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WHAT WILL BE THE LAW ENFORCEMENT  
SERVICE NEEDS  
OF THE AGING POPULATION  
BY THE YEAR 2000?

An Independent Study

By  
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Class 10

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ABSTRACT

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by

DONALD J. LEE

Command College Class X

PEACE OFFICER STANDARDS AND TRAINING (POST)  
Sacramento, California

1990

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## WHAT WILL BE THE LAW ENFORCEMENT SERVICE NEEDS OF THE AGING POPULATION BY THE YEAR 2000?

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### ABSTRACT

The study examines the future law enforcement service needs of the aging population by the year 2000. The study provides a review of related literature, on site interviews, and examines significant trends and events as they apply to the central issue. Futures scenarios are introduced to provide a distinct feature for planning alternatives. Organizational capability and readiness techniques are presented as part of the evaluation process. A strategic plan is demonstrated under the auspices of a model organization using recommended policy and strategy. Evaluation of data shows a need for identification of non-police service, incorporation of volunteers, and victimization awareness of the aging. A coalition of outside services is suggested in conjunction with the changing role of police. Organizational training needs are identified. Action steps for policy development are noted for use by the police planner. Interview summaries; trend and event evaluations; forecasts; charts and graphs; appendixes and references.

**SECTION I:**

**EXECUTIVE SUMMARY**

# WHAT WILL BE THE LAW ENFORCEMENT SERVICE NEEDS OF THE AGING POPULATION BY THE YEAR 2000?

By

Donald J. Lee  
Commission on POST  
Order number 10-0188

## EXECUTIVE SUMMARY

This study looks at the critical components that will influence the law enforcement services needs of the aging on a model California police department by the year 2000. To achieve this task the study addresses three principle sections:

Part One - Futures Study: The central issue question is stated and it is divided into sub-issues to be answered in the project.

1. How should law enforcement prepare for the future service needs of the aging population?
2. What will be the role of the police officer in the future?
3. What will be the role of the aging in satisfying their service needs?
4. What will be the non-criminal service needs of the aging?
5. Will law enforcement be part of the coalition of services to the aging?

Significant trends and events were selected that were relevant to the issue. An analysis was conducted of interrelated impacts on theses trends and events. Three scenarios were developed to identify and project the future evolution of current forces in motion. Significant entry-level forecasts were:

1. Increased elder abuse by family members and care persons.
2. Influence of crime on life style of aging persons.
3. Increased shared housing among old and adult children.
4. Economic dependence of aging on government.
5. Increased ethnic and cultural diversity among young/old.
6. Increased dependence on public transportation by seniors.

**Part Two - Strategic Plan:** Based on an analysis of accumulated data and evaluation of critical stakeholders. This portion of the study provides nine policy alternatives to manage the impact of the future law enforcement needs of the aging population.

1. Establish law enforcement priorities to include service to the aging.
2. Have police make their own assessment on how to best fulfill their role in serving the aging population.
3. Have POST develop special training to sensitize police personnel to the characteristics of the aging.
4. Reduce the architectural and psychological barriers to the aging that are victims or witness to crimes.
5. Develop open communication with the aging.
6. Establish a coalition of outside services to assist the aging.
7. Recruit senior citizen volunteers to benefit police and community.
8. Safeguard legal rights of the elderly.
9. Educate the aged on personal safety awareness, property protection, and proper actions during natural disasters.

Implementation of the suggested strategies is described as:

Adopt a comprehensive approach at all levels of the police department that interact or provide service to the aging community.

To implement the strategy, fourteen specific action steps have been provided to act as starting points for planning. The suggestions may be exercised at the organization's preference and tailored to individual circumstances. A variety of options are offered ranging from consulting outside resources, such as AARP and POST, to formalizing mission statements to direct future polices.

**Part Three - Transition Management:** Success of the plan depends on the smooth conversion between the plan and reality. Administration of the transition is assigned to a project manager who receives authority and reports to the chief executive. A representative compliment of community and organization members compose a task force employed to provide communication and commitment from key stakeholders. The project manager and the task force work in concert to execute the transition to the desired plan.

## DEFINITION OF AN ELDER

*An Elder is a person who is still growing, still a learner, still with potential and whose life continues to have in it promise for, and connection with, the future. An Elder is still in pursuit of happiness, joy, and pleasure, and her or his birthright to these remain intact. Moreover, an Elder is a person who deserves respect and honor and whose work it is to synthesize wisdom from long life experience and formulate this into a legacy for future generation.*

**The Live Oak Project**

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**SECTION II**

**INTRODUCTION**

## BACKGROUND

"America is growing older. One of the most dramatic changes occurring in our nation is the aging of its population. Increasing numbers of older people bring enormous opportunities and challenges for all components of our society" (Aging America 1987-88, pg. 1),

The presence of a large population aged 65 and over is a relatively new phenomenon. It is only in the postwar period that this category of people has been widely singled out and called "senior citizens" or "older American's," although the demographic category of "65 and over" dates back to the Social Security Act of 1935. (Huttman 1985, pg. 5)

One of the most significant demographic facts affecting America's present and future course is the aging of its population. This paper will address the significance of this change as it applies to the future law enforcement service needs of the aging population in the year 2000.

## METHODOLOGIES

The first objective of this paper is futures forecasting. Included in this section will be environmental scanning, review of literature, development and evaluation of relevant trends and events by the use of a Nominal Group Technique (NGT), a cross impact analysis of the same relevant trends and events, alternative future scenarios and the final purpose--policy considerations.

The second objective will be to provide strategic planning for a model police agency using one scenario from the above futures objective, linking policy considerations to a data based scenario. Included in the model will be a mission statement, situational analysis, and Modified Policy Delphi designed to insure that a variety of alternative strategies are identified and explored.

The final objective is transition management. Planning with commitment and effective priority setting is key to this future forecast process. Strategic Assumption Surfacing Technique (SAST) will be applied to identify stakeholders and their relationship to the transition planning process. The policies and procedures identified in the Modified Policy Delphi will be directed to the model department management structure.

**SECTION III**

**FORECASTING THE FUTURE**

## THE ISSUE

What will be the law enforcement service needs of the aging population by the year 2000?

## THE SUB-ISSUES

1. How should law enforcement prepare for the future service needs of the aging population?
2. What will be the role of the police in the future?
3. What will be the role of the aged in satisfying their service needs?
4. What will be the non-criminal service needs of the aged?
5. Will law enforcement be part of the coalition of services to the aged?

## RELEVANCE CHART

The following chart is used to provide a visual relationship between the central issue and the sub-issues. The reader will gain a clearer understanding of the issue and the sub-issues as the paper proceeds.

FIGURE 1: RELEVANCE CHART				
SERVICE NEEDS OF AN AGING POPULATION				
HEALTH	CRIME	TRANS- PORTATION	ENVIRONMENT	LAW ENFORCE- MENT
<ul style="list-style-type: none"><li>● Physical</li><li>● Mental</li><li>● Care</li><li>● Neglect</li></ul>	<ul style="list-style-type: none"><li>● Victim</li><li>● Witness</li><li>● Rights</li><li>● Theft</li><li>● Fear</li><li>● Protection</li><li>● Education</li></ul>	<ul style="list-style-type: none"><li>● Driver</li><li>● Public</li><li>● Private</li><li>● Volunteer</li><li>● Safety</li></ul>	<ul style="list-style-type: none"><li>● Housing</li><li>● Social</li><li>● Financial</li><li>● Security</li><li>● Recreation</li></ul>	<ul style="list-style-type: none"><li>● Training</li><li>● Priorities</li><li>● Cost</li><li>● Bilingual</li></ul>

## LITERATURE REVIEW

Today there is a cruel and ironic contradiction in the fate of our older citizens. Never before have older people been able to look forward to so many years of vitality. But never before have they been so firmly shouldered out of every significant role in life in family, in the world of work, and in the community. (Gardner 1968, pg. 153)

Service to the aging population has been an emerging issue of the last decade. The mass of aged persons has motivated the private sector and some government bodies to plan for the future needs of this group. Much has been written concerning the increasing number of social issues relating to the aged i.e. health, income, housing, recreation, and victimization. Demand for law enforcement service to the aged will increase as the mass grows.

Basically, America is changing, not from external assault, but from the persistent and certain aging of its population. That aging is restructuring the American population and, in the process, is redefining all American society, its needs, and the way those needs will be met.

In spite the nation's fascination with youth, the American people collectively are not as young as publicity suggests. About 2.2 million persons celebrated their 65th birthday in 1987 (6000 per day). In the same year, about 1.5 million persons 65 and older died, resulting in a net increase of over 660,000 (1,800 per day). Despite the assortment of opinions and observations among specialists in the field of elderly issues, one fact is clear the population will continue to age (American City & County Nov.78 1989, pg. 78).

*Will you still need me*

*Will you still feed me*

*When I'm 64*

(John Lennon and Paul McCartney, 1967)

In his book, Age Wave, gerontologist Ken Dychwald suggests that challenges of how to relate to the aging of loved ones will become one of the most forceful topics of the coming decades. Cases of depression among the elderly, abuse by family members, and geriatric suicide are already increasing--some experts predict considerably higher rates in the future.

Reversing a half-century trend, the suicide rate among elderly Americans steadily increased in the 1980s, according to government records. The 25 percent increase from 1981 to 1986 perplexes health care experts, who note that the elderly are generally more financially secure, healthier, and live longer than their forebears. But some experts speculate that the technological advances extending the lives of the elderly sometimes bring a quality of life that they cannot accept. (Livermore Herald 19 July 1989, pg. 6)

Victimization of the elderly is discussed by Dr. Arnold P. Goldstein in his book Police and the Elderly.

Groups of frightened elderly people in the United States have serious consequences for both the fearful individual and the community. Fearfulness can severely limit activities and mobility among the aged. The evidence suggest that far more elderly persons are frightened about crime than are actually victimized. Two factors appear to be involved in the older person's assessment of the situation: first, they calculate the probability of their being victimized in the light of their environments; and second, they assess their personal ability to handle threatening situations in the light of their personal feelings of vulnerability. (Goldstein 1979, pg. 22)

In the final report of the President's Task Force on Victims of Crime, the report (Victims of Crime 1982) indicates the police are often the first to arrive at the scene of an incident; it is to them the first source of protection, that the victim first turns. The police should be aware that, in fulfilling their responsibility to solve the crime and arrest the offender, they must also treat victims with the attention due them. The manner in which

police officers treat a victim affects not only his immediate and long term ability to deal with the event but also his willingness to support the police in prosecution. The report made the observation that all interactions between police and victims should be with the knowledge that it is these citizens whom the officer has sworn to serve.

In the FBI Law Enforcement Bulletin, July 1988, an article entitled, "Violent Crime Against the Aging," page 9, focuses on the relationship of victimization of the elderly and fear of crime as perceived by them. The first step in meeting the many challenges of violence against the aging is to recognize that this problem merits immediate attention. Perhaps the seriousness of the problem has not been recognized previously because the statistics do not reflect that older people are disproportionately more frequent victims of violent crime. Older citizens (age 65 and older) have the lowest victimization rates in both the violent crime and property crime classifications of the Bureau of Justice Statistics' (BJS) National Crime Survey. Previous statistics, however, may be disguising the reality of the crime problem for the elderly.

To understand the problems of violent crimes against the elderly, it is necessary to look beyond the numbers contained in the FBI's Uniform Crime Reports (UCR). Not all crimes are reported to police, and police reports are the source of data for the UCR Program.

Elderly people, like children, may attract criminal predators because they are perceived to be helpless, hopeless, and very vulnerable. Their vulnerability allows their victimizers to easily manipulate, dominate, and control them. Add to this the fact that they may be in declining health, living alone, already isolated from others who could be witnesses, and have a tendency to keep money in their residences, and they become high-risk victims.

The 1981 White House Conference on Aging reported that the key to preventing violent crime against an older person is education. The police are in a unique position to help insure that state laws and the constitutional requirements of due process and equal protection for the elderly are maintained. The growing emphasis on legislative programs to assist the aged should strengthen the resolve of local law enforcement agencies to adjust their operations in order to assist the elderly.

In some cases the elderly may be ashamed to report that they have been the victims of consumer fraud or exploitation. Some elderly may just be unaware that their problems require the services of a lawyer due to their isolated living habits. Police are usually the first societal agents to come to the aid of the elderly crime victim. They should also be the first to provide appropriate guidance with respect to availability of services.

With respect to training of law enforcement personnel relevant to the aging population, significant writings have been generated on this subject.

There are several areas in which law enforcement has identified a need to introduce or expand training. Many departments remarked that they needed training in all areas, particularly in the recognition of the different types of abuse and neglect. Other topics commonly recommended include coordination with other non-police agencies, the aging process, profiles of the abusers and victims, statutory and other legal considerations, ethical remedies, and the intervention in the prevention of abuse. Suggestions for future training also focused on special interviewing techniques.

There may be a cyclical problem here in that police do not detect abuse because they are not trained to identify it, and they will not train in identification if they do not perceive a problem. (Plotkin 1988, pg. 76)

## INTERVIEWS

When queried concerning the future service needs of the aging population, service agencies and organizations were elusive in stating and defining their organizations plans.

The focus of some administrators was caught up in day to day operational type activities, and little if any attention was directed to the aging constituents of a jurisdiction. More energy appeared to be expended towards managing rather than policing or servicing.

On site visits were arranged with selected organizations based on information gained during the scanning process and contacts with persons aware of the focus of certain organizations.

Interviews were conducted at the following organizations:

- Age Wave Inc., Emeryville, California
- American Association of Retired Persons, Washington, D.C.
- Laguna Hills Leisure World, Laguna Hills, California
- Maricopa County Sheriffs Department, Phoenix, Arizona
- National Institute of Justice, Washington, D.C.
- Police Executive Research Foundation, Washington, D.C.
- Rossmoor Leisure World, Walnut Creek, California
- San Clemente Police Department, San Clemente, California

The above organizations were chosen because of their relationship to the aging population and the law enforcement community. From previous research each of the ones selected had qualified themselves as being experts in their specific field in either the private or government sector. It was felt that each had contributed to the issue of this paper by providing leadership to the aging population or law enforcement community. It was with the hope that each of the organizations could provide, from its perspective, some insight as to what would be the service needs of the aging population in the next ten years. Following is a summary of interviews and observations during the visits.

### Changes in Law Enforcement Service:

- Each organization expressed that there would be a distinct change from the traditional service that is commonly associated with police today.
- Police will have to be proactive and (1) identify what aging population want, (2) identify what the agency can do to fulfill the need, (3) defer service requests to other agencies that are better suited to perform service, and (4) formulate a plan to deliver service.
- Older person are going to demand more service, and will be less easily satisfied as compared to younger population.
- Follow up contact with older persons will be extremely important.
- Duplication of service will be a major problem and agencies will need to coordinate efforts.
- There will be a significant increase in "non-police" service requests.
- Use seniors to solve their own problems with guidelines.
- Financial status of the aged will determine the level of service required from law enforcement and other public agencies. Affluent seniors use less government services than poor.
- Depletion of government monies will force a shift in some service to the aged, from public to the private sector.
- Extensive utilization of volunteer persons, specifically from the aged population, will become the norm to augment and maintain needed service levels.

### Transportation:

- Transportation is the key to maintaining seniors freedom through mobility.
- Educating seniors to use public transportation will be a vital link in providing an easy transition when loss of driving privilege or personal vehicle occurs.
- When seniors are mixed with the general population on public transportation, they experience a fear of potential victimization.
- Government can not keep up with public transportation demands needed by the aged population.
- Community ride pools organized and operated by volunteers with donations by local car dealers and service clubs will come in vogue.

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### Training:

- The aging like and expect to be trained. They want to know how to maintain and protect themselves in our changing environment.
- Seniors must be educated and trained to use public transportation.
- Law enforcement officers must be trained in recognizing specific crimes unique to the aged, i.e. physical and mental abuse, fraud of monies and property.
- Law enforcement officers must be trained to recognize the needs and problems of the aged relating to financial needs, physical needs, mental needs, and the needs of the disabled.
- All persons associating with the aged must be conscious to maintain the aged person's dignity.

### NOMINAL GROUP TECHNIQUE

The purpose of the NGT Group was to generate lists of applicable trends and events and to assemble final sets for evaluation. Group members included a senior citizen support director, a retired police sergeant, a battalion chief (fire fighter), a human services coordinator, a retired federal government trainer, a retired educator, a city council member, a police lieutenant, a senior services administrator.

### Trends and Events:

The following guidelines were imposed upon the group to generate a large number of trends and events then to distill them to a list of seven in each category.

1. State all trends in non-directional terms.
2. Trends and events must be clearly stated.
3. Events must be "probable and plausible" so history could realistically support them happening.
4. Final set of seven must be relevant to the issue and worth forecasting.

After the generation of trends and events process was completed by the NGT group, a selection process was initiated on an anonymous basis to select the seven from each category. Following is a list of the selected trends and events in rank order with the group vote appearing in parenthesis.

### Trends

1. **CRIMINAL VICTIMIZATION:** The recognition of the aging population as a group in our society that the criminal element preys upon and who experiences a higher degree of fear of crime than those younger to an extent to influence the life style of the aging. (40 votes)
2. **ETHNIC DIVERSITY:** The various number of younger and older persons that not only speak a different language, but also come from diverse cultural backgrounds. (31 votes)
3. **ELDER ABUSE:** The physical and mental abuse of older persons by care persons, adult children, and each other. Advantage is taken of those older persons because of their age and lessening physical, and mental abilities. (29 votes)
4. **SHARED HOUSING:** The combining or moving in of the aging parents with adult children for economic, care giving, or housing availability reasons. (26 votes)
5. **AGING DRIVER:** The aging driver is part of the mass of aging persons. They will be driving motor vehicles in many areas including recreational, commuter, and as employees (26 votes)
6. **INFLATION:** The relationship of money to what it can purchase in terms of goods and services now and in the future. (23 votes)
7. **AGING POPULATION:** Those human beings, male and female, in our population that are 65 years and older. (22 votes)

Events:

1. MAJOR EARTHQUAKE: One measuring 7.2 or greater with the epicenter that would strike a populated area. (35 votes)
2. TELEPHONE SYSTEM FAILURE: Some mechanical, natural, or human activated incident that would immobilize the telephone communication network for an indefinite period of time. (24 votes)
3. SOCIAL SECURITY SYSTEM COLLAPSE: The financial collapse of the Social Security System and the benefits that go with it. (24 votes)
4. GOVERNMENT WORKERS STRIKE: A total strike of all persons employed by the state, local, and Federal government; they do not report for work for an indefinite period of time. (22 votes)
5. STOCK MARKET CRASH: History repeats itself when the backbone of the financial market collapses and poses significant losses in all markets. (16 votes)
6. EUTHANASIA LEGISLATION: A law which would step over religious and ethical considerations to allow the taking of life of older persons under government authority when certain criteria are met. (16 votes)
7. PUBLIC TRANSPORTATION: Those types of systems that facilitate the transportation of persons for public fare in lieu of the private automobile. Routes, access, and destinations are compatible with and serve the common need. (13 votes)

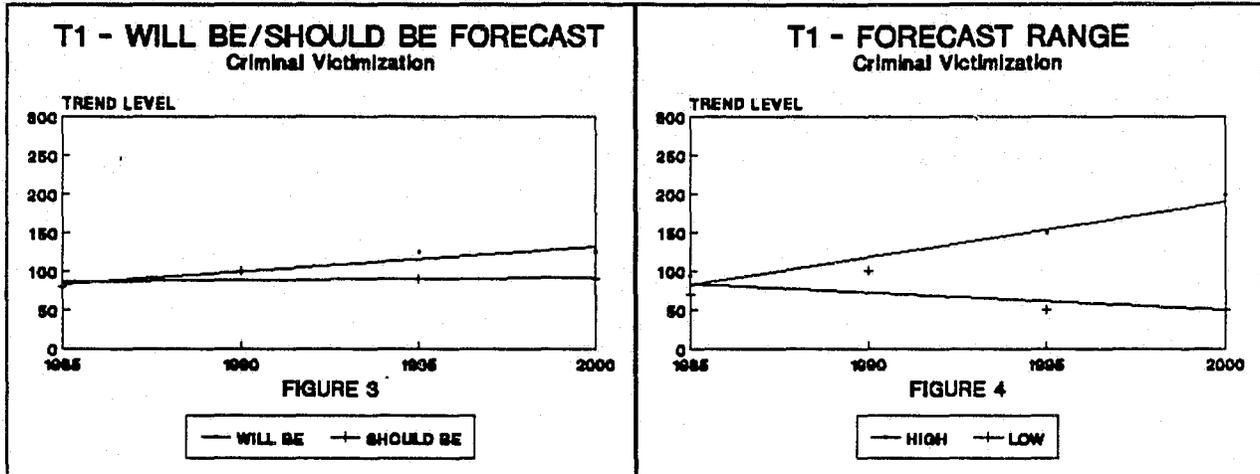
## FORECASTING

Those persons who participated in the selection process of the critical trends and events through the NGT process were asked to forecast their selections. They were asked individually to provide their best estimates of how the level of each trend might change in the future and how the probability of occurrence of each event might increase throughout the coming ten year period.

Trends:

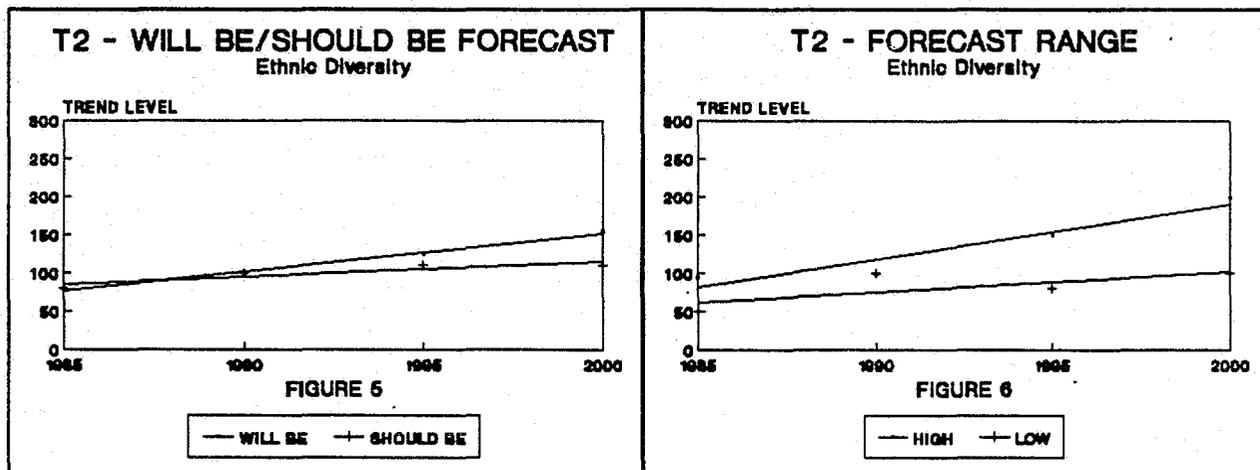
FIGURE 2	LEVEL OF THE TREND (Ratio: Today - 100)			
	TREND STATEMENT	5 YRS AGO	TODAY	5 YRS FROM NOW
T1 - CRIMINAL VICTIMIZATION	80	100	125	125
T2 - ETHNIC DIVERSITY	80	100	125	155
T3 - ELDER ABUSE	75	100	115	120
T4 - SHARED HOUSING	80	100	110	135
T5 - AGING DRIVER	80	100	125	150
T6 - INFLATION	110	100	110	125
T7 - AGING POPULATION	90	100	110	120

The results of the NGT groups trend forecasts are illustrated and discussed in the following. The "today" column on the following chart uses 100 as the level for today, all other calculations are measure from this point. Trend levels were also made for the level of each trend five years past and five and ten years to the future. Group members also forecast what they thought trends "would be" in the future at the five and ten year increments and conversely they estimated the "should be" future using themselves as the sole control agent. The group's median (that number which occurs in the middle) voting estimates were graphed, as well as the high and low reported estimates. By providing the high, median, and low estimates, a more authentic reflection of the groups thinking on a particular trend can be realized with this information.



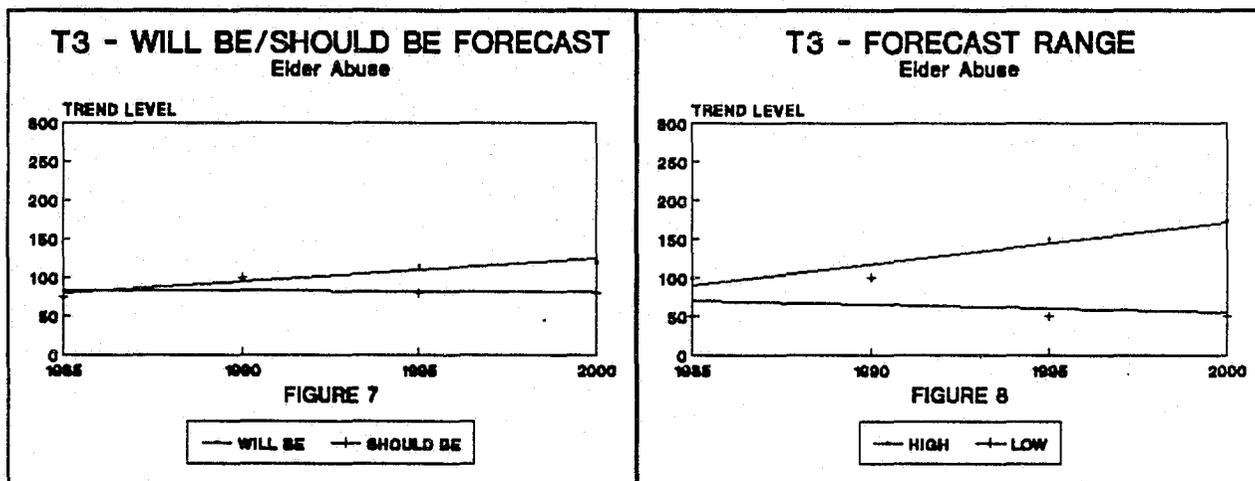
**T1 CRIMINAL VICTIMIZATION:** The most popular concern of the group was seen to be on a steady increase in the five-year period before and after the current date, reflecting a 20 percent increase and continuing with a higher increase of 25 percent five years beyond to 1995. The final five-year period is a duplication of the 1990-1995 period, which maintains the initial 25 percent increase but does not go beyond. From 1985 to the year 2000 the group indicated a significant increase in the criminal victimization of seniors of 45 percent.

After the year 1995 the group showed a parallel in their high and low forecast maintaining a separation of 35 percent. Little diversity is reflected in the period from 1985-1990; however after 1995 the high range increases 150 percent over the reported individual low range. Some members of the group believed that crime would be more controlled in the future with the assistance of technology; those on the high range felt victimization would escalate.



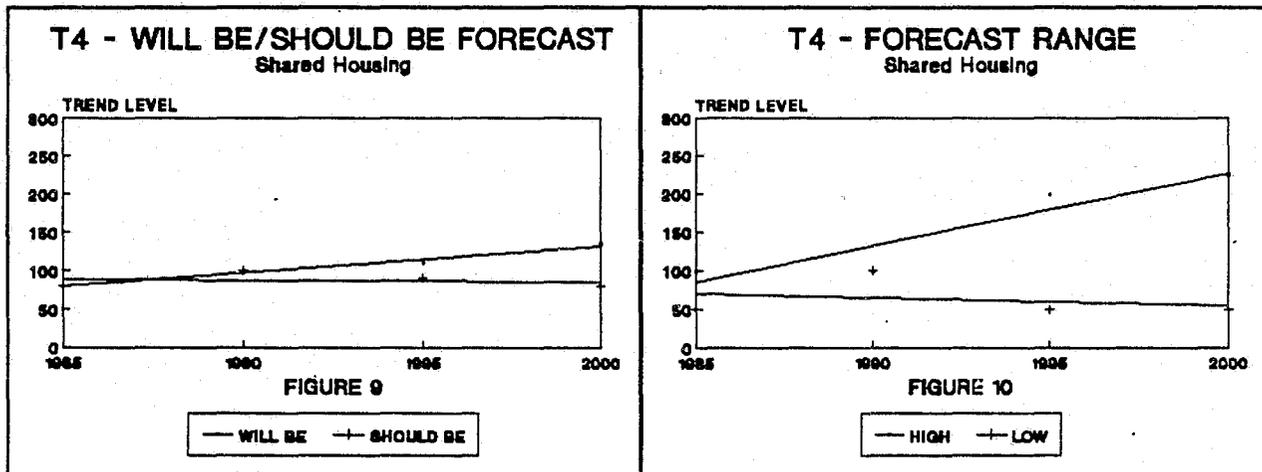
T2 ETHNIC DIVERSITY: This trend will have impact on the issue, but the group felt this would be of somewhat low impact as indicated by the group expressing only a 15 percent difference between what they felt would be versus what should be. Some expressed that ethnic diversity has always been with our population; others argued that this will escalate because of the influx of immigrants into this country.

Those expressing the low range remained at an even level from 1990-2000 with a forecast range of 90; those forecasting the "will be future" went to a high forecast of 200. There was a fairly even clustering of scores at the high and low range. It would appear that there was an even split in the forecast range for this trend.



T3 ELDER ABUSE: This was somewhat of an elusive problem for the group. In the "will be" forecast, a 35 percent margin was maintained above the desired forecast through-out the ten year period from 1990-2000. Only a 5 percent increase was observed from year 1985 through the desired forecast period.

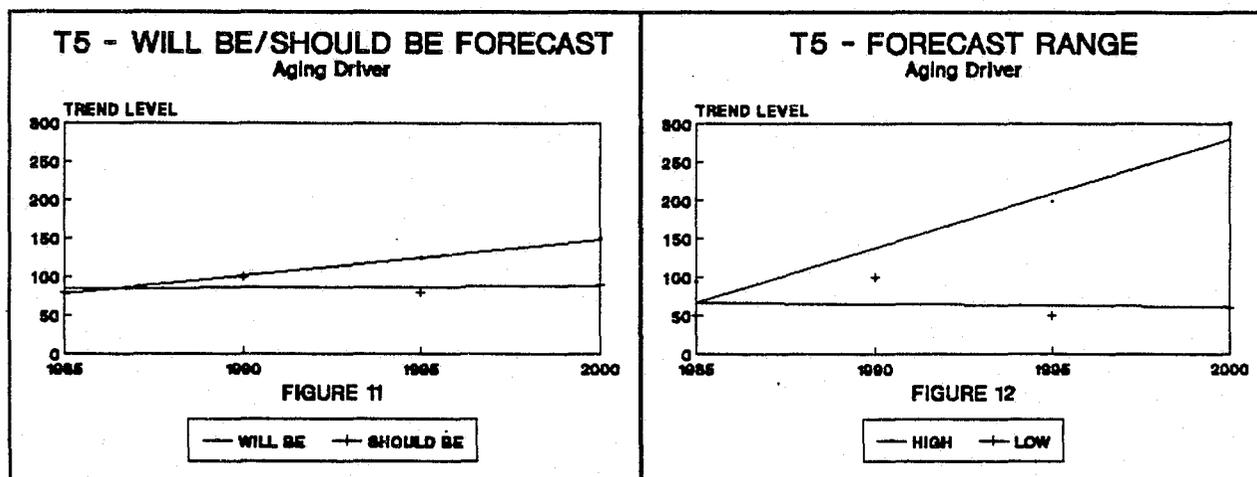
A gradual steady increase is reflected in the high and low forecast range. The low of 50 and the high of 175 in the year 2000 depicts a strong variance in opinion on this trend. In reviewing the low estimates, there are few within this range. All categories show a preponderance of high forecasts. Some explanation for the estimates may be the divergence in the definition of elder abuse. Elderly abuse becomes hidden within the family social unit and is not easily defined even when observed. Even when faced with an abuse situation, families deny the problem.



**T4 SHARED HOUSING:** The group accepted the reality that there was a high degree a surety in their own personal lives they would either live with their children or they (children) would live with them in a common occupancy. This was a reflection on what they had either experienced or had observed in their immediate families. The inclination to resist giving up of their own independence and privacy is reflected in the divergence of forecasts between the median. Both the "will be" and "should be" forecast range reflected a 35 percent increase in the "should be" range from "today" to the year 2000; while the in the same period the "will be" forecast declined by 20 percent.

The low range scores were the same as in the period five years from "today" and the "should be" period ending in the year 2000. The group made an assumption that the aging by the end of this decade would be better off financially in their "should be" forecast.

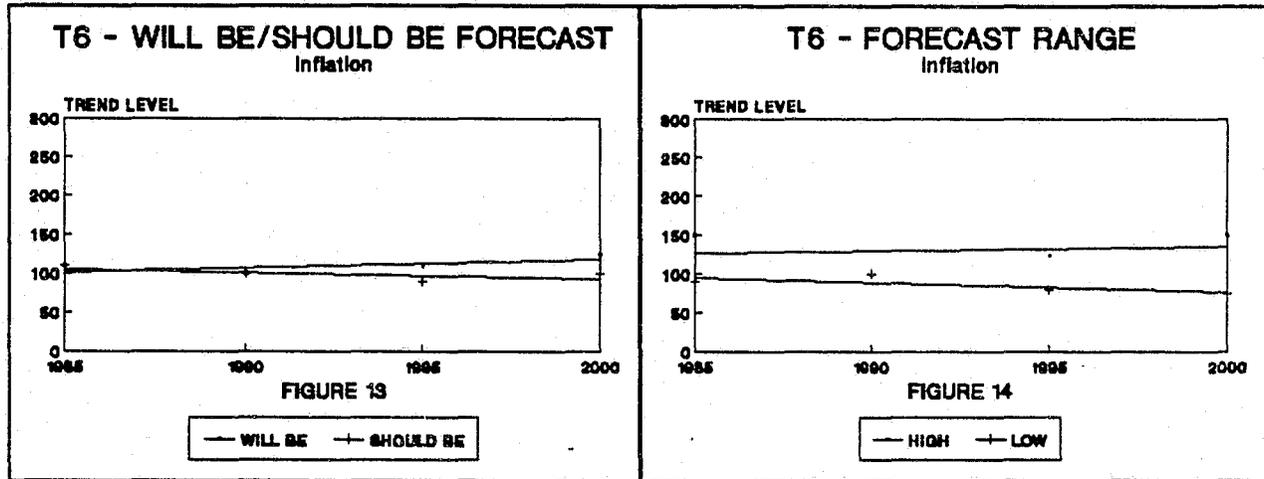
By contrast the high range estimates in the "will be" forecasts were two-and-a-half times greater when compared with "today" and the year 2000 (100 vs. 250). Even in confidence, the group had a sense that the housing and economic crunch of the 90's would have a high impact on forcing young and aged persons to share housing.



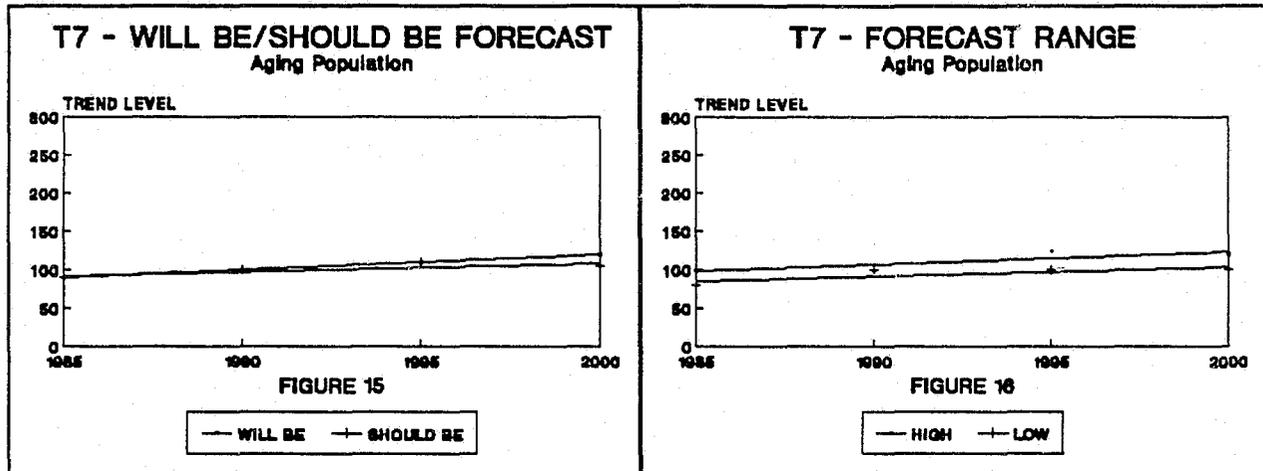
**T5 AGING DRIVER:** In the next ten years the group forecast the aging driver as increasing in demand for police services. The 65 year old driver of today will be 75 in the year 2000. Each future reflected a steady increase from "today." The "will be" future indicated a 25 percent increase in the five and ten year time period while the desired future tallied a decline from the "today" period. Particular attention was given to the mass of aging persons and the wide ownership and access to motor vehicles. The aged persons accident rate will result in a high demand for police service.

The largest percentage range of numbers was forecast in this trend (180 percent) as well as the highest number (300 percent) all in the year 2000. In all estimates the

grouping was close to the median with the extremes not reflecting much more than single extremes. This particular trend did provide clear divergence of thought as to the degree of impact the aging driver would have on the need for police services.



T6 INFLATION: The group admitted that inflation would be a factor in the of life enjoyed by the aging population but also may impact the ability of police and other agencies to provide service to this group. With confidence they forecast a rather static past and future in both the "will be" and "should be" future to the year 2000. In the year 1995 there is a 20 percent difference between the "will be" and "should be" future with an additional 5 percent increase between the two futures in the year 2000.



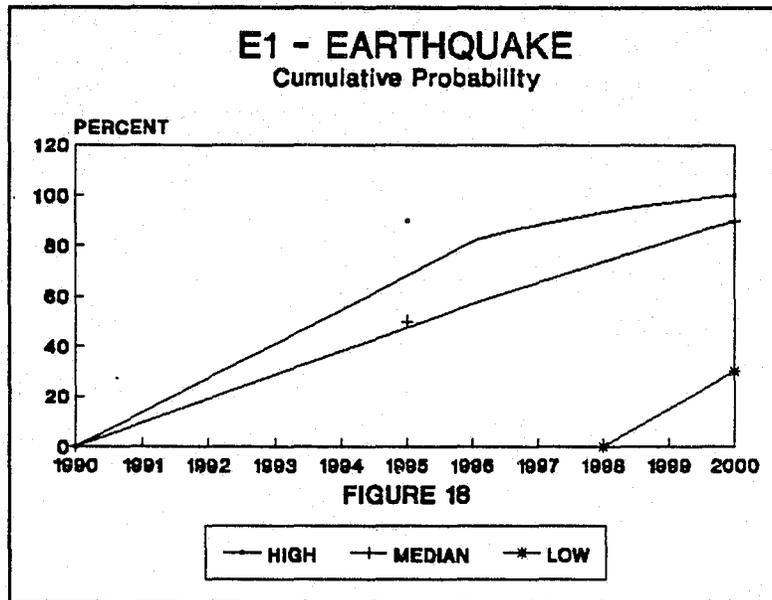
T7 AGING POPULATION: A very gradual trend is forecast by the group, starting with a decline from "today" in the five years ago forecast at 90 percent, to an exact parallel of 110 percent in the year 1995 in both the "will be" and "should be" futures. The "will be" forecast increases to 120 percent in the year 2000, while the "should be" forecast continues a gentle decrease to 105 percent. It is obvious that the group felt in control and accepted the increase of the aging population. Discussion was mixed in consideration of a decline in the "should be" forecast. The group did not rule out a catastrophic type disease that would inflict heavy loss of life in the aging population; this may account for the decline in the forecast from 1995-2000.

The forecast range was not significant; however the high estimates showed a 50 percent increase over the present or "today" forecast. Omission of the highest estimate from the high forecast would have placed the high estimate exactly at the median in the year 2000. The low forecast remained level at 100 percent from 1990 -2000.

Events:

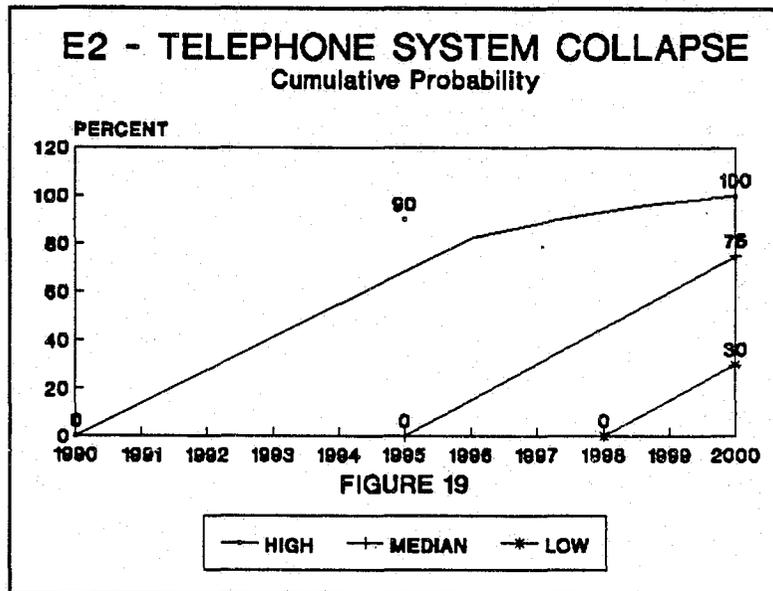
FIGURE 17				IMPACT ON THE ISSUE IF THE EVENT OCCURRED	
EVENT STATEMENT	PROBABILITY			<+> (0-10)	<-> (0-10)
	YEAR FIRST EXCEEDS ZERO	5 YRS FROM NOW (0-100)	10 YRS FROM NOW (0-100)		
E1 - EARTHQUAKE	1990	50	90	0	9
E2 - TELEPHONE SYSTEM COLLAPSE	1994	40	75	0	8
E3 - S.S. SYSTEM COLLAPSE	1997	0	15	0	10
E4 - GOVT. WORKERS STRIKE	1994	10	50	0	3
E5 - STOCK MKT CRASH	1993	25	50	0	4
E6 - EUTHANASIA LEGISLATION	1996	0	25	5	6
E7 - PUBLIC TRANS. BANKRUPT	1994	25	30	0	10

The NGT Group next filled out event-evaluation forms. Each member was instructed to individually determine the year that probability first exceeds zero, and then cumulative probabilities of occurring five and ten years from now. In the final phase of this exercise the group recorded the positive and negative impact on the issue area if the event occurred. The group's median forecasts are displayed in Figure 17.



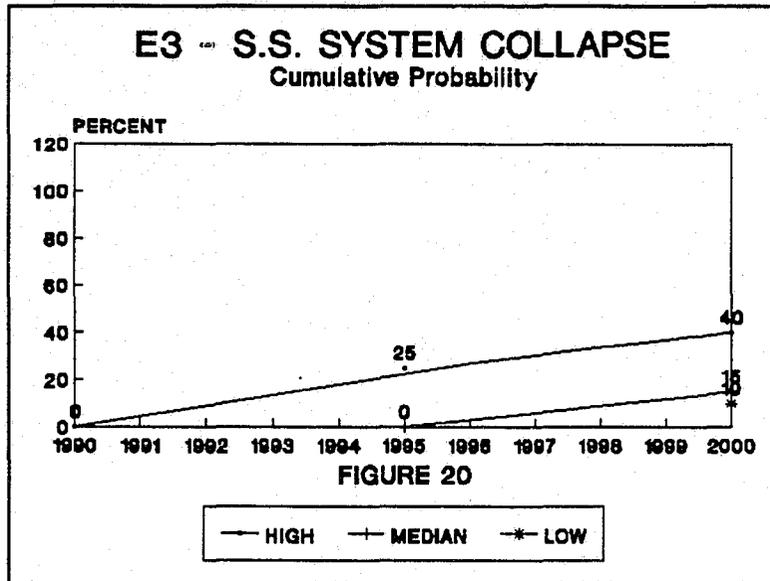
**E1 EARTHQUAKE:** The first year that this event was predicted to occur was 1990. The probability of occurrence was 50 per in 1995 and grew to 90 percent by 2000. Minor disagreement among group members was experienced in the first year of probability; the major earthquake experienced in the San Francisco area in October may have influenced this close forecasting reporting.

The group forecasted a significant range deviation in the year of first occurrence (1990-1998), as well as probabilities of occurrence in 1995 (0-90) and in the year 2000 (30-100). Although the range is broad the median does reflect the most accurate collective forecasting of the group. A notable negative impact was reflected (9) in the issue area if the event occurred. They saw that a major earthquake would create many different service needs for the aging population.



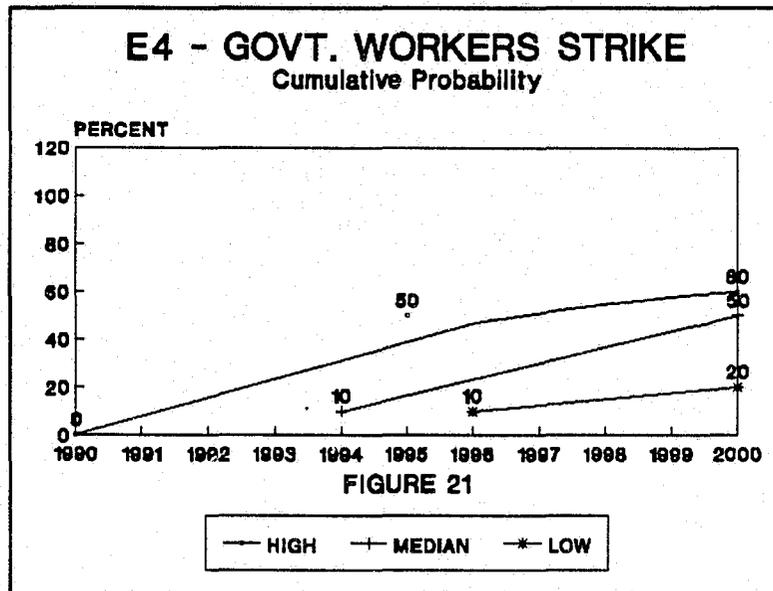
**E2 TELEPHONE SYSTEM COLLAPSE:** According to the group 1994 was the first time that this event could occur. The probability increased to 40 percent by the year 1995 and in 2000 grew to 75 percent.

Estimates for the first year of occurrence ranged from 1990-1998, and the range of probability of occurrence ranged from 0% to 100%. The group forecasts for the first year of probability were evenly distributed throughout the ten year period. This accounts for the wide separation in the high and low range. A recent malfunction of a communications computer brought this event into perspective for the group with the implications of communication between the aging and law enforcement. There would be serious impact upon the aged (8) if this event occurred.



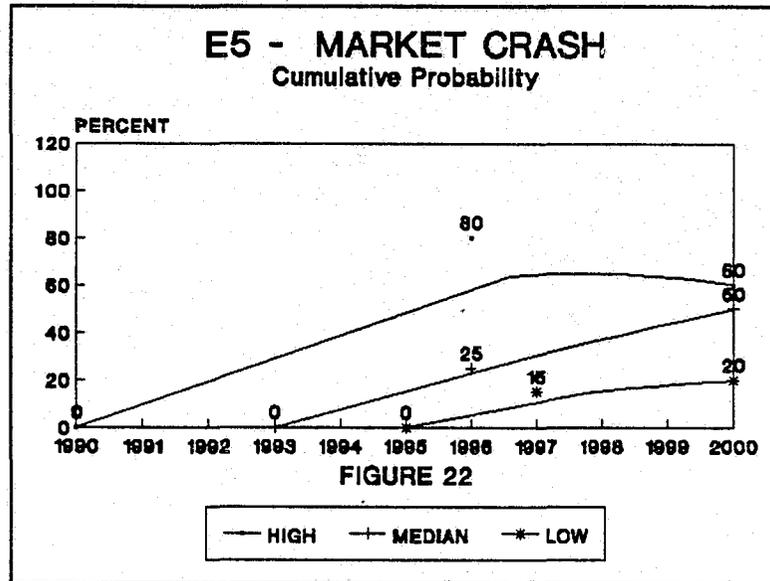
**E3 S.S. SYSTEM COLLAPSE:** The forecasting group felt that there was no chance of this event occurring until 1997. A slight increase to 15 percent was forecast in the year 2000.

Range in this event is not reflective of the group's feelings. The first year of probability was forecast as 1990 by only one member of the group; all others began at 1995. Probability of actually occurring during the ten year period ranged from 10 percent to 50 percent. If the high of 50 percent was eliminated, the next forecast was 25 percent. The group felt strongly that the impact of the collapse of the Social Security System would be extreme (10) on the aging population; however low probability of occurrence was predicted by the group.



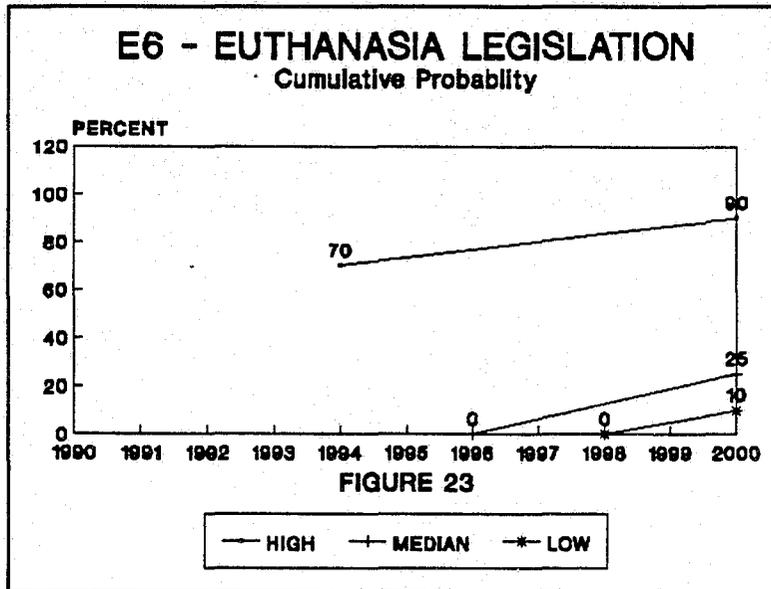
**E4 GOVERNMENT WORKERS STRIKE:** The first year of probability that this event would occur was 1994. In 1995 only a 10 percent probability was forecast by the group; by the year 2000 this increased to 50 percent.

In the range of probability when the event is first forecast to happen the group ranged from 1990 to 1996. At five years the range of probability of the event occurring ranged from 10 to 50 percent and the ten year forecast ranged from 20 to 60 percent. The group did not believe that this event would have significant impact (3) if it occurred. This is substantiated in the forecasting of the individual group member's responses. The highest forecast in terms of probability of occurrence was 60 percent.



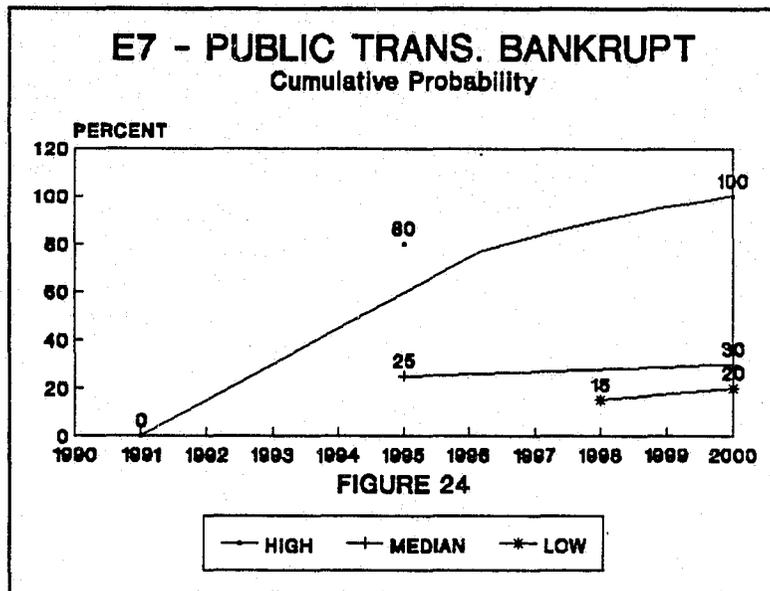
**E5 STOCK MARKET CRASH:** The first year that this event would occur is in 1993. A gradual increase was forecast for the years following 1995 (25 percent) and the year 2000 (50 percent).

The range of forecasts were evenly distributed, although not as conservative as the median forecast of the group. A strong grouping of forecasts were observed at the high end of probability. Consistent with relatively low forecast scores, the impact on the issue was also low (3). It is interesting to observe that the impact of the Social Security System collapse was judged to be a negative ten while the impact of the Stock Market Crash was only negative three. In each of these events the median range clearly showed a reluctance of the group to forecast a high probability of occurrence.



**E6 EUTHANASIA LEGISLATION:** The group median forecast the first year that this event could happen would be 1996. By the year 2000 the probability of occurrence was forecast to be 25 percent.

The range was significantly higher in probability than the median forecast. The very abrupt surge in 1995 to 70 percent and continuing to 90 percent in the year 2000 was explained by the group as being a reality of life. The termination under certain circumstances of life due to increased longevity may require such government intervention. The impact of this event on the issue was almost even, five positive and six negative influence.



**E7 PUBLIC TRANSPORTATION BANKRUPT:** In 1994 this event will exceed zero in probability of actually occurring. The group forecast a 25 percent probability of occurrence, later in 1995 and by the year 2000 there is a 30 percent probability of this event taking place. In forecasting the range, the individual forecasts were much broader than the median group forecasts. The range of first occurring began in 1990 and by 1995 showed a 80 percent probability. This probability continued with a 100 percent probability by the year 2000. The low range was very conservative, with first occurrence forecast in 1998, and the group forecasted only a 20 percent probability by the year 2000. The severe impact of losing public transportation on the aging community was given a negative 10 by the group. The impending loss of public transportation was a controversial subject with the group. There was consensus that this event would happen and the impact would have significant impact on the aging population and influence the issue. Disagreement came when specific time factors were attached to this event. There were a significant number of high and low scores which reflected the discussion.

**FIGURE 25  
CROSS-IMPACT MATRIX**

PROBABILITY % BY YEAR 2000	90	75	15	50	50	25	30	
IF →→→ EVENT OCCURRED FIRST EFFECT IT WOULD HAVE ON ↓↓↓	E1	E2	E3	E4	E5	E6	E7	NO. OF HITS
E1 - EARTHQUAKE								
E2 - TELEPHONE SYSTEM	+90							1
E3 - S.S.SYSTEM COLLAPSE				+90	+5	-10		3
E4 - GOVT.WORK STRIKE	-10						+15	2
E5 - STOCK MKT. CRASH	+30		+30	+5				3
E6 - EUTHANASIA LEGISLATION	-5		+20		+2			3
E7 - PUBLIC TRANSPORTATION	-15		+20	+80	+3			4*
T1 - CRIME VICTIMIZATION	+35	+15	+15	-5	+5			5*
T2 - ETHNIC DIVERSITY			-5			-15		2
T3 - ELDER ABUSE	+10	+15	+30	+5	+10	+5		6*
T4 - SHARED HOUSING	+50		+50	+5	+20	-10		5*
T5 - AGING DRIVER	+20		-15		+15		+30	4*
T6 - INFLATION			-5		+5			2
T7 - AGING POPULATION	-5					+20		2
NO. OF HITS:	10**	2	9**	6**	8**	5**	2	
**ACTORS      *REACTORS								

## CROSS IMPACT ANALYSIS

An analysis was conducted of interrelated impacts of specific event occurrences. This evaluation technique, known as a cross impact-analysis, displayed the resultant impact on the probability (0-100) and the level of the trends (percentage change, plus or minus). The values identified, for both events and trends, represent direct impact estimates at the point of greatest impact. A review of the cross-impact analysis shows what are the "actor" events by way of the number of "hits" in each horizontal row of the matrix. In the same manner the number of "reactor" events are identified by the number of "hits" in each vertical column. The analysis clearly illustrated how the level of each trend could be changed by the occurrence of specific events. The impact of the seven selected events on each other and on the selected trends is illustrated in the cross-impact matrix shown in figure 25.

### ACTORS

Five events were identified as "actors" and rank ordered by the number of hits. The higher the number of hits the more important the event as a cause of change in the world. Following is a discussion of the selected actor events in rank order.

**E1-EARTHQUAKE** (10 hits): This was the most predominant event. It increased (+90) the probability of the telephone system collapse (E2). It slightly diminished (-10) the probability of a government workers strike (E4) and increased (+30) the probability of a stock market crash (E5). A slight (-5) lowering of the probability of euthanasia legislation (E6) and a weakening (-15) in the probability of a public transit collapse (E7) appeared to be economic motivated. The event increased (+35) criminal victimization (T1) and made a small difference (+10) in elderly abuse (T3). The earthquake demonstrated the

strongest showing (+50) on shared housing (T4). A impact of (+20) was recorded on the aging driver (T5), and the aging population (T7) (-5).

**E3-SOCIAL SECURITY SYSTEM COLLAPSE** (9 hits): The second highest actor event increased the probability (+30) of a stock market crash (E5), strengthened (+20) euthanasia legislation (E6), and boasted a sizable increase (+20) in public transportation bankruptcy. The positive probability continued (+15) with criminal victimization (T1) but declined somewhat (-5) with ethnic diversity (T2). A moderate (+30) in the affirmative towards elder abuse (T3) and a high increase (+50) in the shared housing (T4) probability will be key factors in creating a hostile living conditions. A decline (-15) in aging driver (T5) and also a minimal decline (-5) in inflation (T6) was recorded.

**E5-STOCK MARKET CRASH** (8 hits): Reflected a low probability increase in all of the seven events and trends that it impacted economically. A slight increase (+5) was recorded in the social security collapse (E3), lesser (+2) in euthanasia legislation (E6), and slight (+3) in the probability of public transportation bankruptcy (E7). Crime victimization (T1) showed an increase (+5), a slightly higher (+20) for shared housing (T4), aging driver (T5) a small increase (+15), and slightly less (+5) for inflation (T6).

**E4-GOVERNMENT WORKERS STRIKE** (7 hits): This fourth highest scoring actor event elevated (+90) the probability of a social security collapse (E3) while having little impact (+5) on a stock market crash (E5). A significant increase(+80) was reflected in the probability of a public transportation bankruptcy ((E7). Slight (+5) was reflected in both elder abuse (T3) and shared housing (T4).

**E6-EUTHANASIA LEGISLATION** (6 hits): The final actor event had the least impact of any of the previous events. The social security system collapse ((E3) showed a slight (-10) decrease, a decrease (-15) was seen in ethnic diversity (T2), a very small increase (+5) was seen in elder abuse (T3), a decline (-10) in shared housing (T4), and the highest (+20) increase in euthanasia legislation was seen in the aging population (T7).

## REACTORS

One event and four trends were identified as "reactors"; they are buffeted by the occurrence or non-occurrence of the actors. Each of the reactors is changed by the action of the actors. Following is a list, in rank order, of those reactors that had been significantly impacted by cross-impacting with an event.

**E7-PUBLIC TRANSPORTATION BANKRUPT** (4 hits): A slight reprieve (-15) is caused by the earthquake (E1). A positive increase (+20) is recorded with the Social Security System collapse (E3), and a significant boost (+80) is experienced when government workers strike (E4). Only a slight bump is noted when the stock market crashes (E5).

**T3-ELDER ABUSE** (6 hits): This trend was most heavily changed by the occurrence of events. The earthquake (E1), which would first occur in 1990, increased the probability of this trend occurring (+10), increased (+15) with the telephone system collapse (E2), a (+30) boosted the probability of a government workers strike (E4), and again increased the probability (+10) with the stock market crash (E5).

**T4-SHARED HOUSING** (6 hits): This reactor trend was equal to the previous trend (T3) recording an equal number of hits. The forecast probability is static until occurrence of the earthquake (E1) in 1990 which escalates considerably (+50). This trend gets another jolt (+50) in 1997 with the Social Security System collapse (E3). The positive impact continues (+5) with the government workers strike (E4) and a larger (+20) increase with the stock market crash (E5). Euthanasia legislation (E6) decreases slightly (-10) the trend.

**T1-CRIMINAL VICTIMIZATION** (5 hits): A earthquake (E1) triggers a increase (+35) in this trend. The inability to communicate adds (+15) another small increase with the telephone system collapse (E2). The Social Security System collapse (E3) continues the increase (+15). A government workers strike (E4) slightly decreases, (-5) victimization but is counteracted (+5) by the stock market crash.

**T5-AGING DRIVER** (4 hits): This trend is heavily acted upon by occurrence of an earthquake (E1) (+20) and public transportation bankruptcy (E7) (+30). The collapse of the Social Security System (E3) has a negative (-15) influence. It is brought up (+15) by the stock market crash (E5).

## SCENARIOS

If one had a crystal ball it would allow vision from the present into the future. Conversely, scenarios allow one the unique experience looking back to the present from a specified distant point in the future.

Scenarios are integrating mechanisms used to bring together and synthesize projections. The "story" will be developed with materials (data) taken freely from all sources recited; including NGT, forecasting, and cross-impact analysis. Each scenario is different because each person has a different perspective. A relationship is developed that seeks to show that the future state depicted can be linked back to the present through the information and story.

Aside from pictorial or image representation, scenarios identify and project the future evolution of current forces in motion. This process identifies forces that may be a liability or asset to planning. The purpose of strategic planning is to manage and control the positive and negative forces through the design and implementation of specific policies.

### NOMINAL (Surprise Free)

The Nominal Future Scenario begins in the year 2000. The Nominal Future Scenario tells what will be the most likely future occurring at this date in time. The NGT Groups forecasting "will be" trend projections, provide the material used in this scenario. The presentation is clear, and the presentation is written without interceding events or policies.

October 2000

The number of senior citizens has increased 25 percent since the year 1990. Everyone is getting old, but there are quite a few more elderly and a lot fewer young adults (20-64 years). That is good if you're old, and maybe not so good if you are young. The young were supposed to take care of the old, but with so many older people, it will never happen.

Life is different now than it was in 1990. It is as if the decade had just begun and now the 21st century is only months away. The "Age Wave" and the "Geezer Boom" came as predicted. It is fascinating to look back over the last decade and read the predications made by "futurists". Some thought they were crazy, but many of their predictions came true.

Some forecasts said there would be fewer older people driving. Today there are over 50 percent more senior people driving cars. Cruising has a different definition among the current generation. The oldsters take their Sunday afternoon drive in mass. No hot-rodding or burning rubber today by these seniors, as they had done in the 50's. They limit driving to daylight hours because they can not see as well during darkness.

Latin seniors drive some weird colored cars with odd decor. As was forecast in 1990, over half of our population is of Latin descent. It is popular among the Latins to have funny cars that kind of hop, skip, and jump to the rhythm of loud music that flows from their 55 Chevy's. Some have referred to them as antiques, and whether antiques refer to the car or the driver is unclear.

It is quite common to find the older Latins living with their adult children as a family unit. Originally this was thought to be a cultural trait. However, more and more of the aged share housing. There has been an increase of about 25 percent in shared housing in the last ten years. The standard of living that most older persons were used to has decreased. The work and expense of maintaining a home just became too much for many, especially those widows living alone.

Inherent with close family relationships, shared housing, and the increased number of aged persons is the occurrence of abuse. Many times it is a subtle thing, but when the younger people get their way with their aging parent's money and property, it is a crime. Many years ago, the American Association of Retired Persons made a big deal about this. George Sunderland warned in the '80's that precisely this abuse would take place, no one would listen; now it is a reality.

Crime against the old has been on the increase and is 25 percent higher than what it was in 1990. Today crimes of abuse and the fraudulent mishandling of resources belonging to the elderly are routinely reported. Ten years ago statistics of fraud against the elderly were not kept by the National Institute of Justice. Why was government so unsuspecting with regard to identifying crimes being committed against the aged? Times have changed.

#### NORMATIVE (Desired and Attainable)

The focus of this scenario is the result of the "should be" trend forecasts discussed earlier in this paper. The normative scenario provides the opportunity to make the world the way we would really like it to be. It seeks to show that the future developments described can be linked back to the present. An assumption is followed back to the present to identify specific factors which would cause the assumption to become true in

the future. This process allows evaluation of these factors as well as their elimination or expansion, depending, on what is desired.

April 1, 2001

Jan Duke, age 68, Chief of Police of Las Positas, California, squats as he ties the laces on his jogging shoes. The afternoon air still has a clean freshness of spring in it, and the warming temperature betokens an early summer. Today Chief Duke completed the Annual Department 2000 Activity Report. The year 2000 has been a good year.

Running has been a favorite pastime with the Chief for many years. Not only does he realize the obvious benefits of physical fitness and stress relief, he is also able to observe the community from a different perspective. Just sitting in his office in the Las Positas Citizen Community Center does not provide a very wide view of the community. During the last ten years there has been less pressure associated with the job. The role of the law enforcement officer has shifted from criminal apprehension to service, with emphasis on the aging population.

Chief Duke is running at a brisk pace as he passes the Silver Circle Senior Cottage Development. The 1800 Silver Circle residents are all senior citizens. He remembers the concern of the aged in the early '90 with criminal victimization and the fear of crime; today crime has actually been reduced by 10 percent since 1990. Now regular seminars are held for seniors to provide current information on how to be safe from crime.

The "Silver Fox," as his wife calls him, is running with little effort and at an enjoyable pace. He runs in place while watching while watching a computer-controlled people carrier drive by. The carrier is solar powered and guided and controlled by electronic sensors that are embedded in the road surface. Old folks love to ride on them.

Growing old is a positive experience in Las Positas. Chief Duke is one of 1800 seniors in this community. They make up about one third of the total population. Noticeably, there are many more non-white people than in the past. The increase in ethnic diversity has enriched the community. The chief remembers several years ago when the American Association of Retired Persons provided guidelines to recruit and develop a volunteer unit for the police department. Now, over half of the 100 volunteers are foreign born.

The main function of the chief today is to coordinate public and private resources for the community. The historic role of the chief has evolved into a resource person sitting on or being represented in over a dozen committees. The role of the low enforcement officer has been extended in many social and community agencies that, in times past, were independent. Now under the leadership of the police department, many services can be directed or carried out at the low enforcement level.

Manpower and personnel shortages do not exist. With the escalation of private security services, electronic detection, and volunteer assistance, the old cop from the early 1990's has been phased out. Law enforcement services are being continuously redirected to meet community service needs.

Chief Jan Duke smiles as the setting sun reflects off his sweaty face. He now has replaced the once popular managing-by-walking-around, with managing by jogging around. Have a nice day!

## HYPOTHETICAL (What If)

The Hypothetical Future Scenario is written to consciously produce an alternative pattern of developments (outcome) by manipulating elements in the data base. By applying a 30 percent probability factor to each of the forecasted events a turbulent future is created. The scenario provides an opportunity for the reader to view the relationship of the event on the trend.

July 23, 2000

Angie turns the office light on and begins to circle the large executive office with her feather duster. She accurately targets each object and gently flicks the dust away. This is an old office and full of memorabilia from the past decade.

Beginning in 1994 Angie began her work as an officer cleaner. That was the year that the Social Security System collapsed and she had to leave a life of retirement. Jose, her late husband, had been killed in the earthquake of 1992. The earthquake was a surprise to everyone. Angie had just celebrated her 63rd birthday on July 23 and for the past two years she has been living alone. One week later the big earthquake hit.

She remembers being ordered by police to leave her home as it had been moved off the foundation and was declared unsafe. It was so very hard to leave the home after 33 years. Upon returning to her home a week later, all her valuables were gone. In desperation she called the police, but they said they were too busy and referred her to her insurance company. What insurance company, she remembers thinking, with little savings and a small Social Security check, who could afford insurance?

Angie had been a long distance runner in college. In 1948 she won a gold medal in the Summer Olympic Games held in London, England. A smile begins to appear on

Angie's face as she remembers the feel of the handshake of President Harry S. Truman thanking her for representing the United States of America.

The oak desk glistened as Angie applied a fresh coat of lemon oil to the top of the ancient desk. It was hard living alone in the house after losing her sweetheart of over 35 years. The days were long and the nights at times were frightening. She would lock all the doors and secure the windows before dark both in summer and in winter. She never got over her fear of being broken into after the earthquake.

Frequent newspaper articles would appear on how the local police had made narcotic enforcement a priority. The Chief in 1995 was requesting more officers to beef up his narcotics team. She was certain that the chief was a good person even though she had never seen him. He knew what was best for the citizens. She was sure he knew about all the problems. She had seen police officers riding around fast on their motorcycles. They looked like they were having fun. Angie wondered if they had an insurance agent.

It seemed to Angie that every two years something terrible happened that affected her. She was sure when, in 1996, the stock market crashed and the telephone system collapsed that the cycle was repeating. Some speculate that the telephone system not working hurried up the stock market problem. Who cares anyway? Gone were all of her savings and the few stocks left from her husband.

Her fear of being alone and helpless grew during this time. She had no one to call for help if anything did happen. She did not leave her house for eight days until the telephone system was restored. If only she had some training in personal preparedness. Not knowing what to do or whom to call for help is bad. A police car did come by her

house once during this time, but it was going too fast for her to get the officer's attention. He was probably going out to catch a drug dealer.

Angie has a friend, Neomi who emigrated from Vietnam in 1970. She was older than Angie and real slow in talking. Last year, Neomi called the police for help, and the police officer who answered the telephone became impatient because she could not understand Neomi and hung up. Neomi never called the police again.

The following year was 1997. In May the government workers went on strike, and immediately all public transportation came to a halt. There had been some talk about getting rid of the aged through euthanasia legislation, but this transportation problem became a top priority. Older persons who did not drive were hard put just to get their shopping done. Many could not even get to the post office to pick up their mail. Those that had jobs began to drive. What a mess. Old folks who previously had driven very little, became commuters. Some say there was a 30 percent increase in seniors driving. The police ignored a lot of enforcement because they were over-burdened with traffic accidents caused by senior citizens.

Angie's thoughts wandered back to her young adult years. While getting ready for the Olympics, Angie would spend many hours planning and training for her next race. She knew that proper preparation had made her a winner. As she mentally mulled over the last decade, she wondered what plans had been made in preparation for the events that had so heavily impacted her life.

Her solid reminiscing of the past was interrupted by the rushing of air into the room. The rear office door had been opened and there appeared a smartly dressed woman. She greeted Angie and extended her hand. "I am Marie Sandaval, the new chief of police."

"Angie, I have heard a lot about you in the week that I have been here. Would you be my guest for lunch tomorrow? I know that it is your birthday. Maybe we could celebrate it together." Angie acknowledged the greeting and the invitation. "I need your thoughts on how this police department can be more effective in serving the older citizens and planning for serious events in the future." Angie responded, "I do not know anything about your police department, but I would like to share with you how I won a gold medal at the Olympics."

### POLICY CONSIDERATIONS

The scenario selected for examination and policy development is the hypothetical. Reviewed will be the policy alternatives, selection standard, and how policy influences the selected trends and events. The purpose is to identify possible policies which, if implemented, would either mitigate an undesirable future or help to bring about a desirable future. It also serves to identify areas for strategic planning.

#### POLICY ALTERNATIVES:

1. Establish law enforcement priorities to include the service needs to the aged.
2. Police departments need to make their own local assessment in order to discover how they might best fulfill their role in servicing the aged population.
3. The development of special training by POST to sensitize police personnel to the characteristics of the aged.
4. Reduce the many architectural and psychological barriers to the aged that are victims or witnesses of crimes.
5. Develop and maintain open communications, between law enforcement and aged citizens.

6. Law enforcement should be the catalyst that develops a coalition of services with other agencies that provide assistance to the aged.
7. Recruit senior citizen auxiliary and reserve police units to provide benefits to the community and police department.
8. Recruit multi-lingual personnel at all levels of the police department.
9. Police safeguard legal rights of the elderly in cases involving guardianship, civil commitments, and implementation of related protective laws.
10. Educate the aged through workshops and seminars focusing on personal safety awareness, property protection, and survival during natural disasters.

#### SELECTION CRITERIA:

Following is the measure by which the policy considerations were evaluated.

- Is policy affordable and cost effective?
- Is there application to previously selected trends or events?
- Is the policy politically workable?
- Is the policy timely?
- Will other stakeholders back the policy?

#### POLICY IMPACTS:

The identified policy considerations all meet the defined selection evaluation criteria. Their connection is examined in the following discussion.

1. **Establish Law Enforcement Priorities:** Visionary leadership will be required to balance resources while providing service to the aging population. Service needs to the aged must become a budget item with fixed staff responsibility. Careful evaluation of all of the citizenry demands will be needed to avoid a

disparity in service between the aged and other factions of the population. Police represent society's foremost source of aid to the aged. The obligations of such a responsibility can be met with the development of effective programs which take into account the needs and attitudes of the elderly.

2. **Serving The Aging Population:** The future role of police in cases involving the elderly can be addressed by looking at the techniques police use to meet their five mandates-law enforcement, order maintenance, crime prevention, delivery of services, and protection of civil rights and liberties. Law enforcement must demonstrate a willingness to address the service needs of the aged.
3. **Special Training by POST:** Successful dissemination of police services to the community greatly depends on the human element. A training program developed by POST aimed at providing information on the aging population and how to effectively serve them. The program would be specific to entry level personnel and include executive development courses.
4. **Reduce Architectural and Psychological Barriers:** Many obstacles exist for the aged who are victims or witnesses of crimes. Ideally, the police would coordinate efforts with other related agencies to insure their aged clients can feel comfortable within the judicial system.
5. **Open Communication:** In associating with the aged the police must use some different and creative approaches. Seniors are unique and want to be treated as such. As the aged become older they will most likely fall victim to inherent physical and mental infirmities associated with the aging process. Communication will increasingly become difficult. Seek to maintain open administrative lines of

communications to organized groups of seniors. Identify with each diverse group in the community, including the hearing impaired, the physically handicapped, and those having cultural or language barriers. The application of new technology in communication should be investigated.

6. **Coalition of Services:** Even model agencies that have been revered for their exemplary programs directed at the aging population have neglected to reach out of their own sphere and work with existing senior service organizations. Law enforcement should act as a catalyst to bring together relative services that will expedite services to the aging. Emphasis should be placed on facilitating services, not necessarily performing them. Police must provide appropriate leadership on behalf of the aging. They must lead and act as the agent or deputy in the absence of other service agencies. This policy will allow for immediate action to be taken until the responsible agency can respond to the aging client. Probably the most significant benefit to the aging will be to provide service that otherwise is not available after hours or on weekends. It has been a frequent complaint that services that are needed the most have become isolated from the public because of limited hours.
7. **Senior Citizen Auxiliary:** Much has been spoken and written concerning the use of volunteers in police service. Future success of law enforcement service to the community will depend largely on the degree that senior volunteer services are incorporated into the routine function of the agency. Administrators need to move ahead with this opportunity and embrace this valuable resource. The AARP provides excellent guidelines for the recruiting and utilization of senior citizens.

Senior citizens have much to contribute to society, if only their talents and abilities are recognized. Recruitment of senior citizens for auxiliary and reserve police units can provide benefits to the community and police department.

8. **Recruit Multi-lingual Personnel:** Language and cultural obstacles are reduced when a common language is spoken. Cultural diversity will continue to increase and communication between police and the public will be a priority. Active recruitment of police officers to meet this need is encouraged. Interpreters can only fill part of the communication network, they can not replace bilingual officers.
9. **Safeguard Legal Rights:** The elderly can especially profit from the community service functions that police officers carry out because of their many vulnerabilities. Police officers should be key figures in reducing the stress of elderly persons in both criminal and non-criminal situations. Law enforcement officers are first responders to protect citizens rights. They have the opportunity to provide first aid to protect the legal rights of senior citizens. Officers should be prepared to assume this role.
10. **Educate the Seniors:** Training for seniors is as essential as it is for the police officer. Appropriate training for each compliments the other. Training of the aged to survive within their environment is a police responsibility. Beginning with crime prevention seminars a wide variety of topics can be taught. There is a reservoir of information that can be tailored to this program. The use of qualified volunteers as trainers would allow the program to function at a nominal cost. Seniors love to learn. Proper training of the aged can have far reaching benefits to the police and aid in reducing the level of frustration and fear experienced by seniors under adverse conditions.

**SECTION IV**

**STRATEGIC MANAGEMENT PLAN**

## SITUATION

The model selected as a reference for this strategic plan is a municipal police department located in northern California. For this exercise the model department will be known as "Las Positas." The Las Positas Police Department is a full-service law enforcement agency serving a bedroom community of approximately 65,000 residents. Household income averages \$35,000 per year. Minorities are represented in less than 5 percent of the population; the remaining 95 percent is white. Senior citizens (age 65 and older) comprise about 15 percent of the population. Las Positas is known worldwide as the location of a national research center. The research center has significant educational, political, and economic influence upon the city of Las Positas.

The present chief of police has announced that he will retire mid-year, having served the city for 12 commendable years. Last fall a new city council was elected including a female mayor. The new council and police department working relationship appears amiable. However, there have been no serious issues of conflict to test the strength of this relationship. Outside observers feel the department has adopted a watch-and-wait position after being turned down on a minor city ordinance change shortly after the new council was seated. Changes in police department practice and policy have been minimal since the announcement that there would be a change in the top executive. The new chief will be appointed by July 1.

The objective of this strategic plan will be to produce a structured approach focusing on certain aspects of the hypothetical future scenario. It will bring an unknown future environment to bear on today's decisions, thus causing some elements to happen,

while restraining others. The plan will define strategies important to managing the law enforcement service needs of the aging population. Beyond the planning model there should also be application in part or in total to any community in providing law enforcement service to the aging population in the future.

#### WOTS-UP Analysis:

WOTS-UP is an acronym for weakness, opportunities, threats, and strengths underlying planning. WOTS-UP offers a framework for the situational audit and analysis. The analysis helps determine whether the organization can deal with its environment. This begins the strategic planning process. Opportunities and threats are external to the organization and may include the trends and events previously noted in this paper. Strengths and weaknesses are internal to the organization. In general an effective strategy is one that takes advantage of the organization's opportunities by using its strengths to fend off its threats by avoiding, correcting, or compensating for its weaknesses.

#### Opportunities:

1. Aging of the population will equate to a reduction in criminal type service.
2. Recognition by private and government agencies of increasing service needs of aging population will enhance planning.
3. Political power groups, viz. AARP, lobbying to increase police service and funding to the aging will be an asset.
4. Increase in the cooperation between local government and private senior service agencies will define roles.
5. POST sensitivity training can better prepare law enforcement personnel to meeting

the service needs of the aging population.

Threats:

1. Runaway inflation can reduce the effectiveness of resources. Such reductions would severely impede law enforcement ability to provide services.
2. Current economic trends forebode a future generational wars.
3. Scarcity of community monies will place already lean law enforcement budgets in jeopardy.
4. Aging drivers will be a continuing hazard to community safety and take up an inordinate amount of police time.
5. Newly elected city council will need to be educated regarding police mission.
6. Increase in non-criminal service calls to aging beyond ability of law enforcement to respond.
7. Rapid change in society's service expectations will place added burden on law enforcement.

Strengths:

1. Appointment of new chief of police will provide opportunity for innovation and policy change.
2. Experienced and seasoned management group that is cohesive and espouses the team concept will provide asset in transition.
3. Opportunity for additional funding to hire more officers to meet the service needs of the aged.
4. Chance to improve the image of police in the community.

5. Strong community support with recent tax override will provide funding for organization.
6. High level of academic achievement with average of 145 units of college credit for each staff member and 77.5 college units per sworn officer.
7. Broad representation and leadership by police department in local service clubs.

Weaknesses:

1. Appointment of new chief of police could impede change and previous progress.
2. Absence of sound strategic plan limits the organization's ability to prepare for future changes.
3. Lack of training to sensitize department personnel to aging persons needs. Unless police recognize a problem they will not be trained to deal with it.
4. Failure to fully utilize resources of senior volunteers through the development of recruiting, hiring, and assignment policies.

Organizational Capability Analysis:

Organizational capability analysis evaluates the model organizations ability to change. Seven members of the police department were surveyed. Their individual experience with the department, their primary role in past and present department programs, and their working knowledge of the organization was used as a basis for their selection. The responses reflect the organization's capability for successfully dealing with policies directed at responding to the law enforcement service needs of the aging community. Evaluation of those capabilities was measured at several levels within the department.

1. Top managers are viewed as being capable, stable, and cohesive. They are quick to support each other and unselfishly share their talent and experience. To be responsive to the aging community they will need to become familiar with the aged and their particular service needs of the future.

FIGURE 26 ORGANIZATION CAPABILITY					
CATEGORY	CAPABILITY				
	1	2	3	4	5
<b>TOP MANAGERS</b> • Mentality/Personality • Skills/Talents • Knowledge/Education	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX
<b>ORGANIZATIONAL CLIMATE</b> • Culture/Norms • Rewards/Incentives • Power Structure	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX
<b>ORGANIZATIONAL COMPETENCE</b> • Structure • Resources • Middle Management • Line Personnel	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX
5 = Superior, beyond present needs 4 = Above Average, suitable for present needs no problems 3 = Average, meets present needs room for improvement 2 = Below Average, not as good as it should be 1 = Poor, cause for concern needs improvement					

2. The organization has supported and initiated change in the past. The members are experienced in managing change and have demonstrated the ability to change priorities and focus energy on new and innovative concepts. Because of the high

commitment to service to the community, there will be a obvious tendency to adapt to the needs of the aging.

3. Organization competence should support change in policies. Top managers must increase the line level capability for change by providing specific training opportunities in sensitivity towards older persons. Middle management needs the opportunity to be actively involved in the policy-making process in order to support top management.

Strategic Assumption Surfacing Technique:

SAST analysis provides the third part of the situation audit started with WOTS-UP analysis. The primary intent of SAST is to emphasize the concept that the organization does not operate in a vacuum, that its policies have implications outside the organization, and that outsiders can influence policy choices and implications. The analysis provides for identifying certain persons/organizations that will have significant impact on the organization

Stakeholders: These are individuals or organizations that have an association with the issue of providing law enforcement service needs to the aging population. They may be impacted by what the organization does with the issue, are able to influence the organization relative to the issue, or care about what you do concerning the issue. Stakeholders are either internal or external to the organization. They can be an asset or liability towards the organization's achievement of a goal.

Snaildarters: Unanticipated stakeholders that could radically influence policies and actions intended to impact the central issue.

### Stakeholder Assumptions:

The Stakeholder Assumption Surfacing Technique was used utilizing input from the seven member WOTS-UP Analysis group. The following is a list of the most significant stakeholders, including snaildarters SD, and issue related assumptions.

1. Chief of Police (new) (SD):

- Wants to be responsive to community needs
- Wants to maintain good worker management relationships
- Will be cautious in accepting new policies or programs
- Will be politically active

2. Police Management:

- May be reluctant to accept new leadership
- Will adapt wait/see mode towards new chief
- Supports mission of department
- Want to maintain quality police services

3. City Council (SD):

- Will be critical of police spending
- Will be responsive to community opinion
- Council/police relationship tenuous
- May want to use new chief for political gain

4. City Manager:

- Needs to be kept current on police activity

- Concerned about community
- Sensitive to council reactions
- Interested in city service work levels

5. Police Supervisors:

- Wants to be involved in decision making process
- Cautious in supporting change
- Close working/personal relationship with line officers
- Must be sold on new programs

6. Police Officers (POA):

- What's in it for me?
- Change is threatening and brings risk
- Organized, will polarize on issues
- Have pride in police department

7. Non-Sworn Employees:

- Will want representation during planning process
- Desire consideration on work and assignment decisions

8. Community Residents:

- Want quality police service
- Supportive of police department
- Active participants in crime prevention programs
- Will be sensitive to increase in police budget

9. Research Center:

- Will offer technical support to police department
- May want to coordinate some services
- Will be an opportunity to enhance their image

10. Chamber of Commerce:

- Will support programs that enhance image of community
- Recognize opportunity for marketing exposure to aged
- Act as liaison to private sector to promote service

11. Senior Citizens:

- Will want to be part of planning and implementation process
- Will demand results from commitment made by police
- Supportive and politically influential in community

12. Media:

- Will keep public informed on programs for aged
- Act as single communication source for some persons
- Continue role as public watch dog

13. Minority Population:

- Would be supportive of a cultural training
- Suspicious of police motives
- Would advocate hiring bilingual police personnel

14. POST:

- Is concerned about training needs of police vs. aging
- Understands obligation to provide training for law enforcement to meet the demands of service to the aging

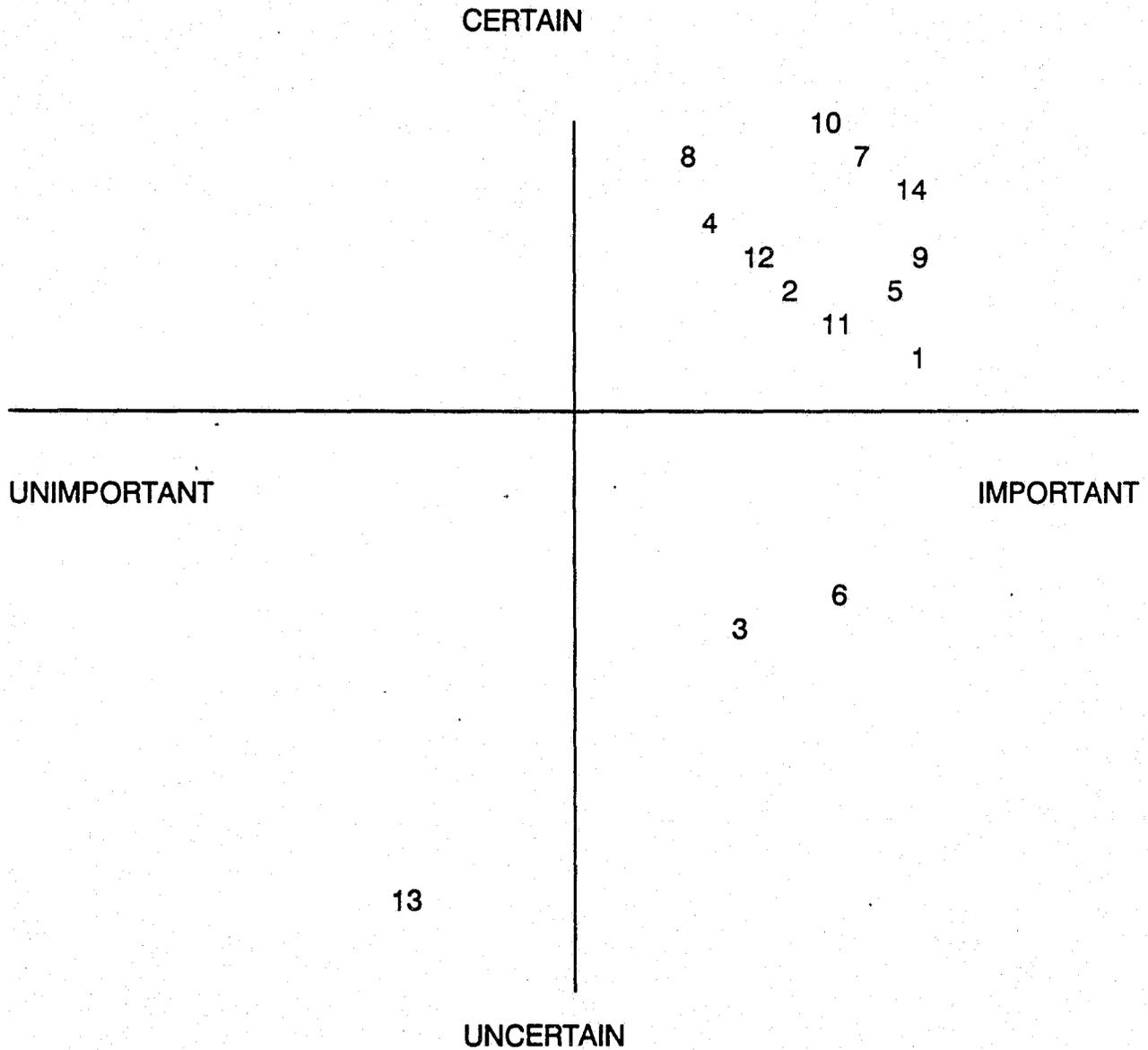
Strategic Assumption Surfacing Technique Map:

The following criteria was applied to the stakeholders on the SAST map:

- How important is the stakeholder to the issue?
- What is the level of certainty that the assigned assumptions are actually correct?

The SAST map illustrates the importance of certain stakeholders to future policy considerations. They will also assist in the development of future negotiating strategy. Stakeholders that are in a position to most severely impact the issue should be targeted with specific policies to produce broader strategies. Those stakeholders who are depicted on the map as showing the least certainty would require direct attention if they suddenly opposed the new changes.

FIGURE 27: SAST MAPPING



- 1. Chief of Police-New (SD)
- 2. Police Management
- 3. City Council (SD)
- 4. City Manager
- 5. Police Supervisors

- 6. Police Officers (POA)
- 7. Non-sworn Employees
- 8. Community Residents
- 9. Research Center

- 10. Chamber of Commerce
- 11. Senior Citizens
- 12. Media
- 13. Minority Population
- 14. P.O.S.T.

## Mission Statement

The macro-mission is basic to the model organization concerned and provides a general statement of intention.

To guarantee protection of life and property against violence, disorder or loss while upholding constitutional rights of all persons; to provide equal and fair treatment and to safeguard the public's right to peace and tranquility.

The micro-mission relates to the futures issue being addressed in the model organization.

To prepare the organization and its employees to meet the service needs of the aging population.

## EXECUTION

A group of six persons, both civilian and police, were chosen based on their familiarity with the issue of police service to the aged. Policies will be used in the execution of the stated mission. After they were provided with information on the issue, trends, and the futures scenario, the group identified policy alternatives. Some policies have previously been generated at the end of the futures forecasting section.

### Policy Alternatives:

1. Establish organizational priorities to include service to the aging.
2. The organization should make their own assessment to determine how they might best fulfill their role in serving the aging.
3. Recruit retired seniors to volunteer service to the police department.
4. Increase communication with citizens by hiring bilingual personnel.
5. Develop programs to increase communication with aging community.

6. Coordinate a coalition of services with outside agencies to assist the aging persons service needs.
7. Develop personal safety training programs to assist seniors.
8. POST should be encouraged to offer training in aging sensitivity and cultural awareness to all police personnel.
9. Department top management to provide more participatory management at all levels.
10. More police representation in community groups involving seniors.
11. Communicate organizational mission statement to all employees and community.
12. Develop information release policy in conjunction with media.
13. Develop outside system to audit quality of police service.
14. Communicate department image to minority population.

Modified Policy Delphi:

The policy delphi is a process designed to examine policy issues. The six member policy planning group was asked to rate the listed policy alternatives. By voting, the group rated each policy alternative based on its feasibility, and desirability. The choice of scoring range was 0-3. A maximum of 18 points could be tallied in each category with six persons participating. The scores were then summed up so that each alternative produced a grand total.

FIGURE 28 POLICY DELPHI				
POLICY ALTERNATIVES	RANK	FEAS- ABILITY	DESIR- ABILITY	TOTAL
ORGANIZATIONAL PRIORITIES	1	18	18	36
SERVICE ROLE	10	11	15	26
SENIOR VOLUNTEERS	3	15	18	33
BILINGUAL PERSONNEL	11	10	15	25
SENIOR PROGRAMS	13	8	11	19
COALITION OF SERVICE	2	16	18	34
TRAINING FOR SENIORS	4	15	17	32
POST CULTURAL TRAINING	5	14	17	31
PARTICIPATORY MANAGEMENT	8	12	16	28
COMMUNITY REPRESENTATION	9	11	16	27
ORGANIZATIONAL MISSION	6	15	15	30
MEDIA POLICY	12	12	8	20
AUDIT POLICE SERVICES	7	13	16	29
COMMUNICATE POLICE IMAGE	14	12	6	18

From the original list of policy alternatives the group found that some could be combined due to close similarities between policies. In others the group decided to fine tune some and make them more. Following is an examination of the resulting policies and their correlation to the issue of police services to the aging population.

Policy Pros/Cons:

Policy One: The Las Positas Police Department should establish organizational priorities to include providing for the law enforcement service needs of the aging population.

Ranking of service needs to the aged will ensure budgeting and fixed staff responsibility.

A careful evaluation of all citizenry demands will be needed to avoid disparity in service between the aging and other factions of the community. In order to accurately determine the specific law enforcement service needs, the organization should make its own assessment. The department should also be responsible and put aside traditional police roles and make the assessment. This objective can include contacting community groups and agencies that are primarily associated with senior citizens. Defining of the role of the department is critical in determining what service priorities should be established.

Pros:

- Long overlooked in terms of specific police service.
- Will help in setting department goals and objectives.
- Will increase senior support for police department.
- Assist in planning for the future aging population.
- Will have benefit to many other service areas in city.

Cons:

- Younger population may feel threatened if service priority is set for aged.
- Police officers may interpret this as requiring more work.

- Outside service groups may feel intimidated.
- May increase department operating cost.
- Will take resources from existing community services.

**Policy Two:** The Las Positas Police Department should be involved in the forming of a coalition of services to assist the aging population. The department should act as a catalyst to bring together services working in concert. This will save money by reducing the duplication of service and provide faster identification the problem before it escalates. The posture should be taken by the department to act in coordination with other agencies and not act as the sole provider of service. The department has an opportunity to improve its public image and increase community support as it will be the most visible agency responding to the citizen.

Pros:

- Public will receive quicker and more efficient service.
- Staff will be better trained and have broader resources.
- Personal satisfaction will increase as employees are better prepared to serve the public.
- Opportunity to enhance police image.
- Department will have wider representation in community.
- Justification to use more technology to serve public.

Cons:

- More training of personnel will be required.

- Calls for service will increase as department assumes first responder role for other agencies.
- Enforcement role will be neglected over service demands.

Policy Three: The Las Positas Police Department should actively develop a volunteer program to engage senior citizens in meaningful service to the community through the department. To be effective and provide accountability, a position to coordinate this program should be included. To receive the optimum benefit, all divisions and units should develop responsible positions and tasks for the volunteers. Boring and meaningless jobs should be avoided. Persons should be assigned jobs commensurate with their ability and training. The program should be designed to benefit the volunteer and the organization.

Pros:

- Volunteers will allow expansion of services to community.
- Will provide positive experience to seniors.
- Will increase department resources at minimal cost.
- Increase communication with aging community.
- Provide support from adult children of seniors.
- Will get jobs done that otherwise would not be assigned.

Cons:

- May displace paid positions.
- Increases department liability with volunteer workers.
- Compromises security of organization.

Policy Four: The Las Positas Police Department should develop a wide variety of crime prevention and disaster preparedness training programs for senior citizens. Historical crime prevention programs should be used as a stepping stone to address the specific needs of the aged relevant to training preparedness. The thrust should be to develop a comfort zone through appropriate training wherein the aged can be prepared to deal with their own changing environment. The aged no longer will accept being told to dead-bolt their homes and stay off city streets at night. Training programs should not hesitate to be inclusive, from first aid and earthquake preparedness to bunco schemes.

Pros:

- Will aide in reducing fear and frustration among seniors.
- Continues to build police/senior relationship.
- Opportunity to use seniors to train seniors.
- Increases level of community preparedness.
- Expands role and image of organization in community.
- Opportunity to be involve other agencies in training.

Cons:

- Other groups in community will want similar programs.
- Police will be competing with existing training programs.
- Organization effort spent better in other areas.

Policy Five: The Las Positas Police Department should support POST in developing training programs for law enforcement personnel specific to the aging culture.It should encourage POST to provide this training to all levels, including executive management

courses. The instruction in sensitivity and cultural training will have unlimited benefit when confronted with problems associated with the aging.

Pros:

- POST has resources and experience to develop and administer appropriate training.
- Training need not limited to local level.
- Will provide uniformity and consistency in training.

Cons:

- Will lengthen already extended training of personnel.
- Not every agency has same training needs.
- Lack of qualified trainers in law enforcement.
- Other more important training needs.

Policy Six: The Las Positas Police Department should develop a organizational mission statement that recognizes the service needs of the aging population. A mission statement that includes the aging will be the cornerstone by which all other department service to this group is predicated. The statement should be inclusive and acknowledge that the department has responsibility for all components of the community. In essence the statement will appeal to the total community as all eventually will be benefactors of this mission statement.

Pros:

- Formalize organization's concern for aging population.
- Sets department tone for future aging service policies.

- Align police with many private and public agencies that have made statements concerning needs of aging.
- Organization takes responsibility for providing service.
- Its the right thing to do!

Cons:

- Not necessary to declare obligation for this age group.
- Statement will isolate other groups in community.
- Department becoming too socially focused.

Recommended Strategy:

The Las Positas Police Department should adopt a comprehensive approach in providing law enforcement services to the aging population. This method, starting with an appropriate mission statement would direct the efforts of the organization to a vital segment of the community. Focus on service to the aged would be cohesive with all community factions as it would clearly articulate the organization's concern for the present and future aging generation.

## STRATEGY IMPLEMENTATION

### Action Steps:

1. Define your aging community:
  - Demographic profile
  - Geographic living area
  - Number of licensed drivers
  - Working/retired
  - Income level
2. Define the law enforcement service needs of the aged.
3. Determine what services are now provided, ie. criminal and non-criminal.
4. Identify department's capability to provide service to aging.
5. Decide level of resources the organization will commit.
6. Consult experts such as AARP for data concerning the elderly and model programs design.
7. Formalize mission statement to direct future policies concerning law enforcement service needs to the aged.
8. Include service to the aged in department priorities.
9. Decide if your agency will be part of the coalition of services to the aged.
10. Design process to involve seniors in solving their own problems.
11. Engage POST to provide aging-oriented training for police personnel.
12. Encourage police input in to groups involved with the aged.
13. Design a volunteer program to meet the needs of the organization and the senior.
14. Be responsive and responsible to the needs of the aged.

Time Line:

The action plan should be viewed as a guide to accomplish the recognition and delivery of police services to the aging in your community. With the exception of item number one, the specific implementation of each action step will be an individual choice. Community environment and organization perception will be a primary consideration to the viability of the recommendations to your agency.

Resources Required:

1. Commitment from top police management.
2. Financial and policy support from city manager and council.
3. Support from organization personnel.
4. Outside service agency support (coalition of services).

**SECTION V**

**TRANSITION MANAGEMENT PLAN**

An essential link in the organizational change process is transition management. The key to a successful strategic plan is an appropriate transition management plan. Transition management takes into consideration a number of important approaches. Key stakeholders will be identified along with their sphere of influence. Their commitment to the strategic plan will be examined. Further consideration will be given to motivating them. A management structure will also be presented to carry them from the present to the desired level of the strategic plan.

## COMMITMENT PLAN

### Critical Mass:

Definition: The minimum number of persons or groups (stakeholders) who actively support the change and ensure that the change will take place, if they oppose the change, it will likely fail. This small number of actors is known as the critical mass. They must be positive towards change to make it happen.

Identification: It is necessary to identify those stakeholder's that, individually, have the greatest impact upon providing law enforcement service to the aging population. Defining their level of influence towards the proposed change is important. Knowing a stakeholders relationship and influence upon another is critical in developing strategy. Identifying which actor can deliver in terms of commitment to a plan is essential to the planner. This information is a necessary component to the evolution of a given strategy taking shape and becoming a reality.

A clearer expression of the critical mass is illustrated in the sphere of influence

chart (Figure 29). The chart shows the grouping of persons or groups relevant to influence. By influence any person or group theoretically can be "controlled." These designated actors constitute the critical mass for the issue.

FIGURE 29 SPHERES OF INFLUENCE		
CHIEF OF POLICE		POLICE SUPERVISORS NON-SWORN PERSONNEL
POLICE MANAGEMENT		POA
	CITY MANAGER CITY COUNCIL	
POST	COMMUNITY RESIDENTS SENIOR CITIZENS MINORITY POPULATION	MEDIA
		RESEARCH CENTER

Readiness/Capability: To be more definitive and focus on those actors that are most influential in furthering ones own change effort, the use of the readiness/capability chart is helpful. The chart facilitates the personal commitment based on each person's readiness and capability with respect to implementing the change process. Readiness is thought of as a level of preparedness with respect to motivation and knowledge necessary to move with the change. Figure 30 illustrates the assumptions about each critical actor's readiness and capability concerning the proposed strategy.

FIGURE 30: READINESS/CAPABILITY CHART						
ACTORS IN THE CRITICAL MASS	READINESS			CAPABILITY		
	HIGH	MED	LOW	HIGH	MED	LOW
CHIEF OF POLICE		X		X		
POLICE MANAGER		X		X		
CITY MANAGER		X				
POST	X				X	
POLICE SUPERVISOR		X		X	X	
POA			X	X		
MEDIA		X		X		
COMMUNITY RESIDENTS		X		X		
RESEARCH CENTER	X			X		

Commitment: Each actor in the critical mass is assessed. It is not necessary or expected that the commitment for each actor be the same. It is assumed that each member in the critical mass has some degree of commitment, or the change won't happen. The actor's present degree of commitment, and what level of commitment is needed to execute the plan, can be gained from this process. For those actors that need to be moved from their present level of support, intervention strategies can be developed. The following commitment planning chart (Figure 31) illustrates the present level and type of change desired.

Influencing The Critical Mass:

Chief of Police: This newly appointed executive stands alone because of his lack of familiarity and experience with the community and the organization. By position, the office must be moved from the " help change happen" to " make change happen." The

chief and his management team must show a united front and demonstrate solidarity to the community and department on the issue of providing law enforcement services to the aged. Based on the assumptions that the chief wants to be responsive to community needs and desires staff support for new programs, he will be easily moved to the proper level of commitment. Initially, the chief will have to rely heavily on his top managers to bring him up to speed on the issue. The chief must keep the city manager informed on the strategy for the police service to the aged so the he may educate the new Las Positas City Council.

Police Management: Under most circumstances this group would be combined under the chief of police. With the hiring of a new chief of police, they are in a commanding position in the organization until the new chief can adjust to the new responsibilities. Management demonstrates a moderate readiness for change and high capability for change. They are in the proper commitment position to help change happen. A united capable group, they are being looked upon for leadership by police personnel until the new chief gains support. Police management is in a key position to influence the new chief concerning the departments strategy for the law enforcement services to the aging.

City Manager: The city manager of Las Positas is important in influencing the new city council. It is up to the city manager to gain the support of the council in order to support and provide necessary financial backing for programs that impact police services to the aging. To do this he must be moved from the "let change happen" to "help change happen." With moderate readiness for change and high capability, the city manager will

have to be kept informed on police activity specific to the plan. Prior assumptions about the manager's concerns for the well being of the community can be used to actively involve him in the strategy process of the plan.

**FIGURE 31: COMMITMENT CHART O=PRESENT X=CHANGE**

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE			O---	--X
POLICE MANAGEMENT			O-----X	
CITY MANAGER		O---	--X	
POST			O--X	
POLICE SUPERVISORS		O--	--X	
POA	O--		--X	
MEDIA		O--	--X	
RESEARCH CENTER		O---	--X	
COMMUNITY RESIDENTS		O---	--X	

POST: One of the primary ingredients in the completeness of the implementation of the strategy is the training of Las Positas Police Department personnel. POST is in the proper position, with high readiness and moderate capability, to "help change happen." Their concern about training needs and law enforcement service relationship with the aged is recognized. POST is the control agent to mandate this training at all levels.

Police Supervisors: They are a group of young and enthusiastic supervisors that want to be involved in the decision making process. They will be cautious about supporting any change in which they are not involved. The close association with line

officers makes them influential with the POA. This group will have to be moved from the "let change happen" to "help change happen." They have demonstrated a moderate readiness and high capability. Development of this group will require getting them involved and keeping them informed on change before it is implemented.

POA: A volatile group that is feeling the stress of the change in department leadership and searching to find out what it will mean in the future. The addition of a plan to provide for the law enforcement service needs of the aged will be interpreted as more work. They will easily polarize on the issue of service issues and could block change. For this reason the POA must be moved from the "block change" to a supporting "help change happen" position. Their low readiness position and high capability can be addressed by involving them in the process as noted in the supervisor's strategy. The POA has pride in the Las Positas Police Department and will readily welcome the opportunity to be represented in the planning process.

Media: This group represents a diverse group through verbal, audio, and written communication to the public by means of newspapers, radio, television, newsletters, and press information officers. The media is a valuable resource that shows a moderate level of readiness and high level of capability to support change. Currently in the "let change happen," the media will be more effective if moved to the "help change happen." They will continue to act as a primary information source for some. Appropriate liaisons should be developed and acknowledgement of the media's role of information dissemination should be accepted.

Community Residents: A common bond is shared with community residents that

include the senior citizens and, minority population. Each desires quality police service and are generally supportive of the Las Positas Police Department. As with any group, they will be sensitive to any increase in the cost of government. They express a moderate level of readiness and a high capability for change. At present they are at the "let change happen" and should be moved to the "help change happen" commitment. Current crime prevention groups can be used as a stepping stone to illustrate gain community support.

Research Center: This is the largest employer in the county and is eager for the opportunity to enhance its public image. The research center is involved in some controversial research and development of atomic weapons. With over half of their labor force residing within the city of Las Positas, they have a formal and informal interest in city affairs. With a high readiness and high capability for change, they will be an asset in the change process. Because of the research center's strong influence in the community their position of "let change happen" should be raised to the "help change happen." Based on previous stakeholder assumptions, they will offer technical support to the police department and will want to coordinate some services to the seniors.

### MANAGEMENT STRUCTURE

The transition state is unique to the past change or the future condition. For this reason a separate management structure consistent with the tasks and organization of resources within this unique state will be needed. The most fitting management system for the Las Positas Police Department is one that creates the least tension with the existing system and the most opportunity to facilitate and develop the new system.

Defined: The position of Project Manager will be appointed by the chief executive through

a task force. The project manager derives power from the chief executive and reports directly to him. Through the utilization of a task force, representatives will be selected from inside as well as outside the organization for the purpose of influencing communication and gaining a broad base of input.

Supporting Technologies: Some techniques to transition management have already been introduced. In order to assist in the transition process it is recommended that temporary systems be introduced to accomplish the change. Effective change effort often requires new mechanisms in approaching problems. Current mechanisms may be ineffective to accomplish the desired goal.

1. Responsibility Charting (RASI): A technique called responsibility charting is portrayed to assess alternative behaviors of each actor in a series of actions bringing about change. It clarifies behavior that is required to implement important change tasks, actions, or decisions. It fixes responsibility and eliminates time wasted and duplication of effort. The relationship of actor and actions is correlated in this process. With a group of police officers, a list of activities was listed (vertical column), and the actors were indicated (horizontal column) who had a relationship to the issue. This exercise clearly established the required behavior of each actor with regard to any particular action or decision. The following classifications were used: responsibility (R), approval or right to veto (A), support or put resource toward (S), or a need to be informed or consulted (I).

FIGURE 32 RESPONSIBILITY CHART									
DECISION - TASK	C H I E F	M A N A G E R S	C I T Y M G R	P O S T	P O A	M E D I A	C I T I Z E N S	R E S E A R C H	P O L S U P E R
COALITION OF SERVICES	A	S	A	S	I	S	I	S	R
DEFINE SENIOR POLICE NEEDS	A	S	A	I	I	S	S	I	A
POLICE AGE TRAINING	A	R	S	R	S	S	S	I	R
CORRELATION OF STRATEGY	A	S	I	S	I	S	I	I	R
POLICY DEVELOPMENT	A	S	S	S	S	I	S	S	R
ENFORCEMENT ROLE OF CITY	A	R	R	S	I	I	S	S	R
FINANCIAL SUPPORT	R	I	A	S	I	I	S	S	S
R = Responsibility (not necessarily authority) A = Approval (right to veto) S = Support (put resources toward) I = Inform (to be consulted)									

2. Reward System: Provides credit where due during and after the transition state. The issuance of special awards and recognition of persons involved in the transition process will have a positive influence on individual and

collective effort. Recognition through technology will focus attention on the central issue as well.

3. Team Building Workshop: This will provide the chief executive with an opportunity and a forum with which to reinforce the organization's goals. It will also allow people to talk in a group atmosphere or one-to-one during recess periods.
4. Community Surveys: Appropriate to gain raw data and another mechanism to call attention to the main issue. Surveys have a wide variety of application internal and external as well. Careful management of this tool because it can be overused and should only be used as one source of data.
5. Involving People: A very good tool to allow people to buy into the project by participating in setting guidelines for their new roles. New roles, new expectations, new opportunities to do something different in the organization.
6. Delaying Other Changes That Can Wait: Focus from the central issue can be slighted when other non-essential projects or issues are entertained during the transition period. Chances for the primary project are increased by not addressing items that can be forestalled.
7. Staying Very Visible and Communicating: During times of high stress or change in an organization, employees look for leadership and modeling figures. It is imperative to reach out to all levels of the organization and provide up-to-date information on a consistent basis. Interest and participation will be stimulated by individuals not involved in the transition.

**SECTION VI**

**CONCLUSIONS/FUTURE IMPLICATIONS**

This study examines the future law enforcement service needs of the aging population by the year 2000. The author uses a defined structure to collect and evaluate data. The study provides a review of related literature and on-site interviews, and examines significant trends and events as they apply to the central issue. Futures scenarios were selected and each had a distinct feature. Organizational capability and readiness were evaluated with regard to the proposed change. A strategic plan was developed under the auspices of a model organization which included recommended policy and strategy implementation. Getting from the present to the future was accomplished by the construction of a transition management plan that utilized a project manager and task force concept during the implementation of the new system.

The impact of the automobile in making large-scale changes in our society was not yet appreciated in the 1890's, so it seems also with the recognition of the aging population in the 1990's. In recent years, interest in the aging population and their need for police services has increased. In part this is associated with the general "aging in America." Defining what will be the law enforcement service needs of the aged in the future is elusive.

The author has observed, while making on-site visits throughout the United States, that the many organizations (1) had difficulty in defining their aging population, (2) did not have a formal in service sensitivity training for supervisors and administrators relative to the aging person, (3) were not represented with local groups critical to identifying and serving the aging population, (4) had the level of commitment to the elderly was consistent with that of the chief executive, (5) did not have a plan that considered future

law enforcement service needs of the aging, (6) failed to involve seniors in solving their own problems, (7) did not utilize seniors as a department resource to the fullest, and (8) failed to practice the concept of the coalition of services with other agencies.

In the issue of services to the aging population of the future, law enforcement should consider their role and the role of the aged. In developing a working partnership with the aging, programs should be designed to identify service needs and address them. Special attention should be given to the identifying non-police service needs of the aged. Police will have to take a broad view of their service role to the aged. Law enforcement in the future will have to abandon traditional solutions and become innovative change agents in their community. The idea that law enforcement must provide all service to the aged is not correct. A coalition with other agencies is one method to reduce this load and prevent duplication of services.

Training is a necessary element of any change and certainly should be properly selected and implemented in the organization. Training designed for the chief executive and top management of the organization is encouraged. POST has the demonstrated ability to provide necessary resources and program design. In conjunction with POST, the AARP represents over 32 million seniors and is a recognized authority on the aging population. AARP has published numerous documents and conducted many studies on the aging in conjunction with the International Association of Chiefs of Police, National Sheriff's Association, Police Executive Research Forum, National Institute of Justice, and others.

Plans that specifically deal with the central and sub-issues have been addressed

in this study. The author encourages the policy maker to refer to page 70 of this document to review the action steps before developing strategy. The level of commitment by the chief executive will determine the priorities of the organization.

As the number of older persons in America continues to grow, policy makers will need to make informed decisions that respond to the particular service needs of the elderly.

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