 Level of Neighborhood Watch groups patrolling their neighborhoods

MEDIAN RESPONSES USED FOR SCORING

Each event is considered to have happened. Their probable impact affecting each of the other four events and the final five trends is scored. The events which impact the highest number of events and trends are considered the "Actor" events. The events and trends which have the highest totals of hits in the columns are considered "Reactors." They are affected by the occurrence of the "Actor" events.

The panel identified three events which they considered "Actor" events. One of the events, Community advisory board on law enforcement formed (E-4), had an effect on eight of the nine cells. Two others, Consolidation of City/County government (E-1) and Implementation of educational programs in schools, community and businesses to reduce serious crimes (E-5), had an effect on seven of the nine cells. The other two events scored less than 7 cell hits and are not considered "Actor" events.

The Cross-Impact Analysis indicates there are three events and one trend which are "Reactors." They are: School/community/ business police unity (E-3); Community advisory board on police issues formed (E-4); Implementation of educational programs in schools, community and businesses to reduce serious crime (E-5); and Level of private industry funding of crime prevention programs (T-4). Trend 4 had five substantial hits; four were positive (E-1, E-3, E-4 and E-5) and one was negative (E-2).

All of the "Actor" events (E-1, E-4 and E-5) can be looked at for policy consideration. However, E-4 is the strongest possibility for policy consideration based on the Event Evaluation

process. The year that its probability first exceeds zero is 1991. It has an 80% probability of occurring by 1995 and 95% by 2000. It will have a positive impact of 10 and a negative impact of 2 if it occurs. All four "Reactors," E-3, E-4, E-5 and T-4, should be evaluated for policy consideration. Each could have a significant impact on the policy.

SCENARIOS

The following three scenarios are designed to view possible futures. The scenarios explore the Nominal (Most Likely), Normative (Desired and Attainable), and Hypothetical (Worst Case) futures.

The Nominal scenario has no policies or events which would alter the course of the future. It would be "played out" and be "surprise free." It is a scenario which would most likely occur.

The Normative scenario future is desired and attainable. Policies and directions are instituted to increase the possibility that the favored future occurs. Being cognizance of the present and forecasting the future, the necessary policies and procedures can be implemented to ensure a desirable future.

The Hypothetical is a worst case scenario. It is an alternate route of growth by dominating factors of the data base, but done in an unbiased manner.

Scenario 1 - Nominal - Most Likely

Scenario 1 was constructed using factors from the literature, interviews, and trends and events. Areas addressed are community control over criminal activity, a partnership between the community and the police department, and community input into crime prevention programs. Trends and events include private communities formed, private industry funding of crime prevention programs, unity, community advisory board formed, and educational programs. The scenario follows:

There is harmony throughout the city as residents of Capitol City, California begin celebrating New Years Day, January 1, 2000. Fear of crime is at an all-time low. All segments of the community are working with the Capitol Police Department's Crime Prevention Unit to address their area's crime prevention needs.

In 1995, Capitol City Council formed a sub-committee to address the skyrocketing costs of protection from crime to city residents. Serious crime had risen 73% since 1990. Public outcry expressed by massive demonstrations demanded better police services, particularly in the area of crime prevention. The lucrative business of security hardware for homes had risen dramatically over the previous five years. Many neighborhood streets were declared private property at the request of the residents. Private security services flourished. Fear of crime prohibited freedom of movement and made residents feel like prisoners in their own neighborhoods.

The sub-committee consisted of representatives from each ethnic group, schools, businesses, low, middle and high income neighborhoods, and the police department. Initially, accusations were made blaming each other for the crime problems. The police department took the brunt of the criticism. After the first meeting, differences were put aside. The sub-committee began to address the issue of crime.

After months of working together, the sub-committee, with the support of Chief Jack, formed a citywide Community Advisory Board on Police Issues. The City Council approved. In January 1996, the Board met with school officials, neighborhood organization leaders, business representatives, and Chief Jack to discuss the role each would play in reducing crime.

In September 1996, the business community recognized the department's inability to fund crime prevention programs requested by the community. The Business and Developer's Association agreed to supplement the Crime Prevention Unit's yearly budget to help provide adequate staffing, materials, and equipment.

In January 1997, community meetings, rallies, and safety fairs were held throughout the city to provide crime prevention information and services. These events were co-sponsored by members of the community, businesses, schools, and the police. This unified community effort resulted in reducing serious crimes by 13% in 1997, 17% in 1998, and 18% in 1999.

The Board continues to represent the community in an advisory capacity to the police department. The department continues to

participate at community meetings, rallies, and safety fairs. The department is open to recommendations from the Board on crime prevention needs of the community. Educational programs aimed at reducing crime have been implemented in the community, schools, and businesses. Community volunteers assist the department's Crime Prevention Unit with these programs. The police are dedicated to working with the community to help make the city a safe place to live.

Scenario 2 - Normative - Desired and Attainable

Scenario 2 was produced using components from the literature, interviews, and trends and events. Areas addressed are the needs of the neighborhoods, partnership between the police and the community, and soliciting input from the community. Trends and events include advisory committees representing ethnic communities, special taxes for crime prevention, unity, and a community advisory board. The scenario follows:

As we start the year 2000, Capitol city residents are pleased with the safe environment provided by the positive working relationship between the community and Capitol Police Department. This is a far cry from the fears expressed in 1990. Serious crime, particularly violent gang and drug activities, was reaching epidemic proportions. Calls for police services were rapidly increasing as was the response time of officers to high priority calls.

In February 1991, Chief Jack held a series of meetings with various groups throughout the city to address their concerns about serious crimes in their neighborhoods. Each group feared rapid increase of gangs and drug activity, burglaries, and robberies. They demanded better police services. Crime prevention was their number one concern. During the early meetings, it was agreed that the community, schools, businesses, and the police working together would be the most effective way to reduce crime and provide a safe environment for all citizens.

In September 1991, the Community Advisory Board on Police Issues was formed. The Commander of the Crime Prevention Unit represented the Police Department on the Board. Goals were developed. The number one goal was crime prevention. A Sub-committee on Crime Prevention was formed consisting of representatives from the ethnic communities, neighborhood organizations, schools, businesses, and police.

In January 1992, the sub-committee met with Chief Jack to discuss crime prevention. They demanded the department develop, revise, and prioritize its crime prevention programs based primarily on each neighborhood's perspective of its needs. After a series of meetings, Chief Jack agreed. As a result, many crime prevention programs were developed to meet the concerns and needs identified by the community. Citywide citizen participation is at an all-time high.

In September 1992, people from the community, schools, businesses, and police began holding joint community meetings, rallies, and safety fairs. Crime prevention efforts have increased.

In November 1992, the Community Advisory Board qualified a special tax initiative for the City ballot to support crime prevention programs. It passed and the Crime Prevention Unit's staff has been enlarged.

The Crime Prevention Unit has contributed to the overall effectiveness and efficiency of the Capitol Police Department. Citizen fear for personal safety has been replaced by confidence in their neighborhoods as well as by renewed trust in the Police Department and community leaders.

Scenario 3 - Hypothetical - Worst Case

Scenario 3 was developed using factors from the literature, interviews, and trends and events. Areas addressed are the failure of neighborhoods to reduce crime, their relationship with the police department, and lack of community input. Trends and events include private communities formed, lack of advisory boards, failure of passage of a special tax initiative, and unity between the police and the community. The scenario follows:

As we enter the year 2000, Capitol's population has reached 700,000. This is nearly a 100% increase over 1990. The City is dominated by private neighborhoods protected by private security.

In the early 1990s, the demands for police services rose. Serious crimes, particularly violent crimes, were reaching epidemic proportions. Special interest groups including the various ethnic communities demanded better police services from the Capitol Police Department. They exerted pressure on the Chief of Police to put more police officers on the street. This resulted in the disbanding of the Crime Prevention Unit in 1993 so sworn personnel could be reallocated to patrol services. The community was enraged. They demanded the retention of the Crime Prevention Unit. When they were unsuccessful, they tried to organize an advisory committee. Their efforts failed. They then demanded the resignation of the Chief and petitioned to recall Council members who supported the Chief's decision. These efforts were also unsuccessful.

The special interest groups continued to pressure the Council to reinstate the Crime Prevention Unit. After two years, the City Council realized the political and social necessity of appeasing these groups. As a result, a special tax initiative was put on the June 1995 City ballot to fund the Crime Prevention Unit. The initiative was defeated.

Neighborhood associations throughout the City demanded increased response time to calls for services. Even though additional officers were put on the street, the response times continued to increase. In January 1996, the William Neighborhood Association petitioned the City Council to declare their streets private property. Meet and confer sessions were held with the

district Councilperson, Chief of Police, City Attorney, City Street Department, and Association representatives. In February, the streets were declared private property. The William neighborhood isolated itself by fencing its boundaries. Twenty-four hour private security services were hired.

Other neighborhood associations met with William Neighborhood Association representatives. As a result, ten other neighborhood associations petitioned the City Council to declare their streets private property. The petitions were successful, and each neighborhood followed the practices of William.

Over the past four years, the crime level has taken a minimal decrease. Calls for police services throughout the City are less because the Police Department does not respond to private neighborhoods except for major felony crimes. However, other major problems have developed. Severe traffic problems exist because through-traffic cannot travel the private streets. This has caused major traffic jams and a 125% increase in traffic accidents on public streets.

As the year 2000 begins, the outlook is bleak. There has been an increase in the number of businesses and houses put up for sale. Property values are down in a State where property prices are on an increase.

SUMMARY

Literature review and interviews show the future success of crime prevention in large cities requires a partnership between the

community and the police department. Communities must accept the responsibility of actively participating and influencing what programs are provided by police departments. Currently, large police departments depend on crime statistics and internal evaluations to identify community crime prevention needs. The needs of neighborhoods do not influence the types of crime prevention programs offered.

The Nominal Group Technique panel forecasted trends and events which may affect the future of crime prevention. They indicate the success of crime prevention will be achieved when police departments and communities work together in identifying community needs and developing programs to meet those needs. This partnership will encourage funding for individualized crime prevention programs while reducing crime and providing a safe environment.

Scenario 2 will be used for future study in this project. A strategic management plan for Scenario 2 will be formulated to achieve the successful implementation of the desired future. It will allow the Capitol Police Department to adapt to a changing environment while identifying goals and options, make appropriate decisions, and evaluate the progress.

PART II

THE DEVELOPMENT AND IMPLEMENTATION OF A STRATEGIC MANAGEMENT PLAN TO ASSIST LARGE CALIFORNIA POLICE DEPARTMENTS IN PROVIDING SUCCESSFUL CRIME PREVENTION PROGRAMS

The second objective of this research project is to produce a strategic management plan to ensure that Scenario 2 comes true. The Capitol Police Department and the community will develop a positive relationship in crime prevention. The department will use input from the community to identify crime concerns, develop new crime prevention programs, and revise old ones to meet community needs.

The threats and opportunities of the identified trends and events will be examined to determine their impact on the police department. The department will be analyzed for strengths and weaknesses related to the strategic issue. It will also provide stakeholder identification and analysis, policy considerations, a mission statement, and an implementation plan to ensure success.

WOTS UP ANALYSIS

The WOTS UP Capability/Analysis was used to determine the internal capabilities of the Capitol Police Department to accept community influence into the development and revision of crime prevention programs based on needs identified by the community. The process assessed the Weaknesses, Opportunities, Threats, and Strengths (WOTS UP). A panel of five members of the police department assisted in the analysis. It was composed of one

captain, two lieutenants, one sergeant, and a civilian supervisor. Their role was to assess the issue and the Capitol Police Department. The panel analyzed the environmental trends and events for threats and opportunities they present to the issue. The panel also analyzed the department's internal strengths and weaknesses.

Weaknesses. The police department's Crime Prevention Unit is drastically under funded. The department's budgetary problems will continue. As the city continues to grow and diversify in population, the Crime Prevention Unit will continue with the same authorized personnel. The department is unable to adequately meet the calls for crime prevention services from the community. Waiting list for services are two to three months long resulting in sporadic community involvement. The department is reactive to crime prevention needs. Except for Neighborhood Watch, crime statistics are the number one determinate of crime prevention programs for the community. Although Chief Jack does not object to change, he sees crime prevention program development as an internal function. The Crime Prevention Unit is a low priority budget item.

Strengths. The department has a stable, motivated, and highly skilled crime prevention staff. They are open to change and see the needs of the community as a high priority. They feel the community should have an influence over crime prevention programs. They would like a Community Advisory Board to work with them to develop objectives and priorities for crime prevention. They have

good working relationships with all segments of the community. They feel community support will generate additional monies to provide needed staffing, equipment, and materials so the Crime Prevention Unit can meet community needs.

Threats. Internal threats will likely come from the Crime Prevention Unit commander and the department's management staff. The commander has a strong foothold in this position. He will feel threatened by community influence over his domain.

The management staff consists of personnel averaging 27 years of service on the department. They do not like change caused by outside pressures and do not believe the community should influence department operations.

Opportunities. There will be a positive working relationship with the community. People will work in partnership with the police to fight crime through a city wide concerted crime prevention effort. Residents, community groups, schools, businesses, and the police will unite to reduce crime. The department will develop new and revised crime prevention programs to meet the needs identified by the community. The community will support crime prevention efforts and ensure that funding is available to meet their needs. Crime prevention will become a high priority to Chief Jack, his management staff, and City officials. The Crime Prevention Unit will be staffed to meet the needs of the community.

CAPABILITY ANALYSIS

The same panel was given Capability Analysis Rating One and Rating Two survey forms to rate the capabilities of the department. They were asked to score each category in Rating One from a high of I, "Superior," to a low of V, "Real cause for concern." (Table 5) In Rating Two, the scoring was a low of I, "Custodial - rejects change" to a high of V, "Flexible - seeks novel change." (Table 6) The final rating in each category was based on median scoring.

TABLE 5 CAPABILITY ANALYSIS - RATING ONE

Strategic Need Area

Rating

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

Category	I	II	III	IV	V
Manpower		X			
Technology		X			
Equipment			X		
Facility					X
Money			X		
Calls for service				X	
Supplies			X		
Management skills			X		
Police officer skills		X			
Supervisory skills			X		
Training		X			
Attitudes			X		
Image			X		
Council support		X			
City manager support		X			
Specialties			X		
Management flexibility			X		
Sworn/non-sworn ratio				X	
Pay scale		X			
Benefits		X			
Turnover			X		
Community support			X		
Complaints received			X		
Enforcement index			X		
Traffic index			X		
Sick leave rates			X		
Morale			X		

Results are based on median scoring

TABLE 6 CAPABILITY ANALYSIS - RATING TWO

Strategic Need Area

Rating

I	Custodial	-	Rejects change
II	Production	-	Adapts to minor changes
III	Marketing	-	Seeks familiar change
IV	Strategic	-	Seeks related change
V	Flexible	-	Seeks novel change

Category	I	II	III	IV	V
Top Managers:					
Mentality personality			X		
Skills/talents			X		
Knowledge/education			X		
Organizations Climate:					
Culture/Norms				X	
Rewards/Incentives		X			
Power structure		X			
Organization Competence:					
Structure		X			
Resources		X			
Middle management					X
Line personnel			X		

Results based on median scoring

The panel made an evaluation of the department's strengths and weaknesses. They examined significant functional classifications such as personnel, equipment, attitudes, growth potential, community support, skills, and resources.

Department strengths. In the Rating One survey, there were no "Superior" ratings. The panel's median score rated the categories of manpower, use of technology, police officer skills, training, City Council and City Manager support, and pay and benefits "Better than average." The department has been consistently above average in these areas over the past fifteen years.

In the Rating Two survey, the panel's median score shows the department seeks various levels of change in all categories. In the Top Managers category, Mentality Personality, Skills/Talents, and Knowledge/Education all received a median rating of "Marketing - seeks familiar change." In the Organizational Climate category, Culture/Norms received a median score of "Strategic - seeks related change." In the Organization Competence category, Middle Management received a median score of "Flexible - seeks novel change." Line Personnel received a median score of "Marketing."

Department weaknesses. The median score of the panel identified three weak areas in Rating One. Facility, Calls for Service, and Sworn/Non-sworn Ratio were identified as "Problem here." While modern facilities are planned over the next 20 years, the current crowded conditions are not conducive to a positive work environment. The amount of time it takes officers to respond to calls increases each year. The sworn/non-sworn ratio is still officer heavy. Sworn personnel continue to serve in positions which can be managed by civilians. The ratio must be adjusted to free officers to work in critical areas.

In Rating Two, the median scores in four sub-categories were weak. In Organizational Climate, Rewards/Incentives and Power Structure were rated "Production - adapts to minor changes." In Organization Competence, Structure and Resources also received "Production" ratings.

Overall, the department has ratings of average and better than average in 24 out of 27 categories in Rating One. The department

also seeks some level of change in every category in Rating Two. The most responsive group to seek novel change is middle management.

STAKEHOLDERS

The same panel was given the responsibility for creating a list of stakeholders relevant to the strategic issue. Stakeholders are individuals, groups, or organizations who could be influenced by or try to influence the issue or are concerned about the issue and/or the police department. Within the stakeholders could be one or more snaildarters. A snaildarter can act unpredictably to radically affect the department's policies and operation.

Identification. The following is a list of stakeholders created by the panel:

- Chamber of Commerce
- Senior citizens
- Religious organizations
- City Manager
- Private security companies
- School staffs
- Ethnic communities
- Capitol Police Officers' Association
- Taxpayer organizations
- Commander, Crime Prevention Unit
- City Council
- Illegal immigrants
- School districts
- Insurance companies
- Homeowners Associations
- Police officers
- Capitol Business Association
- City residents
- Community based organizations
- Police management staff
- Community Advisory Board

Assumptions. The panel identified ten key stakeholders including one snaildarter important to the success of the strategic plan.

Ethnic communities
Capitol Police Officers' Association
Commander, Crime Prevention Unit (Snaildarter)
School districts
Insurance companies
Capitol Business Association
City residents
Community organizations
Police management staff
Community Advisory Board

Assumptions were made by the panelists on the positions they would take:

1. **Ethnic communities** - The ethnic communities will initially be suspicious of the police. Department representatives will interact with recognized minority leaders showing the department's commitment. They will be assured their influence will impact the types of crime prevention programs provided to their communities.
2. **Capitol Police Officers' Association** - The association will initially resist changes brought by direct community involvement with the Capitol Police Department. However, the association will be persuaded to view the plan as an asset to both the department and its officers, and to support the new crime prevention plan.
3. **Commander, Crime Prevention Unit (Snaildarter)** - The commander is expected to be fully supportive of the plan. His agenda, however, will be to maintain control over crime prevention programs. Chief Jack is aware of the commander's probable response and will persuade him to be fully cooperative. The Commander will be shown the

advantages of the plan's success and the negative impact on the department and himself if it fails.

4. **School districts** - School boards and administrators recognize the problems of drug use and gang involvement among school aged children. They will support the plan and assure school staff support and participation.

5. **Insurance companies** - Insurance companies will support the plan. The insurance industry relies on trends that indicate financial savings in neighborhoods where people are actively involved in crime prevention. Discounts on premiums will be offered to residents and businesses owners who participate on a continuing basis. Insurance companies will buy in to the plan because they foresee huge savings due to the reduction in crimes.

6. **Capitol Business Association** - The Capitol Business Association represents business concerns and fosters activities that promote them for the business community. They will view the plan as beneficial because it will enhance the safety of employees and customers. It will have a positive impact on public relations, and it will also heighten their professional image and offset the time and money spent.

7. **City residents** - Crime prevention programs for residents will be based on their perceived needs. Many will initially be suspicious and resist the plan. The plan is a drastic change from traditional police practices.

As residents learn about the proposal, they will accept the innovations and actively participate in crime prevention programs in their neighborhoods, at schools, and at places of employment.

8. **Community organizations** - Non-profit social service organizations do not feel the police department has met the needs of the people they serve. They want their clients' specific crime prevention needs met and want to influence what is offered. Chief Jack will give assurances the department is committed to the success of the plan.

9. **Police management staff** - The staff will resist the plan. They fear community involvement will weaken the department's authority and be counter-productive to its mission. They insist expertise within the department can better identify and react to community needs. They do not want policies and procedures to be dictated by community representatives. There will be internal fighting. Chief Jack will insist on their support.

10. **Community Advisory Board** - The Board wholeheartedly supports the plan. Its members will work with the department to gain community support. It will make every effort to be sure the plan is successful.

Strategic Assumption Surfacing Technique. The Strategic Assumption Surfacing Technique (SAST) examines each stakeholder's relationship to the issue. (Chart 11) Assumptions of the

stakeholders are plotted based on two criteria. The first is each stakeholder's assumed importance to the department and the issue. It is displayed on the horizontal scale. The second is the degree of certainty that the assumption is correct. It is illustrated on the vertical scale.

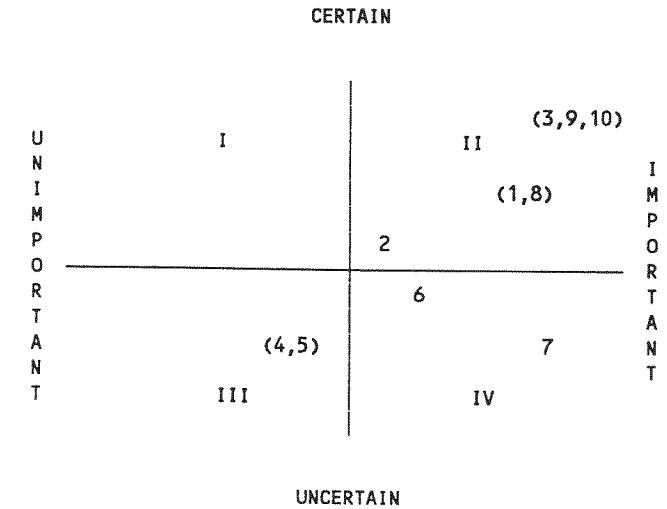
SAST shows the relevant importance of stakeholders to the department and the issue and the amount of effort that must be focused on each. The SAST chart is divided into four quadrants.

Quadrant II contains assumptions rated important and certain. Stakeholders become central assumptions for the policy. Stakeholders 3 (Commander, Crime Prevention Unit), 9 (Police Management Staff), and 10 (Community Advisory Board) are rated the most important and most certain assumption. Stakeholders 1 (Ethnic communities) and 8 (Community organizations) are next in importance and certainty followed by Stakeholder 2 (Capitol Police Officers' Association).

Quadrant IV rates particular examination because it contains assumptions which are deemed important but uncertain. Stakeholder 7 (City residents) rates the most important yet least certain. Stakeholder 6 (Business community) rates less important but more certain than Stakeholder 7.

Quadrant III contains stakeholders who are rated unimportant and uncertain. Stakeholders 4 (School districts) and 5 (Insurance companies) are rated unimportant and uncertain.

CHART 11 STRATEGIC ASSUMPTION SURFACING TECHNIQUE CHART



STAKEHOLDERS:

1. Ethnic communities
2. Capitol Police Officers' Association
3 Commander, Crime Prevention Unit
4. School districts
5. Insurance companies
6. Business community
7. City residents
8. Community organizations
9. Police management staff
10. Community Advisory Board

MODIFIED POLICY DELPHI

The panel used the Modified Policy Delphi to identify and examine alternative policies addressing the strategic issue. The feasibility and desirability of each alternative policy were analyzed. The alternatives were then reduced to a manageable number for a more complete strategic analysis.

The five member panel developed and reviewed alternative strategies. Six policy alternatives were examined and rated based on feasibility and desirability.

POLICY ALTERNATIVES

1. Develop a clear, concise mission statement. - A clear mission statement will provide department personnel with well defined directions. It will inform the community what the police department will do about the futures issue.

2. Create a Community Advisory Board on Police Issues. - A Community Advisory Board will provide the department with input on community needs in crime prevention. It will see that crime prevention concerns and needs of the community are met.

3. Cooperation between the community, schools, businesses and the police. - Forming a partnership in crime prevention will be reflected in the reduction of serious crime and in the creation of a safe environment. The community will have a participatory interest in the department and the Crime Prevention Unit.

4. External influence into crime prevention programs. - External influence will provide a vehicle to allow all segments of the community to address crime prevention concerns and influence changes to meet their various needs.

5. Develop alternative funding for crime prevention. - As the police budget becomes tighter, it is imperative to seek alternative funding. Private industry is a resource to provide monies to enhance crime prevention programs

in both manpower, equipment, and supplies. Another alternative is imposing a city tax specifically for crime prevention.

6. Police/community education. - Changes in the department's philosophy on crime prevention services must be prefaced with police/community education. Success of any new procedure requires internal and external support. This will allow department personnel and the community to accept the change.

After developing the policy alternatives, members of the panel used the Policy Delphi Rating sheet to determine the overall feasibility and desirability of each alternative. Median scoring was used to furnish the two highest scoring alternatives and the one with the most diversified range of scores. (Appendix G)

Three policy alternatives were identified. The panel evaluated the positive and negative aspect of each one. The following are the pros and cons of each alternative:

Alternative 1 - Develop a clear, concise mission statement. This alternative was rated as definitely feasible and very desirable. It received the highest rating.

The panel felt a clear mission statement is imperative for the success of a department. Goals and objectives must be defined. Community input about expectations and how it sees the department's mission are important before the mission statement is finalized.

Pros:

1. Provides direction for police department employees.
2. Agrees with the expectations of the community.
3. Declares the department's objectives.
4. Provides a gauge by which the department can be evaluated.
5. Allows external criticism if objectives are not met.

Cons:

1. Is rigid and does not permit flexibility.

Alternative 2 - Create a Community Advisory Board on Police Issues. This alternative was rated definitely feasible and very desireable. It received the second highest rating.

The panel felt an advisory board will be a recognized body representing all segments of the community. It will bring community concerns to the department and provide input on crime prevention needs in all areas. It will be the vehicle used to gain citywide participation in crime prevention programs and events.

Pros:

1. Will be recognized by the police department and members of the community.
2. Will be an active, viable, powerful and highly respected organization.
3. Will have Board members who represent every segment of the community and are selected by their peers.

Cons:

1. Can develop into a citizens review board.

2. Can make unrealistic demands on the police department.

Alternative 5 - Develop alternative funding for crime prevention. This alternative was identified as the most polarized alternative. It was rated desireable but possibly infeasible.

The panel felt the department must look for alternate methods for funding crime prevention programs. The taxing capability of the city is becoming harder. Budgetary constraints continue to plague the department. A special tax, specifically targeted for crime prevention, is one alternative. However, it requires City Manager, City Council and community support.

Pros:

1. Increased staff.

2. Training programs.

3. Better equipment, materials and supplies.

Cons:

1. Only a partial solution to the problem.

2. Public resistance to increased tax.

Alternative selection. The alternative selection was a combination of Alternatives 1, 2, and 5. A mission statement is necessary to give department personnel clear direction and inform the public about the plan's purpose and limitations. It will involve a cooperative effort between the police department and the public. This would include a close working relationship between

the Community Advisory Board, the community at large, and the police department to achieve the goal of crime prevention.

The combined alternatives were selected because they best address the concerns for public safety and the quality of life.

MISSION STATEMENT

The mission of a police department provides purpose and direction for its employees. It enables the level of success of a department to be measured.

A mission statement standardizes the purpose of a police department. A Macro-mission is the overall mission of a department. A Micro-mission explains the specific mission of a police department in relation to the issue.

The following are the Macro-mission and Micro-mission statements for the Capitol Police Department:

Macro-mission

The Capitol Police Department is entrusted with the authority and responsibility to provide protection and safety for the citizens of Capitol from unlawful acts. In pursuit of this effort, Capitol Police Department employees will be guided by the following principles:

- Provide quality law enforcement with priority responses for life threatening situations.
- Response to crime will be directed at apprehending those responsible through speedy arrests, thorough investigations and the recovery of property.

Micro-mission

It is the mission of the Crime Prevention Unit to provide crime prevention programs which reflect the needs of the community. The goals and objectives of the Crime Prevention Unit are:

- Seek community input into the development of new and the revision of existing crime prevention programs to meet needs identified by the community.
- Increase communications and participation with agencies, organizations, businesses, schools and citizens.
- Strive to deter crime through the promotion of community cooperation in identifying and eliminating conditions that provide the opportunity for criminal activity.

IMPLEMENTATION PLAN

All of the stakeholders are important to the success of the strategic plan. It is essential for the stakeholders to accept and support the policy, the course of action, and the planning phase. This can best be achieved through negotiations.

The stakeholders will be willing to negotiate on some points and unwilling on others. Each will be approached with tactics to achieve the desired results. The following is an analysis of the negotiations.

Ethnic communities - Initially, the recognized leaders in ethnic communities will be suspicious of the plan. Their concerns will be acknowledged and addressed. They will be ensured of the department's commitment to meet their specific crime prevention needs. The department will agree to aggressively recruit qualified

minority and bi-lingual crime prevention specialists. Leaders will approve the plan and support it.

Ethnic communities will negotiate on:

1. Having input into hiring practices for non-sworn crime prevention specialists.
2. Having adequate representation of bi-lingual employees.

The following items are non-negotiable:

1. Bi-lingual, non-sworn crime prevention specialists.
2. Literature in all languages and dialects.
3. Representation on the Community Advisory Board.

Capitol Police Officers' Association - The Association will resist the plan. They fear the Community Advisory Board will become a Police Review Board. They are adamantly opposed to working under conditions imposed on them by laymen. They will be assured that community input into police practices will not result in the formation of a Police Review Board. They will also be assured that changes will strengthen rather then weaken police management. They will concur that the plan is beneficial to officers, the Association, the department, and the community. Any disputes will be resolved.

Capitol Police Officers' Association will negotiate on:

1. Hiring additional officers for crime prevention.
2. Reviewing all agreements which affect officers.

Capitol Police Officers' Association will not negotiate on:

1. Having the Community Advisory Boards act as Police Review Board.
2. Having an Association representative on the department transition committee from the beginning.
3. Having an Association representative serve on the Community Advisory Board.

Commander, Crime Prevention Unit - The Commander has been considered a snaildarter. He will voice strong concerns early in the negotiations. Initially, he will be resist the plan. He fears losing control of the crime prevention programs. However, he will acknowledge the advantages of the plan and recognize the significance to himself and the department if it fails.

Commander, Crime Prevention Unit will negotiate on:

1. Decision-making capabilities in hiring crime prevention employees.
2. Having the final decision on all crime prevention programs.
3. The use of Crime Prevention Unit staff.
4. Having input on citizens selected for Community Advisory Board.

Commander, Crime Prevention Unit will not negotiate on:

1. Serving as a member of the Community Advisory Board during his tenure in the Crime Prevention Unit.
2. The use of monies for Crime Prevention Unit.

School districts - School districts will combine because they share the same concerns. They will support the plan. They recognize the value to students, parents, and staff. However, they do not want to give the police department carte blanc.

School districts will negotiate on:

1. The grade levels to receive presentations.
2. The subject matter to be presented.
3. The school districts' representation on the Community Advisory Board.
4. The student representation on the Community Advisory Board.

School districts will not negotiate on:

1. The members of staff who will participate.
2. The school time used for presentations.

Insurance companies - Insurance companies will also combine because of similar concerns and interests. They support the plan. It will serve their interests and be a benefit to their clients.

Insurance companies will negotiate on:

1. The reporting procedure of crime prevention program participants.
2. The number of crime prevention programs presented annually to clients.

Insurance companies will not negotiate on:

1. The percentage of discount rate to crime prevention participants.

Capitol Business Association - The Association will represent the business community. The increase in crime continues in the commercial areas of Capitol. The Association will support the plan. They feel the plan will revitalize the business community and bring back customers.

Capitol Business Association will negotiate on:

1. Providing materials for crime prevention programs.

Capitol Business Association will not negotiate on:

1. The percent of net profits designated for crime prevention.
2. The representation on Community Advisory Board.

City residents - Leaders from residential neighborhoods will be suspicious of the police department because the plan is a radical switch from traditional procedures. They will be negotiated with on a group basis. They will be assured the department is committed to quality, proactive crime prevention programs. The promise of having specific problems reviewed and addressed is a positive aspect that will encourage cooperation. They will support the plan.

City residents will negotiate on:

1. The representation of the Community Advisory Board.

City residents will not negotiate on:

1. A special tax to fund crime prevention programs.

Community organizations - Community organizations represent non-profit social service groups. They feel the department has been insensitive to the people they serve. They support the plan

in hopes there will be a change in the response to community needs. They are interested in the plan's success and will actively participate.

Community organizations will negotiate on:

1. Representation on the Community Advisory Board.

Community organizations will not negotiate on:

1. Special training for crime prevention specialists.

Police management staff - The police management staff represents the rank of captain and above. This will be the longest, most intense negotiation. They will resist the plan. They believe that it is their responsibility to provide services to the community based on their perception of the problem. While they agree crime prevention should be offered to the community, they do not give it a high priority. Chief Jack will hold a series of individual and group meetings with his managers to gain their support. Their concerns will be discussed and resolved to the Chief's satisfaction.

Police management staff will negotiate on:

1. The creation of Community Advisory Board.
2. An aggressive recruitment of qualified minority and bi-lingual crime prevention specialists.

Police management staff will not negotiate on:

1. A limited role of Community Advisory Board.
2. Ending additional department funding for Crime Prevention Unit.

3. Ending additional staffing of the Crime Prevention Unit from department budget monies.

Community Advisory Board - The Board will represent the community. It will actively support the plan. Members believe they will be an asset to both the community and the police department. They believe the relationship with the police department will promote trust and open communications. They will be able to assist the department in recognizing future trends and events that will impact the community.

Community Advisory Board will negotiate on:

1. The level of influence upon crime prevention programs.
2. The selection of Board members.

Community Advisory Board will not negotiate on:

1. The role of the Board.

It is important to develop a strategy for negotiating with the stakeholders for the successful implementation of the plan. The stakeholders' stance on the plan and assumptions for each one must be studied. Direct and lateral issues involving social, business, school, and police concerns will be resolved. Active participation is the basic strategy. A point will be reached where the plan is mutually agreeable and workable.

SUMMARY

In Part I, the scanning of literature and interviews has shown that a partnership between the police and the community is necessary for the success of crime prevention. Communities have

the responsibility to actively participate and influence crime prevention programs offered by police departments.

A Nominal Group Technique panel identified future trends and events which affect the issue. They noted police departments and communities working together will be conducive to the development of crime prevention programs to meet community needs. This will encourage outside funding of crime prevention programs to reduce crime and provide a safe environment. A Normative scenario was created to achieve the successful implementation of the desired future.

The future has been defined and a strategic management plan developed. The strengths and weaknesses of the Capitol Police Department were identified. Its strengths in significant functional classifications such as personnel, attitudes, growth potential, and community support are above average. Overall, the department seeks various degrees of change. Its weaknesses are in its facility, calls for service, the sworn/non-sworn ratio, rewards and incentives, and resources.

A list of stakeholders was developed. Ten key stakeholders, including one snaildarter, were identified as being important to the success of the strategic plan. They are ethnic communities, Capitol Police Officers' Association, Commander-Crime Prevention Unit, school districts, insurance companies, Capitol Business Association, city residents, community organizations, police management staff, and Community Advisory Board.

The Modified Policy Delphi process was used to identify alternative policies addressing the issue. Three policy alternatives were selected: develop a clear, concise mission statement; create a Community Advisory Board on Police Issues; and develop alternative funding for crime prevention.

Finally, an implementation plan was developed. A negotiation strategy was formulated to obtain the acceptance and support of the key stakeholders and snaildarter. Negotiable and non-negotiable points for each key stakeholder were identified. Tactics were formulated to achieve agreement wherein the plan is mutually acceptable.

The next phase of the project entails the development of a transition management plan. The goal is to move from the present to the desired future.

PART III

THE DEVELOPMENT OF A PLAN TO SUCCESSFULLY MANAGE THE TRANSITION TO EXTERNAL INFLUENCE UPON CRIME PREVENTION PROGRAMS IN LARGE CALIFORNIA POLICE DEPARTMENTS

Transition management involves the advancement of an organization from its present state to a desired future state. Changes which occur during the movement from the present to the desired future are known as the transition state. It is important to identify the major tasks and occurrences for the transition period and the structure and management tools needed to succeed. Its purpose is to ensure a smooth transition into the desired future while assuring an accurate policy implementation.

COMMITMENT PLAN

The goal is to move the Capitol Police Department from its present autonomous, reactive state to an interdependent, proactive state. This will increase community involvement in crime prevention, increase personal safety, and reduce crime. The transition management process will identify the "critical mass" who are key people or groups critical to the successful implementation of the plan. An analysis will identify their level of commitment to the change. A commitment planning procedure will determine the levels of commitment needed for the transition to succeed. Responsibility charting will define performances necessary to execute important assignments and decisions.

The critical mass. Key individuals and groups who represent the critical mass have been identified. Their active commitment

is necessary to provide the energy for the change to occur. They are:

1. Chief of Police Jack
2. Commander, Crime Prevention unit
3. Capitol Police management staff
4. Community Advisory Board
5. Capitol Business Association
6. Ethnic communities

Assumptions were assigned to each actor identifying their present position on the proposed change. A Commitment Planning table indicates each player's present position (X) based on the researcher's judgement of their commitment to change. (Table 7) It also reflects the minimum commitment (O) necessary for the change to occur. An arrow designates the direction of change required to get the necessary commitment. There are four levels of commitment: "block change," "let change happen," "help change happen," and "make change happen."

TABLE 7 COMMITMENT PLANNING

	TYPE OF COMMITMENT			
ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF JACK				XO
COMMANDER, CRIME PREVENTION UNIT	X---	----------	----------	---->O
CAPITOL POLICE MANAGEMENT STAFF	X---	----------	---->O	
COMMUNITY ADVISORY BOARD			XO	
CAPITOL BUSINESS ASSOCIATION		X------	---->O	
ETHNIC COMMUNITIES	X---	---->O		

X - INITIAL (CURRENT) COMMITMENT TO PLAN
O - MINIMUM LEVEL OF COMMITMENT REQUIRED FOR SUCCESSFUL IMPLEMENTATION OF PLAN

Chief of Police Jack has excellent management skills, is innovative and future oriented. He has a thorough knowledge of the community. He is committed to the success of the plan. His commitment is "make change happen." He will use intervention strategies to get the necessary minimum commitments from the other actors where needed. He will be the activator and provide the continuity necessary to help the transition. He will use the appropriate intervention strategies to overcome the resistance of key actors.

The Commander, Crime Prevention Unit, will initially resist community influence into the crime prevention programs and services. He will insist his maintaining control over all crime prevention programs. His initial position will be "block change." Chief Jack will convince him to convert from "block change" to "make change happen." The advantages to himself, the department, and the community will be identified. Promotional advancement will be a good selling point.

The Police management staff initially will "block change." They are adamant that the department must maintain authority over crime prevention programs and services. They feel community influence will be counter productive to the department's mission. They believe the department's crime prevention expertise can be used to successfully meet community needs. Chief Jack will strive to modify their commitment to "help change happen." He will show them that their position will influence department employees and outside factions as well.

The Community Advisory Board will be committed to "help change happen" from the outset. Their concerns have been addressed since their formation. They will be the liaison between the community and the department to ensure the success of the plan. It is important the level of commitment remain at "help change happen." Chief Jack will meet with the Community Advisory Board to ensure this commitment.

The Capitol Business Association will initially commit to "let change happen." The businesses are important to this plan. There is not sufficient public resources to meet the expenses incurred with this plan. Financial and material support are critical. Chief Jack will address these needs and provide the incentives to move to the desired "help change happen" position.

Ethnic communities will be committed to "block change" from the outset. Their suspicions and fears of the police are dominate in their cultures. Chief Jack will meet with representatives from the communities to modify their commitment to "let change happen." He will show them that their communities will be benefactors of the crime prevention plan. They will be assured their communities will have input into the types of crime prevention programs offered to them.

Upon identifying the initial commitment of the actors and the commitment needed for the plan to succeed, the expected resistance to change will be addressed. Intervention strategies will be used to create the conditions for desired commitment. Two intervention

strategies will be used: problem finding and educational intervention.

Problem finding intervention allows Chief Jack to meet with those concerned with the change and identify and clarify all related problems. He will use this technique as part of a meeting with his management staff and the Commander. The purpose of the meeting will be to address and clarify as many issues as possible.

Educational intervention allows Chief Jack to hold a meeting with key people and groups to help them understand the change problem and each other's issues and concerns. He will use this technique as part of a meeting with the Community Advisory Board and the Capitol Business Association.

The ethnic communities present a different problem than the others. Chief Jack will use both the problem finding and education intervention techniques to obtain their commitment. He will meet with them separately from the other people and groups.

Once the desired commitments have been obtained, Chief Jack will meet with them as a whole. He will seek a group effort in working toward the implementation of the plan.

MANAGEMENT STRUCTURE

Before beginning the transition process, it is necessary to determine how and by whom it will be managed. The management system and structure must be one which develops the least amount of stress within the existing system and the most opportunity to expedite and produce the new system.

The management structures to be used during the transition process are the "project manager" and "representatives of constituencies" styles. Chief Jack will appoint the Commander of the Crime Prevention Unit the project manager. He will function out of the Chief's office and have the power to manage change. He will report directly to the Chief who will have the ultimate responsibility for implementing the plan.

A group consisting of people representing the major constituencies involved in the change will be formed to ensure the success of the transition. They will be responsible to the project manager. Responsibility charting will be used to show the actions or decisions which need to be accomplished. Responsibility for their accomplishments will be identified.

Responsibility Charting. Responsibility charting will be used to define performances necessary to execute important assignments, acts, and decisions. It will consist of the critical mass and the transition team as their roles interrelate. The required performance of each participant will be charted and shared to gain acceptance. It will give them an understanding of everyone's role and required performances to create the desired change. (Table 8) The required performances are:

R = Responsibility to see decisions or actions occur.

A = Approval of actions or decisions with veto rights.

S = Support of actions or decisions with no veto rights.

I = Informed of actions or decisions.

Chief Jack will have the role of approving all decisions including budget, allocated resources, evaluation, and program development. The Commander will be responsible for police decisions. The Community Advisory Board will be responsible for recruiting volunteers and gaining community support. The roles of the remaining participants are either Support, Informed, or no role.

TABLE 8 RESPONSIBILITY CHARTING

	ACTORS										
DECISIONS	CHIEF JACK	COMMANDER C.C.P.U.	POLICE MGT. STAFF	COMMUNITY ADV. BOARD	CAPITOL BUS. ASSOC.	ETHNIC COMMUNITIES	CITY COUNCIL	CITY MANAGER	CRIME PREV. UNIT STAFF	CAPITOL POL. ASSOC.	SCHOOL DISTRICTS
BUDGET	A	R	I	I	--	--	S	S	I	I	--
ALLOCATE RESOURCES	A	R	I	I	S	I	I	I	I	I	I
RECRUIT VOLUNTEERS	A	S	--	R	I	S	I	I	S	--	I
TRAINING	A	R	--	I	I	I	--	--	S	--	I
ADVERTISING/PSAs	A	R	--	S	S	S	I	I	S	--	I
EVALUATION	A	R	I	I	I	I	I	I	S	I	I
PROGRAM DEVELOPMENT	A	R	I	S	S	S	I	I	S	I	I
COMMUNITY SUPPORT	A	S	S	R	S	S	S	S	S	I	S

R = Responsibility - see that decisions or actions occur
A = Approval - of actions or decisions with right to veto
S = Support - of actions or decisions by provision of resources but with no right to veto
I = Informed - of action or decisions but with no right to veto

Monitoring and evaluation. Monitoring and evaluating the transition process are indispensable components of the management operation. Monitoring provides managers the needed information on

the progress of the department moving toward the desired future. As the project manager, the Commander will be responsible for monitoring and evaluating the transition phase. He will have the responsibility and authority to assure the project progresses as planned. He will meet with key members of the Transition Team and coordinate communications with all participants. He will provide progress reports to the Chief.

The evaluation process will look at numerous facets of the plan. Concerns addressed will include performance, efficiency, effectiveness, costs, and timeliness. Statistical information will be compiled to evaluate the effectiveness of the plan. Information will include:

1. Number of meetings with the Community Advisory Board and community organizations.
2. Number of community crime prevention recommendations.
3. Number of existing crime prevention programs revised based on recommendations.
4. Comparison of number of presentations with preceding years to date.
5. Number of school-related crime prevention activities.
6. Number of school, business, community and police crime prevention events.
7. Number of crime prevention volunteers.

8. Survey of community, school, and business opinions of crime prevention services.
9. Survey of department employees and management staff as to the worth of the plan.
10. Number of community meetings.

The Commander will give the Chief a weekly verbal report and a detailed bi-monthly written evaluation. These reports will include input from the staff involved in the plan. The written report will be made available to the management staff, Community Advisory Board and the Transition Team. It shall also be included in the department newsletter for all employees and in the community newsletter for all city residents, school staffs, and the business community.

Monitoring and evaluating the plan will provide an mechanism to identify problem areas and allow needed adjustments to be made in a timely manner. It provides a means to ensure the success of the plan.

SUMMARY

Scenario 2 was developed in Part I based on trends and events identified through literature scanning, interviews, and the Nominal Group Technique. The partnership between the police and the community are a key component in the success of crime prevention. Communities are responsible for participating and having a say in what crime prevention programs are provided. Trends and events affecting the issue were identified through use of the Nominal

Group Technique. They included alternative funding for crime prevention programs and unity between the police and the community.

Scenario 2 was used in Part II to develop a strategic management plan. The strengths and weaknesses of the police department were identified. It was shown that the department would accept change in differing degrees at various levels throughout the department. Community support was above average. Resources was one of the weaknesses.

Ten key stakeholders, including one snaildarter, were identified as being important for the success of the strategic plan. A policy was developed through the Modified Policy Delphi process. A mission statement, the creation of a Community Advisory Board on Police Issues, and alternative funding for crime prevention were identified as components of the policy.

An implementation plan was developed including negotiation strategies to gain the support of the key stakeholders. Tactics were formulated to obtain acceptance of the plan.

The transition management plan is to move from the present to the desired future state. A commitment plan was prepared. The mass consisting of key individuals and groups was identified: Chief Jack, Commander of the Crime Prevention Unit, Capitol Police management staff, Community Advisory Board, Capitol Business Association, and ethnic communities. Their initial commitment for the desired future was identified. Their individual commitment needed for the plan to succeed was defined. Changes in the initial commitments of the Commander of the Crime Prevention Unit, Capitol

Police management staff, Capitol Business Association, and ethnic communities were necessary to achieve the successful implementation of the plan. The problem finding and educational intervention strategies were used in gaining their needed commitment.

The management structures determined necessary during the transition process were the "project manager" and "representatives of constituencies" stlyes. The Commander of the Crime Prevention Unit was made project manager. Chief Jack had the responsibility for the implemention of the plan. A Transition Team consisting of representatives of major constituencies was formed.

Responsibility charting, consisting of the critical mass and Transition Team, was used to identify the role of each participant. Monitoring and evaluating the transition process will be used to assure the success of the plan. Verbal and written reports and evaluations will be provided to the Chief.

CONCLUSION AND RECOMMENDATIONS

From the beginning, preventing crime has been the goal of police departments. During the past 20 years, large police departments have formed crime prevention units and offered crime prevention programs to the communities they serve. The programs are developed and evaluated internally while serving an external audience. There has been, and continues to be, limited involvement in crime prevention programs from the community. Communities are unrepresented in determining the crime prevention concerns to be addressed. Crime prevention programs are not endorsed by the majority of citizens who will benefit the most.

The objective of this project was to assess the extent of external influence up crime prevention programs offered by large police departments in California by the year 2000. The primary purpose was to examine the future environment and develop new strategies to manage this issue in the future.

Research has shown that crime prevention is a top police priority for the future. The success of crime prevention lies in a partnership between the police and the community. Proactive efforts to obtain a higher degree of community involvement in crime prevention is the most expedient method in dealing with crime.

Goals have not changed; it is still the desire of police executives to make crime prevention work. Communities deserve no less. Change must occur to succeed. The change process outlined

in this study contains definite principles, sequence, and structure that can ensure success.

Citizen participation in decision-making is a critical component of successful crime prevention. Police officials must make the commitment to change their relationship with the community.

Large police departments must change their relationship with the community. The diversified population in California makes it imperative that police officials address the crime prevention needs and concerns of every segment of the community. Police officials need to develop a strategy that ensures community influence upon crime prevention programs.

Trends and events identified in this study provide large police departments with alternative methods to meet crime prevention challenges of the future. With the successful implementation of the strategies discussed in this study, citizens will become committed to participate in crime prevention and "buy in" to the partnership.

This study describes a process that can have a positive impact on California crime prevention programs in large police departments. It is recommended that steps be taken to implement the strategies used in this study. The following recommendations are offered to large police departments.

1. The development of a strong partnership between large police departments and communities. This includes the establishment of a Community Advisory Board to provide

community input into crime prevention programs. Each neighborhood and special interest group will designate a representative to serve on the Board.

2. Generate alternative funding for crime prevention. Budget crunches are not new. The problem will continue. Police officials work with the community to obtain alternative sources of funding to expand crime prevention efforts.

3. The establishment of a micro-mission statement to give large police department employees direction to meet stated goals. It also explains the specific mission of the police department and enables the level of success to be measured.

4. Develop strategic and transition management plans to obtain commitment and support of employees. This begins with the commitment and support of the management staff.

5. Assertive leadership to maintain support commitment and active participation. Police officials must unite police employees and the community to make crime prevention successful.

Police officials from large departments can significantly impact the success of crime prevention in California by becoming proactive. They can prepare to meet this issue by coordinating their efforts with grassroots members from all segments of the community. By working with, and not for, the community, the increase in preventable crimes can be halted and reversed.

APPENDIX A

INTERVIEW RESPONDENTS

Crime Prevention Specialist
Anaheim Police Department

Crime Prevention Specialist
Fresno Police Department

Crime Prevention Specialist
Long Beach Police Department

Crime Prevention Specialist
Los Angeles Police Department

Crime Prevention Specialist
Oakland Police Department

Crime Prevention Specialist
Riverside Police Department

Crime Prevention Specialist
San Francisco Police Department

Crime Prevention Specialist
San Diego Police Department

Crime Prevention Specialist
San Jose Police Department

Crime Prevention Specialist
Santa Ana Police Department

APPENDIX B

INTERVIEW QUESTIONS

1. How many main crime prevention programs does your department have?

    a. What types of programs does your department offer?

2. Does the community have input into your department's crime prevention programs?

    a. If yes, describe the type of input.

3. Are there any community crime prevention advisory committees or boards in your city?

4. What methods, if any, are used to solicit and develop new crime prevention programs?

5. How are new crime prevention programs implemented in your city?

6. Does your department evaluate community response to crime prevention programs?

    a. If yes, what method is used?

7. Has the change in your city's population impacted your crime prevention programs?

    a. If yes, in what way?

APPENDIX C

NOMINAL GROUP PARTICIPANTS

Child Welfare and Attendance Coordinator
Large Northern California City Unified School District

Representative
Major Northern California Private Business

Chairperson
Large Northern California Hispanic Neighborhood Community Based Organization

Director
Large Northern California Southeast Asian Community Based Organization

Representative
Large Northern California Insurance Agency

Community resident
Large Northern California city low income neighborhood

Lieutenant
Commander of Crime Prevention Unit
Large Northern California Police Department

Director
Large Northern California Black Community Based Organization

Lieutenant
Commander of Planning and Fiscal Unit
Large Northern California Police Department

APPENDIX D

INFORMATION PROVIDED TO NOMINAL GROUP PARTICIPANTS

Dear

Thank you for agreeing to participate in the Nominal Group exercise. The meeting is scheduled to begin at 10 a.m., June 19, 1989. It will be held at the Sacramento Police Department, 3rd Floor Conference Room. Eight other people will participate with you. The meeting is expected to last approximately 4 hours.

The issue for your consideration is, "What will be the extent of external influence upon crime prevention programs offered by large police departments in California by the year 2000?" There are three related sub-issues. They are:

1. What level of community influence upon crime prevention programs will be utilized by large police departments in California by the year 2000?

2. What level of private industry influence upon crime prevention programs will be utilized by large police departments in California by the year 2000?

3. What level of public and private school influence upon crime prevention programs will be utilized by large police departments in California by the year 2000.?

"Level of influence" refers to the amount of participation large police departments will utilize from community agencies, residents, and organizations, school districts and businesses in determining what crime prevention programs will be developed and provided. The term "Community" in sub-issue #1 refers to residents, community based organizations, churches, social service organizations and non-profit organizations.

It is projected that large cities will continue to grow and diversify in population. The needs of communities continue to change. While Neighborhood Watch is the foundation of crime prevention, large police departments need to anticipate, evaluate and prepare for future crime prevention needs for various segments of the community, i.e., Indochinese, elderly, disabled, schools and private industry.

APPENDIX D (continued)

Please develop a written list of three to five trends and three to five events related to the issue over the next 10 years. They may be social, technical, educational, environmental and political. **Trends are considered a consistent pattern of events over a period of time which might affect the issue. Events are a single occurrence verifiable in retrospect which might impact trends and the issue. There are no right or wrong ideas -- nothing is ridiculous.**

All of the trends will be listed. They will be reviewed and any additional trends which may come to mind will be added. The group will finalize the list and prioritize the trends resulting in a list of the top five. The same will be done with the events.

Finally, you will do a cross-impact analysis by determining the impact of the final five events on each other and the final five trends.

The following are examples of two trends and two events:

TRENDS:

1. Level of high tech/computer crimes.

2. Level of cities established based on racial and religious backgrounds.

EVENTS:

1. Legislation grants more police powers to private security.

2. Consolidation of City/County government.

Again, thank you for agreeing to participate in this group. If you have any questions please call me at (916) 449-5635.

Sincerely,

JOHN P. KEARNS
CHIEF OF POLICE

Ronald E. Carrera, Lieutenant
Community Resources Section

REC:jt
ENCLOSURE

APPENDIX D (continued)

SACRAMENTO POLICE DEPARTMENT

COMMUNITY RESOURCES SECTION PROGRAMS

GENERAL CRIME PREVENTION: Community Resources Section personnel offer general information on statistics, priorities and crime prevention tips to community groups such as churches and P.T.A.s. This presentation also offers information on the wide variety of programs available through the Community Resources Section.

NEIGHBORHOOD WATCH: This program is for citizens interested in participating in an organized neighborhood crime prevention program. A crime prevention practitioner conducts a series of four meetings in the home of a group member (Block Captain). The practitioner provides information on citizens' rights, residential security, personal safety, gangs and drug awareness and other related crime prevention tips.

OPERATION IDENTIFICATION: This program makes residents' personal property less desirable to a potential residential burglary by inscribing it with the owner's driver's license or identification number. It also aids in the recovery of stolen property. Public participation is actively sought and information is provided as to where to obtain tools to do the marking. The owners keep an inventory of the marked property, and the Community Resources Section keeps a record of the owner's participation.

AUTO THEFT PREVENTION: This presentation provides information on the severity of the vehicle theft problem including why vehicle theft has become popular and theft prevention techniques and devices.

BUSINESS ALERT PROGRAM: This program organizes businesses into groups in order to reduce their risks of becoming crime victims. Training is provided to these groups on a number of topics such as Shoplifting Prevention, Fraudulent Documents and Check Cashing Procedures, Armed Robbery Prevention, Internal Security and Employee Retail Theft.

BUSINESS SECURITY SURVEY: This program provides Sacramento businesses with an on-site inspection of their building and surrounding area. A trained crime prevention officer conducting the inspection will make recommendations on how the business can be made less vulnerable to burglary, robbers and public thieves through physical changes.

PERSONAL SAFETY: Community Resources Section personnel will present information on how to reduce vulnerability to crimes such as rape, robbery and purse snatch.

APPENDIX D (continued)

PROTECTION PLUS: Businesses have the opportunity to participate in a variety of presentations including home security, personal safety, fraud/bunco, fraudulent documents, shop lifting, armed robbery and bomb threats. Community Resources Section personnel go to the business site at a predetermined time and speak to business personnel about any of these topics.

SENIOR SAFETY: This program is directed to senior citizens to help them protect themselves against the crimes are most likely to occur to them. The program involves supplying brochures to senior citizen groups, public presentations at senior citizens' meetings and written articles for senior citizen periodicals.

CRIME PREVENTION FOR THE DISABLED: This special program contains personal safety/home security information for persons with physical and/or developmental disabilities.

GANG AWARENESS: This presentation includes information about gangs and drugs. Listeners will learn what gangs are active, how to recognize gang members and how to report gang activity to the police. Included in this presentation is information about how to reduce gang violence and crime.

SUBSTANCE ABUSE RECOGNITION AND PREVENTION: This program describes various substances, how to recognize if someone is under the influence and how to handle the situation. The presentation is available to any business or organization in the City limits.

9-1-1 FOR KIDS: This program is jointly presented by Community Resources Section officers and the staff of Pac Bell. The presentation is targeted for children in kindergarten and first grade. Instruction is given on how to properly use the phone in emergency situations and recognizing police officers in their uniforms.

BETTER SAFE THAN SORRY: This program is available to the schools in the City's school districts from grade 1 through 6. It deals with issues ranging from stranger awareness and protection from strangers in grades 1 through 4 to more sophisticated topics such as sexual molest, incest and date rape for older grades' children. Speakers and films are available through the Community Resources Section.

PARTNERS IN PREVENTION: With the assistance of the Sacramento Unified School District, this substance abuse awareness and prevention program utilizes two full rime uniformed police officers to teach self-concept and positive decision-making skills to 4th, 5th and 6th grade students in the Florin, Meadowview and Greenhaven areas. The officers use the Here's Looking At You, 2000" curriculum.

APPENDIX D (continued)

ROLE OF THE POLICE: This program is available to junior and senior high school students. Information on the role of the police in the community, law enforcement as a career and the Police Explorer Cadet program are discussed.

POLICE EXPLORER CADET PROGRAM: The Department sponsors Police Cadet Post #888. It is a program of Explorer Scouts of America relating to a vocational study of law enforcement. Eligible young men and women are given training and information in various phases of law enforcement. The program consists of high school and college age people who share a common interest in law enforcement. A Community Resources Section police officer is the program advisor.

VOLUNTEERS IN POLICE SERVICES (V.I.P.S.): Volunteers assist the department in four basic areas: investigative, technical, clerical and Neighborhood Watch. The program provides volunteers an opportunity to practice office skills, learn a new technical skill, do investigative work or do Neighborhood Watch presentations.

COMMUNITY CONTACT PROGRAM: One of the major goals of the Community Resources Section is to facilitate, encourage and maintain open communication channels between the department and the community. Community Resources Section personnel give information to and solicits input from individuals, agencies and business groups.

CRIME ALERT: The Crime Alert Program features two segments: Reenactments and Wanted Persons. In Reenactments major crimes are reenacted and aired on local television stations. Wanted Persons features people wanted for crimes. Reenactments and Wanted Persons also air on six radio stations and appear in local newspapers. People are encouraged to call a special telephone line if they have any information regarding any crime or wanted person. Cash rewards up to $1,000 are paid for information resulting in an arrest.

URBAN DESIGN AND E.I.R. REVIEW: The Crime Prevention personnel provide a review of all plans referred by the City Planning Division and Environmental Impact Reports to offer advice on the impact and ability of the Police Department to provide services based on the various features of the plans and reports.

CRIME PREVENTION NEWSLETTER: A bi-monthly newsletter is available to citizens and businesses within the Sacramento area. The newsletter provides information on crime prevention tips and related information.

FOR SENIORS ONLY (NEWSLETTER): A quarterly newsletter is available for senior citizens in the Sacramento area. The newsletter provides information on crime prevention tips and information related to senior citizens.

APPENDIX E

CANDIDATE TRENDS

1. LEVEL OF CITY ANNEXATION

2. LEVEL OF VOLUNTEER USE BY CRIME PREVENTION UNITS

3. FOCUS ON SPECIAL PROGRAMS TO SUPPRESS VIOLENT CRIMES, DRUG TRAFFICKING, VANDALISM AND GANG ACTIVITIES IN SCHOOLS AND NEIGHBORHOODS

4. LEVEL OF AREAS TARGETED FOR LOW INCOME HOUSING DEVELOPMENTS

* 5. LEVEL OF PRIVATE COMMUNITIES FORMED FOR PRIVATE SECURITY - SAFE NEIGHBORHOODS

6. RESIDENTIAL COURTS ESTABLISHED TO HANDLE MINOR NEIGHBORHOOD OFFENSES

7. SPECIAL INTEREST GROUPS AND ORGANIZATIONS FORM TO DEMAND POLICE SERVICES (BLACKS, ASIANS, ELDERLY, DISABLED)

* 8. LEVEL OF GOVERNMENT FUNDING OF CRIME PREVENTION PROGRAMS

9. LEVEL OF COMMUNITY INPUT INTO CRIME PREVENTION

10. LEVEL OF POLICE, BUSINESSES, COMMUNITY AND NEIGHBORHOOD WATCH GROUPS NETWORKING

* 11. LEVEL OF NEIGHBORHOOD WATCH GROUPS PATROLLING THEIR NEIGHBORHOODS

12. LEVEL OF CHILDREN WITH DRUG RELATED LEARNING DISABILITIES

13. LEVEL OF CRIME PREVENTION EDUCATION FOR YOUNG STUDENTS

14. LEVEL OF SCHOOL-POLICE PARTNERSHIP ON CAMPUSES

15. LEVEL OF DEMANDS FOR POLICE DUE TO ERODING SOCIETY (DRUGS, GANGS)

16. LEVEL OF INPUT INTO CRIME PREVENTION PROGRAMS BY SMALL BUSINESSES DUE TO SIZE

17. DRUG/ALCOHOL ABUSE AMONG EMPLOYEES RESULTING IN CONCERN AND ACTION BY BUSINESS COMMUNITY

18. LEVEL OF RELATIONS BETWEEN POLICE AND ALL ETHNIC GROUPS

19. ETHNICS DEMAND CRIME PREVENTION PROGRAMS

APPENDIX E (continued)

20. LEVEL OF HIGH TECH/COMPUTER CRIMES

21. LEVEL OF COMMUNICATION BETWEEN LAW ENFORCEMENT AND THE BUSINESS COMMUNITY

22. LEVEL OF DRUG USE IN NEW IMMIGRANT FAMILIES

* 23. LEVEL OF ADVISORY COMMITTEES FORMED REPRESENTING ETHNIC COMMUNITIES

24. LEVEL OF EMPHASIS ON CRIME PREVENTION EDUCATION AMONG NEW IMMIGRANTS

* 26. LEVEL OF PRIVATE INDUSTRY FUNDING OF CRIME PREVENTION PROGRAMS

27. LEVEL OF CITIES ESTABLISHED BASED ON RACIAL AND RELIGIOUS BACKGROUNDS

* = Final 5 Trends selected for forecasting

APPENDIX F

CANDIDATE EVENTS

1. LAWSUIT FILED BY ETHNIC COMMUNITY DEMANDING POLICE SERVICES

2. DRUG PROGRAMS AND ALCOHOL PROGRAMS COMBINE FUNDING

* 3. CONSOLIDATION OF CITY/COUNTY GOVERNMENT

4. BUILD SUBSTATION

5. SCHOOL DISTRICTS DEMAND HELP FOR GANG PROBLEMS IN SCHOOLS

6. GOVERNOR SIGNS ANTI-CRIME BILL TO FUND CRIME PREVENTION PROGRAMS

* 7. SPECIAL TAXES LEVIED TO SUPPORT CRIME PREVENTION PROGRAMS

8. LEGISLATION GRANTS MORE POLICE POWERS TO PRIVATE SECURITY

9. IMPACT FEE LAW PASSED TO PAY FOR POLICE SERVICES (YOU PAY FOR WHAT YOU GET, I.E., DEVELOPER FEES, ARREST FEES)

* 10. SCHOOL, COMMUNITY, BUSINESSES, POLICE UNITY

11. CITY/COUNTY ORDINANCE ADOPTED REQUIRING LOCKED GATES ON ALL APARTMENT COMPLEXES

12. INSURANCE COUNCIL SUBMITS FUNDS TO STAFF CRIME PREVENTION UNITS

* 13. COMMUNITY ADVISORY BOARD ON POLICE ISSUES FORMED

14. REDEFINITION OF CRIME CONCERNS FROM NEIGHBORHOOD PERSPECTIVE (CRIME STATISTICS IRRELEVANT - PERSPECTIVE DOMINATE)

* 15. IMPLEMENTATION OF EDUCATIONAL CRIME PREVENTION PROGRAMS IN SCHOOLS, COMMUNITY AND BUSINESSES TO REDUCE LEVEL OF SERIOUS CRIMES

* = Final 5 Events selected for forecasting

APPENDIX G

POLICY DELPHI RATING SHEET

Feasibility:

Definitely feasible	(3)	No hinderance to implementation; acceptable; no political roadblocks
Possibly feasible	(2)	Is implementable; further consideration needed to political/public reaction
Possibly infeasible	(1)	Some indication is unworkable; significant unanswered questions
Definitely infeasible	(0)	All indications are negative; unworkable; cannot be implemented

Desirability:

Very desireable	(3)	Will have positive effect and little/no negative effect; extremely beneficial; justifiable on its own merits
Desirable	(2)	Will have positive effect; negative effects minor; beneficial, justifiable as a by-product or in conjunction with other item
Undesirable	(1)	Will have a negative effect; harmful
Very undesirable	(0)	Will have major negative effect; extremely harmful

APPENDIX G (continued)

Alternative #1 - **Highest scoring alternative**

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

Alternative #2 - **Highest scoring alternative**

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

Alternative #3

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

Alternative #4

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

APPENDIX G (continued)

Alternative #5 - **Most diversified range of scores**

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

Alternative #6

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

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3. Richard Cohen, "The Cost of Crime," The Sacramento Bee, May 19, 1989, p. B10.

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5. R.R. Bennett and S. Baxter, "Police and Community Participation in Anti-Crime Programs," Police Management Today, 1985, pp. 132-146.

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