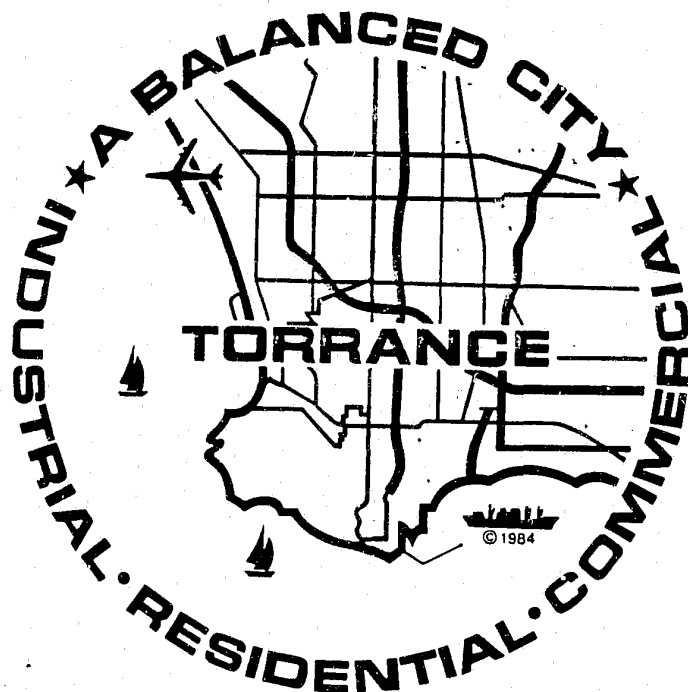


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**STAFFING EMPLOYEE CALLBACKS
BY THE YEAR 2000**

BY

DENNIS L. FRANSEN

U.S. Department of Justice
National Institute of Justice

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

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

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

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

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COMMAND COLLEGE CLASS XI

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

JANUARY 1991

NATIONAL INSTITUTE OF JUSTICE
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
(NIJ/NCJRS)

Abstract

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SACRAMENTO, CALIFORNIA
1991

Staffing Employee Callbacks by the Year 2000

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Abstract

The study consists of three parts: 1. A futures research study where the trends of Travel Times/Delay Factors and Housing Costs/Density Issues are identified as those most relevant to the issue question. The event of establishing a residency requirement is forecast as having the most impact on the trend levels. 2. A response options section where a strategic plan is developed after studies of the Torrance Police Department are conducted and policy alternatives are developed and analyzed as to Stakeholders positions. 3. A Transition Management Plan is developed to act as a guide to implementation of the Strategic Plan. The conclusion of the study was that staffing employee callbacks will not be a viable option by the year 2000 and that residency requirements will be strongly resisted. Bibliography survey materials, forecasting results and graphics in appendices.

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EXECUTIVE SUMMARY

Staffing in law enforcement is an evolving process, conditions continue to change; but the need for adequate police response to unscheduled events is constant. This study focused on staffing unscheduled events such as homicides, swat call outs, fatal traffic collisions, events which many agencies have relied on calling employees from their homes to staff. Sub issues were travel times and residency patterns. The study focused on police agencies in the greater Los Angeles and Orange County region with between 40 and 400 sworn personnel.

A nominal group process was used to identify and prioritize trends and events and to complete a cross-impact analysis. The two most important trends were identified as travel times/delay factors and housing costs/density issues. The combination of these two trends forecast employees living further from their work sites and unable to respond in a reasonable time to callbacks.

The nominal group determined that establishing a residency requirement was the event having the greatest impact on agencies ability to staff employee callbacks.

Using the trends and events and the results of a literature search, three scenarios were written. A "desirable and attainable" scenario was then used to develop a strategic plan and transition management plan.

The Torrance Police Department was used as the setting to evaluate and implement the plan. In an effort to provide an understanding of the overall direction of the organization and this

project, a macro mission statement was developed for the Police Department and a micro mission statement for focusing this study.

A series of instruments was used to evaluate Weaknesses, Strengths, Threats and Opportunities and to study the capability and readiness for change. A modified policy delphi was used to identify and evaluate policy alternatives. Five alternatives were found to be feasible and desirable and were used in the transition management plan.

Stakeholders were identified and analyzed as to their positions on policy alternatives; negotiation strategies were considered for each. The critical mass (consisting of key players) was identified and studied as to their rolls in the process.

Conclusions of the study process were that staffing unscheduled events by use of employee callbacks will not be a viable option by the year 2000 and that residency requirements will be strongly resisted.

Taking away an officer's freedom of choice as to where he or she lives was considered a very drastic step that should be considered only after other options are exhausted.

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CHAPTER I
PROBLEM IDENTIFICATION

1. BACKGROUND

A. INTRODUCTION

Law enforcement staffing levels have traditionally been required to remain flexible to handle the unschedulable incident. Even though several agencies are on 9, 10 or even 12 hour per day programs, most agencies still staff heaviest Mon - Fri from around 8:00 A.M. to 5:00 P.M. Routine schedules vary by day of the week and then special schedules are made for parades and demonstrations or other scheduled events. It's the unscheduled events that generally create the most problems. Homicides, fatal traffic collisions, hostage situations, all events known to eventually occur and require expertise or manpower beyond the routine staffing levels of small to mid-sized police agencies. Large agencies often have detectives and/or Tactical Teams on duty 24 hours a day to handle these events due to the number of occurrences justifying staffing but small to mid-sized agencies, 40 to 400 sworn officers for purposes of this study, most often rely on calling personnel from home to handle these occasional events. Agencies with under 40 sworn personnel very often use Mutual Aid agreements with, adjacent agencies or Sheriff departments to handle such needs.

The focus of this study is on police agencies in the greater Los Angeles and Orange County metropolitan areas. It is anticipated that the study will have implications for most major metropolitan areas.

The cost of housing is forcing employees to live farther from their job sites. At the same time, increasing congestion, on both surface streets and freeways, is making travel between job sites and homes more time consuming. These residency issues are presenting administrators and employees with substantial challenges. The challenge is expected to deepen by the year 2000.

Gary E. Johansen in his report "Economics and Recruiting - 1987," California Commission on P.O.S.T. (1987, p 4) pointed out some of the major causes for concern in relying on employee callbacks:

Over the past several years, the cost of living and the cost of housing near major metropolitan areas have risen drastically. Increases in home purchase costs of \$1,000 per month are not unusual. However, salaries have not kept pace with these major increases. This presents the problem that a young officer, or a lateral officer, may have to locate many miles outside the city. This may allow him to qualify to buy a home at lower costs, but means he will spend many hours each week in commuting.

Commuting is a problem which leads to many other problems. He is nearly unavailable to respond to emergency call outs due to extended response times.

The fact that response times are a function of both distance and speed is well reflected in the following statement from a report of the Assembly Office of Research, California 2000: Gridlock In the Making, Major Issues In Transportation (March 1988, p 5):

By 2010, the expected speed on Southern California's freeway system will be 11 miles per hour, down from the 31 MPH experienced today. Some parts of the Los Angeles system of freeways may

slow down to seven miles-per-hour by the year 2000. And, these trends are not limited to the urban areas. The same FHWA report, which chronicled the future congestion problems facing the nations central city freeways, points to even larger increases in congestion-related delays for suburban and rural areas. The delay on suburban freeways will increase by 8.7 percent annually, or 433 percent over 20 years (1985-2005), and by 11.3 percent each year on rural freeways or 750 percent over the twenty-year period.

Many of the efforts to reduce peak hour congestion have focused on shifting travel to alternate hours. Most people driving in the metropolitan areas of this study report that those efforts have been successful. Traffic is reported as heavy at almost all hours of the day and night and truck traffic in particular has increased during the evening hours.

Ruth Hamel in an article "Living In Traffic" American Demographics (March 1989, p 49) reflected a commonly held opinion in saying that, "the phrase 'rush hour' has become ludicrous: traffic slow-downs and tie-ups are now the norm for six to eight hours a day."

Demographics will play a major role in travel speeds in the study area. Current projections, reported by the Southern California Association of Governments (SCAG) in "Working Together...Local Governments Can Create a Better Future for the Region's Citizens," (1988, p 5) are that the population will rise from 13 million in 1987 to 18 million by the year 2010, as well as the following projections on automobiles:

The number of motor vehicles registered in this six-county region will increase from 7.5 million (in 1984) to 10.6 million by 2010. Daily trips will rise by 42%. That statistic means that for every 1,000 cars that were here in 1984, there will be 1,420 in 2010."

B. HISTORICAL PERSPECTIVE

Back in the good old days, the 1950's and 60's, many of the above stated facts would have been irrelevant. Residency requirements were common for many government employees throughout California and the nation.

As Charles A. Marx has stated in Residency Requirements for Law Enforcement Personnel in Police Chief (August 1983, pp 30-33.)

The migrating settlers of these United States brought with them the concepts of civilian and local police. The obvious thought is that the local law enforcement officer would naturally be a local resident. Simply stated, a Detroit police officer would be expected to be a resident of Detroit.

Virtually every state and city require local officers, both elective and appointive, to reside within the governmental unit which they serve. But the term "officers" here refers to those who serve a political function as representatives of the people who elected them; i.e., Mayor, alderman, commissioner, etc. Law enforcement officers are more aptly termed "employees."

A California Court of Appeals considered the case of a City librarian and found residency unconstitutional. However, that court noted that police officers and firemen, because of their duties, would be obligated to comply with the ordinance.

This position was later upheld by the United States Supreme Court in McCarthy vs. Philadelphia Civil Service Commission, 424 U.S. 645, 47L. Ed.2d 366,369 (1976).

Several California agencies who reportedly had residency requirements in the 60's dropped them in the mid 70's when the above cited California Court of Appeals case was published. (Ector vs. Torrance, 28 Cal

app. 3d 293, 104 Cal. Rptr. 594 (1972)). The City of Torrance for one chose not to enforce residency for any employees.

C. PRESENT CONDITIONS

A survey of all 47 police agencies in the Los Angeles and Orange County areas with between 40 and 400 sworn personnel was conducted for the study (Appendix A), 41 agencies responded.

Responses indicate that 36 agencies do not have residency requirements, of the five that do, one reports theirs as effecting only the Chief of Police and one reports theirs is not being enforced. Seven agencies report having department policies for assignment to K-9, Swat or Metro but no overall residency requirements for all sworn personnel.

The same survey indicates that 10 agencies "have experienced some problem in scheduling emergency response times, callbacks, or selection for assignments, caused by the distance employees live from the city." Four report having made changes in deployment due to increased response times.

The number of agencies experiencing problems and those having already made changes in scheduling practices, in today's environment, should be a warning. Given the increasing distance employees live from work and the travel time increases expected, police managers and other employers, must look for alternatives. Relying on employee callbacks, to meet their future needs for staffing unscheduled events will not be feasible without change.

2. STUDY PROCESS

A. PURPOSE OF THE STUDY:

1. To determine if police agencies in the study area can continue to rely on employee callbacks by the year 2000.
2. To forecast the impact of employees choices of housing location and the resulting response times on police agencies ability to provide timely and efficient responses to unscheduled incidents.

B. SCOPE OF THE STUDY

In order to limit the study to a manageable size given the limited time and resources, the following represents some of the possible options that were eliminated from the study.

Mutual aid resources were not considered, and the type of incidents were restricted to those less than an earthquake or other "all hands needed" types of emergencies. Either of these could offer enough options to support complete projects on their own merits.

The agencies surveyed were limited to the Los Angeles and Orange County metropolitan areas and to those with between 40 and 400 sworn officer.

The generalist versus specialist approach to staffing also did not receive attention in this study but could possibly present future staffing problems.

C. DEFINING THE FUTURE

This portion of the study follows a "futures forecasting process" that goes through a series of steps to reach suggested management strategies to answer the study question. Will relying on employee callbacks be a viable option for mid-sized police agencies in the Los Angeles and Orange County region by the year 2000? Two sub-issues that impact on the question are the effect of employees choices of residency location and the resulting response times to the agencies request for staffing during employees off duty hours.

In order to gather data and to prioritize the trends and events likely to impact on the issue, a group of ten knowledgeable individuals in the fields of police management, education, transportation, insurance law and public utilities was brought together in what is referred to as a nominal group process (Appendix B).

The steps used in the nominal group process are very precise to ensure a meaningful result. In summary, the members are asked to list first, trends and then events likely to have an impact on the issue. These are then prioritized and the top ten are identified for further study. Process details are in Appendices B-1 and B-2.

All trend levels were rated as 100 for today and an estimate of five years ago and forecasts for five and ten years from now were reported by the nominal group. A "will be" forecast, assuming no intervening events over the next ten years, and a "should be" forecast considering both positive and negative intervening events were made. After discussion of the implications of the first vote of "will be" forecasts, a second vote was taken. Only one vote was taken on "should be" forecasts.

The number of trends and events were further reduced to the top five by the researcher based on the nominal group ratings of those that would have the most impact both positive and negative on the issue.

The final step for the nominal group was a cross impact analysis of how each event would impact on each other event and on each trend level.

D. **NOMINAL GROUP FINDINGS**

1. **TRENDS** (Appendix C for the complete list considered)

Top Five

- a. Travel Times/Delay Factors
- b. Housing Costs/Density Issues
- c. Government Funding Levels
- d. Quality of Life Choices
- e. Demographics/Ethnic Make-up.

TRENDS DEFINED AND ANALYZED (Appendix C-1)

a. **Travel Times/Delay Factors**

- The impact of travel times/delay factors was forecasted to be twice as high in ten years as today. Delays due to truck accidents are expected to completely stop at least two freeway systems for up to six hours per day every day of the week.
- Discussions took mass transit systems and other transportation alternatives into consideration but due to lead time for implementation they were not expected to have an impact during the study period.

- The automobile was expected to remain the primary mode of transportation. The South Coast Air Quality Management Districts regulations on ride sharing, car and van pooling etc., were factored into the forecasts. However they were not expected to provide relief primarily due to the projected increase in population and additional vehicles.
- The group met shortly after the June 1990 election when several transportation issues passed so the impact of those issues were factored into their forecasts.
- The median "will be" forecast was moderately increased in five years and twice as high as now in ten years. The range was large, a low of no change to a high of three times today's level in ten years. It was agreed the problem will continue to escalate.
- Response time dictated by policy was forecast as causing a very slight decrease in the trend level while a budget cut would increase the trend level by almost a third.

b. Housing Costs/Density Issues

- The median forecast is twice today's level in ten years, the same as the forecast for Travel Times/Density issues. The slow growth initiatives occurring in the study area are expected to increase demands; thus prices will continue to escalate. Density in the metropolitan areas is expected to be a bigger issue in the future than it is today. The

"should be" forecast for ten years was almost double today's level. This shows there is little difference in the desired and expected. It should be noted that the nominal group are primarily homeowners who want their property values to rise.

- A single family home in Torrance with 2586 square feet sold for \$44,700 in 1963, the same home in 1990 sold for over \$500,000. A 1465 square foot condominium in Torrance sold for \$264,000 in 1990.
- The event of response time dictated by policy increased the trend level by almost half while standby pay increased it slightly less and residency requirement increased the trend level by less than a fourth. All of these events are similar in that they would force employees to live closer to the major metropolitan areas where the housing costs are increasing the most.

c. Government Funding Levels

- Shrinking budgets was clearly understood as the topic of discussion. Son of Proposition 13 was suggested as an alternative title.
- The public's attitude towards taxes in general as well as increasing demands for service are in conflict. The response of governments has been user fees and single purpose taxes. An example of this was the transportation taxes that were approved by voters in the June 1990 elections. An event used in the forecasting process.

- The forecast indicates that budgets will remain tight. The increase by one half in five years and over twice the current level in ten years points to the need to learn to make the most of our current resources. We should not expect major new funding.
- Standby pay was forecast as reducing the trend by over a third. The nominal group was polarized as to whether or not the event would occur and ended up forecasting it was equally as likely not to occur as to occur.
- The impact on the issue of call back was forecast as positive at both five and ten years with a minimal negative impact in ten years.

d. Quality of Life Choices

- This trend is forecasted to take on greater levels of importance in the future. The forecasted "should be" or desired level and the forecasted "will be" or expected level in ten years were both the highest medians forecast for all trends rated.
- This should raise a big red flag for anyone who has not already noticed that work is becoming less and less a desired goal and more a means to an end.
- This trend is made up of a number of individually suggested trends combined by consensus of the nominal group. It includes school systems, crime rates and the general feeling of safety. Although a separate trend

called leisure/recreation time and habits remained as a separate choice, that was not selected, many of these characteristics were considered a part of the quality of life trend.

- This also points to another problem for staffing employee callbacks and that is that employees are less inclined to want to respond. Thus the telephone answer machine and other means of contact avoidance are becoming prevalent.
- Housing subsidies was forecast as having the greatest increase in the trend level at just over half, however, residency requirements increased the trend level by almost one fourth.
- The major movements forecast by housing subsidies indicates that money can have a profound impact on the importance of quality of life choices. That is, if housing subsidies were approved, the relative importance of moving to the suburbs, where quality of life is reportedly better, declines. The probability is greater that housing subsidies will not pass than it is for them to be passed in ten years.

e. Demographics/Ethnic Make-up.

- Growth in numbers as well as diversity will continue. Population projections for the area

are for 1/3 more people with a large percentage of Spanish, Asian and middle Eastern immigrants. The concerns about ethnic make-up were primarily based on costs of assimilation, education of both immigrants and residents. A reportedly major negative impact on the schools due to budget restrictions played an important role in the results. Given the trend of Government Funding, the concerns were related to competition for limited resources. However, cultural diversity was recognized as a benefit in the long run.

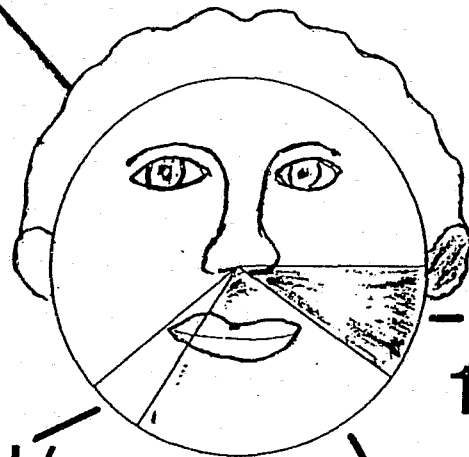
- The forecasted median is half again as high as today in five years and almost doubles in ten years. This indicates an increasing trend but shows a lessening of intensity in ten years. This goes against the findings of some researchers who say that as population in an area nears capacity, the impact of more immigrants is greater.
- Three events were forecast as being factors on this trend and all significantly increase the trend level, residency requirements, response time and housing subsidies would all keep employees in the study area. It appears the nominal group may have reversed the scores, reporting the impact the trend will have on the events instead of visa versa; however, it is unclear how the events can have caused significant increases in the trend level.

DEMOGRAPHICS / ETHNIC MAKE-UP

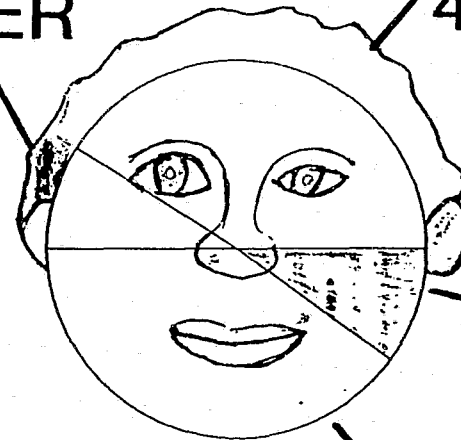
1980

2010

WHITE
61%



ASIAN/
OTHER
9%



WHITE
41%

BLACK
10%

BLACK
10%

ASIAN/
OTHER
5%

HISPANIC
24%

HISPANIC
40%

13 Million

18 Million

SOURCE SCAG

2. EVENTS (Appendix D for complete list)

Top Five

- a. Response Time Dictated by Policy
- b. Standby Pay for all Police Officers is Authorized
- c. Housing Subsidies Are Approved
- d. Residency Requirement Imposed
- e. Major Budget Cut for the Police Department

EVENTS DEFINED AND ANALYZED

a. Response Time Dictated by Policy

(Chart, Appendix D-1)

- This was considered to be based on a decision by the city council specifically for police officers.
- Response time policy implemented was differentiated from residency requirement imposed by definition, response time allowed for air travel, helicopters or personal power packs, or yet to be developed technologies, while residency was setting geographic boundaries. On a scale of one to ten the positive impact was forecast at five in five years and ten in ten years but a negative impact of four in five years and eight in ten years was also reported. A single event can have both positive and negative impacts. An example is when new medicines are put into the market place. Its all too often learned that the original problem is cured but the side effects of the medicine are worse than the problem that was cured.

In this case, the nominal group felt the problem of staffing callbacks would be solved but that moral issues due to the loss of choice for jobs and/or selection of housing could be almost as big a problem as the staffing issue.

b. Standby Pay for all Police Officers is Authorized (Chart, Appendix D-1)

- While this is a current practice on a limited basis, the premise expressed was that contractual agreements would be approved for all personnel. Standby pay was defined very broadly by the nominal group to include being paid portal-to-portal or increased wages for being an officer 24 hours a day.
- The range was extreme, showing wide disagreement in the nominal group, with the lowest and highest potentials in five years and ten years. The median shows the event is almost as likely not to occur as it is to occur.
- The impacts are reported as strongly on the positive scale, with a minimal negative impact at both five and ten years. Meaning the cure poses fewer problems than the current issue.

c. Housing Subsidies Are Approved

(Chart, Appendix D-2)

- This was expressed as either a loan interest rate subsidy or a city owned housing program to allow young officers to save sufficient funds to be able to afford local housing.

- The probability of this event occurring did not exceed 0 for three years, and then the median forecast in ten years showed it was more likely not to occur. The group does not have high expectations for this event to occur. The median impact was forecast as mostly positive with a low negative impact, a good low risk alternative if the probability could be improved.

d. Residency Requirement Imposed

(Chart, Appendix D-2)

- This was considered a local governmental action. The probability ratings were affected by uncertainty in the nominal group as to the legality of that type of action in spite of the fact it was reported as legal.
- The probability of the event occurring was reported as not exceeding 0 for one year, however, the range was from 0 to 20 years.
- The scores reflect a polarity in position by the nominal group due to the legal question. The probability ranges from cannot happen to sure to happen. Even the positive and negative impacts show the same polarization.
- While the overall results of this nominal group forecast are invalid due to the lack of agreement on the legal question, the scores of seven members taking the proper legal position (that the action is, indeed,

legal) are reported separately below. While they are not as representative they can be used as an indicator.

- Seven scores are reflected in the following results: Residency requirements have a high potential for resolving the issue of staffing employee callbacks. The positive and negative impacts remain polarized with a wide range and the median at mid range. A similar result as seen in the response time event, the nominal group forecast almost as many problems created by the solution as solved by it.

e. Major Budget Cut for the Police Department

(Chart, Appendix D-3)

- The trend on Government Funding was considered a generalized series of events forcing agencies to prioritize their limited resources. Police agencies were felt to fair rather well in conjunction with other departments. This event was expressed as being a major cut into police budgets specifically. The impact of major law suits was mentioned as one possible precipitative cause.

- The probability of this event occurring first exceeded 0 the day the nominal group met. The range was from cannot happen to will happen for both five and ten year forecasts. On the other hand, it was agreed that there was nothing positive about its impact and the negative impact was the highest forecasted.

3. CONCLUSIONS FROM NOMINAL GROUP FINDINGS

CROSS - IMPACT ANALYSIS

TABLE 2 - Cross-Impact Evaluation

M A T R I X
(Panel Medians)

Maximum Impact (% change ±)											"IMPACT TOTALS	
**	E1	E2	E3	E4	E5	TI	T2	T3	T4	T5		
E1	X	5	10	-5	45	-5	42.5	-10	5	45	E1	<u>2</u>
E2	5	X	-7.5	5	5	4	35	-35	-5	25	E2	<u>3</u>
E3	5	2.5	X	-2.5	-7.5	5	2.5	2.5	55	40	E3	<u>2</u>
E4	-2.5	-10	-5	X	35	0	22.5	-5	22.5	47.5	E4	<u>3</u>
E5	15	-5	-2.5	15	X	30	-20	0	-10	-5	E5	<u>2</u>
"IMPACTED TOTALS" (20% OR MORE)												
	E1	E2	E3	E4	E5	TI	T2	T3	T4	T5		
	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>2</u>		<u>3</u>	<u>1</u>	<u>2</u>	<u>4</u>		

** = Legend

E1 Response time

E2 Standby pay

E3 Housing subsidy

E4 Residency requirement

E5 Budget cut

T1 Travel time/Delay factors

T2 Housing costs/Density issues

T3 Government funding levels

T4 Quality of life choices

T5 Demographic/Ethnic makeup

The final step in the nominal group process is a cross-impact analysis. The group is asked to forecast the percentage change, plus or minus in the trend level previously forecasted. The question is, "what if each Event actually occurred? What would be the maximum impact upon each trend level and each other event?"

From this it is possible to determine what events the nominal group forecasts will be able to affect the directions of trends. Trends can either be increased or decreased in intensity or will remain unaffected. Thus, managers can select the events they wish to either support or fight against to influence trends affecting their roles. In this case, establishing a residency requirement policy was found to be the most likely event to occur, it also influenced the trend levels the most.

3. SCENARIO'S

Analyses of the data compiled from the nominal group process and a literature search of the issue was combined and used in the writing of three scenarios to be used for the purpose of policy consideration.

A. SCENARIO #1 - HYPOTHETICAL WORST CASE

Date: August 15, 2000
Time: 1800
Location: Congested City, Los Angeles County, CA

"503 to station, this looks like a possible hostage situation, roll a backup and a supervisor," said Officer Bill.

"10-4, 503, be aware your backup is rolling from the opposite side of town; ETA is 15 minutes," said Dispatcher 3.

Dispatcher 3 picks up the telephone to advise the Watch Commander of the situation. "Lieutenant, 503 says he may have a hostage situation at Security Fidelity Bank on Zephyr Street, and he wants a supervisor!"

Lieutenant Queeg shudders when he hears the officers request. He knows his only Sergeant scheduled for the day called in sick. "Okay, send Officer Sharp, he's on move-up today because Sgt. Travel called off sick." Queeg had heard about the traffic tie up on the 405 freeway so he almost expected Sgt. Travel to book off. Travel lives 65 miles from the city and he has a history of being late or calling in sick if the 405 Freeway is too congested.

Time: 1825

Officer Joe called the radio, "509 to station, 10-97 at Security Fidelity." "10-4, 509," responded Dispatcher 3. "503 to station, hostages are being held and I can't talk the suspect out, request a call out for a hostage negotiator and the SWAT Team," Officer Bill said excitedly.

This time Queeg is in the radio room and he authorizes the call outs. Now he has a sinking feeling in his stomach. The last time he called out the hostage negotiation team, it took over three hours to get them to the scene, and that time it was at 0400 when traffic was the lightest it ever gets, not at 1830 when the freeways are moving at about 11 MPH.

At least the council approved the Department request for a response time policy for SWAT back in 1992. It's too bad the Department hasn't enforced it though, about half the team take over an hour in non-peak traffic times to respond even though the policy is 30 minutes.

Time: 1945

Officer Bill sounding worried asked, "503 to station, any response yet on SWAT?" Dispatcher 3 responded, "affirmative 503, the last team member just arrived at his briefing. ETA is 2005, nothing yet on the hostage negotiators yet though."

Time: 2000

"Officer Sharp to station." Dispatcher 3 responded, "Station, go ahead Sharp." Sharp continued, "request the Watch Commander call graveyard units early to assist. The press is on scene and they found an open telephone line into the bank. They put the suspect on the air live and the crowds are starting to be a problem." Queeg approved the request but he knew it wouldn't be very helpful. Only 15% of the Department employees live in the city now and most of those are the old timers that work detectives or day watch. He checked the graveyard roster and out of 18 officers scheduled, only two lived in the city and most of the others live so far from town they were probably already on the road and couldn't get here early if they wanted to.

Queeg had been trying to get the city to approve a residency requirement for all personnel since 1991 but had been unsuccessful. The prospects had looked good until the city lost that civil law suit in 1997 and cut the city budget by 42%, at least the police department had been lucky and only had to cut 25%.

Time: 2130

"Officer Sharp to station." Dispatcher 3 responded, "Station, go ahead Sharp." Sharp replied, "Cancel the hostage negotiation team. The suspect just shot all three hostages and then walked out and surrendered. Request detectives and the coroners respond."

B. SCENARIO #2 - NORMATIVE - DESIRED AND ATTAINABLE

Date : August 16, 2000

Time: 0800

Location: Carefree City, Orange County, CA

Lieutenant Old-Timer looks out over the class of new police recruits eagerly awaiting his now famous lecture at the academy. He is retiring at the end of the day and this is his last time to have such a large captive audience.

"How many of you arrived today by private vehicle and by yourself?" Asked Old-Timer. No one responded. "In my class of 19.... everyone arrived by private vehicle; only six people arrived with more than one person per vehicle."

"How many of you took public transportation to arrive today?" Two thirds of the class raised their hands. "The closest public transportation stop to the academy for my class was four miles away and the bus only ran every two hours starting at 0800, not early enough to get to class on time."

"In 1990, a survey of all police agencies in Los Angeles and Orange Counties with between 40 and 400 sworn personnel showed that 87 percent of the agencies did

not have residency requirements. A survey of those same agencies last month showed 75 percent have residency requirements now."

"The big story on this mornings news was about a hostage case in Congested City. Unfortunately, they are one of the 25 percent that do not have a residency requirement. The bottom line is that three hostages were killed after several hours of stand off. The press is really making hay over the fact the hostage negotiation team had not arrived." Old-Timer stated.

With that, a young cadet almost burst her shirt seams in raising her hand. Old-Timer thought she looked about the same age as his granddaughter, he knew it was time to retire now. Cadet Eager asked, "Is it fair for the press to blame the hostages death on the lack of hostage negotiators? The same thing could have occurred if they had arrived right away." Old-Timer was glad to hear the cadet was questioning the situation. "You are absolutely correct and that is the same defense the City of Carefree used in a similar case in 1990. The jury found the city liable for 20 % of the damages and since the suspect didn't have any money the City had to pay the entire six million dollar award. The deep pockets theory of law. The jury ruled that the cities defense that they did not have a residency requirement was not reasonable because case law had allowed for such a rule since 1972."

Old-Timer asked the class, "How many of you are required to live within a given distance or response time of your agency?" All but three cadets raised their hands. "How many of you receive a subsidy to purchase a home or to rent in the area where you are

required to live?" Half the class raised their hands. "When I hired on there were no subsidies and residency requirements were common" Old Timer said.

Old-Timer continued, "Private industry was the first to pay moving expenses and housing subsidies in order to attract qualified personnel into what is one of the most expensive areas in the nation to live. State Universities in this area, beginning with U.C.L.A., first paid subsidies to professors in 1989 so they could live in the Westwood area. It wasn't until 1997 that cities first adopted housing subsidies for police Officers."

Cadet Smith raised his hand. Old-Timer acknowledged him and thought he remembered him as one of the three cadets that had said they did not have a residency requirement. "My city has taken the position that housing subsidies are a gift of public funds." Said Smith. Old-Timer had heard this before and was prepared. "That question was resolved in a 1994 Appellate Court decision that ruled agencies had to show a reasonable public need to pay subsidies, the case had involved a city librarian and no such finding was made but the court had said that timely response by public safety personnel may meet such a need. Your cities response is very similar to the position of several agencies in 1972 when residency requirements were found legal for police officers but agencies had to take steps to show reasonableness and many chose not to."

"Lets take a break", said Old-Timer. He turned off his interactive video system monitor and walked back into his kitchen to finish his breakfast. He never had gotten used to those early morning classes.

C. SCENARIO #3 EXPLORATIVE - MOST LIKELY

Date: August 15, 2000

Source: Los Angeles Times

City of Medium - liable for \$12
million in slow response case

In what legal experts say is a most significant case, a jury has ruled that police departments can be held liable for damages as a result of their slow response to emergencies. Police agencies had commonly responded on duty personnel to contain problems, sometimes for several hours, while resolution of the problems awaited specially trained officers to respond from their homes.

The jury panel was questioned after their ruling and they clearly indicated they felt the police department had failed to meet their duty to protect the public. The plaintiff had pointed out a 1972 appellate court case, Ector vs. Torrance, 28 Cal app.3d 293,104 Cal.rpt 594, that made it legal to establish residency or response time policies for public safety personnel. Eighty-seven percent of the agencies in the Los Angeles-Orange County area have failed to adopt a residency requirement. Plaintiffs attorney, Rich Slim, said " The City had full knowledge of the longer times it was taking their personnel to respond but they failed to change their practice of relying on Officers to respond from their homes."

Attorney Slim had presented a long list of facts that he claimed the City had failed to respond to in the last ten years, most of which had been reported in the LOS ANGELES TIMES.

1. Urban real estate costs continue to out-pace the suburbs, thus forcing more movement to the suburbs. Thus increasing travel distance.
2. Population increase from 13 to 18 million in the Southern California Association of Governments region.
3. Vehicle registration increased from 7.5 million in 1984 to 9.2 million.
4. Surveys conducted for a Command College study in 1990 showed that fewer police employees were living in the cities they worked in.
5. Average speed on most freeways decreased to 11 MPH with some being as low as 7 MPH.
6. The City of Los Angeles has not been successful in requiring trucks to use alternate hours.
7. Average delays due to truck accidents, which average two per day in the region, are six hours.
8. Peak traffic is defined as 6:30 A.M. to 7:00 P.M.
9. Major employers report average use of sick time or personal leaves has increased by 80% in the last ten years.
10. Efforts to pass housing subsidies for urban safety personnel have been unsuccessful.
11. Local streets have deteriorated causing further delays in travel.

12. Air Quality Management District (AQMD) is unable to enforce Article 15 rules.
13. Los Angeles County has failed to meet AQMD rules.
14. The Los Angeles Orange County freeway system is the busiest in the nation.
15. In spite of the improvements in the mass transit systems with Metro rail and light rail lines in operations the automobile is still the favored mode of transportation by the vast majority of the population.

The City's defense that it lacked funds to implement a response or residency requirement did not appear to have any effect on the jury's deliberations. Attorney Slim had argued that the cost of traffic congestion has been estimated at \$752 million dollars a year; approximately a 33% increase in the last 10 years. Much more than the cost of implementing a residency requirement.

It appears now that the City will have to not only find the funds to implement a response and/or residency requirement but also pay the \$12 million judgment.

CHAPTER II
RESPONSE OPTIONS

1. STRATEGIC PLAN

The second objective of the study process was to develop a strategic plan that will act as a road map for urban mid-sized police agencies to implement a residency requirement policy by the year 2000. The strategic plan is based on scenario #2 in the previous section, a desired and attainable future. Implementation of a residency requirement policy was identified as the event most likely to impact the issue. The results of the study show this is not a viable option, thus the goal was shifted to implement the intent of the micro mission statement.

The strategic plan provides a situation assessment, an evaluation of law enforcement strengths and weaknesses, identification of stakeholders, surfacing of policy considerations and structure for the implementation process. For purposes of this study the Torrance Police Department was selected to provide the setting within and upon which analysis was performed and policies developed for implementation.

A. CAPABILITY ANALYSIS (Appendix F and F-1)

Ten representatives from all ranks in the organization completed two rating forms reporting their impressions of the organizations capabilities to respond to the subject area. Possible ratings were from superior to real cause for concern with a total of five ranks. Twenty-seven categories were rated and the percentage of votes in each rank was calculated.

In summary, the department was rated average or above on resources (top seven categories on survey) by over 3/4 of the respondents. Skills and training were rated average or above by an even higher number.

Council and City Manager support were reported very poor as were sick leave and morale. Similarly, poor ratings were given to top managers in the type of activities they support and their acceptance of change. This survey was completed during the heat of a very prolonged salary negotiations and differ significantly from the results of the same survey reported in 1988 by Nolan N. Dane in Police and Fire Consolidations: What is Concept Viability in Urban California by 1999?, (June 1989, pp 55-56). Dane reported strong Council and City Manager support and only minor problems for sick leave and morale.

B. W O T S - U P ANALYSIS

The situational analysis was accomplished by using a WOTS-UP methodology, that is assessing Weaknesses, Opportunities, Threats, and Strengths and the Underlying Planning.

1. Weaknesses - The Department has identified a number of problems and solutions over the past five years but has been unable to focus on implementing the solutions. A number of civil lawsuits have demanded attention and have had a major negative affect on morale at all levels of the organization. The organization does not reward innovation, the status quo is in.

The City Council appears to be shifting budget priorities away from public safety issues to those concerned with peace among various community

advocacy groups. Labor relations are at a low point due to stalled salary negotiations; union and city negotiators had reached an agreement but the City Council refused to ratify it.

Relationship with the local press appears to be at an all time low with a more negative slant than normal being given to police operations.

Calls for service levels continue to increase.

2. Opportunities - The department has traditionally enjoyed very good community support. Continuing good police work has resulted in many good high profile arrests being made which increased public perception of safety, and support for the police.

Previously cited court cases support public safety efforts to establish response time requirements for emergencies. Employees who have moved further away from work are beginning to express regrets.

The department is moving forward on technological improvements. A new UHF communications system is under design, a new computer system with department-wide integration has been approved and is in the implementation phase. A new city-wide telephone system is also being installed.

The community continues to grow and provide an expanding tax base, this along with the availability of asset forfeiture funds allows for equipment purchases.

The City of Gardena has set an example by recently being given legislative approval to start a City owned and operated finance company with the stated

goal of providing low cost loans to moderate to low income families. The program goal is to encourage home purchases in the city. This type of entrepreneurship has the potential to aid in Torrance's future efforts to establish residency requirements.

3. **Threats** - The internal relationships as reflected in the capability analysis poses the greatest threat to change (Appendix F). Under these conditions what is a normal aversion to change becomes even stronger. There is no spirit of cooperation within the organization or between the Police Department and City Hall. Hopefully this condition will resolve itself shortly and bridges can be built to overcome these organizational problems.

The court's tendency to increase individual rights over organizational needs is potentially a problem. Current case law allows for public safety personnel to be required to have reasonable response times. This is always subject to review and we could lose the tool.

Costs of implementing a residency requirement could be high, employees primary reason for opposing such a requirement is felt to be financial. Housing subsidies were a topic of "Economics and Recruiting-1987" by Captain Gary E. Johansen, and they were reported to be a very costly answer, but not beyond reason.

4. **Strengths** - Torrance is recognized as a quality city with a highly skilled and motivated Police Department, in spite of current difficulties. Extensive management experience accompanied with formal education is prevalent at all levels of the

organization. Some major changes at the top management levels are anticipated in the relatively near future increasing the potential for innovative change.

Resources are rated as superior to above average by over one third of the respondents in the capability survey. The Department is in the implementation phase of new communications and computer systems. Historically, the Torrance Police Department has been well supported by the community and the City Council.

C. STAKEHOLDER IDENTIFICATION AND ANALYSIS

Individuals and/or groups that can have an impact upon the issue, or are affected by it, are called stakeholders. A "snaildarter" is an unanticipated stakeholder who can radically impact your strategy. Using a brainstorming technique a group of eight representatives from both the public and private sector generated a list of stakeholders. The list was reduced to the nine most important, including one snaildarter.

In order to anticipate stakeholder assumptions a strategic assumption surfacing technique (SAST) chart was completed (Appendix G) This process considers the importance of the stakeholders assumptions to the success of the organizational change process and the degree of certainty that the first analysis of their assumptions is correct. The principle underlying the SAST is to reinforce the need to look outside the organization to measure the implications of organizational policies on the community.

1. Sworn Personnel - Officer Rank

- Opposed due to possible financial costs
- Oppose limits on freedom of choice
- Agree to need for rapid response
- Want support services when involved in field incident
- Demand adequate compensation

2. Department Management/Supervision -

- Support need for services
- Look for least intrusive options
- Sympathetic with compensation demands
- Mixed support on philosophical level - freedoms

3. Police Officers Association -

- Philosophically opposed, loss of freedom of choice
- Demand high compensation
- Recognize need for response time based residency policy
- Could end up supporting if it can be used to gain benefits for members

4. Taxpayers -

- Support concept of officers living in community
- Support need for available services
- Oppose tax increase to provide additional compensation

5. Elected Officials/City Management

- Support need for available resources
- Generally support police department and needs
- Operating with tight fiscal restraints
- Shifting priorities from safety issues towards special interest groups cultural enhancements

6. Service receivers/Crime victims -

- Strong support for rapid response needs
- Support concept of paying for service received
- Difficult to identify as a group
- As taxpayers reluctant to raise taxes if not specifically designated.

7. Other related agencies -

- Will support need for rapid response
- Many have same needs
- If in same tax base, could oppose - priority ordering for funds
- Follow with interest, little support

8. Employees' families -

- Oppose loss of freedom of choice
- Demand grandfather clause
- Demand adequate compensation
- Many want to live close but are prohibited by costs

9. Air Quality Management District (A.Q.M.D) -

- Snaildarter, could play supporting role
- Currently planning for satellite communities with job-resident match.

- Has law-making authority
- Support reduced travel needs

2. MISSION STATEMENT

Fashioning strategy without defining the corporate mission is like planning a trip with no destination in mind. A sense of mission has a unifying effect. Without it, no strategy is likely to endure the buffets of change. (Pascarella, Perry. Is Your Mission Clear? Industry Week, November 14, 1983, pp 75-77.)

The Torrance Police Department mission statement is found in the Department Budget document and has not been a widely known statement and is not used in this project.

The following mission statements were developed by the researcher after a review of the "National Project to Develop Police Program Performance Measures."

A. "MACRO" MISSION STATEMENT- POLICE DEPARTMENT

CRIME CONTROL: to provide a safe environment in which to live, to work, or to visit.

SERVICE: to preserve the public peace by firm, fair, and equitable delivery of services: its most important product. To recognize the duty, at all times, to act legally, ethically, and with honesty and integrity.

CRIME PREVENTION: to be proactive regarding causes and origins of crime.

CONFLICT RESOLUTION: to minimize disorder resulting from interpersonal and inter-group conflict and from personal stress, subsequent to police intervention.

B. "MICRO" MISSION STATEMENT- STAFFING CALLBACKS

AVAILABILITY: to insure qualified personnel are capable of responding.

TIMELINESS: to insure effective resources in a timely manner as needed to support field functions.

EFFICIENCY: to achieve a balance between service availability and cost effectiveness.

RESPONSIVENESS: to meet the public's expectations for level of police services.

HUMAN RELATIONS: to keep a balance between individual and organizational needs.

3. MODIFIED POLICY DELPHI

A. POLICY ALTERNATIVES

In order to analyze policy alternatives and to study the pros and cons of each, the group of representatives used for stakeholder identification and analysis was briefed on the project. Prior to attending a meeting, they were requested to prepare a policy statement to implement a residency requirement, they then presented these to the group and discussed alternatives at a subsequent meeting. (Appendix F)

The alternatives presented did not all address the issue of establishing a residency requirement but alternative means of staffing callbacks without such a requirement. The policy alternatives generated were rated for their feasibility and desirability and residency requirement was not rated as either feasible or desirable. (Appendix H)

1. Establish different response times by assignment.
This was rated as both the most feasible and the most desirable.

a. Pros

- Sellable to all parties
- Individuals would have the option to pick assignment knowing response times required
- Will insure needed employees are capable of responding when needed.

b. Cons

- Limit on management's available pool for assignments to critical positions
- Could limit quality of available personnel
- Addresses problem of capability to respond but not availability
- Difficult to define needs
- Difficult to administer

2. Alternates established as backup for core response teams.

Received median scores for both feasibility and desirability.

a. Pros

- Increase management options for selection
- Increase odds of someone being available
- Sellable

b. Cons

- Increased cost to City
- Addresses capability not availability
- Administrative problems of establishing qualifications and selection process

3. Department-wide rotating on-call pool.

Received high median scores for feasibility and desirability, the fourth highest rating

a. Pros

- Increased management options, number of personnel available to select for call out
- Built in for vacations and other periods of known inability to respond
- Team concept, possible to increase effectiveness
- Increase training for future needs

b. Cons

- Administrative nightmare
- Increased training costs
- Could decrease quality of available personnel
- Not addressing response time only availability

4. Establish a single response time for all department employees.

Was rated lowest on both feasibility and desirability along with alternative #5.

a. Pros

- Insures capability of all personnel to respond
- Easiest to administer
- Offers most management flexibility in selection for call outs
- All employees treated the same

b. Cons

- Not sellable - hardest to justify need for all personnel
- Costs to implement high
- Legality subject to court interpretations and challenge; however, it is legal today.

5. Appointment to special assignments contingent upon residency.

Was rated the lowest for both feasibility and desirability along with option #4.

a. Pros

- Capability to respond insured
- Individual has option to meet requirements

b. Cons

- Limits size of pool of available personnel
- Could negatively affect quality of available personnel
- Limits management options
- Lack of defined radius

6. Set 15 mile radius for all employees, includes grandfather clause.

Scored lowest for both feasibility and desirability along with #4.

a. Pros

- Insures future ability to respond
- Ease of administration
- Increases size of available pool of personnel
- Increase odds of someone being available
- Equal treatment of all employees

b. Cons

- Not Sellable
- Difficult to justify need for all personnel
- Costs high
- Legality questionable in changing society

7. Establish salary scale to pay for standby

Received a high median for feasibility and for desirability

a. Pros

- Sellable
- Limited program exists
- Insures availability
- Increases management options
- Ease of administration

b. Cons

- Cost
- Does not insure capability to respond

8. Beepers or other technological means provided to ensure ability to contact employees.

Received a second highest for feasibility and median for desirability.

a. Pros

- Assures contact
- Could be relatively inexpensive - beepers
- Employee could use for personal needs
- Speeds planning for emergencies when options are known

b. Cons

- Cost of standby pay (legal question)
- Ability to respond not insured

B. STAKEHOLDER POSITIONS

Stakeholder positions were estimated by the committee as shown in Figure 2, to aid in establishing negotiation and implementation strategies.

<u>Stakeholder</u>	<u>Policy</u>							
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>
Sworn Personnel	S	S	M	O	M	O	S	S
Dept Mgmt/Sprvr	M	S	M	M	M	M	M	S
P.O.A.	S	S	S	O	M	M	S	S
Taxpayers	S	I	I	S	I	S	O	S
Elected Off/City Mgmt	M	S	S	M	M	S	O	M
Serv. receivers/Crime vict.	I	I	S	S	I	S	I	S
Other related agencies	I	I	S	S	I	M	I	S
Employee families	S	M	S	M	O	O	S	S
AQMD	I	I	M	S	I	M	I	I

S = SUPPORT; M=MODIFY; O=OPPOSE; I=IGNORE

Policy Legend

1. Establish different response times by assignment.
2. Alternates established as backup for corp. response time.
3. Dept.-wide rotating on-call pool.
4. Establish single response time for all Dept. employees.
5. Appointment to special assignments contingent upon residency.
6. Set 15 mile radius for all employees, include grandfather clause.
7. Establish salary scale for standby pay.
8. Beepers technology to ensure contact.

Figure 2. Stakeholder Positions

Four of the eight policy alternatives were forecasted to not have any of the stakeholders in opposition, each of these were selected for further evaluation #1, 2, 3, 8. The fifth policy selected, number 7, was selected based on its having strong support by the POA and their members.

C. NEGOTIATIONS AND IMPLEMENTATION STRATEGIES

With a clearer understanding of the stakeholders, their assumptions regarding the issue of employee callbacks and their positions on the policy alternatives, it is possible to look at implementation strategies. The evaluations of the five selected policies on the basis of the characteristics of a good strategy: it is desirable, attainable, measurable, accountable and can be accomplished within a certain time frame.

Responsibility for completing the steps required for implementation and specific time requirements were established for each of the five policies.

Policy 1

Establish different response times by assignment.

Determining who is needed and how often they are needed can be estimated by a review of past call outs. This same review should include a determination of what previous response times have been for various types of call outs. A committee of supervisors from the affected details and the patrol bureau can then determine what policy should be set for acceptable response times.

First, a study of historical data

Responsibility: Research and Training

Time Required: 6 months

Second, committees representing members from each affected specialty, i.e., Detectives, Traffic, Patrol, SWAT, K-9, etc., be tasked with deciding specific response times for each assignment.

Responsibility: Deputy Chief

Time Required: (not to start until completion of first task) 6 months
(total 1 year)

Policy 2

Alternates established as backups for core response team.

This requires Policy 1 to be completed first. The selection of personnel to fill both the primary and secondary response teams is best made by division commanders and sergeants within each of the units that establishes response teams. This must be coordinated with the implementation of Policy 3.

Responsibility: Division Commanders

Time Required: 3 months

Policy 3

Department-wide rotating on-call pool.

This allows more people to participate in a callback system and requires qualifications be established. Current practice is for only personnel assigned to specific details be assigned to on-call status.

Each division establishing callback requirements will be required to establish minimum training and experience levels to qualify for the pool. This will also require better means to relay any findings or actions taken in emergencies to be transferred to the follow-up personnel for continuity.

It will be necessary to gather employee training records and experience levels in specific assignments to determine qualifications for established callback requirements

Responsibility: Research and Training

Time Required: one year

Policy 4

Establish salary scale to pay for standby.

This is a negotiation item and will require coordination with the police association and with the City Manager's office.

Establishing training and experience levels in the implementation of Policy 3 will give a measurable skill level for basing salary scales during negotiations.

Responsibility: Deputy Chief

Time Required: Six months after Policy 3 is completed

Policy 5

Beepers or other technological means provided to ensure ability to contact employees.

This is a budget item that can be placed in the next year's budget request. The technology is readily available and in use in the Department to a limited extent. Policies as to use and

expectations for response need to be established. A comment by Bill Clede (Sept 1989, p 128) address this issue, "Labor officials in Connecticut said the Department doesn't have to pay an officer just for wearing on off-duty beeper. However, you do have to pay if the officer's movements are restricted, or if you call him in."

Meet and confer sessions will be required with the Police Association for working conditions established by policies. The issue of compensation will need further study to establish legal parameters before any meetings.

Responsibility: Deputy Chief, Research and
Training

Time Required: Six months

CHAPTER III
TRANSITION MANAGEMENT PLAN

1. TRANSITION PLAN

The strategic plan, discussed in Chapter II, is one set of actions to prepare for the future. Now it is time to select a process to put the plan into action, this process is called a transition plan. In order to develop an effective transition management plan, it is necessary to focus on a single police agency, again, the Torrance Police Department was selected. The following steps were followed:

- Identify a critical mass (key players)
- Conduct a readiness and capability analysis
- Determine the levels of commitment necessary from the critical mass members.
- Determine commitment strategies
- Determine analyze and chart the responsibility of all key actors.

A. CRITICAL MASS

The critical mass is the smallest number of individuals/groups whose support is necessary for successful change and whose opposition likely leads to change failure.

The delphi panel identified the following as the critical mass for implementation of the strategic plan.

Sworn employees - officer level
Department management staff
Chief of Police
Police Officer's Association
Elected Officials/City Management

• Sworn employees - officer level

This is the group most affected, officers are the ones needing support in the field as well as the ones being called in to provide the support.

This need for support must be made clear to the officers so they can see the change is for their benefit and not simply another management demand. It is important to note that officers were first to point out the need for faster responses to field situations.

Officers must be reminded that management's roll is to find methods to support the officers' needs and this change is in response to their requests.

• Department Management Staff

These are the cheerleaders, the ones who sell the program to the officers and who monitor its success or failure. Without a commitment from this group to sell the program, it is doomed to failure.

Members of this group will be asked to lead task forces to study needs and effectiveness of policies established to implement the changes.

This group is also the second line after the chief to establish city management support as well as community support for change.

• Chief of Police

Without the encouragement and commitment of the Chief, it is highly unlikely that change will occur. The Chief sets the agenda and determines staffing priorities, thus, controlling available time necessary to implement change effectively. The Chief is the primary contact with city management and elected officials and as such can greatly influence their positions on needed change.

- Police Officer's Association

The Police Association has the ability to ensure or impede implementation of many policies and programs.

To the extent that change affects wages, hours and other terms and conditions of employment, the Meyers, Milias, Brown Act requires that police administrators "meet and confer" with the Police Officers Association. This does not say "meet and agree" but through practice police administrators have learned that unless the Association's concerns are addressed, it can be a major impediment to change.

- Elected Officials/City Management

The City Council has ultimate control of the city budget and thus can control the direction of policies within the Police Department. City Management has the task of trying to pick and choose between all city departments in prioritizing budget requests. In this case, change could, in fact, mean costs and thus both city management and elected officials are necessary for a successful transition.

B. READINESS AND CAPABILITY ANALYSIS

Once the critical mass members are identified there must be evaluations of those actions necessary to influence or change positions they hold. A readiness and capability analysis provides the basis for that evaluation. Figure 2 contains the researcher's estimates for the critical mass.

<u>Critical Mass Member</u>	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Sworn Employees/Ofcrs.	X			X		
Dept. Mgmt. Staff		X		X		
Chief of Police			X		X	
Police Ofcrs. Assoc.		X			X	
Elected Officials/city Mgmt.		X			X	

Figure 2. Readiness/Capability Analysis

C. COMMITMENT PLANNING

In order to determine where to focus their energies, planners must evaluate the commitment of each critical mass member to determine where changes of commitment are necessary for a successful change effort.

Figure 3, a commitment planning chart, shows the researcher's estimates of where the critical mass members currently are and where they need to be to successfully implement the strategic plan.

<u>Critical Mass Member</u>	Position on the Issue			
	Block It	Let It Happen	Help It Happen	Make it Happen
Sworn Employees/Ofcrs.	O ---> X			
Dept. Mgmt. Staff			O -----> X	
Chief of Police		O ---> X		
Police Ofcrs. Assoc.	O ---> X			
Elected Officials/ City Mgmt.			O ---> X	

O = Current Position X = Desired Position

Figure 3. Commitment Planning

In this case, sworn employees/officers are shown as high in readiness to change but prepared to block this particular change, not all changes.

It is clear that no member of the critical mass can be allowed to remain in the "block change" mode for a successful change effort. Those members will be the target of negotiation strategies or education processes designed to obtain the needed level of commitment from each.

D. COMMITMENT STRATEGIES

The following analysis of the strategic process to be used to implement change will focus on those areas the critical mass members will consider negotiable or non-negotiable.

• Sworn Employees - Officer level

An educational intervention, that is, one showing who will ultimately benefit from the changes, offers the best chance for success.

Officers will be willing to negotiate the size and make-up of response teams; moreover, their input as to response times necessary to accomplish the task at hand is vital.

Intrusion into officers' freedom of movement during off-duty hours will be difficult but not impossible to negotiate. They will demand appropriate compensation for any such intrusions, which is, of course, negotiable.

The use of technology in assuring ability to contact officers, i.e., beepers, has been accepted at some levels already, without compensation. Building on this is surely a cost item but may not involve a strongly held position.

Officers are, of all critical mass members, the best prepared to deal with change. They seem in the best position to see the benefits and, therefore, adapt.

- Department Management Staff

This topic was discussed at a previous staff retreat and identified as an area of concern for the Department. Role modeling by key members of the transition management team and education as to the findings of this study will be key elements to bring all or most members of the staff on board. Some staff members already participate in on-call programs and they can be used to convince others about the minimal intrusion on freedoms and the benefits derived from proper staffing of unscheduled events.

- Chief of Police

The Chief has 42 years with the organization and has seen and taken part in innumerable changes. His management style is primarily delegation for operations, and representative to the City Manager, City Council and the public.

The Chief responds to good staff work, and requires facts and figures to support his position. He deals best with the present and will require strong evidence that a change is valid for the future. Thus the need for this study.

The Chief will not be willing to give up his right to select officers for assignment. He will be willing to expand the number of officers qualified to be members of a response team but will not sacrifice expertise.

The Chief will negotiate levels of compensation and will demand clear definitions of qualifications.

- Police Officers Association

Resistance management may be an effective strategy, i.e., to point out that if the change occurs, with the association seen as an obstructionist, it could be seen as losing an opportunity to gain wages and benefits for its members.

Compensation is a non-negotiable item for it; however, the type and level of compensation are negotiable. By changing the reward system, the Association may be moved from "block change" to "let it happen."

- Elected Officials/City Management

The City Council can, of course, say no to the expenditure of any funds to support the change. They recognize their position as lay people elected to office and respond well to staff as experts in their specific fields. Use of the "expert" solution mechanism may be helpful in changing their level of commitment from "let it happen" to "help it happen."

The Council has recently committed to an expenditure of 90 million dollars for the second installment of a redevelopment project and over 12 million dollars for a cultural arts center. Police services should be sold as a necessary expenditure to protect the City's major expenditures of that sort.

The City Manager has historically shown he will not oppose compensation for the restriction of officers' freedoms, but he will look for alternatives. He will look to where savings can be found in other areas of the police budget to make up the costs. The overtime budget may be an area to consider since it may be possible to cut current standby programs in order to trim down our use of overtime. Minimum service levels will need to be re-evaluated to take into account the new availability of a larger pool of officers.

The City Council and City Manager will both oppose any new police officers to facilitate changes. They will be flexible on levels of compensation, looking to other organizations outside the City for comparable compensation levels.

Recent history with the City Council may prove a problem, since everyone agrees some bad blood developed out of the last salary negotiations with the City. It will be incumbent upon the Chief to sell the need for the program.

E. RESPONSIBILITY CHARTING

A successful transition plan must be based on a clear picture of the various "actors," and the roles each is to play in the change process. Figure 4 summarizes the elements of that picture.

Decision/Task	Proj.	City	City	Chief of	Police	Dept.Mgmt.
	Dir.	Mgr.	Council	Police	Assoc.	Staff

Needs Research	R	A	I	A	S	S
Educating Ofcrs.	A	I	-	S	S	R
Gain City Mgr.	S	I	-	R	-	S
Support						
Gain City Council	S	R	I	S	-	S
Support						
Develop Resp. Teams	S	I	I	A	A	R
Develop Training	R	I	-	A	I	A
Program Coordination	R	I	I	A	I	A
Evaluation	R	A	I	A	I	S

R = Responsibility

A = Approval

S = Support

I = Informed

- = Unrelated

Figure 4. Responsibility Chart

This then can be used by the project director as a communications tool to ensure that all actors understand their role in the transition process and to ensure that all necessary steps are assigned.

CHAPTER IV

CONCLUSIONS

1. CONCLUSIONS

The introduction indicated small police agencies often rely on mutual aid and large agencies often create tactical units on duty 24 hours a day to respond to unscheduled events that require manpower or expertise. That left the mid-sized agencies who often rely on calling employees back from home to staff such unscheduled events. The focus of this study was to determine if this reliance on employee callbacks will be a viable option for mid-sized Los Angeles and Orange County police agencies by the year 2000. Sub issues were identified as residency, i.e., the distance employees live from their job and traffic congestion that is causing longer commute times.

Two trends impacted the most on agencies ability to staff employee callbacks, travel times/delay factors and housing costs/density issues both were forecast as doubling in ten years. Establishing a residency requirement was forecast as having the most impact on the issue but in the final analysis was found to cause many negative problems and would be strongly resisted.

The issues of residency and response times proved to be too great a hurdle to overcome by the event forecasted as having the most impact and, therefore, the conclusion is that relying on employee callbacks by the year 2000 will not be a viable option. Employees will be living further from their job sites and will be both less willing and less able to respond to callbacks by the year 2000.

2. RECOMMENDATIONS

Further study into means of staffing unscheduled events with on duty personnel is needed.

The two clear choices are those already being used, that is, utilizing tactical teams from within each agencies resources or mutual aid.

Some new thinking as to mutual aid options may open up new opportunities. For example, agencies within close geographic regions may treat these as a regional problem and then each agency be designated to provide expertise for a different type of specialty; one cover homicides, another handle traffic fatalities, a third, cover swat operations, etc., etc.

Many agencies have participated in regional task forces for drug enforcement and career criminal operations and the knowledge gained from these successful programs can be applied to what is sure to be a regional problem by the year 2000.

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Critical Incident (Disasters)
Manpower Deployment
Overtime
Emergency Planning



CITY OF
TORRANCE

POLICE DEPARTMENT

DONALD E. NASH
POLICE CHIEF

July 23, 1990

Chief

Agency

Address

Lt. Frandsen, of my Department, is conducting research for the P.O.S.T. Command College. I would appreciate you or a member of your staff completing the enclosed survey and returning it in the enclosed envelope by 10 AUG 90.

The information collected will be used to study the problem of staffing employee call backs by the year 2000. Results of the study will be available from P.O.S.T. by mid 1991.

If you have any questions, Lt. Frandsen can be reached at (213) 618-5568, 8:00 a.m. - 4:00 p.m. weekdays.

Thank you for taking time to assist us in completing this study.

DONALD E. NASH,
CHIEF OF POLICE

S U R V E Y R E S U L T S

47 SURVEYS SENT OUT - 41 RESPONSES (NOT ALL QUESTIONS ANSWERED)

YOUR RESPONSE IS IMPORTANT TO THE SUCCESS OF THIS RESEARCH WHICH WILL BE AVAILABLE TO ALL INTERESTED PERSONS.

SURVEY

EMPLOYEE CALL BACKS are defined as: When off-duty employees are called to respond to duty due to the agency's need for expertise or manpower.

1. Please estimate the average number of employee call backs your agency has in a month, by type:
 - A. Number of call backs
 - B. Hours detail is staffed (ex - 0800-1600)
 - C. Number of days a week detail is staffed (ex - 5)

	<u>A</u>	<u>B</u>	<u>C</u>
Detectives	AVERAGE 19.3	DAYS - VARIED 0630-1800	5 PREVALENT
SWAT			
Crime Scene Invest.	HIGH 59	MOST 0800-1700	RANGED FROM 4 - 5
Traffic Follow-Up			
Motors			
Bomb Squad	LOW 3.3		
Minimum Deployment, due to sick			
Other (Identify)			

2. Have you noted a change in employee response time to call backs?

Yes 6

No 35

If yes: Increase 6

Decrease _____

3. Personnel residency status:

Number Sworn:

<u>Live in City</u>	<u>Within 15 Miles of City Limits</u>	<u>Over 15 Miles</u>
AVERAGE 16%	AVERAGE 39%	AVERAGE 45%

Number Non-Sworn:

<u>Live in City</u>	<u>Within 15 Miles of City Limits</u>	<u>Over 15 Miles</u>
AVERAGE 25%	AVERAGE 46%	AVERAGE 29%

4. In the last 10 years, have you noticed any changes in the distance your employees live from their job sites?

The trend is to live: Farther away 40 Closer 1
No change

5. Does your agency have an on-call or standby system other than for court?

Yes 24 No 17

If yes, please describe:

Detectives	- on-call
Pagers	- 8
Paid on-call	- 4

6. Does your agency have a residency requirement for assignment to any specialized details?

Yes 6 No 35

If yes, please describe:

K-9
SWAT
MOTORS

7. Does your agency have a residency requirement for any employees?

Yes 5 No 36

If yes, please describe:

1 - Chief only
3 Radius - 1 not enforced
1 - Response time

8. Does your agency provide a subsidy for housing?

Yes _____ No 41

If yes, please describe:

9. What do you believe is the primary reason more of your employees don't live within the city?

<u>SOME GAVE MULTIPLE ANSWERS:</u>	
Housing Costs.....	40
Schools.....	2
Crime Rates.....	1
Desire not to live in area patrolled...3	

10. Have you noted a change in the amount of sick and other leave times used?

Yes 12 No 29

A. If yes: Increase 10 Decrease 2

B. If increase, does there appear to be any correlation between the distance an employee lives from the City and the use of leave time?

Yes 2 No 39

11. Has your agency experienced any problem in scheduling, emergency response times, callouts, or selection for assignments, caused by the distance employees live from your City?

Yes 10 No 31

If yes, please describe:

SELECTION FOR ASSIGNMENTS

12. Has your agency changed deployments due to increased employee response times?

Yes 5 No 36

If yes, please describe:

Flex Time
 Various starting times allowed
 4-10 plans
 On-call programs modified to those
 with acceptable response times

Person completing _____ Rank _____

Telephone Number _____

SURVEY AGENCY LIST

Alhambra	Glendora
Anaheim	Hawthorne
Arcadia	Huntington Beach
Azusa	Huntington Park
Baldwin Park	Inglewood
Bell-Cudahy	Irvine
Beverly Hills	La Habra
Brea	Manhattan Beach
Buena Park	Monrovia
Burbank	Montebello
Compton	Monterey Park
Costs Mesa	Newport Beach
Covina	Orange
Culver City	Pasadena
Cypress	Placentia
Downey	Pomona
El Monte	San Gabriel
El Segundo	Santa Ana
Fountain Valley	Santa Monica
Fullerton	South Gate
Garden Grove	Tustin
Gardena	West Covina
Glendale	Westminster

NOMINAL GROUP MEMBERS

1. Chairman of Traffic Commission, Attorney At Law
2. Executive, Southern California Edison Company
3. Administrator, School District
4. Civil Service Administrator
5. Traffic Manager, Department of Transportation
6. Police Captain, Command College Graduate
7. Police Lieutenant, Command College Graduate
8. Police Lieutenant, Commander Research & Training Division
9. Police Officer's Association Representative
10. Administrative Analyst, Research & Training Division

NOMINAL GROUP PROCESS - METHODOLOGY DETAILThe steps are:

1. Individual generation of ideas in writing.
2. Round robin recording of ideas.
3. Discussion for clarification.
4. Preliminary vote on items.
5. Discussion on outcome of preliminary vote.
6. Final vote.

These steps are used for both trends and events. The questions asked for the voting are:

1. "What trends (Events) are likely to have an impact on the issue?"
2. "Of all the trends on the list, which 10 are the most important?"
3. "Of all the events on the list, which 10 are the most important, if they were to occur?"

Trends are further screened by asking, "For purposes of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the trends on the list?"

Events are limited to those that could be affected by prior planning; Act-of-God events are eliminated.

Trends are then evaluated to establish forecasted strengths and intensities. A ratio scale is used. A nominal forecast is obtained by asking, "What do you think each trend level was five years ago, and what do you think each trend level will be 5 and 10 years from now?"

A normative forecast is obtained by asking, "In your opinion, what do you think the level of each of the trends should be 5 and 10 years down line?" These are a value judgment or a goal for the future.

The panel low, median and high forecasts are then listed and discussed with the range of forecasts or disagreements being pointed out and reasons for the range are aired. After discussion a second vote on the nominal forecast was taken.

APPENDIX B-2

Events were then evaluated for probability of occurring by specified times and by estimated impact of the event on the issue, both positive and negative impacts on a scale of 1 to 10 were reported.

Trend and Event evaluation tables as well as graphs showing event probabilities by specific years and graphs depicting positive and negative impacts are located in the appendices C through E.

TRENDS

1. Housing expectations/relative cost
2. Traffic congestion
3. Telephone answer machines
4. Police civilianization
5. Demographic/ethnic make-up
6. Workweek/alternate schedules
7. Educational costs re. Ethnic changes
8. Leisure/recreational times/habits
9. Quality of life choices
10. Beeper pagers, availability
11. Generalist/specialist
12. Type of crimes/incidents (frequency of call backs)
13. A.Q.M.D. standards and laws
14. Unallocated free time
15. Environmental waste management
16. Females in work place
17. Child care
18. Dual career families
19. Crime rates/ quality of life
20. Activity rates
21. Commute times
22. Fuel availability
23. Liability risk management
24. Finding expertise in labor pool
25. 24 hour days by workers
26. Criminal Justice judicial delay/effect on employees
27. Transportation mode split/ choices
28. Unpreparidness of students entering the labor pool
29. Shrinking budgets (government funding levels)
30. Work at home/electronic cottage
31. Work ethic changes
32. Public expectations of service
33. Punitive damage awards-employee risk avoidance
34. Housing density
35. Family structural make-up
36. Housing costs and density
37. Travel time and delay factors
38. Conflicting demands on time

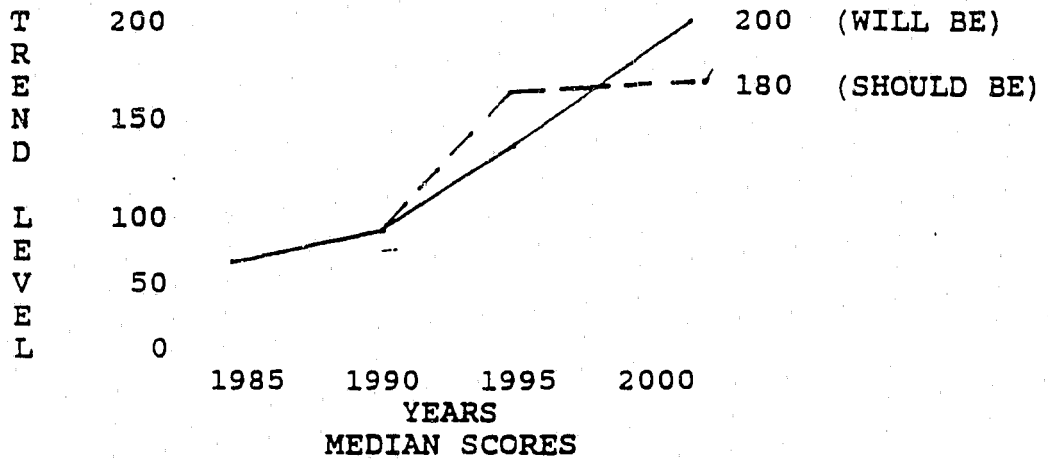
APPENDIX C-1

TREND LEVELS

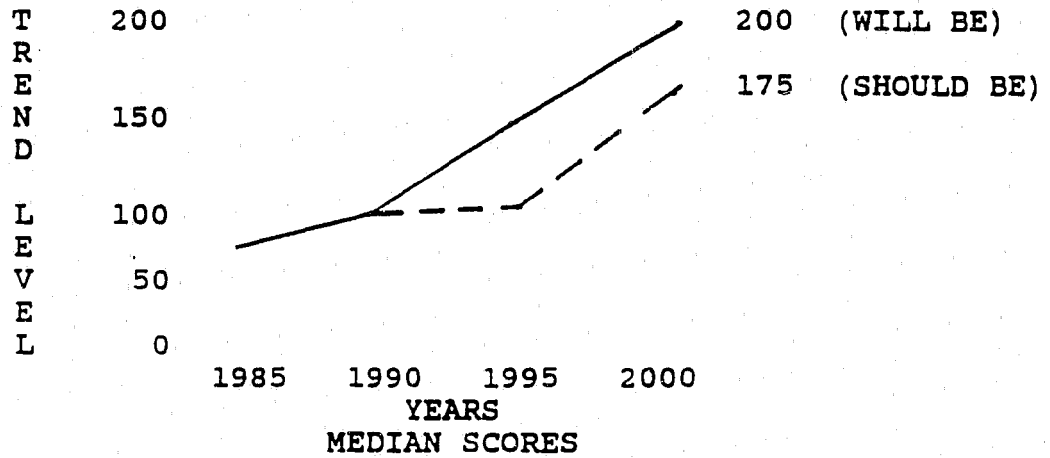
TREND	5 YRS AGO	TODAY	5 YRS FROM NOW WILL BE			SHOULD BE	10 YRS FROM NOW WILL BE			SHOULD BE
			LO	MED	HI	MED	LO	MED	HI	MED
1. TRAVEL TIME/ DELAY FAC.	75	100	110	130	150	137	100	200	300	180
2. HOUSING COSTS/ DENSITY ISSUES	75	100	105	153	200	100	100	200	300	175
3. TYPES OF CRIMES & INCIDENTS	70	100	110	130	150	130	110	173	225	180
4. GENERALIST/ SPECIALIST	75	100	105	153	200	137	115	158	200	330
5. WORK ETHIC	125	100	100	150	200	100	100	150	200	150
6. GOVERNMENT FUNDING LEV.	65	100	100	150	200	125	120	210	300	125
7. QUALITY OF LIFE CHOICES	100	100	100	150	200	240	100	250	400	550
8. DEMOGRAPHICS/ ETHNIC MAKE-UP	75	100	100	150	200	275	50	175	300	500
9. LEISURE/REC. TIME/HABITS	65	100	100	150	200	250	95	148	200	450
10. FAMILY STRUCTURE	135.5	100	95	148	200	125	90	145	200	225

* med = median

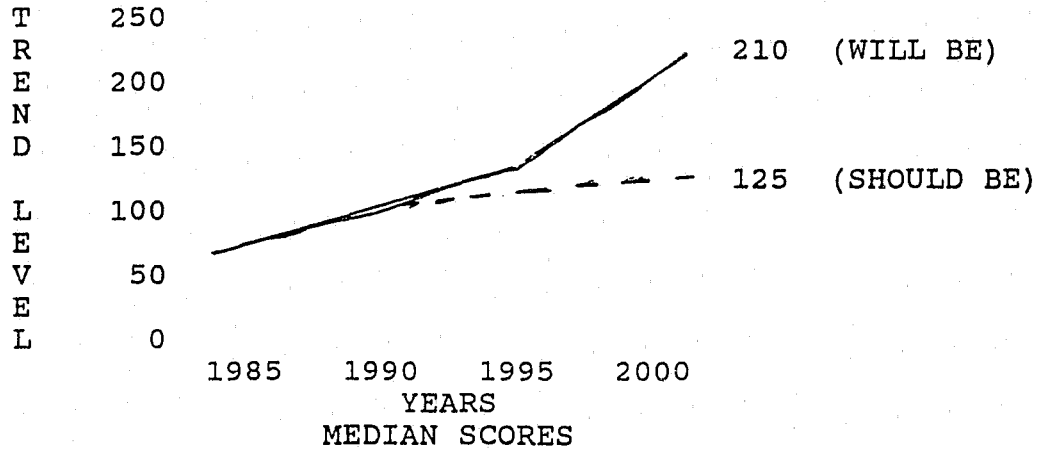
TREND 1
TREND OF "TRAVEL TIME/DELAY FACTORS"



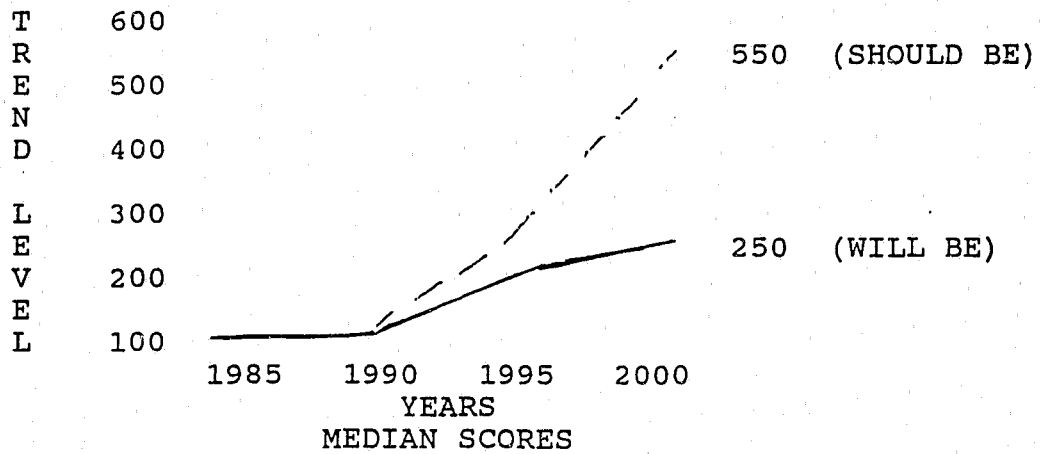
TREND 2
TREND OF "HOUSING COSTS/DENSITY ISSUES"



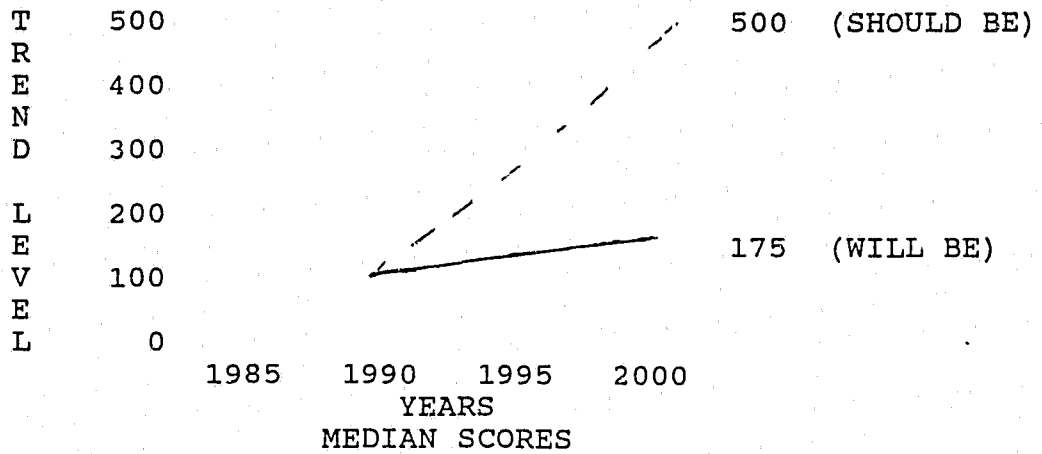
TREND 3
TREND OF "GOVERNMENT FUNDING LEVELS"



TREND 4
TREND OF "QUALITY OF LIFE CHOICES"



TREND 5
TREND OF "DEMOGRAPHICS/ETHNIC MAKEUP"

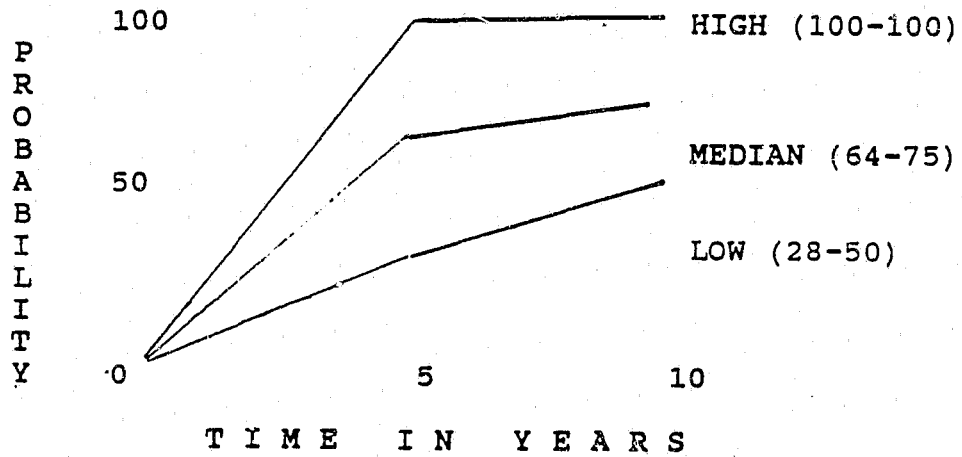


EVENTS

1. In house child care
2. Housing subsidies
3. Limit on damages/civil liability
4. Fuel shortage
5. Son of Prop 13 (Government funding levels)
6. Pay raise guaranteed to be tops in state
7. Budget cut-local problems
8. 4-10 plan adopted- alternate work schedules
9. Residence requirement imposed
10. Alternate energy source found
11. Passage of major environmental initiative
12. Freeway capacities increased
13. Labor contract dispute
14. Communications reach everywhere
15. War..draft
16. Cheaper drugs
17. Third Officer gets AIDS
18. Mandatory employment quotas standardized
19. A.Q.M.D. imposes travel limits
20. Collapse of real estate market
21. Collapse of department of defense industry
22. Employer supplied transportation
23. Terrorist assault on police
24. Immigration act repealed
25. Civilian review board installed
26. National health care instituted
27. Response time dictated by policy
28. Standby pay approved for all officers
29. Zoning laws require high density
30. Police paid bounty for performance
31. Residency pay incentive approved

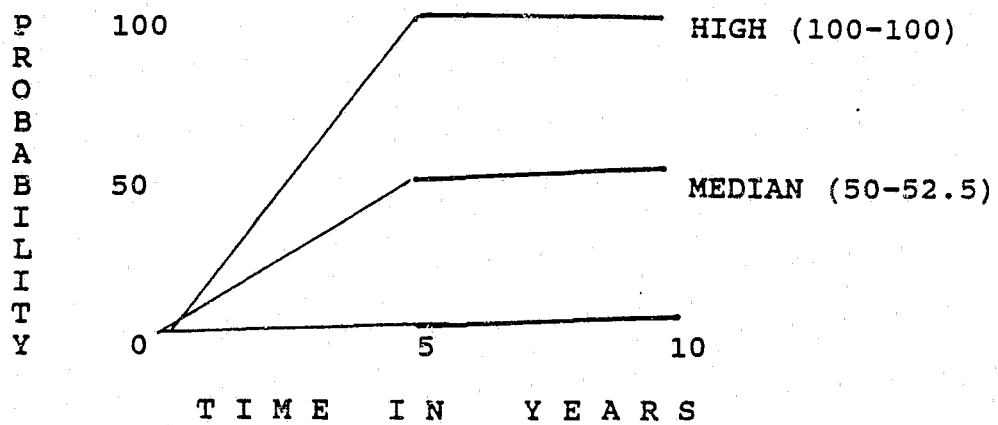
EVENT 1

a. RESPONSE TIME DICTATED BY POLICY



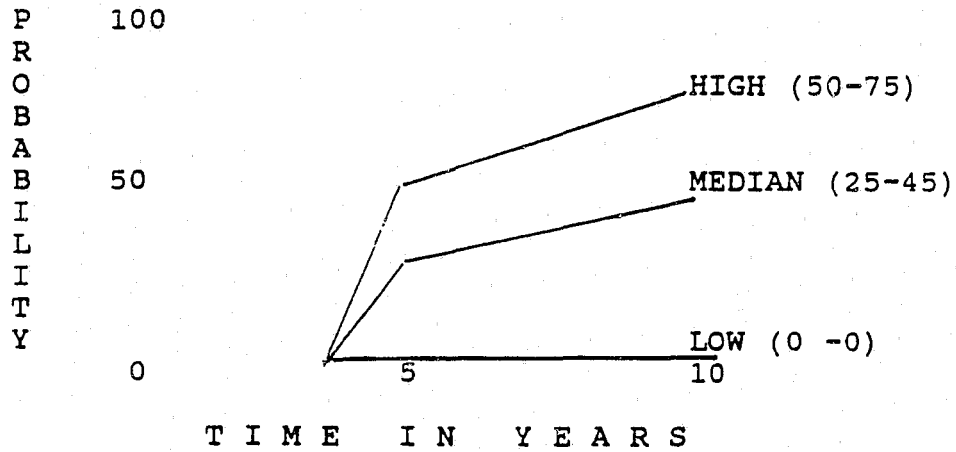
EVENT 2

b. STAND-BY PAY FOR ALL POLICE OFFICERS IS AUTHORIZED



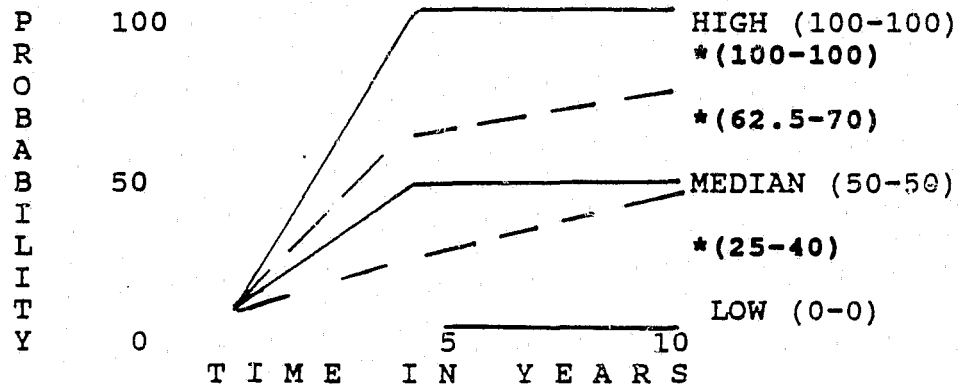
EVENT 3

c. HOUSING SUBSIDIES ARE APPROVED



EVENT 4

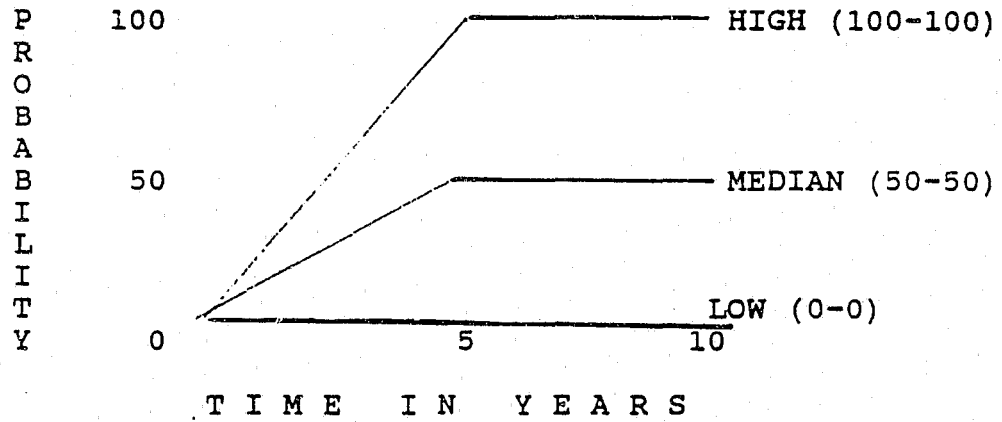
d. RESIDENCY REQUIREMENT IMPOSED



EX 0

* REPRESENT 7 SCORES USING CORRECT LEGAL DATA

EVENT 5

a. MAJOR BUDGET CUT FOR POLICE DEPARTMENT

EVENTS PROBABILITY

EVENT	YEARS UNTIL PROBABILITY EXCEEDS 0	5 YEARS			10 YEARS			MEDIAN IMPACT	
	LOW	LOW	MED*	HIGH	LOW	MED	HIGH	POS.	NEG.
1. RESPONSE TIME POLICY	0	28	64	100	50	75	100	5	4
2. STANDBY PAY	0	0	50	100	5	52.5	100	5.5	1
3. HOUSING SUBSIDIES	3	0	25	50	15	45	75	6.5	2.5
4. RESIDENCY REQ. IMP.	1	0	50	100	0	50	100	5	4.5
5. BUDGET CUT	0	0	50	100	0	50	100	0	6.5

* MED = MEDIAN

SCALE = 0-100

CAPABILITY ANALYSIS

STRATEGIC NEED AREA: FOR STAFFING EMPLOYEE CALLBACKS BY THE YEAR 2000.

Evaluate each item, as appropriate, on the basis of the following criteria:

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

Category:	I	II	III	IV	V
Manpower		50	30	20	
Technology	10	30	40	10	10
Equipment		40	30	30	
Facility	20	60		20	
Money		20	40	40	
Calls for Service		44	50		
Supplies	10	20	60	10	
Management Skills		60	22	11	
Police Officer Skills	10	60	20	10	
Supervisory Skills		40	50	10	
Training	30	30	30	10	
Attitudes		30	10	50	10
Image		30	30	40	
Council Support		11	11	33	44
City Manager Support		11	11	66	11
Specialties	14		86		
Management Flexibility			66	33	
Sworn/Non-Sworn Ratio		11	77	11	
Pay Scale		40	10	40	10
Benefits		80		20	
Turnover	11	22	55		11
Community Support	10	60	30		
Complaints Received	11	55	33		
Enforcement Index		57	43		
Traffic Index		38	50	12	
Sick Leave Rates			33	67	
Morale		10	20	40	30

CAPABILITY ANALYSIS

STRATEGIC NEED AREA: FOR STAFFING EMPLOYEE CALLBACKS BY THE YEAR 2000.

Evaluate each item for your agency as to what type of activity it encourages:

I	Custodial	Rejects Change
II	Production	Adapts to minor Changes
III	Marketing	Seeks Familiar Changes
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

Category:	I	II	III	IV	V
<u>TOP MANAGERS:</u>					
Mentality Personality	<u>30</u>	<u>60</u>	<u>10</u>	—	—
Skills/Talents	—	<u>40</u>	<u>50</u>	<u>10</u>	—
Knowledge/Education	—	<u>22</u>	<u>55</u>	<u>22</u>	—
<u>ORGANIZATIONAL CLIMATE:</u>					
Culture/Norms	<u>30</u>	<u>30</u>	<u>30</u>	<u>10</u>	—
Rewards/Incentives	<u>20</u>	<u>60</u>	<u>10</u>	<u>10</u>	—
Power Structure	<u>40</u>	<u>30</u>	<u>20</u>	<u>10</u>	—
<u>ORGANIZATION COMPETENCE:</u>					
Structure	<u>20</u>	<u>50</u>	<u>30</u>	—	—
Resources	<u>20</u>	<u>20</u>	<u>30</u>	<u>30</u>	—
Middle Management	—	<u>30</u>	<u>30</u>	<u>40</u>	—
Line Personnel	<u>10</u>	<u>20</u>	<u>30</u>	<u>20</u>	<u>20</u>

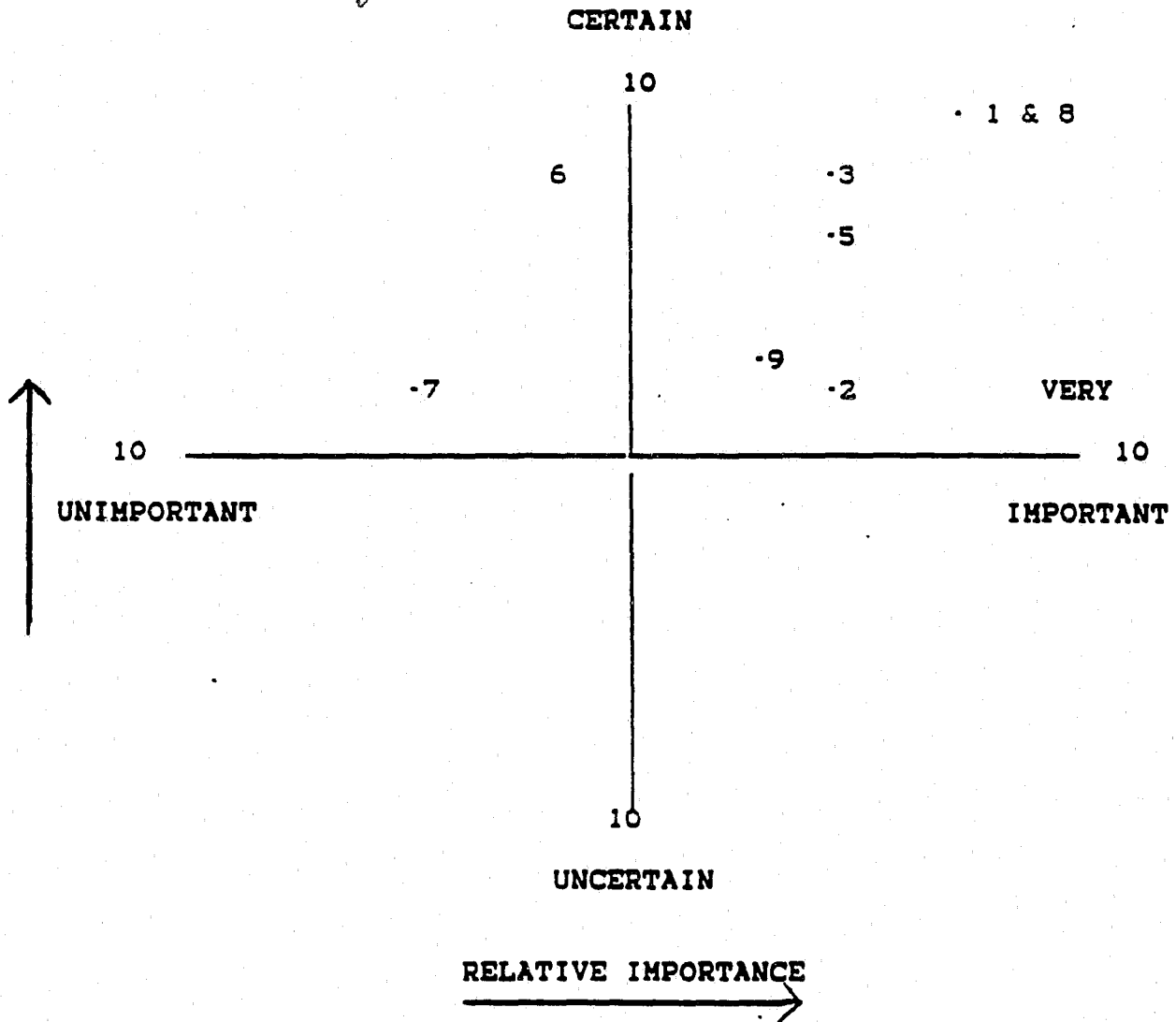
DELPHI PANEL

RESPONSE OPTIONS AND TRANSITION MANAGEMENT TASKS:

1. Executive, Southern California Edison Company
2. Traffic Manager, Department of Transportation
3. Administrative Analyst, Research and Training Division
4. Police Officer's Association representative
5. Police Lieutenant, Command College student
6. Police Captain, Command College graduate
7. Police Sergeant
8. Police Officer

ASSUMPTION MAPPING

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| 1. Sworn Officers | 6. Service Receivers |
| 2. Department Management | 7. Other Related Agencies |
| 3. Police Officers Association | 8. Employees' Families |
| 4. Taxpayers | 9. Air Quality Management District |
| 5. City Management | |

MODIFIED DELPHI RATING FORM

FEASIBILITY:

- | | |
|----------------------------|--|
| Definitely Feasible (DF) | <ul style="list-style-type: none"> . no hindrance to implementation . no R & D required . no political roadblocks . acceptable to the public |
| Possible Feasible (PF) | <ul style="list-style-type: none"> . indication this is implementable . some R & D still required . further consideration to be given to political or public reaction |
| Possibly Infeasible (PI) | <ul style="list-style-type: none"> . some indication unworkable . significant unanswered questions |
| Definitely Infeasible (DI) | <ul style="list-style-type: none"> . all indications are negative . unworkable . cannot be implemented |
-

DESIRABILITY:

- | | |
|-----------------------|--|
| Very Desirable (VD) | <ul style="list-style-type: none"> . will have positive effect and little or no negative effect |
| Desirable (D) | <ul style="list-style-type: none"> . will have positive effect, negative minor justifiable as a by-product or in conjunction with other items |
| Undesirable (U) | <ul style="list-style-type: none"> . will have a negative effect . harmful . may be justified only as a by-product . very desirable item |
| Very Undesirable (VU) | <ul style="list-style-type: none"> . will have a major negative effect . extremely harmful |

RATING SHEET FOR POLICY DELPHI

SCORES REFLECT VOTING OF 7 MEMBERS ON DELPHI PANEL

<u>Alternative 1:</u>	Establish different response times by assignment					
Feasibility	DF	PF	PI	DI	Score =	16
	(3)	(2)	(1)	(0)		
Desirability	VD	D	U	VU	Score =	15
	(3)	(2)	(1)	(0)		
<u>Alternative 2:</u>	Alternates established as backup for core response teams					
Feasibility	DF	PF	PI	DI	Score =	10
	(3)	(2)	(1)	(0)		
Desirability	VD	D	U	VU	Score =	10
	(3)	(2)	(1)	(0)		
<u>Alternative 3:</u>	Department-wide rotating on-call pool					
Feasibility	DF	PF	PI	DI	Score =	12
	(3)	(2)	(1)	(0)		
Desirability	VD	D	U	VU	Score =	14
	(3)	(2)	(1)	(0)		
<u>Alternative 4:</u>	Establish a single response time for all Department employees					
Feasibility	DF	PF	PI	DI	Score =	9
	(3)	(2)	(1)	(0)		
Desirability	VD	D	U	VU	Score =	9
	(3)	(2)	(1)	(0)		
<u>Alternative 5:</u>	Appointment to special assignments contingent upon residency					
Feasibility	DF	PF	PI	DI	Score =	9
	(3)	(2)	(1)	(0)		
Desirability	VD	D	U	VU	Score =	9
	(3)	(2)	(1)	(0)		
<u>Alternative 6:</u>	Set 15 mile radius for all employees, including grandfather house					
Feasibility	DF	PF	PI	DI	Score =	10
	(3)	(2)	(1)	(0)		
Desirability	VD	D	U	VU	Score =	9
	(3)	(2)	(1)	(0)		

Alternative 7: Establish salary scale to pay for standby

Feasibility	DF	PF	PI	DI	Score =	13
	(3)	(2)	(1)	(0)		

Desirability	VD	D	U	VU	Score =	14
	(3)	(2)	(1)	(0)		

Alternative 8: Beepers or other technological means provided to insure ability to contact employee

Feasibility	DF	PF	PI	DI	Score =	15
	(3)	(2)	(1)	(0)		

Desirability	VD	D	U	VU	Score =	12
	(3)	(2)	(1)	(0)		