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WHAT WILL BE THE
LAW ENFORCEMENT/SHOPPING CENTER
RELATIONSHIP BY THE YEAR 2000?

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EXECUTIVE SUMMARY

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There are many large, enclosed shopping centers within California. The trends indicate that more of these multi-purpose facilities will be built in the coming decade.

There is evidence that these centers are becoming the social, recreational, and cultural centers of the community, replacing the notion of a traditional "downtown." Foremost, these centers contribute significantly to the local budgets in the form of sales tax revenue. Thus, it becomes imperative to the entire community for the police to develop meaningful policy toward these centers.

In this paper, the author presents a strategic plan that includes future scenarios pointing out the possible implications of existing trends and potential events as they were developed by a panel of knowledgeable professionals.

The plan proceeds, in a logical sequence, to require an examination of the specific "real life" situation and important stakeholders in selecting from desirable and feasible policy alternatives. There is an explanation of the rationale for policy selection and for the phased implementation recommended.

Chosen for implementation were interconnected policies that expand the police presence at the shopping center without greatly impacting police resources or service levels to the remainder of the community. Examples of such policy includes local coordination with private security, formation of a regional association of law enforcement and private security professionals, contracting with shopping center security for the parking lot patrol, and setting local minimum standards for private security operators interested in wearing uniforms similar to those of the police.

The last portion of the strategic plan model includes steps to be taken in guiding the Department through the transitional periods from enunciation of the vision into the next century.

The author sees a natural extension of this model to be a strategic plan developed for the safety of the entire community --including potential partnerships between law enforcement, private industry, local government, and the community residents.

In conclusion, the author recommends that policy makers act today in establishing relationships with private security to insure the future viability of shopping centers.

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PROJECT BACKGROUND

THE GROWTH STATE

California's expansion in population and economic influence has been unparalleled. "The restructuring of America from North to South (really a shift to the West, Southwest, and Florida) is gaining increased momentum now as we begin to experience the consequences of the initial mass migration of jobs, people, and economic activity" (Naisbitt:241).

According to a 1988 report quoted in the Ontario Daily Report by the Commission on State Finances, the California labor force is expected to grow by 1.8 percent each year through 1998, employment by 2.4 percent and personal income by 8.3 percent (Associated Press, 1988). The State's economy is projected to be ranked the fifth largest "national" economy in the world by the year 2000 (Economics Division, Wells Fargo Bank, 1985).

When this attractive economic future is coupled with the state's mild climate, there can be no wonder why the population is expected to burgeon to 30 million by 2000, a huge 30 percent increase over the 1980 census (U.S.:14).

GROWTH PATTERN

California's historic growth pattern has been unique. In the period immediately following World War II, facilitated by ample jobs, skilled workers from the defense industries, abundant vacant land, the automobile, and a new freeway system, the concentric pattern of urban development was displaced.

At first, the new mobility allowed workers to simply live at a greater distance from the urban work core. No longer were the workers required to live within close proximity to their jobs or businesses to earn their living or to carry on retail trade. Soon, vacant land in those "sub-urban" areas began to fill in a seemingly random mix of residential, retail, and light manufacturing uses. The circle of living spread further and further from the urban work core.

As these suburbs have filled in, there has been a change in how they are looked upon. Because they radiate out from the urban center, the contiguous communities have taken on the designation of "metropolitan areas" inexorably connecting them with that urban center. Currently, over 95 percent of the state's population live in metropolitan rather than rural areas (U.S.:20).

The conditions created by the density of the suburban areas close to the traditional work centers has given rise to the relocation of many businesses to the suburbs where land

acquisition costs are lower. This occurs as the critical mass of those living in the suburbs and the time required for a commute are at sufficient levels to generate some changes in the habits of workers and customers.

The cycle created by a movement of people and business to the suburbs generates residential use and increased retail trade, making it attractive for added movement to the furthest reaches of the metropolitan areas. It was then possible for those living in these "metropolitan areas" to distance themselves from the urban core by going to work in the less developed suburbs. "Today over 75 percent of commuters in the suburbs travel to other areas in the suburbs for work" (Quinn: 54). "[S]ome of the worst traffic snarls occur far from the urban core-on circumferential highways, and along roads leading to suburban office parks and shopping malls" (Orski:637).

This cycle is replicating itself in all areas of the state. This is why the "Inland Empire" counties of Riverside and San Bernardino are experiencing some of the fastest rates of growth in the nation. There is a Southern California Association of Governments (SCAG) study quoted in the February issue of California Business that indicates the population in San Bernardino County will double within the next 25 years (California Business:59).

NEW RETAIL PATTERNS

Accompanying this new suburbanization has been the displacement of the "downtown" shopping areas which have become run-down lacking in care or considered just too far away. Other factors such as "... the cost and scarcity of parking spaces, traffic congestion, uneasiness about 'street people', and the perception of downtown as a high crime area" are additional reasons for avoiding the urban center for retail trade (Brown: 85).

"Unable to adapt to changing social and economic conditions, countless downtown areas have deteriorated" (Dengler:16). Many shoppers and, then, retailers have deserted downtowns in favor of the growing suburban retail facilities. Even with the redevelopment of some downtown areas such as San Diego's Horton Plaza, Los Angeles' Crenshaw Plaza or the Yerba Buena Gardens in San Francisco, the majority of the newly constructed or remodeled facilities will be in the suburbs. There are currently four enclosed regional retail facilities ready for construction in the west end of the Inland Empire alone.

These retail facilities are most frequently called arcades, plazas, malls, or simply shopping centers. There are over 25,000 shopping centers in the country, 2,800 of which are large enclosed structures sometimes referred to as regional shopping centers containing more than 500,000 square feet of

gross leasable area (GLA). These enclosed shopping centers are characterized by inward facing rows of (single or multiple storied) service and retail establishments separated by wide, covered, common areas allowing for pedestrian access.

"SHOPPING CENTER" HISTORY

It would appear that the first enclosed market place containing significant public space was in Paris, France. The Palais Royal was erected at the time of the French Revolution and was architecturally known by the prevailing term "arcade."

"The arcade endowed the pedestrian once again with his full import and became the driving force behind a reorganization of public space" (Geist:preface). Protected from the weather and dangerous streets of Paris the arcade "was a new means of marketing the products of a blossoming luxury goods industry" (Geist:12).

In 1827, a three-level enclosed shopping arcade was built by Cryus Butler in Providence, Rhode Island, thus transferring the French technology to the United States.

It was not until after World War II and the beginning of the move to the suburbs, that shopping centers as we know them sprang up in the suburbs. Most agree that the Crenshaw Mall (1948) in Los Angeles was the first center in California.

In 1950, the Northgate Mall in Seattle, Washington may have been the first to bring the unenclosed arcade model to the suburbs. In 1956, the Southgate in Southgate, Minnesota became the first to enclose a shopping center containing a common climate control.

Since then, enclosed shopping centers have been contributing much more than a controlled climate to our communities.

These self-contained environs have replaced the traditional downtown areas for not only services and retailing but have become the new 'main street' for social and recreational activities. "They have a social function in providing an agreeable and comfortable meeting place for local residents" (Darlow:12).

They are the "new focus of the community" (Dawson:109) attracting the suburbanites with the lure of social interaction, safe free space, cultural events and a connection to the "conspicuous consumption as seen on television" (Grassi:68). An increasing number of shopping centers are also introducing a variety of frequently used services such as banks, post offices, travel agencies, chiropractors, insurance agents, optometrists, community meeting places, and public safety offices. "Shopping malls...are now the third most frequented space in our lives, following home and workplace" (Naisbitt:42).

THE NEED FOR STUDY

For all of these reasons, shopping centers prosper financially and are eagerly sought after by most local policy makers who seek additional methods to enhance sagging revenue sources. In the communities with such shopping centers, the revenue to the local government from sales tax is usually a significant portion of a budget. (For example, the budget for the City of Montclair, California is slightly under \$15 million for FY 88-89, sales tax revenue from the Montclair Plaza is expected to exceed \$5.5 million.) Without which many services historically funded would not be provided.

Although socially and economically important, the shopping center has not been adequately studied to establish appropriate police services to these facilities. Likewise, we in law enforcement have not truly recognized that there is a need to learn more about what ingredients contribute to the success of centers. Without this knowledge, we cannot hope to provide the services that are best suited for the existing conditions, let alone for the future. We are likely to exclude all but what has been done in the past, providing fragmented services for the perceived needs of the shopping center clientele.

How can we prepare our agencies for the apparently changing environments brought about by the centers if we do not have some insight about their future?

INTRODUCTION TO THE STUDY

The purpose of this paper is to present a nearly universal model for structuring this emerging issue facing law enforcement, to systematically view ambient qualities of the issue, and to select and implement policy to positively affect the environment of the issue. The model will have as its focus the exploration of the above questions and related issues using a large, enclosed shopping center in a mid-sized California city as a environmental backdrop.

The product of this study is to be the development and implementation of policy to be instituted by that city in providing police services to this type of center through the next decade.

The process is to be the use of techniques learned from the California Commission on Peace Officer Standards and Training (POST) Command College. And even though the product is location and topic specific, the process forms a model that is flexible enough to deal with the surprises of an uncertain future or the changes in environments possible in differing communities. It is a process that can be replicated by others regardless of location or conditions; it is truly transferable.

There are four parts to this process: three objectives and a conclusion.

The purpose of the first objective is to use established futures research methodology to transform knowledge gained through personal experience, literature review (or scanning), personal interviews, and a modified conventional delphi process into word pictures of possible futures (scenarios). There will be three scenarios developed using rational data as support for each.

The purpose of the second objective is to develop a strategic planning and decision making process. A "real life" context will be presented to allow the researcher to analyze a specific environment. Desirable and feasible policy will be selected for implementation and examined in light of that existing environment.

The purpose of the third objective is to develop a transition management plan that leads the department through the change.

OBJECTIVE ONE

"VIEW OF THE FUTURE"

STATEMENT

While it is not possible to accurately predict the future, it is possible to use futures research methodologies to 'image' potential futures. In the first objective, an analysis of the central issue "What will be the law enforcement\shopping center relationship by the year 2000?" will result in three futures scenarios. These scenarios will be based upon the collected forecasting data.

In order to better focus and provide parameters for the study, the central issue question is examined in light of past, currently emerging, and future related subissues. The criteria for the identification of these subissues were that (1) they were relevant to the topic, (2) of personal interest, (3) sufficiently related to each other, and (4) feasible to study.

It is important to the success of the study to narrow the research field and to focus attention on to the key elements of the relationship that could be impacted by law enforcement policy considerations.

Working from the past to the future, the following related subissues were identified:

- What brought about the decline of traditional downtowns?
- What sociological factors brought about the rise of shopping centers?
- What has been the law enforcement relationship with merchants?
- What has been the law enforcement relationship with private security?
- What has been the law enforcement role in shopping centers?
- What were the public service revenue sources before shopping centers?
- What was the impact upon services of the addition (modification) of a shopping center?
- What did the clientele of the shopping center. (merchant tenants, shoppers, users) expect from law enforcement?

Of these past issues, identified through a process of research and personal reflection, several are still relevant. The following present subissues were identified and structured for study through processes described in the methods section:

- What is the law enforcement relationship to shopping center managers?
- What is the law enforcement relationship to shopping center private security?
- What is the role of law enforcement (how do we perceive ourselves) in shopping centers?
- What services does the shopping center clientele expect from law enforcement?
- Does the presence of seniors, gangs or loitering teens at the shopping center bring special law enforcement problems?
- What factors contributing to the success of a shopping center can be influenced by law enforcement?

There should now be a look ahead to the year 2000. Future subissues potentially impacting the futures scenarios are:

- What will be the impact upon a community and its shopping center with the development (or redevelopment) of a competing shopping center in neighboring community?
- What is the future of public law enforcement's presence at shopping centers?
- What impact will the demographic future have on the shopping center future?
- What impact will technology development in computers, security systems and transportation have on the law enforcement\shopping center relationship?
- What impact will the future "shape" (architecture and merchant mix) of shopping centers have on the law enforcement presence?
- What will be the future community use for shopping centers?
- What will the relationship with private security be?

With the parameters set for the study to include research on the above subissues, appropriate academic research methodologies must be selected.

METHODS: IDENTIFICATION

1. Information gathering

- A. "Literature scan" is the process of reviewing a wide spectrum of written matter including books, manuals, periodicals, magazine articles, newspapers, government publications, scholarly papers and seminar presentations to glean relevant information on any particular issue. Relevant information is much more than that which mentions the issue topic, it includes anything that can be validated as having any potential affect on the future of the issue at hand.
- B. "Personal interviews" is the process of scanning the environment whereby information is obtained from the

personal experience of those who have been identified as being informed on the issue or subissue areas.

- C. "Site visits" are attempts to get first-hand information by actually visiting a site where an activity related to the topic is taking place. Site visits are often accompanied by personal interviews to enhance the exposure.
- D. "Personal reflection" is the use of a personal frame of reference and acquired knowledge to come to an independent hypothesis or conclusion.
- E. "STEEP" is an acronym standing for Social, Technological, Environmental, Economical and Political. This is a futures research method of structuring the information gained during the information scan of the total environment.

2. Information relatedness

- A. "The futures wheel" is a graphic representation of the central issue related to the subissues and subissues to subissues.
- B. "A trend" is an objective or subjective observation, over time, of any social, technological, environmental, economic or political measurement on an international, national, regional or local level. Such measurements are taking place officially all the time, e.g., employment trends, crime rates, births, the number of smoking teens and unwed mothers. Others are less official but are measured via surveys or personal observation. Such would be the case as in a belief in militarism, concern over crime, controlled growth, victim rights, and public employee salaries.
- C. "Events" are any discrete, one-time occurrence that affects the central issue. An event can be considered if, at anytime in the time frame of the study, there exists any probability of the occurrence exceeding 0 percent. Examples of a one-time occurrence would be when a city has a police strike. A trend-based event would be when interest rates exceed 20 percent for two years.
- D. "A Modified Conventional Delphi" is a group process that allows for group interaction in dealing with a complex problem effectively. It is a method of using

expert judgments to form estimates when direct knowledge cannot be gained. In this type of delphi, there is no "face-to-face" meeting but instead panel member feedback is received by the researcher through the mail. Two rounds of input on trends and events are obtained from the panel. The first is to narrow the field of candidate trends and events for study to a manageable number, the second is to be used for further clarification and to obtain opinions on the interactions of the events to other events and to the trends. Separate and anonymous input is the key to the delphi success.

- E. "A cross-impact analysis" is a method of developing data on potential interactions of the final set of events upon other events and trends. These data are the basis for later scenario development through a estimation of impacts upon the future by asking "what if this were to occur?"
3. **Futures Scenarios** are creative images of potential futures for the central issue. As products of the trends and events, the scenarios have to honestly reflect data presented. However, data developed here are soft data and can be rationally manipulated for differing results.
- A. "Surprise free" is the type of scenario based on an exploratory mode. No events have occurred and the trends continue (surprise free) as forecast by the delphi panel.
 - B. "What if...?" is the type of scenario where events occur at a level of probability pre-selected by the researcher, and, the interactions described in the cross-impact analysis have a chance to take affect.
 - C. "Desired and attainable" is a normative scenario where the researcher uses the "should be" ratings obtained from the delphi panel and the later developed policy considerations from the Modified Policy Delphi discussed in Objective Two as a basis for designing the desired and attainable future.

METHODS: IMPLEMENTATION

A limited environmental scan of the relationship between law enforcement and the shopping center has been an ongoing process on a personal level for the last several years. A full scale scan began in May, 1988. While some knowledge of the central issue was within my experience, there had never been a systematic attempt to structure that knowledge or relate the issue to more than a few things occurring outside my own experience.

The first steps of a literature scan were taken at the California State Polytechnic University, Pomona, library where the history of shopping centers was explored. At the same time, information on current shopping center development and management was scanned. Magazines, newspapers, books, periodicals, and journals were scanned for articles on the law enforcement presence at shopping centers.

From this first literature scan and my own experience, related antecedent and emerging subissues were "keyed up." These were previously listed in the statement section of this objective. A preliminary structuring of the central issue was set meeting the criteria of subissue relatedness, of personal interest, and feasibility for study.

Personal reflection was used to reveal future viable

subissues potentially impacting the central issue. These were selected on the basis of existing trend influences and the inter-relationships of the subissues found while developing the past and emerging subissues. Again, the future subissues are listed in the statement section.

Inter-relationships between these seven subissues were looked at in graphic representation using a futures wheel exercise (Chart I). This articulation of the strength and number of relationships helped to further define the research and point toward areas not previously thought of as impacting the question.

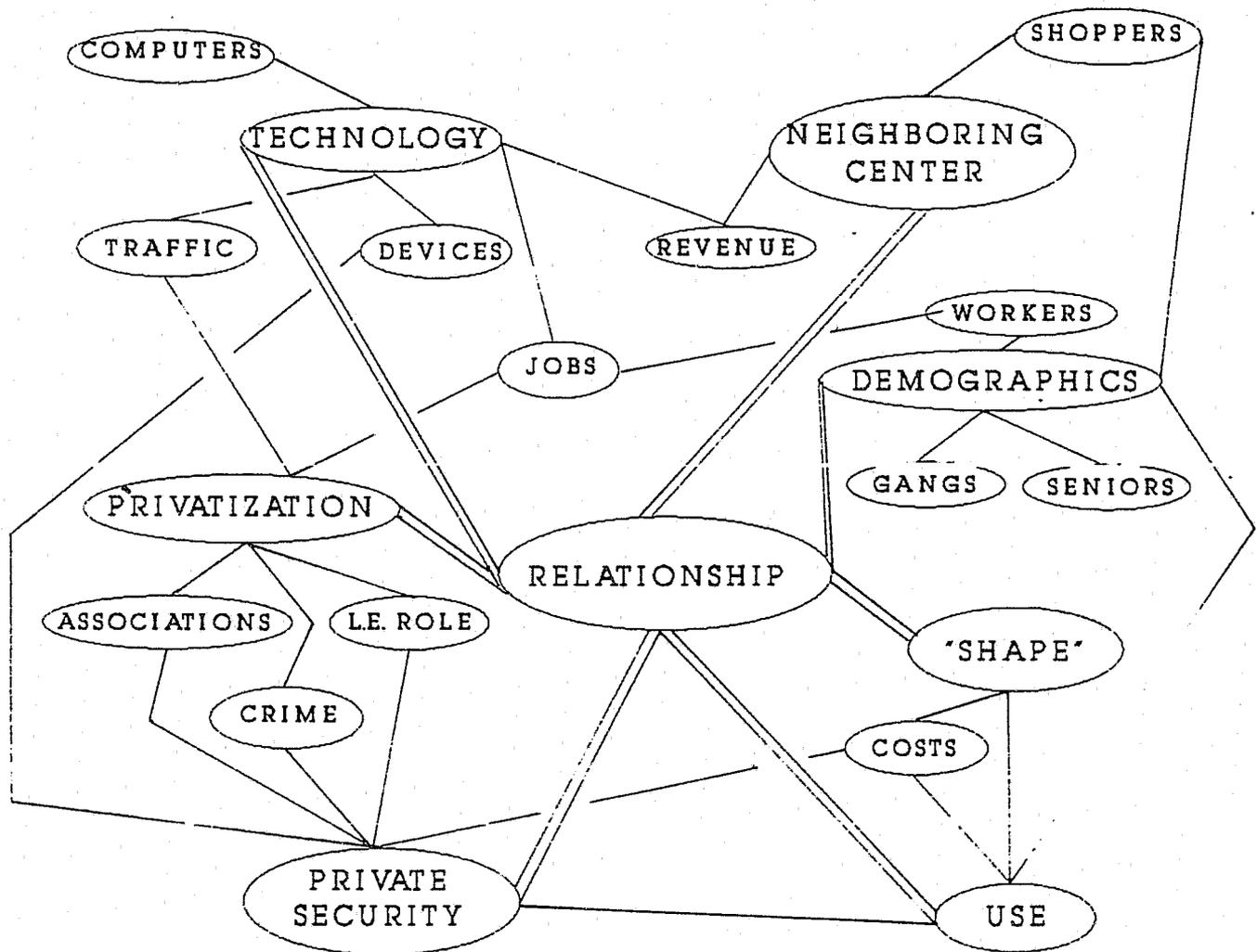
Many potential trend areas were discovered during the next few months of literature scan, seminar attendance, personal interviews, and site visits.

Information was obtained from a variety of literature sources in an attempt to span the total environment. Listings of the most valuable sources can be reviewed in the reference section of this study.

Panel presentations at conferences and seminars held by the California Peace Officers Association (CPOA) and the security industry were the source of a significant number of insights and suppositions on the future state of the relationship under study. Contacts made at these meetings contributed unpublished papers and discussions about previous presentations.

FUTURES WHEEL

LAW ENFORCEMENT/SHOPPING CENTER



SUBISSUE RELATIONSHIPS

CHART I

SITE VISITS

The first visit was to the Potomac Mills mall in Prince William County, Virginia, just outside of Washington D. C. Potomac Mills is acknowledged as being on the forefront of a "new product in shopping center development" (Weiss: F2) with dollar productivity per GLA of a third greater than that of the national average for other regional shopping centers. Of further import to the study, there are plans for a similarly designed Ontario Mills center to begin construction in Ontario, California, by the same development company. At Potomac Mills, personal interviews were conducted with center management (also the corporate security director), the security manager, and local law enforcement representatives.

For all site visits and personal interviews, a standard set of questions was formulated to elicit responses dealing with the future trends in the environment and potential impacting events.

Questions on each subissue were posed to those interviewed challenging their imagination providing fuel to the creativity of the study.

Other site visits were made to:

- Tyson Mall in Washington D.C.
- Del Amo Fashion Center in Torrence, California
- Puente Hills Mall in the City of Industry, California
- Brea Mall in Brea, California
- Montclair Plaza in Montclair, California

Fashion Island in Newport Beach, California
The Galleria in Redondo Beach, California
Tyler Mall in Riverside, California
South Coast Plaza in Costa Mesa, California
Fox Hills Mall in Culver City, California
The Marketplace at the Grove in San Diego, California
Horton Plaza in San Diego, California

These one-on-one contacts proved enormously valuable in the quality of information and in introducing knowledgeable persons to the study process which paved the way for later involvement in the Modified Conventional Delphi process.

FUTURES FILE

In an effort to categorize the vast amount of information being obtained, a "futures file" of articles, clippings, notes, quotes, and thoughts was maintained under five different headings: Social, Technological, Environmental, Economical and Political (STEEP). The futures file then allowed for a systematic, logical, ordering of information that spans the breadth of the environment. Such a break-down of the file also forces thought to be given to potential impacts upon the central issue that might go unnoticed without the headings.

Many bits of information continued to surface in one form or another or from different perspectives. These bits were added to the futures file. Information gathered in this manner soon began to fill the file.

Out of all of the potential impacting trends only those

that could be identified as having validity from more than one source and strongly related to the future of the law enforcement\shopping center relationship were maintained for additional refinement.

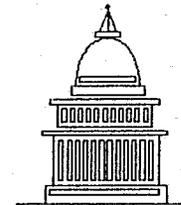
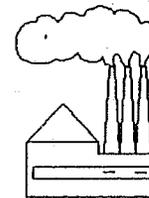
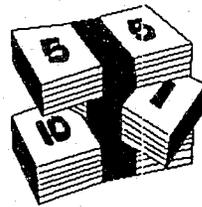
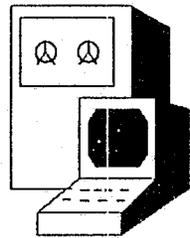
Prior to writing the trend statements, a table showing the subissues was devised as an aid to their relatedness under the STEEP headings. Table I, on the next page, is the result. I found this useful in preparing a second futures wheel. Chart II was created using the STEEP headings and trend titles. This exercise was to establish connections between the trends across the environment and to fortify the trend definitions.

I then carefully wrote trend statements in an effort to include what I believed to be the trend strength and direction based on a personal analysis of the obtained information. Forty such trends were defined. Each was given a short title and reference number for ease of use by the delphi panel (see Appendix: A for a full listing of the trends).

Possible future events affecting the issue were identified and narrowed to 49 using the criteria as that in selecting the trends (Appendix: B). Events were obtained from sources of opinion gathered in the futures file, a personal reflection from a listing of potential events compiled by the University of Southern California Graduate School of Business in Project Outlook Events - 1987. This last source provided insight on

SHOPPING CENTER/
LAW ENFORCEMENT
RELATIONSHIP

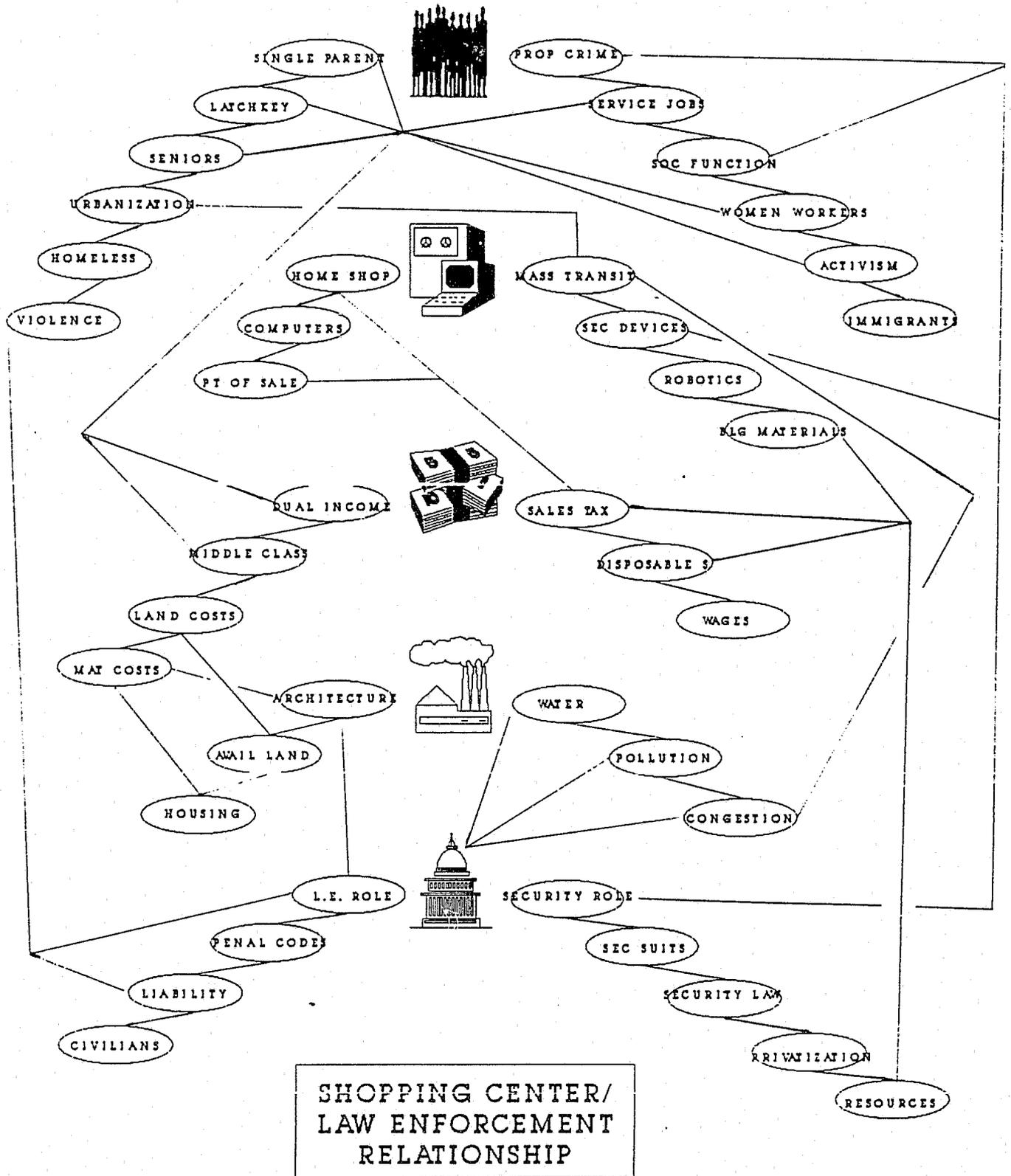
SOCIAL	TECHNOLOGICAL	ECONOMICAL	ENVIRONMENTAL	POLITICAL
SINGLE PARENT	HOME SHOPPING	DUAL INCOME	ARCHITECTURE	L.E. ROLE
LATCHKEY KIDS	COMPUTERS	DISAPPEARING MIDDLE	WATER SHORTAGE	SECURITY ROLE
SENIORS	POINT OF SALE	SALES TAX	AIR POLLUTION	CIVIL LIABILITY
URBANIZATION	MASS TRANSIT	DISPOSABLE INCOME	AVAILABLE LAND	SECURITY SUITS
SOCIAL ACTIVISM	SECURITY DEVICES	LAND COSTS	CONGESTION	PENAL CODES
HOMELESS	ROBOTICS	MATERIAL COSTS	HOUSING	SECURITY LAW
VIOLENT CRIME	BUILDING MATERIALS	WAGES		PRIVATIZATION
PROPERTY CRIME				CIVILIANIZATION
SERVICE JOBS				RESOURCES
SOCIAL FUNCTION				
WOMEN WORKERS				
IMMIGRANTS				



STEEP CHARTING

TABLE I

FUTURES WHEEL



what a wide group of experts believe to be the probability of occurrence for the selected event.

MODIFIED CONVENTIONAL DELPHI

Once the distilled lists of trends and events were finalized, fourteen delphi panel members were selected. To provide a wide perspective on the issue, these members represented the fields of shopping center security, corporate security, shopping center management, security trainers, consultant to development companies, city management, law enforcement managers and peace officers assigned to shopping centers (delphi panel members are listed in Appendix: C). A Modified Conventional Delphi was the method of choice due to the travel distances required for a face-to-face method of obtaining expert input.

Each panel member was sent a package of materials that included information on the study and process, background on the central issue, the structured subissues, candidate trend and event definitions, candidate trend and event evaluation forms, as well as instructions on how to use the forms.

Ten of the first-round delphi envelopes were returned. The number of returns indicated that there was still sufficient diversity of experience in the responses to insure an wide spectrum of judgment. The responses were recorded and examined to see if there was any gross misunderstanding of what was

being asked and to see if there was any findings of immediate import.

EVALUATION FOR TRENDS

There was a surprising consensus among the panel on the relative value of the candidate trends. This was the first criterion for inclusion of a candidate trend into a final listing of five to be used for the rest of the study.

A second criterion, clarity of trend definition, was used to select from the remaining candidate trends to make a final set (a full listing of candidate trends with median responses can be found in Appendix: D).

The five final trends and a brief discussion of each follow:

Trend 8 - USE OF SHOPPING CENTERS

Trend 10 - SAFETY

Trend 36 - PRIVATE SECURITY

Trend 37 - PRIVATIZATION

Trend 39 - LAW ENFORCEMENT ROLE

USE OF SHOPPING CENTER - The trend in the use of the shopping center by the community and the desire by the center's management to foster this use are seen to continue. They have become known as the new "downtowns" where activities other than retailing take place every day. Centers are becoming the place for goods and services allowing shoppers to make only one stop.

Besides the retailing, many centers have actively sought such community functions as community meetings, bake sales, Fourth-of July celebrations, fund raising, health faires, school classrooms, police sub-stations, emergency preparedness centers, concerts, day care tenants, and senior citizen health and recreation activities. Additionally, they have become

service and entertainment centers where there is on-site outpatient care, eye care, chiropractors, dentists, pharmacies, banks, travel bureaus, airline ticket sales, bus terminals, movie theaters, skating rinks, video arcades, and restaurants.

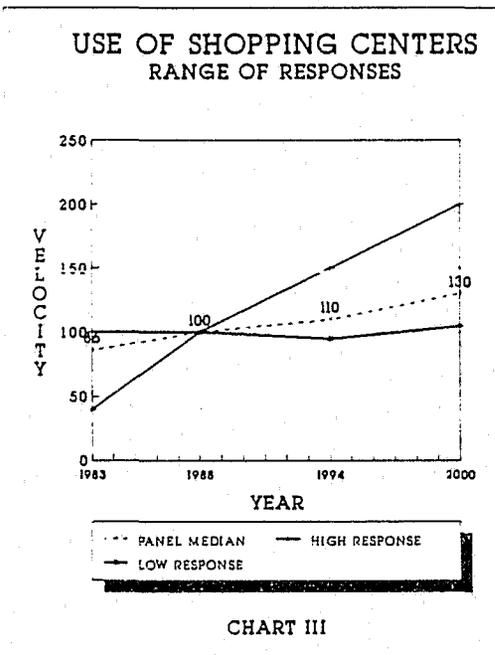


Chart III (left) shows the delphi panel members believed that the trend in mixed uses of the center will accelerate moderately to the end of the century. At least one member

believed the trend will double in strength by the year 2000.

The changing environment in the center and a heightened competition among centers mandates that centers "become more creative in the use of their facilities in the future" (Grassi:70). However, while this fostered multi-use is seen as an appropriate method of attracting customers there have been unanticipated side effects.

"The social role of centers will take on greater significance as centers, particularly larger ones, become increasingly considered as balanced community centers" (Dawson: 107). "The shopping center management [now] has many masters to answer to--community residents, local law enforcement officials and individual retailers" as well as the courts (Dawson: 107). All of which place demands upon the center's management to increase its level of social awareness in areas of public access, benefits to the entire community, and public safety.

Local residents and the courts are becoming increasingly active in placing their demands upon the this unique business property. For even though the property remains privately owned, the types of activities taking place daily, as well as the sheer number of the public present, transform the center into a "semi-public" arena--an arena within which certain individual freedoms cannot be curtailed by the owners of the property. Such freedoms include speech, reasonable access, and

recently the freedom from personal harm developing from the "special relationship" established when security guards are employed (Marois v Royal Investigations, Inc. 1984. 4th District Court of Appeals, California, 162 CA3rd 193).

SAFETY - This trend deals with the perceptions held by members of the general community about their fear of crime and its affect on their personal safety.

There is no doubt that the fear of crime is the largest single issue facing American cities today (National Institute of Justice, 1987). "The incidence of violent crime in the United States increased between 1983 and 1986, with the greatest change in the suburban areas" (Security, 1988: 11). The more affluent are buying security from private contractors because they are aware that the fiscal restraints on local government reduces the availability of public law enforcement. The prevailing perception is that law enforcement in the future will not be in a position to help. There are now security devices in over 20 percent of the American homes (National Institute of Justice, 1988).

Is there any question that this fear of personal harm will not affect the place where the community spends its time or or retail dollars? A study by the National Institute of Justice suggests that the public's sense of security is crucial to the success of downtown businesses (Security, 1987: 15).

"[C]rime was the single most important problem affecting business operations in urban shopping areas. Studies and surveys have shown that consumers living in and around depressed shopping mall areas travel a great distance, even to other cities, to safely meet their retail needs" (Dyment:9).

Yet the suburban communities in Southern California are now facing the same crime problems as the urban areas. The perception of safety is disturbed by actual or rumored reports of crime against property or persons. The presence of gang members or loitering youths--which was listed most frequently after car thefts and break-ins as the greatest security problems at centers in a 1985 International Council of Shopping

Centers survey (Hunter:54-57)--further erodes the perception. The fear of crime has reached the suburbs.

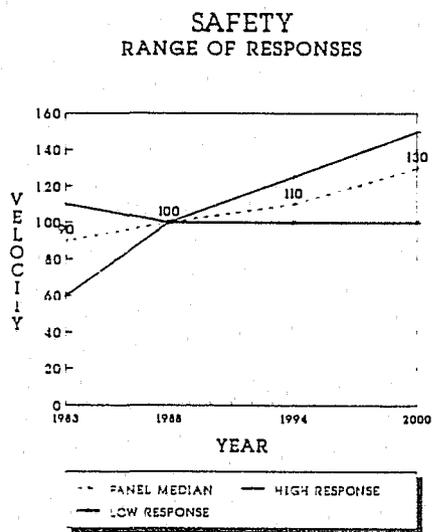


CHART IV

The delphi panel saw this an important trend to deal with because of the direct connection between the local law enforcement and shopping center safety. They believed a negative perception of personal safety will continue. In Chart IV, it is

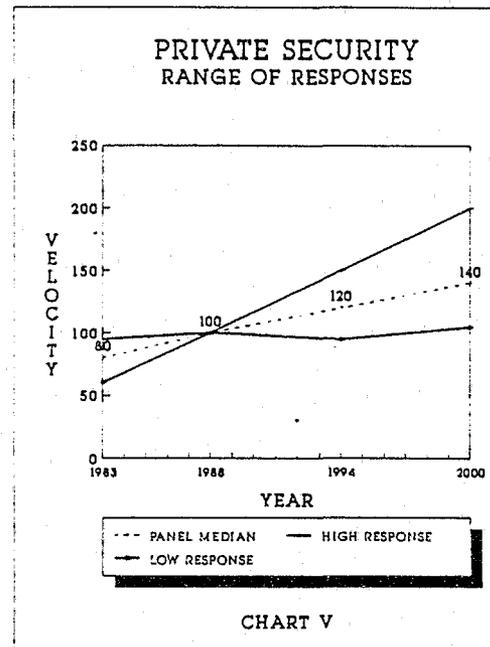
shown there was a narrow band of responses, none of which indicated the public would feel any safer by the year 2000.

PRIVATE SECURITY - The trend in private security was stated to be an increasing level of entry standards, training, and in the professionalism of security management. The delphi panel believed the trend would increase 40 percent over those of today by the year 2000 (Chart V).

This trend is seen as having positive affects upon associations already established with law enforcement and upon those that could be established in the future.

A combination of issues are contributing to this trend. First is the community perception: fear of crime. As previously discussed, there is a huge market for security and more demands for a be better quality of security officer.

Second, "[h]eightedened public awareness of criminal activity combined with the rising number of lawsuits resulting from criminal acts of third parties will cause shopping center developers and operators to allocate a growing percentage of capital and operating budgets for security systems and personnel" (Potter:38). With the added resources and expectations, security is expanding its traditional role into functions well beyond the "observing and reporting" of criminal



activity. This new role is forcing them to become more knowledgeable and better trained in the additional roles.

The Hallcrest Report written by NIJ in 1984 has been touted as the definitive work bearing on this trend. Its major findings are listed below:

- Private security employment and resources will continue to increase as public law enforcement's stabilizes.
- Both police and security managers are receptive to the idea that private security can respond to some minor criminal incidents on the property it protects and that some noncrime related police tasks be contracted out to the private sector.
- There has been limited interaction and cooperation between private security and law enforcement.
- Law enforcement executives view private security as ineffective.
- The quality of security personnel is a major concern to the police. Police favor legislation for licensing and upgrade of security standards.

Security management is becoming more professional because of the growth and competition within the field (Security World: 19-20). Part of professionalism is recognizing the need for training standards and sets of standard operating procedures. Industry training standards like the Certified Protection Professional (CPP) designation for security managers established by the Professional Certification Board of the American Society for Industrial Security is gaining acceptance. So too is the Recommended Security Practices for Shopping Centers as presented by the International Association for

Shopping Center Security, Inc..

Professional organizations are surfacing such as the American Society for Industrial Security (ASIS), California Organization of Private Police (COPP), International Association of Shopping Center Security, Inc. (IASCS), International Council of Shopping Centers Management Institute, and many regional and local associations in which shopping center security participates have provided valuable forums for an exchange of information and a basis for legislative advocacy.

Security associations with law enforcement have taken place at the regional level, in the San Diego County Shopping Center Security Officers Association, at the state level in the Corporate Security Subcommittee of the California Peace Officers Association (CPOA), and at the international level in the Private Sector Subcommittee for the International Association of Chiefs of Police (IACP).

PRIVATIZATION - Privatization is the trend to eliminate from government some traditional services that might be performed by the private sector more effectively at less cost. This becomes a very valuable trend to study when it is considered that there is a constant demand for even greater levels of law enforcement services in a time of declining revenues. It has been suggested that there needs to be a role change from providing services directly to seeing to it that services are provided.

This new relationship between the public and private sectors "is the most promising and fastest growing method of the redefinition of government" (FutureScan: 2).

According to the International City Management Association, the following percentages of public services have been turned over to private industry by cities and counties: vehicle towing and storage (80%), legal services (48%), commercial garbage collection (44%), bus operation and maintenance (42%), street lights operation (38%), residential garbage collection (35%), street repair (26%), hospital operation (25%), data processing (22%) (Security Pacific National Bank, 1986: 3).

Part of the definition of privatization according to Miller and Tufts in a 1988 article in American City and County is (1) to improve the use of scarce resources by reducing the costs of providing public services, particularly where private enterprise is strong and government is assured of more effective services at lower costs, (2) to modify the role of government from that of primary producer of goods and services to that of governing, and (3) to enable government to meet responsibilities that might otherwise be abandoned because they are too costly (Miller and Tufts:80).

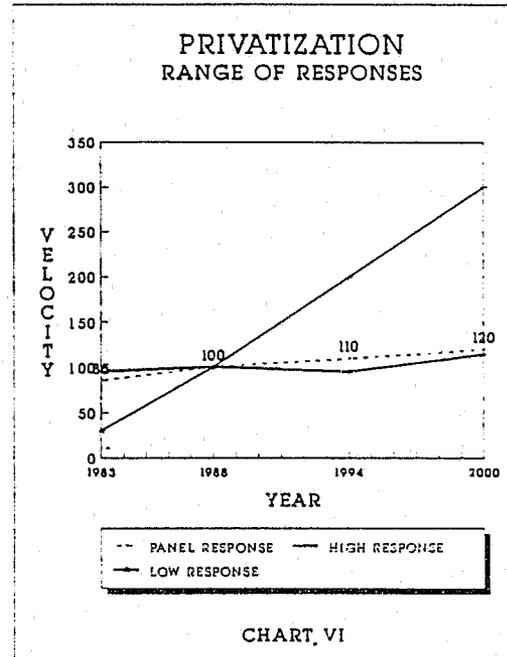
With this in mind, it is easy to understand the delphi panel's belief that this trend is important to the law enforcement\shopping center relationship. Chart VI shows the

range of responses with the median response 20% higher by the year 2000.

A trend of this magnitude will have definite ramifications in the shopping center arena. There will probably not be a full privatization of the law enforcement functions in the centers, but it is likely that this trend will increase the number of contractual agreements.

One such contractual relationship is developing in Santa Cruz. There the police department has contracted with a private security company to patrol public parks (Bassett:45). According to Chief Jack Bassett, there has been a positive community response to the security presence and a cost savings over a specialized police patrol. In California communities today, there exist contracts with private security to provide services for plans review, crossing guards, parking lot and event security, backgrounds, and computer expertise (Graham, 1986).

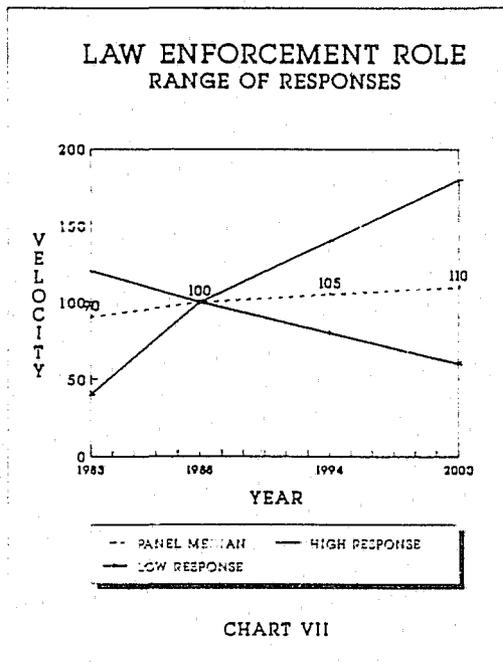
Many in the private sector are seeing the gap between the roles for law enforcement and security narrow rapidly, fueling the velocity of the trend (Burn:19 and Moore, G: 224). "The future relationship between the Public [law enforcement] and Private [security] sector in providing quality services to the



CHART, VI

citizens of any community rests with the cooperation and understanding of how these entanglements can be contracted so that everyone wins" (Graham:1986).

LAW ENFORCEMENT ROLE - As selected by the panel, this trend suggests a reduction by law enforcement in many roles that do not involve the delivery and support of preventative patrol or emergency responses. It was felt by the delphi panel that this reduction, seen as negative by some, would rise by 10 percent over current levels by 2000 (Chart VII). It was seen as an important trend to select for study because of the dramatic increase in the security fields while at the same time law enforcement employment levels are stabilizing (Burden: 40).



Tight budgets, stabilized employment, and a rising violent crime rate has required law enforcement to rethink the utilization of resources. Most agencies have opted to devote more of their forces to combating violent acts, gangs, and drugs. That has meant the redirection of officers to these efforts from "routine patrol," report writing, traffic activities, and most noncriminal calls for service. We have tried to keep

these roles within the agency by using nonsworn employees to cut costs and by recruiting neighborhood groups to share in the workload.

There is also a nationwide conservative ideological movement, with a preference for less government, which is pushing the trend to strip local government to the essential services thereby, freeing private enterprise, through the economic forces of supply and demand, to fill the void.

Within shopping centers, the picture is not one of consistency on the part of law enforcement. There are as many views on the best way of dealing with the centers as there are centers. Even though in every center most of the same economic forces are present and there exists in the community the same concerns for safety, the law enforcement presence varies greatly. The narrower role of law enforcement in general will undoubtedly be one of the factors bringing about a more standardized relationship in the future.

EVALUATION FOR EVENTS

The criteria used in determining the final set of events was similar to the one used for candidate trends. However, there was much less consensus on the impact on the central issue of any event, should it actually occur. Even when

ignoring whether it was a positive or negative impact, the vast majority of candidate events had little consensus from the panel as to the strength of the impact. So, an additional criteria of having a median response of at least 50 percent probability of occurrence was coupled with a narrow range to include an event in the final five.

The set of candidate events were thus distilled to five. Appendix: E will show the delphi panel's responses on the candidate events rating form.

Those five final events and a discussion on each are listed below:

Event 12 - PERSONAL IDENTIFICATION

Event 22 - EARTHQUAKE

Event 23 - TRAFFIC CONGESTION

Event 26 - WATER SHORTAGE

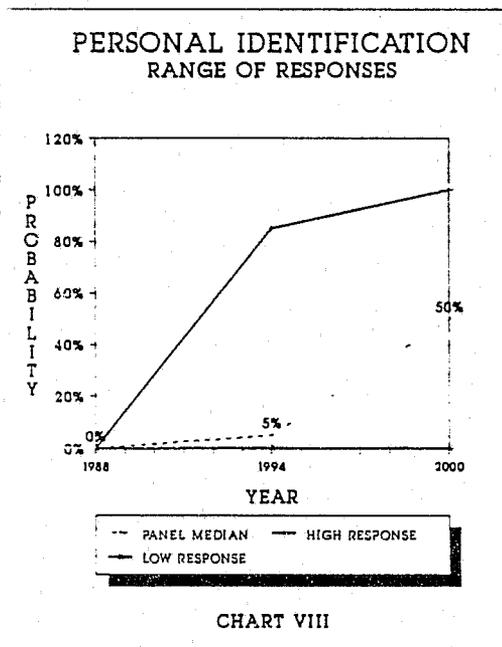
Event 42 - SECURITY LEGISLATION

PERSONAL IDENTIFICATION - This event would occur when there is a fool-proof personal identification system based on finger or voice print or some other individual characteristic easily recognized by a computer system.

While there are a number of "biometric" security devices on the market now, the unobtrusive types of devices are too

expensive or too inaccurate to be placed in a retail environment.

The delphi panel, as shown in Chart VIII, believed there existed only a 5 percent probability of having such a system by 1994, and a 50 percent probability by 2000. Should this occur, some have said that "it will be increasingly difficult -impossible if events move as quickly as some people think they will-to avail oneself of many public (and private) services without an electronic identifier which can transfer funds into or out of one's credit account" (Evans;156).



Electronic identifiers such as a "smart card" with a built-in electronic memory chip or a laser optical memory card could hold fingerprint patterns to be matched by a reader at the purchase site. This could lead to a "cash-less society." In that event, the forgeries of checks and credit cards would be extinguished. Robberies and purse snatches for cash and credit cards

would not occur with as much frequency as they do now. However, property crimes would increase as the street value of stolen items could be bartered for drugs, housing, or food.

A personal identifier system could also be used for

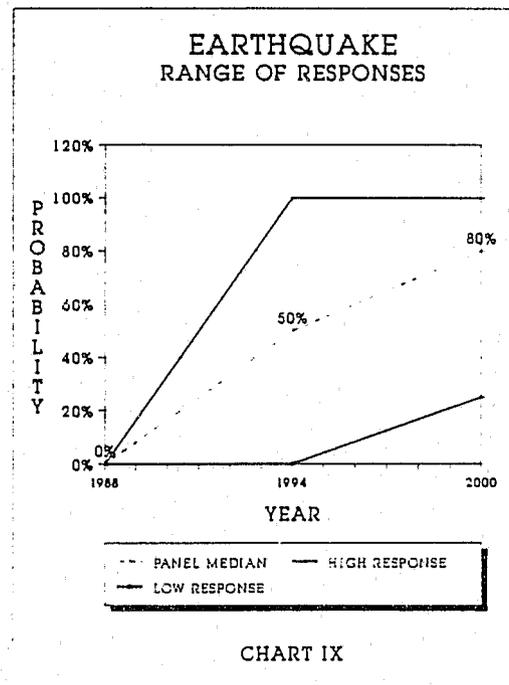
employee access control into the center or its tenant stores. This would cut false alarm activations and employee theft from many locations now ineffectually controlled.

Unfortunately, such devices would tend to have the negative impact of further distancing the haves from the have-nots. Access may be so controlled that services and goods would not be offered to those without a personal identifier.

EARTHQUAKE - The one event that was seen by the panel as most devastating to the law enforcement\shopping center relationship was an earthquake of 8.0 or higher on the Richter Scale occurring in the Los Angeles or San Bernardino\Riverside metropolitan areas.

There was a wide range of opinion on the probability of the earthquake occurring before 2000 (from 25 to 100 percent), with the majority of panel members believing there was an 80 percent or higher probability of occurrence by 2000 (Chart IX).

Should this event occur, it is envisioned that the region's infrastructure would receive major damage requiring huge



expenditures of public revenue over a number of years to repair. Other capital improvements or personnel increases would be erased from the budgets during this period. In fact, across-the-board cuts with accompanying layoffs could take place.

Not only would the governmental agencies have major repair work, so too would shopping centers. It is likely that such an earthquake would make entire centers uninhabitable for several months and sections of it for up to a year. Repair work would be much more rapid than on the public side because of the dynamic characteristics of private investment and the profit incentive. However, during the time the centers were closed, there would be losses in sales tax revenue slowing the repair efforts of local governments and losses to the community in the use of the center.

TRAFFIC CONGESTION - Traffic congestion would be the drop in the average speed on the Los Angeles, Orange and San Bernardino Counties' highway system to below 16 miles per hour.

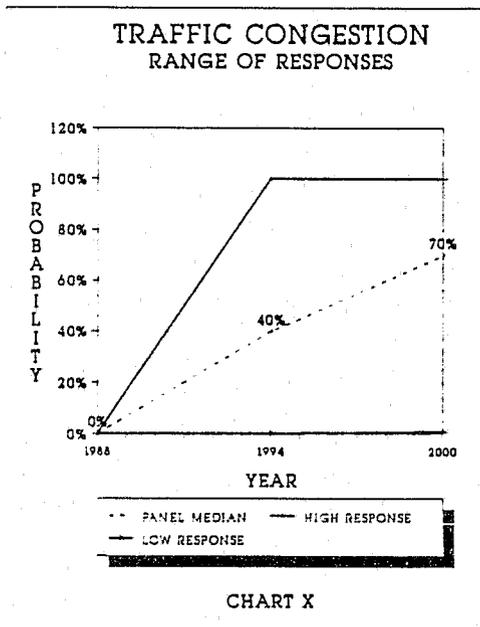
Our highway system was started after World War II and completed for the most part in the 1960s. The highways were not designed for the traffic flow anticipated in the 1990s. Traffic control systems are approaching 50 years old and are not taking full advantage of new technology (Quinn:54). The highway system was increased in size by only 1 percent during

the late 70s while volume has increased by 9 percent. Federal spending is scheduled to stop in 1991; the interstate highway system will be complete with no plans for continued growth on the part of the federal government (Darnell:32). To complicate this bleak picture, California ranks last in per-capita spending on highways even though it is among the fastest growing states (Advisory Commission on Intergovernmental Relations).

A current study by SCAG shows that if nothing is done to correct the problems of population, distant working locations, no effective mass transit system, and volume increases on highways, the average speed on the Inland Empire's freeways will drop from 47 mph to 24 mph by 2010 (Heinrichs). Chart X indicates the panel believed the probability of a worse picture for traffic to be very high. Should speeds drop lower than the

trends indicate to an average speed of below 16 miles per hour (selected by me as an educated guess) there will certainly be reactions impacting the law enforcement\center relationship.

Smart cars with "heads-up" displays, collision avoidance, and internal navigation systems may find customers. Taxpayers may be willing to pay for "automated highways" that provide safe distances between



vehicles and that lead their internal navigation systems to the most accessible off-ramps. These expenditures would dramatically cut law enforcement response to traffic accidents and free-up more resources from traffic units to be available for a criminal emphasis.

Because the use of the highway would be so unattractive, regional shopping centers that now must have a critical mass of 200,000 within a five mile radius and two to three million within a 40-50 mile radius, will have to scale down. Obviously, with more smaller centers, spread out over a wider area, there would be a spreading of sales tax revenue over more communities cutting revenues to cities with existing centers.

WATER SHORTAGE - This event is a drop in the water table in the western states leading to severe limitations on rates of groundwater extractions is an event that looms over the current horizon. "Water planners in many corners of the world--in humid climates as well as dry, in affluent societies as well as poor ones--project that within two decades water supplies will fall short of needs" (The Futurist: 59). In California (1980), a daily average of 25 billion gallons of water was consumed by residential and commercial users, another 37 billion was used for irrigation (U.S.: 201). In Southern California there are predictions of drought should we have another below average rainfall this season.

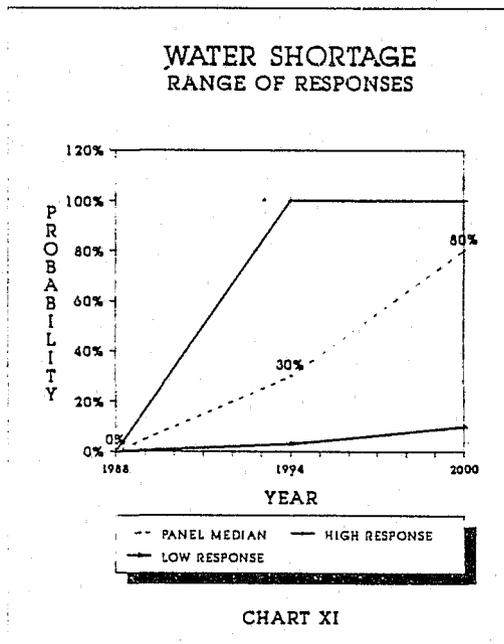


Chart XI shows that the panel believed a water shortage could occur with an 80 percent probability by 2000. This median response means that over one-half of the respondents believed this would occur with between 80 and 100 percent probability.

Should this event occur, there will be moves to limit growth in all areas. No one will want to attract more people or water-consuming enterprises to their communities. As a beneficial side-effect, traffic congestion and pollution will decrease as some industries will move to more favorable areas, taking employees with them.

Unfortunately, there will be an increase in the cost of basic food and household items leaving less disposable income to be translated into sales tax revenue and shopping center profits.

SECURITY LEGISLATION - The event of the state enacting legislation putting security officer licensing and training under the responsibility of a Peace Officer Standards and Training-like commission. This would have a great impact on the law enforcement\shopping center relationship. Mandating of

a minimum 200 hours of training and the successful completion of a background check prior to the issuance of a license would increase the quality of security officers and increase costs.

Currently, security guards in California are regulated by Bureau of Collection and Investigative Services within the State Department of Consumer Affairs and may be "registered" after a two-hour course and an open-book test administered by a guard school or their employer. While waiting for criminal history fingerprint checks, guards can be issued a temporary guard card good for up to 120 days. After obtaining a cleared guard card (good for two years), another 14 hours of firearms training and a range qualification will allow the issuance of a firearms permit. This is well below the levels of security guard standards recommended by national security associations and the U.S. Department of Justice (Security World, 1987: 20).

As it stands, unarmed proprietary guards, those who work (in-house) exclusively for the private business that hires them and only on that company's property, are exempt from these registration requirements. So too are those security employees of banks, saving and loans, collection agencies, retired peace officers, creditors, and persons who obtain and furnish financial ratings.

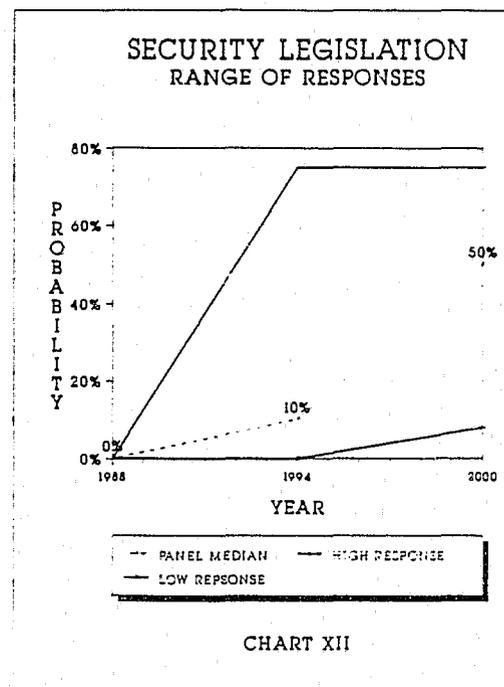
State licensing would have the immediate effect of improving the quality of all private security officers who would be

trained in a standard course of security role issues, case law, civil liability, first aid, risk management, public relations, report writing, and coordination with local law enforcement. Extended course work would be made available for individuals interested in or required by their employer to take tear gas, baton, or firearm training.

As the quality of security within shopping centers increases, so too would the perceptions of law enforcement about shopping center security officers. This could be translated into more cooperative efforts with local police leading to greater use of the center and higher sales created by a public perception of a safe environment.

With the cost of security rising, the number of officers employed should slightly decrease until there is an leveling of the center tenants' demand for security, the actual need seen by center management, and the acceptable level of the common area maintenance (CAM) fees paid by the tenants for security.

Chart XII shows what the panel felt was the probability of this event occurring.



DELPHI SECOND ROUND

Delphi members were sent packages for the second round. The same 14 members were asked to review the final sets of trends and events for additional clarification. Then they were asked to provide a normative opinion of where the trend levels should be in six years and then asked, if they could direct the trend for the next 12 years (Appendix: F).

Additionally, members were provided a rating matrix to give their opinion on the possible interactions of the events upon other events and upon the trends. Instructions for using the cross-impact matrix form included an example of a previously used form so that one-on-one explanations were kept to a minimum. It was seen as important to not influence the input of the others by my thoughts on the interactions.

Table II (on the next page) depicts the results of the delphi panel's cross-impact evaluations during the second round. As can be seen, the majority of the effects by the occurrence of events are felt by the trends.

For example, the occurrence of an Earthquake (E22) would have no impact on Personal Identification (E12) or Security Legislation (E42) but would increase the probabilities of Traffic Congestion (E23) and Water Shortage (E26) to 90 percent by the year 2000. According to the panel, an earthquake would impact every trend. It would have the effect of decreasing the

CROSS-IMPACT EVALUATION FORM

PROBABILITY: IN %	EVENTS					TRENDS					
	E 12	E 22	E 23	E 26	E 42	T 8	T 10	T 36	T 37	T 39	
E 12 : 50	X X X X X X X X	X X NONE	X X NONE	X X NONE	X X NONE	TO 55%	INC 5%	DEC 15%	INC 10%	NONE	INC 5%
E 22 : 80	NONE	X X X X X X X	X X TO 90%	X X TO 90%	NONE	DEC 25%	INC 20%	INC 30%	INC 50%	INC 30%	
E 23 : 70	NONE	NONE	X X X X X X X	X X NONE	NONE	INC 5%	INC 5%	NONE	NONE	INC 5%	
E 26 : 80	NONE	NONE	NONE	X X X X X X X	NONE	DEC 10%	INC 10%	NONE	INC 20%	INC 5%	
E 42 : 50	TO 70%	NONE	NONE	NONE	X X X X X X X	INC 10%	DEC 5%	INC 40%	INC 20%	INC 10%	

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

INC=INCREASE DEC=DECREASE

(SELECTED BY DELPHI GROUP)

- | | |
|-------------------------------|------------------------------|
| E 12 -PERSONAL IDENTIFICATION | T 8 -USE OF SHOPPING CENTERS |
| E 22 -EARTHQUAKE | T 10 -SAFETY |
| E 23 -TRAFFIC CONGESTION | T 36 -PRIVATE SECURITY |
| E 26 -WATER SHORTAGE | T 37 -PRIVATIZATION |
| E 42 -SECURITY LEGISLATION | T 39 -LAW ENFORCEMENT ROLE |

TABLE II

Use of the Shopping Center (T8) by 25 percent, increase the level of fear for personal Safety (T10) by 20 percent, etc. As expressed in this format, these events and trends are directly related to the central issue of the law enforcement\shopping center relationship. The panel provided some very interesting material for scenario building.

CALCULATIONS FOR TURBULENT WORLD

From the input on the cross-impact matrix, different scenarios could be built with the same impact percentages by manipulating the occurrence of the events. In the case of this study and for the third scenario, an event will occur when it reaches a 30 percent probability. That will ensure that the environment will be turbulent enough to impact the selected trends and yet still be within the realm of possibility.

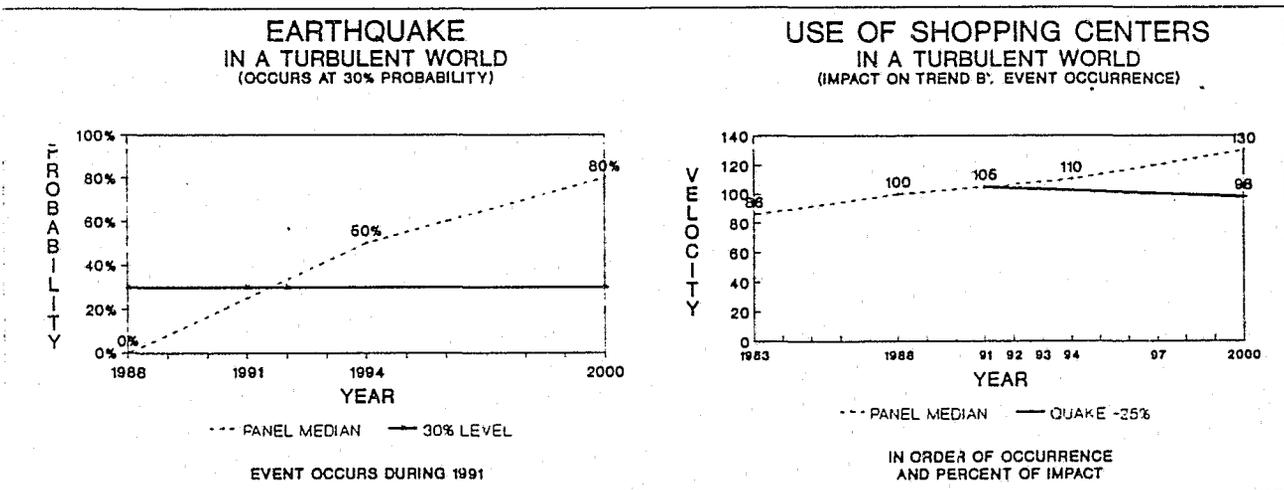


CHART XIII

In Chart XIII, the Earthquake is the first event to occur at the 30 percent level. Occurring in 1991, it is the first to impact the trends. I have selected the Use of Shopping Center as the trend to use for the example of how these "turbulent world" calculations were performed for each of the events impacting upon each of the trends.

The second event to occur in this world is Traffic Congestion. Chart XIV shows how that event, occurring in 1992, impacts the downward trend in the Use of Shopping Centers with

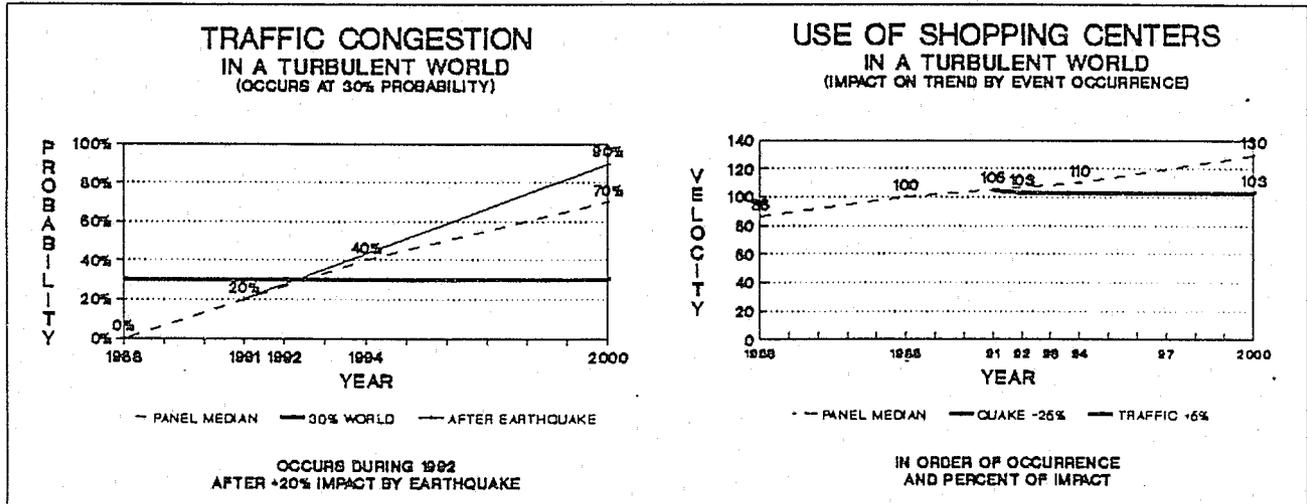
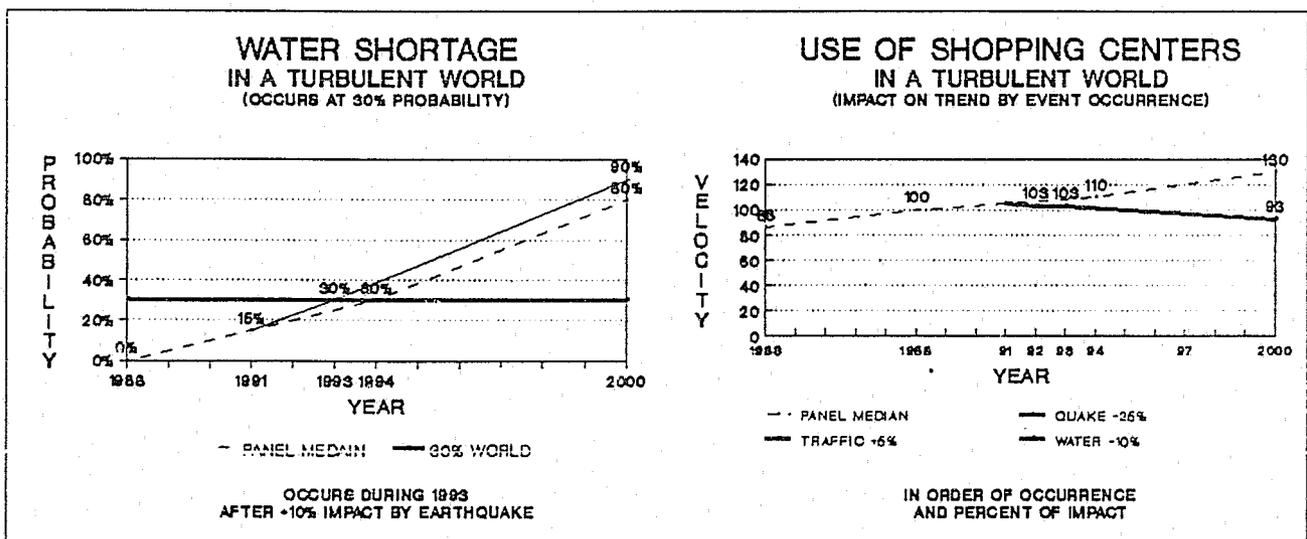


CHART XIV

a +5 percent impact as taken from the cross-impact evaluation. In Chart XV, Water Shortage is depicted as occurring in 1993. The change to Use is seen as a -10 percent impact and continues the modification to the Use curve.

CHART XV



In Chart XVI, Security Legislation is enacted and changes the direction of the curve upward by 10 percent.

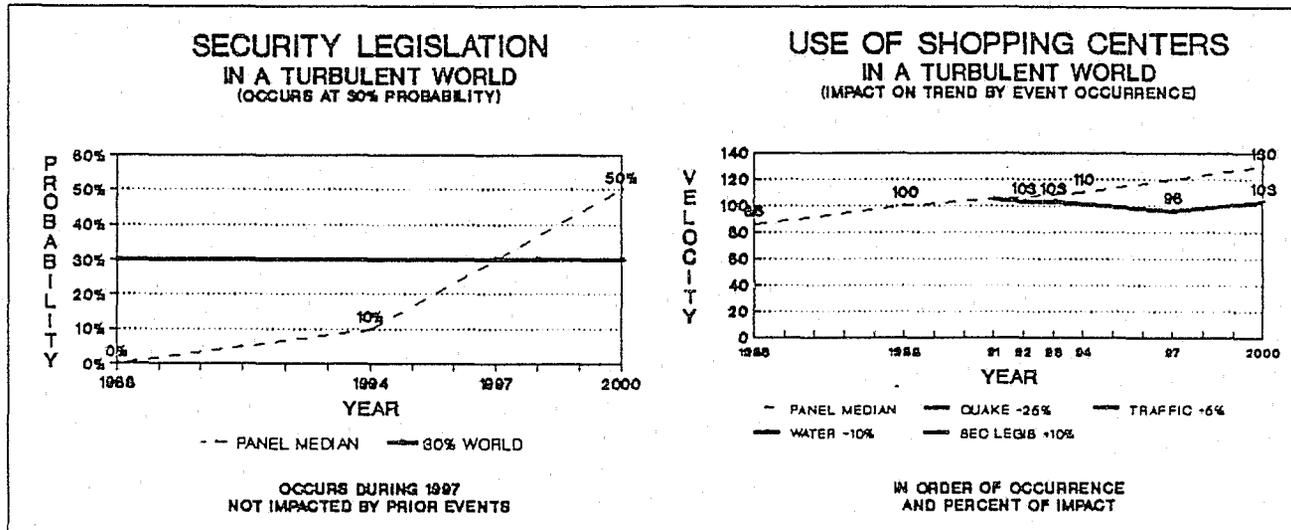
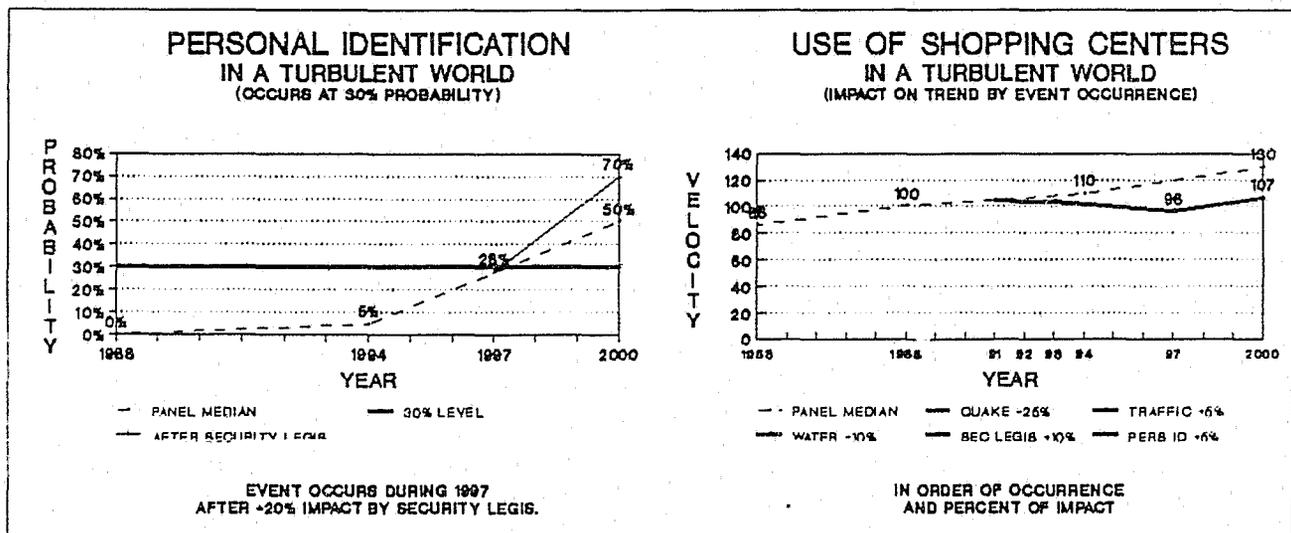


CHART XVI

The last event occurring is Personal Identification. Its occurrence in 1997 adds a 5 percent impact to the Use curve. This final "shape" of the Use of Shopping Centers is combined with the other final trend curves for the third scenario world.

CHART XVII



FUTURES SCENARIOS

There is no perfect picture of the future. No one can accurately predict what the future will hold, but the panel's observations can be used for starting points. Presented below are three possible futures of the law enforcement\ shopping center relationship.

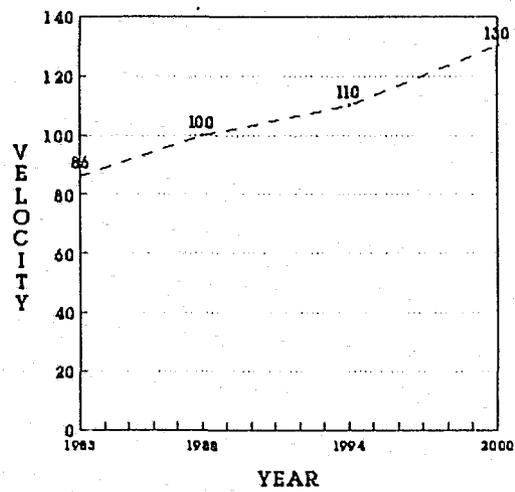
The first scenario uses data from the delphi panel's belief on trend level and direction, as shown in the Charts on pages 51 & 52, providing a "surprise free" exploratory scenario. None of the events have occurred, and the trends play out as projected without surprise. It is titled, "July 3, 2000."

The second scenario uses data obtained from the panel's evaluation of the impacts of events upon other events and the trends. The data is manipulated (in Charts XX through XXVIII) to achieve a turbulent world in a scenario titled, "Greener Pastures."

The third scenario uses data from the panel's view of the desired levels of the trends (Chart XXIX). This scenario also exercises policy alternatives developed in the second objective to provide many of the details in that desired and attainable future. Again, none of the events have occurred. It is the normative expression of a possible future titled, "Honored."

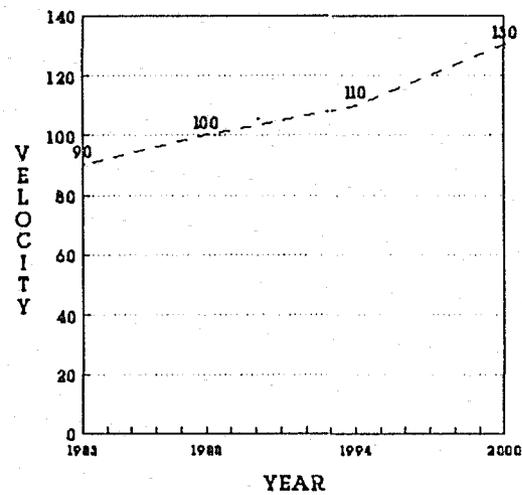
TREND LINES CHART XVIII

USE OF SHOPPING CENTERS



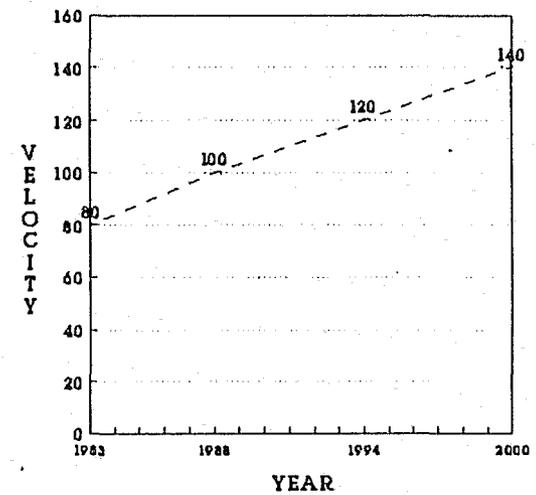
- - PANEL MEDIAN

SAFETY



- - PANEL MEDIAN

PRIVATE SECURITY

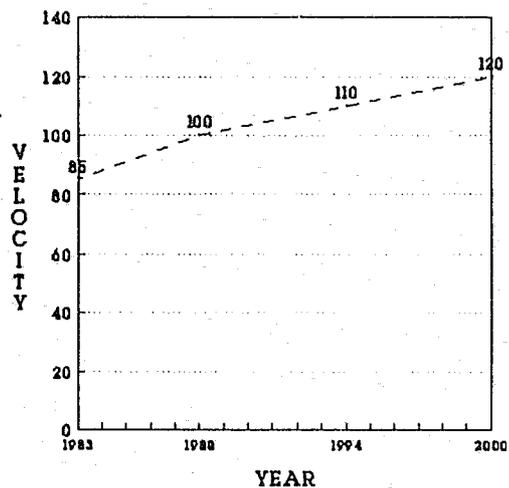


- - PANEL MEDIAN

AS SEEN BY THE DELPHI PANEL

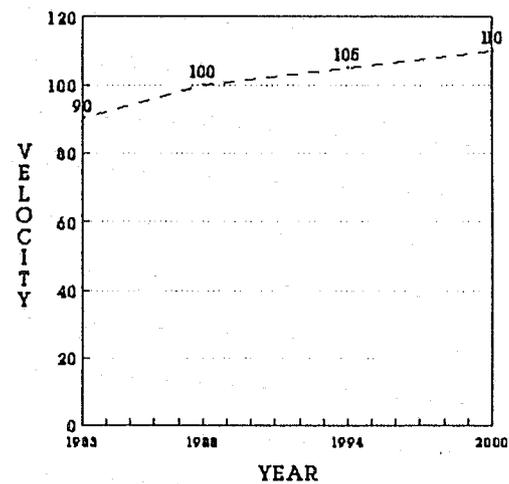
TREND LINES CHART XIX

PRIVATIZATION



- PANEL RESPONSE

LAW ENFORCEMENT ROLE



- - - PANEL MEDIAN

AS SEEN BY THE DELPHI PANEL

JULY 3, 2000

It seems a shame that on the day before we celebrate the birth of the nation, founded on ideals of freedom, so many of our citizens are so concerned with their personal safety that they are limited in the exercise of their freedom. Recent polls have indicated that this fear is 30 percent greater than it was in 1988.

No where is this more evident than in the environment of the enclosed regional shopping centers.

During the last six years, these centers, especially in suburban areas, have had to take extraordinary steps in the installation of security devices and the employment of armed security guards in trying to provide a safer environment. Center managers know that no matter where the center is located and no matter what goods and services they offer, the customer will stay away if there is a concern for personal safety.

Therefore, our center, like most centers, has fenced in its parking lot and installed controlled entrances and exits. By limiting the number of entrances and exits, it was possible to provide a personal contact point with security by those incoming. Even though this has a tendency to slow traffic, the positive aspects of a controlled environment made everyone

"feel" safer. Also by controlling the entrances, foot-traffic to the center increased the number of people walking in the parking lots reducing the opportunity for unobserved car thefts or break-ins.

The control of the entrances was contracted out to another vendor who staffs the locations with uniformed security employees and maintains the equipment by receiving revenue obtained from parking fees.

Parking lot security is handled completely by the center's armed security force. Even when we had full-time peace officers assigned to the center, there was little time for parking lot patrol with all of the in-custody calls by the tenant security. Now that no police officers are assigned to the center, it is up to the center's security to provide the preventative presence.

Police officers were reassigned from the center in 1992 when the level of gang activity in the city and its associated violence created the formation of an active citizens group demanding that they receive as much police protection as the center. Their argument was simple and clear, and one which the Council and the chief could not overcome in light of the rising violent crime rates in the city. After all, is not the city supposed to provide equal protection to all of the community? Why was the center getting a higher level of police attention?

In addition, cannot the center afford to hire its own security for the problems it created?

The reassignment of officers from the center has had little affect on the overall amount of time an officer is dealing with center activity. In 1988, the "center beat" officers assigned to patrol the center were free from calls for service only about 20 percent of their time. Dedicated patrol time was cut further when the majority of the stores began to take much more interest in loss-prevention.

This priority change was in anticipation of new technology dealing with positive identification and credit systems (PICS). The stores initiated an increase in proprietary or in-house security to cut down in the amount of internal and external merchandise "shrinkage" (they are just now calling this a crime problem). The theory was that the stores would be saving so much from the decrease in the number of bad checks and credit card incidents, that they would have more resources to drastically cut the rising theft rates. Market competition with the warehousing retail outlets required that they eliminate as much loss as possible to keep prices down.

By 1992, the number of arrests started jumping. The officers at the center had absolutely no patrol time. Often they were unavailable to handle a call at the center and a beat officer had to respond almost as frequently as those assigned

to the center. It soon became evident that all officers were doing the same thing, and it was much easier to justify the reassignments.

Since then, we have seen a continued increase in property crime arrests at the center and in violent crimes in the areas around the center. Because of the amount of time it takes to deal with and report these types of calls, the time we spend at the center is totally call dedicated. The store front police sub-station, previously a headquarters for the center officers, has been reopened as "McDoctor" computerized do-it-yourself medical diagnostic center for those not wanting to wait to see their own doctor.

We were aware of legislative efforts to mandate the compensation for this increased level of service through a sort of user fee. However, so far the courts have steadily denied the charging of such fees on the constitutional ground of equal protection--that the rich should not be able to buy more protection than the poor and that no public services offered free to one group can be withheld for lack of payment from another.

Contract security officers at the center have increased in number but not in quality. The previous security contractor could not supply the additional number of officers desired at the cost stipulated by center management. This contractor was

replaced by an operator with a younger crew and high turnover. The management of the center did not want to change contractors but believed it had no choice because of a tenant and customer demand for additional security. At the same time, tenants were reluctant to pay higher CAM fees in the face of increased liability insurance rates.

Thank goodness we were successful again this year to negotiate with that previous security contractor to provide security officers for tomorrow's celebration. This fourth of July we are expecting over 100,000 to jam the parking lots of the center and without the assistance of these security officers, we would not be able to deal with the crowds at all. Fortunately, the number of professional security operators with good officers has increased over the last 10 years, and we can turn the whole crowd control operation over to them.

As the last minute preparations are being made for this event, the center appears to be an island of safety (even if it is fortified) in the surrounding sea of community fear. It is a location where even though it is safer than the surrounding area because of the security presence, there is still a level of crime higher than in 1988. Maybe for a few hours tomorrow they will be reminded of the birth of our nation 224 years ago. Maybe there will be some thought given to the freedom from fear that we have allowed to be stolen away from us--and resolve to join together to take it back.

GREENER PASTURES

Today is a big day for me. At 50 years old, I am leaving a career in law enforcement to become the Southern California Director of Security for the Quan Development Company. Quan now owns 68 shopping centers on the "Pacific-Rim," 10 in the Southern California region.

Believe me it wasn't that easy deciding to leave my old job. You pick up a lot of baggage over time. Many friendships have been developed over the last 25 years and you can never be quite sure that you will be a success at anything else. Plus, I still feel a strong loyalty to public service--it did take care of me when times weren't so good. But, at least I will still remain in contact with many of the guys who have joined other private side businesses. And, I will still be able to contribute to the safety of the communities where there are centers operated by Quan.

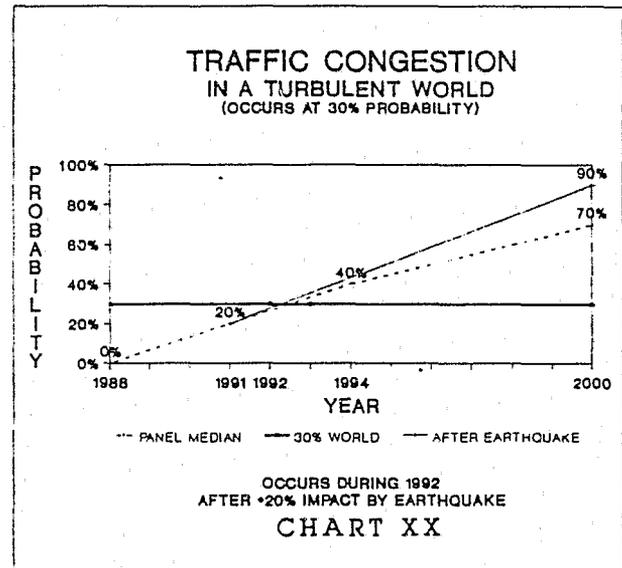
These are some of the thoughts that cross my mind as I make the first commute to the Quan Regional Corporate Headquarters at the shopping center in the same town in which I was a police manager.

The center is on the same route I used to take to the station, only now I am missing the usual bumper-to-bumper

traffic and can even make it up to 30 miles an hour in some stretches of the road. I thank Quan that my office hours are set for the time differential of the corporate headquarters in Hawaii. This allows me to avoid the busiest hours for traffic where the average speed on any roadway never exceeds 16 miles per hour between 5:00 and 10:00 in the morning and 3:00 to 7:00 in the evening. It has been like this since early 1992 and doesn't look like it is going to improve before I retire.

It's no wonder the traffic has gotten this bad. It was bad enough before the 90s with all of the people moving into metropolitan areas of the state. It seemed that all of them lived in one town and worked in another--often across two or three valleys. No one would use any sort of mass transit. We all drove alone and always expected that some arm of the government was going to improve the highways for us.

All hopes for this were dashed in the earthquake of late 1991. The Southern California roadway system literally collapsed. Every freeway received major damage making most of them virtually impassable. Some of them did not reopen for



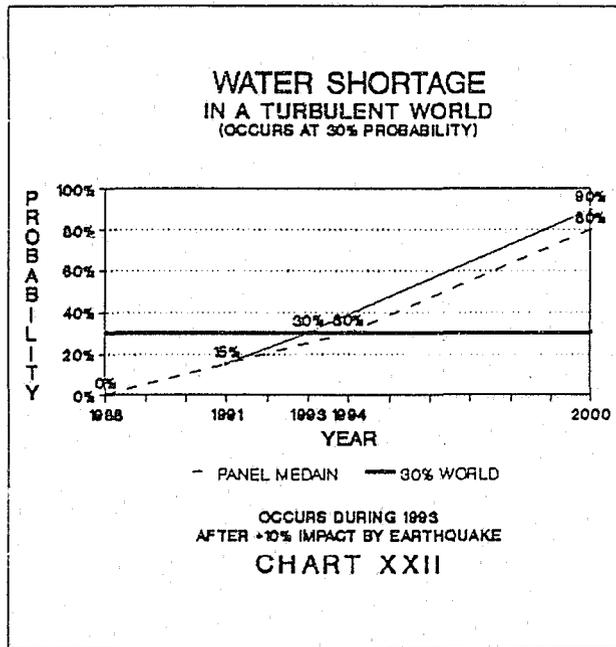
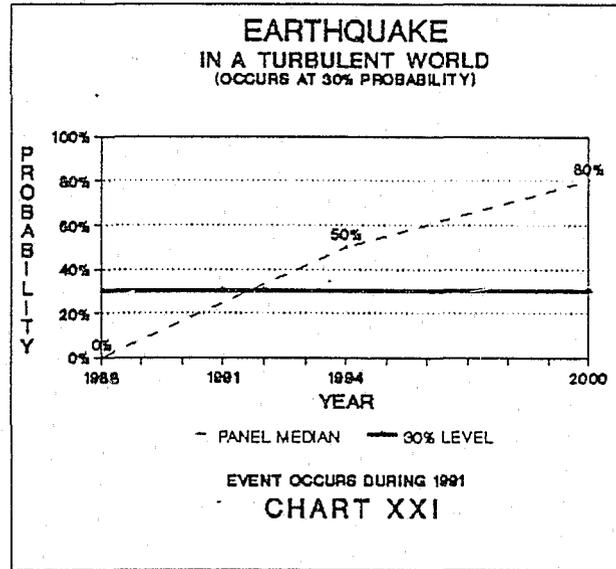
two years. They are just now getting back into the shape they had been before the quake.

City roads did not fare much better. Even though cities received some financial aid from the federal government, there were still significant expenditures from the budgets to repair all of the infrastructure damage. In fact, we will continue to pay

for the bond indebtedness well into the future. Needless to say, as a police manager I saw the earthquake take its toll as people lost their lives and hundreds of thousands were left without shelter for months.

Property tax and retail sales tax revenues took nose dives for the next couple of years, making it even harder on the city to recover.

Then, we had a fourth straight year of drought. In 1993, severe limitations were placed on four western states



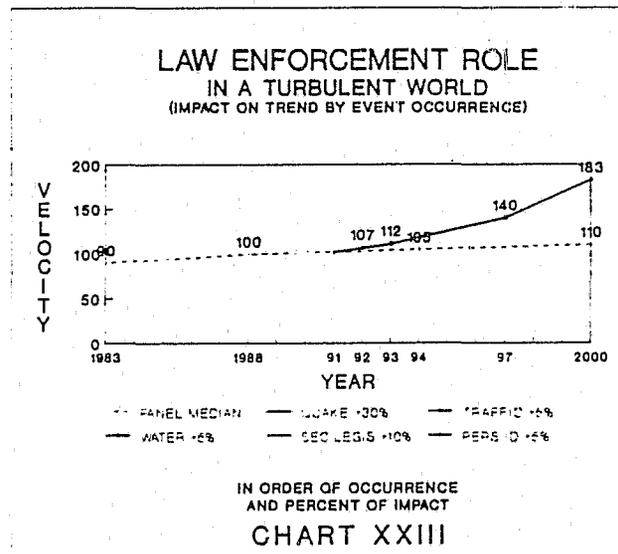
to prevent the over extraction of ground water. It could not have come at a worst time. The aqueducts feeding water to Southern California from the north and the Colorado river had been laid waste by the quake and were only functioning at a fraction of their previous level.

Property values fell even further as properties were undersold in most cases for huge losses. It seemed as if this desert was trying to shake some of the less brave away from its crowded sands.

Revenue sources for local government continued to shrink as these events battered our housing and retail markets.

At least none of my family was hurt. We had a lot of damage to the house, but I had a steady income and got a low interest government loan to make up the for the insurance deductible (yes, I still carry earthquake insurance).

Things were pretty bad for all of us in law enforcement then too. Because of budget cuts, many officers were laid off the first year after the quake--and more during the drought. Out of 47 officers, 10 were let go between 1991 and 1993.

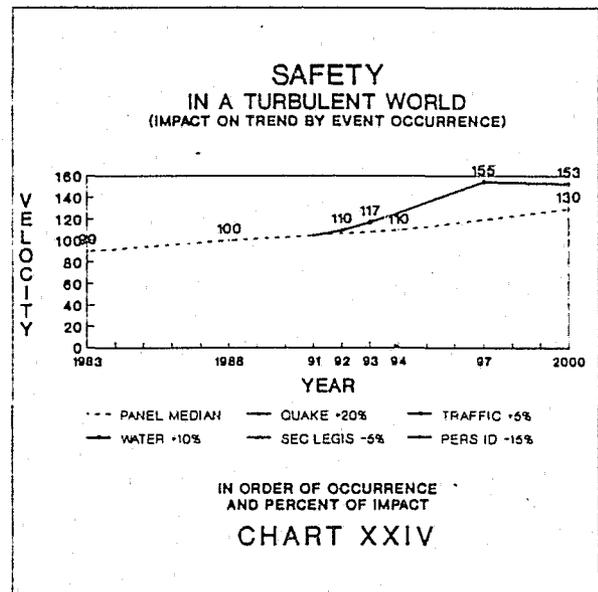


We had to make some difficult choices on organizational priorities because we just could not do everything we had been doing with fewer officers. We were forced to pull back from delivering services in a number of areas and reconsider service delivery methods in a number of others.

This pull back and the environmental changes amplified the community perception that they should fear for their personal safety from the criminal element. This perception increased rapidly over a six-year span.

Neighborhood and business watch, school programs, and other community-based programs were cut or turned over to the volunteers to continue without our involvement. Check investigations, traffic bureaus (including noncriminal accident reports) and the specialized patrol at the center were eliminated. Stiff user fees paid for the contracted services with private security vendors in most other noncriminal areas such as crossing guards, plans review, vehicle abatement, background checks, and dispatching.

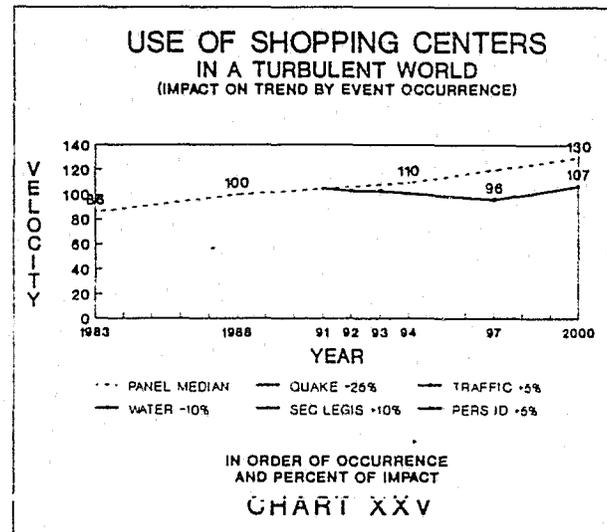
It was in this environment that we were approached by the



owner of the security company who then held the contract for security in the shopping center.

He had been working in that capacity since before the quake and was having similar problems with revenue and manpower. However, the difference was the shopping center recovered much faster from the physical damage than the city and was in a position to again be the retail hub of the region--something we all needed to improve our conditions. To do so we would have to improve upon the perception of personal safety to increase the use of the center by the surrounding community. Getting them to come back out of their self-imposed exile would be a challenge.

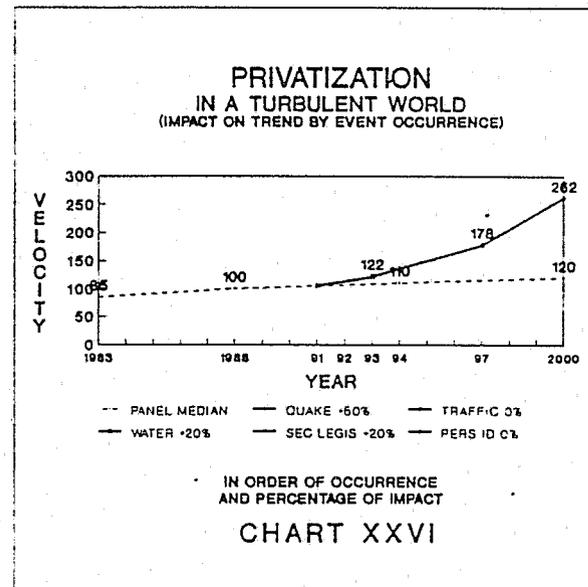
With the coming of 1997, water and roadway conditions were improving to the extent that people were moving back into Southern California. Property values began to rise. So too did the amount of disposable income which is so important to retailers. The market conditions were right for the center to regain its importance to the community--the community needed the outlet.



He felt that we could help each other by contracting with him to provide all law enforcement services, other than for violent crimes response, at the shopping center. This would include sufficient visible preventative patrol, inside and out, at all hours of the day, the handling of all parking and traffic violations, and the transportation of all nonviolent arrestees to booking locations. In return, he would be paid for additional security officers through a flat fee contract for each activity. The cost was nearly one-half of what it would cost for similar peace officer services.

Neither he nor the center were in a fiscal position to provide this extra coverage within the next two years. With it there was a possibility of attracting more customers by getting a jump on the competing centers that did not have the same level of security. The more customers, the more sales, and more sales tax revenue to the city.

It made sense. We could improve upon the perception of community safety at a fraction of the cost, improve our



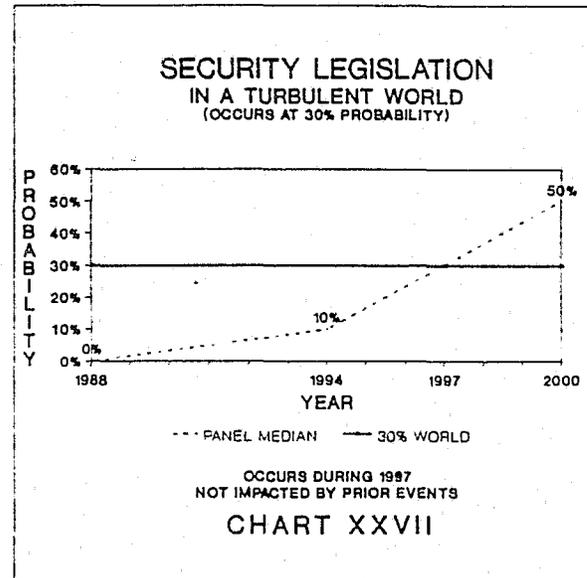
response times to priority-one calls throughout the city by a redistribution of officers, and have a hand in increasing the sales tax revenue.

By late 1997, the practice was so wide-spread that the state passed new security officer legislation.

Legislators saw the roles of security and law enforcement merging. To avoid additional confusion, they created a super Commission on Safety Officer Standards and Training (SOST).

This commission carefully defined the roles so that there would be fewer problems when the local jurisdictions contracted for such services with the private security operators. Full peace officer powers remained with the law enforcement side of SOST, but the new training levels required of security created a new classification capable of performing certain peace officer functions while under the "management of a peace officer." SOST also set out the guidelines to be followed for the contracting of services for law enforcement.

Theft investigation and nonviolent crime response by private security are now common place at all centers.



With this in place, the professional level of security management and officers has skyrocketed.

By the time Christmas of 1998 rolled around, I decided my future lay on the side of the private security field. My needs would be better met in a similar position with the center security and my creativity would get plenty of exercise trying to deal with the growth of the industry.

For all of these reasons, I joined Quan today working for the previous center security director who had moved up to Vice President.

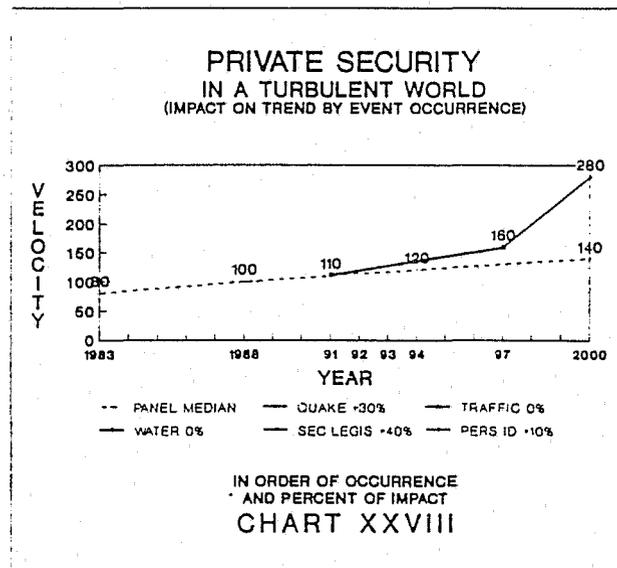
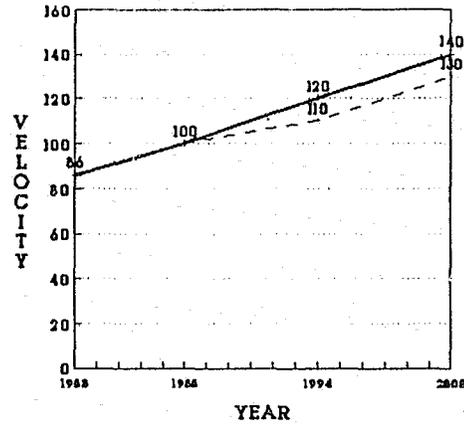


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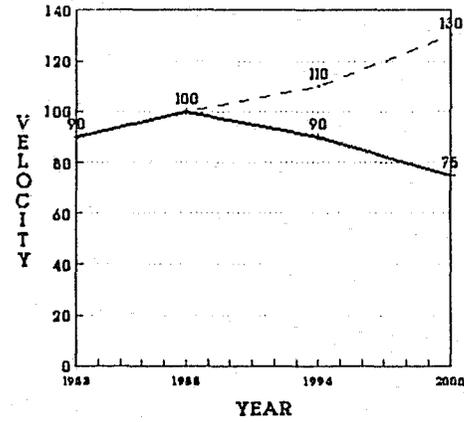
DESIRED
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USE OF SHOPPING CENTERS
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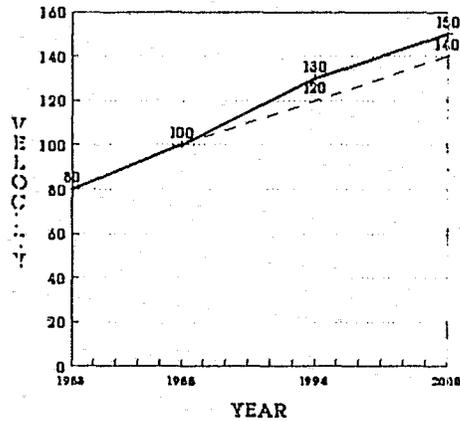
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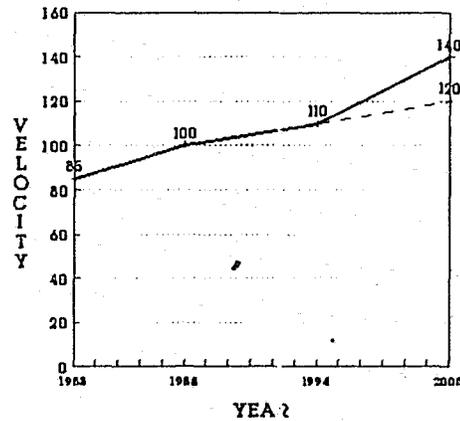
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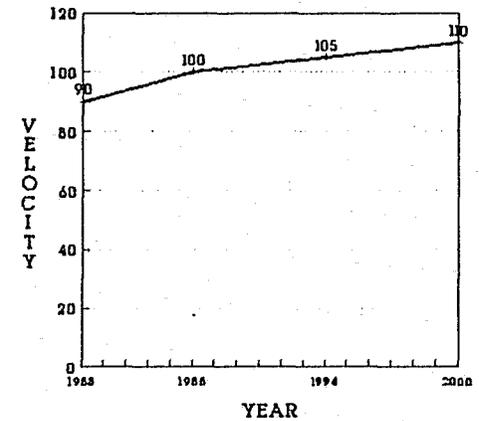
-- WILL BE — SHOULD BE
MEDIAN PANEL RESPONSE

PRIVATIZATION
NORMATIVE EXPRESSION



-- WILL BE — SHOULD BE
MEDIAN PANEL RESPONSE

LAW ENFORCEMENT ROLE
NORMATIVE EXPRESSION



-- WILL BE — SHOULD BE
MEDIAN PANEL RESPONSE

HONORED

Sergeant Jones leaves the station in plenty of time to make a 9:00 AM meeting with the Shopping Center Security Authority, an association of the region's shopping center security directors, security contractors, crime prevention officers, and law enforcement liaison officers. This month the meeting is being hosted at "his" shopping center and due to the newly constructed one-way streets around the center, traffic gridlock no longer exists--even on December 15, 1999.

Jones soon approaches one of the six controlled entrances to the center. He slows momentarily as the security scanner electronically writes into memory the vehicle's identification number embedded in a read-only optical plate and then links that to Jones' personal "Dri-dent" (combination Driver's license and identification card) that he holds out in front of the optical reader. This scanner was installed two years ago and replaced the security manning of each station. The electronic linking of the vehicle to driver allows for a very secure system of control over the theft of vehicles from the lot via a similar matching required at the exits. After writing to memory, the computer system automatically debits the driver's credit accounts for the modest parking fees that is again credited when leaving should there show a minimum

purchase while at the center. In Jones' case, the computer recognizes a "no charge" comment, but still logs on his presence.

Another advantage of the security scanner for law enforcement has been the unobtrusive, random sending of vehicle identification numbers to the police computer system for a stolen or wanted vehicle check. Once the criminal justice computer systems are on fibre optics, they will handle the work of all vehicles being automatically run. So too will there be a random check for wants and warrants of the vehicles' drivers. When a wanted vehicle or person is identified at the center's entrance, the system notifies security who then attempt to locate the vehicle. Law enforcement responds after the vehicle is located by security, for you never know if that driver is going to be violent or not.

There was a time when over a hundred and fifty cars were stolen each year from the center's lots. Less than a handful have been lost in the last couple of years and a dozen car thieves were identified and arrested coming into the center before the system became well known. The entry system has also inhibited other theft-related activity like grab and runs or purse snatches.

After driving through the entrance, Jones is directed to a nearby parking lot by a smartly dressed female security officer

in a uniform identical to the police department's in every detail except for the mandatory security shoulder patches. From a distance, the security officer looks like a police officer--an impression that has had a very positive impact on the perception of safety by those coming to shop or use the services of the center.

Instead of taking the robotic tram, Jones decides to walk to the administrative offices. It was probably just as well because the first tram to come by was filled with high school students attending the computer classroom rented from the center by the district and a group of senior citizens leaving after their recreation department-sponsored aerobics class. Before he reaches the glass doors of the structure, he sees another security officer patrolling the multi-level parking structure jointly constructed by the center's developers and the city's Development Agency (the "Re" was dropped after the official recognition that the majority of redevelopment projects were not in areas intended by the original legislation). He also catches a glimpse of one of the security cameras installed at all of the structure doors and at overlapping intervals within the parking structure. Monitoring these cameras are a few of the employees freed up from manning the entrances, but, for the most part, the software in the camera system has been programmed to "recognize" certain suspicious activities and notify security for a rapid response.

An integral part of this system is the numerous voice activated tenant locator/security assistance stations. These "TenLocs" respond with holographic pictures of the most direct route to any store in the multi-storied center. Requests for security (verbal or push button) puts the person in immediate contact with a security officer who is notified of the location of the assistance request by the TenLoc. The camera system is then put in an automatic record mode for that section of the center until the assistance is determined to be nonurgent.

Jones is met inside by the center's security director who introduces him to the corporate security director. Jones did not get the name, for as the introduction was being made, he caught sight of the Chief of Police sitting at the table with other members of the authority.

It was then that Jones learned he was to receive the first award for "Liaison Officer of the Year" to be presented by the International Shopping Center Security Directors Association.

Over the applause of the group, he heard the presentor urge him to the front of the room. There he was presented a plaque by the association in recognition of his work with the region's Shopping Center Authority. The association had grown steadily over the last decade building its membership from American, Canadian, and Pacific shopping centers. According to the presentor, it was the first time that the association had

recognized anyone outside of private security, but in Jones' case, the widespread recognition of his work demanded of the creation of the new category "Liaison Officer of the Year."

For not only had Jones been one of the first full-time peace officers assigned to the center by his agency in the late 1970s, but he had also later taken over as liaison officer for all security operations in the city by 1990. In 1992, he had made a name for himself in initiating the region's shopping center security Inform-Net, an on-line computerized network that enables all participating members to access the shared databases. Information on the network includes police department crime prevention and analysis information (excluding rap-sheet), center and store intelligence on troublemakers and thieves barred from the center property, frequent refunders, and current practices that have enhanced the security efforts. This has cut down considerably on the incidence of "freeway fliers" who in the past would commit crimes at several centers within a matter of hours, "flying" the freeways.

But the highlight of Jones' cooperative efforts had been in his stewardship of city legislation enabling a security operator's officers, meeting certain minimum standards set by the police department, to wear uniforms similar to the police. While this topic had been hotly contested over the last quarter of the century, Jones was successful due to the timing of the change. Rising crime, static police budgets, and the enhanced

status of the security filed provided an attractive atmosphere for this proposal. It seemed that everyone came out on the winning end.

Since the the legislation, there have been no complaints by police officers, center patrons or other departments about the similarity. The sales at the center have increased at a higher rate than for the other centers in the region, and marketing surveys have indicated that customers coming to our center from much further out than ever before saying they like the "feeling of the center."

After receiving the award, Jones graciously thanked everyone for their support and willingness to try this unique relationship between law enforcement and the center. He thanked the chief who led the internal negotiations and did not bend to pressure from several other Chiefs of Police.

Then he announced that he would be retiring after the first of the year. Twenty-eight years of work was enough, and now that he had been around long enough to see his project succeed, he could leave without regrets. Again, he believed his timing was right.

OBJECTIVE TWO

"CHOOSING THE ROUTE"

STATEMENT

Thus far we have discussed the future, the primary focus of this project. We now delve into an analysis of the present to learn more about our conditions. This knowledge will enable us to devise appropriate policy for our environment to bring about the desired end.

In the first objective, a number of trends and events that could impact the law enforcement\shopping center relationship over the next 12 years were developed. These trends and events were played out through several methods resulting in differing scenarios. The process was beneficial in exposing and understanding the relationships of subissues and potential occurrences. Further, it became evident that any policy consideration needed to be closely associated with these relationships. In other words, the policies selected for implementation must be viable over time, match the environment, and be designed to mitigate potential problems.

The purpose of this objective is to develop a strategic plan for bringing about the desired future as described in the scenario titled "HONORED" to a mid-sized suburban Southern

California police department.

Table III provides an outline of the process to be used in achieving this goal. I will relate this process to the SMEAC model of structuring the study as it is described. SMEAC stands for Situation, Mission, Environment, Administration, and Control.

The strategic management process entails an examination of the Situation which includes an environmental analysis of the law enforcement\shopping center relationship, the opportunities of and threats posed by that environment, an internal capability analysis of the department, and an understanding of the stakeholders involved.

The Mission of the department is stated so that any later policy consideration can be compared for compatibility with the overall and specific objectives of the organization.

With the above as a backdrop, there is an Execution phase of identifying potential policy alternatives, deciding on an appropriate policy and implementing that policy.

The Aministrative logistics and Control systems phases of the process is shown in the table as a strategic decision-making block with influence from management values. Objective Three will discuss more about the part these phases play in the transition management steps.

METHODS: IDENTIFICATION

1. STRATEGIC PLANNING

- A. "Context setting" is the process of identifying a "real life" situation within which further analysis can be performed and policy implemented.
- B. "Design of planning system" is a method of examining the environmental predictability and turbulence for determining an appropriate planning system. There are four possible planning system options: tactical/operational, periodic, issue, and signal/surprise. Of these only the last three will be considered for this paper as the tactical/operational is too short-term and deals with what is commonly called "brush fire fighting" techniques. Table IV is a design planning mode table that further describes the system.
- C. Weaknesses, Opportunities, Threats, and Strengths Underlying Planning (WOTS-UP) analysis is a two part process. The first part is an examination of the opportunities and threats presented by the environmental situation. Second, the departmental strengths and weaknesses are analyzed. The purpose of such an analysis is to provide information on distinctive competencies of the organization that are used to take advantage of the identified opportunities and avoid or minimize the threats.
 1. "Capability analysis" uses two instruments to evaluate the capabilities of the department in terms of resources and organizational capabilities. These capabilities and resources are rated by a group of knowledgeable individuals from inside and outside the department. This is the second half of determining WOTS-UP.
- D. "Strategic Assumption Surfacing Technique" (SAST) is a self-generated analysis of the significant stakeholders. The technique requires the performance of three tasks; (1) the identification of significant stakeholders, (2) assigning assumptions that each would hold on the central issue, and (3) the preparation of a map, or graphic representation, of

PLANNING SYSTEM DESIGNS

	Issue Planning	Periodic Planning	Signal/Surprise Planning
Futures Intelligence Program	system to generate scenarios of "possible" future environments, not only nominal but unusual and unlikely to help identify urgent issues	system to generate detailed forecasts of various trends and developments; all environments - political, social, economic, and technical should be subject to sophisticated forecast analysis	continuous environmental surveillance and scanning system to identify both weak and strong signals in environment.
Planning Staff			
1)structure	issue directed taskforces; partial matrix in taskforces	semi-autonomous staff	fluid staff; matrix structure with operations staff
2)size	relatively small; taskforces formed by drawing from other departments	relatively large	mixed
3)typical responsibilities	scenario generation; urgent issue identification; formation, coordination, and control of taskforces; communication of taskforce plans	forecast analysis; strategy identification, selection, and implementation; coordination and support of divisional planning; review and consolidation of divisional plans, development of organizational "grand" strategy	environmental surveillance; define strong-weak signals; interpret strong signals, track weak signals; act as catalysts for total organization communication network
Planning Horizon	determined by issues	long; determined by length and certainty of forecasts	short; determined by ability of organization to respond
Planning Cycle	periodic issue generation; planning cycle driven by existence of urgent issues	periodic planning cycle	continuous
Planning Output	issue plan	strategic plan	action plan
Taskforces	many	few	predetermined for quick response to strong signals
Communication	mixed network	hierarchical network	"star" or direct link network
Appropriate Organizational Culture	proactive issue identification; nature of issue should determine culture of taskforce	proactive and deliberate	flexible and reactive; risk-takers
Planning/ Operations Link	tight	tight	tight
Strategic Information System	selective information system; "red-flag" and query based DSS, specialized data bases around urgent issues	broad DSS; decentralized around functional or divisional information systems; periodic report generation; sophisticated consolidation ability	information intensive; quick response and query based DSS; consolidated and centralized data base, much data non-computerized

Source: Galbraith, C. "Institutionalizing Strategic Excellence"

TABLE IV

the degrees of certainty and importance of the previous assumptions.

2. POLICY DEVELOPMENT AND EXECUTION

- A. "Modified Policy Delphi" is a method to obtain a diversity of perspective in developing and selecting policy alternatives. In this modification of a traditional delphi process, a group of knowledgeable persons is asked to devise at least one policy alternative impacting the central issue prior to coming together. In one setting, all alternatives are discussed by the group. Then, the policy alternatives are rated for feasibility and desirability individually. In this manner a preconceived policy is not set into motion prior to a full analysis of the central issue.
- B. "Negotiation Strategy" is the process of recognizing the need to negotiate any change and then selecting an appropriate technique for that negotiation.

METHODS: IMPLEMENTATION

CONTEXT SETTING

Selecting the "desired and attainable" scenario, I will present that as the desired end-state for the specific "real life" situation within which policy can be implemented. For purposes of this project, I have selected a context with which I have a working understanding.

THE COMMUNITY

The community used in this study is a Southern California city of 26,000 people with a council/city administrator form of

government providing a full range of public and safety services. Both the City Administrator and the Chief of Police are in their early forties with a professed acceptance of risk taking. The council is energetic and progressive in trying to serve the community to the best of their abilities within the framework of yearly established goals. The city is fortunate to have two of the region's most capable department heads in the Community Development and Redevelopment Agency programs.

A \$13 million dollar budget is supported by the generation of nearly \$5.5 million dollars in sales tax revenue from the enclosed regional shopping center.

The residents of the community are middle and lower-middle income. Much of the housing stock is nearly 30 years old, with little room for growth or new construction projects.

While there are no known gangs claiming the community as their "turf," there are gang members living in the city who are heavily involved in drug activity. The biggest crime problems for the community are drugs, auto thefts, and residential burglaries. Most areas of the city are involved in Neighborhood Watch programs. Many seniors volunteer their time to the recreation and police departments.

THE DEPARTMENT

The police department has 47 sworn officers out of the 98

full and part-time personnel. It is stratified in a typical hierarchical structure with captains commanding the two divisions: special services and field services. There are three lieutenants and a records supervisor guiding the major organs of detectives, technical services, patrol, and records. Of the eight sergeants, five are in patrol, and one each in the detective bureau, technical services, and volunteer/reserve services. Assisting the field forces are nonsworn employees in crime prevention, dispatch, cadets, and police assistants (field report takers).

The department has a history of successful experimentation and cooperation with other police departments, governmental bodies, and the community. Field forces are encouraged to use their own initiative in dealing with crime problems and have ready access to resources necessary to carry out that responsibility. Efforts are made to allow decision making at the lowest level. Departmental priorities set for this year are (1) gang activity and drug enforcement (2) residential burglaries (3) auto thefts (4) commercial burglaries. Last year the number one priority, residential burglaries, was decreased by over 30 percent through directed patrol and other efforts.

There has been a long history of cooperation with the shopping center. An officer was assigned to the center in 1979 with part of his salary reimbursed by the center. After

the 1984 remodeling of the center, another officer was assigned to the center and a store front sub-station was opened. Currently, the sub-station is vacant more than three-quarters of the time due to the officers being away from the sub-station on calls or walking "their beat."

THE CENTER

The city was aggressive in its acquisition of the area's first enclosed regional shopping center with three anchors and 70+ stores in 1968. Built by the Ernest Hahn Development Corporation, it stood as a model for his company during the next decade. In early 1980s, the center was purchased by the Homart Development Company, a subsidiary of Sears.

Under a Redevelopment Agency project, the center was remodeled in 1984-85, bringing two additional anchors, a second floor, and a multi-storied parking structure. The number of tenants rose to over 200. Last year there were nearly nine million cars entering the center's parking lots.

SECURITY

Since the remodel, an out-of-state security contractor, IPC International, was hired to manage the security operations. These contract security officers must possess a California Security Guard Registration card, are unarmed, and wear a uniform that is distinctively different from the police

department's. The security force consists of an IPC supervisor, 13 full-time and 3 or 4 part-time security officers, and occasional holiday reinforcements. These officers are paid \$5.25 to \$7.00 an hour, receive no benefits other than vacation, and have a 30 percent annual turn-over rate.

There is no closed circuit television (CCTV) or other security devices except for contact and infra-red intrusion alarms employed by the center. There are two security vehicles for parking lot patrol. They maintain separate radio communications not in concert with the police.

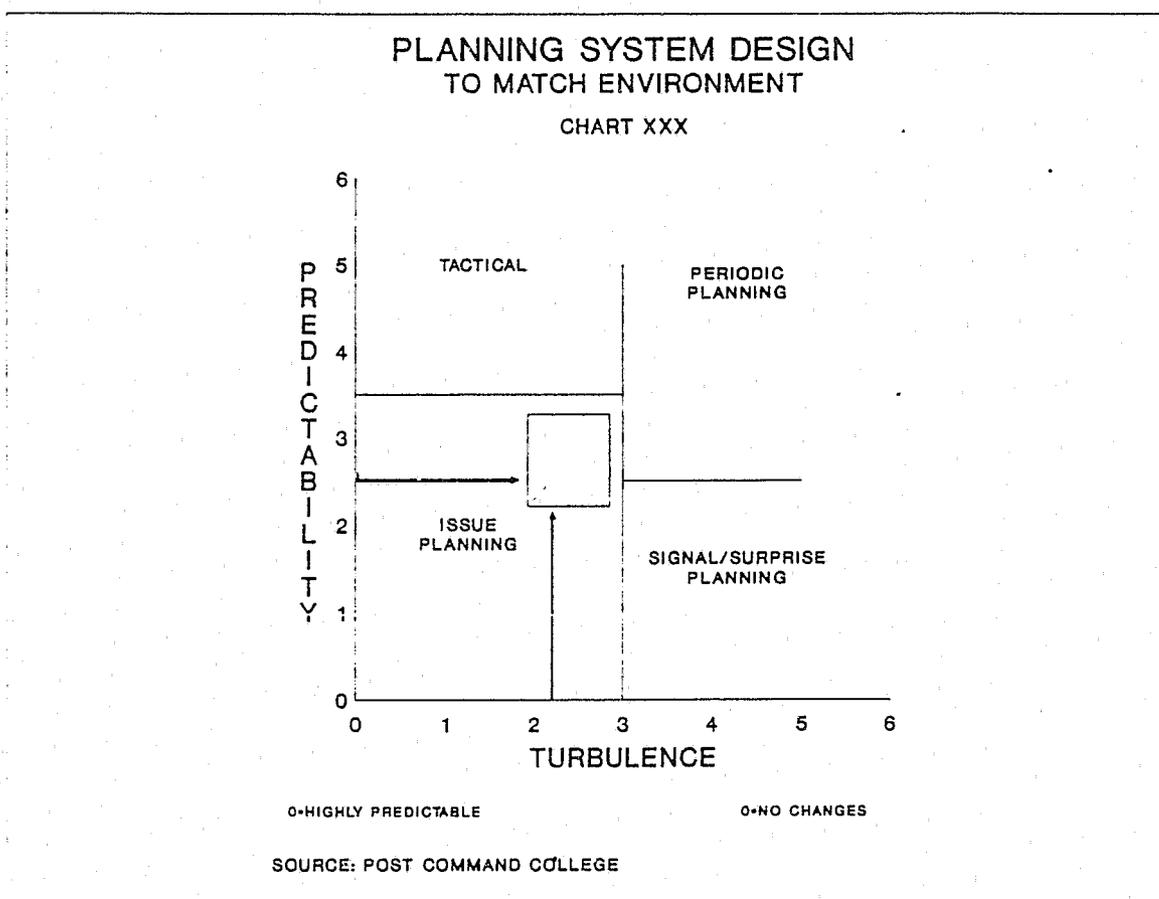
PLANNING SYSTEM DESIGN

While the planning system design has already begun to take shape for this project, it is important to understand that the environmental dimensions of predictability and turbulence have led to this shape.

The most appropriate planning system for the police department can best be labeled as under an umbrella called "issue planning." An analysis of the environment shows levels of turbulence and predictability consistent with strategic issue planning.

The level of environmental turbulence for the central issue most closely resembles "few/occasional changes." While it is true that during a career, the job of an peace officer may

change, the organization is greatly affected by only a few changes within a 12 year span. Three examples of this include: (1) minor case decisions impact daily operations often; however, Miranda-like decisions are infrequent; (2) departmental budgets are incremental in nature; (3) new technology/processes are slow to be adopted by departments, and then, only after wide acceptance in society. Chart XXX shows the levels of turbulence and predictability consistent with issue planning.



Environmental threats and opportunities are, thus, available to forecasting. Major change can often be predicted

by a scan of the courts, the legislature, city budget, private industry, and the media. Only infrequently are we caught off guard by major changes. Many of the changes occurring in the department are predicted on such scans and should not surprise our employees.

For these reasons, issues become our focus (see Table IV). Scenario building, by a number of task forces made up of members crossing the lines of rank, is the planning structure best suited for us. Through this process, issues are examined in context of the future environment.

As indicated in the model for issue planning, rather than ongoing groups, the task forces should vary in membership, purpose, and duration. The central issue facing the organization will be the determining factor on the membership, composition and timing for the task force. More on administration and control of these task forces will be provided later in this objective.

ENVIRONMENTAL SITUATION

The first step in analyzing the situation is to examine the Weaknesses, Opportunities, Threats, and Strengths that will be Underlying the Planning process. This WOTS-UP analysis is the situation described in the SMEAC framework.

WOTS-UP ANALYSIS

I. Threats and Opportunities

The impacts of these trends or trend-based events are important considerations for the success of any strategic plan. They must be viewed individually and collectively in order to assess the environment. Furthermore, they must be thought of as threats or opportunities. This analysis was self-performed; however, much insight on the potential threats and opportunities was provided by the persons contacted during the site visits and during the modified conventional delphi process.

Over the next 12 years, the law enforcement\shopping center relationship will be significantly impacted by the following trends or trend-based events (short titles of the trends and events are underlined):

- A. There is an increasing use of shopping centers by the community meeting service, social, recreational, and cultural needs.

Impacts-

1. Threat to police patrol time as more time will be spent on traffic control and accident reports, crime reports and noncriminal calls for service generated by more people in one place.
2. Threat to crime rates in that the larger crowds increase the opportunity for crime in the parking lots and in the crowded stores.

3. Threat to crime rates and feeling of safety in the rest of the community with a disproportionate share of time being spent at center outside of residential areas.
4. Opportunity to involve the Redevelopment Agency in planning alternate traffic routing that will eliminate many accident causing intersections.
5. Opportunity to coordinate activities with shopping center security to take some of the workload from the department.
6. Opportunity to expand our presence through the increased sales tax revenue generated by the greater numbers of customers.
7. Opportunity for the recreation department to reach the teens loitering in greater numbers.

B. The single largest fear is that of crime. There is an increasing concern for personal safety in Southern California suburban communities.

Impacts-

1. Threat to the use of the center as people will go where it is perceived safe to shop.
2. Threat to deployment schedules trying to spread forces by called for services, while violent crime should be a determining factor.
3. Threat to center deployment should the residents demand more protection.
4. Threat to city from decreasing sales tax revenue with fewer shoppers.
5. Opportunity to coordinate with center and noncenter security in information flow.
6. Opportunity to hire more officers or begin additional special programs.
7. Opportunity for the installation of security devices that will take some patrol load away from police and provide a more secure atmosphere.

- C. The private security field is growing at rates far greater than law enforcement. The level of professionalism for private security operators and officers is increasing.

Impacts-

1. Threat to increasing the size of the law enforcement ranks.
2. Threat to the traditional role of law enforcement now that the field will be capable of taking over some of these roles.
3. Opportunity for law enforcement to coordinate activities with a more equal partner.
4. Opportunity to cut down on crime and enhance the perception of safety without adding employees to city payroll.
5. Opportunity for more security officers at the center should translate into more use, fewer crimes, and greater revenue to the city.

- D. Moves by cities to a privatization of some traditional services is increasing in acceptance and occurrence.

Impacts-

1. Threat to the size of the city government and employment.
2. Threat to some who see police functions as being only performed by the government.
3. Threat to governmental control of service delivery.
4. Opportunity to become more effective at delivering the most important services.
5. Opportunity to coordinate with security in a contractual manner that would insure an adequate level of standards for the delivery of service.
6. Opportunity to increase perception of safety in and out side of the center at a fraction of the cost for police presence.

- E. The law enforcement role of trying to furnish all traditional services with a police officer response is decreasing. The trend is to civilianize or no longer perform most functions not dealing with preventative patrol or emergency response.

Impacts-

1. Threat to police officer employment levels.
2. Threat to perception of safety when a police officer is not seen frequently.
3. Threat to traditional service levels.
4. Opportunity to become more effective in response to the most important services:
5. Opportunity to coordinate more with security in filling the void.
6. Opportunity to relieve law enforcement of some services that had been offered but are not really a police priority.
7. Opportunity for the residents to decide what their priorities really are through funding allocations.

- F. The use of security devices is growing. So too is the sophistication of the technology and capabilities.

Impacts-

1. Threat to security employment levels.
2. Threat to issues of personal privacy.
3. Threat to police officer employment levels.
4. Opportunity to control the types and functions of these devices by law enforcement.
5. Opportunity to police patrol in fewer responses to false alarms.
6. Opportunity to cut crime rates and increase arrest rates with identification systems at retail stores.
7. Opportunity to increase perception of safety in parking lots and in the stores of the center.

- G. There is a trend to seek greater regulation and improve the quality of the security field through security legislation.

Impacts-

1. Threat to some security operators as unnecessary government regulation.
2. Threat to proprietary (in-house) security operations.
3. Threat to private security employees who cannot meet higher qualifications or who would lose jobs due to the higher costs of security to consumers.
4. Threat to private business in the form of higher security costs or fewer security officers.
5. Opportunity to raise the level of standards for private security.
6. Opportunity to increase interaction with law enforcement who are reluctant to deal with many security operators.
7. Opportunity to contract with the more professional security operators for police-type functions.

- H. The city budget will continue to have slow incremental growth into the future.

Impact-

1. Threat to new law enforcement employment and new programs.
2. Threat to delivery of services where the growth in revenue has not kept up with inflation rates.
3. Threat to the perception of safety to the community.
4. Opportunity to re-evaluate service delivery methods.
5. Opportunity to contract out some service delivery at lower costs.
6. Opportunity to develop new programs with existing manning.

- I. By the mid-1990s, four competing shopping centers will have been constructed in neighboring communities.

Impacts-

1. Threat to city revenue in loss of sales tax to new centers.
2. Threat that the development company will sell the center.
3. Threat to use by the community as they may change to the new centers for shopping.
4. Threat to police services at center should tenants change to a "low end" marketing strategy which would attract a different client to the center.
5. Opportunity in traffic activity would decrease, freeing police from traffic control and accident reports.
6. Opportunity to enhance level of safety to keep shoppers at our center.
7. Opportunity to coordinate more with security.

ORGANIZATIONAL CAPABILITY AND RESOURCES

The second half of the WOTS-UP analysis is the rating of the department's weaknesses and strengths. An internal survey was conducted using the two rating forms as seen in Appendix G (Rating Form One) and Appendix H (Rating Form Two). These forms are intended to show the evaluators's opinions of (1) the department's weaknesses and strengths and (2) the ability of the department to react to or initiate change.

Ten evaluators were selected from a cross-section of the department and city, management and nonmanagement. Their

responses were averaged together to obtain a composite view of the organization from knowledgeable persons.

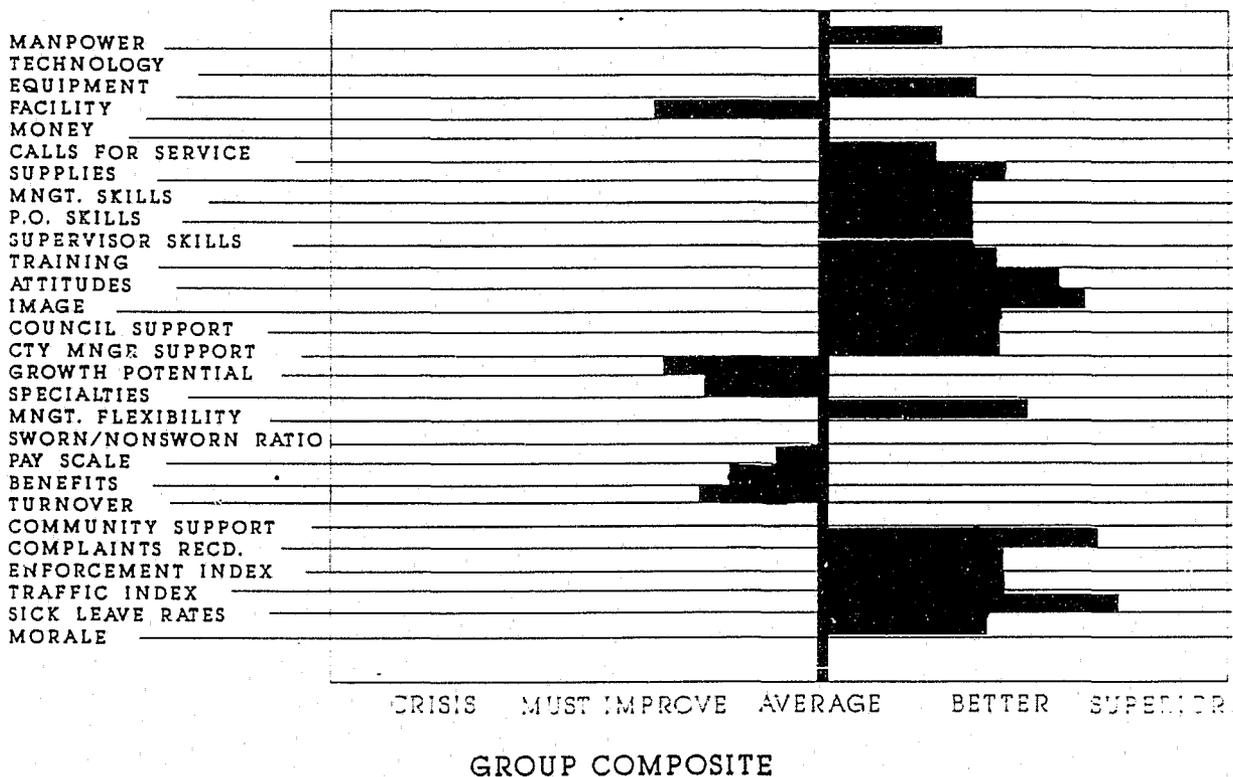
The results are fairly consistent with my own perceptions of the department. While this was not unexpected, the overall consistency of the respondents was remarkable and needs to be an important consideration to policy formulation.

There was quite a uniform belief in the strengths and weaknesses and in the department's capabilities for change.

Chart XXXI, below, represents Rating Form One's responses.

ORGANIZATIONAL CAPABILITY AND RESOURCES

CHART XXXI



LESS THAN AVERAGE

BETTER THAN AVERAGE

<u>Resources</u>	<u>Capabilities</u>	*	<u>Resources</u>	<u>Capabilities</u>
facility	growth potential	*	manpower	mngr skill
benefits	specialties	*	equipment	officer skill
turnover		*	supplies	image
		*		flexibility
		*		complaints
		*		sick leave
		*		morale
		*		traffic enf.

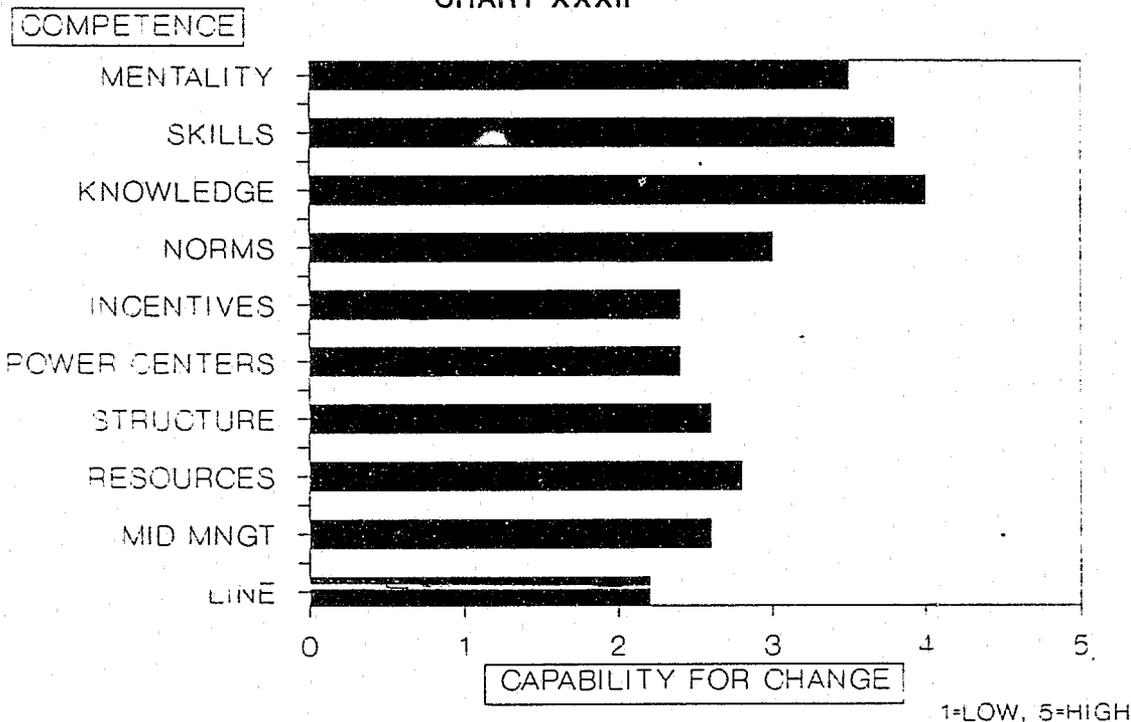
The weaknesses for the department were related much more to resources not controllable by the agency than to capabilities. Interestingly, those resources more in the control of the agency were seen as strengths. Further, the respondents saw a very positive image of the organization typified by a high level of management and officer skill, with good enforcement history in an enjoyable, flexible atmosphere.

In Rating Form Two, the respondents's perception was that management has the knowledge and skill to bring about change in a climate that could be prime for change. However, there apparently needs to be additional incentives or fewer sanctions for risk takers. Top managers will be able to enhance the line level capability for change through a skillful use of selling the benefits of change.

On the top of the next page is a representation of the results of Rating Form Two on Chart XXXII.

ORGANIZATIONAL CAPABILITY

CHART XXXII



Implementing any policy will require pre-orchestration by the team of managers. As shown in the resources section, the top management has the skills and the credibility to bring about nondestructive change to the organization. That section also points out that line level personnel have a good image of themselves and a good morale but do need to be guided into all but the routine changes.

For this reason, extra care must be made to "sell" participation. The line level must feel a part of the process and the outcome for full commitment. This fits well with the

task force building as outlined in the issue planning section of the Planning Design Model table.

MISSION STATEMENT FOR THE POLICE DEPARTMENT

The mission of the police department is to create an environment in which the organization strives to adequately address the needs of its employees, the residents of the community, the business community and visitors to the city.

Officers shall preserve the peace, provide general services, protect life and property, prevent crimes, apprehend criminals, recover lost and stolen property and enforce in a fair and impartial manner the ordinances of the city, the laws of the State of California and of the United States.

Officers shall serve the public by direction, counsel and in other ways that do not interfere with the discharge of their police responsibilities; by ready offering of individual service to the public without regard to their wealth, social standing, race, religion or national origin; by ready exercise of courtesy and good humor, and by ready offering of individual sacrifice in protecting and preserving life.

Members shall respect and protect the rights of individuals and perform their services with honesty, zeal, courage, direction, fidelity and sound judgment.

The members of the police department will strive to make the city a safe place to live, work and visit by seeing that all employees are treated with dignity and respect; and by establishing an environment in which employees feel that service is our most important product.

There is no specific mission of the department's relationship with the shopping center. However, taking several key phrases from above would be a fair representation of our mission in that arena: We will "strive to adequately address

the needs of...the business community and visitors to the city...without regard to their wealth...and make the city a safe place to live, work, and visit."

THE RIGHT NICHE

The combined techniques used in the WOTS-UP analysis has enabled us to identify the environmental threats and opportunities and the departmental strengths and weaknesses within the central issue. From this we can identify an effective niche--that unique strength that allows us to take advantage of opportunities and minimize the threats.

In our case, it is apparent that our strength lies in the ability to directly or indirectly impact the community's perception of safety. The police department is in a unique position for this. We are legally empowered, guided by our mission statement, and value driven to provide a safe environment. We have a history of good enforcement, proactive city and departmental administrators, and have well trained, highly motivated employees as strengths.

It is as equally apparent that the single most important threat to the success of the center is a negative perception of safety. This threat impacts the trends of use of shopping centers, security devices, growth of private security at the center, and the role of law enforcement.

Therefore, our niche should be affirmative, proactive measures and not a reaction to this perception after it has negatively manifested. Our strengths, and the opportunities present, indicate that we should work closely with the center and private security to enhance our "presence" without stripping resources from the rest of the community. While our central issue deals with the shopping center, patrons of the center usually perceive the community's overall reputation for safety as well as that of the center when deciding where to shop. Our strategy to deal with safety must positively impact both. This is our niche in the law enforcement\shopping center relationship.

STAKEHOLDER ASSUMPTIONS

The next step prior to policy development and selection is the identification of those individuals or groups from "inside or outside the firm who have a vested interest in the problem and its resolution" (Mason and Mitroff:83). These stakeholders have their own perception of the central issue and environment. However, we must endeavor to make educated assumptions that will inform us about how to work with, through, or around these stakeholders in final policy development and implementation. Furthermore, an analysis of the importance of the stakeholder and certainty about the assumption leads to a determination on how much emphasis each

should receive.

To make these assessments, a self-performed Stakeholder Assumption Surfacing Technique (SAST) was used. A preliminary list of 32 stakeholders was prepared (see Appendix I). From this list, the most significant were identified. The following is a listing of these stakeholders and the assumptions for each. They are not listed in order of importance to the central issue.

1. CITY COUNCIL

- Has a strong interest in the success of the center for the health of the community.
- Will be supportive of cooperative efforts with the center.
- Does not know security law nor how it impacts the central issue.
- Is weary of the effectiveness of security operators.
- Would support more officers at the center if the budget would allow or the center pay.
- Would prefer to have additional officers in residential areas, private business can pay for security services.
- Has pride in the police department's identity.

2. CITY ADMINISTRATOR

- Does not support the hiring of more employees.
- Will support differing uses of current employees if consulted prior and costs are reasonable.
- Is supportive of cooperation with center and center security for greater role in handling center criminal activity.
- May not perceive safety as key to the central issue.
- Strongly supportive of efforts to create city-wide safe environment.
- Supportive of proactive attempts to enhance revenue picture.
- Has a strong interest in the continued success of the center.
- Is not generally supportive of charging the center for additional police services.

3. POLICE CHIEF

- Is supportive of increased presence at the center.
- Is supportive of efforts to cut down the amount of time police officers are taken from patrol in all areas of the city.
- Is not supportive of charging the center for additional police services.
- Is aware of the safety issue nexus in the relationship for continued success of the center.
- Is willing to try innovative methods in cooperation with the center and center security.
- He is supportive of better regulation of the security field.

4. POLICE ASSOCIATION

- Is only partly aware of the connection between the department and center in the future of both.
- They see the center as a major consumer of police resources for many nonviolent routine services.
- Few in the association desire to work the shopping center beat assignment.
- They have a low opinion of security in general, but do cooperate with center security when necessary.
- Would have little objection to turning most activity at center over to private security, as long as no police officer jobs were lost.
- Would prefer to exert efforts in the other areas of the community.
- They desire to be involved in the decision making processes.

5. PEACE OFFICERS RESEARCH ASSOCIATION OF CALIFORNIA (PORAC)

- Has generally a very low opinion of security and their abilities.
- They see security field as a potential threat to their membership.
- They see efforts by management to coordinate with security as a threat to membership growth.
- They do not want any more movement of private security field toward traditional police roles - may use political muscle.
- They have only slight influence with Police Association on this matter.

6. CALIFORNIA POLICE CHIEFS ASSOCIATION (CAL CHIEFS)
 - Does not generally see security field as a threat to police jobs or essential roles.
 - Does want clear differentiation between the roles.
 - They are supportive of better regulation of security industry.
 - They are supportive of cooperative ventures with private security when both sides gain.
 - Would support some security role expansion into traditional police roles.
 - See the security field as too ineffective for this expansion.
 - They do possess influence over chiefs and politicians in the state.

7. CHAMBER OF COMMERCE
 - Is supportive of joint city\private ventures not infringing upon other member businesses.
 - Is supportive of efforts toward safety, believes city owes same protection level to all areas of the city.
 - Is not generally supportive of further regulation of businesses.

8. CENTER OWNERS (REPRESENTED BY CENTER MANAGER)
 - Will support cooperation with law enforcement.
 - Highly desirous of continuing and expanding police presence at the center.
 - Is willing to spend a portion of security budget to have police at the center.
 - Believes police presence is more effective than a greater number of private security.
 - Uses security for risk management and safety.
 - Is profit driven; Short term is as important as long term.
 - Has seen profits rise under existing conditions.

9. SECURITY OPERATOR
 - Sees police as much a threat to his budget as assistance to his role at center.
 - Supportive of cooperative efforts with police as long as required by center management.
 - Would not support additional police at the expense of profit loss.
 - Would be highly supportive of role expansion sanctioned by center management and fully funded.
 - Will not be overtly supportive of additional security regulations without a financial benefit.

10. SECURITY OFFICERS
 - Enjoy cooperative efforts with police.
 - Would attain higher standards to improve image with police.
 - Seek to answer to police first.
 - Would not support increased regulation if jobs were in jeopardy.
 - Would not support additional police presence if jobs were lost.
 - Would be highly supportive of role expansion.

11. CENTER PATRONS
 - Perceive police as more effective in dealing with crime than private security.
 - Would support more police at the center, even at slightly higher prices.
 - Concerned for safety in parking lots more than in the center enclosure.
 - Are more accustomed to the growth in the security field.
 - Have shopping patterns set and will change only if service and safety needs are left unsatisfied.

12. COMMUNITY RESIDENTS
 - Would be supportive of additional officers at the expense of other city services.
 - Would not support more officers at center with current or projected levels of gang and drug activity.
 - May support center paying for their own police.
 - Would be supportive of security regulation to improve standards.
 - Have increased their reliance on security devices and services.

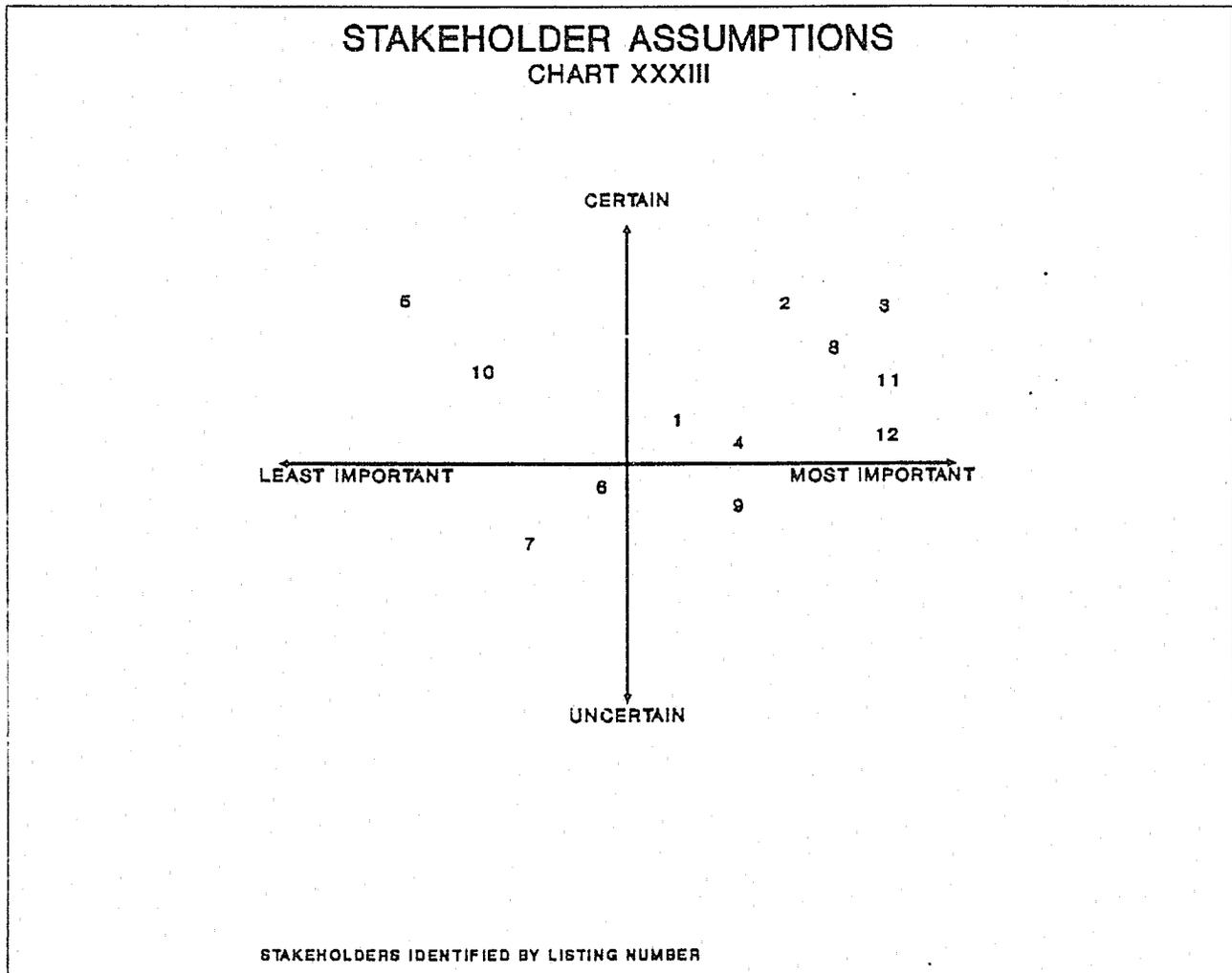
SNAILDARTERS

From this group of stakeholders there is one who, like the small fish that wrecked a major dam project, acts as a "snaildarter" in our central issue. A seemingly unimportant, peripheral player can prevent the full success of our plan.

In our case, CAL CHIEFS may be the outside stakeholder who could, through its influence and peer pressure, greatly impact the possibility of success of plans attempted by the department. For this reason, specific tactics should be developed in the implementation phase to minimize this potential threat. The tactics of involvement and education has already begun through conversations with several chiefs during site visits and through the inclusion of well known chiefs in the futures definition phase. Having some input on the issues and solutions may mitigate certain objections and soften stances before they can cause problems.

SAST MAPPING

The second part of the SAST is the self-performed mapping of the importance and certainty of the stakeholder's assumption. Combining this map with the assumptions will help in developing later negotiation techniques (Chart XXXIII).



- | | |
|-----------------------|--------------------------|
| 1. CITY COUNCIL | 7. CHAMBER OF COMMERCE |
| 2. CITY ADMINISTRATOR | 8. CENTER OWNERS\MANAGER |
| 3. POLICE CHIEF | 9. SECURITY OPERATOR |
| 4. POLICE ASSOCIATION | 10. SECURITY OFFICERS |
| 5. PORAC | 11. CENTER PATRONS |
| 6. CAL CHIEFS | 12. COMMUNITY RESIDENTS |

EXECUTION OF THE PLAN

MODIFIED POLICY DELPHI

Seventeen policy alternatives (Appendix:J) were developed by a sixteen member group. The group was composed of law enforcement individuals: a chief of police, a police captain, a police lieutenant, two police sergeants, and three police officers; and nonlaw enforcement individuals, two former city councilmembers, an assistant public works director, a chamber of commerce director, and an engineering consultant.

The process used was a Modified Policy Delphi. All members of the group were provided with information on the topic, the trends and events, and the futures scenario titled, "Greener Pastures." They were asked to prepare a policy statement for the department that would positively impact the law enforcement\shopping center relationship during the next 12 years. This was to be in advance of our meeting date so that everyone would be ready to discuss the policies at the meeting.

At the group meeting, each person had an opportunity to discuss their policy and the pros and cons of the other alternatives brought to the meeting. During these discussions I acted only as a moderator. I provided no input into the discussions nor did I add alternatives. This was a conscious effort on my part not to bend the discussions toward my own

views. After all, the purpose of using the group of knowledgeable persons was to get a diversity of opinion and to avoid any preconceived policy of my own.

Through a Modified Policy Delphi process, the seventeen alternatives were pared to three--the two scoring the highest on the rating forms and the one "most polarized" in terms of feasibility and desirability. For each policy alternative, a total score was derived by adding the two separate scores for feasibility and desirability (Appendix:K).

POLICY ALTERNATIVES SELECTED BY THE GROUP

#9. Enact ordinances that would require the shopping center to install security devices such as CCTV, panic buttons, and additional lighting in the lots and inside the center.

#13. Become instrumental in an on-line computer system that would be accessible to all contributing members of the region's law enforcement and security operations. The system could include wanted persons, known forgers active in the area, known frequent refunders, persons who have been excluded from a center for disruptive activities, and some crime analysis information from the police departments.

The alternative that received the greatest percentage of ratings on opposite ends of the scale is the "most polarized" alternative. It was seen as the one that a number of raters held very strong view for or against it. It is listed below:

#14. Establish city standards for security operators desiring to have their employees wear uniforms similar to the police departments.

ALTERNATIVE SELECTION

Just going forward with the alternatives selected by the group would make a mockery out of all of the work done this far. Each of these alternatives must be examined in light of all of the available information. This is where my knowledge and understanding of the central issue dynamics is taken into consideration for selecting realistic and supportable policy. To do so, I have prepared a listing of the pros and cons of each of the alternatives.

These pros and cons came from the discussions that took place during the Modified Policy Delphi process and from my insight being involved with the entire project.

Alternative #9. REQUIRE SECURITY DEVICE UPGRADE AT CENTER

PROS -

1. Immediate and effective deterrence to crime, leading to an improved perception of safety.
2. More cost effective, in the long run, than personnel.
3. Would not require additional personnel to institute.
4. No city expenditures required to implement.
5. Lays the responsibility for crime deterrence at the center with the center owner.

CONS -

1. May not be politically feasible with current council.
2. Without coordination with police, device installation may be ineffective.
3. Long lead time from political process to install.
4. Device purchase costs may cut security employees from center budget.
5. Very narrow in scope considering potential problem and time spans.

Alternative #13. ON-LINE POLICE\SECURITY COMPUTER SYSTEM

PROS -

1. Quick turn around for intelligence information.
2. Information not previously available will be on-line.
3. Establishes positive contacts between law enforcement and security region wide.
4. Enables security at center and in tenant stores to access same information in forming one body of knowledge.
5. Proactive in dealing with trouble makers kicked out of other centers.
6. Establishes network for sharing professional and technical expertise on security issues and devices.

CONS -

1. Requires coordination not in place.
2. Legalistics surrounding release of information on persons and privacy issues in constant flux.
3. Personnel costs for police and security in data entry.
4. Unless there was regional involvement, data base would be quite small.
5. Too narrow in scope for totality of problem.

Alternative #14. ALLOW PRIVATE SECURITY TO WEAR SIMILAR UNIFORMS

PROS -

1. Elevates standards of security for those participating.
2. Increases "police" presence without increasing police employees.
3. Improves the image of security.
4. Enables local police to directly regulate a portion of the security field.
5. Requires close interaction between police, center owners, and center security.

CONS -

1. Increases costs for security operations.
2. No mandated participation; if no one wanted to participate, the policy would fail.
3. Neither security nor law enforcement is truly ready for this policy yet.
4. Some deeply ingrained feelings on keeping roles separate abound in law enforcement management and unions.

HOLISTIC APPROACH

A review of this data coupled with the previously described environment, resources, departmental mission, and stakeholder assumptions indicates that the strategic policy best suited for the department takes a holistic, or broader, approach than the implementation of even all three of these alternatives could provide. Although, a Modified Policy Delphi group was used in assisting with recommending policy, the department cannot be bound to follow through with short-sighted, or ill-timed programs, or policy that does not take in the "whole picture."

Instead, the selected approach must go beyond the confines of the group's selections. In making this decision, three other alternative policies were chosen for a pros and cons examination. They are listed below:

Alternative #2. STAFF THE CENTER SUB-STATION DURING ALL HOURS THAT THE SHOPPING CENTER IS OPEN

PROS -

1. Would give impression of police presence without additional officers when existing civilian report takers, reserves, and volunteers are used.
2. Frees center beat officers from minor reports and activity associated with sub-station. Equates to more preventative patrol and visibility by center patrons.
3. Shows center management our concern for the center environment, and opens door for future negotiations.
4. Local report location for patrons of center.

CONS -

1. May not be enough activity at center during certain hours.

Alternative #3. CONTRACT FOR SECURITY TO PROVIDE SHOPPING CENTER PARKING LOT PATROL

PROS -

1. Eliminates the need for police patrol of the center's parking lots, freeing up patrol time in other areas of the city.
2. Less expensive than having officers patrol the same area for the same periods.
3. More effective patrol of the lots by security whose sole interest is the activity in the parking lots.
4. Improves the image of security with police officers.
5. Requires direct coordination and communication between police and security.
6. Enhances the perception of safety when more security is seen in the parking lots.

CONS -

1. Why is the city paying for this patrol on private property?
2. Requires center management to agree.
3. There are unanswered legal and management issues standing in the way.
4. Security operator may not want to agree.
5. Police association may oppose the potential loss of jobs to its membership.

Alternative #7. IN-HOUSE SECURITY COORDINATOR (LIAISON)

PROS -

1. Can work with local and regional center security in coordinating information flow.
2. Clearing house for security regulations and permitting established by the city.
3. Ready access to information on security issues and technology for the planning department, business watch, and police administration.
4. Is a key step that must be taken prior to attempting implementation of several other of the policy alternatives.

CONS -

1. May require additional personnel.
2. Interest in this position may be very low in existing supervisory ranks.
3. Success would be highly dependent upon the person in the position.

NEGOTIATION STRATEGY (NEEDS IDENTIFICATION)

From the stakeholder assumptions, needs can be identified. Stakeholder needs are identified because "Needs and their satisfaction are the common denominator in negotiations. If people had no unsatisfied needs, they would never negotiate" (Nierenberg:81).

The negotiation tactic best suited for use depends as much upon the needs of the participants as upon the skills of the negotiator or the issues negotiated. Without obtaining the "need" information before negotiating with stakeholders, there is little hope of success. Once this is accomplished, the policy implementation process can be more realistically set.

The following is what I believe to be the motivating needs of each stakeholder. Also included is information on what could be considered the negotiable and nonnegotiable stances on the policy for each.

CITY COUNCIL

In implementing this policy, the city council will need to maintain a balanced operating budget through the continuation of sales tax revenue from the shopping center. They will need to have the continued support of the business and voting constituencies through a delivery of city revenues at acceptable levels. Further, the city council needs to have the

backing of city staff in the roles of approving budget requests and contracts, and of a consultative role for new programs.

The city council will be negotiable on the types of new programs, assignment of personnel, coordination of activities with the shopping center security, and the role of private security in the city.

They will be nonnegotiable on the stance of withholding new expenditures without a revenue source for the next few years. They will not allow there to be negative impacts from new programs upon a perception of safety in residential areas nor on the political support from the business community. The current city council will require a clear separation of the roles of police and private security.

CITY ADMINISTRATOR

The city administrator needs to address the needs of the city council and other departments in resource allocation and control. He needs to feel in control and consulted in most matters. On all issues going before the council, he expects a prior approval. He does not want negative personnel matters to be brought to the council's attention and he needs to put forth the impression that the city is available to experiment with new delivery systems without adding employees.

The city administrator will be negotiated with on the basis

of "rationality." Data on the proposed policy will allow these implementations to have little hard dollar costs, while ensuring the generation of sales tax revenue from the shopping center.

He should be negotiable on the coordination of efforts between the department and the shopping center security as long as there are no new employees and no negative association issues brought to the council.

He personally believes there should be a clear "image" difference between police and security, but is open to negotiate the uniform policy after the success of the contracting for parking lot control. He will demand a high level of accountability in the reporting of the policy.

POLICE DEPARTMENT (AS PRONOUNCED BY THE CHIEF OF POLICE)

To implement the entire policy, there are a number of needs that have to be addressed. In the employment environment, employees must remain secure in their employment futures, have influential representatives involved in the decisions, continue positive enforcement positions in the entire community, and develop an effective team transition team.

The chief of police will need to coordinate with the city administrator the involvement of the shopping center manager and private security operators in negotiations on the policy.

He will need to maintain the department's image as a proactive innovator without negatively impacting the perception of safety in the rest of the community or with his support peers.

The negotiable issues include all of the selected policy alternatives and their timing. The "bottom line" of these negotiations will show that the department is prepared to implement parts of the policy up to eight years from now. The department will staff the sub-station, even if only part-time, and will institute the security coordinators and registration of private security.

While the Department is not currently ready to recommend mandating of security devices at the shopping center, if negotiations do not bring about some movement there will be a later recommendation for an ordinance requiring closed circuit television installation. The department may settle for an experimental period of contracting for private security patrol of the centers parking lots but will not go against negative council or peer reactions to the policy of allowing private security to wear uniforms similar to the Department's.

POLICE ASSOCIATION

The association needs are relatively simple: membership, the inclusion in major decisions impacting the job, and maintaining a competitive edge in salary and benefits. Second, they have a vested interest in the department's image

as a progressive member of the law enforcement community.

The association will negotiate on the level of involvement on this policy settling for an influential representative on the policy and transition groups. They will not negotiate the loss of jobs, status as police officers, or the forced assignments to the shopping center.

POLICE OFFICERS RESEARCH ASSOCIATION OF CALIFORNIA

As the statewide parent organization representing peace officer associations, PORAC'S needs are similar to the police association's. Additionally, they demand to have a role in insuring clear lines of differentiation between law enforcement and private security.

They will not be directly negotiated with as the first implementation steps do not involve Statewide issues. The PORAC leadership will be kept apprised of our policy implementation involving private security contract services and our rationale for the discussion. They will be invited to discuss (not negotiate) the issue with us and the police association.

CALIFORNIA CHIEFS OF POLICE ASSOCIATION

Cal Chiefs has had a long history of political clout and membership cohesion. Those needs will be manifested in their belief that private security is not yet ready for our policy of

allowing the wearing of police-similar uniforms. To maintain the professional image of California Law Enforcement, they may use these tools to prevent premature action.

The department must involve some members of California Chiefs early in the process of exploring and selecting policy alternatives and the vision of a desired future. Further, by timing full implementation in a period when private security is perceived to be more effective may welcome their objectives.

CHAMBER OF COMMERCE

The Chamber of Commerce needs are those of its membership--business growth and as little regulation as possible. To these ends, the perception of a safe community is an underlying need.

There will be no direct negotiations with the chamber. The chamber director and several influential members will be involved in the identification of the trends and events and in policy development. Participation and knowledge of the background information will build the necessary commitment allowing policy to proceed.

CENTER OWNERS (represented by the center manager)

The central need of owners of the shopping center is expressed as financial success. All others are needs directed toward increasing profits. The maintenance of a safe, attractive environment, attraction of the community through

varied uses, and competitive CAM fees all ensure the center is "leased-out" with tenants who can maximize the return on investment to the owners. In so doing, shopping center security is looked upon as risk managers and public safety representatives. Police presence is a perceived need.

Negotiations with the center manager began with site visit interviews and trend/event identification. Building on this base of information exchange will be the involvement of the center manager in the transition management team. As our first steps of implementation will be fulfilling the police presence need, this involvement will allow the center manager to ease into the increased role of private security at the center without loss of a perception of security.

The center manager will not install security devices without data on the cost/benefits of the proposal. The level of device installation will be incumbent upon this analysis and assurances that the police presence will not decrease.

Because there will be little additional cost to the center for the implementation of most of the policy, its benefits outweigh the investment of manager's time.

The last major issue to negotiate with the center manager will be the coordination of the city's parking patrol contract and shopping center's security contract. As both of these are for property owned by the center, the center manager will hold

firm on maintaining supervision through the security operator.

SECURITY OPERATOR

The needs for the shopping center security operator are to satisfy the safety and risk management needs of the center manager while achieving a profit. As the police could be seen as a threat to his profits, his involvement in the transition management team by the department may express the Department's concerns for his continued cooperation and assistance.

Because his nonnegotiable stance will be that there be no loss of profits, the negotiation strategy must equate the policy to the potential of an expanded role and potential for the increase in personnel. Even the policy of installing security devices by the center will not have a cumulative negative impact as the potential loss of private security officers will be more than overcome by the contract sought by the city. All other implementation should be welcomed coordination of the two safety organizations.

SECURITY OFFICERS

The needs of the shopping center security officers are in job and image. They seek job security and a better image especially with the police.

There will be no direct negotiations with these security officers. Instead, we will rely on the information flow from

the security operator and the image enhancement received from future coordination and contractual relationships.

CENTER PATRONS AND COMMUNITY RESIDENTS

Both groups needs, relative to this policy implementation, is the perception of a safe environment community wide.

Their "bottom line" is not negotiated; it is expressed in a change in shopping and calls to the council. While we will not be negotiating our policy directly with these groups, departmental values and administrative ethics should guide implementation to benefit the most without negatively impacting either's safety.

ADMINISTRATION AND LOGISTICS

FIVE PHASED IMPLEMENTATION

It was apparent from the Modified Policy Delphi group discussions that the group was overtly conservative in estimating alternative feasibility, relying mainly on current conditions, capabilities, and values to guide their thoughts. This conservatism cannot be ignored as it was a pervasive attitude. But it should not control the entire important process of policy selection and implementation. Instead, it should be seen in the perspective of an overall goal.

Restating what has already been discussed, our overall goal is safety of the entire community. Within that goal is the safety of the patrons and employees at the shopping center--our niche in the law enforcement\shopping center relationship.

For these reasons, policy must take into consideration the present and the future, have an effective impact on the safety of the center, and not negatively impact the safety of the entire community. Therefore, our policy should incorporate all of the above alternatives, timed for implementation when most feasible, to avoid a conservative resistance and yet take advantage of future trends and the negotiation strategies as previously discussed.

PHASE I

The first phase would be the immediate staffing of the center sub-station with a civilian report taker (police assistant). Police reserves and volunteers could assist in staffing during the hours when the report taker is off. While this would have a limited impact on the perception of safety, there would be additional free patrol time for the center beat officers. In addition, this could signal to the center's management that we are very much interested in the success of the center and are willing to participate in other joint ventures.

There would be no additional expenditures for employees or equipment, as four such positions already exist and have recently been upgraded to full-time capacity. One of these report takers will be assigned to the center sub-station, with the role of community relations and report taking. Should there be insufficient work, the role could be expanded to include the maintenance of crime statistics for the shopping center area. This information would be furnished to the center management on a routine basis.

PHASE II

The second phase of implementation is the selection and training of the security coordinator. It is anticipated that the training could take place in the near future and be implemented during late 1989. The department already has a sergeant assigned to technical services. This sergeant is responsible for vehicle maintenance and crime prevention. In this capacity he also sits on the plans review committee for the city's planning division. It would seem natural that this position (already trained in environmental security design) be involved in coordination with private security. Due to the nature of this position and its importance, it should have at least a supervisory rank. Costs for training would not be as significant as the recruitment and hiring of an established expert in the field.

This coordinator's role would be to identify all security operations within the city then follow through with the permitting of these security employees as outlined in the Municipal Code, and authorized in the California Business and Professions Code section 7524. This has not been adequately addressed in the past and will provide us with more information of the extent of security services in the city, as well as establish lines of communication for issues of mutual interest. This coordinator would also be in a natural position to be the contact person for conflict resolutions between the two fields and as a conduit for intelligence information.

The coordinator would be required to take special steps in the coordination with center management and security. He would ensure that information concerning crime at the center is furnished in a timely manner and that training needs of the center security were addressed.

He would assist as a resource person during conversations between the police administration and the center's management on the issue of installing additional security devices. These would take place after the coordinator has had an opportunity to instill a sense of trust in the relationship with the center management and security. It is hoped that we will be able to successfully persuade the management to start installation of the devices based on the cost\benefits analysis we will prepare

for the proposal. Even if there were no movement on the issue, we would not seek the enactment of an ordinance until after phase five of the policy implementation. For there is no reason to compromise the rest of the policy by creating a hostile environment for ourselves.

After the coordinator has the registration and communication processes in order, (most likely by early 1992), we should be able to initiate the formation of a Regional Shopping Center Security Association. By then, the security operators will have faith in our concern for their betterment. The opening of nearby centers will assure us of a group of interested security and law enforcement individuals in the immediate area.

PHASE III

It is envisioned that a much larger group will join the regional association after the institution of the on-Line computer system. Negotiated properly, this system would be a joint venture of all regional association members with each committed to the maintenance and integrity of their own equipment and data. Coordination for the regional system should be left in the hands of the private side once it is "up and running" on its own.

PHASE IV

By 1993, environmental conditions will likely be such that the contracting of certain police services will be much more common than now. In addition, there will be pressure on the department to divert officers away from the center. Contracting with the center's security operator for parking lot patrol should result from negotiations with the center's management and the security operator. As discussed later in Objective Three, both will be involved in a management structure group for the transitional considerations, but the exact details of the negotiations for the enactment will need to be worked out in the environment existing at that time (flexibility is an essential ingredient for dealing with the future).

PHASE V

By 1995, conditions should be to a point where there is a dramatic increase in the training levels of the shopping center security and many of the private security operations. This will take place due to the professional interactions taking place in the Shopping Center Security Association, demands placed on security by the public and center management, and existing coordination and contracts with the police department. It should be a simple matter for the regional association to establish recommended minimum training levels for security

officers acceptable to the police administration (if they had not already been met).

Private security and, especially, shopping center security will achieve a much higher rating for effectiveness from the public and law enforcement managers. The image of the security officers will have undergone a drastic improvement.

The timing will be right for the implementation of our final policy currently under consideration: the wearing of police-similar uniforms by security employees meeting the minimum training levels set by the Shopping Center Security Association with concurrence from the police department.

OBJECTIVE THREE

"FROM HERE TO THERE"

STATEMENT

The third objective is to develop the process of organizational transition from the now to the desired future.

According to Beckhard and Harris in their book Organizational Transitions, to manage this transition effectively leaders must establish the following:

- * a vision of what the institution should look like, and direction toward that vision.
- * a clear sense of the organization's identity (reason to be).
- * a clear sense of the organization's interdependency with its outside environment that constantly affects it, such as competitors or technology.
- * clear and reachable scenarios (not objectives, but descriptions of end states that also define what the organization should look like at an intermediate point). Scenarios should be clear enough to provide the basis for developing strategic plans, including, contingency choices.
- * Flexible enough organizational structures to manage optimally the types of work required, production, innovation, business strategies, market intelligence, information management, people management, and creative financial planning.
- * effective use of advanced technology. Managers, not technicians, should determine office technology, production, and telecommunication applications.
- * reward systems that equally reflect organization priorities, values, and norms and individual needs for dignity and growth. (Beckhard and Harris: 8)

The first four of these requirements have been met in the previous objectives in this project. My task in this last objective is to use previously gained knowledge in developing a flexible structure for managing the transition that has at its disposal the resources necessary to take advantage of the appropriate technology and reward system.

METHODS: IDENTIFICATION

1. THE NECESSARY ACTORS

- A. "Critical mass" identification is the naming of individuals or groups whose active commitment is necessary to provide the energy for the change to occur" (Beckhard and Harris: 92).
- B. "Readiness analysis" is a charting of the critical mass actor's readiness and capability for change.
- C. "Commitment planning" is a charting of the critical mass actor's current commitment to the proposed change and the needed commitment from that actor.

2. THE NECESSARY STRUCTURES

- A. "Management structures and control systems" are those techniques used by the department to move the plan forward, keep on the right paths and control anxiety during the movements.
 - 1. "Responsibility charting" is a method of fixing responsibility within the structure for the accomplishment of certain tasks.
- B. "Rewards system" is the process of matching appropriate rewards and sanctions to bring about desired behavior.

METHODS: IMPLEMENTATION

CRITICAL MASS

In the prior objective, stakeholders were identified as those inside and outside the department who could impact or be impacted by the selected policy. However, not all of the stakeholders are required to actively participate in policy implementation to insure success. Instead, only certain stakeholders are considered a "critical mass." For the vast majority of the stakeholders, open lines of communication and, where necessary, negotiations to allow the policy to go forward are all that is required to prevent negative interference. Keeping the most important stakeholders informed of the policy progress and direction will assure them that the policy is staying within the negotiated parameters.

With the aid of the Chief of Police, the following key players were identified as the critical mass:

- | | |
|----------------------------|---------------------------------|
| 1. The Chief of Police | 2. Technical Services Captain |
| 3. Technical Services Sgt. | 4. Police Association President |
| 5. Center Manager | 6. Security Operator |

From this group emanates the new vision of the future, establishment of norms, leadership, rewards\sanctions and the resources necessary to carry the department through the transition to the new. This same group will ensure policy continuance into the future.

READINESS FOR AND COMMITMENT TO CHANGE

Each actor in the critical mass possess their own assumption on the law enforcement\shopping center relationship as well as a specific level of readiness and capability for changing to the desired future.

To guide the Chief and I in our desire to have a successful policy, we had to think about each actor's change attributes. The readiness/capability chart (Chart:XXXIV) was prepared as a result of these thoughts.

READINESS/CAPABILITY CHART

ACTOR	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
CHIEF OF POLICE	X			X		
T. S. CAPTAIN	X			X		
T. S. SERGEANT		X		X		
ASSOC. PRESIDENT			X		X	
CENTER MNGR.		X		X		
SEC. OPERATOR			X		X	

ACTOR'S ABILITY WITH RESPECT TO CHANGE

CHART XXXIV

Some of the methods used to bring about the necessary levels for pre-orchestration commitment have been discussed during the negotiation strategy section. There, the necessary level of commitment was obtained through the educational process of discussing the vision of the future as held by the Chief of Police.

From these critical mass actors, agreement on the desired future vision and policy alternatives was obtained.

However, when more than agreement is required additional steps need to be taken. To obtain clarification and "buy in," they were all involved in the initial steps of developing the trends and events for scenario development and in the modified policy delphi process.

Later, inclusion in the critical mass group, along with the significant roles as expressed by the management structure, should ensure an adequate commitment to the implementation.

To test our assumptions about the actors beliefs toward the central issue and to learn what movements in commitment were necessary (if any), a commitment planning chart, as seen on the top of the next page, was prepared. This will be used as a guide to the Chief of Police in role development of the actors.

CHART XXXV

COMMITMENT PLANNING

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

TYPE OF COMMITMENT

CRITICAL MASS ACTORS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE			X → O	
T.S. CAPTAIN			O ←	X
T.S. SERGEANT		X →		O
ASSOC. PRESIDENT		X → O		
CENTER MANAGER		X →		O
SEC. OPERATOR		X →	O	

SOURCE: POST COMMAND COLLEGE HANDOUT

MANAGEMENT STRUCTURE AND CONTROL SYSTEMS

A successful transition will require a structuring of the personnel resources available to the manager responsible for the change. In this case, the Chief of Police will need to work with and through persons inside and outside of the department in policy implementation. As such, there will need to be constant coordination and communication. One way of providing the type of atmosphere where these tasks can be accomplished is through the use of a management structure using group representatives already identified as the "critical mass".

Combining this information with information gathered on stakeholder assumptions and negotiation techniques, there is presented a basic framework for the roles and responsibilities for these actors. The structure of this group will most closely resemble what the Tom Peters Group calls a "Representatives of Constituencies" change management structure (Beckhard and Harris:77). Here, the structure is the action group that represents the essential stakeholders that must be actively involved in moving policy forward.

Because our policy implementation is multi-phased there is also a sub-structure within this "critical mass." There must be an assignment of a "Project Manager" (Beckhard and Harris: 77), whose function it is to act in the name of the Chief of Police in getting the job done within the department and to coordinate activities with outside organizations. The setting of a structure and actor responsibilities are part of controlling implementation.

RESPONSIBILITIES

The first meeting of this representative of constituencies group should be set soon after the negotiations over the implementation plan are finalized. The stakeholder needs are identified and the plan is set to most nearly satisfy the negotiated needs. Roles and responsibilities within the group and toward implementation will be set by the group.

A responsibility charting (Chart:XXXVI) can be useful in recording this information and the levels of commitment or activity required. This charting process is a realistic method for the key participants to use in providing input into the implementation procedures and for the dissemination of a hard copy of "who does what" during the change. Each participant has the opportunity to visualize the future role of himself or herself and the other key players through this interactive instrument.

**RESPONSIBILITY CHART
CHART XXXVI**

ACTORS

ACTIONS	CHIEF OF POLICE	T. S. CAPTAIN	T. S. SERGEANT	ASSOC. PRES.	CENTER MANAGER	SECURITY OPERATOR
SUB-STATION STAFFING	A	S	R	S	I	I
REGIONAL ASSOCIATION	S	A	R	I	S	S
SECURITY DEVICES	A	S	S	I	S	S
ON-LINE COMPUTER	S	A	R	I	S	R
PARKING LOT PATROL CONTRACT	A	R	S	S	S	S
WEARING OF POLICE UNIFORMS	A	R	S	S	I	S
TEAM COMMUNICATIONS	R	I	I	I	R	I
CONSTITUENCY COMMUNICATIONS	R	I	R	R	S	R
IMPLEMENTATION TIMING	S	S	S	S	S	S
AUDIT	I	R	I	I	I	I
CHANGES	A	S	S	S	A	S

R - RESPONSIBILITY (NOT NEC. AUTHORITY)
S - SUPPORT (PUT RESOURCES TOWARD)

A - APPROVAL (RT. OF VETO)
I - INFORM (TO BE CONSULTED)

Being multi-phased over a 10 year period, it is not likely that the group will retain the same membership. The responsibility charting will go a long way in providing direction for future members.

Additionally, while this group is required to fully implement all phases of the policy, there are many departmental activities that need internal coordination and action. As such, the departmental project manager will be required to "carry the ball" in the name of the chief and to coordinate the group processes over time.

Following is a discussion of the roles of each of the "critical mass" actors or the transition management team.

CHIEF OF POLICE

The Chief of Police is the key actor in the entire process. From the first vision of the desired future of the relationship between the department and the shopping center, he has had to act as a catalyst for providing a motivating dissatisfaction with the present state.

With the aid of the technical services captain, there was an orchestration of a study which involved the critical mass actors and many of the other stakeholders. Using his role-modeling influence of participation in this study, he was able to put an "official" stamp of approval on it thus

setting an organizational reward for involvement and a negative sanction for intentional sabotage.

The chief must take the lead in defining the department's needs and in identifying the parameters for the negotiation strategies used with the stakeholders. He must be the final authority on policy and significant changes or refinements in the implementation of that policy. He is responsible for the selection of the transition manager and must provide the resources necessary for implementation.

Finally, the chief is responsible for oversight of the progress in policy implementation and plays the lead role in communications with all involved.

The communication process, alluded to earlier, is vitally important. There must be clear and open communications that convey the "right" messages to the differing listeners. To do so, the chief needs to understand the various communication styles and be aware of his own. Likewise, for there to be effective communications, messages must reflect the values of the organization to act ethically during the implementation.

Such open communications "inform employees about where the company is headed; communicate important events and decisions as quickly as possible; recognize innovation and creativity with rewards for trying and succeeding and without punishment for trying and failing" (Trimtab:8).

TECHNICAL SERVICES CAPTAIN

With the Chief of Police's sanction, this prime mover has the role of study coordinator and architect of the details for policy and policy implementation. Upon completion of these activities, he must take a less active role in the transition.

Because of his position in the department, he is expected to develop and implement policy. He can wield a great influence in shaping the future of the department and has been looked upon as a "far sighted," forceful manager. Unfortunately, that impression may be a detriment to this policy. He will have to curtail his level of involvement so the others will not see him as interfering in the roles of others or see the policy as just another "Command College drill by the captain". Additionally, as the transition manager, his role is to remain detached from implementation to ensure that there is sufficient coordination and audit of the processes.

Once the team has set member responsibility, it is up to this captain to monitor activities and changes in the environment. This periodic monitoring may reveal that there are changes necessary in the phased implementation requiring further negotiations with team members or other stakeholders. Implementation progress and environmental issues must be communicated to the chief and other team members in a timely manner.

Because we are working with a time-phased implementation, it is the captain's responsibility to also indoctrinate new team members into the team through knowledge of the background, purpose, agreed upon policy, and responsibilities of the team members.

TECHNICAL SERVICES SERGEANT

The technical services sergeant has a dual role in the transition team. He is a representative on the transition team of those departmental members actually implementing the policy and he is the project manager responsible for coordinating departmental implementation.

In the first role he represents his constituency in providing input on the progress of implementation and is responsible for communicating to his group the environmental changes and decisions pronounced by the team.

In the second role, as the departmental project manager, he is responsible for coordinating resources in furtherance of the phased implementation plan. He must cooperate with organizations outside the department in the name of the Chief of Police to insure successful integration of activities. When this cannot occur it is his job to work through the transition manager and the rest of the team to rectify the problem.

ASSOCIATION PRESIDENT

During the study processes, this representative was consciously included by the chief as a method of influencing the Association's participation and in building commitment. Showing this faith in the value of a participatory decision making process has gone a long way towards the membership of the police association seeing themselves in to the future of the policy.

Now, the primary role of the association president will be to provide the input from the line levels of the department and to furnish another line of informal communication to the association membership during implementation.

As an influential representative, he is in an ideal position to add significant information to the team's implementation plan. Furthermore, "There is experimental and correlative evidence indicating that higher levels of influence by workers in making decisions that they are to carry out results in higher productivity than lower levels of influence" (Burns and Schuman:149).

CENTER MANAGER

As already discussed, the center manager was heavily involved in the needs assessment phase of the study as well as the policy negotiations. Once committed, it was important to

involve the manager in continued participation on the transition team.

The center manager's role on the transition team is to provide input on the environmental and capabilities of the shopping center. The manager is also required to coordinate the necessary resources committed to the plan in furtherance of successful implementation.

Like the other representatives, the center manager shall provide feedback to the center constituency on the progress of and the changes in the policy implementation.

SECURITY OPERATOR

Like the center manager, the security operator was involved in the policy negotiations and is now on the transition team due to the involvement of his constituency in the implementation of several of the phases. He is needed to provide continuous input on the environment of the shopping center from a safety perspective and that of the field of private security.

He, too, must communicate with his employees the progress of the implementation and deal with their concerns on the future.

Most importantly, the security operator will have to work

closely with the technical services sergeant in the implementation of the regional association, computer system, contracting of private security for lot patrol, and in setting private security standards.

REWARD SYSTEMS

"A powerful way of reinforcing a change in priorities is to change the reward system" (Beckhard and Harris:101). In the police department there are few financial rewards that are not tied up in employment contracts with the Association.

Instead, the organizational culture is such that rewards are received by those participating in decisions and for providing nondestructive criticism. Rewards used in the past have been commendations from the Chief of Police, preferred assignments, and promotions. Without changing the culture, it is possible to increase the scope of rewards to include participatory efforts with private security.

In addition, as discussed earlier, within the department, risk takers are not seen to receive rewards commensurate with the risks involved. For this reason, the chief must clearly define for the participants the rewards to be received ahead of time and publicly acknowledge successes. Those not successful or a risk taken and failed cannot receive sanctions unless due to incompetence.

CONCLUSIONS

CONCLUSIONS

As stated at the beginning of this paper, my purpose was to present a model for structuring a strategic plan for the the future of the law enforcement\shopping center relationship. The model contains three objective sections, each of which addresses certain tasks required of an effective strategic plan. The tasks within each objective form the outline of the study model. The completed tasks form the product of the study.

In OBJECTIVE ONE, a futures research was conducted using environmental scanning techniques and a Modified Conventional Delphi for the development of trends and events that could affect that relationship. The Modified Conventional Delphi group was also used to determine how these trends and events could be interrelated through the year 2000.

From these data, two scenarios of potentially bleak futures were written. A third scenario, titled "Honored," was positioned in the first objective to be a stark contrast to the first two. In reality, this desired and attainable scenario was prepared at a later time using the normative opinions of the Modified Conventional Delphi group from Objective One as a guide and selected policy from Objective Two for the details of how to actualize the desired future.

There were two reasons that this scenario was written after the development of policy. The first reason was to provide continuity between the desirable scenario and the rest of the paper. Second, as a part of the strategic plan that is most capable of being visualized by the reader, the scenario had to be realistically connected with the later implemented policy to be believable. Naturally, part of the reason for developing a strategic plan is to convince the reader that there is an effective path of action leading to a desired future.

In OBJECTIVE TWO, the model set a "real life" context for the plan, analyzed the Weaknesses, Opportunities, Threats, and Strengths of that environmental context and examined assumptions on the central issue held by significant stakeholders. All of this was a prelude to selecting the appropriate "niche" for departmental policy. That niche was identified as coordinating the department's efforts with the shopping center and its private security operator to enhance the perception of safety at the shopping center.

Policy to fill this niche was identified by another group of knowledgeable persons in a Modified Policy Delphi process. Desirable and feasible policy was identified as was an implementation schedule containing five phases.

The first implementation phase will be to increase a police presence at the center through a full-time staffing of the

store front sub-station in the shopping center.

In the second implementation phase, a police sergeant will be provided the necessary training in matters of private security law and techniques of coordinating the start up of a regional shopping center security association. After the training, this sergeant will identify and register all private security employees operating in the city. He will then be responsible for beginning the regional association.

The third phase will be the department's cooperation with the regional association in purchasing and maintaining the necessary equipment for an on-line computer network sharing of database of mutual interest.

In the fourth phase, the department will enter into negotiations with the shopping center manager and the shopping center security operator for the purpose of contracting for private security patrol of the shopping center parking lots.

In the fifth phase of implementation, if and when the conditions expressed in the study are met, the department will allow private security employees, who meet minimum training standards, the opportunity to wear uniforms similar enough to the department's to give the perception of a police presence.

In OBJECTIVE THREE, the persons necessary to carry policy forward were identified as were their current and needed levels

of commitment to the implementation plan. Methods were identified to bring about the necessary levels of commitment to ensure a successful transition throughout the phases of implementation.

Control mechanisms to be used by the department during the transition period were identified as effective communications, a charting of responsibilities for the transition team members, and appropriate employment of rewards and sanctions.

With that, the strategic plan for our central issue takes shape. The parts are not completely separate and are interactive when put into motion. However, for purposes of structuring the model, they are easiest to present as three processes. This is a rational model, logically presented for structuring significant futures issues.

PERSONAL THOUGHTS

I have two thoughts worth mentioning at this time. One takes issue with the study findings, the other with the scope of the study.

The first deals with the tendency of many in private business and the public sector in general, to be focused on the "now." A valid "criticism of modern business is that the short-term profit orientation outweighs the long-term planning" required for future successes (Naisbitt:42).

Several times in this study these conservative attitudes held back potentially greater impacting policy. Some of the business people involved in the processes displayed an identity that closely resembled their next quarter's profit statement. Likewise, some of the public policy makers involved were overly concerned about current perceptions on key sub-issues, especially in negative images of private security. Both of these attitudes colored perceptions of what a feasible policy really could be. Instead of developing a brighter future, they seemed to be too mired in present conditions to imagine themselves into a successful future.

Second, when looking at the final draft of this study, it is much easier to see how the pieces fit together leading to the desired end state as pictured in the third scenario. However, there were several times when "detailing" a task, that sight of that vision, could have been lost. Fortunately, I continued to read a quotation from Tom Peters that I keep taped to my desk, "The excellent companies aren't the ones that search for breakthroughs. Rather, they're the ones that do a thousand and one little things right in support of their strategic vision."

The tendency of the vision to be blurred by the process may have come from the narrowness of the central issue. While there is no doubt that the city needs to address the future of the shopping center, was there the need to perform the sort of

project that is so elaborate that it may be of little use to the practitioner. Perhaps the study of the future relationship between law enforcement and private security as a whole would have been better suited for this lengthy process. As it would encompass the entire community's safety, it may have led to a less awkward implementation and transition plan, and would have had, what I believe would be, a broader impact on local matters as well as law enforcement in general.

The question left begging, then, is for what issues would one go through this process? I can only assume that the answer to that lies in the hands of those deciding how important a specific issue is in that community and in their dedication to replicating this model.

IMPLICATIONS FOR THE FUTURE

The shopping center will not be the only place in the community where there should be joint strategy to bring about a shared vision between law enforcement and other bodies. I concur with Norman C. Boehm, the Executive Director of California's Commission on Peace Officer Standards and Training, that "a partnership must be formed between the law enforcement agencies, the elected and appointed officials, community residents, and private industry" (Boehm:1) in a holistic approach to the solution of problems facing California.

Such a partnership implies that there is mutual respect among the partners and benefits to be gained. The partnership does not imply that the roles or the benefits are to be the same--only that there is communality of the goal and agreement on how each can work toward goal attainment. Each would bring his/her own talents and resources and should be assured that none of the partners would try to control the entire process.

We cannot expect to have successful such partnerships in the safety of the community if we continue to alienate potential allies through an aloofness emanating from what we have traditionally considered our burden alone to bear. We should, instead, immerse ourselves in the education of potential partners concerning our needs and assist them in identifying a part for them to play. From such thoughts strategic plans are born and are definitely worthy of the efforts required in the study.

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APPENDIXES

APPENDIX A

- CANDIDATE TRENDS -

FULL DESCRIPTION

SOCIAL

- 1 ERA OF VOLUNTEERISM - Nearly 50% of those polled in a recent survey were involved in charity or volunteer work up from 31% in 1984 (Dorsey).
- 2 EMPLOYEE THEFT - It is estimated that internal theft costs retailers \$40 billion annually. Over one-third of the 18-20 year olds felt theft from their employer was justified (Walls).
- 3 NEW WORKERS - The number of new workers is declining. The percentage of women (2/3 of the new workers during the next 10 years) and minorities will not achieve the income levels of those having jobs now (Johnston & Parker: Executive Summary). Entry skill level and education is declining. With most of the new workers being poorly matched for the newly created jobs. Growth rate of new workers for 1967-81 was 3.1%; 1.8% projected for 1988-1998 (Associated Press: August 11, 1988).
- 4 LONGER RETAIL HOURS - Shopping centers are lengthening their hours to better suit the hours of the dual income families, and day-time congestion.
- 5 THE NEW FAMILY - Most families are dual income, living an hour or more away from work, with fewer children, 3.33 persons per household in 1964 to 2.67 in 1986, 59% of the 18-24 year olds living at home (Census Bureau: 1983), 7.2% of the children 5-12 years old are latchkey, 60% of the couples have been divorced (Associated Press: February 5, 1987), one-fourth of the pre-school children live in homes below the poverty level and the unit is less likely to move (The Rockford Institute).
- 6 AGING - The median age of the population will reach 36 by the year 2000 - 6 years older than now. There are now more persons over 65 than under 20, and there are fewer children born each year over the last 10 years (Johnston & Parker: 79).
- 7 DAY CARE - Due to dual income families and high rate of single parent households, there will be a greater push for day care facilities. There are some industries where this is part of a benefit package, possibly there will be a government subsidized program (Johnston & Parker: 80).
- 8 USE OF SHOPPING CENTERS - Besides the retailing, centers have become the "new downtown" areas (Potter: 33) (Grassi: 10). Community functions such as meetings, bake sales, Fourth-of-July celebrations, concerts, fund raisers, health fairs, school classrooms, police sub-stations, emergency preparedness centers, day care centers and senior citizen health walks all take place at the shopping centers. Additionally, they have become service centers where there is available outpatient care, eye care, chiropractors, dentists, pharmacies, attorneys, banks, travel bureaus, airlines, bus stations, insurance and many types of

informational services (Grassi: 70).

- 9 PERCEPTION OF SECURITY - The general perception of security officers by members of the population and law enforcement is that of low skill and ability, with low pay and little if any training. The perception of the job performed is that of perimeter and access control with little responsibility for safety or risk management. Law enforcement would not trust most security officers with law enforcement functions (Bolton). Two out of three of those hired for security positions in a New York state survey (1984) had criminal records (Levine: 37).
- 10 SAFETY - The single largest fear is that of crime in American cities (National Institute of Justice: 1987). The more affluent in the community are buying security from private contractors as they do not rely on law enforcement's capability. Security devices are now in 20% of the American homes (National Institute of Justice: October 1988).
- 11 CRIME - 1986 was the lowest year for crime rates in the last five years. 1987 has seen a 2.1% increase over 1986 (FBI index). Violent crimes seem to be leveling off, but, with fewer 18-25 year olds the rate should have gone down. Gang and cocaine activity are constantly in the news, with law enforcement giving inordinate attention to this area. Real increases are being experienced in auto thefts and burglaries, and reported child abuse/domestic violence cases.
- 12 CONVENIENCE ORIENTATION - Most American workers desire to have shorter work weeks and flexed schedules to allow more free time. Quicker and easier seems prime motivators. Hi-tech products that reduce work, or do something faster will always be hot ticket items. Disposable products, fast-food, \$6 billion snack food industry, gyms, life-credit colleges, no-iron clothing, self-serve anything, one-stop shopping, condos and motorhomes are a reflection of our fast-paced society.

TECHNOLOGY

- 13 COMPUTER CRIME - Computers have become the white collar criminal's weapon of choice. Such acts cost American business and citizens up to \$45 billion a year. It is estimated that the average loss per occurrence is nearly \$430,000 when the theft is directed at a business. Odds of getting caught are about 27,000 to 1 using the current techniques and skills (Trimtab: 7). Many states do not have much in the way of updated computer crime legislation. None have effective legislation coupled with appropriate skills to deal with the experts on the criminal side (Moulton 1988: 47).
- 14 USE OF ROBOTICS - These "steel collar" workers are mainly used for spotwelding and painting at the present. Future uses will include cargo movement, transportation of persons, almost all assembly lines, security posts and access control. Will probably give rise to a new legal specialty (Clarke: 60) (Security World: 220).
- 15 SECURITY DEVICES - This area of technology is growing very fast. Access control (biometric, computer recognition, smart cards) will not be the function of humans in the future. Perimeter control will be handled by lasers, infrared and heat detectors, and "smart CCTV systems" that have been programmed for intruder recognition (Security World: 11-13, 220).
- 16 NEW JOBS - There are higher skill levels required for the new service and technology oriented jobs. There is a net loss in the traditional industries and blue collar

jobs. Most of the new jobs will be in lower paying service positions. Retail sales positions will continue to lead the service trades (Johnston & Parker: numerous pages).

- 17 COMMUNICATIONS - Digital communication systems and networks on fiber optics will lead to most businesses and many homes having terminals for most day-to-day operations, postal and newsprint on-line. These will also allow for remote control of environmental, security systems and food preparations. Fax-like machines will quickly transport documents of even routine nature Integrated Services Digital Networks through the phone lines will connect to all data bases (Johnston & Parker: 139) (Mike Brennan: speaker from PAC-BELL).
- 18 BIOTECHNOLOGY - The science of biology will lead to better forms of positive identification, new plant varieties, stronger animals, better health care, longer lives and potential cures for birth defects. Taken to an extreme, there could be chemical or surgical cures for anti-social behaviors (Johnston & Parker: 34).
- 19 SUPERCONDUCTIVITY - The transmission of electricity without loss at room temperatures may be just around the corner. Efficiency gains, smaller motors and generators will bring about lower energy costs, more powerful computers and new forms of transport (Johnston & Parker: 36).
- 20 ELECTRIC FUNDS TRANSFER - There will be twenty-four hour transfer of funds anywhere in the world. Home shopping, banking and even trading of stocks will be the norm. Point of sale transactions may even make cash a thing of the past at the shopping center (Evans).

ECONOMIC

- 21 SECURITY EXPENDITURES - About \$21 billion a year is spent on security and security devices in the nation, it is expected that this will increase exponentially before the year 2000. (Beardsley: 59).
- 22 LAW ENFORCEMENT EXPENDITURES - Only \$14 billion was spent last year on all local, county, state and federal civilian law enforcement (Beardsley: 59). That figure is not expected to rise much higher than the cost of living. California spending limits may even decrease law enforcement expenditures in real dollars before the year 2000.
- 23 ECONOMIC GROWTH RATE - According to government estimates the California rate of personal income growth will average 8.3% annually through 1998 (Associated Press: August 11, 1988). California is in good position to realize a high gross product rate increase of 3.6% annually, through the new technology centers and economic relationship in the Pacific Rim (Economics Division, Wells Fargo Bank).
- 24 SOCIO-ECONOMIC - With many of the new work force coming into lower pay and minorities and women not equipped for the new jobs there is bound to be a widening gap between these have nots and the haves (maturing baby boomers/new technocrats). These in the super middle class will have economic and political control over the growing lower classes (Trimtab: 6).
- 25 MERCHANDISING - Markets will become more narrowly focused to meet the needs of the maturing baby boomers. High touch, high tech and high quality products will be the standard for most malls. There will also be more self-service and value oriented centers where warehousing techniques will be highly refined (Mullich: 29) (May, Ress and Salmon: 96).

- 26 TRADITIONAL DOWNTOWNS - The traditional downtown areas are being replaced by the enclosed shopping center. Both in the newer suburban areas and in the redeveloped portions of large cities. The old downtowns are viewed as too dangerous and too crowded for today's consumer activities in retail or leisure (Dengler: 16) (Grassi: 10) (Potter 1984: 85).
- 27 COST - The cost of providing services by local government is ever increasing beyond the capability of most agencies. Payroll, benefits, retirement, insurance, energy and suits have put many cities and counties on the brink of insolvency (Ralph Anderson and Associates).
- 28 USER FEES - Cities and counties have become entrepreneurial in ways of recovering costs for services from users. No longer is it free to use a recreation facility for a club function, parking meters cover our streets, fire and police departments are charging for certain emergency responses, police reports average as much as \$40 per copy, trash and sewer rates not only reflect the actual costs of the service, but, an administrative fee is put on top of it, plan reviews and assessment districts for future needs have dramatically raised the cost of building on vacant property. All of these and more to come are a reflection of the cutback in tax-based funding in favor of letting those who use the service pay for it.
- 29 DISPOSABLE INCOME - As the boomers mature they have become a large group of persons occupying the types of positions that command good wages. Because of the size of this group they also have the managerial and political clout to bring about a continuation of that condition. Their dual incomes with homes purchased prior to the California Prop 13 cutoff dates and high inflationary periods assure that they will have extra income for "the extras". Not so for those under 30 and the growing homeless ranks.

ENVIRONMENT

- 30 POPULATION - Urbanization of the suburbs continues as housing and environmental issues drive workers to live further from the work centers (Quinn). Riverside and San Bernardino counties are the fastest growing areas in the rapidly growing Pac-Rim (Moore: C1). The population of San Bernardino County will double in the next 25 years (California Business). There is a rising deficiency in the ratio of employment to housing in both Riverside and San Bernardino counties (California Business).
- 31 ARCHITECTURE - The look, size and security features of the new shopping centers vary depending upon location and costs more than any set standards. Land and construction costs are the two most critical factors in determining if the center is to be multi-storied, the same for the existence of any parking structures. "Anchors" have great input into the outside appearance and interior feel. Security measures are more dependent upon the perception of crime in the area than on local permitting processes or environmental impact reports (EIRS) (Brown: 85). The new look to malls have an inviting, park-like interiors, with rather stark parking lots and brightly painted exteriors.
- 32 TRAFFIC - Traffic congestion is increasing each year as the metropolitan sprawl continues in southern California. It is now estimated that the average speed on the highway system during peak periods is 32 mph. By 2000 the speed will be down to 16 mph if nothing is changed in traffic patterns (Quinn).

- 33 SIZE OF SHOPPING CENTERS - Fewer super-regionals will be built in Southern California due to an over-saturation. Instead, smaller more narrowly focused centers will keep pace with the growing population (Moore: E1) (Mullich: 29).

POLITICAL

- 34 ASIAN INFLUENCE - As "partners" with the Asian countries (namely Japan) California receives a great deal of investment in our land and business (Holstein: 64). Because there is much investment in banking and high-tech industry, their presence affects all of California. Further, Japan expends billions of dollars in improving their image through charitable and political donations and in advertising. 64% of all Asian-Americans live in California, with this group having the highest per person educational levels (Trimtab: 3).
- 35 COURT DECISIONS - Court decisions effecting the rights and manner of business of shopping centers are expected to continue to change the security considerations. Examples include: the "Pruneyard" case in California which took away some property rights in favor of a first amendment right to political activity in a public forum (Pruneyard Shopping Center v Michael Robins, Diamond v Bland); Failure to protect suits have held centers liable for not providing adequate security even when there was no pre-existing crime problem (Marquis v Royal Investigations); Accident liability awards exceed one million dollars too frequently to count; Manufacturers are now able to exclude sales of their products to discounters (Sharp Co. v Business Electronics Group).
- 36 PRIVATE SECURITY - There is a call in the security and law enforcement professions to increase the standards in training and entry qualifications for security guards. The field is nearly twice as large as law enforcement and is gaining influence in the business and political arenas through professional associations and local working partnerships that deal with specific types of security issues (Beardsley CPOA: 59-60) (Martain: 88) (Graham) (Department of Justice).
- 37 PRIVATIZATION - There is a growing trend to rid all governmental bodies of traditional services that can be performed by the private sector more effectively at less cost. Water treatment, power, refuse disposal, fire protection, and some security issues are currently being handled by many private sector vendors. The future holds the likelihood of more services being taken over (Graham) (Miller & Tufts).
- 38 CIVILIANIZATION - Law enforcement agencies are moving closer to a 50% level of non-sworn employees handling many of the jobs that peace officers had performed in the past. Routine calls for service, traffic accidents, "cold" crime reports, evidence handling, personnel and training are some of the areas now being taken over by civilian employees (Burden: 40).
- 39 LAW ENFORCEMENT ROLE - The trends indicate that peace officers will be pulling back from most roles that do not involve preventative patrol and emergency responses. They will not have the training or the time for security or risk management (Burden: 40).
- 40 ASSOCIATIONS - There is an increase in the number and influence of both security and law enforcement professional associations. Further, there is an increase in the interaction of these groups in forming task-oriented groups in overlapping interests; ie: computer crime, shopping center security, hotel security (Beardsley 1988: 32-33).

APPENDIX B

- CANDIDATE EVENTS -

FULL DESCRIPTION

SOCIAL

- 1 CIVIL DISOBEDIENCE - A regional shopping center in southern California is the site of a student and homeless sit-in over the economic policy of the State.
- 2 AUTO THEFT - Vehicles are stolen at an average rate of two each day at southern California shopping centers.
- 3 * CONSUMERIST NETWORK - Consumerists establish a communications network capable of conducting a "national" referendum within a day. This system is used to influence government regulations.
- 4 * WORK AT HOME - At least ten million Americans are engaged in information service work at home using computers and communication devices.
- 5 * FOUR DAY WORK WEEK - The four day work week becomes the standard in the U.S. (the work days vary from 7 to 10 hours).
- 6 * SALARIES TIED TO PROFIT - Salary adjustments of most U.S. workers (union and non-union) are tied to company profits. Upward and downward shifts of as much as 25% per year are permitted.
- 7 * DAY CARE CENTERS - Most urban communities provide free day care centers for working mothers.
- 8 * SOCIAL USE OF DRUGS - Pleasure enhancing drugs achieve a level of social acceptability comparable to that of alcoholic beverages.

TECHNOLOGY

- 9 * MASS TRANSIT - The federal government establishes a major program to develop effective intracity mass transportation systems in all larger U.S. cities.
- 10 * ELECTRONIC FUNDS TRANSFER SYSTEM - Regional EFTS, including automated clearing houses, shared ATM and POS networks, and telephone payment systems, are interconnected to form a national EFTS.
- 11 SOCIAL USE OF DRUGS - A drug is developed that controls violent behavior without depressive side effects.
- 12 * PERSONAL IDENTIFICATION - Development of a fool-proof personal identification system, based on finger or voice print, or some other characteristic easily recognized by computer system.

- 13 MAG-LEV TRAIN - A high speed magnetic-levitation train becomes operational between Las Vegas and Ontario airport.
- 14 * ELECTRONIC MAIL - Introduction by the U.S. Postal Service (or some private carriers) of an electronic mail service for domestic letters. The addressee may obtain the mail from any of the "automated postal clerk machines" which are located in many of the post offices and shopping centers.
- 15 * VOICE INPUT TO COMPUTERS - Low cost computers capable of accepting voice inputs become commercially available.
- 16 * LIMITED ARTIFICIAL INTELLIGENCE - Computer-based sales and information units employing limited versions of artificial intelligence are in widespread use in retail stores and public transportation facilities. These units speak several languages, and can conduct complete discussions, but only in narrow subject areas, e.g., where to find something, travel options, life insurance.
- 17 * FREE HOME TERMINALS - Home terminals are made available at no cost to users of electronic banking, remote shopping system, etc..
- 18 * HOUSEHOLD ROBOTS - Electro-mechanical "Nannies", capable of handling kitchen functions and communications are in use in most U.S. homes.
- 19 * UNIVERSAL FORMAT MATCHER - Software is developed that allows communications between all major computers, regardless of the data format used.
- 20 * DIRECT BRAIN TO COMPUTER LINK - Biochips are developed that allow direct linkage between the human brain and computers.
- 21 * ROOM TEMPERATURE SUPERCONDUCTOR - Materials are developed that are superconducting (have virtually zero electrical resistance) without requiring more cooling than an air-conditioner.

ENVIRONMENTAL

- 22 EARTHQUAKE - An earthquake measuring 8.0 or higher on the Richter Scale strikes the Southern California metropolitan area.
- 23 TRAFFIC CONGESTION - The average speed on the Los Angeles, Orange, San Bernardino Counties' highway system during daylight hours drops below 16 mph.
- 24 * INCREASED LONGEVITY - Sufficient control is gained over the aging process to extend the average human life span by at least five years in industrial societies.
- 25 * DESALINATION - A low energy, cost effective process which produces large quantities of fresh water from ocean water is developed.
- 26 * WATER SHORTAGE - Drop in the water table in the Western states leads to severe limitations on rates of ground water extraction.
- 27 * GREENHOUSE EFFECT - Carbon dioxide build-up in the atmosphere produces an average temperature increase of about 2 degrees Celsius.

ECONOMICAL

- 28 * MINIMUM WAGE INCREASE - The minimum wage level is increased to a point above the government established poverty level.
- 29 * U.S. HOUSEHOLD INCOME DECLINES - The decline in the median U.S. household income level that began in the late seventies continues at an accelerated pace.
- 30 INTEREST - Interest rates in the Southern California housing market reaches 15%.
- 31 LONG TERM CARE - The State of California declares its inability to continue "Medi-Cal" long term medical care.
- 32 EXPANDED HOURS - The first regional shopping center in California expands its hours of operation for tenants to 16 hours a day.
- 33 DEFLATION - Global oil glut, food, metals, commodities and labor are all in surplus. Protectionistic policies are enacted and there is a 9% unemployment rate.
- 34 POLICE STRIKE - A medium size police agency in Southern California has its officers strike when it is noticed that the city has met its legislated spending limits and a tax override has gone down to defeat in the recent election.
- 35 NO GROWTH IN SALES - The local regional shopping center has just released sales figures showing a zero increase (in real dollars) in annual sales.
- 36 * WORLD-WIDE DEPRESSION - Average unemployment rates in the United States, Europe, and Japan exceed 20% for at least 2 years.
- 37 * VERY HIGH INFLATION - U. S. inflation exceeds 20% on average for at least 2 years.
- 38 * NO MINIMUM WAGE - Minimum hourly wage is eliminated.
- 39 * MIDDLE EAST OIL STOPPAGE - Oil shipments from the Persian Gulf to the Western nations stop for at least two years.

POLITICAL

- 40 STATE POLICE - Local and county law enforcement agencies are to be disbanded in favor of a state-wide police.
- 41 COURTS NEGATE CONTRACT - A political activist group is successful in its suit against a city contracting with a shopping center to provide additional police services for a fee without a security agent license.
- 42 SECURITY LEGISLATION - The state enacts legislation putting security officer licensing and training under the responsibility of a Peace Officer Standard and Training (POST)-like commission. A minimum of 200 hours of training and a background check are required before the issuance of a license for all security.
- 43 COURTS ALLOWS CONTRACT - City successfully defends a suit against a political activist group challenging its contract with local shopping center for the provision of additional police services as a user fee.

- 44 POST REQUIREMENTS - The Commission on Peace Officer Standard and Training requires a 20 hour block of training during peace officer academy in security officer law and role.
- 45 NO GROWTH POLICY - State of California declares a no growth policy in all but high tech industries.
- 46 * RIGHT TO A JOB - Large employers are required to provide jobs for involuntarily unemployed people in proportion to their number of employees and the number of job applicants.
- 47 * PREVENTION OF ILLEGAL IMMIGRATION - Stringent enforcement of U.S. immigration law reduces the flow of illegal aliens to a trickle.
- 48 * RESTRICTIONS ON FOREIGN INVESTMENTS - The United States enacts measures which restrict foreign investment in the United States.
- 49 * NO-FAULT LIABILITY INSURANCE - The U.S. adopts a national no-fault liability system for all products and services. Injured parties are compensated for medical and out-of-pocket losses, but no tort liabilities are permitted. All liability claims are reviewed for malpractice. Regulatory changes and license revocations are the primary remedies.

* Quoted from "Project outlook events...fall 1987". Graduate School of Business, University of Southern California.

APPENDIX C

MODIFIED CONVENTIONAL DELPHI PANEL MEMBERS

CHIEF OF POLICE
REDONDO BEACH POLICE DEPARTMENT

LIEUTENANT
FULLERTON POLICE DEPARTMENT

LIEUTENANT
COSTA MESA POLICE DEPARTMENT

CAPTAIN
CULVER CITY POLICE DEPARTMENT

DETECTIVE
REPEAT OFFENDERS PROJECT, WASHINGTON D.C.
METROPOLITAN POLICE DEPARTMENT

GENERAL MANAGER
MONTCLAIR PLAZA
MONTCLAIR, CALIFORNIA

DIRECTOR OF SECURITY
TAUBAN CO.
BLOOMFIELD HILLS, MICHIGAN

SECURITY CONSULTANT
POTTER AND ASSOCIATES
ATLANTA, GEORGIA

EXECUTIVE DIRECTOR
SECURITY DESIGN CONCEPTS
TUSTIN, CALIFORNIA

PRESIDENT
PUBLIC SAFETY TRAINING ASSOCIATES, INC.
SAN DIEGO, CALIFORNIA

SECURITY DIRECTOR
HORTON PLAZA
SAN DIEGO, CALIFORNIA

GENERAL MANAGER
POTOMAC MILLS MALL
PRINCE WILLIAM COUNTY, VIRGINIA

CHIEF OF POLICE
MONTCLAIR POLICE DEPARTMENT

DIRECTOR
REDEVELOPMENT AGENCY\ADMINISTRATION
CITY OF MONTCLAIR

APPENDIX D

TREND EVALUATION FORM

(MEDIAN RESPONSE FROM DELPHI PANEL)

CANDIDATE TREND	TREND VALUE TO THIS STUDY		TREND VELOCITY TODAY=100		
	I=LOW	10=HIGH	5 YRS AGO	IN 6 YRS	IN 12 YRS
1 ERA OF VOLUNTEERISM	3		80	110	110
2 EMPLOYEE THEFT	8		90	110	115
3 NEW WORKERS	8		90	110	120
4 LONGER RETAIL HOURS	9		90	110	110
5 THE NEW FAMILY	8		90	110	115
6 AGING	7		90	110	120
7 DAY CARE	6		70	115	130
8 USE OF SHOPPING CENTERS	10		90	110	130
9 PERCEPTION OF SECURITY	9		95	110	110
10 SAFETY	9		90	110	130
11 CRIME	8		90	110	120
12 CONVENIENCE ORIENTATION	7		90	110	120
13 COMPUTER CRIME	6		65	120	140
14 USE OF ROBOTICS	4		65	110	130
15 SECURITY DEVICES	9		80	120	140
16 NEW JOBS	7		90	115	125

17	COMMUNICATIONS	8	80	120	140
18	BIOTECHNOLOGY	2	80	110	120
19	SUPERCONDUCTIVITY	4	75	110	130
20	ELECTRIC FUND TRANSFER	8	70	120	150
21	SECURITY EXPENDITURES	8	80	120	130
22	LAW ENFORCEMENT EXPENDITURES	9	85	110	110
23	ECONOMIC GROWTH RATE	8	90	110	120
24	SCIO-ECONOMIC	7	90	115	120
25	MERCHANDISING	7	80	110	140
26	TRADITIONAL DOWNTOWNS	6	90	105	110
27	COST	9	90	120	140
28	USER FEES	6	90	110	125
29	DISPOSABLE INCOME	8	90	110	115
30	POPULATION	8	90	110	125
31	ARCHITECTURE	5	95	105	115
32	TRAFFIC	9	95	120	140
33	SIZE OF SHOPPING CENTERS	7	90	100	100
34	ASIAN INFLUENCE	5	80	120	130
35	COURT DECISIONS	7	80	110	120
36	PRIVATE SECURITY	9	80	120	140
37	PRIVATIZATION	9	85	110	120
38	CIVILIANIZATION	9	70	120	130
39	LAW ENFORCEMENT ROLE	9	90	105	110
40	ASSOCIATIONS	7	85	110	120

APPENDIX E

EVENT EVALUATION FORM (MEDIAN RESPONSE FROM DELPHI PANEL)

CANDIDATE EVENT	EVENT IMPACT ON THIS STUDY -10=VERY NEG +10=VERY POS	EVENT OCCURRENCE PROBABILITY	
		BY 1994	BY 2000
1 CIVIL DISOBEDIENCE	-2	20	30
2 AUTO THEFT	-2	50	75
3 CONSUMERIST NETWORK	0	5	25
4 WORK AT HOME	5	10	70
5 FOUR-DAY WORK WEEK	6	5	20
6 SALARIES TIED TO PROFITS	1	5	20
7 DAY CARE CENTERS	3	2	20
8 SOCIAL USE OF DRUGS	-3	0	10
9 MASS TRANSIT	7	1	15
10 ELECTRONIC FUNDS TRANSFER SYSTEM	5	15	55
11 SOCIAL USE OF DRUGS	3	5	25
12 PERSONAL IDENTIFICATION	6	5	50
13 MAG-LEV TRAIN	2	0	30
14 ELECTRONIC MAIL	4	10	40
15 VOICE INPUT TO COMPUTERS	4	15	65

LIMITED ARTIFICIAL INTELLIGENCE	4	10	30
17 FREE HOME TERMINALS	1	0	25
18 HOUSEHOLD ROBOTS	0	0	10
19 UNIVERSAL FORMAT MATCHER	5	20	70
20 DIRECT BRAIN TO COMPUTER LINK	1	0	0
21 ROOM TEMP. SUPERCONDUCTOR	1	0	40
22 EARTHQUAKE	-9	50	80
23 TRAFFIC CONGESTION	-8	40	70
24 INCREASED LONGEVITY	5	10	25
25 DESALINATION	0	2	25
26 WATER SHORTAGE	-5	30	80
GREENHOUSE EFFECT	-3	30	70
28 MINIMUM WAGE INCREASE	5	10	20
29 U.S. HOUSEHOLD INCOME DECLINES	-3	10	20
30 INTEREST	-2	25	60
31 LONG-TERM CARE	-1	0	15
32 EXPANDED HOURS	2	25	50
33 DEFLATION	-5	5	10
34 POLICE STRIKE	-8	10	25
35 NO GROWTH IN SALES	-2	25	50
36 WORLD-WIDE DEPRESSION	-8	5	10
37 VERY HIGH INFLATION	-2	0	5
38 NO MINIMUM WAGE	0	0	1

39	MIDDLE EAST OIL STOPPAGE	0	0	15
40	STATE POLICE	-5	0	7
41	COURTS NEGATE CONTRACT	-3	10	25
42	SECURITY LEGISLATION	8	10	50
43	COURTS ALLOW CONTRACT	5	10	25
44	POST REQUIREMENTS	6	10	30
45	NO GROWTH POLICY	0	0	5
46	RIGHT TO A JOB	1	0	10
47	PREVENTION OF ILLEGAL IMMIGRATION	3	0	15
48	RESTRICTIONS ON FOREIGN INVESTMENTS	-2	10	15
49	NO-FAULT LIABILITY INSURANCE	2	0	10

APPENDIX F

NORMATIVE EVALUATION OF SELECTED TRENDS

BY DELPHI PANEL

TREND	GROUP MEDIAN		SHOULD BE	
	6 YEARS	12 YEARS	6 YEARS	12 YEARS
T 8 USE OF SHOPPING CENTER	110	130	120	140
T 10 SAFETY	110	130	90	75
T 36 PRIVATE SECURITY	120	140	130	150
T 37 PRIVATIZATION	110	120	110	140
T 39 LAW ENFORCEMENT ROLE	105	110	105	110

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

APPENDIX G

CAPABILITY ANALYSIS - RATING ONE

STRATEGIC NEED AREA: LAW ENFORCEMENT/SHOPPING CENTER RELATIONSHIP

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

Category:	I	II	III	IV	V
Manpower	---	2.2	---	---	---
Technology	---	---	3.0	---	---
Equipment	---	2.1	---	---	---
Facility	---	---	---	3.8	---
Money	---	---	3.0	---	---
Calls for Service	---	2.4	---	---	---
Supplies	---	2.0	---	---	---
Management Skills	---	2.2	---	---	---
P.O. Skills	---	2.2	---	---	---
Supervisory Skills	---	2.2	---	---	---
Training	---	2.0	---	---	---
Attitudes	1.8	---	---	---	---
Image	1.7	---	---	---	---
Council Support	---	2.0	---	---	---
City Mgr. Support	---	2.0	---	---	---
Specialties	---	---	---	3.6	---
Mgt. Flexibility	---	2.1	---	---	---
Sworn/non-sworn Ratio	---	---	3.0	---	---
Pay Scale	---	---	3.2	---	---
Benefits	---	---	3.4	---	---
Turnover	---	---	---	3.5	---
Community Support	---	---	3.0	---	---
Complaints Rec'd	1.4	---	---	---	---
Enforcement Index	---	2.0	---	---	---
Traffic Index	---	2.0	---	---	---
Sick Leave Rates	1.2	---	---	---	---
Morale	---	2.1	---	---	---

APPENDIX H

CAPABILITY ANALYSIS

RATING TWO

STRATEGIC NEED AREA: LAW ENFORCEMENT/SHOPPING CENTER RELATIONSHIP

- | | | |
|-----|------------|-------------------------|
| 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	—	—	—	<u>3.5</u>	—
Skills/Talents	—	—	—	<u>3.8</u>	—
Knowledge/Education	—	—	—	<u>4.0</u>	—
ORGANIZATIONAL CLIMATE:					
Culture/Norms	—	—	<u>3.0</u>	—	—
Rewards/Incentives	—	<u>2.4</u>	—	—	—
Power Structure	—	<u>2.4</u>	—	—	—
ORGANIZATION COMPETENCE:					
Structure	—	—	<u>2.6</u>	—	—
Resources	—	—	<u>2.8</u>	—	—
Middle Management	—	—	<u>2.6</u>	—	—
Line Personnel	—	<u>2.2</u>	—	—	—

APPENDIX I

STAKEHOLDERS

- CHIEF OF POLICE
- POLICE ASSOCIATION
- CITY COUNCIL
- COMMUNITY RESIDENTS
- MALL TENANTS
- SHOPPING CENTER EMPLOYEES
- SECURITY EMPLOYEES
- SHOPPING CENTER MANAGEMENT
- SHOPPING CENTER DEVELOPERS
- COURTS
- POLICE OFFICERS ASSIGNED TO THE CENTER
- STATE LEGISLATURE
- TEENS
- SENIOR CITIZENS
- RECREATION DEPARTMENT
- COMMUNITY GROUPS
- REDEVELOPMENT AGENCY
- CHAMBER OF COMMERCE
- BUILDING DEPARTMENT
- PLANNING DEPARTMENT
- CALTRANS
- NEIGHBORING CITY COUNCILS
- COUNTY BD OF SUPERVISORS
- SHOPPING CENTER SEC. DIRS.
- CITY ADMINISTRATOR
- CAL CHIEFS
- PORAC
- CITY ATTORNEY
- SHOPPING CENTER ATTORNEY
- SECURITY OPERATOR
- SHOPPING CENTER PATRONS

APPENDIX J

POLICY ALTERNATIVES

1. Expand from two police officers assigned full-time to the center to four officers.
2. Man the Plaza Precinct (a store front sub-station) during all hours that the shopping center is open. Currently we close the doors when the officers are away from the sub-station. Could be accomplished with civilian employees or security officers from center.
3. Contract for security to provide shopping center parking lot security. Would increase level of presence to give impression of safety. Currently, we provide no parking lot patrol on a routine basis due to manpower.
4. Construct one-way roads around the Plaza to deal with grid-lock and traffic accidents.
5. Train or contract out for an in-house plans review and business license expert in security and law enforcement environmental design. All construction and new business will be reviewed by Police Department for safety impact prior to licenses being issued.
6. Join with security industry, other cities, and other Chiefs of Police to enact State legislation upgrading the entry level standards, training, and regulation of the security field.
7. Train an in-house expert or hire-out for a security coordinator. This job will be to regulate security operations at the local level and to establish and maintain lines of information flow between security and the department.
8. City can use Redevelopment fees or other user fees to hire the in-house security coordinator.
9. Enact ordinances that would require the shopping center to install security devices such as CCTV, panic buttons, and additional lighting in the lots and inside the center.

10. Require all businesses in the City having intrusion alarms to purchase and install a "Positive Identification" access control system. This would cut down on the amount of false alarm calls received by the department.
11. Hire the shopping center security operator to respond and handle all non-violent calls for service at the shopping center. This would include reports, medical assists, alarm response, and transportation of arrests by tenant proprietary security employees.
12. Begin a Police/Security "2000" futures panel to open lines of communication about the future. All matters of mutual concern would go through this panel prior to being set in place.
13. Become instrumental in an on-line computer system that would be accessible to all contributing members of the region's law enforcement and security operations. The information on the system could include, wanted persons known forgers active in the area, known frequent refunders persons who had been excluded from a center for disruptive activities, and some crime analysis information from the police department (not including rap sheet).
14. Establish City standards for security operators desiring to have their employees wear uniforms similar to the police.
15. Work with the shopping center owner to contract the parking lot concession to a private vendor who would be responsible for a certain level of lot security.
16. Allow the shopping center to have access to the Police Department's radio frequency in emergency situations. Currently, the only communication is over the phone.
17. Assist the shopping center security with the volunteer help of our senior citizen volunteer groups. They are already at the center for social activities anyway.

APPENDIX K

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

ALTERNATIVE 1: EXPAND PRESENCE AT PLAZA

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

ALTERNATIVE 2: MAN PLAZA PRECINCT AT ALL HOURS OF OPERATION

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

ALTERNATIVE 3: CONTRACT WITH SECURITY FOR PARKING LOT MANNING

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

ALTERNATIVE 4: ONE-WAY ROADS IN AND AROUND PLAZA

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

ALTERNATIVE 5: IN-HOUSE PLANS REVIEW AND BUSINESS LICENSE OVERSIGHT

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

ALTERNATIVE 6: LEGISLATIVE CHANGE TO UPGRADE SECURITY TNG AND STDS

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

ALTERNATIVE 7: IN-HOUSE SECURITY EXPERT FOR COORDINATION

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

ALTERNATIVE 8: CITY TO HIRE (FROM FEES) SECURITY CONSULTANT

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

ALTERNATIVE 9: REQUIRE SECURITY DEVICES UPGRADE AT PLAZA

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

ALTERNATIVE 10: REQUIRE POSITIVE ID ACCESS FOR ALL ALARMED BLDGS

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

ALTERNATIVE 11: CONTRACT WITH SECURITY TO HANDLE NON-VIOLENT CALLS

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

ALTERNATIVE 12: SET IN PLACE A POLICE\SECURITY "2000" PANEL

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

ALTERNATIVE 13: ON-LINE COMPUTER POLICE\SECURITY SYSTEM

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

ALTERNATIVE 14: ALLOW PRIVATE SECURITY TO WEAR SIMILAR UNIFORM

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

ALTERNATIVE 15: CONTRACT OUT PARKING LOT CONTROL TO PRIVATE VENDOR

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

ALTERNATIVE 16: ALLOW SECURITY ACCESS TO POLICE RADIO FREQUENCY

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

ALTERNATIVE 17: ESTABLISH VOLUNTEERS TO ASSIST PVT SECURITY

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

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

FEASIBILITY:

- DF - Definitely Feasible no hindrance to implementation
 no R&D required
 no political roadblocks
 acceptable to the public
- PF - Possibly Feasible indication this is implementable
 some R&D still required
 further consideration to be given
 to political or public reaction
- PI - Possibly Infeasible some indication unworkable
 significant unanswered questions
- DI - Definitely Infeasible all indications are negative
 unworkable, cannot work

DESIRABILITY:

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